

# **FINAL REPORT**

## **Human Resources Development Systems in Public Administration**

**CZ9703-01-01-03-02-026**

**December 2000**

Project CZ9703-01-01-03-02-026 – “Human Resources Development Systems in Public Administration” was carried out by the National Training Fund in cooperation with Czech and foreign experts, associated for this purpose in international consortiums (EIPA – European Institute of Public Administration, CSC – British Civil Service College, INA – Portuguese Institute of Public Administration, and VAB – Austrian Institute of Public Administration).

The project was implemented thanks to funding from Phare, offered by the European Commission for the Development of Public Administration in the Czech Republic, as well as domestic support from the Ministry of Finance - Center for Foreign Assistance, the reform section of the Ministry of Interior, the personnel departments’ staff of state and select local government offices, various training institutions, selected university faculties, the project Advisory Experts Group, and all those who devoted their time to providing information, consultation, or commentary regarding the submitted materials.

The NTF would like to thank all those who shared in this undertaking, and sincerely wishes that the project materials produced remain “vital” and are used and further developed by those for whom they are intended.

PhDr. Miroslava Kopicová  
NTF Director

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## I. Starting point – project aims following the TOR

The department for staff development in public administration of the Mol reform section defined project tasks in the area of human resources development based upon the concept of public administration reform in the Czech Republic. The aim of the project was to support effectively government efforts and programs intended to the reform of public administration system, and especially to manage and develop human resources in public administration. Three specific goals were identified:

1. Propose a system for managing state services and human resources development in public administration, including a proposal for establishing an office for state service and a central institute for public administration within the general strategy and policy of public administration reform in the Czech Republic.
2. Improve the level of competence of officials, educators, change managers, personnel managers, and others who are responsible for carrying out reforms.
3. Improve the standard of human resources management in public administration, the training of public administration staff, and raise general awareness of the importance of lifelong learning and the quality of management of human resources in public administration.

In June 1999 an international tender was announced, in which a bid was submitted by the consortium composed of NTF, EIPA, CSC, INA a VAB. NTF has already collaborated with EIPA on projects in the field of public administration reform strategy, and with EIPA and CSC in the area of training state officials. INA was included in the consortium due to the similar historical development of our countries (transition from a totalitarian regime to democracy) and for its experience in establishing a public administrative institute and approach to managing human resources in a career system. VAB is an institute in a neighboring country with historically similar culture of public administration. The consortium proposed the way of project implementation and the specific outputs which it was prepared to produce. This bid was selected in the tender as winning one and the consortium was entrusted with carrying out the project.

Originally the project implementation was planned for 18 months, but since the contract was not signed until December 1999, only 11 months remained to carry out the work in practice.

The breadth and depth of the TOR, together with time constraints, placed enormous demands on members of the project team with respect to project management and the coordination and implementation of activities.

## II. Project works methodology

Project work was managed and coordinated by NTF. The basic team consisted of four members: project manager, head of the training sub-team, head of the personnel sub-team, and research assistant. The basic team managed individual groups of experts working in particular areas, and insured the general cohesion of project work and the logistics of project support.

The structure of the basic team was formulated according to the structure of project tasks, which were divided into three groups:

1. tasks common to both teams – system development support
2. tasks of the personnel team
3. tasks of the training team

In the opening phase of the project an inception report was compiled (February 2000), which presented project tasks in all three groups broken down into individual activities, along with a detailed time schedule for work and overview of anticipated project outputs.

Various methods were used in carrying out the project to ensure coherence of project work, applying the expertise of foreign partners on the current state of development in the Czech Republic. These methods involved:

1. Study of current government documents in the area (prepared by MoI, MOLSA, MoFA, MOEYS) and additional materials prepared and furnished by employees of the MoI department for staff development
2. Study of foreign documents, furnished by foreign partners
3. Consultation and seminars with foreign experts
4. Consultation within project sub-teams
5. Research and questionnaire inquiries at select public administration offices
6. Consultation and seminars with members of select university faculties
7. Seminars for personnel departments staff of public administration offices
8. Formulation of individual documents and outputs by Czech and foreign experts
9. Commentary on elaborated materials from the project Advisory Experts Group and from employees of state administration offices

10. Efforts to involve the employees of department for staff development in the project as much as possible, particularly their participation in project team meetings, seminars, and consultations
11. Implementation of the training program
12. Implementation of study trips
13. Presentation of project tasks and outputs and foreign experiences at the opening and closing seminars.

In this way, general analytical materials, methodologies and drafts of final outputs were gradually produced and revised several times, incorporating invaluable observations and remarks into the final version.

### III. Project outputs

Project outputs have been presented in the form of

- (i) printed materials
- (ii) seminars
- (iii) study trips
- (iv) implementation of training programs
- (v) networking with relevant institutions

Outputs have been broken down into 3 areas:

- (i) support to the overall system development,
- (ii) creation of specific methodologies for personnel management
- (iii) creation and implementation of training programs

#### **A. Support to the system development:**

##### **1. Proposal for System of Training Public Administration Staff**

The first version of a system was proposed based upon expert studies by members of the project team carried out in April and submitted for assessment by the Advisory Experts Group in May. This material was not required by the TOR, but it included individual items of the TOR and attempted to place them in a general framework. The proposal comprised the following chapters:

- Basic system characteristics
- Target groups, content and methods of training
- Management of training
- Institutional building
- Needs analysis and programs development
- Management and quality guarantee
- Financing and efficiency
- Priorities for the successful preparation and implementation of the system

In following phase of the project, the chapters concerning the institutional building and quality management were dealt with in greater details, and the following materials were submitted:

Quality management in the area of training public administration staff, aimed at assessing training programs, their implementation, the efficiency of training and the methods used for these purposes in EU countries.

The National Public Administration Institute is material which, based upon foreign experience and an analysis of needs in the Czech Republic, proposes variants of possible economic and legal forms of the future institution, specifying suitable bodies necessary for its functioning, and proposing a way of its management. The description of the activities of the future institution stem from a report entitled “Proposed Strategy for the Development of Human Resources in the Central Administration of the CR” prepared by EIPA in project CZ9405-01-01-02 - “Improvement of Public Administration – phase 1” and from the Concept for Staff Training in Public Administration drafted by MoI and approved by the government.

## 2. Support to the cooperation of universities in the preparation of future public administration employees

During the course of the project, two seminars took place for representatives of four select university faculties (see the list in appendix No. 4) with the goal of:

- (i) updating material on study programs in the area of public administration, originally created in project CZ 9405-01-01-02
- (ii) discussing project outputs with regard to the training system and programs
- (iii) establishing a platform for the discussion on minimal educational standards for future public administration employees
- (iv) specifying the criteria for purchasing literature for faculty libraries, supporting the participation of faculty employees in conferences using project funds set aside for this purpose.

The report entitled Analysis of University Education for Public Administration at Select Faculties in the CR contains an overview of the study branches in public administration according to individual study arrangements and their content at four university faculties taking part in the project. The project team propose to place this material on the internet so that it may be further updated and expanded by information about other universities offering education in public administration.

At the first seminar of university faculties participating in the program, the need was determined for a certain standardization of study programs in field of public administration. The schools have agreed to attempt in cooperation with other public administration faculties to establish a set of minimum standards for this field, so that study in this area results in clear and comparable outputs. At the second seminar there was discussion of a methodology for creating the specific content of these minimum standards. The conclusions of this discussion were compiled into a report entitled “Educational Standards in Public Administration at Universities and Faculties of Economics and Law – Proposal”. This

material will serve for further discussion on the subject even after the completion of the project.

Individual faculties have prepared a list of literature and a proposal for the payment of conference fees and membership dues (NISPACee) in accordance with rules agreed upon in the project. The list was approved and items were purchased using project funds.

### 3. Support to the Mol department of staff preparation

Two study trips, to Portugal and Great Britain, were prepared for employees of the Mol department of staff preparation and for employees of the Government Office's department of civil services. In Portugal, participants visited the INA, the institute which trains central administration officials, then CEFA, the institute for training employees in local administration and the general directorate of public administration, which is part of the Ministry of Public Administration, and which creates the personnel management policy for public administration. In Great Britain participants visited the Center of Management and Policy Studies, which is a part of the Cabinet Office responsible for the methodological management of the training institute for civil servants - CSC. The result of these study trips was not only an acquaintance with the organization, functioning, and content of the institutions visited. Participants also obtained many source materials, some of which were translated into Czech. Another benefit of these study trips was the establishment of useful ties for future cooperation.

The NTF has compiled a public administration bibliography of materials available in the NTF library. This overview was submitted to employees of the staff preparation department and representatives of cooperating faculties. The staff preparation department has specified the criteria for purchasing literature and CD-ROMs for the future public administration institute. The purchased literature has already been handed over.

Another portion of the funds intended for support was used to create a Four-language glossary of terms in public administration, especially development of human resources and personnel policy. The multilingual glossary of terms compiled by EIPA was used as a base, in turn supplemented by translations into English, French, and German. The glossary also includes a section of definitions in Czech of the most important professional terms in the field.

#### 4. Opening project seminar

The opening seminar of the project was attended by representatives from various personnel departments of central state administration, representatives of other offices collaborating on the project, representatives of participating universities, and members of the Advisory Experts Group. The seminar was held in February, presenting the project tasks and the plan for its implementation as proposed in the inception project report. Representatives of universities and select offices presented their problems in the area of human resources development, especially with respect to supply and demand. Foreign partners presented the system of personnel work in public administration, public administration reform, and their training institutes (CSC, EIPA, INA, VAB).

#### 5. Closing seminar

The closing seminar took place in early December. Representatives of MoI and of the Government office presented information on recent developments in the area of human resources development in public administration reform and on preparation of civil service law. Representatives of MoI, Advisory Experts Group and three cooperating universities expressed their satisfaction with the project and its outputs. The project team presented the information on all important partners in the project, on its implementation and its outputs. Each participant of the seminar has got short printed information on these outputs. The seminar was supplemented by the exhibition of final project outputs, dissemination of them was required by the participants. Foreign partners prepared presentations on select themes (e.g. work with young public administration employees, top management programmes - CSC, quality assessment of training - EIPA, personnel policy in public administration and its assurance – INA).

### **B. Creating a methodologies for personnel management and their verification:**

In the area of personnel management it was required by TOR to create methodologies for job descriptions, recruitment and staff selection, staff assessment, and the monitoring of staff mobility. To make the description of these methodologies more easily accessible, the project team compiled a report entitled Minimum of Personnel Management in Public Administration, with the methodologies included as appendices.

In the first phase of the project, analytical materials were prepared using information from

- (i) consultation with select public administration offices (see list in appendix No. 3)

(ii) from questionnaires distributed to these offices.

While compiling the information, materials furnished by foreign partners were used, and in the area of job description the method used in west European countries was adopted for the description of competence necessary for performing specific job. In the first half of the year, the following analytical materials were created and gradually handed over to the department of staff preparation:

Work analysis

Competence analysis

Recruitment and selection of public administration staff – Summarized assessment of experience in select EU countries

Goals and methods of staff assessment in public administration

Personnel records in public administration in the CR and in select EU countries

Analysis and certain aspects of managing the mobility of public administration staff

These analytical materials were used to formulate the methodologies given in the appendices to Minimum of Personnel Management in Public Administration:

Methodology for competence analysis

Methodology for recruitment and staff selection

Methodology for mobility analysis and management

Methodology for staff evaluation

Recommended personnel information system

### **C. Creating training programs:**

1. A general framework, encompassing already created individual training programme modules, was prepared and entitled Proposed Modular Training Programme for Public Administration Staff. The second version was discussed at seminars with cooperating faculties in October. Based upon ensuing feedback, the material was worked into a final version. The modular programme consists of the following chapters:

Discourse on how the modular programme is conceived

Structure and features of the modular training programme

How to create a typical training plan

Description of programmes created within the scope of the project

## 2. Inception training for public administration staff

In the first phase, a programme proposal was drafted elaborating the topics to be treated. The 1<sup>st</sup> version was submitted in July, the 2<sup>nd</sup> version was submitted in September and discussed with the Advisory Experts Group in November. Upon their suggestion, the range of topics included in the program was expanded. Aside from a definition of topics, the programme description, includes the method of work with the programme and selection of topics according to education, previous practical experience, and the position which the new employee will be filling.

Inception training is comprised of four blocks

- (i) universal (horizontal, cross-section), which offers a selection of topics to supplement "basic official knowledge and skills"
- (ii) specialised, depending upon the future job position of the employee
- (iii) local orientation, acquainting the employee with the office and future workplace
- (iv) professional work stay, a non-obligatory block culminating the overall preparation of a new employee.

The topics of the universal block have been used to create a basic textbook and instructions for lecturers. The breadth of the material and formulation of textbooks is suitable for employees with university degrees.

## 3. Modular training programme for top managers in public administration

The original plans calling for the adaptation of the "Global Management" programme were dropped, since there are too many specifics involved in public administration. The only elements taken from the original programme were select methods, universally applicable for managers. An entirely new programme was formed, the first version of which was submitted in July. In November the programme was discussed with the Advisory Experts Group and based upon its recommendations adaptations were carried out in the definition of target groups. The programme is broken down into six sections, with specific modules defined for each section:

- (i) Basic knowledge
- (ii) Methodological skills
- (iii) Communication skills
- (iv) Managing people
- (v) Managing activities

(vi) Self-management

Select modules (15) were prepared as description for lecturers, including practical questions and references to literature.

#### 4. Modular training programme for Human resources management in public administration

The project study of the programme, adapted from a similar programme dedicated to the private sector, was discussed with personnel directors from central bodies. Their comments were used to adapt the programme and the description of individual modules of the programme was presented at a seminar of public administration personnel directors in October. This seminar also resulted in some helpful recommendations, which were subsequently incorporated in the final version of the programme. The programme includes the following topics, each of which is broken down into 4 – 5 modules:

- (i) Personnel management in public administration
- (ii) Organizational culture and organizational changes
- (iii) Recruitment and staff selection
- (iv) Staff training and development
- (v) Managers development
- (vi) Staff motivation, performance management and assessment
- (vii) Rewarding and caring for employees

#### 5. Training for trainers – top experts from public administration bodies

The training programme and teaching materials were prepared by lecturers from the Civil Service College and translated into Czech. The programme consisted of two three-day modules. The first module was more theoretical, while the second dealt with practical mastery of the methods presented. Training sessions were full-time, and aside from 15 selected officials were also attended by two experienced Czech lecturers from the Training Centre for Public Administration of the CR, which will present the programme in the future to other public administration employees. The programme was simultaneously translated so that there was no needless loss of time. Each module was concluded with an evaluation by the participants, and upon completion the participants received a certificate.

The program of modules was as follows:

1<sup>st</sup> module – Systematic approach to training, need analysis, theory of teaching and motivation, object and goals, teaching methods, proposal and creation of training programmes, support to participatory learning, action planning, assessment of modules by participants.

2<sup>nd</sup> module – Tips and advice for trainers, practical training – preparation of presentations, presentations of individual participants, feedback, assessment and further expansion of knowledge, problems and questions associated with training (group dynamics, etc. ), action planning, and evaluation of the course by the participants..

The output of the project is the comprehensive material entitled Training of trainers – top experts in public administration, intended for further use by Czech lecturers. The material includes the following parts:

- (i) brief description of the program and its goals
- (ii) training program – time schedule for both modules
- (iii) 2 sets of teaching materials for both modules
- (iv) evaluation forms for participants
- (v) sample certificate upon course completion

## IV. Assessment of project implementation

The entire project took place over the course of 11 months in 2000. In spite of the fact that the goals of the project as stated in the TOR were very ambitious, the project team attempted to do their utmost to meet these goals even under such tight time constraints, which was especially demanding for work in an international environment. The implementation of the project and its integration to current affairs in public administration was helped considerably by the very close cooperation with the project initiator, the department of staff preparation at the MoI reform section. The quality of the outputs discussed at meetings of the Advisory Experts Group was improved greatly by the valuable and qualified comments of its members. In consideration of this assistance, the project team would have welcomed more frequent opportunities to discuss matters with the Advisory Experts Group.

The TOR required a great number of specific outputs, which were grouped into three logical wholes, as already mentioned in section II.

- (i) Work on tasks in the area of general system support was in the first phase of the project compiled into a document entitled "Proposal for System of Training Public Administration Staff". This material was not explicitly required by the TOR but encompasses partial tasks concerning training management, quality assessment, establishment of a public administration institute etc. During the next phase further detailed partial materials focusing on questions specified in the TOR in the area of institutional support and quality management of public administration training were developed. Also valuable was the support to universities, not only with respect to direct support to them, but mainly as a means of creating a discussion forum for development in the area of preparing future public administration employees.
- (ii) In addition to the methodologies required by the TOR in the area of personnel issues, a report was published entitled "Minimum of personnel management in public administration", which through the use of the individual methodologies enclosed provides a general framework for personnel management in public administration. In the first phase of the project, an important source of information was analyses and inquiries carried out in select public administration offices, the conclusions of which were projected into the output materials.

- (iii) In the area of creating new programmes, the TOR specified the need for creating a modular training programme for public administration employees. The project team created a framework for the content of the programme and tried to indicate ways of possible use for creating individual training plans. Further, requirements were specified for creating two particular training programmes, an induction course for new employees, and a minimum course for lecturers. Upon further discussion with the department of staff preparation, the textbook for new employees will be supplemented with a chapter on ecology, which was deemed essential at the November meeting of the Advisory Experts Group. The project team has prepared two additional modular programmes for groups specified in the TOR, namely for top managers and personnel managers

The project did not deal however, with two partial items specified by the TOR (see pg. 4 of this report), which are no longer current. This concerns the proposal for the establishment of an office for state services, since this proposal has essentially already been approved by the Civil Service Law, and the training of change managers, since this programme has already been set up and run in pilot form through the project CZ 9405-01-01-02.

The project team is convinced that it has met the overall and partial goals of the project and that it is providing outputs which will be useful not only for the further development of the human resources system in public administration, but that the specific methodologies and training programmes created will in the immediate future be used in practice.

## **V. Recommendations for further activities in the area**

Mol has focussed the TOR on the long neglected and under appreciated area of public administration. We may consider human resources to be "basic means of production" in the administration of public affairs, and as such should be devoted sufficient attention, including investment into long-term development and improvement. The work of the project team attempted to support this process and offer at least a few instruments to facilitate an improvement in the quality of people working in public administration. Of course it was not possible to solve all problems within the scope of the project and produce all necessary instruments. Therefore, we feel that the current project should be continued in several areas:

- (i) Support to the system of human resource development and its management through the creation of a suitable institutional framework to secure all main components of care for the development and management of human resources in state administration. Specifically, we have in mind support to the newly established department of state service at the Office of the Government (or support to the General Directorate of Civil Service following passage of the Civil Service Law). Support should consist of technical assistance by foreign experts from similar bodies in countries, specified by the department of civil service based upon benchmarking carried out in EU countries. According to our current knowledge from select EU countries, the content of work should be focussed on the creation and implementation of a human resource management policy in public administration, based on the assessment of current data from state administration and the latest knowledge from abroad, as well as the methodological and consulting support from the personnel departments of individual central government offices.
- (ii) As soon as possible establish a "National Public Administration Institute" in a form guaranteeing economic and legal independence, but with the strong influence of state administration in its governing bodies which determine and approve the activities of the institute. The institute should assume the role of creator of a training system, incorporating the training programmes prepared within the scope of this project. The principles for establishing the institute have been proposed in the "National Public Administration Institute" report produced by this project, and are based upon the EIPA study from project CZ 9405-01-01-02. Establishment of the

institute should be supported both through the technical assistance provided by experts from similar institutions in EU countries, and material support through the purchase of technical equipment for training programmes development and implementation (computers, overhead projectors, data projectors, copying machines, internet connection etc.), basic library furnishings, and a transfer of existing training programmes, especially in the area of mastering skills (mostly those used in all departments – such as general management, project management, negotiation within the EU, assigning public contracts, financial management, inspection, ethical and moral values of public administration employees, train the training managers in training management, marketing, assessment, etc.). The new institute should be connected to international networks, beginning with NISPACee and the EIPA scientific council.

- (iii) Support institutions active in teaching self-government, particularly the Training Centre for Public Administration in the CR, by offering the transfer of suitable programmes from abroad and establishing a marketing strategy to address potential users of its services. Strengthen regional centres through the technical assistance of experts, purchase of suitable equipment to create training materials, and implementation of the courses themselves. These centres will take care of human resources development in newly established regional autonomous bodies.
- (iv) Support universities offering courses in public administration, in formulating minimum standards in the field through the organization of workshops as well as providing opportunities for familiarising with study programmes at similar schools abroad.
- (v) Support the knowledge obtained through this project by funding the dissemination of the outputs through seminars, discussions, and distribution of materials, especially ready programmes (including textbooks for new public administration employees), the Minimum for Personnel Management in Public Administration (including methodologies), the four-language glossary of terms, etc. We also feel that it would be especially helpful to put the majority of outputs on the internet, so that they may be used by all potential users.

The project team considers the first four items mentioned above to be fundamental, requiring additional long-term support. If some elements are found lacking, the system of human resources management in public administration will not be fully functional, which will

naturally affect the quality and efficiency of services offered to citizens, entrepreneurs, the non-profit sphere, and civic initiatives in our country.

# Appendix 1

## Members of the Project Team

### Long-term experts

1. Ing.Jarmila Modrá, project manager
2. doc.Ing.Bojka Hamerníková, CSc., head of the training sub-team
3. Ing.Jaroslav Berka, head of sub-team personnel
4. Mgr.Marcela Severová, research assistant

### Short-term local experts (in alphabetical order)

1. Ing.David Collins
2. doc.Ing. Zuzana Dvořáková, CSc.
3. prof. Ing. Jiří Kleibl, CSc.
4. prof. Ing. Josef Koubek, CSc.
5. PhDr. Ivor Krátký
6. doc. Ing Květa Kubátová, CSc.
7. doc. JUDr. Ivan Malý, CSc.
8. doc. JUDr. Richard Pomahač, CSc.
9. prof. PhDr. Martin Potůček, CSc.
10. JUDr. Petr Pour
11. doc. PhDr. Lenka Ravná, CSc.
12. prof. Ing. Luděk Urban, CSc.
13. doc Ing. Václav Urbánek, CSc.
14. Dr.Dipl.Ing. Jiří Zemánek

### N'TF Support

1. PhDr. Miroslava Kopicová
2. PhDr. Miroslava Mandíková

## **Foreign short-term experts**

1. Dr.Milan Kubr, CSc., independent expert

### **2. EIPA**

Joan Corkery

Michael Kelly

Harry List

Koen Nomden

Robert Polet

Veronique Poupart

Yrjö Venna

### **3. CSC**

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Margaret Batty

Robert Behrens

Christopher Cooper

Kenneth Ingram

David Jameson

Barbara Kenton

Samantha Manning

Graham O'Connell

### **4. INA**

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Rui Afonso Lucas

Jose Eduardo Lopes Luis

Julio Gabriel Casanova Nabais

Manuel Jose Mountinho Padua

Artur Ferreira da Silva

### **5. VAB**

Helen Addison

Ernst Kouba

## Appendix 2

### Members of the project Advisory Committee

#### Chairman:

Prof. Ing. Dušan Halásek, CSc.  
head of the department of public economics, faculty of economics VŠB Ostrava

#### Members:

Ing. Edvard Outrata  
senator

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Ing. Jaroslav Rektořík, CSc.

asst. dean for the student studies and social affairs, Faculty of Economy and Law MU Brno

Prof. JUDr. Dušan Hendrych, CSc.

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PhDr. Jiří Venclík

director of the Public Administration Academy of Brno

## Appendix 3

### Select Cooperating Public Administration Offices

***Ministry of the Environment***

JUDr. Iva Cibulková, director of the personnel department

JUDr. Vladimír Čermák, head of education

***České Budějovice Regional Office***

Marie Schwarzová, head of the personnel department

***Pardubice Regional Office***

Ing. Jaroslava Plačková, head of the personnel department

***Ostrava City Hall***

Mgr. Kartouzková, secretary

JUDr. Miroslav Býma, head of the organizational department

***Telč City Hall***

RNDr. Miloš Vystrčil, mayor

Oldřich Zadražil, secretary

***Zlín City Hall***

Ing. Zdeněk Mikel, secretary

Ivana Doležalová, department of personnel and education

## Appendix 4

### Select Cooperating University Faculties

***Faculty of Economics VŠB Ostrava***

Prof. Ing. Dušan Halásek, CSc. – head of the department of public economics

***Faculty of Economic Administration, Masaryk University Brno***

JUDr. Ivan Malý, CSc., asst. dean

***Faculty of Law, West Bohemian University in Plzeň***

JUDr. Tomáš Louda, CSc., head of the department of public administration

***Faculty of Economic Administration, Pardubice University***

Ing. Josef Pešta, CSc., dean