

Establishment of Iraq's Civil Service Institute

This report was financed by USAID
Tatweer project and FCSC commissioners

Denis Proulx

December 2009

Establishment of Iraq's Civil Service Institute	1
1. A summary analysis of the Federal Civil Service Commission law and the draft Civil Service Law describing the legislation's implications for design and operation of the Civil Service Institute and other related public administration training services.....	3
2. A summary of global best practices in establishing a system similar to the Iraqi Civil Service Institute and ministry level and subnational public servants training services	5
2a. Methods used in different countries to establish and operate comprehensive public administration training systems.....	5
Recruitment philosophy.	6
The career/job issue.....	6
Training	7
The link Training/remuneration	7
The link Training/career	8
General elements	8
1. Objectives.....	8
2. Legal framework	9
3. Funding.....	9
4. Trainers and training institutions.....	10
5. Trainer's statute.....	11
6. Training needs identification procedures	12
Beneficiaries.....	12
Training formats.....	12
Some training institutions in different countries	12
Other OECD models	15
2b. Examples of legislation, regulations and policies guiding the formation and operation of relevant public services training systems.	18
Examples of Canadian legislation for Civil Servants training	18
Example of French legislation for Civil Servants training.....	18
A case of excellence: Singapore.....	18
2c. Strengths and weaknesses in the approaches and frameworks used in various countries with focus on experience that is relevant to the work required in Iraq.	20
Valuing training.....	21
3. Options to consider in defining the sequences of the activities required to establish the Institute and related Ministry-level and sub-national training organizations.....	22
Ministry level and sub-national training organizations	25
Conclusion.....	28
References	39

Scope of work for the consultant

Deliverables

The consultant is expected to deliver the following:

- 1- A summery analysis of the Federal Civil Service Commission law and the draft Civil Service Law describing the legislation s implications for design and operation of the Civil Service Institute and other related public administration training services.
- 2- A summary of global best practices in establishing system similar to the Iraqi Civil Service Institute and ministry-level-and sub-national public servant training services, including:
 - a- methods used in different countries to establish and operate comprehensive public administration training systems;
 - b- Examples of legislation, regulations and policies guiding of the formation and operation of relevant public services training systems;
 - c- Strengths and weaknesses in the approaches and frameworks used in various countries with focus on experience that is relevant to the work required in Iraq.
- 3- A number of options to consider in defining the sequences of the activities required to establish the Institute and related ministry-level and sub-national training organizations, in sufficient detail to enable *Tatweer* and FCSC commissioners to prepare a workplan to set up Iraq s new comprehensive public administration training system.

1. Summary analysis of the Federal Civil Service Commission law

We examined the draft Civil Service Law describing the legislation s implications for design and operation of the Civil Service Institute and other related public administration training services. We would like to make the following comments.

Article 1. Ok

Article 2. “The Commission reports to the Parliament”.

This element is very important. If the Commission depends upon the Parliament, this gives a real independence to the Commission. Otherwise its budget will probably be reduced. We think that the only way to actually make it independent is to avoid that the Executive Power present their budget. Otherwise, we can imagine that the budget will be stretched.

Art. 3, 4, 6, 7 & 8: Ok

Art. 5.

Third.

“approved by the parliament”. We think this should be done using the opposition’s approval, or through a qualified majority (ex.60%). The idea is to avoid that an independent organism be subject to undue political pressure, considering its particular tasks.

Sixth.

Normally, these members' appointments should be of a longer periodicity than members of parliament. We could put it one year longer than the usual elected Member of Parliament. This allows more transparency and independence of both parts.

Eight

“recommendation of the Council of Ministers”. The recommendation should come from the Parliament, considering the institution depends on the Parliament. The majority should come from all parties, or at least the main opposition parties, or a qualified majority here too.

“in case of incompetence” should be removed, because anyone can be qualified of incompetent, this term is not very specific. It opens a large door to arbitrary decisions and is dangerous. The other points are more explicit.

Article 9.

Second

“to exclusively appoint, reappoint, and promote civil servants.

We think that there should be in the law a possibility of delegating that to Ministries.

Fifth

“the organizational structure of ministries, government agencies and institutions subject to civil service law”.

We think this can be dangerous. It is the law that plan structures at the base. It seems here that there can be a risk of going into constitutional power, from the Commission, if it is in charge of organizational structures.

Sixth

We think that here too, there should be a possibility of delegation

Eight

We think it should participate in the development of “design training and development policies...”

Ninth

This seems a little wishful thinking; we hardly imagine how that can be achieved.

Other elements

Programs certification: the Law should establish the Commission as the institution that certifies the programs considered as valuable for the Civil service development

Institutions certification: the Law should also establish the Commission as the institution that certifies the institutions (universities, institutes, schools, consultant offices, etc) that present a sufficient quality to be authorized in training civil servants).

The rest of the law is interesting and should be maintained.

2. Summary of global best practices in Civil Service Institutes

2a. Methods used in different countries

The purpose is to establish and operate a comprehensive public administration training system. First we have to clarify the starting conditions, although we observe that whatever their initial system, most public administrations operate with common points now. Each training and formation system is based upon the specific national conditions that exist in the country, using the resources that are available.

The type of training/formation depends of structural elements in the Public Administration. The parameters are the existence of a federal or unitary state, the type of civil service system (posts or career), the recruitment philosophy and other elements such as the training system's objectives, the legal framework, the type of funding, the existing training institutions, statute of trainers and the content of training.

Federal states will be presented here considering it is the case of Iraq, because there is a decentralized training system that needs to be addressed. Nonetheless, even unitary countries developed decentralized training/formation systems and can be of interest when studying the situation.

Training systems common objectives:

- Support the implementation of administrative reform and modernization
- Improve professional skills and qualification of staff to increase efficiency
- Develop an organizational culture

System Financing

- There exist two types: centralized and decentralized
 - Centralized: the Civil Service Institute has the funds and pays the training or pays a specialized institution to manage the funds and «to pay» the central or other institutions to train (more common in unitary states).
 - Decentralized: funds are allowed to each employment institution inside its budget. Each province will have its own institute, as the Federal does, with its own objectives and its own programs. Even municipalities may have theirs.
- Competition: The training activities may be done directly or offered to private sector training institutions, to different public/private institutions or to universities that offer specialized public sector training or general management training adapted to the public sector.

Training policies

- Assigned (generally) to government bodies which oversee Service and personnel policies. It can be:
 - Ministry in charge of Public Service and administrative reform
 - Ministry of Interior

- Specialized Office, Commission or Institution within the Public administration (like Civil Service Institute)
- Related to the ministries and organisms needs
- At the operational level may depend upon local or ministry policies, these being more connected on their particular needs.

The training depends theoretically upon the type of public administration system, but what we observe is that pure post systems do not exist anymore and on the other hand most career systems have introduced numerous elements related to job descriptions and job evaluations that make these differences less relevant, except at the basis, for first level jobs.

- Theoretically, in a career system, training is central because people are not expected to be fine tuned to the specific job they have at the moment of entry. Training must provide applied dimensions that allow the civil servants to be efficient on their post. Training is an essential tool for career development.
- Theoretically in a post system, people need training to get some vision on what is outside their specific job, or when they want to get promotions or mutations. Initial training should be less important but the need will get more important with the civil servants job evolution.

Recruitment philosophy.

More and more, governments recruit people with a strong education background related to the necessary knowledge to work in a particular environment. Civil servants without technical or professional education were 80% of most public administrations three decades ago, now they do not exceed 20% in many countries. Governments will recruit people with a focus on general education or a focus on job related education. This has a strong impact on training, which is normally very limited in the first years of service. Some governments care about the prior education level but not the content, and that makes training more important in these cases.

The career/job issue

The career/job system difference is supposed to be central when discussing about the training system. The career system is based on the recruitment of generalists who have a strong public administration background before entering and hence just need adaptation to their specific job. The Post or Job system is based on the recruitment of people who are fit to a specific job but are little prepared to the general complexity of public administration. In reality, the Career/Job system difference is not as clear as it was. Career system means civil servants are hired at the beginning of their career and are supposed to stay within the Civil Service all along their professional life. They are hired according to their diploma or to an exam with a grades system related to the individual and not to a specific post. Job system means civil servants are hired according to the fact that their personal profile fits best to an available post through external hiring, promotions or lateral movements.

Reality shows that most countries live with both systems, partially, that countries without tenure system see their civil servants stay permanently, that countries that suppressed job security want their employees to stay and that posts related to the job system are generally guaranteed. The

work contract (that can be mostly permanent) is different from the performance contract (limited in time). The main question is to decide to what extent a Civil Service wants to hire and keep new high quality civil servants.

The way civil servants are managed has a direct effect on remuneration, training and the whole career. Most countries long for the best resources available and try to find ways to get them and, very often, to keep them. Job security is an important factor of motivation for personnel hiring and stability, and in Europe most countries offer more security to their civil servants than private enterprises do. Moreover, the general education is a lot higher now than what it was 40 years ago, what changes a lot the question of general preparation and the needs for training.

What has been observed during these European studies is that most countries seem to converge towards the establishment of a professional Civil Service organized with experts capable of results, as good as those of the Private sector, with clear deontology and ethics. Most countries want to reduce costs through reductions of personnel. The issue of keeping these employees is even stronger in this context; we have to manage individuals more than status.

Training

In most countries, training policies are developed in central organizations while their operation is left to the different services or directions. The variation between countries is very important. Some countries make it compulsory (Canada, France) some leave it optional.

In Germany, training is given through state or private sector institutions. The Federal Public Administration Academy has the mandate to increase efficiency and effectiveness through a management methods training. The Academy has five types of objectives: performing administration, professional capacity development, managers and executives training, Europe and international competencies, public administration modernization and new work techniques, new training media. There is no faculty; they use practitioners, scientists, consultants and enterprises associates.

The costs vary a lot according to countries. In Italy, there is a policy for civil servants training but at the same time a significant budget reduction and the number of days is decreasing while in the UK, the budget reduction had no effect on the number of days. In the USA, the Office of Personnel management trains its civil servants and also sells training activities to agencies and departments that it coordinates. The Canadian school of Public Service is the main provider of learning activities for the federal government and sells its services to the Ministries and agencies, but use external institutions as providers (universities and consultants). The national school for public administration in Quebec is a university that offers training programs participants have to pay for, or master degree programs that are subsidized as all academic (with diploma) activities are, although it has no monopoly on public administration training.

The link Training/remuneration

Should trainees get a direct salary increase when they train? There is rarely a direct link between these two elements. Belgium is one of the few countries that developed a system with

competency certificates obtained through certified trainings. Civil servants must pass (and re-pass) exams that allow them to get bonus. The system is criticized for failing to prove the direct link between competency and these training activities.

The link Training/career

Civil servants can use their training activities to get promotions or simply change their working conditions. This is particularly true in Germany where training is part of the administration culture. The agent gets responsible for its employability. In Canada (federal level), to get promotions, the civil servant has to go to online job offers, pass competency tests and prove he will be able to do the job.

What is a performing continuous training? It is a training activity that allows the employee to fulfill the conditions of his job, to maintain his/her employability and to develop and prepare his/her future in the Public Administration.

General elements

Sigma papers (see references) propose six main components determining a public service training system. These elements are not independent, each one affects the others.

1. Objectives of training
2. Legal framework
3. Funding
4. Training institutions (including their statute)
5. Statute of trainers, pedagogical skills
6. Content of training, needs assessment, etc.

1. Objectives

We can find the general training objectives in the civil service legislation, generally and they focus on supporting the implementation of administrative reform and modernization, and making the civil servants effective and efficient. More operational objectives generally relate to

- Adapting skills and qualifications to change and technology, in order to improve general HR performance
 - Refers to general reform objectives in many countries, or transition to another administrative system
 - Refers to change in the role perception of government
 - Creating an organizational or national administrative culture, developing effectiveness elements between trainees
- Increasing efficiency related to specific tasks
- Promoting mobility related to horizontal abilities
- Improving motivation and HR good relations
- Improving specific aspects of HR management
- Improving relationship with the public or specific users
 - Better serving the public changes the dynamics between hierarchy and citizens. Increasing responsiveness needs to give more importance and power to the public.

What comes with is adaptation to new demands, transparency, right to appeal, data protection, providing information, so it is needed to work on mentalities.

- Supporting Staff development
 - Supporting management reforms by using management references, methods, techniques, delegation, leadership, better use of budgets, better evaluation, productivity, etc.
- Developing cooperation and regional integration

2. Legal framework

Some countries specify what training should be offered, with written legal references, while most prefer to let it open. Some countries negotiated collective agreements regulating the details of in-service training for civil servants. There exists a general right for civil servants for training (generally without minimum number of days) that accommodates most demands. The legal framework varies a lot with administrative culture. Generally, in Anglo-Saxon countries, the legal framework is general while in Latin countries it is more specific.

France: training is regulated by laws and by-laws (ordinances, decrees).

Italy, Spain: it is the same, laws and by-laws.

UK: no general legislation to regulate in-service training, but a culture that makes training an important issue.

There exist specific rules for specific administrations (ex. Finance, revenue, labor, taxes etc). In some cases (ex. Germany) a two year training after some recruitments is compulsory.

Linking training results to career development has been tried but the objective has not been met. A main problem is that if a training program is made obligatory for a promotion, the program has to be made available for all candidates, at a high cost for the Administration. We observed cases where a certain hierarchical level is available only to the people who took a certain number of training hours. The most common program is a horizontal training program for all public managers who were nominated in the last three or six months. Those programs are generally short, from 2 to 6 days.

Initial training and recruitment

In France and Germany, we find long term initial training schemes, executed by regional institutes (France) or public service staff colleges (Germany). Those programs are regulated. The recruitment is conditional to an evaluation, not always guaranteed and in case of failure the student can be rejected or offered a lower category entry post. The highest level in the public administration is reserved to people who passed through a specific training program, ENA in France and Federal Academy of Public Administration in Germany.

3. Funding

We find cases of training funds that are decentralized, meaning they are allocated to the budget of the employing institution which manages the funds and “pays” the training institution

There are also cases of centralized funds that are allocated to the Civil Service Institute or any training institution. The public servants' salaries on training are generally neglected.

In the decentralized system, the risks are that the funds allocated to training can be used for something else if the budget line is not blocked. The temptation to pass it to another budget line is universal. Training needs disappear in front of more short term necessities.

In the centralized system, there is a risk that a free of charge training would make things too easy and that the need assessment will be somewhat neglected. That makes the training little or not at all job related or too time consuming.

Generally the funding is mixed and governments finance the centralized and the decentralized way, with budgets not transferable. This leaves the ministries free to organize the type of training they need, particularly when they have specific needs.

More and more, public service training institutions are managed like private enterprises and compete with private sector training providers (particularly in UK and Scandinavia). This makes training more demand sensible than the rigid old system that was unresponsive to new demands. Often, popular training programs are repeated over and over again. The danger here is that lower category employees may see their needs forgotten because they are offered successful programs not really adapted to their needs.

It is very difficult to evaluate the training budgets because in federal state they are numerous, some include salaries paid, others not, some include pre-entry training, others not. In UK, the public servants training corresponds to 6% of the pay bill, which is twice what pays the private sector. (UK training costs: trainees' salaries (43%); trainers' salaries (25%); lodging and related costs (14%); participation fees (12%); travel and per diem for personnel (7%). In France it went from 2 to 7% although the law puts it at 3, 2% of the salaries.

4. Trainers and training institutions

Development of training policies is in principle assigned to the government body in charge of public service and personnel policies: in Europe Ministry of reform, of interior or, in many Anglo-Saxon administrations, Civil Service Commission. Here the impact of being inside or outside the hierarchical structure of the public administration is very strong because of the possibility of letting place for external influences on training.

Some countries developed consultative bodies for the formulation of training policies.

The political of ministerial level assumes a responsibility for training policies in case of administrative change.

We can add the influence of personnel departments, trade unions, industry and technical ministries. General training (HR management, organization and planning, budgeting) is centralized. Technical training is generally more decentralized.

Many countries use institutions that provide long term initial training (before or after recruitment). In North America we have post graduate programs like Master of Public Administration in Universities, in France they have ENA or special schools for decentralized administration and in Germany they have staff colleges.

In-service training (short term up to about six weeks) is provided by other training institutions (Civil Service College in UK or Federal Academy in Germany). Universities are more and more present offering programs and ENA in France also offers training for its alumnae. Training offered by private institutions is growing, although limited by high fees, training offered by private consultants is more common.

Training network

Many training institutions offer services through other countries' training institutions, sharing programs or trainers through international projects (ENAP in Quebec offers MPA programs in Central and South America, in Africa and in Vietnam and has exchange and training programs with many more countries). It is important to consider the role post graduate programs like Master of Public Administration (USA and Canada), special schools (France) or staff colleges (Germany) offer.

Training institutions develop their own networks (national or international) to exchange on issues related to training civil servants. SCEPSTA (Study group of European Service Training Agencies), IASIA (International Association of Schools and Institutes of Administration), CLAD (Centro Latinoamericano de Administración Pública) for Latin America, plus all the bilateral relationships between different national training institutions.

Conditions of efficiency for training institutions

- A certain independence from administrative and political power
- Institutional funding, particularly for developing new programs
- Some competition in order to react quickly to new demands
- Funds to operate in networks for development
- Consultative body including administration, industry and academia.

5. Trainer's statute

Their trainers' status depends more on the type of training needed. Civil service institutes have few inside trainers and generally rely on external collaborators coming from universities, consultant offices or different ministries where they have operational responsibilities. Permanent full time trainers work in Universities (USA) or staff colleges (Germany). Most French institutions (ENA or regional institutes) have no faculty and rely on public administration practitioners who act as faculty, although this situation is criticized in France and a recent report asked for the implementation of a faculty. Experienced civil servants now work as faculty, which

poses their remuneration problem: if they are not paid enough they will not come, but we have to consider they already have remuneration at the opposite of consultants.

Generally, these institutions' staff is limited as they provide the administrative back-up for training programs. They look for and recruit specialists when they need them, work on new programs' planning and development, monitor the delivered training (trainers, material and evaluation). Often they are civil servants detached from their ministry or agency for a limited time after what they return to their normal work.

Practitioners generally need assistance when they begin, in order to prepare their material or learn teaching techniques.

6. Training needs identification procedures

Parameters: desired training content; target group; needs assessment duration (1, 2 or 5 years); link with the individual career plan of their staff, relations with personnel departments.

It is important to establish a consensus on the necessity of training, the needs assessed and the specific content. The final product is constituted by specific training measures, its objectives, content, training methods and techniques. This allows the constitution of a data base on all the training experiences and activities.

Beneficiaries

According to regulations in OECD countries, all staff should have equal access to training. In reality, it is generally offered to middle and higher management staff, with little left for highest and lowest levels. The training for lower categories is generally provided inside the ministries.

Training formats

The formats are in part determined by the existence or not of a pre-entry training program. The British have no pre entry program and rely a lot on in-service training, at the opposite of French and German system. We can find seminars and workshops, conferences and on-the-job training with a special supervisor involved. British have a strong training culture, and those who have strong pre entry programs tend to rely less on continuous training. We found courses going from 3 hours to six weeks, depending of the situation, the needs evaluation and the availability of civil servants.

Some training institutions in different countries

How to organize a civil service college or training system? Some examples are offered here.

1. ENAP (Quebec) Model: a public administration school, created by a provincial law and with a University status that offers MPA and Ph.D. in public administration, plus training programs and consultation. General universities also offer training, as private institutes

and consultant offices also do. Except for the name this is a very different model from France's ENA.

- a. No exclusivity for training, the only thing that is truly exclusive is the program's name (MPA)
 - b. Offer training and MPA services to federal and municipal level or decentralized institutions. The training activities are sold and organizations pay for the attendees.
2. INAP (Mexico) Model: a public administration institute, created as a civil institution by civil servants, dedicated to the training and formation of federal civil servants. Offers training sessions and an executive MPA . Other institutions/universities offer training sessions and even MPA.
 - a. The departments must pay for the training, the Institute lives with the money received from them for their students.
 - b. Every state of the Mexican republic has an IAP (state institute), which work independently, but can receive support from the federal Institute. Some of them almost stay passive while others offer MPA, training sessions for local or state departments, but INAP offers help through specialized Human Resources who come for a specific time, although it may be repeated on a continuous basis. The support may include training resources, expertise on program developing or consultant services.
 - c. There is no legal link between the Mexican Public administration and INAP and the Institute has suffered in certain occasions of being too closely identified with opposition parties, showing the importance of playing a neutral political position for this type of institutions.
3. Civil service college or school within the Civil Service
 - a. ENA (France). Elite school reserved to the few who succeed while doing the exam (entry concourse) and who automatically get the permanence with high level status in the National Public Administration. More and more, ENA offers training for its alumni.
 - b. ENA (North Africa). Schools that care about training civil servants and add a pre-entry public administration diploma plus training. They generally have a reduced permanent faculty although they use mostly practitioners as faculty.
 - c. ENA (Sub-Saharan Africa). Schools that abandoned the traditional formation (pre-entry) to concentrate on training sessions reserved to civil servants, following the administrative reforms financed through World Bank. The principle of being automatically recruited after passing through ENA has been cancelled. Most have no permanent faculty.
 - d. ENAP Brazil:
 - i. Training and career development
 - ii. Post graduate training
 - iii. Civil Servants technical and managerial development
 - iv. National and international partnerships
 - v. Research programs, innovation and documentation prizes.

ENAP of Brazil activities and programs

Since 2003, ENAP is part of president's effort to improve governance, in particular the government's capacity for Public policies management (decision and action), to improve the implementation of adequate policies for economic, political, social, cultural and environment diversity. This has to be done through a better coordination of intergovernmental actions (*pacto federativo*) in order to improve governance.

In this context, ENAP, as a formation and training agent for civil servants, will contribute to implement a human resources policy that longs for valuing the civil servant as the main asset of the public administration. Since 2006 the responsibilities are greater, because of the National policy (PNDP) that includes the general lines for the 11 schools of federal government that constitute the Union network. ENAP is coordinating the public managers' training for these schools, as it is in charge of elaborating and executing training activities for executives. The Government schools have to focus on competencies, in order to achieve development of individual as institutional competencies.

ENAP officials told us that now the discussion is about giving ENAP a university status, to allow a higher level formation and the possibility for public administration research. That would push them further away the French model that was theirs at the moment of their creation.

- e. Public administration school of Catalonia
 - i. Training for top-level managers
 - ii. Training for intermediate levels of management
 - iii. Initial training
 - iv. Training for the improvement and the keeping up to date of knowledge
 - v. Spreading of knowledge and expertise through debates and reflection groups
 - vi. Selective courses
 - vii. Support training for the inter-service initiatives of the *Generalitat*

Initial training or lifelong learning focuses on the following tasks:

- Management tasks
- Human resource management tasks
- Financial management tasks
- Administrative processes
- Tasks related to communication and attending the public
- Legal tasks
- Auditing

Other training services offered include:

- Evaluation and consulting
- Evaluation of high-level executives (coaching)
- Bonding activities

- Technical evaluation of work programmes, identification of needs, etc.
- Designing of training courses for third parties
- Evaluation of activities
- Occupational training
- Training of own internal trainers, evaluation and creation of a pool of teachers

In 2004, the School organised 867 courses in Catalonia, totalling 25,928 hours and 14,210 students. The School analyses, evaluates and provides technical support for the process of recruitment of civil servants for the services of the *Generalitat* and, on the basis of specific agreements, for Local Government. In addition, the School organises and holds decentralised selective examinations for access to the State-qualified status of Local Government Civil Servant, under the terms specified by the National Law and the Agreement in force with the National Public Administration Institute (INAP) (Spanish institute at the federal level). For further information: www.eapc.es/seleccio .

Other OECD models

Germany

Most ministries have a training institute. But the most important training organization is the federal academy for public administration. Trainings activities are on management, HR management, budget, new technologies, law writing, foreign languages, Europe or International environment. In the *länder*, each one has a different situation.

Initial Training

The diploma conditions needed to apply are being considered sufficient for the fit between the professional qualifications and the related jobs. Initial training is limited to the adaptation to the first job and offered by the recruiting organization.

Continuous Training

Different institutes depending on the Public Administration (e.g. Speyer Federal Academy, related to Ministry of Interior) offer the training.

Access to Executive levels depends upon a professional exam following a three years program with a mix of practical probations in Administrations and exams.

Italy

Training plans have been considered a privileged tool to conduct changes. Each civil servant's training activities must appear in its official government CV. They have a possibility to spend some time (years) in private or international organizations to enlarge their vision. They also have a possibility to make research in institutes.

Initial training

Reserved to limited categories of employees of executive level, that last one year plus six months practical probations. The Superior school of Public Administration (SSPA) offers a two years

long formation for Executives. Many ministries have their specialized training school (Economy and Finance, Interior, telecom, etc.) and train their own employees.

For those who are not managers, a) general administration agents rarely have initial training and are affected to their posts after the long recruitment phase. B)

United Kingdom

Since 1996, the Senior Civil Service trained 3200 executives and the Center for Management and policy Studies offer training and coaching on general management issues.

Nederland

The General Administration service manages HR and develops continuous training through a voluntary policy, with management programs. For active managers they have seminars and peers meetings to work on best practices. They use these activities to identify strong potential managers. Training is based on leadership strategies, management and individual support.

Canada

The Canadian school of Public Service supports all four pillars for [public service renewal](#) – planning, recruitment, employee development and enabling systems – though its primary contribution is to employee development as it affects the learning and development of Public Service employees. They offer a large span for training activities, and use their own facilities but rely on different Universities to offer their programs. In Canada, a law makes training compulsory for all federal civil servants, but training is deeply rooted in the Federal public administration culture. The Canadian School of Public Service has no faculty and relies a lot on universities to contract its training and formation programs. ENAP, in Quebec, offers specific MPA for federal ministries, just like training sessions offered by Universities or Consultant offices.

USA

The United states rely a lot on Universities and private contributions for the training and pre-entry formation of their civil servants. There is nothing close to a state organized training or formation system, but the system relies on the quality of universities and private providers.

France

France is a special case because of the existence of the *Ecole nationale d'administration* (ENA) that was created just after Second World War to help develop a high quality public administration in a post-war context. This system was copied in numerous countries, in particular former French colonies, many countries including most South American public administrations, plus many others like Poland in Eastern Europe. That is why we will look at this case more deeply.

Most managers are formed through State directed schools and not by universities. People need a pre-entry formation through an administrative school or a specialization program. There exists an administrative way through ENA or IRAs (regional institutes of Public administration), and a technical way through Engineering schools.

ENA gives a general formation focused on economy, public finance and public law. No specialization, no job emphasis, the program is the same for all. It is a monoculture school that creates a community of thinking and talking that is now criticized for these reasons.

The technical formation is given through one engineering school (Polytechnique) and specialization schools on Mines, Bridges, Statistics, rural engineering, water and forests. These schools have a permanent faculty, students are not exclusively civil servants and they find jobs outside the Public Service.

Traditionally, permanent training existed only with scientific personnel. Managers have few occasions and participate very little in training sessions. There is a law that recognizes the right to have permanent training, with nothing specific for executives. According to a French Government commission enquiry, the offered training has been more management and HR management, for all levels. What has followed has been qualification training (law, finances, environment, computer, information technology, and communication). But it has been left to voluntary decisions from servants. That allows saying that permanent training has been neglected although initial formation is considered very good.

This Commission (Commission sur la réforme de l'ENA, 2004) makes specific recommendations for the French system that should make it appear in our opinion less different than the American system. They propose a new balance between initial formation and permanent training. For initial training, schools must become service providers to Public organizations. They must also develop a group of personal qualities and behaviours, like innovation, listening, open-mindedness, management and team work.

The report criticizes the tendency to form engineers for the public administration that look for general or finance jobs, as an effect of not caring for the content of the initial formation. It proposes that these institutions should have a permanent faculty, in order to help students and make a link with Universities. More, this system suffers from inbreeding because the professors are alumni from the school, speak and think the same way.

The report proposes schools oriented on research and on private sector, but proposes to maintain unchanged the system for health administrators with their particularities. It proposes to increase links between central government training schools and institutions with their regional counterparts.

In order to give a good value to permanent training, the report defines three levels of training.

1. Specialty: putting knowledge and technologies up to date.
2. Promotions: systematic training along with the promotion, just before and just after beginning.
3. Mobility development: to obtain careers with a minimum diversity

The conditions are: giving a strong value to trainers' statute and conditions, formally valuing training activities and a high level inter-ministerial management.

2b. Examples of legislation, regulations and policies guiding the formation and operation of relevant public services training systems.

Examples of Canadian legislation for Civil Servants training

1. Policy on Learning, Training, and Development
<http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12405§ion=text>
2. Directive on the Administration of Required Training
<http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12407>
3. Standards on Knowledge for Required Training
<http://www.tbs-sct.gc.ca/pol/doc-eng.aspx?id=12409§ion=text>
4. Policy for continuous learning in the public service of Canada (Archived)
http://www.tbs-sct.gc.ca/pubs_pol/hrpubs/tb_856/pclpsc-pacfp-eng.asp

Example of French legislation for Civil Servants training

- Continuing vocational training and life-long learning
http://www.centre-inffo.fr/international/spip.php?article37#outil_sommaire_4

A case of excellence: Singapore

The essential of this section comes from Tessema et al (2007) and is a good example of conditions of success for a Civil Service Institute.

For them, civil service training institutions are numerous but unable to make significant contributions in many developing countries. Singapore is a case that proposes some lessons. One of the important issues is how these institutions are managed, and their management depends upon ten critical factors. These factors directly determine the training institution impact.

These factors are

1. The presence of a central coordination agency
2. The presence of written and operational civil service training policies
3. The linkage of training to research and consultancy
4. The presence of motivated, qualified and experienced trainers
5. The adequacy and reliability of financial resource for training
6. The effectiveness of the leadership aspects of an institute
7. The commitment of policymakers and senior civil servants to CS training
8. The presence of local and international linkages
9. The location of the civil service training institute.
10. The continuity of M&E of training programmes.

Singapore is recognized for having an effective and efficient civil service, institutional quality and a strong and integrated economy. Civil service training is considered a factor of significant role there.

Since 2001 there is a Civil Service College (CSC) that manages three institutions, Institute of Policy development (IPD,1993), Institute of Public Administration and Management (IPAM,1996) and the Civil Service College Consultants (CSCC,1996). Tessema et al. conducted interviews that showed the following answers to the ten factors.

Factor #1. There exists a central coordinating agency that is the Public Service division, under Primer minister office. They develop policy guidelines, translated into decisions by the institutions. They tend to facilitate coordination between those, plus it monitors and evaluates their performance. They have two boards, one being CSC and the other being the Public Service commission.

Factor #2. Training policies guidelines are clearly written and operational. They precise training needs assessments, selection of trainees, coordination of activities and monitoring and evaluation of training programs. They consider important to training policies into operational plans.

Factor #3. The College conducts training, research and consultancy simultaneously. This has improved effectiveness in terms of identifying the needs, target groups, nature of programmes and improving relevance. That connects the trainers to “real life” and makes it easier to determine who needs what, where and when. It improves trainers’ capacity and programs become tailored designed. The college prepares different training programmes for different groups of civil servants, close on their specific needs.

Factor #4. In 2004 they had 174 staff members, motivated, qualified and experienced. Trainers can take leaves of absence to conduct research in agencies and it brings them recognition and salaries. This allows avoiding too much reliance on practitioners (often weak academics) and too much on academics (often too theoretical). The trainers have to be firmly grounded in discipline and context.

Factor #5. The College has full support from the government and is a self financing institute.

Factor #6. The leadership has been important, since from the beginning, the directors have been very good at implementing training policies and improving the quality of training, at offering and monitoring the best programs and finally most managers have acted as researchers and consultants.

Factor #7. The commitment of policymakers and senior civil servants has been constant. Budgets have been consistent, the minimum training is 100 hours per year, 60% work and 40% self development related. Senior civil servants are convinced of the value of training.

Factor #8. The College achieved developing and maintaining a network with the Public Administration, the Academic world, national and international. This includes international agencies as well as foreign universities. Its links to the government are considered as strong.

Factor #9. The College is an autonomous agency, government sponsored but not government managed. Thus it can offer flexible programmes, which are appreciated by civil servants and well integrated into the national administrative structure.

Factor #10. The College regularly monitors and evaluates the training programmes, adjusts them to the training needs of the organizations. To them, training evaluation has been fundamental to the training process. The objectives are specific because the programs are closely connected to the civil servants needs.

Tessema et al.(2007:312) conclude that, considering these factors, the Civil Service College of Singapore has been a real success. Singapore, when facing the economic crisis did not reduce the public salaries (it increased them) and it did not reduce the training budgets, it raised them, it did not cut the number of employees, it cut staffing levels. Their conclusion is that what is important is not “how many civil servants are trained, but how they are trained and utilized”.

What should be done elsewhere to get that effectiveness? They suggest that two elements are critical. They call them Integration and Eradication. The first “consists in knowing what is conducive to better management of the civil service training practices and what represents a threat to such a endeavour”(p.313). We must learn what works in training.

The second point from this study is that the impact depends on the effectiveness of the civil service training institutions (providers) but also on the effectiveness of the institution (recipients of training). The global effectiveness will come from the relation to HRM programs, proper supervision and good working conditions. The fact that a training institution complies with the 10 factors proposed here is significant for its effectiveness and efficiency.

2c. Strengths and weaknesses in the approaches and frameworks used in various countries with focus on experience that is relevant to the work required in Iraq.

The analysis of the data that comes here with these examples, and about the strengths and weaknesses, would start by establishing a short typology. On a continuum, we would have the training that is done through numerous institutions that offer education programs, from MPA to Ph.D. in public administration, training programs going from months to half a day length. There is no formal pre-entry education in public administration. This would be the American model, and is very close to what we can find in Canada. This model works using the excellent training and education capacity that is available in the country. Once the infrastructure that makes it possible is established, it is easy to operate, with a system of training and formation budgets that allow civil servants and their institutions to pick what they need within the limits of the training/ education budget, considering the offer is very large. In this case, we can assume that new recruitments correspond to well trained people, whose initial capacity is high and where training refers to adapting to a specific environment. Pre-entry formation is financed by the candidates through the diplomas they decide to acquire. This system is based on a cultural conception that education and training are important, that they are in part the civil servant’s responsibility (pre-entry) and in part the Public administration responsibility (post-entry training).

The other extreme would be the French type ENA system, where the government offers its future civil servants a high level formation, which is accessible to the people who succeed in passing the entry exams, after having finished mainly the equivalent of a Bachelor in public law or political science. This system had been developed after the war to help rebuild the French Public Administration. Now it is criticized inside, as we said the evaluation committee suggests them to hire permanent faculty, make research and give master degree diplomas¹, giving them a more academic nature. This system, as we have seen, has been copied all around the world, but the institutions that were born out of this model have had many changes in nature along the years. What is criticized is that the alumni of these schools have a direct access to high level assignments and permanence in the national public administration. In many third world countries, institutions named ENA, that had been the royal way to the Public Administration, just became training schools while others started to offer academic diplomas. Another point is that many countries, for legal reasons, do not recognize the master degrees when evaluating their employees: they give status and pay for an undergraduate diploma or for a doctorate. This had been a problem for implementing the MPA in ISMP in Cameroon, but at the end, when it was offered there were numerous students who had interest and made it although the formal recognition was not clear. So it seems that although the Public Administration recognition is very important, personal acceptance by the civil servants is critical too.

In this case, we can say that these systems worked very well in their respective countries, and the question for Iraq is to know what is best adapted to its particular situation. In a sense, the Singapore model is an interesting example of what can be done to improve the relevance and interest of training activities to the Civil servants' needs.

In our opinion the best system in this case would be a national institution, like the Civil Service Institute, that is inside the public administration, that is closely related to the academic world and that can count on the resource of a permanent staff. It would be a mix of the centralized system that uses exclusively practitioners from public administration and the decentralized that uses about only non practitioners, going from academics to private consultants.

The critics for a centralized system are that the academic dimension is weak, that the trainers repeat the same things and have a problem with modernizing their activities. The French government critics on ENA and IRAs are that there should be more research and more academic contributions, considering lecturers are alumni from the schools and there is a need for something different. The report was saying that ENA was good on initial formation but poor on training. There is a need for continuous training considering the growing complexity of public management and the adaptation to the organizations' environment.

Valuing training

What World Bank reforms showed was that in many African countries, ENAs or similar institutions had turned to be passive schools whose success was based primarily on the fact that

¹ National alumni from ENA do not get a diploma which seems strange for North Americans; they are just entitled to say they are former students from ENA. This situation was recently changed for foreigners who now get a master degree.

they were a fast-track access to the Public Service although the formation they offered was less than satisfactory in many cases. Closing this type of automatic access choked the interest for pre-entry formation and let them with the alternative to offer training. The lesson here is that an automatic and formal recognition may also be counterproductive, because people focus on the direct effect (getting the promotion or the permanence) while neglecting the proper value of the formation/training.

The critics for a decentralized system are that the academic dimension can make it theoretical, general, little linked to the public service and with little knowledge of its peculiarities. This system relies on a strong academic basis and on the multiplicity of offers from providers for the Public Service. It needs a good competition to offer what people really need, this brings us directly to the training culture in the country. Historically, the training culture is directly dependant of the nature of hiring conditions. UK had a system of recruiting executives with diplomas in modern languages or literature from Oxford or Cambridge. This was called a cult for amateur or generalist. These people, at their arrival needed a lot of training, and training always existed as an important activity in the British Public Administration. Training has a high value in British public administration.

France had a system of recruiting people with graduate studies in Law or Political Science, plus two years at ENA. In consequence, the need for training was less critical when beginning their career and training was not very much valued. What was valued was being part of the elite of *Enarques*, not training afterwards. We can imagine there is an historical relationship between hiring conditions and valuing training. The question is now to determine what is possible for Iraq Civil Servants and what their conditions are.

The success of the Civil Service Institute depends upon its effectiveness in preparing the future public managers and in developing a high quality Public Administration. The success factors are on the one hand the value given to training/education/formation by the public administration, formally through rules, regulations and policies, and on the other the functional value given by the organizational culture and the exemplary decisions taken by the administration that say if it is important or not. The existence of an institution where alumni get the interesting posts is an important positive reinforcement, as is the fact that a diploma gives a salary increase, or the fact that the diploma is seriously considered in case of promotion. An important factor is, for example, the generalized perception that graduates, or people who trained, have more chances to get promoted. So we have here two types of motivation. One is external, as the possibility given by the Administration to get personal advantages (salary increase or promotion) and one is internal, as the possibility to be more effective and efficient on the job. The system should include both aspects to be optimal.

3. Options to consider in defining the sequences of the activities required to establish the Institute and related Ministry-level and sub-national training organizations.

First we understand that the creation of the Civil Service Institute is accepted as indicated in the law. So we consider we have here a centralized institution that has two missions, one being

coordinating the training /formation activities for the Iraq Public Administration, the other being offering specific programs directly or through ministries or sub national institutes. We propose to add consultancy and research with the Public Service as complementary mission for the Institute. This will make it easier for the faculty members to play their role with the Public Service.

While proposing the law establishing the Institute and its status, we think it would be important to add a statement on the Institute's mission. This statement is something the Institute will refer to in order to establish its *raison d'être*. It would act as a strategic planning discussion on what is important and focused on. It would precise its role to improve the quality of public administration on the Iraqi territory, to improve the quality of public management and public managers and prepare them for the changes coming and the challenges they will have to face. People from the Institute should refer to this mission the more often possible to give it credibility, particularly during the first years of existence. The statement should be written by Iraqis when the structure takes place.

Second, the Institute should recruit a faculty. We have the choice between a large group making the training activities, and a small group of high level people that will manage the different activities, recruit resources within their preoccupation field. These resources would be contracted as needed, for their knowledge and professional experience, and paid as consultants or lecturers. We think that the optimum would be a small faculty to begin with, with an inventory of Iraqi practitioners who would be available to develop, produce and lead training programs. So the first step is related to finding resources with specific capacities. The important should be to find first and foremost a small group of high level leaders, who have an important professional network inside the public administration and also have an academic basis that allows them to understand the issues. It is very important, at this point, to make clear that training is not a traditional teaching with master and pupils, that participation is at the heart of learning and programs have to be developed in consequence. The Institute's success depends in good part on the quality of relationship it will develop all around the Public Administration.

One of the alternatives is to hire simple program managers who are not experts in content. These resources are easier to find, less expensive to pay, but may come to a dead end rapidly and do not help to develop a quality culture. This has been done here at ENAP but abandoned because the relevance was not always there (these people, 40 years ago, were nicknamed "Deluxe waiters" because they were spending their time presenting experts). We favour hiring people who have an academic background and people who come from the Administration who have academic potential and this can be done by managers who have good knowledge and contacts inside.

We propose having a category of professors, who are people with high level academic qualifications, and another category we would name associated professors (very often former civil servants of large experience and they are pleased with the title although they have no doctorates). The latter can learn how to make research by associating themselves with the former. The non academic are generally field oriented, and both groups gain from working together.

Recruiting only professors (University type) bears the risk of staying away from civil servants preoccupations. This category's existence would be desirable after a while, after some years, but not in the present situation because of the importance to identify the Institute with quality and effectiveness, related to the relevance and dynamics of the training activities. Another important

issue here is the difficulty to hire the right persons. People who are specialists of public administration, public management, public economy and who care about the Public Service should be few in Iraq (we imagine). One of the challenges of the Institute is not only finding them but developing them. So the point here is that the criteria should be clear to what type of faculty we need in the Institute and how do get it. An interesting example is that at ENAP, we have had success with Civil Servants for symbolic reasons. They appreciate being associated with the Institution, although what they earn is interesting, it cannot explain alone with they are so committed. The Institute has the obligation to use this symbolic link as a tool to make high level resources participate in its activities.

The following point is to determine the relationship between the Institute and the sub national institutions. Generally, the best situation we observed was that the regional or provincial institutes are autonomous, they can develop their programs, fit them with their perception of their civil servants' and institutions' needs, but at the same time they can receive help, programs, support, lecturers and consultants from the central Institute. The central or federal Institute has more external contacts, more help from foreign institutions and can help them with what it learns. We insist that the relation between different orders has to be clear and that they have autonomy. Feeling respected is very important; otherwise we could kill their creativity and productivity. Getting ideas from the regions should also occur and be sought from the Center.

The faculty should have direct help from abroad, should have access to possibility of participating in programs to learn what it is about, that means that we should propose contacts with foreign public administrations so they learn what can be done. For those who speak English, there is no problem for choosing, but for those who don't, we could find contacts in Arabic speaking countries, some of them have good training systems and institutions.

One of the important issues here would be to get a list of programs and activities that can be offered. We think that establishing the Singapore system here would be fine, putting into their job descriptions that they will manage programs, lecture, and work as consultants and make research. This would give their jobs a very interesting dimension; help recruit more competent professionals and help maintaining them after. We have to consider that working as consultants inside the Public Administration makes one in contact with important decision makers and very often generates offers for important jobs. The fact that people would quit for promotions should help valuing the Institute, inside for the chances it gives, outside for the quality of people who were there.

The Mexican INAP system is very interesting, because they named executive civil servants, considered as friends, as council members². These are high level civil servants who meet 3-4 times a year, and are asked to contribute to the Institute. They developed a system where these people are incited to send employees from their units to train at INAP. The council members are numerous, so it creates an exchange system between executives, the training institution and the Ministries, favouring training and participation, creating a positive culture for self development and learning. The employee who is chosen by the boss is also valued by the decision.

² Their council is made of a very large number of people who have interest in meeting, discussing and help a lot in sending their employees to the Institute.

The ministries training institutions are generally more oriented to specific domains of knowledge. For example, fishery techniques, transportation techniques; judicial management techniques and problems do not constitute interesting issues for a central training institution, the competencies are within the ministries and should stay there. The employees inside the Ministries know their people, know how to find them and know what they really need. The Institute's preoccupations should focus much more on central issues, mainly public management, public policies, policies evaluation, ethics, control or general environment.

Ministry level and sub-national training organizations

These organizations should be developed shortly after the central Institute is operational. They have to live with the policies established by the Civil Service College and the recruitment is more limited to ministry or regional structure.

At the Ministry level, the network is not as important except with international specialized institutions and these are also best known at Ministry level. This has to be managed inside ministries, within their technical competency. The important part here is having the Civil Service Institute clarifying their roles and obligations, helping them with the know-how of training and giving them general advice on what should be done. Their important first step is naming managers for these institutes according to the same general specifications as we proposed at the central. People who have practitioner experience plus an academic background, even if it is not a university professor level. These people will have the task to specify their hiring criteria, and it would be important that they do not put the bar too low. This is an important strategy to be sure that training will be valued.

At the sub-national level, the local network is very important too. What changes with the national level is that the network is not the same, but the knowledge of who is important, who should be cared about and who is taking decisions is very important over the practitioner's experience and academic qualifications. The quality of regional institutes depends on the quality of the training, the quality of the trainers and the importance of who is there. Having well perceived people is central to the image, because it determines if the important people will go or not to take training.

College structure

Civil servants' training institutions have a lot in common when looking at their structure. There is generally a need for training programs which refer to the current needs of the different categories of civil servants: this brings us to professional training related to the different issues that public managers can find in their activities. Most of these programs relate to public management and related issues. Those programs need to be really professional are more focused on the capacity to make decisions instead of obtaining more knowledge.

Inside this structure we should find a special section for top level civil servants, as deputy ministers (or secretary-generals) and another one for the following level. These activities allow developing personal contacts and exchanging between these people. Generally there are no

specific training activities, but conferences and meeting activities, on breakfast or lunch time. The Institute gains from organizing these activities and it gives a lot a presence and impact to the Institute. Structurally only a small secretariat is needed and implication of actual managers.

There is also a need for education programs that are more general and related to certain functions. This includes basic training for civil servants, Master degrees in Public Administration and more academic programs.

Many institutions offer a Consultancy area where the Civil Service College acts as a specialist in Public Administration consulting. This allows the trainers to improve their knowledge and skills through the contact with actual problems and situations public managers live with. This allows in return their training activities to be more efficient and adapted to their clients' needs.

This generally leaves us with an Administration and Finance direction that coordinates the support activities for these functions.

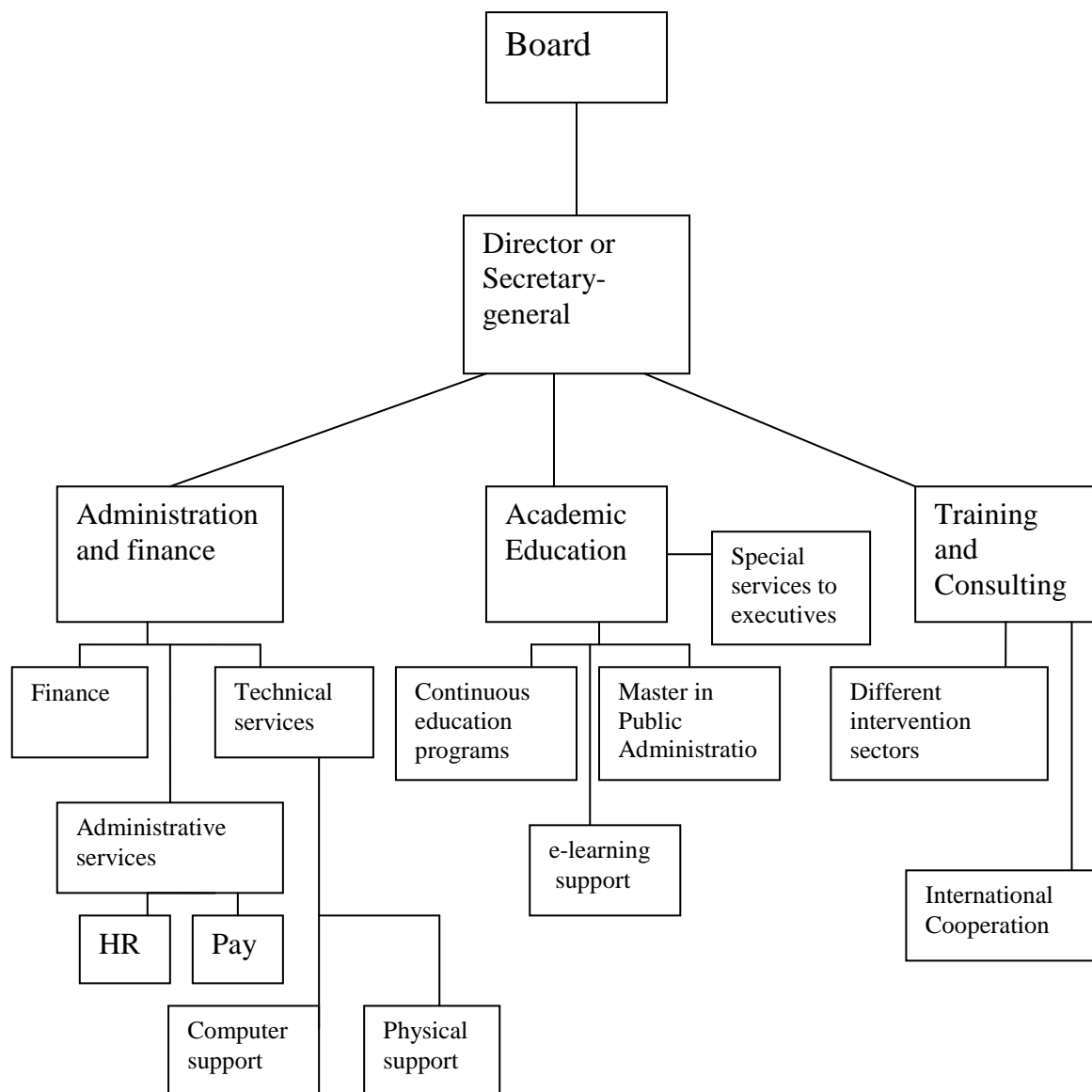
At the top we should find a Coordinating post (CEO), where the holder can be called Director or Secretary General, supervised by a Board which president, which is not the Director or Secretary General, is really connected to the top of the Public Service, executive and political.

The proposed structure would be the following

The Board members should be named by the Government, and should represent different sectors from the Society. We propose to have two seats for the Executives coming from the Central Government, one from Provincial Public Administrations, one from Education, from Health, from the Municipal sector, one from Private small enterprises and one from Private big enterprises. These people should be named for two years with one possibility of being named again. They should represent all significant aspects of the Iraqi Public Administration and society. The Board should also have members from within, the CEO, plus one director and one trainer or professor.

It is very important for the Institute to represent the whole society and with time passing this sort of Board allows to have connections in Iraqi society's most sectors.

The International cooperation is conceived to be a solid interface with external providers, but also a way to develop contacts and interchanges with comparable societies, maintaining the purpose to develop contacts, improve quality and keep benchmarking opportunities open.



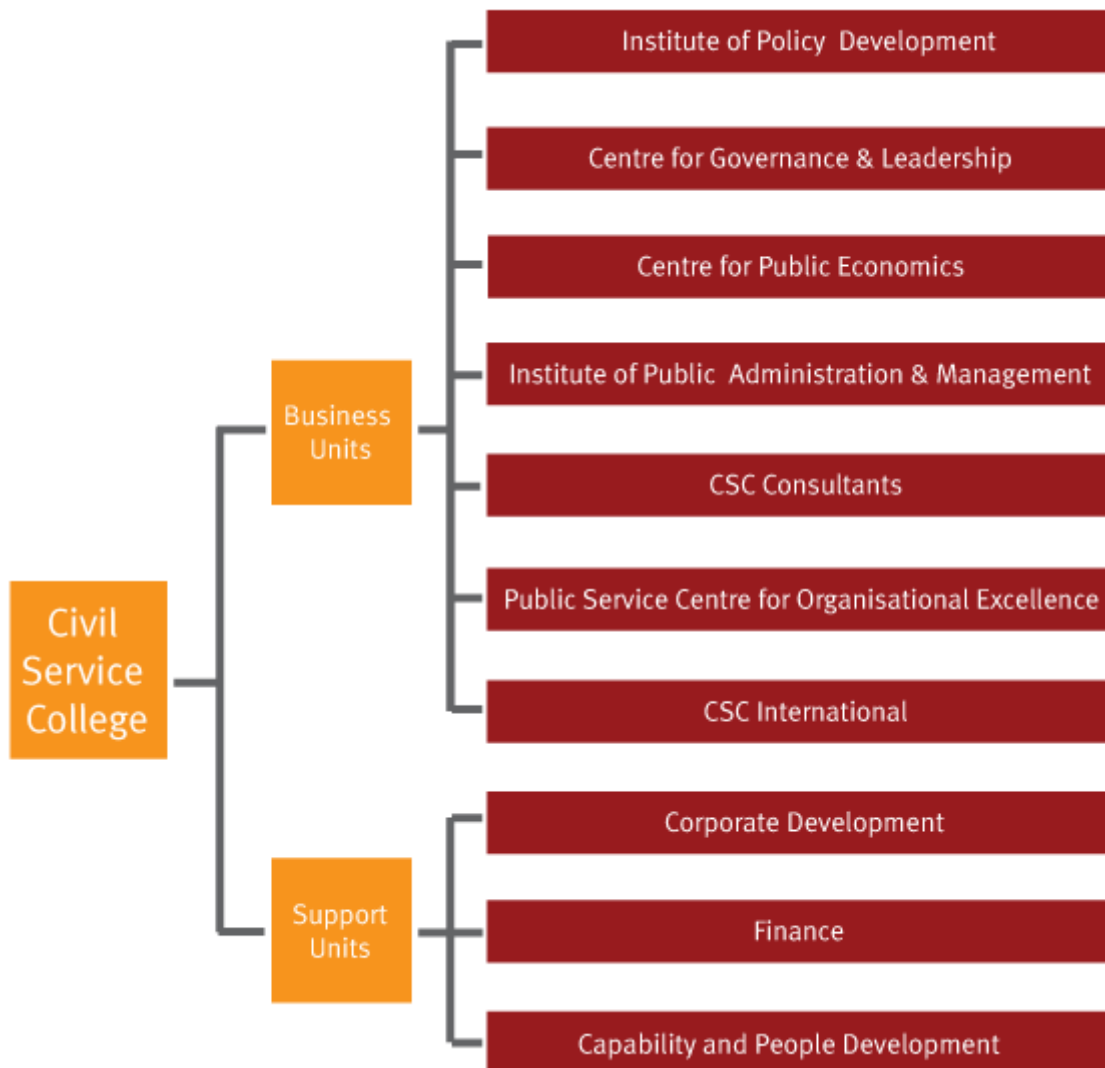
International examples

1. Singapore

We have here the structure of the Civil Service College in Singapore, which is more complex and developed than what we would expect in Irak.

<http://www.cscollege.gov.sg/page.asp?id=28>

Organisation Structure



We also present on Annex 1 the Act to establish the Institute

2. United Kingdom

The Civil Service College and the School of Government in UK propose their services this way.

Areas of consultancy

- **L&D Consulting**
Specialist L&D advice and support services, including out special [Credit Crunch Consulting service](#) to make vital savings
- **Efficiency Saving and Performance Improvement**
Vital assistance and advice to help you address the highly current and difficult challenges of getting more for less, improving performance and measuring it
- **Strategic Leadership**
Whether for individual leaders or leadership teams, look here for consultancy around re-energising leadership and creating a climate of great performance.
- **Board Services**
Whether for individual board members or whole boards, look here for consultancy around maximising the impact and effectiveness of boards/top teams
- **International**
Look here for our consultancy services for international government bodies

What they do

1. Open courses

Broad range of courses (some 300 in all) designed specifically to help public servants enhance their skills, knowledge, ability and networks – from short courses to longer term development programmes.

2. Consultancy and tailored programmes

We can bring tailored versions of our programmes, and unique courses created to your specification, direct to you - often for less than you might think. We can also help you unlock more effective performance within teams or organisations through leadership development, coaching, and events.

3. e-Learning and the Virtual School

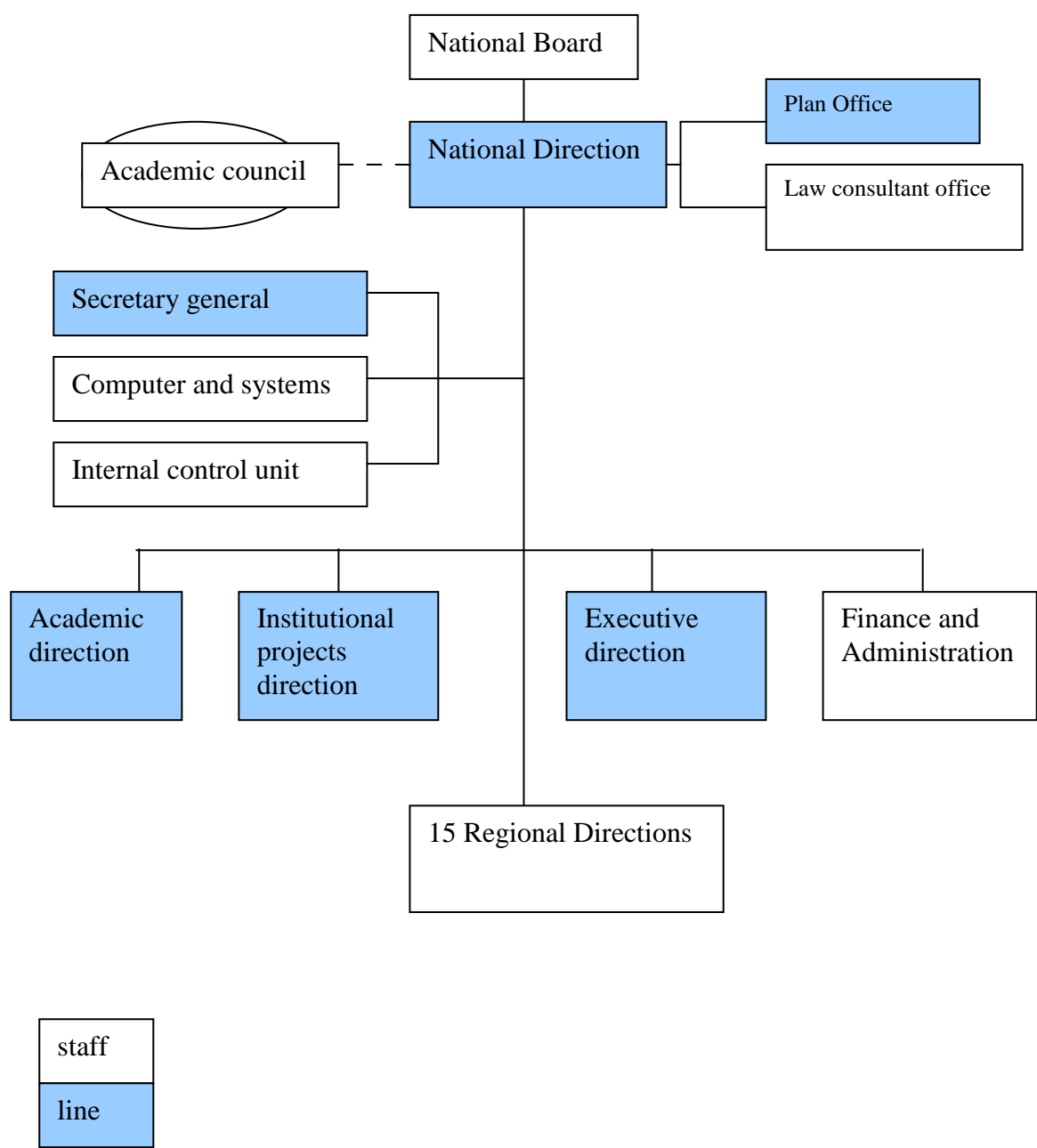
We can help you deliver powerful interactive learning online, or create an online community that reaches across government. Our Virtual School offers a wealth of e-learning programmes – covering topics from management skills to protecting information - many of which are free. It is bringing together cross-departmental teams and creating new understanding.

4. Civil Service Core learning

We have been commissioned by the Civil Service Learning and Skills Board to develop a unique programme of learning and development with the Civil Service primarily for the Civil Service. It will cover the essential areas of leadership, talent development, professions, government priorities and Civil Service skills.

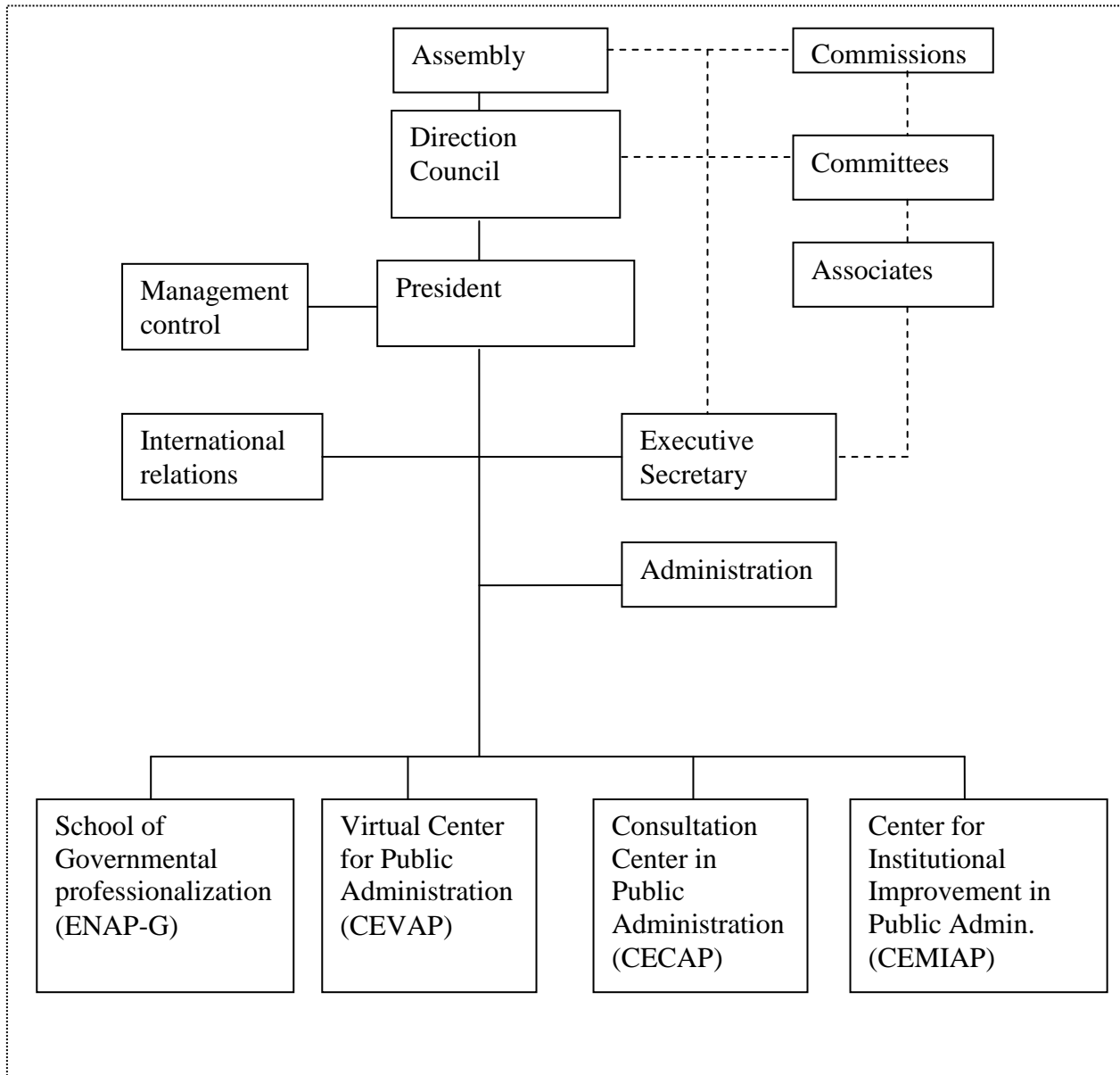
3. Colombia

ESCUELA SUPERIOR DE ADMINISTRACION PÚBLICA
ESTRUCTURA ORGANICA
Decreto 219 de 2004 – Decreto 300 de 2004-Decreto 2636 de 2005



4. Mexico

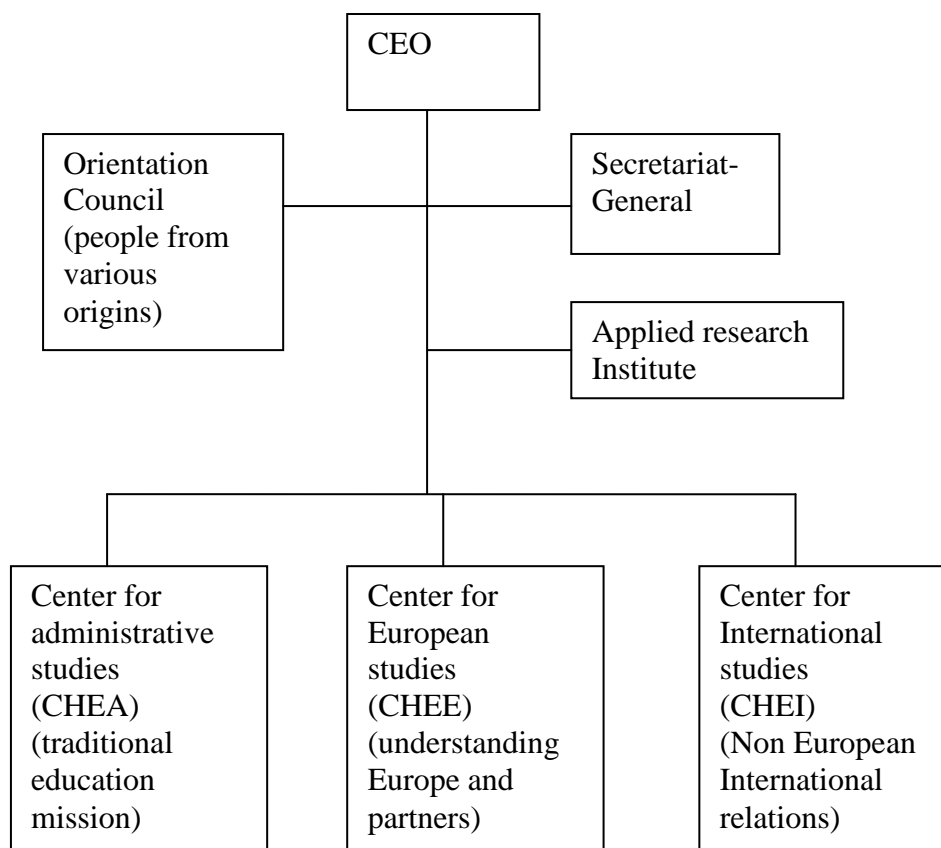
The case of Mexico (Instituto nacional de Administración pública, INAP)



<http://www.inap.org.mx/portal/index.php/estructura-organica>

See Annex on a short text on INAP statute (there is no law).

5. France



This structure is proposed by the Committee on Public Administration and ENA reform international committee.

See: http://www.aaeena.fr/fichiers/adroite/ri_doc_10.pdf

Its main comments are on giving ENA a permanent faculty and opening to applied research on Public Administration. Traditional ENA has been very useful to France's development in post war era, but now the issue is giving ENA a more International adapted statute.

The ENA's mission would be

- To offer decision making training more than theoretical oriented knowledge acquisition.
- To offer a real expertise capacity, oriented on cooperation and exchanges with a growing number of chosen partners.
- To develop inside ENA, applied research facilitators

All of these must correspond to specific structure elements, with a manager for each part of the mission.

5. Ireland Institute of Public Administration



6. Canada. School of Public Service (federal)

Structure and Governance

Organizational Structure

The work of the School is carried out by several branches and regional offices under the leadership of the President's Office.

The **President's Office** is responsible for setting the direction of the School's policies and programs and ensuring that the organization meets the learning needs of public servants across Canada.

The **Corporate Services Branch** provides services in the areas of information technology, administration and finance.

The **Human Resources Branch** provides human resources support and serves as an anchor for senior management by providing strategic human resource planning and programs, labour-management relations and human resource operations.

The **Individual Learning Branch** builds individual capacity so that public servants are able to perform in their current job and take on the challenges of the next job in a dynamic, bilingual environment. To this end, the Branch designs, develops and delivers blended classroom and technology-enabled learning.

The **Office of the Ombudsman** provides corporate leadership and expertise in alternate dispute resolution and informal conflict resolution management.

The **Organizational Leadership and Innovation Branch** supports and encourages senior leaders and their organizations to use learning strategies to manage change and accelerate innovation in public management.

The **Policy, Governance and Communications Branch** is responsible for the governance function of the School and provides secretariat support for the Board of Governors.

The **Registrar** supports departments and individual learners in accessing the broad range of learning programs and services made available by the School.

Regional Operations offers programs and services that serve the learning needs of public servants located outside the National Capital Region.

Regional Offices

[Regional Offices and Contacts](#)

7.

8. Conclusion

The Civil Service Institute of Iraq has a basis as Training Institute that delivers training activities to civil Servants. Its main focus should be on public management and HR management at a high level. Here HR management is related to the management of the people more than the personnel policies that depend more on the HR services inside the Ministries and the HR policies that depend on the Civil Service Commission.

The Civil Service Institute, in our opinion, should concentrate on training the Civil Servants, at the executive level first and upper management levels. Once established, there is little formal training for executives, but organizing a place for them to talk and discuss is very important for them as for the Institute's image. These activities are essential in the creation of the network that will allow the Institute to make its place under the sun. In Quebec there are meetings once every two months for First level civil servants (Deputy ministers) and once a month for second level civil servants (Associate or assistant Deputy minister): this should be done in Iraq and organized by the Institute, for the contacts and the image it gives.

Hiring the first managers at the Institute is crucial for the orientations it will take. Their job will be to hire themselves their faculty (although limited in quantity for the full time) and their lecturers (as practitioners and specialists). We strongly value the Singapore model, even considering the situation is pretty different in Baghdad. Having a well perceived faculty, whose job is delivering training, making research and consultation for the Institute is something very valuable that should be looked for during the creation period. This faculty will also be a key to the development of a national and international network. If there is an international contribution, their responsibility will be to use it to develop their own network afterwards.

The existence of a formal Institute is a key to the implementation of the administrative reform, because it offers training, it offers a window to what is going on in the world, it makes the desired changes as more valuable because of other experiences. It allows the Public Administration to be supported by a more competent Civil Service, where capacities are considered as something that needs to improve continuously. We need to avoid what has been observed so many times in public administration reconstruction, when people named as executives consider they know everything and hence do not need training. This is part of the administrative culture, that values training and development or not: we have to use the Institute to create the right one.

This work has been done with limited knowledge of what is the actual situation in Iraq. Nonetheless, working with Civil Service Institutes in numerous countries around the world gives an idea of the challenge facing its implementation. Valuing training and pre-entry formation is deeply rooted in the national culture. In many countries, having access to an important job is the ultimate competency test, whatever the personal capabilities of the titular. The Civil Service Institute will have success if competency is valued: but competency depends of the technical abilities needed to do the job, of the human abilities needed to communicate with the employees, motivate them and make them understand what we want. It depends also of the conceptual abilities needed to understand what is important, who we should see and what we can ask, what the environment is and what influences the business, including the political, the religious and the ethnic dimensions.

Training helps to provide answers to these questions and to the way one can increase its different abilities. But it needs also a situation where people can take conscience of the elements that they need, conscience of the fact that it is possible to learn on that, and conscience of the fact that they, themselves, can still learn something. It is the Institute's quality than can make that happen.

References

Chemla-Lafay, Annie et Deleplace. M-T. (2007). *Performance de la fonction « ressources humaines ».* Etude comparative. Institute for Public Management and Economic Development (IGPDE). Cette étude a été réalisée à partir des travaux, en 2007, des membres du département « Recherche, études, veille » de l'IGPDE avec la contribution de Claire le Flécher, Julien Meimon et Sylvie Trosa. http://www.comite-histoire.minefi.gouv.fr/sections/etudes_publication... http://www.institut.minefi.gouv.fr/sections/en/committee_for_france/view (english site) (Internet Dec. 2009)

Civil Service College (CSC), (2004). Beyond Public Service Excellence moving forward, 2003-2004. Singapore, CSC.

Commission sur la réforme de l'Ena et la formation des cadres supérieurs des fonctions publiques présidée par de Silguy, Y-T. (2004). *Moderniser l'état : l'encadrement supérieur.* Paris : La documentation française.

GRINDLE, Merilee; HILDEBRAND Mary (2006): *Building Sustainable Capacity in the Public Sector: What Can Be Done?.* Public Administration and Development, 2006, Vol. 15 (5), pages 441– 463.

HEALY, Pradaig (2001): *Training and Public Sector Reform: an Integrated Approach.* Public Administration and Development, 2001, Vol. 21 (4), pages 309– 319.

LEE, Charlotte (2009): *Towards a Professional Civil Service in Post-Transition Romania.* Public Administration and Development, October 2009, Vol. 29 (4), pages 274 – 288.

McCOURT, Willy; SOLA, Nasar (1999): *Using Training to Promote Civil Service Reform: a Tanzanian Local Government Case Study.* Public Administration and Development, 1999, Vol. 19 (1), pages 63 – 74.

Naves Sônia & Amorim David (2007). *Capacitando pessoas para a transformação do Estado.* Assessora Técnica de Pesquisa da Escola Nacional de Administração Pública do Brasil.

Observatoire de l'administration publique – ENAP (2009). *Structure et taille de l'état. L'organisation de la fonction gouvernementale.* Hiver 2009. Isbn 978-2-923008-2-4

PAUL, Samuel; ICKIS, John C. et LEVITSKY, Jacob (1989): *Educating Managers for Business and Government: A Review of International Experience.* Washington D.C., World Bank Discussion Papers, No. 54, 1989. 161 p.

PAUL, Samuel (1983 / 5): *Training for Public Administration and Management in Developing Countries: A Review.* Washington D.C., World Bank Staff Working Papers, No. 584, July 1983 (second printing, January 1985). 113 p.

SIGMA – OECD (1997a): *Country Profiles of Civil Service Training*. Sigma Papers No.12, Paris, 1996. 246 p.

On line [<http://www.sigmaweb.org/dataoecd/21/23/36953071.pdf>] page web consulted in November 12, 2009.

SIGMA – OECD (1997b): *Public Service Training Systems in OECD Countries*. Sigma Papers No.16, Paris, 1997. 23 p.

On line [<http://www.sigmaweb.org/dataoecd/52/39/1819020.pdf>] page web consulted in November 12, 2009.

SIGMA – OECD (2009): *Sustainability of Civil Service Reforms in Central and Eastern Europe Five Years after EU Accession*. Sigma Papers No.44, Paris, 2009. 91 p.

On line

[[http://www.oilis.oecd.org/oilis/2009doc.nsf/LinkTo/NT00002C4A/\\$FILE/JT03264288.PDF](http://www.oilis.oecd.org/oilis/2009doc.nsf/LinkTo/NT00002C4A/$FILE/JT03264288.PDF)]
page web consulted in November 12, 2009.

TESSEMA, Mussie Teclemichael; SOETERS, Joseph L.; ABRAHAM, Kiflemarian (2005): *Practices and Challenges of the Training and Utilisation of Labour in Sub-Saharan Africa: the Case of the Eritrean Civil Service*. International Journal of Training and Development, December 2005, Vol. 9 (4), pages 214 – 230.

Tessema, M.T., Soeters, J.L., De Groot, G. & Tesfaselassie, M.F. (2007). *Managing civil service training institutions: what lessons can countries learn from Singapore?* Int.J. Human Resources Development and Management, Vol.7, nos 3/4, pp300-318.