

# **Fourth Global Forum on Reinventing Government**

## **CAPACITY DEVELOPMENT WORKSHOPS**

**Citizens, Businesses and Governments:  
Dialogue and Partnerships for the Promotion of  
Democracy and Development**

### **Workshop 3**

**“Public Administration Reform and Management  
Innovation in Developing Countries”  
DPEPA/DESA**

**Aide-Mémoire**

**Marrakech, Kingdom of Morocco, 10-11 December 2002**

## **Introduction**

The Fourth Global Forum on Reinventing Government, which will take place in Marrakech on 12 and 13 December 2002, will be hosted by the Kingdom of Morocco, and organized with the support of the United Nations Department of Economic and Social Affairs (UNDESA). It will focus on the theme “Citizens, Businesses and the State: Dialogue and Partnerships for the Promotion of Democracy and Development” and will explore the evolving relationship and partnerships between the State, the private sector and civil society. The overall goal of the Fourth Global Forum is to devise means of promoting democracy, as well as economic and social development through cooperation and partnerships between various components of society and the international community.

Within this context, the Government of Italy and UNDESA intend to organize a two-day preparatory capacity-development workshop, which will be hosted by the Government of Morocco and held in Marrakech on 10 and 11 December 2002. The objective of the Workshop is to provide a platform for high-level officials, regional/municipal leaders, representatives of civil society organizations (NGOs) and key stakeholders, from developing countries and countries with economies in transition, to exchange views and practical experiences on the interaction between government and citizens. More than 200 participants from around the world are expected to take part in this event and to benefit from 11 panels of three sessions each, aiming at training and knowledge sharing.

## **Background**

The functions and role of the State have been transformed substantially. The general configuration of its responsibilities has changed and this has introduced important modifications both in the policy arena and in the State’s requirements for high-level skills, qualitatively and quantitatively. Overall, the role of the State has shifted, to varying degrees, from controlling the economy to steering it, from direct production of goods and services to the provision of an “enabling” environment for economic development, and to the promotion of an enabling framework for private enterprise and individual initiative.

At the same time, a number of tasks and functions that were traditionally handled by national governments are now being increasingly transferred to the local level and to the inter-governmental or supranational level. As a consequence, the role of the public sector is changing in response to pressures from a number of stakeholders. Citizens are demanding enhanced integrity and accountability of government actions; the private sector is urging for the creation of a sound market environment and regulatory framework, while supranational and global institutions are demanding greater national compliance to global standards. In light of the above, the public sector needs to adapt its capacities and skills to cope with twin challenges – effectively respond to citizens’ growing demands, and cope with the requirements of the global economy.

In recent years, there has been a growing consensus over the need to foster democracy and development through more dynamic and participatory approaches to governance. These ideas have been discussed over the past decade at several United Nations conferences and other major international meetings. Among the latter, the Global Fora on Reinventing Government have been quite successful in galvanizing the attention of government leaders and international actors on crucial issues related to this new “development” approach.

In January 1999, the First Global Forum, organized by the Government of the United States, was launched in Washington D.C. This event provided a platform for discussion among high-level representatives on the role of Governments at the outset of the new millennium. The Second Global Forum, which was hosted by the Government of Brazil and took place in Brasilia in May 2000, focused on the theme “Democratic State and Governance in the 21<sup>st</sup> Century”. In March 2001, the Government of Italy organized in Naples the Third Global Forum on “Fostering Democracy and Development through e-Government”. More than 1,000 participants representing 122 countries were able to attend the plenary sessions and the different panels.

The Third Global Forum was preceded by a capacity building workshop organized and financed by the Government of Italy through the Presidency of the Council of Ministers - Department of Public Administration-, under the auspices of the Ministry of Foreign Affairs, and UNDESA. Major training schools, research institutes, as well as public and private institutions took part in the organization of the workshop. Participants from 74 developing countries attended the three days workshop, and later had the opportunity to participate in the Third Global Forum.

During the closing ceremony of the Third Forum, the Government of Morocco announced its intention to host the Fourth Global Forum. At the same time, the Government of Italy announced that it would support, in collaboration with UNDESA, high-level Capacity Development Workshops for participants from developing countries as a preparatory activity for the Fourth Global Forum.

The Workshop on “Public Administration Reform and Management Innovation in Developing Countries” is one of the 11 Capacity Development Workshops sponsored by the Government of Italy in preparation for the Global Forum on “Citizens, Businesses and Governments: Dialogue and Partnerships for the Promotion of Democracy and Development.” Other Panels will deal with:

- Strengthening governance institutions and systems
- Promoting decentralization
- Fostering the availability, quality and access to public services
- Strengthening partnerships between the State, the Private Sector and Civil Society
- State, globalisation and competition policies
- Trade and investment in a globalised world economy
- Improving resource mobilization and tax administration systems
- Enhancing accountability and transparency
- Fostering the role of civil society in development
- Promoting gender participation in governance

All Workshops aim at providing an opportunity for participants to:

- Discuss key issues regarding the changing role of the public sector, the capacity of governance institutions to promote development in a globalizing world and to foster partnerships for social development;
- Share experiences and best practices in promoting dialogue and partnerships between the government and citizens;
- Identify strategies and approaches to formulate and implement policies, programmes

- and initiatives fostering synergies between the State and its citizens;
- Promote co-operation among government, private sector, and non-governmental organizations; and
- Identify existing or potential areas of North-South and South-South co-operation in promoting good governance and enhanced capacity of countries to cope with globalisation.

### **Rationale and Objectives for Workshop 3**

The Workshop on “Public Administration Reform and Management Innovation in Developing Countries” will explore what aspects of public sector management in developing countries need to be reformed in order to strengthen democracy and cope with globalisation.

Whether it is conceptualised as an organizational structure, a system, a function, an institutional construct, or just a set of practices, public administration serves as an instrument of State action, which must be sharp for effectiveness in overall development and public service delivery. The United Nations General Assembly emphasized this in its resolution 50/225 of 1996 by recognizing that:

“There is a need for public administration systems to be sound, efficient and well equipped with the appropriate capacities and capabilities through, inter-alia, capacity-building, promotion of transfer, access and utilization of technology, establishment or improvement of training programmes for public services, strengthening of partnership of the public sector with the private sector and civil society, as well as providing an enabling environment for private sector activities...”

Almost every country around the world has been for long devising means of ensuring that its public administration is as sharp as the demands of its development. The sharpening of public administration has been differently baptized as restructuring, rehabilitation, rebuilding, reconstruction, reform, etc. But beyond the differences in nomenclature, the main aim has been to make public administration perform better in accomplishing the missions of the State.

Public administration embodies several aspects including institutions, structures, systems, functions, practices, norms, and values of the Legislature, the Executive, the Judiciary, and other government/public agencies, including decentralized ones. These days with practices and mechanisms of public/private partnerships, including contracting out as a means of private provision of public services, public administration has also included consideration of co-opting the private sector and civil society institutions to supplement its efforts to better deliver services to the public.

While reforming public administration for improved performance has been a preoccupation of most countries, it is considered an absolute necessity and prerequisite for sustainable development in developing countries. The task is even more daunting because developing countries are not a homogeneous entity. Some of them have their public administration systems completely ruptured and therefore needing to be rebuilt from scratch. This is mostly the case with countries emerging out of severe/violent conflict. Others have their systems so archaic that they have to be remodelled to bring them to modern ways of public administration. There are also others, which are so much out of tune with the environments

they serve that they need to undergo substantive innovations to bring them to be responsive to the needs of the public they are supposed to serve.

One more daunting issue in relation to reforming public administration in developing countries, especially those in Africa, is that while the countries are in the process of mastering the traditional bureaucratic models of public administration, they are being required to introduce modern and probably more complicated ones.

It is clear that a lot will have to be done to make public administration an efficient, effective, responsive, transparent and accountable instrument for public policy, planning, implementation, monitoring, evaluation and overall sustainable development. However, the meeting cannot discuss all the aspects related to public administration reform. For purposes of focused discussion, the aspects of public administration reform that the meeting will explore and discuss are the following:

- Civil Service Reform and Human Resource Development
- Management Innovation
- Rebuilding Public Administration in Post-Conflict Countries
- Cooperative Delivery of Public Services

In addressing all of these issues, and in light of the different degrees of institutional and organizational development among countries, this Workshop will attempt to review both old and new challenges related to public sector capacity.

## **Outputs**

The Workshop is expected to achieve the following goals:

- Enhance the understanding of the interface among the State, the private sector and civil society to promote effective governance for sustainable development;
- Strengthen North-South and South-South cooperation to enhance public sector capacity, economic development in a globalizing world, and partnerships for social development; and
- Increase partnerships among governments, CSOs, parliamentarians, mayors and the private sector in governance related areas.

## **Participants**

Participants will include ministers and senior government officials, parliamentarians, mayors and other local government officials, representatives of civil society, non-governmental organizations (NGOs), and representatives of international institutions.

## **Format of the Workshop**

The opening ceremony of the Capacity Building Workshops will be followed by a plenary session during which a few keynote speakers will introduce selected themes. After the plenary session in the morning of the first day, the participants will be divided into 11 Workshops.

Each discussion group will focus on one or more themes. The Division for Public Economics and Public Administration of the United Nations Department of Economic and Social Affairs will organize Workshop 3 in five sessions introduced by leading experts that will be followed by general discussions. A very participative process will be encouraged.

Facilitators will make a presentation of 30 minutes. The presentation will reflect on both theory and practice in a comparative manner. It will highlight concrete cases and lessons learned. Then the Chair will introduce a 30 minutes discussion based on practical cases presented by the participants from their own experience.

Key issues from all 11 Workshops will be summarized and discussed in the concluding plenary session.

### **Venue and Dates**

Marrakech, Kingdom of Morocco, 10 and 11 December 2002

### **Language**

The official languages of the Workshop will be French and English. If possible, organizers will try to arrange Arabic and Spanish interpretation.

### **Electronic networking**

Electronic communication will be utilized to encourage wide and representative participation in discussions. All the documents of the workshop will be posted on the United Nations Public Administration Network – UNPAN. (<http://www.unpan.org>).

### **For further information:**

Please consult UNPAN (United Nations Online Network in Public Administration and Finance) at [www.unpan.org](http://www.unpan.org).

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PANEL 3

**PUBLIC ADMINISTRATION REFORM AND MANAGEMENT  
INNOVATION IN DEVELOPING COUNTRIES**

Marrakech, Kingdom of Morocco, 10-11 December 2002

**PROPOSED AGENDA**

<b>December 10, 2002</b>	
<b>Session One: “Institutional and Organizational Restructuring of the Civil Service in Developing Countries”</b>	
1430-1500	<b>Paper presentation</b>
	<b>Speaker: Professor Oscar Monteiro</b>
	<p>Participants will discuss, share experiences, and gain insights regarding issues of reforming the civil service in developing countries. Issues such as the following will be discussed:</p> <ul style="list-style-type: none"><li>• What should be the main missions and functions for the civil service given the development challenge, especially in view of the currently shaking confidence that had been put in the structure and practices of the private sector?</li><li>• Is the New Public Management (NPM) as advocated in developed countries the best way of reforming the civil service in developing countries or is there a mid-point between NPM and the traditional bureaucratic public administration that should be explored in reforming the civil service in developing countries?</li><li>• What institutions, structures and systems capable of facilitating the development process should be put in place? Are those already proven as effective in developed countries appropriate for engineering development in developing countries?</li><li>• What are the experiences and lessons learnt from developing countries that have been engaged in reforming the civil service?</li></ul>
1500-1530	Discussion Session One

<b>December 10, 2002</b>	
<b>Session Two: “Cooperative Delivery of Public Services”</b>	
1530-1600	<b>Paper presentation</b>
	<b>Speaker: Professor Allan Rosenbaum</b>
	<p>Participants will discuss, share experiences and gain insight related to how the private sector and civil society can partner with the civil service to deliver public services more effectively. Among the issues to be discussed are the following:</p> <ul style="list-style-type: none"> <li>• What structural arrangements should be put in place to ensure effective cooperative service delivery?</li> <li>• If the public service gets in partnership with the private sector and civil society organizations to deliver services, how will it guarantee the quality and the quantity of the service and how will it ensure its accountability before the public in this respect?</li> <li>• Given the peculiar circumstances of developing countries, where the public sector, the private sector and the civil society are all weak, how can capacities be harnessed in all the sectors to ensure effectiveness in cooperative service delivery?</li> <li>• What are the experiences and lessons learnt in respect of cooperative service delivery in developing countries?</li> </ul>
1600-1615	Coffee Break
1615-1645	Discussion Session Two
<b>Session Three: “Civil Service Reform and Human Resources Development”</b>	
1645-1715	<b>Presentation:</b>
	<b>Speaker: Ms. Corazon Alma G. De Leon</b>
	<p>Participants will discuss, share experiences and gain insights related to the development of human resources as an important aspect of reforming the civil service in developing countries. Issues to be discussed include the following:</p> <ul style="list-style-type: none"> <li>• What human capacities (skills, knowledge, attitudes and networks) need to be developed for the future civil service that will be capable of supporting sustainable development?</li> <li>• How can the existing civil service be utilized to implement the civil service reform programme despite its inadequate capacity?</li> <li>• What are the approaches and methodologies that would develop leadership capacity to initiate, plan and ensure implementation of development policies, programmes and projects, especially those relating to the challenges of poverty eradication, HIV/AIDS, environment, globalisation and the dominance of information technology?</li> <li>• What measures would be appropriate to instil a sense of ethics and integrity in the reformed civil service?</li> <li>• What are the experiences and lessons learnt in matters of human resource development in countries that have been implementing civil service reform?</li> </ul>
1715-1745	Discussion Session Three
1745-1800	<b>Wrap up of the day</b>

<b>December 11, 2002</b>	
<b>Session four: “Management Innovation in Civil Service Reform”</b>	
0900-0930	<b>Presentation</b>
	<b>Speaker: Professor Peter Blunt</b>
	Participants will discuss, share experiences and gain insights related to how, in the process of designing public service reform programmes in developing countries, there can be innovative approaches that start from the home environment and make sure that whatever reforms are designed and implemented are in conformity with the socio-cultural, political and economic peculiarities of the country in question. Experiences and success stories of innovation in reforming public service in developing countries will be shared and discussed.
0930-1000	Discussion Session Four
<b>Session five: “Rebuilding Public Administration in Post-Conflict Countries”</b>	
1000-1030	<b>Presentation</b>
	<b>Speaker: Dr. John-Mary Kauzya</b>
	Participants will discuss, share experiences and gain insights on how to rebuild public administration that has been broken down by violent conflict. Issues to be discussed include: <ul style="list-style-type: none"> <li>• Should the same public administration system that was destroyed be re-established or should a totally different one be installed?</li> <li>• How (through what approaches and methodologies) should the public administration system be redesigned and operated (what institutions, systems, structures, relationships, etc.) in order to avoid the mistakes of the past that probably had lead to the violence in the first place?</li> <li>• If the violence left the human resource capacity destroyed, through what mechanisms will the human resource capacity be recreated and nurtured to operate the new system?</li> <li>• How can the international community (donors and development partners) be involved in re-establishing and financing public administration without creating a dependency syndrome that may jeopardise sustainability?</li> </ul>
1030-1045	Coffee break
1045-1115	Discussion Session Five
<b>1115-1230</b>	<b>Final Discussion with Panellists and Wrap-Up</b>