

**PUBLIC ADMINISTRATION REFORM
CAPACITY-BUILDING IN THE SAP
COUNTRIES
TOWARDS A REGIONAL SCHOOL FOR
HIGER EDUCATION FOR PUBLIC
ADMINISTRATION REFORM (SHEPAR)**

CARDS PROGRAMME - WESTERN BALKANS:

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Abbreviations

APAD	Agency for Public Administration Development (Serbia)
BiH	Bosnia and Herzegovina
CEE	Central and Eastern Europe
CoM	Cabinet of Ministers
CPCS	Centre for Promotion of Civil Society (BiH)
CPM	Consultation and Planning Meeting
CS	Civil Service
CSA	Civil Service Agency
CSTC	Civil Service Training Centre
DfID	Department for International Development (UK)
DoPA	Department of Public Administration (Albania)
EAR	European Agency for Reconstruction
EAS	European Administrative Space
ECD	European Commission Delegation
ECTS	European Credit Transfer System (in higher education)
EI	European integration
EIO	European Integration Office
EIPA	European Institute of Public Administration
ENA	École Nationale d'Administration
EPAN	European Public Administration Network
FBiH	Federation of BiH (entity of BiH comprising 10 cantons)
FRY	Former Republic of Yugoslavia
FYROM	Former Yugoslav Republic of Macedonia
HIPA	Hungarian School for Public Administration
HRD	Human Resource Development
HRM	Human Resource Management
ICT	Information and Communication Technology
IPA	Slovak School for Public Administration
ISO	International Organisation for Standardisation
JHA	Justice and Home Affairs
KIPA	Kosovo Institute for Public Administration
MPA	Master of Public Administration
NGO	Non-governmental Organisation
NIS	Newly Independent States (formerly part of USSR)
NISPAcee	The Network of Institutes and Schools of Public Administration in CEE
MoU	Memorandum of Understanding
MPA	Masters of Public Administration
OHR	Office of the High Representative (BiH)
PA	Public Administration
PAD	Public Administration Development
PAR	Public Administration Reform
PARC WB	Public Administration Reform Capacity-building in the Western Balkans
PCM	Project Cycle Management
PR	Public Relations

RE	Regional Expert
RS	Republika Srpska (entity of BiH)
SAA	Stabilisation and Association Agreement
SAP	Stabilisation and Association Process
SEE	South Eastern Europe
SHEPAR	School for higher education for public administration reform
SIGMA	Support for Improvement in Governance and Management (a joint programme of the EC and the OECD, mainly financed by the EC)
SCOA	State Central Office for Administration (Croatia)
STM	Stabilisation and Association Process Tracking Mechanism
TIPA	Training Institute for Public Administration (Albania)
TOR	Terms of Reference
ToT	Training of Trainers
UNMIK	United Nations Interim Administration Mission in Kosovo
UNSCR	United Nations Security Council Resolution
WB	Western Balkans

Definition of terms used in this report

- **‘Trans-national’** = encompassing all 5 current SAP countries and selected EU countries in terms of legal status, staffing, student recruitment, curriculum development, internships, exchanges, accreditation and qualifications, scholarships and using primarily English as the lingua franca;
- **SAP (Stabilisation and Association Process)** = used as a generic shorthand term for the five countries in SEE that will participate in the SHEPAR initiative;
- **‘School’** = a generic term for both academic (university-based) and professional (training centre based) specialist trans-national and national institutions;
- **‘SHEPAR’ (School of Higher Education for Public Administration Reform)** - the term used in the Thessaloniki Agenda that is used in this report to subsume the core institutions or centre in all four structural models proposed (Models 1-4) as well as the two ‘school type’ models (Academic and Professional Schools);
- **‘Academic School’** = a specialist academic institute, faculty, centre in a university or university department for civil service education providing academic research and advanced qualifications;
- **‘Professional School’** = a specialist non-academic practical training centre, institute, inter-ministerial unit or unit within a ministry offering programmes for senior and middle ranking civil servants ranging from policy, strategy, management, EU acquis implementation, legal drafting, etc.;
- **‘Network’** = a loosely co-ordinated assembly of collaborating relatively autonomous existing ‘schools’ or ‘centres of excellence’;
- **‘Corporate Institution’** = a group of national ‘schools’ centred around and tightly managed by the SHEPAR which acts as the ‘headquarters’, channel for funding and accountability, capacity building, etc.;
- **‘Education’** = largely theoretical learning linked to research and mainly leading to academic qualifications e.g. post-graduate diploma or masters in the Bologna scheme. University approach but work-related, using modern active adult learning methods, action research and the European Credit Transfer Scheme (ECTS);
- **‘Training’** = strongly practical skills training, possibly for trans-national or national professional qualifications e.g. professional certificate of SHEPAR validated by regional ministries but not necessarily for academic awards. Training Centre approach with short courses to allow release of busy mid-career civil servants, using on-the-job supported assignments.

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Jaroslav Kalous, Marc van den Muyzenberg and David Oldroyd, 26 April 2004

Executive Summary

The main conclusion of this study is that the proposal from the Thessaloniki Agenda for a School of Higher Education for Public Administration Reform (SHEPAR) is not only feasible, but also urgently required across the five SAP countries¹ of the region. The purpose of SHEPAR² would be to facilitate the self-improvement of public administration in the region by acting as a catalyst for sharing best practice, education and training between the SAP countries and the EU and within the region itself. It would seek to develop high quality civil servants and public administration educators and trainers by means of EU-related and region-specific programmes and learning resources. It would add value in terms of: regional co-operation and economies of scale in preparing its target groups for EU accession; by raising the profile and esprit de corps of civil servants and accelerating the development of a merit-based civil service across the region. It would do this by building a network dedicated to the SAP region and linking it to specialist EU centres of excellence.

Over 150 stakeholders in five SAP countries were interviewed during this study and their perceptions analysed. They were drawn from the professional communities of public administration and higher education, along with international donors and NGOs working in the field of public administration reform (PAR). There is widespread commitment to the SAP and eventual accession to the European Union across the region and SHEPAR is universally seen as a desirable initiative although a range of views was encountered about its exact functions and form.

Among the many needs that the initiative might serve, certain priorities are widely identified. Three broad priorities emerge:

- the urgent need for practical in-service training of both senior and mid-career professional rank civil servants;
- the need to train civil service trainers to accelerate the dissemination of high quality programmes developed at SHEPAR or with SHEPAR support;
- the longer-term but nevertheless pressing need to transform pre-service academic preparation of civil servants.

Three trans-national 'school types' are considered in this report to address these priorities:

- an 'Academic School';
- a 'Professional School';
- a combined 'Professional and Academic School'.

Each has advantages and disadvantages but they all could:

- link staff and students of SHEPAR to best practices both inside and in the expanded EU;
- build understanding and skills of individual civil servants for European integration;
- focus on pre-service preparation, in-service training or both;

¹ Albania, Bosnia and Herzegovina (FBiH and Republika Srpska), Croatia, FYROM and Serbia and Montenegro (including Kosovo under UNSCR1244).

² Throughout the report the generic term SHEPAR from the Thessaloniki Agenda subsumes all possible options (institutions, networks, centres) for the sake of brevity.

- enhance the capacity for PAR and training in the region's specialist institutions;
- contribute to improving the performance, status and shifting the culture of the civil service.

Four models are presented as a basis for designing SHEPAR. The first two are 'stand-alone' institutions, single or twinned:

- *model 1 – Single Institution* - a conventional 'stand-alone' SHEPAR either in the EU or SAP region that educates and trains individual civil servants and trainers from the SAP region;
- *model 2 – Twinned Institution* - an EU-SAP twinned SHEPAR producing similar graduates.

The second two models are structurally connected with institutions as well as individuals in the region and in this way offer more potential for capacity building:

- *model 3 – Co-ordinating Centre of a Network* – a co-ordinated range of SHEPAR-supported and developed programmes offered in a network of existing EU and SAP institutions;
- *model 4 – Corporate Institution* - a SHEPAR that is both a significant institution in its own right but that also coupled to 'partner centres of excellence' in the EU and SAP countries.

The region is still unstable and many uncertainties face the SHEPAR initiative. Thus a step-by-step, three phase and long-term adaptive strategy is recommended for establishing SHEPAR. It involves starting quickly but modestly and then expanding by building on success and experience. Phase 1 (2005-2006) would involve a rapid initiation of a secretariat to co-ordinate 'fast-start' events and to develop a Professional School Co-ordinating Centre and Network (Model 3B). In Phase 2 (2007-2009), conditional on the success of the earlier phases, SHEPAR could evolve into the more ambitious Professional Corporate Institution (Model 4B). The most ambitious model (4A+B) a combined Academic and Professional School based on the Corporate Institution concept is a long-term vision (Phase 3, 2010 onward).

The networking approach would initially meet the urgent need for practical training and trainer development. It would meet the needs and priorities identified by the stakeholders and sponsors while at the same time offering an adaptive strategy to allow flexibility and readjustment in overcoming risks and obstacles in a complex and unstable region.

Key Summary Recommendations:

1. the SHEPAR initiative should be pursued with the greatest possible speed;
2. a step-by-step gradual strategy should be adopted;
3. the Professional School focusing on in-service training should constitute the first phase;
4. the initial emphasis should be on providing practical programmes related to every day work skills, particularly those for implementing SAP and EU accession processes;
5. initial target groups should be primarily senior and professional mid-career civil servants and their trainers in ministry units, civil service and other training centres;
6. SHEPAR should be located within the SAP region;
7. a long-term funding commitment from outside the region must be guaranteed;
8. strong linkage between SHEPAR and relevant EU institutions is essential;
9. the SHEPAR development plan should include the addition of the Academic School function and pre-service education in the long-term prospect;

10. in systems where no civil service law has been adopted this should be done quickly and everywhere the law implemented in practice in order to provide a proper context for SHEPAR.

The potential exists for SHEPAR to make a significant contribution to the many needs of the region's PAR and road to EU integration. Support by the EC for this proposal will depend on both financial and political factors beyond the scope of this report. But if the commitment of the EC matches the enthusiasm of those in the SAP who welcome this initiative, then the start-up date of January 2005 envisaged in the TOR can be realised by the method proposed.

CHAPTER

1 Introduction, Context and Rationale for the Study

The study arises from "The Thessaloniki Agenda for the Western Balkans: moving towards European integration" (June 2003). The European Commission was invited "... to examine ways that would offer students from the SAP countries the opportunity to develop legal thinking and understanding of the principles that form the basis of Western democratic systems and the EU." The TOR elaborate the means to this end in two objectives:

- to evaluate the feasibility of establishing a School for Higher Education on Public Administration Reform in the Western Balkans region (1) to offer civil servants from the Western Balkans countries the opportunity to develop thinking and understanding of the principles, values and norms governing European public administrations and (2) provide those civil servants with skills and knowledge to deal with the SAP reforms and the challenges of EU integration;
- to recommend models and priorities for the establishment and functioning of the school which in the best possible way will enable the Western Balkans countries to facilitate long-term institution-building and strengthen their current and future administrative capacity, in particular with a view to their implementation of the SAP reform process and the "acquis communautaire".

Briefing discussions with at the DG External Relations encouraged the consultants to use documentary and field investigations in this region of great differences to:

1. survey through a literature review and field investigation, current training structures, policy, provision and practice in civil service training;
2. identify needs and priorities common to the region and specific to each country, with special focus on training and capacity related to EU matters;
3. recommend feasible options for meeting the above aims set out in the Thessaloniki Agenda.

Rapid (by December 2004) take-off of the initiative, even if modest, was proposed as a basis for a gradual progression towards trans-national education and training of civil service staff across the region. The models for the envisaged trans-national 'school' should not be pre-conceived and recommendations should be based on the analysis of the current situation, needs and priorities and existing PA traditions. Both the purpose of European accession and regional collaboration should feature in the proposed options. The study should be purely technical in nature and political matters should remain outside its remit.

CHAPTER

2 The Method of Study

2.1

DESCRIPTION OF ACTIVITIES

A team of three experts conducted this study between January and April 2004. The broad remit set out in the TOR and developed in the Inception Report related to the programming and identification phases of PCM. The TOR provided guidelines and focus for the study and time-lines were suggested at a meeting with the EC task manager (programming phase). The literature review and field investigations represented the identification phase of PCM leading to the current recommended options for the appraisal of a possible trans-national initiative for educating and training public administrators. The appraisal phase will follow the selection of the preferred option and will fall to the EC and subsequent Working Group that will consider the further organisational, political and financial dimensions of moving the initiative forward.

The complexity and instability of the region and the internal differences of public administration and civil service education and training systems provided a formidable challenge. An extensive search of electronic and printed documents both general and specific to each country was conducted (see Annex 1) including those collected during the field investigations. Distinct and in some cases internally differentiated PA systems in the SAP region were studied in addition to a survey of institutions and best practice in the EU and Accession countries. The Team Leader also visited SIGMA in Paris, to discuss their recent PA Assessment studies in the region. EC delegations in each country assisted in drawing up schedules for the field investigations, UNMIK assisted in Kosovo and relevant EC delegation staff were also targeted as interviewees. To co-ordinate data gathering, the team developed a structured interview schedule derived from detailed guidelines and questions for investigation in the TOR. A three-fold structure (Situation Analysis; Needs and Priorities; Possible Options) was employed which is reflected in this report. The field interviews targeted:

- policy-makers - ministries and agencies, education and training institutions, professional associations;
- providers - developers of PA staff (training centre and university lecturers, trainers, coaches), foreign experts involved in donor projects, NGOs;
- potential participants - senior rank (executive and professional level) in-service staff and university graduates heading for senior positions.

A comparative analytical matrix of data gathered during field destinations was devised and completed at the second team meeting in Budapest as a basis for drafting the Intermediate Report. Following discussion of the Intermediate Report at the EC and written feedback

from a variety of interested parties, the team has addressed remaining problems and developed this more detailed proposal for an implementation strategy.

2.2

LIMITATIONS OF THE STUDY

The planning and logistics of the study have proceeded with some obstacles. Inevitably the geographical separation of the team required virtual communication, and co-ordination of separate investigations has been very time consuming and less efficient than face-to-face collaboration. Deadlines have been extremely tight for proper gestation of the Report but December 2004 was clearly stated as the desired starting date for this initiative.

Both documentary and interview evidence was gathered primarily in the English language with minimal use of interpreters. This may have eliminated from the data gathering process some potentially valuable stakeholders in the inquiry. But as Appendix 2 indicates, a very wide range of testimony was in fact gathered and most of the key actors in public administration in the region, in fact, are able to use English³.

This study completes the identification stage of the project cycle management and prepares the ground for the appraisal stage. It is therefore not possible to provide a fully detailed action plan for SHEPAR if it is to be implemented (but see the first outline sketch of such a plan in Annex 3). That task remains in the appraisal phase for a subsequent Working Group and should involve much closer consultation with stakeholders than has been possible during the study.

³ Some of the interviewees requested that they be kept informed of the progress and content of the feasibility study and subsequent developments. They had experience of making contributions to previous EC studies then receiving no feedback.

CHAPTER

3 Public Administration Reform

3.1

EUROPEAN ADMINISTRATIVE SPACE

“The Thessaloniki Agenda for the Western Balkans: moving towards European integration” asks for the examination of “... ways that would offer students from the SAP countries the opportunity to develop legal thinking and understanding of the principles that form the basis of Western democratic systems and the EU.” What could be said about these principles that are crucial for the European public administration?

SIGMA Paper No. 27 ‘European Principles of Public Administration’ attempts to identify principles of administration shared among EU Member States. These principles are derived from the standards that underlie administrative law in most EU Member States and from the decisions of the European Court of Justice. These principles also define standards to which the SAP countries are expected to conform in order to align their public administrations to those of the EU member states.

The main administrative law principles common to Western European countries can be summed up as follows:

- reliability and predictability (legal certainty or judicial security);
- openness and transparency;
- accountability;
- efficiency and effectiveness.

(SIGMA Paper No. 27, 1998: 8-14)

These shared basic public administration values and principles are deemed to have led to some convergence amongst national administrations. The European Administrative Space (EAS) represents an evolving process of increasing convergence between national administrative legal orders and administrative practices of member states. The EAS concerns basic institutional arrangements, processes, common administrative standards, civil service values and administrative culture. It is difficult to speak of a European model of Public Administration, but the EAS, albeit a metaphor, signifies a convergence and states the basic values of public administration as a practice and profession in Europe.

The extent to which the above-mentioned principles are present in the regulatory arrangements for public administration, and are respected and enforced in practice is an indicator of the capabilities of the SAP countries for implementation and enforcing the *acquis communautaire* in a reliably way.

3.2

STATE AND PUBLIC ADMINISTRATION

Public administration in Western Europe is rooted in a strong state tradition. Widely shared opinion is that the public administration system has to keep the state going and exercise its public authority. That is why Drechsler (2000: 267) argues that the fundamental challenge to post-communist countries is still a restoration or (re)creation of the positive concept of the state. The missing positive concept of the state and the insufficient state identification on the part of citizens leads to serious problems, which include unattractiveness of the civil service career, the lack of loyalty of the citizens to the government or true respect for legal or administrative decisions. The administrative culture, the attitudes and ethics of bureaucrats are highly dependent on tradition. This is a crucial fact for the weak states in the SAP region after disintegration and wars.

Public administration in former communist countries was monolithic. It was characterised by the high politicisation of the system and a lack of relations with citizens. Neither civil service recruitment nor career progression applied competitive or meritocratic models. Evaluation was non-existent and objective efficiency discarded. Criteria, which were used in the civil service, did not meet the requirements of a transparent system.

The commitment and loyalty of public servants cannot be taken for granted, especially in countries with a short experience of democratic governance. One of the principal problems stems from the convention of failing to make the appropriate distinctions between civil servants and other types of employees. During the communist regime, the notion of civil servants carrying out the powers of the state under law and under an inherent responsibility had no impact on the regulation of employment conditions for this group of employees as civil servants were subject to the general labour codes. The appropriate mechanisms to protect civil servants from party-political interventions were lacking and this, in turn, created a distrust and even hostility from the citizens towards the state apparatus.

The new constitutions and laws are substantial but cannot resolve all these issues. Attitudes are very difficult to change and change cannot be easily implemented. The impact of state tradition and the development of solid principles of public administration are established in Western Europe as a result of a long political evolution. Public administration in post-communist countries suffers from the bad reputation of the state in the communist regime and the future development of the role of state in SAP countries will also determine possible solutions of many other problems. SAP countries (especially BiH, SaM and FYROM) are still hampered in state-building by ethnic compromises that weaken state and PA structures.

3.3

CIVIL SERVICE SYSTEMS

Career based systems

Career systems are based on the assumption that civil servants spend most of their working lives in the civil service, gradually improving position and salary scale. Classical career systems offer the individual various benefits, such as health benefits and pensions schemes. A career system often emphasises the need for the civil servants to have higher standards, since employees should not take advantage of their positions and are essential in order to

serve the nation state. A further feature is the emphasis on high qualifications of the civil servant upon the entry of the service (UNDP, 2003:8-9, EIPA, 2003:16-17).

Position based systems

A position based system in the civil service recruits suitable candidates for positions in the service by means of open competition i.e. both civil servants and external candidates are in principle eligible for a position of any rank. Position based systems are increasingly used in those public administrations that want to attract the highest calibre of qualified or experienced applicants. They are associated with salaries that can compete with the private sector.

Most of the EU member states and Accession countries favour career based systems (France, Germany, Spain, Romania, Bulgaria; Cyprus; Turkey; Slovakia), it should be noted that career based systems are not uniform in all countries mentioned, each country has its own singularities in relation to the system.

Some countries have been gradually moving towards a mixed system of career and position based civil services (Poland, Great Britain and Italy). Examples of position based systems are the smaller EU member states such as the Netherlands, Denmark and Sweden and Estonia as one of the Accession countries (EIPA, 2003: 18).

Civil service systems in accession countries and SAP countries

Accession countries also tend to favour career based systems in line with their existing historical traditions, for example, Polish public administration has been traditionally influenced by the French public administration. Whereas the Slovakian and Hungarian public administrations and civil services design have been influenced by German-Austrian tradition. An important underlying feature for many EU Accession countries opting for a career based civil service was the strong desire to build up a service that is based upon the apolitical, but highly professional civil servant.

Although considerable advance has been made in some SAP countries, it is too early to make a final assessment on the current development towards position and career based systems in the region. Some early evidence points towards a career based systems in Croatia (Sigma Report, 2004), but some top ranks are still political appointees. In Kosovo and FYROM a position based civil service seems to be emerging. The (re)established civil service agencies are in an embryonic form responsible for an independent and ideally transparent administration and career development in the civil services.

Capacity building and training-learning structures

Capacity building in position and career-based systems can be provided by pre-service and in-service training and learning systems. Sometimes career-based systems seem to be associated with a stronger emphasis on pre-service training, but our initial survey tends to indicate a blurring between pre and in-service training.

Pre-service training systems are usually associated with general or specific academic and higher secondary education learning, whereas in-service training is associated with training that is necessary for the individual to advance his/her career, sometimes compulsorily, in order to ensure knowledge management and competency development of the service. An often mentioned example of a pre-service training system is the French ENA, responsible for the capacity building of the highest echelons of French civil service.

In-service education and training (increasingly referred as continuing professional development) can be provided within higher education institutions such as ENA and universities or polytechnics, however, it is more regularly associated with specialised civil service training centres. Most member states have such special training institutes for in-service training, for example, the British Civil Service College at Sunningdale Park. Some of the training institutes are partly privatised, but legally still under ministries of interior affairs. Their core business is to provide for their public administrations open and in-company programmes in modern public sector management techniques addressing HRM in the public sector, public policy making and personal skills development.

Traditionally the training institutes offered bi-lateral exchange programmes to their civil services. Currently there are some initiatives amongst the European training institutes to give new impetus towards trans-national exchange programmes supporting their civil servants to build up networks in the expanded EU. Some of the European training institutes have developed strong partnerships that provide technical assistance or twinning with their counterparts in the new member states and in the SAP countries.

The European Institute for Public Administration (EIPA) offers a wide range of specific and generic EU training programmes to member states and accession countries. It is based in Maastricht and has its antennae in various member countries.

CHAPTER

4 Public Administration Training in Post-Communist Countries

4.1

SPECIFIC FOCUS

In countries with long and ingrained state traditions, skills training can receive greater emphasis in PA curricula. Post-communist countries should, in addition to development of skills, specifically focus on the role of civil servants in society and on the basic values of a contemporary civil service. Therefore, in order to achieve basic competence for civil servants, it is necessary that they know what they are doing and why and with which phenomena they are actually dealing. This is particularly the case when these transition states are heading for EU accession.

Drechsler (2000:273) argues that

“IN OUR COMPLEX, RAPIDLY CHANGING TIMES ALL ONE CAN DO, YET WHAT ONE MUST DO, IS TO STRIVE FOR A LEARNED, CREATIVE, ADAPTABLE YET INTELLECTUALLY SECURE PUBLIC ADMINISTRATION PROFESSIONAL WHO IS AWARE OF THE BASIC QUESTIONS AND THEREFORE ABLE TO ADDRESS THE DAY-TO-DAY ONES ONCE THEY POSE THEMSELVES, OFTEN IN UNFORESEEN FORMS.”

Consequently, students of public administration should understand the notion of the European Administrative Space and internalise its values, thus enabling them to apply this into practical solutions once they leave the training.

Public sector goals and values often conflict, especially when transferred into concrete policy and action. For instance, several ‘democratic’ goals such as representation, transparency, equal opportunities, equal access to services and citizens’ participation in decision-making may conflict with more ‘technocratic’ goals such as efficiency, effectiveness, value-for-money or rapid decision-making. This kind of contradiction can be especially hard to understand in transition countries where democratic principles are not as ingrained and broadly accepted as in countries with long democratic traditions. Limited resources also put pressure on governments to follow ‘technocratic’ goals. The dilemma of democratic versus technocratic goals may, in turn, affect the way that public administration is perceived and developed in particular societies.

4.2

EXAMPLES OF PA EDUCATION

Under communist regimes public administration education was geared to provide for the communist party system. Two orientations prevailed, namely highly theoretical Marxist theory of 'scientific socialism' and a continental law approach taught in law schools geared to state regulations. At the beginning of the 1990s, the term 'public administration' was quite unknown. Neither had it been translated into several CEE languages. However, recently, countries have responded in different ways to try to meet the new challenges of educating public servants (Connaughton, Randma; Jabes, 2000; Wright Nemec, 2003).

Bulgaria- PA programmes started to develop in the mid-1990s, first in newly created private universities, later followed by state universities. The development and delivery of PA programmes have been strongly influenced by the requirements of the Bulgarian state and other legal regulations regarding the discipline. The state requirements foresee the interdisciplinary character of PA curricula by mixing of the courses of Law and Economics with governance-related courses. The interdisciplinary approach is followed at Sofia University and the New Bulgarian University.

Czech Republic - Development of PA as a major field of study started after the political changes in 1989 when the universities began offering programmes in "Public Administration and Regional Science" or "Public Economics and Public Administration". They did this despite the fact that the historical development of PA has been within the faculties of law of the country. PA programmes are mostly taught within the faculties of Economics or Management, which influence their respective curricula, with a few exceptions where the PA programmes have a broader social science focus (e.g. Charles University). Czech programmes in PA have a well-developed European dimension. The role of universities in the pre-entry preparation of public servants is fully recognised by the government and universities are actively involved in training existing public servants.

Estonia - Development of independent PA programmes started in the first half of the 1990s in public universities, later followed by a few private universities. PA programmes have taken a broad social science approach by combining different fields such as Political Science, Law and Economics into an interdisciplinary curriculum. In a few cases PA programmes are more affected by the neighbouring curricula of Business Administration or Economics. Textbooks and lecture compendiums consisting of articles in English are widely used.

Hungary - Hungary is one of the few CEE countries that developed PA as an academic discipline also during the socialist period. This happened mostly in the Law schools under the discipline of administrative law. In 1978, the College of Public Administration was created which up to now awards Bachelor's degrees in PA and which involves also other disciplines in addition to Law. Since the 1990s, the two main tendencies in the development of PA have been visible. Firstly, administrative law continued to be a disciplinary domain for PA programmes. Secondly, other different foci to PA programmes were observed, including Public Management, Political Science and Economic, Public Policy. (e.g. Budapest University of Economic Sciences and Public Administration).

Latvia - The first Department of Public Administration was opened at the University of Latvia in 1994. In addition, there are BA and MA programmes in "Regional Development

and Administration” at the Latvian University of Agriculture. In both cases, the PA programmes are based in faculties of Economics (and Management). PA programmes in Latvia predominantly focus on managerial approach to PA strongly influenced by the Anglo-Saxon tradition.

Lithuania - The founder of the modern PA programmes in Lithuania has been the Kaunas University of Technology (KTU) where the PA programmes were launched in the mid-1990s. The first PA programme at KTU has followed an interdisciplinary approach to PA, whereas the other programmes have a strong emphasis on Political Science (e.g. Vilnius University) or Law (Vytautas Magnus University).

Poland - During the communist regime, some PA-related courses were taught at the Law schools. This has left a legal flavour to the discipline of PA. The key player in the Polish PA education is the National School of Public Administration that was launched in 1990. Polish PA programmes can be divided into two strains according to their dominant disciplines: first, there are law-based programmes, and second, PA education is also provided in the faculties of Political Science. PA programmes in private universities are taught from a legal perspective but they are more interdisciplinary in nature.

Romania - The Ministry of Education stated in 1999 that the curricula of the PA schools would be built on four domains: administrative sciences, law, economics, and social and political sciences. Currently the following faculties offer PA programmes - law, economics, political science, history and philology. There is a clear trend from law-related curriculum to interdisciplinary studies. However, law still dominates most PA programmes.

Slovak Republic - In 1977, the first faculty designed to educate individuals for public service was established in Banska Bystrica. In 1986 the curriculum of “Economics of Non-Producing Services and State Administration” was launched. It remained a unique institution offering PA education before 1989. Most PA students participate in programmes developed on the basis of Economics and Management.

Slovenia - The Slovenian School of Public Administration was established already 1956, which is a clear exception to the practices of the other CEE countries. By now this school is a part of the University of Ljubljana, and it is the only one in Slovenia which offers a curriculum in PA. Historically, the dominant field in the PA curriculum has been Law. Such a focus has gradually changed, as courses of economics and organisation theory have been included into curriculum by giving it a more interdisciplinary perspective.

Ukraine - Modern PA programmes were established shortly after Ukraine gained its independence in 1991. In early 1992, President of Ukraine issued a decree establishing the Institute of Public Administration and Local Government of the Cabinet of Ministers of Ukraine (later called Academy of Public Administration). In 1995, four regional branches of the Academy were established. The MPA programme of the Academy is interdisciplinary, including various subjects of social sciences, economics and management, primarily the latter.

During the 1990s pre-service training that related to democratisation, public sector management and legal studies started to focus increasingly on the impact of accession for

national administrations and the civil services. An extra impetus developed in curricula and programmes that emphasised the European dimension and prepared for inter-change with programmes in EU member states through the EU Tempus programme. In some countries new non-traditional pre-service training structures arose that challenged the traditional universities. An example of a trans-nationally operating training structure for public administration, public policy making with a strong focus on EU aspects is the Central European University in Budapest. Another initiative relevant for our survey, offering both in- and pre service is the Academia Istropolitana in Bratislava. An initiative that tries to bridge the traditional distinction between pre- and in-service training systems is the Public Policy Making project in Slovakia funded by the Dutch Matra programme. Beneficiaries are the Social Faculty of the Comenius University and the IPA (Slovak School for Public Administration).

4.3

IN-SERVICE TRAINING STRUCTURES AND NETWORKS

The design of in-service training in the accession states is closely linked with public administration reform processes. Like the EU member states the accession countries have developed their own pre- and in-service systems for capacity building in the civil service. Often they have used relevant elements from existing models in the EU, while re-establishing or adjusting existing infrastructures and developing local capacity. Many of the training institutes in the Central European and Baltic countries inherited the training infrastructure of the old party schools.

The legal status of these institutes continues to change. For example the Hungarian Institute for Public Administration has only recently become the responsibility of the Ministry of Interior Affairs, whereas previously it was under both the Prime Minister's Office and that ministry. Similar reforms are happening in the SAP countries, for example in Croatia where a Central State Office for Administration has recently been detached from the Ministry of Justice.

The relevance of training programmes and their training methodologies is a different issue. Many of the training programmes offered are strongly content-related, emphasising rote learning and focusing on updating legal knowledge. Little attention is paid to the role of the civil servant as policy co-ordinator within the national context and increasingly as a co-ordinator between ministries and Brussels. Many of the training institutes are currently updating their programmes in order to support the successful operation of their national civil servants in the EU following accession on 1st of May 2004.

NISPAcee is an important network with secretariat based in Bratislava. Its membership includes state pre- and in service training organisations as well as NGOs, universities and private organisations and individuals from all EU, accession and NIS countries. Some organisations from SAP countries have already registered, for example, TIPA from Albania, KIPA from Kosovo, CSA from Macedonia and CPCS in BiH. NISPAcee is developing itself as an important organisation for public administration reform and capacity building through conferences, training programmes, literature translations, publications and other network activities.

These examples show that countries of CEE have chosen different ways to meet the new challenges of educating public servants. In the SAP countries a variety of approaches may also well emerge.

CHAPTER

5

Lessons Learned from the Accession Countries

As the previous chapter indicates, the development of civil servants in the accession countries has proceeded in two main channels:

- academic programmes in universities supported by international networks;
- professional practical training in a variety of training centres supported by international networks.

There is however some blurring of the distinction between the two. As in the SAP countries, the function of these channels is to provide human resources to carry forward major public administrative reform initiatives that extend from law-drafting through restructuring, organisational development, policy-making implementation and review along with project management. In fact, the flood of reforms presents a very wide range of challenges that did not face civil servants in former more stable times. Some experience can be drawn from the transformation process of the former communist countries of CEE soon to become new EU member states. The experience of reform can be utilised in SAP countries that are on the same road.

5.1

REFORM CONSTRAINTS

Transformation of post-communist countries has turned out to be much more difficult than was presumed. One of the primary reasons why reforms fail or that their results are not sustainable is the size of the constraints they face. In order to implement any sustainable national reform:

- there should be reasonable consensus in the society about the goals of the reform;
- different groups and institutions should be willing to co-operate while respecting differing needs and priorities;
- in the expectation of long-term gains, people should be willing to tolerate the short-term losses that inevitably arise from reform;
- there are flexible institutional arrangements for facilitating reform that command broad-based political and social reform and that can attract and manage resources.

Human capital is traditionally defined as the knowledge, abilities and competencies of individuals, whereas social capital relates to aspects of social life, such as trust, partnership and cohesiveness that enable people to work, live and create synergies together. Without sufficient social capital, implementation of any reform is impossible. This constraint is particularly pertinent in the SAP region. BiH's complex constitution and fragmented and

weak state, for example, or Serbia and Montenegro's uncertainty about the future now made worse by the new ethnic conflicts in Kosovo illustrate complexities not matched in CEE.

To change individual and social attitudes and behavioural patterns takes a long time. For such deep changes of human and social capital it may be necessary to wait for the emergence of a new generation, unaffected by life under the former regime. Many of the respondents in this study referred to a pessimistic time frame that will require a generation until the 'old wolves' who remain in charge of public institutions are replaced. They still dominate the management of academic and training centres and hold on to former attitudes that are hostile to modernisation of the public service and civil service management and training.

These constraints to reform initiatives should not be viewed as defeatism but as realistic appreciation of the scale of the problem. The results of this study suggest that the enthusiasm for the SHEPAR initiative can be seen as a positive desire to accelerate the implementation of reform by contributing to a more change-friendly civil service.

5.2

ENDURING POLITICAL COMMITMENT

Designing and implementing successful (trans-national) training and learning infrastructures for the civil service requires enduring commitment of the political elites. Without that specific support *any* progress is very unlikely (UNDP 2003: 18). However the reality is that enduring political support is in many cases very difficult to sustain and it is difficult to refer to best practices or recommendation, since commitment depends on a plethora of hardly controllable variables. Nevertheless the following internal and international factors seem contribute to success:

- depoliticisation of the training structures: stable agencies or ministerial departments have a clear mandate for training and programmes and can operate independently from political pressure groups;
- strong donor co-ordination and external international support. A coherent donor policy with clear messages and objectives, such as accession to the EU can tip the balance in terms of ensuring commitment of elites towards PAR reform.

On the evidence gathered for this of this study, both these factors are currently not in place in all the SAP countries.

5.3

HRM AND (TRANS) NATIONAL TRAINING DEVELOPMENT STRUCTURES

Current projects in the SAP countries are promoting the design and development of uniform frameworks for job pay and grading, promotion, appraisal, and other aspects of HRM. The intention is to facilitate transfers and mobility across the whole public administration system and to create civil service training systems capable of enforcing and upgrading standards across the whole service.

However, for both HRM and HRD a balance should be struck between strong co-ordination and management of uniform standards and local absorption capacity. Policies for both training and reform need to be adjusted to what is locally feasible. Any trans-national

initiative focusing on promoting and training on EU integration and ‘acquis communautaire’ therefore needs to be carefully interfaced with evolving structures.

5.4

STRATEGIC VISION OF PRAGMATIC EVOLUTION

A strategic vision on the role and function of the training structures and the PAR in wider perspective facilitates implementation of the reform process. Latvia is a good example. There a goal-oriented approach for PAR supported by the political elites ensured a coherent vision of the structure of the PA and civil service. However the Latvian experience seems to be rather an exception than the rule. In most cases players resort to what has been described as pragmatic evolution. That is, small steps instead of grand design approaches, including incremental development of civil service training infrastructure and personnel.

Hungary and Slovenia are good examples of the latter. All three had problems with overall co-ordination of the PA reform process. Slovenia, being small, moved slowly towards a model with different learning paths, but it had difficulty in following its master plan. In line with its overall PAR process Hungary had a decentralised training structure, but after losing control of the number of employees in the public sector it re-centralised its service and its training structure followed suit. SIGMA studies offer further lessons from CEE about the accession road that can be applied equally to reform in general and the creation of SHEPAR in particular (Freibert, 2003):

- reasons for change must be explicit and felt;
- goals must be clearly defined in order to be accepted;
- it is necessary to build partnerships for reform;
- local ownership needs time to mature;
- specific models can not be transplanted;
- a legal approach must be the point of entry for reforming the civil service;
- proper sequencing of reform steps is needed if sustainability is to be achieved.

All these strategic lessons are pertinent to the development of SHEPAR whatever form it takes.

CHAPTER

6 Situation Analysis

6.1

GENERAL SITUATION

The regional identity of the five countries is by no means simple. The experiment of FRY bound four of the countries together but severe conflict and chaos ensued following the death of Tito. Albania was isolated throughout this period. All these countries are relatively small. There is a largely common heritage of recent conflict, civil disorder and its legacy, economic impoverishment, corruption and organised crime that have delayed the transition to democratic institutions. All SAP countries now are facing the massive challenge of transition and, with varying degrees of readiness. All aspire to join the EU with expectation of accession between 2009-2015. Croatia and FYR of Macedonia have already applied for EU membership. The future role of UNMIK and the status of Kosovo will be assessed in mid 2005, based amongst others on, the assessment of the ability of the Provisional Institutions of Self Government's (PISG) to implement the Kosovo Standard Implementation Plan (2004:2).

Some aspects of public administration and education for civil servants in some countries are reasonably developed but there are many difficulties and gaps that need to be addressed urgently. The SAP countries share a pre-nineties socialist background and similar legal systems that, under dictatorships, never fully developed merit based professional bureaucracies for public administration. Public administration systems are highly centralised with weak horizontal co-ordination, low status and trust of civil servants, low civil service pay and consequent problems in recruiting high quality staff recruitment. This difficulty is exacerbated by a brain drain to the private sector and abroad of the better qualified.

There are still deep animosities within the region, particularly in the older generations although there is growing recent intra-regional professional contact between the younger and foreign-educated civil servants who appear to feel less resentment to the adversaries of the nineties. The 'culture gap' between the new qualified generation entering the CS and mid-career and senior civil servants is evident. The developing young elite is the hope for the future of the region.

Key political actors support SAP but few realise what a difficult and painful process it will be and how complex a task faces the civil service in harmonising national laws and procedures with *acquis communautaire*. New civil service laws and regulations in the region are at different stages of formulation and implementation. For example, some have been in place for several years, others are not yet adopted. Everywhere the difficult problem of creating and implementing a professional merit-based civil service exists.

Complications are ever present. Political constellations alter. In Serbia draft laws for public administration and the law regulating the state administration were not adopted by parliament causing delay in public sector reform and in Kosovo a UN regulation has de facto the status of a Civil Service law. Laws drafted in three languages (BiH) sometimes by less than experienced drafters are inherently difficult to frame as a guide to implementation. But even in the cases of modern civil service laws there is difference between legislation and its enforcement. In reality the gaps between conception and implementation are huge. A coherent PAR strategy is generally missing. Meanwhile no external model can be implanted, as 'institutional replication' does not lead to needed results and local traditions have to be respected such as persistent approach to civil service entrance with probation and exams. This procedure has mostly prevailed with the possible exceptions of Republika Srpska and Kosovo.

EU programmes support the on-going PAR process across the whole SAP region. Most of these projects aim to professionalise the civil service further and to increase local training capacity and structures. In addition to the EU there are other donors in the region. The consequence is lack of co-ordination and mixture of donor-brought civil service philosophies and interventions of varying quality. With total dependence on donor aid, temporary projects are hardly likely to become embedded and sustainable. Some abuse of resources can be also observed, for example, when inappropriate officials are sent on study tours. Donors are involved in setting strategic priorities and their initiatives sometimes impede instead of support regional and national policy development. Little donor co-ordination and input of external consultants and 'flying faculty' often result in conflicting priorities and subsequently little ownership is felt by recipients.

6.2

ACADEMIC PROVISION FOR PUBLIC ADMINISTRATION

Higher education systems in the SAP countries suffer from severe funding shortages, low pay, weak leadership and management and a legacy of corrupt practice in student assessment (OSI 2003). Universities often provide out-of-date programmes, textbooks and professors with excessive emphasis on legalistic theory not grounded in the new realities public administration.

Some islands of innovation can be found in universities related to European Studies and recognition of need for master's degree in public administration (MPA) programmes and modern didactics and andragogy. The Centre of Interdisciplinary Post-graduate Studies in the University of Sarajevo is an example of popular, thriving and modern European Studies. The three new programmes at masters level that are provided in collaboration with EU universities are attracting mid-career civil servants as well as university graduates. The Centre has already generated an active alumni association. A similar initiative is underway at the University of Zagreb, but the proposal for a specialist MPA is not positively received by academic traditionalists.

Every country SAP provided evidence of the change-resistant culture in the university sector where senior staff members block innovation and frustrate the would-be modernisers. There is considerable inter-country and intra-country variation of dysfunction but step-by-step, a wide range of donor interventions is providing some stimulus and success in aligning local practice with best practice elsewhere. Nevertheless, much of the mainly pre-service education and training in higher education institutions remains legalistic. Managing

public administration tends to come second best to new developments in business management. Formal lecturing with little interaction with students is the main mode of delivery. Research methods are also based on the strongly legalistic traditions of the region.

Lack of career opportunities means that recruitment and retention of younger teaching and research staff has been relatively low. As a result the older generation continues to dominate research and teaching. TEMPUS programmes for example in the University of Rijeka, Croatia, the University of Bitola and the Faculty of Law in Skopje, are encouraging better quality adult learning methods and supporting the development of curricula more linked to everyday realities in public administration. But nearly everywhere, the modern impetus comes from outside and is catalysed through partnerships with foreign institutions or donor-supported projects.

Multi-disciplinary approaches to public administration, public sector management and public policy making are beginning to emerge. Also there is a start on curriculum development relating to EU integration such as EU governance, law, policy and the adoption of *acquis*. But these initiatives are not on a large scale nor are they co-ordinated in a strategic manner. It is difficult to estimate how many graduates will actually choose a career in public administration. It is even more difficult to estimate how much these universities contribute to the development of a critical mass sufficient to create substantive applied research and consultancy to support PAR and preparations for European integration.

The region has big need for research into the rapidly evolving public administration systems. Policy and evaluative research could illuminate the complex transition processes as a basis for improving practice, but applied research is not common and many of the respondents pointed to an preponderance of theoretical studies that were seen as excessively academic. In Zagreb a Public Administration Forum organised by the Faculty of Law framed the following general priorities for development:

- pre-entry education for civil servants;
- a continuing professional development in-service system for civil servants;
- simplification of existing administrative structures and procedures and financial rationalisation;
- informatisation of databases and management systems;
- ethical standards in the face of current political patronage;
- resolving the status of local in relation to central government to address widespread nepotism and weak accountability in local government.

6.3

PRACTICAL TRAINING FOR PUBLIC ADMINISTRATION

Currently, in-service training structures in Albania, BiH, Croatia, FYROM, Kosovo, Serbia and Montenegro are under way or tendered. Only in Albania and Kosovo are these practical training centres functioning as training institutions with buildings, a legal status and well-established management and working according a long-term strategic plan rather than ad hoc. Across the region, civil service training centres are at an early stage with uncertain futures and completely dependent on donor financing. Some kind of training about the EU

has been realised in all countries, but not in a sustainable infrastructure. Before a network of training centres is developed these centres will need further help to become more robust.

For example, TIPA - Training Institute for Public Administration in Tirana is a public entity under Department of PA under Prime Minister's office. It has a staff of 12 persons and had in 2003, a budget of 565 thousand USD of which 65 thousand came from the State budget, 500 thousand from donors. This institute with an impressive list of courses⁴ and modern management is the most advanced training institute in the region (SIGMA, 2004). But in spite of that the same source adds: *'whereas it would be necessary to train 15 to 20 % of all civil servants on an annual basis, fewer than 1,000 persons, out of 110,000 public employees (i.e. less than 1 percent), were trained in 2003.'* The situation in the other SAP countries is not better and huge effort is needed to develop the critical mass of trained, skilled civil servants required in order to impact positively on the functioning of the state administration.

Training initiatives in the region are generally in line with the strategic priorities of European integration and development of a modern public administration. In Croatia the Ministry of European Integration and its predecessor has, for six years, been providing EU-related short courses taught mainly by returned foreign-educated graduates from a pool of around 120 sent abroad on government scholarships. In the same country the CARDS programme team is training 40 trainers from whom the staff of the yet-to-be-established civil service training centre within the Central State Office of Administration will be selected. There are training programmes for modern public sector management and policy making but initiatives are not coherent and there is no overall structured training strategy for civil service. Training in EU matters by EIO structures is sometimes co-ordinated with the emerging body responsible for training, as in the case of the Civil Service Agency in FYR of Macedonia. Line ministries in some cases have training structures, for example, ministries of finances in Serbia and FYR of Macedonia that provide training for the line ministries and co-ordinate horizontal training in financial management. The Civil Service Agency in FYR of Macedonia is expected to be pivotal in developing national training strategies and extending co-ordination. In Kosovo the EU-funded Support to the Prime Ministers Office is a first step towards building a sustainable training capacity in EU matters in co-ordination with KIPA. In sum, it is fair to say that training structures in place for in-service training are fragmented in the SAP region.

Most training is still financed by donor programmes of varying quality. There are programmes that strongly support the development of a local training capacity, but the actual impact of these programmes will depend on whether training networks and quality control systems are developed and maintained. Through some of these programmes systematic training needs have been conducted that suggest similar needs across the region among the communities of in-service civil servants. The CARDS training need analysis in

⁴ Induction Course, Human Resource Management, Institutional Management, Public Administration Reform, Policy Formulation Training, Ethics and Anti-corruption, Project and Programme Management, Decentralisation to the Local Institutions, Internal Control and Audit, Public Procurement, Use and Management of Development Indicators, Annual Appraisal System of Individual Performance, Effective Recruitment for the Civil Service, Training Needs Analysis, Disciplinary Measures and Grievance Procedures, European Integration Issues, Environmental Management, Gender Issues.

Croatia based on the three levels⁵ of civil servants (Stredwick and Kovacic, 2003) is one example. Pressing needs were revealed for all three levels and the CARDS consultants advocated that the political appointees who staff the higher civil service positions be trained until the service is depoliticised. The analysis concluded that *'few staff at all levels had reached the accepted levels of competence in the core competencies identified and that training, coaching and mentoring were needed or requested'*. (p. 10). As an illustration of similar surveys of need in the region, the generic training needs of civil servants identified in Croatia by questionnaire were as follows:

Executive Level	Professional Level	General Support Level
Managing direction	Management of resources	Personal effectiveness
Managing people	Management of staff	Supervising other people
Managing your own work	Managing your own work	Handling paperwork
Managing the interface with the environment	Understanding your work context	Communicating
Handling data and information	Information technology	Information technology
	Specialist knowledge	Working within the government system

The researchers noted everyday shortcomings that can probably be generalised across other civil service systems in the region:

- weak management of change, policy or strategy;
- poor people skills, mostly top-down;
- frequent time and deadline problems;
- need for project management experience;
- frequent crisis management;
- out-of-date information and tendency to hide behind legal aspects;
- lack of customer focus;
- lack of skills needed for the new civil service reforms.

6.4

SHEPAR AS A PRIORITY

Over 150 stakeholders in five SAP countries were interviewed during this study and their perceptions analysed. They were drawn from the professional communities of public administration and higher education, along with international donors and NGOs working in the field of PAR. Overwhelmingly they expressed unequivocal support for the SHEPAR initiative in the Thessaloniki Agenda.

There was only one dissenting voice from this enthusiastic consensus. The one voice against argued that SHEPAR was not needed because of the negative experience of previous *'enforced, narrow and unsustainable initiatives'* imposed on *'people with a mentality that does not accept novelties'* in a system whose lack of resources makes other priorities more pressing. This single respondent held that it was unnecessary to create a trans-national PAR institution to compete with perfectly adequate university programmes for a profession where pay and conditions did not attract the best students in a region where 60% of young people state a wish to emigrate. The only other note of scepticism questioned whether current programmes for study abroad should simply be expanded rather than a new

⁵ Top Management/Executive level; Professional level and General Support level

institution established. Many respondents commented on 'foreign expert fatigue', bad experiences with incompetent, excessively paid consultants and inappropriate interventions based on inadequate consultation with target groups and beneficiaries, but these points came from those who enthusiastically supported the trans-national initiative.

The strong message from 99% of interviewees was that the initiative was urgently needed, the sooner the better, and that it should build capacity and be embedded in and 'owned' by the region. As Lord Ashdown the High Representative in BiH put it - *"doing it soon is better than doing it perfectly"*.

The needs and priorities that relate to SHEPAR as a trans-national initiative are summed up in the following diagram.



Stated broadly, SHEPAR can be seen as an instrument for bridging the gap illustrated. SHEPAR would be an organisation that would support regional and EU collaboration in civil service education, training and consultancy. The civil service has a fundamental role in guiding states across the development gap. It would seek to develop high quality civil servants and public administration educators and trainers by means of EU-related and region-specific programmes and learning resources. It would add value in terms of:

- regional co-operation;
- economies of scale in preparing its target groups for EU accession;
- raising the profile and esprit de corps of civil servants;
- accelerating the development of a merit-based civil service across the region.

It would do this by building a network dedicated to the SAP region and linking it to specialist EU centres of excellence.

There were differing perceptions of the priorities between the academic and practical functions that SHEPAR might serve. On balance the urgency of practical training was uppermost in the minds of those interviewed. A strong case, however, was made for the long-term benefits that would ensue from making SHEPAR a specialised regional academic centre to contribute to the pre-service preparation of the next generation of civil servants who would play a pivotal role in the state and society's transition. One particular benefit of orienting SHEPAR towards higher education was to add a capacity for research to the region. The culture and condition of universities at present also leaves them largely disconnected from the community of public administration practitioners and this gap needs to be bridged.

But so many urgent and immediate public administration needs have to be addressed, that the rapid re-skilling through in-service training of the civil service should be given precedence over university reform, at least in the short-term. National training infrastructures and trainers are still not equal to the task. SHEPAR could make a major contribution to training trainers and developing civil service curricula for national training systems, private training centres or NGOs. Its consultancy function dedicated to the region could also become a key stimulus for capacity building.

A frequently expressed principle for SHEPAR was that it must not become '*an ivory tower*' or '*an escape route from the region*' but that it must be firmly linked to or even embedded in local training institutions. Its graduates should become a long-term and rich resource for sustained capacity building in the region. The synergy between EU and regional staff should be a high priority and the 'islands of innovative practice' within the region, whether Ministries of European Integration, CARDS-trained trainers or inter-disciplinary European Studies programmes, private institutions or NGOs, should be recognised and deployed in the SHEPAR network.

Overwhelmingly it was felt that any trans-national institution or centre should be located within the region itself. To locate it elsewhere would be both symbolically and operationally inappropriate. Nevertheless, strong links to high status EU-based specialist institutions, staff, programmes and internships were considered a *sine qua non*.

Priorities for SHEPAR in order of preference:

1. the immediate support for developing practical civil service in-service training related to PAR in general and SAP and European integration in particular;
2. the development of regional capacity for this end by enhancing regional institutions and identifying, developing and networking high quality training programmes and materials and training civil service trainers to disseminate and present;
3. the expansion of specialist provision for pre-service and in-service education at university level in a similar way, in the longer term, for the next generation of senior civil servants.

CHAPTER

7

Issues of Function and Structure

As structure follows function in designing institutions, we now outline responses to questions relating to the detailed functions then to the structure of SHEPAR. Questions from the TOR were used to frame these responses. Then in the following chapter we propose a range of options from which a model for SHEPAR might be selected.

7.1

FUNCTIONS OF SPEPAR FOR MEETING NEEDS AND PRIORITIES***Linking to EU/CEE expertise and experience***

Collaborating with, learning from and better understanding requirements for joining the EU led to several proposed linkages that SHEPAR might employ:

- twinning of SHEPAR and a prestigious EU partner in the setting-up phases;
- joint staffing of SHEPAR from both within the region and from the EU but gradually phasing out the EU staff as local capacity strengthens;
- courses, internships and study investigations (visitations) for SHEPAR staff and students in EU or each others' countries both in training institutions and in the work places of civil servants.

There is great diversity in EU member public administration systems and the road to accession of the 2004 accession countries has not proved easy. Thus the linkages from the SAP countries to the EU should not avoid the complexities and ambiguities of the transition of PA systems. The curriculum, both taught and experienced, should not provide too rosy picture of the process and consequences of accession. Adaptation rather than adoption of models from other and different states should be the purpose of linkages and particular benefits were seen in establishing close links with CEE accession countries. Existing organisations and networks could provide valuable support to SHEPAR in the setting up phase. NISPAcee is a well-developed network that could offer its organisational experience to SHEPAR, even though SHEPAR is more regionally focused and targeted on the SAP and regional co-operation.

Regional sharing

The regional dimension could be expressed through encounters at SHEPAR courses, through shared internships and visitations, through network activities and ultimately through intra-regional consultancy and research. A shared regional institution and/or network would offer continuing professional social contact and a shared ethos and culture in line with modern organisational and learning cultures. SHEPAR would provide an

institutional 'centre of gravity' and a beacon for good governance and professional learning. Good programmes if shared between a balanced representation of participants and institutions from across the region will serve to diminish regional tensions.

Networking between administrations, institutions and individuals would share best practices. Top quality programmes and collaborative problem-solving would be a major added value of SHEPAR that individual nations alone could not accomplish to the same extent. Economies of scale and the need to invent the wheel once and not five or more times in relation to programme development or training events further justify the regional dimension. Thus, the trans-national initiative, while fully respecting the independent status and special features of the countries of the region, would clearly comply with the regional co-operation requirements of the SAP. A final benefit of regional co-operation should be enhanced visibility and status for public administration as a profession.

Ensuring coherence of SHEPAR objectives and programmes with national systems

Ultimately European integration is a main objective of all the countries, four of which shared a single public administration system in the FRY, including the Kosovo region. Together they are now heading in the same direction. This requires subjecting themselves to the same disciplines of the SAP and *acquis communautaire*. SHEPAR can help to build the capacity to implement these processes by targeting common priorities not fully provided for within individual countries, for example, policy analysis and strategic planning for *acquis*; modern HRM/HRD; 'soft skills' training. Programme development by cross-regional teams with external support where necessary should ensure complementary provision rather than competition or dissonance with national systems and institutions. From the evidence outlined in chapter six, several main reform goals are common across the region. These include:

- moving from a legalistic tradition to dynamic public policy making;
- improving inter-ministerial co-ordination;
- developing pro-active results-based, client oriented public service cultures;
- operating merit-based and performance-based HRM;
- modernising HRD.

Ensuring compatible qualifications and agreement for accreditation for masters and shorter diploma courses is another aspect of coherence. External validation through EPAN or ISO 2009 might be sought and already some PA-related programmes within the region are providing qualifications within the European Credit Transfer Scheme (ECTS). If SHEPAR develops in this academic direction it could do the same and its courses could become part of the Europe-wide ECTS in the interest of coherence and flexibility. One function of the governing board of SHEPAR would be to ensure the coherence between the work of the trans-national institution and national systems.

Curriculum development

Curriculum development should be guided by the broad aim from the Thessaloniki Agenda to offer "the opportunity to develop thinking and understanding of the principles, values and norms governing European public administrations and ... skills and knowledge to deal with the SAP reforms and the challenges of EU integration". SHEPAR should not only offer technically-based curriculum content but in the SAP countries should specifically focus the basic values of contemporary civil service (see section 4.1 above). This is a specific regional

need best catered for by a dedicated regional curriculum and cadre of trainers very familiar with local realities and the gap between local realities and EU standards. SHEPAR will add value to curriculum development through its regional focus that will allow a demand-driven approach and the opportunity for sharing region problems.

Three types of courses could serve the executive and more professional target groups of civil servants:

a) Courses for developing public administration skills

Such courses are perhaps the most urgently needed and should be designed to ensure application of new skills in the participants' workplaces. This performance-related purpose would be enhanced by adopting a problem-based approach involving real situations from practice addressed through projects or action research conducted by the participants. A sequencing of seminar/workshops followed by work-based experiment repeated several times and spread over several months has proved to have high potential impact. If formal assessment is used, it can be based on project reports rather than academic examinations.

Skills areas might include:

- policy analysis and strategic planning;
- managing PAR and institution building;
- modern public sector management and HRD;
- project design and project cycle management;
- accountability and auditing;
- communication, negotiation and transparency;
- languages, especially English;
- ICT in public administration, European integration and e-government.

However, SHEPAR courses should not replicate what is better offered at local level by local institutions. The principle of subsidiarity should be applied, for example, in language or ICT instruction.

b) Courses for trainers and educators of civil servants

These would relate to the role and practice of the trainer and coach in professional development in the PA system. They would include methodological modules on curriculum development, module design and assessment and adult learning skills for trainers, coaches or academic teachers. Such courses would need to be of substantial duration to overcome the shortcomings of the training cascade model. The participants should be able to develop tailor-made modules for their regional clients and receive follow-up support and coaching from SHEPAR consultants or from peers with whom they might be co-trainers when disseminating new modules in their native language. A strong multiplier effect at this case is evident.

c) Knowledge-focused programmes

Substantive modules relating to state-of-the-art theory and practice for becoming a competent and modern civil servant. Some of these might be taught by staff from EU institutions or contracted in from the islands of innovative practice within the region's Law

and Political Science Faculties or Centres for Interdisciplinary Postgraduate Studies. Some suggested topics were:

- comparative public administration systems and their evolution;
- public administration reform strategies - cases of success and failure in SEE and CEE drawing , for example, on SIGMA and NISPAcee literature;
- preparing for European integration – from SAP to approximation and accession.

These could range from conference presentations, on-line learning units to modules taught at masters level with a research element that lead to post-graduate awards, e.g. MPA.

In addition, not to be overlooked is the induction of staff to SHEPAR from outside the region or even foreign consultants who need to be acculturated and sensitised to the region. Staff from the region might provide a workshop or on-line introduction to SEE regional historical realities and culture.

Instruction

The release of civil servants from everyday duties especially at more senior levels is problematic and programme elements would need to be short but intensive taking this into account. Summer schools (between mid July and mid August) are field-proven and currently practised in the region and could be also envisaged as the first SHEPAR activity.

Four locations for both formal and experiential learning activities were seen by respondents as desirable:

1. *at the SHEPAR Centre itself* - mainly basic, generic strategic skills for senior civil servants and training of trainers, starting with summer and winter schools, then building to full time award-bearing study programmes;
2. *in a network of local associate centres* - contracted modular programmes in local languages. Technical training is the responsibility of the national civil service training centres (CSTCs) which co-ordinate local providers or ministerial training units;
3. *in specialist EU centres* - conventional placements (outsourcing) on existing courses relevant for SAP civil servants - some for specialist purposes, e.g. state auditors, treaty drafters and others more general e.g. leadership in the civil service, quality assurance processes, management skills;
4. *in public administration systems of other countries* - study investigations and experiential internships in another EU or SAP country public administration system or national CSTC.

SHEPAR should be a model of 'state-of-the-art' programme design and delivery in a region where the out-dated ex cathedra or 'serial monologue' method of teaching adult professionals still prevails. It would be at the hub of regional best practice and should develop into a resource centre for both material and consultancy support to other education and training centres across the region. SHEPAR as a resource centre would eventually require a substantial library.

There was mixed support for distance learning as an element of the SHEPAR approach and in general it was seen as a supplement to face-to-face provision rather than a core function.

But an Internet portal with a chance to download high quality learning materials would be definitely welcomed and would boost the inter-activity of the SHEPAR network.

Quality assurance and assessment

It is essential that SHEPAR earns its prestige through excellent programmes and a strong quality control approach from the outset. For academic programmes the quickest route to high-value accredited qualifications would be through a prestigious partner institution. However, it may be that the priority for rapid development of SHEPAR's work-related and EU-focused civil servant and trainer training programmes may postpone the development of the academic function. Participant assessment in modern in-service programmes is increasingly based on coaching and on-the-job supervision. Consultancy by SHEPAR to partner institutions could emphasise quality assurance approaches based on best EU practice.

Building a capacity for training and consultancy support across the region

The importance of close liaison between SHEPAR and existing or planned training centres in the region and with relevant university faculties would be achieved particularly by the training of trainers by SHEPAR. They would then improve the quality and capacity of their own institution's public administration education and training possibly introducing modules developed as part of their SHEPAR programme. Designating local institutions as 'SHEPAR Centres of Excellence' would be a reward for achieving a higher capacity and standards. Very few private training institutions were encountered in the field studies, the Graduate Center for Public Policy and Management of the University of Pittsburgh in Skopje being an exception, but they may be an obvious point for development, as might NGOs.

If the SHEPAR academic and research function was implemented, then regional surveys as well as applied and action research could underpin consultancy services to the region from SHEPAR staff and graduates.

Promoting English as medium of instruction at SHEPAR but disseminating in native languages

There are examples of donor courses being offered in French in the SAP countries, but the younger generation has largely adopted the English language as its second language. SHEPAR internships were highly recommended as a powerful mode of learning and it would be unwise to limit them to only English-speaking public administration systems and institutions. But in most EU countries and indeed in SEE, English as a second language is far more prevalent than other second languages. For rapid and wider dissemination within the SAP region, it would however be necessary for SHEPAR-trained trainers to disseminate courses in the native languages of the region.

Providing scholarships

Scholarships would be essential given the low incomes of civil servants and post-graduates in the region. Lack of public funds suggests that donor or private sources of scholarships would be needed. Quotas of students becoming 'SHEPAR Scholars' should be equitably supported as part of the SHEPAR budget for at least five years until economic conditions allowed local funding of student places. There are already examples of certain ministries or even private organisations funding students on post-graduate courses that have won a high reputation through partnership with foreign universities. The question of potential

scholarship schemes will become clearer after the SHEPAR institutional model and activity plans are determined.

Public relations/image building

An effective communication strategy has to be developed from the very beginning of SHEPAR activities. Information leaflets, brochures and newsletters are an obvious start, but a web-site should also be established without delay. This can gradually develop into an interactive Internet portal for networking and easy access to high quality learning materials.

SHEPAR graduates should be supported in organising alumni activities to become a pressure group for PAR (There is a good example of this at the Centre for Inter-disciplinary Post-graduate Studies at the University of Sarajevo.). An Alumni Association - a network of reformers - could be an effective vehicle of spreading knowledge across different institutions irrespective of national boundaries. *"Further efforts are needed to achieve reconciliation in the region. This will ensure stability and re-establish trust and co-operation between peoples and countries in the Western Balkans"* (Report on the SAP for SEE, 2004: 26).

Reputation depends partly on skilful marketing but it is the quality and relevance of the programmes that ultimately result in a desire and pride in being associated with the regional initiative. Certainly there is a need to promote public administration as a desirable career for talented young professionals. The creation of SHEPAR in itself should raise the status and public image of the civil service in the region.

7.2

STRUCTURAL AND ORGANISATIONAL ISSUES

Key actors to involve

As a trans-national institution and/or network, many potential actors can add value beyond what national institutions can provide. A range of regional and international actors can play important roles in the SHEPAR initiative. An initial but by no means exhaustive list follows.

SAP Country Actors

Civil Service Institutions – these bodies are responsible for professional standard setting and civil service training. They vary between countries and include Civil Service Agencies Ministries for PAR, Ministries or Directorates of European Integration, Ministries of Justice. Their role would include channelling practitioners into SHEPAR programmes, managing qualification recognition, providing expertise.

National Training Institutes – when these are functioning they will be responsible for the in-service training of the civil servants.

National Universities – individual universities or education ministries responsible for higher education strategy could be involved in SHEPAR staff and student pre-selection, scholarships, and advising particularly on pre-service teaching and on research programmes

Ministries of Finance – technical negotiations relating to any national financial inputs

Ministries of Foreign Affairs – if SHEPAR is established by an international agreement

International Actors

The Network of Institutes and Schools of Administration of CEE (NISPAcee) – already SEE institutions are joining this network of public administration that already has produced practice-oriented teaching modules and materials.

The College of Europe - is an education and training institute for future EU functionaries. It has an auxiliary branch in Natolin in Poland.

The European Public Administration Network (EPAN) – the Maastricht-based network has much expertise in designing post-graduate academic activities in public administration and is already providing a certification system that is being applied in the CEE countries.

The European Institute of Public Administration (EIPA) – in Maastricht provides seminars and workshops around Europe on acquis-related topics such as comitology and legal approximation for senior policy makers in the EU and around the world. It has 'antenna' institutes and a small research unit.

SIGMA– a joint programme of the EC and the OECD, mainly financed by the EC, that assists countries in improving their governance systems. Its high quality reports on CEE and SEE PA systems provide a solid base for understanding challenges and possibilities of PA and CS reform.

The European University Institute – a trans-EU institute in Florence that makes a major contribution to PA advanced study research and whose organisational experience and structure might inform SHEPAR's development.

Other PA Institutions – within the EU member states are many potential centres of excellence both in universities and the national training institutes responsible for the training of public administrators that have experience with institution building, programme development and internships.

The UNDP – has much experience in civil service and government training, particularly related to institutional strengthening and capacity building.

OSCE – has been involved in establishing the South Eastern Europe University in Tetovo, FYR of Macedonia and many educational and administrative projects in the SAP region

The Council of Europe – has much experience in educational reform, human rights standards for administrative action and legislative drafting.

The World Bank – has large funds and expertise in public administration reform in CEE, particularly on financial management.

International Labour Organisation (ILO) - has developed public sector training modules that could be relevant for SHEPAR.

Legal status

Two possible options concerning the legal basis SHEPAR as an international organisation are:

1. intergovernmental agreement or treaty – this would give the institution high status and would have the force of law in the domestic legal system. But considerable time would be needed for approval by all SAP countries and the EU member states involved;
2. institution established under one country's law (e.g. EIPA in Maastricht under Dutch law).

Under these two options there is still a variety of possibilities but SHEPAR should be independent of the authorities of the country in which it is situated to avoid 'kidnap' or undue interference. Independent status would assist in relations with national institutions and the recognition of qualifications.

To establish SHEPAR as a legal entity will be a process demanding substantial time, definitely beyond the proposed start of activities by the end of this year. That is why we

recommend that the first year of its existence (2005) SHEPAR should be managed as an EU project. During this year the intergovernmental treaty or charter could be signed so that SHEPAR becomes a legal entity and achieves a broader scope of financial decision making by January 2006.

Governance and organisation

A Treaty or Charter would specify the governance and organisation of SHEPAR. The details would depend on which particular model (see Chapter 8) was adopted. Some form of representative Governing Body would need to be established to steer SHEPAR policy and oversee its management in any case. Both staffing and internal organisation will depend on the chosen model (See concrete details for one chosen model in Annex 3).

Location

Although linkages between SHEPAR and the enlarged EU were considered central, possibly with high profile partner EU institution, the view that trans-national initiative whether an institution or a co-ordinating centre should be located in the SAP region was strongly defended. Location outside the region would betray the sense of ownership needed for sustainability and enhancing the status of the region on the road to Europe.

Respondents naturally pleaded the case for their own countries as suitable locations based on a variety of arguments. This study can only outline general criteria relating to SHEPAR's location such as:

- appropriate local legal and financial setting (legal entity status, bank accounts, procurement, etc.);
- favourable geographic access by air and land from across the SAP region;
- willingness of the government to support in kind or even co-fund;
- available appropriate premises for SHEPAR occupation and renovation;
- inexpensive student accommodation;
- degree of experience and engagement with the international organisations;
- symbolic in terms of 'bridging' formerly alienated communities;
- a site to which a high profile image might accrue;
- degree of ethnic balance and harmony in the locality.

The actual choice of location is a political matter, but the consultants concluded that any 'envy' of the country providing the central SHEPAR site would be offset by the pride of having the institution or centre based within and not outside the region. From the evidence presented to the consultants, the two locations that best fit the criteria for choosing the initial location of SHEPAR appear to be either Sarajevo/Mostar or Skopje/Ohrid. Each pair of options offers a capital city or provincial site.

Target groups

Taking into account the demands and priorities stated in the SAP regions and the imminent EU accession process, in-service training has for the moment a higher priority than pre-service education. However it is also important to define target groups for subsequent phases of development of SHEPAR.

1. *top management/executive level civil servants*. These include general secretary; state advisors; head of sections; assistant secretary and heads of unit. Work at the executive

level is extremely demanding, requiring engagement in policy making rather than the prevailing overemphasis on micro-management of departments or units. Training of these groups is especially crucial since they will be responsible for internal and inter-ministerial co-ordination and implementation of the acquis and for liaising with the Working Groups preparing position papers and negotiations with Brussels. Actual naming and ranking of position differs between countries;

2. *young professional level and mid-career civil servants under age of 40*. They have the potential to become top managers or senior policy makers and will in the near future be involved in the EU accession process and its actual implementation and enforcement. Most belong into the mid-level echelons, referred to in most countries in the region as category II;
3. *trainers and researchers* responsible for development of training courses, consultancy and practice-oriented applied research. These groups coincide partly with the two previous target groups, but also include trainers who work outside the remit of public administration structures as private or NGO providers of PA training. In Croatia, for example, USAID is supporting local government trainers to become training entrepreneurs.

Student selection and staff recruitment

There could be a tendency for local selectors to select SHEPAR candidates using inappropriate criteria. The selection of staff and students has to be done by objective competition with external participation (some national quota can be determined). Selection criteria for students attending courses at SHEPAR might include, for example:

- high potential for making a significant contribution over a number of years;
- able to study in the English language;
- guaranteed release from duties;
- willing to be active e.g. in carrying out, policy analysis, training and action research.

SHEPAR should offer staff as well as students, experiential attachments or study investigations in a priority sector of their own choice but with SHEPAR supervision. SHEPAR teaching staff needs to be fully familiar with or inducted into the SAP region, possess a good overview of pre- and in-service training programmes and adult learning methods and well developed networking and personal skills.

Recruiting according to merit, rewarding and developing the best staff available is the key to high quality. Given the EU-orientation of the curriculum, such staff should be recruited from outside as well as within the region. Three types of teaching or administrative staff could be envisaged:

- *permanent staff* - full-time on temporary renewable contracts (only for administrative staff);
- *visiting staff* - on a variety of shorter and longer contracts according to need;
- *associate staff* - from institutions networked or associated with SHEPAR, working part-time at the centre or implementing SHEPAR programme modules and seminars in their own institutions.

Initially there should be a combination of staff from the region and from the EU to provide a balanced, broad, pluralistic exposure to various EU public systems, sector-specific, acquis-focused and more general reform processes. They can also model best EU practice in

curriculum design, education and training methods and modern learning technologies, including ICT that is becoming a need in the region where e-government is on the agenda. Gradually the ratio of staff from within the region should be increased. ICT and English language trainers, in particular, might best be recruited from the private sector. A general observation is that recruitment from, as well as SHEPAR partnerships with, outside the public sector should be supported.

Funding

A precondition for initiating SHEPAR is that funding will be largely from the EC though possibly other donors or private benefactors might co-finance. Substantial donor funding will be needed certainly in the medium term, minimally five years until SHEPAR has matured and is able to generate its own income. This could be done through provision of policy-level consultancy and research services as well as income from fees and contracts for education and training. In the first years of SHEPAR's existence, SAP countries can provide local services in kind, for example, premises, placements in ministries, at civil service training institutes or in universities. Later on this could be replaced by an annual contribution by the SAP governments, increasing their commitment to SHEPAR.

CHAPTER

8

Towards Sustainable
Models for SHEPAR: A Menu of
Choice

8.1

A FRAMEWORK OF MODELS FOR DESIGNING SHEPAR

The previous chapter explored a range of functional and organisational issues that will have to be resolved if SHEPAR is created and is to be sustainable. At this stage these issues cannot be decided upon in detail. This chapter provides a range of options that offer a 'menu of choice'. The options arise from the needs and priorities clarified in the first phase of the study and pay particular attention to the perceptions of key stakeholders in the SAP countries. Numerous variables have to be considered and placed into some order and terms have to be clarified (see also page 4). The following tables set out three 'school types' and four structures for SHEPAR arising from the analysis in the previous chapters.

Table 8.1

School Types for SHEPAR

	SCHOOL TYPES
A	<i>SHEPAR as an 'Academic School'</i> – the 'university approach', a specialist institution for civil service education offering mainly pre-service post-graduate award-bearing programmes and research
B	<i>SHEPAR as a 'Professional School'</i> – the 'training centre approach', a specialist institution for civil service training offering mainly practical work-related programmes of varying length for mid-career and 'high-flyer' in-service civil servants
A+B	<i>SHEPAR as both an 'Academic and Professional School'</i> combining the functions of both A and B

All three categories had their advocates within the region.

Four 'structural models' are now proposed for SHEPAR. Any one of them could:

- accommodate School Types A, B or A+B;
- have its central location in either an SAP or EU country;
- provide either pre-service education or in-service training or both;
- offer education and/or training both directly to civil service practitioners and to civil service teachers, trainers or consultants.

Table 8.2

Structural Models for SHEPAR

	<i>STRUCTURAL MODELS</i>
1	Single Institution - SHEPAR as single centre of excellence (EU or SAP countries)
2	Twinned Institution - SHEPAR as a joint centre of excellence (EU + SAP)
3	Network - SHEPAR as co-ordinating centre connecting relatively autonomous external centres of excellence (EU and SAP)
4	Corporate Institution - SHEPAR as central institution with EU and SAP national centres of excellence as branches (EU and SAP)

The first two are stand-alone institutions in the sense that they are not structurally related to institutions beyond their own walls. They have a functional relationship with other public administration education and training centres but only through the individual students who pass through programmes within the SHEPAR institution(s), or through part-time and visiting staff from other institutions.

Model 2, with the twinning arrangement between a SAP and EU institution, would support and make more complex, the initiation, implementation and institutionalisation of the SHEPAR initiative. It would allow the reputation, expertise and existing infrastructure of the EU partner to smooth its genesis. Staff from the SAP arm of SHEPAR would benefit from internship in the EU institution and EU staff would have a continuing and deep exposure to the realities of public administration in the SAP region.

Models 3 and 4 do have a structural relationship with institutions external to SHEPAR. The 'Network' differs from the 'Corporate Institution' by the closeness of the relationship with the external institutions. In the Network model SHEPAR serves as a co-ordinating centre of a network of institutions rather than as a fully-fledged education and training centre in its own right. The external 'schools' in the network (in both the EU and SAP region) are connected for their expertise or potential expertise and could be specialist departments or faculties within institutions rather than entire institutions. They might be awarded SHEPAR 'centre of excellence' status subject to meeting certain quality requirements. They could be offered specific contracts to run specialist programmes developed and accredited with the help of the SHEPAR centre as well as internships. The relationship between the co-ordinating centre and the external 'schools' would be on the basis of temporary but renewable contracts in the manner of grant-funded contracts.

In Model 4, the 'Corporate Institution', SHEPAR is a fully-fledged education and training institution offering its own courses to its own students as in models 1 and 2. But it also has a more tightly linked relationship with selected institutions that resemble 'branches' of SHEPAR, sharing staff, trainers, consultants and programmes in a systematic 'corporate' structure around which students move to attend specialist programmes, workshops, summer schools, research activities and so on. The branches are strongly accountable to the SHEPAR 'headquarters' for their performance and the relationship is built on a continuing contractual basis. The school types and structural models are summarised in Table 8.3.

Table 8.3

A Framework of Models for
SHEPAR

Structural Models \ School Types	'ACADEMIC SCHOOL' University approach (Higher Education) Award-bearing programmes	'PROFESSIONAL SCHOOL' Training Centre approach (Practical Training) Work-related programmes	A+B. ACADEMIC AND PROFESSIONAL SCHOOL
1. Single institution	Stand-alone institution, EU + SAP staffing; inside or near SAP region; practice-related academic study, internships and research in PA mainly pre- but also in-service. Modern training for academic staff	Stand-alone institution, EU + SAP cross-regional staffing; in SAP region; short and longer work-related SHEPAR certificate courses; practical skills training consultancy, internships and training of trainers	Combination of A1 and B1
2. Twinned institution	As in A1 but a joint EU + SAP establishment and location with a single Governing Board; offers awards validated by the EU establishment; could be centres attached to existing institutions	As in B1 but with 2 partner institutions one in EU one in SAP region; some courses and internships in each partner region; action research and work-based projects	Combination of A2 and B2
3. Co-ordinating Centre of a Network of Centres of Excellence	Centre acting as broker and contractor for EU and SAP institutions for staff exchange; student rotation through specialist modules; etc. Scholarships, grants, curriculum development, Internet access, consultancy for network members	As in A3 but for ministry training programmes, CS Training Centres, private and NGO institutions. As with A3 has accrediting and monitoring role and is a channel for grants and scholarships based on performance standards	Combination of A3 and B3
4. Corporate Institution with branches in national centres of excellence	A fully-fledged teaching and research institution actively training trainers and developing programmes as well as educating and training its own student enrolment and a tightly linked relationship with EU and SAP institutions to which SHEPAR trainers, consultants and programmes are disseminated	As in A4 but for the practical training establishments. Subsumes the functions of B3 but in a tighter relationship with its associated regional institutions that can be designated 'regional centres of excellence when meeting SHEPAR performance standards	Combination of A4 and B4

- all these options can provide either in-service or pre-service specialist civil service education and/or training with a focus on European integration and public administration reform;
- the categories are not mutually exclusive, for example, model 4 could have either a single (Model 1) or twinned (Model 2) institutional 'headquarters';
- all could include mixed staffing from the EU and SAP countries and students from all five SAP countries;
- key distinctions are between: Academic and Professional 'Schools'; Network Co-ordinating Centre or Institution; individual or twinned; stand-alone or externally linked;

loosely or tightly linked relationships with external ‘centres of excellence’; located inside or outside the SAP region;

- school Type A+B is the most organisationally complex; School Types A and B less so;
- the Co-ordinating Centre would be the quickest and least costly to implement and would allow a gradual expansion and ‘learning as you go’ in an unstable context;
- the models lend themselves to an evolutionary planning process that starts small and expands in complexity as progress is reviewed allowing cumulative organisational learning.

Stand-alone individual or twinned institutions would be connected to the community of civil servants only by the passage on individuals (staff and students) through its doors. In Models 3 and 4, SHEPAR would operate both with individuals and ‘associated’ institutions or national ‘centres of excellence’ (these could be faculties, centres or departments) in order to strengthen the capacity of both and embed modernisation more widely and effectively.

Model 4 A+B is the most complex as it encompasses all the other models and both School Types, combining in SHEPAR both the Academic and Professional Schools as well as tightly-coupled ‘managed branches’ of associate institutions of both academic and professional types. It may appear as too ‘top-down’ in comparison with Model 3, the Network. Networks are more flexible and can grow ‘organically’. They are generally more empowering of their members. This issue of the degree of control (Model 4) as opposed to empowerment (Model 3) is important in a region such as the SAP countries.

8.2

FITTING SHEPAR’S FUNCTIONS INTO THE MODELS

None of the models or variants would preclude the functions explored in chapter 7, namely:

- linking to EU/CEE expertise and experience;
- regional sharing and enhanced status for the civil service;
- ensuring coherence of SHEPAR objectives and programmes with national systems;
- curriculum development for a modern EU-oriented civil service;
- assessment, qualifications and accreditation;
- building a capacity for training and consultancy support across the region;
- promoting English as medium of instruction at cross-regional programmes at SHEPAR itself but disseminating through the network institutions in native languages;
- providing scholarships;
- projecting a high-profile image of SHEPAR as model of good practice.

The function of ‘regional sharing’ and ‘building a capacity for training and consultancy support across the regions’ would more likely be achieved directly by Network Model 3 and more so by Corporate Institution Model 4 due to the tighter-coupling between headquarters and branches. However, the dilemma between perceived ‘control or empowerment’ still remains.

8.3

ASSESSING AND CHOOSING SHEPAR MODELS

The following Table 8.4 and Table 8.5 offer a starting point for an analysis of different options for SHEPAR.

Table 8.4

Assessing the School Types

School Type A – The Academic School	
Advantages	Disadvantages
Meets a long-term need Strong partners available in EU Builds the next CS generation through pre-service education but also provides in-service Adds a PA research dimension Able to provide training and capacity building in a fixed place relatively quickly	Major challenge to embed in resistant conservative regional university structures High risk of ‘brain drain’ More expensive form of provision
School Type B – The Professional School	
Advantages	Disadvantages
Meets an immediate need flexibly Strong partners available in EU Precise targeting on priority areas Potential rapid impact Could include private TCs and NGOs in addition to state TCs	National TCs, if established, are hardly functioning and some are only at planning stage, thus may be difficult to promote their institutional development
School Type A+B – Combined Academic and Professional School	
Advantages	Disadvantages
Combines the advantages of A and B	Combines the disadvantages of both A and B

The immediacy of the need for the Professional School expressed by the majority of the respondents suggests that it should take priority place in proceeding with the SHEPAR initiative. The Academic School would probably face more complications in building capacity in the traditionally independent and change-averse university sector. The Combined School is of course more complex though ultimately desirable if approached gradually by building on the successes of more modest structures.

Table 8.5

Assessing the Structural Models

Model 1: Single Institution	
Advantages	Disadvantages
A conventional international organisation with a familiar pattern focusing only on education and training individuals, of functions and activities A ‘grand institution’ with a high profile	Many unknowns to be resolved before the launch can be justified Long lead-time to launch of any activity Can only be launched on the basis of large, secure, long-term funding Potential rivalry over location Low potential for institutional capacity building around the region ‘Grand institution’ may-be an inflexible ‘one-off’ solution in an unstable region
Model 2: Twinned Institution	
Advantages	Disadvantages

As stated before Draws on legal status, high reputation and administrative infrastructure of well-established EU institution High profile	As stated above for Model 1 Splits and weakens the 'centre of gravity' of SHEPAR within the region Administratively more complex
Model 3: Network with Co-ordinating Centre	
Advantages	Disadvantages
<p>Fewer unknowns to be resolved before launch</p> <p>Easiest to set up and can evolve into an institution as lessons are absorbed</p> <p>The initial phase of activity will provide opportunities for discovering the successful lines of action</p> <p>Useful work can be inaugurated very quickly</p> <p>Initial modest budgets can be closely calculated with 2-year and 3-year budgets being quite functional</p> <p>Protects the autonomy and self-esteem of network members</p> <p>Cost-effective, shared and targeted delivery networks achieving non-duplication of scarce expertise, programme development, etc.</p> <p>Institutional members have contractual relationship with SHEPAR thus are accountable for each 'project' that the implement</p>	<p>May be difficult to reach agreement and collaboration, given inherited mistrust</p> <p>Risk of disharmony in a broadly representative secretariat or co-ordinating centre</p> <p>Inevitable inter-institutional rivalry will have to be filtered through the SHEPAR co-ordinating process</p> <p>Danger of perceived competition to already weak existing institutions and systems</p>
Model 4: Corporate Institution with branch Centres of Excellence	
Advantages	Disadvantages
<p>As stated above for Model 1</p> <p>More likely than stand-alone institution to embed and institutionalise new programmes in existing institutions</p> <p>Stronger linkage, synergy and monitoring</p> <p>Combines the advantages of Models 1,2 and 3</p>	<p>As stated above for Model 1</p> <p>Complex organisational challenge and rivalry to be designated as 'centre of excellence' could be intense and divisive</p> <p>Combines the disadvantages of Models 1,2 and 3</p>

Institution building and organisational development are not exact sciences. This is particularly true when they must respond to complex needs and priorities perceived by a variety of stakeholders. However there are certain guidelines arising from research, theory, practice and experience of lessons learned. To be feasible SHEPAR must be:

- affordable – this study has no funding parameters within which to work;
- owned by those who will implement and sustain it – the emphasis on embedding the work of SHEPAR in SAP country institutions in order to enhance sustainability of the initiative is a response to this need;

- appropriate for the purposes it sets out to achieve – overwhelming agreement in the region that SHEPAR will boost the ability of public administrations to understand, re-skill and modernise for eventual EU accession;
- aligned to the needs and priorities of the SAP region – there were differing perceptions of priorities but the recommendations that follow are aligned in general with a comprehensive synthesis of regional stakeholder opinion.

8.4

THE CASE FOR STARTING WITH THE PROFESSIONAL SCHOOL NETWORKING MODEL

SHEPAR could be founded on various models of two broad types of ‘school’, academic or professional or a combination of the two. All of these models have something to be said on their behalf and have considerable potential for delivering and supporting high quality PA education and training related to SHEPAR’s broad SAP and EU accession purposes.

The question now arises as to which model is most appropriate for, and feasible to introduce into the willing but unstable region in which its beneficiaries are located. The stakeholder survey on balance gave priority to the Professional School concept. There was no clear resolution to the dilemma of whether an institution or a network was the preferred vehicle for practical trans-national training. Many said that both were equally important.

Irrespective of the type of school, there are external negative factors which make the founding of any of the Models 1, 2 and 4 impractical in the immediate term. These include the instability of the region, the potential rivalries and other obstacles and risks that are examined in the next chapter and pointed to in Table 8.5.

We therefore consider that initiating SHEPAR through networking (Model 3B) has the best chance of overcoming those external factors. This does not preclude the evolution of the co-ordination centre and network into the other models. Model 3B may not remain the final model of a school. It is a way of initiating the process of arriving at a school in the form of an institution. It is important to add that the networking approach can also achieve its own right the purposes outlined for SHEPAR. However, its main justification is that the co-ordinated network method of managing the start-up and development of the project appears to be the most flexible and adaptable approach in the face of uncertain circumstances. Of course, it may be so successful and so appropriate to the conditions encountered that it continues to be the core structure of the future institution. But such a decision is for the future in the light of hard-earned experience.

CHAPTER

9 Implementation Strategy

9.1

PRE-CONDITIONS AND RISKS***Civil service law***

"THE COUNTRIES NEED TO ESTABLISH A LEGAL FRAMEWORK AND PROCEDURES THAT ENSURE THE PROFESSIONALISM AND INDEPENDENCE OF THE CIVIL SERVICE. THIS IS OF PARAMOUNT IMPORTANCE SINCE THE PUBLIC ADMINISTRATION NEEDS TO PREPARE AND IMPLEMENT THE REFORM PROCESS." (Report on the SAP for SEE, 2004: 14).

It is essential that well-drafted CS laws be in place across all the systems in the region. Without this there would be no proper legal context for merit-based civil services within which SHEPAR its partners and graduates could operate. Without such laws and their enforcement the risk of training and then losing civil servants is considerable. Applying a clear framework for recruitment, promotion and other aspects of HRM will help to reduce this wastage from its current level.

Collaboration

If the SHEPAR initiative is approved it will be implemented collaboratively within the five SAP countries and between that region and selected institutions in the EU member states, both the longer established and the new members. Its success will depend on the necessary strategic vision, sustainable funding and collaborative commitment. Who will drive the innovation from initiation through implementation to institutionalisation? The drive will need to come from a combination of:

- EU structures and agencies;
- dynamic and ambitious EU / Accession country partner institution(s);
- a critical (but dispersed) mass of civil servants and educator/trainers from within the region who will form the SHEPAR Alumni;
- SAP regional institutions willing to build their capacity with the help of SHEPAR graduates, trainers and consultants.

This is a complex challenge of co-ordination and collaboration. There are significant risks of breakdown at each interface between the four constituencies of SHEPAR.

Risks inherent in the setting

The problematic political, economic and social context of the SAP region has been well rehearsed and recent events in Kosovo again remind us how close to the surface instability lies. Inherited rivalries and resentments within the regions do not make it fertile ground for the social capital, trust and flexibility needed for implementing collaborative change.

In addition to intra-regional mistrust, there is also a sense of resentment about excessive dependence on outsiders - the 'flying foreign experts' – and the managers of SHEPAR would be well advised to use local expertise wherever possible. The strong commitment of regional governments to co-operate on the SHEPAR initiative and in the process surrender control over sensitive training of key state employees will not be easily offered. It could happen that the initiative does not get total support across the whole region. The possibility has to be anticipated that some countries or areas within countries will engage from the start and that others could join later. This process could also apply to institutions joining the network.

As many civil service training institutes in the region are still not fully functioning, the first question will be to find appropriate partners for SHEPAR in each country. Those that already exist may see SHEPAR as a potential threat to their 'empires' rather than a source of empowerment for their work. This is a good reason for maximising their involvement in the initiative and supporting them to develop 'centre of excellence' status. However, there are risks in adopting a 'centre of excellence' designating approach. It could be seen as unfair competition with established procedures and it runs the risk of creating a two-tier CS education and training system.

Great care will also have to be taken to avoid perceptions of their best staff being 'head-hunted' by SHEPAR. The pool of talent in the civil service and its training providers is not large due to weak incentives for the talented to choose a career or stay in public administration. Present employees will have to change knowledge, skills and attitudes and even overcome pathologies arising from the recent and continuing traumas of war and ethnic conflict. This is a formidable challenge.

Another risk is that SHEPAR graduates will not find it easy to apply their acquired skills and knowledge of modern professional civil service practice in their existing workplaces ('the tissue rejection' phenomenon). Therefore some covenant between the employer, the participant and SHEPAR can be considered and some monitoring follow-up of these agreements.

Strategic risks

Opting for a single or twinned 'elite regional institution' seems a simpler than the more embedded network or corporate models. But they run the risk of becoming 'ivory towers' that only have a 'trickle down' effect as they are not dedicated to assisting local institutions more directly to build their capacity. If a 'big bang' strategy is employed incurring large initial development costs in a single institution, then the risk of funding not being sustained if results are disappointing would be considerable and a large amount of effort could be wasted. This suggests a cautious evolutionary strategy that allows cumulative organisational learning. Such an approach is preferable to a massive initial investment in a large institution with a wide-ranging short-term mandate. Given the risks inherent in the regional setting, it is better to allow SHEPAR leaders to use an adaptive strategy. A pre-determined blueprint formulated from afar would be undesirable. The co-ordinating centre that evolves into fully-fledged education and training institution might minimise this risk.

The politically sensitive issue of selecting and contracting EU partners on an equitable basis should also be taken into account. A strategy to shift funding on to the governments, the

students or their institutions in the longer term is also risky. Entrenched national and sectional interests will create barriers to contributing to the regional good, given the antecedents of recent years. SHEPAR must from the outset demonstrate significant inducements to the beneficiaries, building desire to participate and pride from its achievement for and in all the countries of the region. Many dangers lie ahead and a high level of visionary and strategic leadership of a high order will be required.

9.2

A STRATEGY OF GRADUAL EVOLUTION

The menu of choice set out in chapter 8 offers the possibility of adopting a step-by-step or building block approach to the development of SHEPAR. Boxes in table 8.3 can be seen as 'sub-assembly' components that can be added gradually as SHEPAR evolves. Similarly, if the network model is selected, the contracting of programme components from partner institutions allows a similar incremental assembling of common demand-led services to the region's public administration systems.

A long-term outline development plan should be drafted and approved by all stakeholders. It should not be regarded as an immutable blueprint and should leave scope for the governing and managing bodies to engage in adaptive planning. While 2005 would be the initiation year, 2006 should be a key year of expansion. If substantial premises are needed, the first year of start-up could be conducted from temporary premises. During 2005 the Model B premises (either for institution or co-ordinating centre) could be located, built or refurbished. In the initial phase the priority should be rapid up-skilling and a generalist focus. Subsequently there could be an increase in specialist provision and also expansion of research and consultancy capacity. Periodic review of structures, financing and performance would guide the continuous process of development of SHEPAR. If major and insoluble implementation problems arise, a strategy of gradualism would allow postponement, redirection or even withdrawal in the light of changing circumstances.

CHAPTER

10

Conclusion:
Outline Plan for Initiating and
Developing SHEPAR

This final chapter transforms into a draft proposal, further elaborated in Annex 3, the results of research, interviews and analysis described in previous chapters. We assume that sufficient information has been provided for the EC to decide that SHEPAR is feasible. If SHEPAR is to be up and running by the end of 2004, then such a decision should be taken without delay and be followed quickly by the allocation of necessary financial resources and the first steps of implementation.

10.1

OVERALL PURPOSE AND OBJECTIVES OF SHEPAR

The *overall purpose* served by SHEPAR can be re-stated as:

1. to offer civil servants from the SAP countries the opportunity to develop thinking and understanding of the principles, values and norms governing European public administration and;
2. to provide those civil servants with skills and knowledge to deal with the SAP reforms and the challenges of EU integration.

The *central objective* of SHEPAR would be:

To create a trans-national 'school of higher education for public administrative reform' that will support sustainable regional capacity building, co-operation and links to the EU for developing civil service education and training to deal with the SAP reforms and the challenges of EU integration.

More *specific objectives* would be:

1. to design, ensure funding for and initiate SHEPAR as a 'Professional School' by January 2005 based on a long-term development plan to be outlined by a Working Group in consultation with key stakeholders from the SAP region and the Commission and then further developed by the newly appointed Secretariat with the approval of the Steering Committee;

2. to develop, promote, organise and assure the quality of high profile training events for mid-career civil servants and trainers of civil servants drawing on EU and regional 'best practice' starting with trans-national seminars, summer schools and visitations;
3. to expand gradually a co-ordinated trans-national network of programmes and consultancy implemented in the SHEPAR centre and by contracted regional institutions (public, private or NGOs) using SHEPAR trained trainers and consultants;
4. to further develop SHEPAR as an 'Academic School' with curriculum and training development for pre-service university-level programmes, if the previous objectives are effectively implemented, and to expand applied research capacity in the field of public administration.

Table 10.6 summarises the anticipated sequence of the three phases logically relating to the objectives described above. Each phase should accomplish activities that are elaborated in the following sections and in Annex 3.

Table 10.6

Phases of SHEPAR development

Phase	Date	Form of SHEPAR	Governance	Management
Zero	June-Dec 2004	Working Group	Contract TOR	Core Team
One	2005-2006	Professional School Co-ordinating Centre and Network (3B)	Steering Committee	Director and Secretariat
Two	2007-2009	Professional School Corporate Institution with Associated Institutions (4B)	Governing Board	Management Team and Departmental Structure
Three	2010 onwards	Academic School added (4A+B)	Governing Board function expanded	Management structure expanded

10.2

PHASE ZERO: WORKING GROUP AND ESTABLISHMENT OF THE SECRETARIAT

A Working Group should be established to develop the SHEPAR action plan and to engage in 'pre-networking' immediately after a decision is made on recommendations of this study. The Working Group would comprise a core team, specialist experts and expert representatives from the SAP region. They would engage in a consultative and planning process to refine the strategy for SHEPAR and to establish an initial network of SHEPAR stakeholders. A Consultative Conference would be a key event of this period in order to seek ownership of the proposed concept and consensus on priorities and target groups. An Intergovernmental Agreement – the SHEPAR Charter - should be signed at this event. A representative Steering Committee would be appointed to provide policy direction and programme oversight. By the end of the year guided by the Steering Committee, a Director and Secretariat would be appointed and activated, premises and facilities inaugurated, institution building and networking activities start. A draft activity schedule for Phase Zero is provided in Annex 3.

10.3

PHASE 1: INITIATION AND DEVELOPMENT OF A PROFESSIONAL SCHOOL COORDINATING CENTRE AND NETWORK (MODEL 3B)

This phase initiates the step-by-step gradualist strategy of 'the road to SHEPAR'. The SHEPAR Secretariat and Steering Committee implement the desired 'fast-start' including EU-SAP summer schools for senior civil servants and trainers and the initiation of trans-

national courses with local and EU institutions willing and able to collaborate in the project. The Secretariat assumes responsibility for planning the development of SHEPAR and for making recommendations to the Steering Committee on which the relevant EC authorities are represented. All activities will be carefully reviewed in order to provide experience and guidance in relation to the form of the anticipated corporate institution (Model 4B) in Phase 2. The efficient functioning of the Secretariat and its interaction with network partners would help to confirm the precise location of SHEPAR's potential new premises in Phase 2. The Secretariat should be free to adopt an adaptive planning approach, as many unpredicted situations will emerge at this 'forming and storming' stage of its evolution.

In Year 1 SHEPAR initiation will be in the form of a project. The Secretariat will not have financial autonomy for contracting and expenditure will have to be approved by EC financial mechanisms. In Year 2 the legal entity status broadens the scope of financial decision making.

10.4

PHASE 2: EXPANSION INTO A CORPORATE INSTITUTION WITH ASSOCIATED INSTITUTIONS (MODEL 4B)

The Secretariat and Steering Committee should have formulated Phase 2 along with the EC authorities in the light of the experience of the previous two years. The SHEPAR co-ordinating centre will now become a fully-fledged Training Institution in its own right with a Management Team and departmental structure replacing the Secretariat. It would offer its own courses in its own premises in addition to the services provided in Phase 1. External associated institutions, centres and units develop a more systematic and ordered relationship with the new SHEPAR institution providing demand-driven specialist programmes for trans-national groups participants. They will be offered contracts to provide their programmes for trans-national groups of participants. The ratio between the programmes offered in the central premises and those in the associate institutions will depend on the assessment of the relevance and quality of the programmes developed during the previous two years.

10.5

PHASE 3: LONG-TERM PROSPECT – ADDING THE ACADEMIC SCHOOL (MODEL 4 A+B)

The long-term plan for SHEPAR should include the addition of the 'Academic School' also linked to EU and SAP institutions and developing pre-service education for new entrants to the CS and academic in-service education. This would expand SHEPAR's supporting role into the university sector, focusing on pre-service university-level programmes and teaching methods. Consultancy and support for trans-national applied research into PA would be an additional function. This major step into the university sector would be taken only if the impact and reputation from the previous phases had been effectively established.

10.6

IMPLICATIONS FOR FUNDING

The initiative should from the very beginning be planned as a long-term, permanent undertaking. The time horizon for funding should be mid-term with 5 years guaranteed financing as a minimal precondition. There would be an assumption that the region itself would gradually increase its responsibility for financing, managing and staffing SHEPAR in the long-term.

The step-by-step strategy avoids ‘putting all your eggs in one basket’. The first investment needed would be in the Working Group that takes forward this study. A small core team working with SAP regional experts, short-term specialists and EC staff would do its work with a budget under EUR 300 thousand. (See the Tentative Activity Schedule for the Working Group in Annex 3,).

In Phase 1 The initial operating costs for the Secretariat and steering committee, premises, establishing the network, running summer schools, seminars and other activities while elaborating the plan for the next phase would cost perhaps around EUR 2 million for the first year including salaries for SHEPAR staff. During the second year we could envisage a doubling of the amount of activities and preparation for transformation into Phase 2 with a proportionally increased yearly budget.

There still many unknown variables concerning Phase 2 (2007-2009) for example the size and cost of an expanded staff, new or expanded premises and the range and types of activities. A possible doubling of SHEPAR’s budget might be anticipated. During this phase there should be an increasing contribution of funds from within the SAP region. Substantial further growth of the budget, eventually another doubling, would probably be required for transformation into the most complex model of SHEPAR in Phase 3.

The Working Group with SAP regional representation could develop a more precise financial proposal based on an agreed list of activities (see Draft Outline Plans for Phases 1 and 2 in Annex 3,). The networking ‘sub-assembly’ approach that draws on existing EU and SAP region programmes before engaging in major programme development would permit a project-by-project approach to funding managed by the co-ordinating centre. Each project provider would be accountable for its results and further development conditional on acceptable performance.

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ANNEX 2

People interviewed

General**European Commission**

Michel Peretti
 Louis Hersom
 Carolyn Leffler-Roth
 Dorothe Thyssen Schmidt
 Daniel Dunkley

SIGMA

Nicolas Dubois
 Anke Freibert

Other

Martin Potok, former NICPAcee President

By country***ALBANIA*****ECD**

Carlo Natale, Counsellor, Political, Economic and Information Affairs
 Dritan Tola, Political Officer, Political and Economic Section
 Gavin Evans, Head of Operations Section JHA, Administrative Reform and Education
 Alessandra Frontoni, EU-Albania Relations Officer, SAP Advisor
 Suela Thanasi, Assistant

Council of Ministers

Zhani Shapo, Director of DoPA

Ministry of Education and Science

Edmond Hoxha, Head of Minister's cabinet

Ministry of Labour and Social Affairs

Flora Sakiqi, Director, Department of Human Resources

Ministry for Integration

Valbona Kuko, Director, Department of European Integration
 Odeta Kumbaro, Department of European Integration

UNDP office

Arben Rama, Democratic Government Cluster, Development Specialist

World Bank Office

Jolanda Trebicka, Project Officer

Open Society Foundation for Albania

Mimoza Gjika, Programme Director

University of Tirana

Rajmonda Duka, professor, Faculty of Economy

TIPA office

Margarita Duka, Director

Italian Embassy

Bruno Campria, Counsellor

Manuel Bressan, Specialist, Development Co-operation Office

UK Embassy

Arben Qesku, DfID Project Officer

Institute of Contemporary Studies

Artan Hoxha, Research Director

European Centre

Ledi Bianku, Executive Director

Institute for Policy and Legal Studies

Ardian Dhima, Programme Director

Other

Sotiraq Guga, EC Consultant

Elfiori Miho, National VET Observatory

BOSNIA AND HERZEGOVINA**ECD**

Alexis Hupin, Task Manager

Holger Schroeder, Deputy Head of Operations

Renzzo Daviddi, Head of the Economic & Political Section

BiH State Government

Lidia Topic, Deputy Minister for Foreign Affairs

Valentina Marincic, Head of Cabinet

Osman Topcagic, Directorate for European Integration

Srdan Arnaut, Chief of Cabinet, Ministry of Civil Affairs

Jakob Finci, Head of Civil Service Agency

Sasa Leskovac, Co-ordinator, Office of the Co-ordinator for PAR

Ahmet Akibasic, Deputy Co-ordinator, Office of the Co-ordinator for PAR

Republika Srpska

Srdja Vranic, Head of Prime Minister's Office
 Vladimir Karajica, Advisor, Civil Service Agency
 (see also Round Table Programme)

Office of the High Representative

Lord Paddy Ashdown, High Representative
 Werner Wnendt, Senior Deputy High Representative
 Masaih Fraser, Political Advisor
 Bianca Schonberger, PA Expert

UNDP BiH

Alan Johnston, CSTS Programme Manager

OSCE Mission to BiH

Claude Kieffer, Deputy Director (Legislation Reform) OSCE Education Department
 Britt Tryding, Senior Public Finance Adviser, PAR Unit

Council of Europe BiH

Sarah Keating, Education Manager
 Dasha Kunzmann-Briefel, University Governance Project Director

Tempus Office in BiH

Edin Jahic, Co-ordinator

Embassy of France

Jean-Jacques Beucler, Counsellor for Cultural Co-operation
 Pierre-Emmanuel Pessemmer, Regional Audio-visual Attaché

Sarajevo University*Rectorate*

Boris Tihi, Chair Higher Education Co-ordination Board and Rector
 Ljiljana Sulentic, Co-ordinator for International Co-operation

Faculty of Law

Jasna Baksi-Muftic, Professor
 Zdravko Grebo, Professor, Masters in Human Rights

PAR System Review

Gianni La Ferrara, Team Leader
 Avis Benes, Deputy Team Leader

Centre for Promotion of Civil Society

Milan Mrdja, Secretary

MediaPlan, Regional High College of Journalism

Zinaida Babovic, Manager
 Zoran Udovicic, President, Media Plan Institute

Round Table attended - Banja Luka, Republika Srpska, 11.3.2004.

"REFORM OF THE CIVIL SERVICE AND FUTURE DIRECTIONS"

Presentations of Visiting and Domestic Experts:

Dragomir Kutlija – Achievements in the RS reform – video presentation (the RS CSA Director);

Dragoljub Kavran – Reform of the Civil Service (general approach) (School of Law – Belgrade University)

Sahbaz Dzihanovic – Modern Administration as a condition for democratisation of society (the Federation of BiH Vice President);

Goazd Trpin – Slovenia's experience in the Civil Service reform (School of Law – Ljubljana University);

Anke Freibert - Lessons learned in reforming civil service systems in EU candidate countries: problems encountered and solutions adopted" (SIGMA)

Jakob Finci – Strategy of training, learning and development of human resources in the Public Administration (Director, CSA, BiH);

Alan Johnston – Factors of the best examples from the Eastern and South-Eastern Europe practice – lessons for BiH, (UNDP);

Petar Kunic – Institutional and legislative framework for development and advancement of Civil Service (School of Law – Banja Luka University);

Aleksandar Paunovski – Experience of the Republic of Serbia in the Civil Service reform , (Agency for Public Administration Development of the Republic of Serbia);

Sasa Leskovac – Fundamental contents and modernisation of the Public Administration strategic process (Office of the Co-ordinator for Public Administration reform in BiH);

Rade Culibrk – New roles and procedures for the employment civil servants (Ministry of Administration and Local Government)

Mirjana Radjenovic – Protection of rights and legal interests of citizens as per the Law on Administrative Procedure and reform of the Civil Service, (School of Law – Banja Luka University);

Slobodan Gavranovic – Necessity for reorganisation of the administrative services (Municipal Assembly of Banja Luka);

Vladimir Karajica – Management of the activities and evaluation of work in light of the Civil Service reform (the RS Agency for Civil Service);

CROATIA

ECD

Ritva Heikkinen, Sector Manager PA and Public Finance

Laura Garagnani, Counsellor

Enrique Aguardo Asenjo, Sector Manager for Civil Society and Social Cohesion

Central State Office for Administration

Antun Palaric, State Secretary

Edmond Miletic, Deputy State Secretary

Ministry for European Integration

Directorate for Co-ordination of Assistance Programmes and Co-operation with EU

Natasa Mikus, HoD for National Programmes (former scholarship Masters student)

Tifani Simunovic, Education specialist

Sandra Tvrtkovic, Senior Advisor, Directorate for Info and Education (former Master's student - U of Zagreb-Sorbonne programme)

Petra Goran, Head of Education and Training Dept (former scholarship Masters student)
Analytics Department

Nenad Kocmur, Head of Analytics Department (Member of PAR Task Force and SIGMA PA Assessment writer)

Ministry of Science, Education and Sport

Loredana Maravic, HoD for Multilateral Co-operation, Directorate for International Co-operation (former participant German 2-year ToT programme)

Ana Tecilazic, National Tempus Office (former scholarship Masters student)

CARDS PAR Project

Tullio Morganti, Team Leader

Marko Kovacic, Long-term Local Expert

Roy Cross, Director British Council

University of Zagreb

Rectorate

Vlasta Vizek-Vidovic, Vice-Rector for International Relations

Faculty of Law

Prof. Branko Smerdel, Dean

Marko Petrak, Assistant Dean

Zeljko Pavic, Professor (i/c PA course)

Josip Kregar, Professor (Team Leaders PA Strategy Project)

Tamara Capeta, Dept for European Law

Sinisa Rodin, HoD for European Law (Organiser of European Studies Master and Doctorate programme presented in the English Language)

Ivan Kopric, Professor (Organiser of PA Forums)

Faculty of Political Sciences

Zoran Kurelic, Assistant Dean

Inge Perko Separovic, Professor (Board member Croatian Law Centre)

Embassy of the UK

Richard Jones, DfID, Second Secretary

World Bank

Indira Konjhodzic, Country Manager

Sanja, Madzarevic, Economist

USAID

Tom Rogers, Democracy and Governance Advisor

PA Trade Unions

Ivica Ihas, President, Trade Union of State and Local Employees

Maria Hanzevacki, General Secretary, Independent Trade Unions of Croatia

Other

Iskra Devcic-Torbica, ETF National Observatory, Chamber of Crafts and Trades

Elisabeth Schlosstein, CS Training Consultant

FYR OF MACEDONIA

ECD

Marina Kurte, Advisor-European Integration, Legal Issues

Vassilis Maragos, Counsellor

EAR

Jutta Bulling, Programme Manager Civil Society & Social Cohesion

Government of the FYR of Macedonia

Dragon Tilev, State Counsellor and Director, Sector for European Integration

Sali Sali, State Advisor

Lira Sekulovska, Counsellor for EU Training Unit for Institution Building

Irena Bojadzievska

Ministry of Education and Science

Aspasija Hadzisce, Co-ordinator of the Office, National Tempus Office

Ministry of Labour and Social Policy

Aco Janevski

Ministry of Local Self Government

Plamen Georgievski, State Secretary

The World Bank

Evgenij Najdov, Research Analyst

U.S. Agency for International Development

Geoffrey Minott, Private Sector Advisor

Ivica Vasev, M.A., Project Development Specialist

Ambassade de France en Macedoine

Mr. Degoutes

Christelle Eneau, Co-operation Attaché Scientifique and Technique

DFiD

Michal Ben-Gera, Lead Consultant

David Falcon, Team Leader

Jess Price, Consultant

SEE University

Alajdin Abazi, Rector

Hamit Aliu, Assoviated Dean of Public Administration Faculty

Blerim Reka, Head of Public Administration Department

Barim Sadiku, Communications and Executive Assistant to the Rector

Institute for Sociological Political and Juridical Research

Pande Lazarevski, Director

Ilija Todorovski, Head of the Centre for Public Policy and Public Administration

MCET - Macedonian Centre for European Training

Kalina Miljovska, EU Trainer

Ildija Dimova, EU Trainer

University of Pittsburgh

William N. Dunn, Director

Veli Kreci, Senior Research Analyst

University "Ss Cyril and Methodius"

Ljubica Kostovska, Associate Professor, Vice-Dean for Educational Affairs, Faculty of Economics

Dimitar Bajaldiev, Dean, Faculty of Law

Borce Davitkovski, Professor, Faculty of Law

Goran Koevski, Assistant Professor on Commercial Law, Vice Dean, Faculty of Law

University "St. Kliment Ohridski"- Bitola

Dobri Petrovski, Vice-Rector

Violeta Panovska-Boshkoska, Rector

ZELS

Aneta Lozanoska, Co-ordinator

Dusic Perisik, Executive Director

CSA

Tatjana Trendafilova-Popovska, Director

Metodija Dimovski, Secretary General

ELSA

Irena Bojadzievska, Vice President Seminars & Conferences

Euro-Balkan Institute

Lovren Markik, Program Co-ordinator, Centre for Public Administration and Public Policy

Jovan Donev, Director

Open Society Foundation, Macedonia

Fanny Karanfilova

SERBIA AND MONTENEGRO/KOSOVO (UNDER UNSCR1244)**Serbia****ECD**

David Hudson, First Secretary, Head of the Political Press and Information Section

EAR

Regina De Dominicis, Operations

Alexandre Arrobbio, Programme Manager – Institution-Building

Ministry of International Economic Relations

Vladimir Ateljevic, Associate, Department for European Integration

Ivana Bozovic, Consultant, The European Integration Sector

Marija Sijan-Mitrovic, Head of DACU, Development and Aid Co-ordination Unit (DACU)

Ministry of Social Affairs

Lars-Andre Skari, Advisor, Poverty Reduction/Strategy Paper/ DACU

Ministry of Public Administration and Local Self Government

Ivica Ezdenci, Deputy Minister

Agency for Public Administration Development

Lazar Ristic, Project Co-ordinator, Department for International Co-operation

EIO

Milica Delevic Dilas, Director

Tanja Miscevic, Training Co-ordinator

Zorana Spasojevic, Project Manager

UNDP

Helen Addison, Team Leader, Capacity Building Fund

Embassy of France

Eric Tonon, Attaché de Co-operation

Embassy of Sweden

Adam Amberg, Counsellor, Development Programme Co-ordinator

Ralph Mono, First Secretary, Development Programme Section

EU - UNMIK

Melena Popovic, Legal assistant, EU Pillar IV Belgrade Office

G17 Institute

Tanja Miscevic, Head, European Studies Department

University of Belgrade

Dejan Popovic, Professor, Faculty of Law

Mijat Damjanovic, Professor and Dean, Faculty of Political Sciences

Institute for World Economics

Andras Inotai, Professor in Economics, General Director

Others

Aleksandra Rabrenovic, Expert in Public Administration

Sonja Licht

Montenegro**Ministry of International Economic Relations and European Integration**

Gordana Djurovic, Minister

Ministry of Interior Affairs

Branislav Radulovic, Assistant Minister

Ministry of Education and Science

Slobodanka Koprivica, Deputy minister

EURECNA Public Administration

Slobodan Dujic, Team Leader

Aljosa Race, YPP – Manager

Kosovo**UNMIK EC**

Shenaj Shala

Andreas Wittkowsky

Monique de Groot

Rafael Peralta

Ramadan Berisha

Venera Hajrullahu

EAR

Odran Hayes

Thomas Dedeurwaerdere

DFID

Craig Davies, Head of Office

GTZ

Annmarie Gayle, Team Leader

KLC

Adelina Sokoli, Program Manager

KTA

Ardian Hackaj, Head of Direct Administration

KIPA

Naim Rustimi, CEO

Jens Rubner, Advisor

OSCE

Franklin De Vrieze, Team Leader, Democratisation Department Central Governance
Support Team

Kara Johnston Molina, Policy Advisor, Department of the Head of Mission Office of Political
Affairs

Ministry of Public Services

Bahri Hyseni, Permanent Secretary

Peter Schumann, Principal International Officer

Ministry of Education, Science & Technology

Rexhep Osmani, Minister

Venera Lljunji, Political Advisor

Hans Schruppf, Principal Int. Officer

Prime Minister's Office

Venera Hajrullahu, Deputy Director, Stabilisation and Association Process Tracking
Mechanism Office

UNDP

Richard Ponzio, Team Leader, Democratic Governance

UNMIK Political Affairs

Johannes Regenbrecht, Deputy Director, Political Affairs OSRSG

Jolyon Naegele, Senior Political Affairs Officer

UNMIK Civil Administration, Information and Governance

Ms. Kristin Wambold Liebling

UNMIK Civil Administration

Mr. Madhav Lal

PAX Christi Nederland

Karel Roos, Programme Manager South East Europe

RIINVEST

Sejdi Osmani, Administrative Director

Abdullah Hoti, Researcher

Salvador Bajrami, Researcher

SOROS Foundation Kosovo

Ermal Hasimja, Programme Co-ordinator

ANNEX 3

Background for a Working Group TOR

If the EC decides to follow the recommendations of this study, this Annex could serve as a base for drafting TOR for the next stages of the SHEPAR initiative. The list of activities and timetables are only tentative and the timetable is extremely tight given the imperative of a January 2005 start to SHEPAR if approved. This Annex should be regarded as a first sketch for further elaboration. If the start of Phase Zero were to be delayed, the schedule would not be feasible.

Phase zero: working group and establishment of the secretariat***Overall Objective of the Working Group***

- To create an overall vision, strategy and action plan for the initiation and development of the three phase evolution of SHEPAR (from models 3B to 4B and 4A+B) to be approved by the Consultative Conference.

Specific objectives

- to extend the feasibility study into an action plan and PCM logical framework for SHEPAR based on Models 3B and 4B (Legal consultation with EC lawyers; organisation and staffing; funding and budget management model, etc.);
- to organise a consultation and pre-networking exercise for building regional ownership and refining the action plan to ensure its adaptability and fitness for purpose;
- to debate and work out SHEPAR's optimal structural and functional relationship to the potential actors involved;
- to oversee the creation of the SHEPAR Steering Committee;
- to organise the Consultative Conference;
- to create specifications and job descriptions for the SHEPAR Secretariat;

The functions and structure of the SHEPAR Working Group***Key principles:***

- close co-operation between regional experts of the Working Group and representatives from EC in Brussels in order to generate mutual understanding and ownership of the overall aims of SHEPAR;
- all operations and activities conducted from and at the same location to make the effective implementation of the work plan feasible in 29 weeks.

Structure of Working Group:

- core Team: Team Leader (100 days) and Project Manager (100 days);
- short-term experts: Sub-contracted for specific tasks (60 days in total);
- regional Experts: Two per SAP country seconded on salary (10 experts each for 3 weeks);
- experts from the European Commission (as required).

Responsibilities of Working Group members

The core team will organise and facilitate the activities of the Working Group and will consist of a team leader and a full time project manager. Their main responsibilities will be to achieve the objectives set out above by co-ordinating the full Working Group and organising the key events (two Consultative and Planning Meetings with the REs and the Consultative Conference) and ensuring the outcomes (consultative paper, action plan, Secretariat, steering committee, SHEPAR location and initiation). The team leader will provide the lead in stakeholder relationships, intellectual and team matters, while the project manager will ensure the logistical and administrative effectiveness of the Working Group. Short-term experts will complement the core team. They will specialise in legal and financial issues; strategic development of educational institutions and networks; civil service curriculum and training of trainers; conference facilitation and drafting of consultative papers. Regional experts will be responsible for the in-country consultative exercise and for spreading ownership of the SHEPAR initiative in their respective countries. The EC representatives will supervise and steer the Working Group and facilitate the required political, legal and financial processes leading to the formal establishment of SHEPAR.

Team Leader profile

- academic degree;
- at least 10 years experience in public administration reform projects in the CEE/NIS and/or SAP region;
- good knowledge of the HRD and civil service training systems;
- proven project management skills including PCM;
- excellent intercultural communication, moderation and facilitation skills;
- demonstrated experience in planning and managing public administration training and consultancy projects;
- drafting skills and fluency in English;
- available at short notice.

Project Manager's profile

- five years project management experience in public administration reform projects;
- proven organisation, moderation and facilitation skills;
- strong communication and interpersonal skills.

Short-term Experts (total of 60 days)

Three specialist experts at 20 days each:

- legal expert – to formulate legal procedures for setting up SHEPAR;
- financial expert – to formulate the budget and financial management procedures;
- networking and organisational design expert – to advise on the detailed form and structure of SHEPAR.

Their expertise would complement that of the team leader and they would assist as required in the consultation and planning meetings and in drafting consultative documents.

SAP country regional experts

The EU delegations in SAP countries will identify 2 regional experts per country for the Working Group and individual governments will approve their appointment and release on salaried secondment for SHEPAR duties. (15 days; 10 per diems plus travel expenses for out-of-country events)

- senior government civil servants involved in civil service reforms;
- fluent in English;
- good consultative and drafting skills.

Steering Committee

Before the Consultative Conference, the members of the Steering Committee will be appointed for the duration of one year. Members of the Steering Committee will be officials responsible for civil service reform in their country. There will be equitable representation from the SAP and EU countries and the EC.

Working Group and Secretariat Locations*The location of the Working Group in Phase Zero*

To ensure a fast start and to avoid waste due to inefficient communication between the members of the core team they should operate from one location. This location would also host the two Consultative and Planning Meetings of the Working Group. To ensure momentum the core team location should provide also facilities for the Working Group and the conference facilities. Ideally the Working Group would be located in a SAP country to encourage 'ownership' of the plan and facilitate consultation, but in practice it might be better located in the EU because of the time pressure and available facilities. To conduct the activities of Phase Zero in one location, with a locally based team leader and project manager will ensure that as little time and effort as possible would be allocated to logistics. Moreover a considerable number of per diems could be saved. The choice between an EU or SAP location should be carefully weighed according to advantages and costs.

The location for SHEPAR in Phase 1

Ideally the political decision about the first place to locate the SHEPAR Secretariat (Phase 1) should be made before the start of Phase Zero. From the evidence presented to the consultants, the two locations that best fit the criteria for choosing the location of SHEPAR Secretariat (Section 7.2 above) appear to be either Sarajevo/Mostar or Skopje/Ohrid. An early decision would avoid the danger of contentious debate and divisive competition.

Tentative Activity Schedule for the Working Group

DATE	ACTIVITY	WEEK
May	Team Leader, Project Manager and Short-term Experts appointed	
01.06	Inception phase: Regional Experts (RE) selected by ECDs and authorities in each county Core team plans Inception Report and Consultation and Planning Meetings (CPM) to involve the 10 Regional Experts (REs)	1
07.06	Core team plans the CPM to include parallel working team sessions on	2

	SHEPAR: 1. vision, organisation and HRM issues 2. legal, governance and financial issues 3. curriculum, networking, training and consultancy issues	
14.06	Core team visits Brussels and possibly SAP countries to brief REs Core team starts organisation of the first Consultative Planning Meeting	3
21.06	<i>Inception Report</i> submitted including detailed Action Plan for Phase Zero and Consultative Planning Meetings using PCM approach	4
28.06	First Consultation and Planning Meeting (3 days) - Objective-oriented project planning project identification and formulation sessions with 3 working teams on 3 issues (see week 2 above) Outcome: <i>Consultative Paper</i> drafted by core team facilitators on the three themes and distributed to REs and other key stakeholders	5
05.07	REs co-ordinate discussion of the Consultative Paper on SHEPAR within the SAP countries	6
12.07	In-country discussions continue	7
17.07-27.08	Preparation of second CPM by the Working Group core team REs prepare <i>Summaries of Consultative Paper Discussions</i>	8-13
01.09	Second Consultation and Planning Meeting (3 days) - to analyse results of regional consultation. Outcome: <i>First draft SHEPAR Development Strategy</i> (intermediate and long term vision), job specifications and action plan for the Secretariat, draft agenda for the Consultative Conference	14
06.09	Further drafting of vision and development strategy for the first year of Phase 1 (continuing) EC approves job descriptions, selection criteria and process for Steering Committee, financial and administrative matters. Recruitment process for Secretariat outlined Conference planning starts (continuing)	15
13.09	Steering Committee members identified by EC responsible SAP authorities and appointed	16
20.09	<i>Second Draft of SHEPAR Development Strategy</i> circulated to Steering Committee	17
27.09	EC makes the final preparations in consultation with Steering Committee to establish the SHEPAR Secretariat	18
04.10	First Steering Committee Meeting Recruitment procedure for Secretariat discussed and agreed Development Strategy discussed and amendments proposed <i>Press Release</i>	19
11.10-18.10	Final preparation for the Consultative Conference	20- 21
25.10	Consultative Conference (One-day) - EC representatives and senior government representatives of SAP countries sign a framework covenant for the establishment of the SHEPAR Secretariat and a MoU for model 3B/4B (<i>SHEPAR Charter</i>) Second Steering Committee Meeting	22
01.11-29.11	Third draft of SHEPAR Development Strategy Selection process for SHEPAR Director and Secretariat starts Procurement starts Physical premises and facilities of the Secretariat initiated	23-27
06.12	Director and Secretariat appointed under a one-year project contract.	28
13.12	<i>Final Report</i> of the Working Group core team.	29
	HOLIDAY	30
03.01.05	Phase 1 formally inaugurated Core team members transfer duties to the Secretariat Secretariat commences its duties	

Phase 1: initiation and development of a professional school co-ordinating centre and network (model 3b)

Objectives of Phase 1

- to activate the SHEPAR Steering Committee and Secretariat;
- to ensure a 'fast-start' to regional co-operation by means of seminars, experiential summer and winter schools and visitations or study visits for both senior civil servants and their trainers;
- to initiate consultancy for and networking of best practice for civil service systems and training centres;
- to set up a SHEPAR web-site and develop a public relations strategy;
- to initiate and activate a regional scholarship programme;
- to prepare the ground for Phase 2.

Administration and financial management

In Year 1 SHEPAR initiation will be in the form of a project. The Director and Secretariat will not have financial autonomy for contracting and expenditure will have to be approved by EC financial mechanisms. In year 2 the legal entity status broadens the scope of financial decision making.

Administrative development will include:

- creating a quality assurance system;
- creating a database of selected EU-SAP specialist consultants, trainers and institutions;
- developing a communication and public relations strategy.

Trans-national activities

- two summer schools and visitation programmes (one for senior civil servants and one for trainers);
- the first winter school in year 2;
- quarterly senior level seminars on high priority themes (starting Q2);
- quarterly workshops and related inter-visitations for exchange of best practice in specific areas (starting Q3);
- consultancy services gradually expanding.

By April 2006 all the basic activities will be in place and the Secretariat will aim by the end of year 2 to have doubled the overall year 1 throughput of training participants, scholarships and consultancy provided.

Draft Outline SHEPAR Action Plan - Phase One (2005-6)

Initiation Year (2005) - SHEPAR Secretariat as Project Team	
Jan-Mar	Elaborate short and medium-term development plans Initiate legal and financial mechanisms Establish initial network partnership contacts (EU and SAP)

	Review needs analyses for trans-national training and consultancy in SAP region Initiate SHEPAR web-site and public relations strategy (continuing) Quarterly Report to EC and Steering Committee Meeting
April-June	Initiate procedures leading to Legal Entity Status (continuing) High level quarterly 2-day seminar I (continuing) Negotiation and planning of 'best practice courses' with network partners Quarterly Report to Steering Committee and EC
July-Sept	EU-SAP Summer Schools and Visitations for Senior CS I (2-3 weeks) EU-SAP Summer Schools and Visitations for CS Trainers (2-3 weeks) Inter-visitations for TC trainers and for CS policy-makers (continuing) Quarterly Report to Steering Committee and EC
Oct-Dec	Initiate first contracted of 'best practice courses' in SAP and EU network partner institutions (continuing) Initiate scholarship programme to EU partners (continuing) Initiate consultancy and ToT support to SAP training centres (continuing) Annual Review and Report Signing of legal entity agreement
Expansion and Development Year (2006) - SHEPAR Secretariat as a Legal Entity	
Jan-Mar	SHEPAR established as a legal entity EU-SAP Winter Schools and Visitations I (2-weeks) High level seminars Quarterly Report
April-June	Initiate strategic planning to for Phase 2 (Model 4B) EU-SAP Summer Schools and Visitations (Senior CS + CS Trainers) II Quarterly Report
July-Sept	Initiate Impact Evaluation of activities for inclusion in Annual Report Quarterly Report
Oct-Dec	Initiate scholarship programme (3-month) to EU partners Annual Review and Report

First revenues could be earned from co-financing, consultancy services, participant fees and sponsorship as Phase 1 progressed. Donor funding beyond the EC can also be sought.

Assumptions and Risks

- political and social stability resulting in continuity of involvement of key SHEPAR staff;
- continuing commitment and support from governments for SHEPAR;
- uneven commitment of the government support across the region leading to a sense of inequity;
- excessive ambition and complexity in relation to the resources and time available leading to unfulfilled targets, organisational overload and poor or incomplete implementation;
- lack of local absorption capacity e.g. not enough English-speaking civil servants can be released.

Phase 2: expansion into a corporate institution with associated institutions (model 4b)

Objectives of Phase 2

- to transform SHEPAR from a networking to a *corporate institution* with long-term *associate institutions* for trans-national CS training;
- to create a trans-national training facility at the headquarters for high profile courses, seminars and conferences;
- to upgrade the SHEPAR web-site into an interactive Internet portal;

- to expand the consultancy role of SHEPAR;
- to consolidate the training of trainers programmes and increase the throughput of trainers;
- to achieve 40% self-funding goal by Dec 2009;
- to prepare the ground for moving to Phase 3.

Management Structure

A small core of permanent staff led by the SHEPAR Director recruits and co-opts SAP-EU temporary staff on the basis of contracts and secondments. Possible departmental structure as follows:

1. Strategy development, policy assessment and external relations
(permanent staff - 1. senior advisor; 1 advisor; 1 secretary) –

Responsible for strategic consultancy in public administration reform, HRM, HRD and European integration for the SAP countries.

2. Innovation and training
(permanent staff: 1 unit head, 1 CS training manager; 1 ToT training manager and 2 secretaries)

Responsible for:

- training of trainers: generic and specific training programme(s);
- tailor-made / and or individual training – coaching programmes;
- high profile seminars, conferences and courses for civil servants;
- consultancy support for programme development in the associate institutions;
- both in house training programmes and support to the SAP countries to translate policy proposals into programmes in the institute enabling in-country capacity building.

3. Administrative and communication
(1 administrator; 1 finance officer; 1 technician)

Responsible for:

- Administration;
- public relations;
- publications and reprographics.

Along with the Director, the Heads of these departments would form the Management Team.

Trans-national activities

Centre-based courses would be the main innovation as SHEPAR moves into its new dedicated Training Institution premises. The content and form of courses would be determined from the continuing interaction with the client base in the SAP region over the two years of the previous phase. The synergy between consultancy and training functions

would continue, as would the synergy between EU and SAP country experts. The number of scholarships provided would reach a manageable and affordable plateau during this period and funding from within the region would be increased year by year from both public (government scholarships and subsidies) and private sources (participant fees and sponsorship). The main activities from Phase 1 would continue. Proposed new activities are illustrated below.

Draft Outline SHEPAR Action Plan - Phase Two (2007-9)

2007

Jan-Mar	Move to new premises; Governing Body constituted; Departmental structure and staffing expanded Formulate Short and Medium-term Development Plans EU-SAP Winter Schools and Visitations II Initiate courses, seminars and conferences in the new premises (continuing) Quarterly Report to the Governing Body
April-June	EU-SAP Summer Schools and Visitations (Senior CS + CS Trainers) III Expand consultancy services (continuing) Quarterly Report
July-Sept	Initiate in-house performance review and development programme for SHEPAR staff (continuing) Quarterly Report
Oct-Dec	Annual Review and Report

2008

Jan-Mar	EU-SAP Winter Schools and Visitations III Quarterly Report
April-June	EU-SAP Summer Schools and Visitations (Senior CS + CS Trainers) IV Quarterly Report
July-Sept	Quarterly Report
Oct-Dec	Annual Review and Report

2009

Jan-Mar	EU-SAP Winter Schools and Visitations IV Quarterly Report
April-June	Summer Schools and Visitations (Senior CS + CS Trainers) V Quarterly Report
July-Sept	Quarterly Report
Oct-Dec	Achievement of switch to regional funding Annual Review and Report

Many cost variables cannot be predicated until SHEPAR has experienced its first phase of development. The major new costs of phase 2 would relate to premises, expanded staffing, expansion of the number of courses based at SHEPAR itself and in associate institutions and increases in scholarships and consultancy services provided.

Assumptions and Risks

- civil service laws are in place across the whole region encouraged by regional co-operation and a desire to 'march in step';
- state in-service training structures are in place in all SAP countries stimulated by SHEPAR consultancy and exposure to other civil service training centres;
- progress across the region in self-funding for trans-national programmes is encouraged through healthy competition and the desire to use the services of SHEPAR.

Phase 3: long-term prospect – adding the academic school (model 4 a+b)

This phase (2010 onwards) would mark a major expansion of SHEPAR's trans-national support role into the university sector as an 'Academic School'. Such a move would be contingent upon experience and performance over the previous phases. This phase is too far ahead to offer even a tentative outline of activities and funding.