<div align="center">

Workshop 3:
Public Administration Reform and Management Innovation
in Developing Countries
(prepared by Yolande Jemiai)

</div>

The United Nations Division for Public Economics and Public Administration of the Department of Economic and Social Affairs organized a Workshop on **Public Administration Reform and Management Innovation in Developing Countries** on 10 and 11 December 2002 in Marrakech, Morocco. Mr John-Mary Kauzya, Chief of the Governance and Public Administration Branch of DPEPA/DESA, chaired the event. The Rapporteur was Ms Yolande Jemiai of DPEPA/DESA.

The objective of the Workshop was 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 45 participants from around the world took part in this workshop aiming at training and knowledge sharing. Participants included 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.

This Workshop was one of 11 Capacity-Development Workshops organized by UNDESA and sponsored by the Italian Government in preparation for the 4th Global Forum on Reinventing Government, which was held in Marrakech under the auspices of the Kingdom of Morocco. The theme of the 4h Global Forum was "Citizens, Businesses and the State: Dialogue and Partnerships for the Promotion of Democracy and Development": it focused on the evolving relationship and partnerships between the State, the private sector and civil society.

1.   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.

Based on the above remarks, Mr Kauzya in his introduction to the Workshop on "Public Administration Reform and Management Innovation in Developing Countries" highlighted the fact that the objective was to explore what aspects of public sector management in developing countries need to be reformed in order to strengthen democracy and cope with globalisation and identify some key recommendations for policy makers.

He added that 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 resolution50/225 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.

For purposes of focused discussion, Mr Kauzya explained that the aspects of public administration reform that were going to be explored and discussed in the Workshop were the following:

- Institutional and Organizational Restructuring of the Civil Service in Developing Countries
- Cooperative Delivery of Public Services
- Civil Service Reform and Human Resources Development
- Management Innovation in Civil Service reform
- Rebuilding Public Administration in Post-Conflict Countries

Each sub-theme was introduced by a presentation by a leading expert and was followed by extremely lively discussions. A very participative process was encouraged and was indeed achieved thanks to the quality and expertise of the participants.

The presentations reflected on both theory and practice in a comparative manner. They also highlighted concrete cases and lessons learned. Then the Chair introduced discussions, which were largely based on practical cases presented by the participants from their own national experience. The following issues were discussed:

- 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;
- Experiences and best practices in promoting dialogue and partnerships between the government and citizens;
- Strategies and approaches to formulate and implement policies, programmes and initiatives fostering synergies between the State and its citizens;
- How to promote co-operation among government, private sector, and non-governmental organizations; and
- 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.

2. Presentations

2a. Institutional and Organizational Restructuring of the Civil Service in Developing Countries by Prof. José Oscar Monteiro

As an *introduction*, Prof. Monteiro briefly described the basic concepts that underpin civil service reform and development. He also recalled how the notion of the developmental state emerged, namely the origin of the new developing countries, most of them former colonies, and the rapid expansion of services that accompanied independence, and how it culminated in a crisis of service delivery and State legitimacy.

In a *first part,* he presented the lessons learnt and assessed the reasons why certain reforms turned into best practices while others got stuck or had consequences opposite to the objectives. In particular, the magnitude of the needs was under-estimated, the reforms were not done in an empowering manner and financial reform was not accompanying the process. The most striking point though is not the vastness and diversity of recommendations, but rather the fact that all those lessons continue to be ignored time and again.

In a *second part* he highlighted the complexity of increasing challenges and pressures public service in developing countries are faced with and identified twelve as follows:

- Growing demand for services and weaker capacity of States to deliver.
- Tension between the modern model of the State and the societal forms of organization.
- Increasing pressure for a growing regulatory role
- Regulatory role much more complex than direct management
- Need to look more into the basics of the State.
- Increased in resistance in people and organisations rooted in established traditions
- Tension between centralization and decentralization and devolution
- Need to achieve fiscal balance and growing need to provide services of better quality to a large number of citizens
- Need to develop an efficient system of tax collection in an increasingly informal economy
- Tension between long-term requirements of reform and short-term political pressure
- Difficulty for States in crisis to cope not only with traditional functions, but to confront relatively new trends
- Loss of the traditional monopoly of State functions

In his third *part,* Prof. Monteiro described the rise of NPM as a paradigm, the hope for improvement it generated and its main differences in relation to the traditional models of administration. However, it soon appeared that there are limits to where NPM can be implemented since NPM principles cannot be applied across the board. While all these reform initiatives and experiments were taking place, a specific set of relatively new problems emerged in the developing countries:

- Areas of service delivery were not taken over by the market;
- The dire need to rehabilitate infrastructure required to make privatisation attractive, something that could only be done with foreign assistance;
- Increasing imbalances in wages between the public and private sector, leading to a brain drain from the public sector;
- Falling morale within the civil service;
- Unprecedented crisis of ethical values, with one aspect of market values – profit – pervading public sector through (ab)use of State power; and finally
- A crisis in privatised sectors providing public goods inter alia because of a lack of infrastructure investment.

In some cases, the demise of the role of the State reached such proportions that at first parallel structures were put in place and in extreme cases essential parts of the public service were captured by private interest groups or mafias, both through peaceful or violent means.

In *part four*, Prof. Monteiro reviewed notions about the core functions of the State and address the issue of optimising institutions, focussing on the widening of the realm of the public sphere to

encompass other actors such as associations, communities, and sometimes the private sector in providing public goods.

In Prof. Monteiro's view, it is necessary to link the concept of civil service to the core functions of the State or alternatively create a special cadre for those who take the main decisions. New methods of training on policy choices and management of public affairs have to be devised both jointly and separately by State and civil society. To make real improvements within the public sector, the paradigm has to change from training individuals to training whole institutions – complete, well-defined units or if possible full institutions – using tailor-made curricula that are based on specific needs assessments.

Up to now all major reforms have concerned only the modern part of the State, while criticising its centralised nature. In most of Sub-Saharan Africa, the modern formal State still follows an external model. The way ahead is to link the State with the communities it was supposed to have evolved from. It is a problem of legitimacy and stability.

2b. Cooperative Delivery of Public Services: Reflections on the Dynamics of Public Sector – Private Sector –Civil Society Collaboration on Governmental Service Delivery by Prof. Allan Rosenbaum

In his presentation, Allan Rosenbaum provided a brief overview of certain key elements of the relationship between the public and private sectors and civil society in the delivery of public services in countries around the world. The first and most important point to make about government-private sector-civil society relationships involving the delivery of public services is that these relationships are numerous, complex, and ever-growing. At the national level, the two-decade long worldwide focus upon privatization has actually served to expand and add much complexity to public-private sector relationships. At the local level, the emergence of non-governmental organizations (NGOs) as a major component of civil society institutions in many countries has also served to greatly increase and intensify such relationships.

Prof. Rosenbaum addressed five very significant aspects of such developments as follows:

a) What forms does this increasingly frequent public-private sector-civil society collaboration take?
- Direct government service delivery.
- Service delivery through the use of contract and grants
- Loans and loan guarantees.
- Tax breaks or (more appropriately) tax expenditures..
- Public regulation of the private sector.
- Publicly established private or non-profit organizations

b) Why is there increasing use of cooperative efforts in the delivering of public services?
There are a variety of reasons why governments are increasingly engaging in cooperative service delivery with both the private sector and civil society. These range in nature from issues of philosophical preference, to managerial efficiency, to the impact of political pressure. Much has been written regarding the philosophical and managerial factors contributing to this development. In contrast, generally, not much attention has been paid to the political factors that have helped promote this rapidly emerging development in the area of government service delivery. Especially in developing or transitional countries, the impact of external forces has been

important. Often, the logic behind these efforts has involved the belief, and in some cases the reality, that private sector and NGO service delivery can be done with greater efficiency, more flexibility and cheaper cost. Most assessments of these developments suggest mixed results.

c) What structural arrangements should be put in place to ensure effective cooperative service delivery?

Without question, the single most important contributing factor that would facilitate effective cooperation in cooperative service delivery is the existence of a strong governmental sector, a strong private sector and a vibrant civil society. Unfortunately, for many transitional countries, the possession of three strong sectors is not a likely reality.

It is important to look not only at the activities of the national government in supporting these relationships, but also at local government activities as well. This is because increasingly, local governments are playing a very important role in collaborating with the private and non-profit sectors in public service delivery. The reality is that the more decentralized government is, and the stronger local governance capacity is, the more opportunities—in essence, the more arenas—are provided for the involvement of private sector and NGO/civil society.

Perhaps the most important factor contributing to the emergence of private sector and civil society organizations that can effectively deliver public services are the availability of skilled and committed personnel. Increasingly, it also is important to have some sort of mediating agent involved in these relationships.

d) When public service goes into partnership with the private sector and civil society organizations to deliver services, how does it guarantee the quality and the quantity of service and how will it ensure accountability to the public in this respect?

A key factor in that regard is the government's ability and willingness to do those things that will maximize the likelihood of effective, cooperative service delivery. One seemingly very simple but in reality quite complex thing that government can do is to keep in mind that it must always focus on broad questions of public interest. Particularly important are:
- Training public employees in contract management skills.
- Utilizing various techniques of performance measurement.
- Using strategic planning techniques
- Mechanisms that enable citizens to give voice to their concerns.

e) Given the peculiar circumstances of developing countries, where the public sector, the private sector and the civil society may all be weak, how can capacities be harnessed in all the sectors to ensure effectiveness in cooperative service delivery and what lessons have been learned in respect to cooperative service delivery in developing countries?

While there has been a substantial expansion of collaborative service delivery involving all three sectors in all parts of the world, there can be no doubt that the development of these relationships can be complicated and difficult.

Most important factors in contributing to the improvement of such relationships:
- Familiarity with, and knowledge of the other that each partner has of the other..
- Special emphasis on joint development of small businesses.
- Arrangements consistent with the broad public interests
- Effective procedures in terms of establishing collaborative arrangements.

2c. **Civil Service Reform: the Philippines Experience by Dr. Corazon Alma G. de Leon**

Dr. De Leon illustrated the case of good governance in the Philippines by describing her work with the Civil Service Commission between 1995 and 2001. In this particular case there are 1, 3 Millions civil servants spread out over the Philippine archipelago. To date, the civil service is structured into two major categories: the career service and the non-career service. The career service is founded on merit and fitness. It features a competitive examination, opportunity for advancement and security of tenure. The non-career service pertains to that part of the civil service characterized by entrance not based on the usual tests of merit and fitness. It covers elective officials.

The administration of the public personnel system devolves upon the Civil Service Commission. It is responsible for adopting measures designed to promote morale, efficiency, integrity, responsiveness, progressiveness and courtesy in the civil service. It is also mandated to strengthen the merit and reward system, integrate human resource development for all levels and rank and institutionalise a management climate conducive to public accountability.

Ms De Leon introduced the programme she designed to implement Civil Service Reform Initiatives in order to fight patronage, corruption, inefficiency and incompetence.

She described the three major programmes:

1) Nurturing public service ethics through:
   - Courtesy/service/recognition
   - Radio programmes
   - One-stop shop
   - Honours award programme

2) Striving for public service excellence through:
   - Brightest for Bureaucracy Programme
   - Scholarship
   - Supervising Development
   - Performance Evaluation Committee
   - Job Opportunity Bank System

3) Empowering Employees through:
   - Vibrant Unions
   - Mediation and negotiation
   - Fight against discrimination in the workplace
   - A strong welfare component

The above reform measures have produced results. However, a lot remains to be done. The future agenda include the following components as 5 building blocks:

1) A dynamic and proactive response mechanism to citizens' demand for better public service
2) Stronger capability for the Public Service to fulfil its mission: improved qualifications, continuous learning organization
3) The pursuit of an empowered civil service not rigidly rule-bound with flexibility to perform its tasks affectively and speedily

4) Shared personal values and commitments in the workplace
5) Mainstreaming of technological applications

The fundamental point is that administrative reform should not be a one-shot deal but rather a continuing endeavour. Thus it is incumbent upon the Philippine Civil service Commission to push through with innovation.

2d. Public Administrative Reform and Management Innovation for Developing Countries by Dr. Peter Blunt
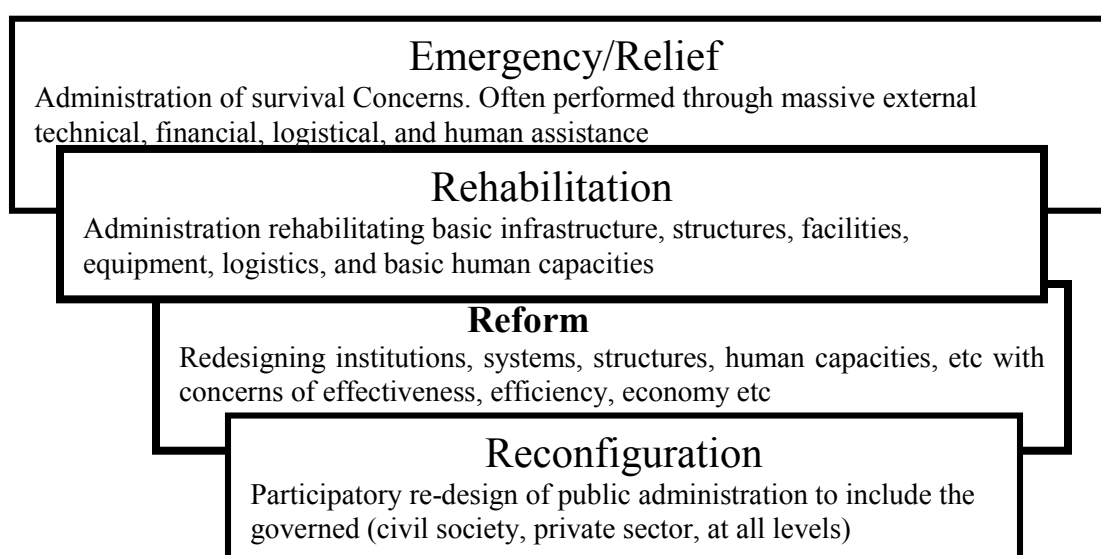
Public administrative reform and management innovation are relative terms whose practical manifestations should reflect the nature of the problems they are meant to solve and the governance and societal circumstances in which they are to be applied. Reform or innovation that involves fashionable management ideas and/or so-called 'international best practice' should only be applied where these conditions are satisfied, and not as a matter of course, which can amount to cultural and/or ideological hegemony. In many development settings, problems and circumstances will demand simple and relatively straightforward solutions that, nevertheless, may be innovative or revolutionary in these settings. Practical examples of this approach to capacity building are set out that involve consumer protection in Lebanon, policing in India, post crisis administration in East Timor, and decentralisation in South Asia.

The implications for public administrative reform and development assistance of the argument and evidence presented include:

❑ There are few quick fixes or ready-made solutions to complex development problems.
❑ Innovation and reform should not be confused with fashion or fad.
❑ Reform should not be driven by notions of ideological or cultural supremacy but by the practical nature of problems and circumstance.
❑ Chronic, localised poor performance in the civil service is frequently symptomatic of deeper and wider problems in the governance system as a whole.
❑ Questions of political will and societal culture set the ground rules, and limits, for civil service reform and management innovation.
❑ Development strategy and tactics are therefore crucial in project design. That is to say, in their design projects must be self-conscious and realistic about questions of political will, customary practice, and the utilitarian demands of the settings in which they are to operate. What realistically can be expected, in terms of demonstration effects up-stream, of a down-stream project? How can policy makers best be motivated to pay attention and to make changes in the interests of sustainable development? Is it safe to assume that the governance system will respond solely, or even partly, to the performance merits of recommendations? What are the implications of the answer to this question?
❑ Civil service reform and management innovation should be as basic or as advanced as development problems and circumstances demand.
❑ First and foremost, development consultants need to be good at helping others to analyse difficult and complicated problems and finding solutions that make sense locally. Management fashion and international best practice count for nothing unless this condition is met.
❑ Sponsors and recipients of development assistance should be more critical and demanding of projects in the above respects, particularly at the design phase.

2e.   Approaches, Processes, and Methodologies for Reconstructing Public Administration in Post-conflict Countries by Dr John-Mary Kauzya

Dr. Kauzya's presentation concentrated on rebuilding and sharpening public administration in countries that have emerged out of violent conflict with devastating effects while acknowledging that post –conflict countries are not a homogenous entity. The 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. In Countries emerging from severe destructive violence, there is no Public Administration system to reform. Therefore, post violence/conflict countries present peculiar circumstances, which require different approaches and actions for re-establishing their Public administration.

Emergency/Relief
Administration of survival Concerns. Often performed through massive external technical, financial, logistical, and human assistance

Rehabilitation
Administration rehabilitating basic infrastructure, structures, facilities, equipment, logistics, and basic human capacities

Reform
Redesigning institutions, systems, structures, human capacities, etc with concerns of effectiveness, efficiency, economy etc

Reconfiguration
Participatory re-design of public administration to include the governed (civil society, private sector, at all levels)

The process needs to be highly participative involving government, civil society, private sector, international community working within the country, the academia, and the press as well as all political parties or forces. The process is long but worthwhile.

Seven Step Process in Designing the National Program for Strengthening Good Governance

The process is first and foremost participative. The basic assumption is that the entire country is undergoing a self-examination and assessment exercise. Here are the following seven recommended steps to take to rebuild the civil service on a sound basis:

1) To carry out a thorough diagnostic situation analysis: It is best done with strong support from a team of people who are intellectually competent to do diagnostic and analytical research.

2) To draft a comprehensive report of the governance situation in the country as it stands and as the historical socio-politico-economic and cultural forces have shaped it. Most importantly, the issues and problematic concerns of the society have to be clearly articulated because basically they are the ones that the programme will address.

3) To design a governance strengthening strategic frame work that briefly summarises the problematic situation, the missions that should be pursued, the strategic objective and actions, the capacity strengths and gaps as well as the environmental opportunities and challenges.

4) To organize a national workshop bringing together representatives of government, private sector, civil society, local government, international community who will enrich it with their inputs and discussion.

5) To write the second draft of the strategic programme, which is now not only richer but also more representative. Then this draft is presented to a number of consultative planning events all over the country.

6) To write the final draft of the programme. The draft is then presented into a final national stakeholders workshop to validate the programme. The stakeholders will discuss the draft, make whatever changes they wish to make and validate it as a national programme.

7) To plan the implementation of the programme which will take various forms. Some of its components cannot be implemented until new laws support them. Some can be immediately implemented but still they have to first be formulated into projects. What we have found useful in this process is that it mobilises most decision makers to take decisions quickly concerning the various aspects of the programme. This is because the decision makers have followed the design of the programme and are no longer in doubt as to neither its validity nor its acceptability. There have been even cases where donors and development partners, having participated in and followed this process, immediately allocate funds to the components that are in their line of intervention. It is an effective resource mobilisation process.

Benefits of the seven-step process

The temptation is to consider the process as useful only in as far as it helps to produce a national strategic programme for good governance. In fact the benefits from this process go far beyond that and include the following:

1. Acquisition of participative planning skills
2. Facilitating dialogue and reducing tension among conflicting groups
3. Galvanizing commitment to the programme
4. Resource mobilization:
5. Mobilization of political support for the government:

Success factors for the process:

1. Commitment from top leadership to let the people participate in the determination of their development and destiny
2. Highly competent and trusted participatory planning facilitator
3. Financial resources
4. Appropriate timing

3.   Summary of Workshop Discussions

Discussions took part all along the workshops but are summarized below under the various issues, which were raised. Participation was very lively and productive. Several Ministers (in particular Cambodia, Cameroon, Guinea, Jordan, Madagascar, Sudan) took part in the discussions, drawing from their actual experience. This enhanced considerably the validity of the recommendations, which are based on the comments made by academics, politicians, senior administrators, and members of the private sector.

Everyone agreed that there is not one single solution to the complex problem of strengthening the public service. Nevertheless in order to start to do something, the basis for action is that **reform is a combination of leadership, resources and sensitivity to context. It was also emphasized that the revival of Public Good is paramount.**

The list of challenges is impressive. The following issues were raised and deemed to be the priority:

3a.   Public Sector Reforms should be a homegrown initiative based on the local culture and societal model.
Importing foreign models has proved to be unproductive. Countries have to develop their capacity to think and create their own solutions based on their societal organization.
Reforms should be initiated from inside even when financed from outside. It was also stressed that there is an important relation between structures and content. Therefore management practices should be reviewed because in most developing countries, the style is too autocratic. And it influences the administrative culture. It alienates people away. There is need to promote a team culture and turn it to result-orientation.

3b.   Enabling Governance and Political environment
Civil service reforms do not happen in a vacuum. They are an integral part of a more holistic approach to social and economic development. Four types of countries were identified: in progress, stagnating, go backward, collapsed. The accent should be on ways and means to improve the political environment. Foremost, administrative reform cannot be achieved unless it has the political support from the Head of the country: in some countries, it is a commitment declaration. In others, the Government has formed a Committee with senior administrators, political appointees, academics and representatives of private sector and NGOs. Many of the participants felt that the main bottleneck for administrative reform was the lack of a clear message from leadership. It was generally agreed that if the political environment improved, the reform would take place. The key point was to convey a message to Governments to pay the attention it deserves to administrative reform.

3c.   Respect for diversity
It is important to take into account the variety of culture, regions and to respect integration in the administration of the country diversity. This of course include in particular paying attention to gender equity in the civil service. Recruitment is a key step in promoting respect for diversity by allowing representation of all ethnic groups, provinces, religions, and languages. It is sometimes difficult to implement because given the need to base recruitment on merit, sometimes the differentials in education prevent from implementing a satisfactory representation to each sub-group. Efforts to reach a balanced staffing should be a goal for the civil service to be a role model employer. This would also prevent conflicts and lead to improved service delivery.

### 3d.	Role of innovation and best practices

Best practices discourage thinking in many countries. Innovation involves risks. Public administration should be more tolerant of failures: it would enable them to move forward with innovations. However, best practices should not be denounced outright but should be used with care. There are many ideas and many situations: the key is to take interesting ideas and redefine them for individual situations. This requires a mechanism to identify which best practice has positive elements, which could be used in a specific environment. It requires ingenuity and development of own thinking capacity. Sometimes this is made difficult by the requirements imposed from outsiders. It was also noted that innovations come often from the bottom therefore, senior administrators should listen more to the ideas which come from their staff. In this spirit, it could be worthwhile to give more flexibility to solve problems at the level they occur.

### 3d.	Partnerships and balance between sectors

How do you ensure a level-playing field between government, private sector and NGOs. In many developing countries, the 3 players are weak. The three sectors need to be strengthening together. The issue is when government wants to give up part of its functions, who are the takers? In case of privatisation, the national private sector is usually weak. In many instances, functions are taken by multinationals or foreign-based organization, which creates tension. The Government should have a role in building capacity for strengthening the private sector. If the government does not have the capacity for regulation, privatisation causes quality problems. The same is seen when the Government is sharing responsibilities with NGOs: it sometimes appears as if the Government is running away from its responsibilities. The solution is a parallel effort to strengthen all sectors: Government, private and NGOs in order to develop harmoniously and to build up on synergies. This requires new programmes of education in Schools and Institutes to address these issues.
.

### 3e.	Values and Ethics in the Public Service

A major shift has been observed towards civil service reforms, which are dynamic, and result oriented. For this to happen, there should be a change in values and mindsets and the promotion of a culture of excellence. It requires a shared vision between the top levels, the civil servants and the general public. It means a shift from something written which stays unapplied to real value that most people believe in and follow in their everyday professional life.

### 3d.	Empowerment of civil servants

Civil servants do not want to be considered as children. They should be empowered to take their future in their hands and politics should be left aside. This also means "the right person is in the right place". It requires healthy discussions between government and representatives of the civil servants who feel they can voice their concerns. It involves providing training and improving the working environment. When civil servants feel empowered: it leads to better performance.

### 3f.	Strategic planning

So far reforms are usually defined from outside. It is crucial for success to develop the intellectual capacity in developing countries so that they can design their own reform at a pace adequate to the country. This will ensure that the reform are done to solve problems and not to create more or to submit to the pressure for money. For this, Government, civil service and all concerned have to engage in serious critique, then brainstorm using the SWOT analysis (strengths, weaknesses, opportunities and threats) principles; from the analysis of the situation, they should formulate a vision from what they are to what they want to be. Then the people have to agree on it. It is important that key leaders patronize the programme and that as many groups discuss the value system as possible. It is a lot of work but it pays off because it ensures ownership and participation.

3g. Interface with politicians

The issue of how to reconcile the interface between government and elected officials was a much-debated question. Participants felt that the civil service should be an instrument and given legitimacy for effectiveness. If politicians manipulate the civil service too much, it leads to many changes in personnel and leadership, thus to increased instability. This issue of interface has not been addressed properly. Two recommendation were addressed to government: 1) to promote dialogue between politicians and the administration so that new ideas are encouraged and the possibility to make mistakes is allowed; 2) to promote depolitization of the civil service so that the civil servants can be free to think about the greater objective of the state without being partisan.

3h. Leadership

All participants emphasized that in any case, leadership skills was a key ingredient of the success to administrative reforms. Commitment to the reform programme should be at all levels. However, the leaders should be role model and inspire a vision for change. With strong support from the top, it is easier to rally all segments of society behind a holistic approach to change to a better public service. This means that programmes of leadership enhancement have to be developed taking into account the diversity of situations but also the demand of increasing globalization.

3i. Learning Organization

The issue of building capacity was deemed central to carrying administrative reform in terms of human resources, institutionnal, physical and financial capacities. The synergetic aspects of building all these capacities in parallel were stressed. Participants noted that solution have to be found to the current "brain trade" which take away many talent from developing countries. The development of a learning organization concept was highlighted as the way to promote innovative, incremental but also continuous improvements in the administrative environment given the limited capacity.

3k. Performance and evaluation

All participants emphasized the need for monitoring and evaluation of the programmes of administrative reform. It was acknowledged that in order to base the evaluation on sound basis, good data and benchmarks should be available. Not many countries have a good system so far, even among the developed countries. More work needs to be done on this issue and the United Nations could provide assistance on the development of guidelines for monitoring and evaluation..

Summary of Main Policy Recommendations

1. **Promote ownership of home-grown reforms**: countries should develop the intellectual capacity to design their own reform at a pace adequate with their cultural, political, social and economic environment: "reforms by developing countries and not reform to develop countries"
2. **Develop holistic capacity for all the three partners (equal partners)**: Public Sector, private sector and civil society have to build their capacity in a synergetic manner. The goal is not to overpower each other but to support each other. However, ultimately the Public Sector is the guarantor of liberty, property, life because it sets the rules
3. **Develop shared vision, monitoring, and continuous evaluation**: Vision and missions of the State are key to achieving results which have to be constantly monitored through a system of benchmarking and evaluation

4. **Encourage responsible neutrality of public servants and dialogue with politicians**: the issue of interface between politicians and the administration has to be addressed in order to promote more dialogue and ensure stability for the civil service to play its role of enabler of formal and informal economy
5. **Enhance leadership capacity and environmental sensitivity of reforms**: Successful administrative reform is a combination of leadership, resources and sensitivity to the context. It can be achieved through more holistic human resources development with a view to develop a culture of excellence for all sectors: public, private and NGOs.

Conclusion

It was acknowledge that the more discussions got into details the more administrative reform was understood. The goal is to design programmes where everybody can win.
International organizations should concentrate less on designing programmes than on developing indigenous capacities, more realistic and adapted to the needs of each country. It is still a work in progress and it is important to share ideas.

Five areas would lead to further progress:
- Honesty from government to evaluate their need for capacity
- Sense of responsibility and creativity from the leadership
- Regional and sub-regional cooperation to save efforts and money.
- Perseverance and time
- Loyalty, sense of pride and patriotism from civil servants