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REGIONAL CIVIL SERVICE hub in Astana

ELECTRONIC JOURNAL

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РЕГИОНАЛЬНЫЙ ХАБ В СФЕРЕ
ГОСУДАРСТВЕННОЙ СЛУЖБЫ
в Астане

ЭЛЕКТРОННЫЙ ЖУРНАЛ



The electronic journal of the Regional hub of civil service is an academic publication for the member-countries of the hub and beyond. The mission of the journal is to provide an expert platform of the Regional hub for a constructive exchange of opinions and discussions of advancing civil service and public administration by practitioners and academics taking into account the regional specificities. The purpose is to promote debate and expertise in the region and fuel more in-depth research on public administration and civil service of the countries of the region by leading global experts. The journal is intended for experts, practitioners and academics, and is published by the Academy of public administration under the President of the Republic of Kazakhstan.

Электронный журнал Регионального хаба по распространению знаний и опыта в сфере государственной службы является научно-аналитическим изданием для стран участниц хаба и за ее пределами. Миссией журнала является обеспечение экспертной платформы регионального хаба для конструктивного обмена мнениями и обсуждения аспектов совершенствования государственной службы и государственного управления практиками и учеными с учетом региональной специфики. Целью является продвижение передовой научно-аналитической активности в регионе и научного интереса зарубежных экспертов к более детальному исследованию государственного управления и государственной службы стран региона. Журнал предназначен для экспертов, практиков и ученых и публикуется Академией государственного управления при Президенте Республики Казахстан.

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ELECTRONIC JOURNAL

Issue 1

October 2013

Modernisation of civil service: increasing
the efficiency for sustainable development



Astana

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CALL FOR SUBMISSIONS

Practitioners and academics from member-countries of the Regional hub of civil service are invited to submit their papers, case studies, and book reviews for the second edition of the Regional hub of civil service e-Journal.

Paper guidelines:
Please substantiate your policy analysis with tangible policy recommendations. Papers should not exceed 15,000 words excluding endnotes and bibliography. Submissions must include a one-page abstract of the paper with contact information. Citations must follow the social science author-date system in the Chicago Manual or Harvard styles. Authors are encouraged to submit their book reviews (max. 1,500 words).

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ПРИГЛАШЕНИЕ К ПУБЛИКАЦИИ СТАТЕЙ

Приглашаем практиков и ученых стран – участниц Регионального хаба направлять статьи, кейс-стади и обзоры книг для второго номера электронного журнала.

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REGIONAL HUB OF CIVIL SERVICE'S E-JOURNAL #1 OCT.2013

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NOTES FROM THE EDITOR'S DESK

Dear Reader,

The first issue of the Electronic journal of the Regional civil service hub highlights speeches and papers presented during the Global conference on civil service within the 6th Astana Economic Forum and additional articles. Our first issue begins with Alikhan Baimenov's speech where he draws your attention to the historical milestones of civil service development in Kazakhstan and associated challenges at each stage of development and innovative solutions found. Professor Rolet Loretan explains how the Institute serves as a worldwide platform for administration and identifies the main trends in public sector and administration. In the long run Professor Loretan sees Kazakhstan as a hub for establishing the Central Asian and Caucasus group of Public Administration. Irakli Kotetishvili provides rather interesting insights into the recent transformation of public governance in Georgia.

Alexander Turchinov highlights the stages of civil service development in Russia and current challenges. Aaly Karashev provides insights into the experience and innovations of Kyrgyz Republic on civil service formulated through 11 steps of modernization. Caspar F. van den Berg, Frits M. van der Meer and Gerrit S. A. Dijkstra stress the recent movement towards equalizing civil service personnel policies and practices with those in the private sector. They argue that there is a trend towards managerial bargains. Dr. Matthew Stafford gives valuable insights into the United States

executive civil servants training system discusses executive core qualifications and competencies such as communications and problem-solving.

Dr. Bolatbek Abdrassilov draws your attention to the role and achievements of Kazakhstan's Academy on civil service training and its priorities according to the Strategy Kazakhstan – 2050. Professor Yelena Kalyuzhnova focuses on the main areas of public administration research. Deniz Susar highlights the role of the important programme entitled United Nations Public Administration Network (UNPAN) designed to help countries, especially developing countries and those in economic transition, to respond to the modern challenges. Professor Urkhan Alakbarov emphasizes the importance of human capacity building for sustainable development and security. Professor V. A. Shamahov emphasizes the modern requirements and success criteria of civil service training institutions in Russia while professor Tyurin E. A. discuss the topic of Eurasian state building.

We hope our first issue will be of interest to you and that it will spark policy debates on the issues addressed by the above scholars. We would once again like to thank those who have provided their invaluable advice and guidance in creating the e-journal of the Regional hub of civil service.

*Yours Sincerely,
Editorial Board*

Уважаемый читатель!

Представляем Вашему вниманию первый выпуск электронного журнала Регионального хаба в сфере государственной службы, содержащий основные выступления и документы, озвученные в ходе Глобальной конференции по государственной службе в рамках VI Астанинского экономического форума. Наш первый выпуск начинается с речи Алихана Байменова, где он обращает внимание на исторические пути становления системы государственной службы в Республике Казахстан, а также связанные с этим проблемы и найденные инновационные решения. Профессор Ролет Лоретан объясняет, как Институт государственной службы работает в качестве всемирной платформы для управления, определяет основные тренды в государственном секторе и администрации. В долгосрочной перспективе профессор Лоретан видит Казахстан в качестве Хаба стран Центральной Азии и Кавказа в целях создания группы по исследованию государственного управления. Ираклий Котетишвили представляет довольно интересную информацию о последних преобразованиях в сфере государственного управления в Грузии.

Александр Турчинов выделяет этапы становления и характерные проблемы системы государственной службы Российской Федерации. Статья Аалы Карашев дает представление об опыте и новшествах Республики Кыргызстан в системе государственной службы, показывая это посредством одиннадцати шагов модернизации. Каспар Ф. ван ден Берг, Фриц М. ван дер Меер и Геррит Дейкстра в своей статье рассматривают последние шаги к выравниванию государственной службы с частным сектором. Они утверждают, что существует тенденция управленческих сделок. Доктор Мэтью Стаффорд представ-

ляет ценную информацию о системе повышения квалификации государственных служащих, работающих в органах исполнительной власти США, а также обсуждает основные квалификации и компетенции данного звена, такие как коммуникативность и решение проблем.

Доктор Болатбек Абдрасилов обращает внимание на роль и достижения казахстанской Академии в подготовке и обучении государственных служащих в контексте Стратегии «Казахстан – 2050». Профессор Елена Калюжнова делает акцент на направлениях исследований в области государственного управления. Дениз Сусар выделяет роль такой важной программы, как Сеть государственного управления ООН (ЮНПАН), которая разработана, чтобы помочь – в особенности развивающимся странам и странам с переходной экономикой – дать ответ на современные вызовы. Профессор Урхан Алакбаров подчеркивает важность человеческого потенциала в интересах устойчивого развития и безопасности. Профессор Шамахов В. А. демонстрирует современные требования и критерии, предъявляемые к учебным заведениям Российской Федерации для обучения госслужащих. Профессор Тюрина Е. А. обсуждает тему государственного становления в Евразийском регионе.

Надеемся, что наш первый выпуск будет представлять интерес и вызовет живое обсуждение по вопросам, затронутым вышеперечисленными учеными. Мы хотели бы еще раз поблагодарить тех, кто дал бесценные советы и рекомендации в создании электронного журнала Регионального хаба в сфере государственной службы.

*С уважением,
редколлегия*



Қазақстан Республикасының Президенті
Президент Республики Казахстан

АСТАНА, АҚОРДА

12/03/2013

**Мемлекеттік қызмет саласындағы аймақтық
хабтың құрылтай конференциясының
қатысушыларына**

Құрметті конференцияға қатысушылар!

Қазақстанның қонақжай елордасы – Астанаға қош келдіңіздер!

Мемлекеттік қызметті дамыту, оның халықтың күннен күнге өсіп келе жатқан талабына сәйкестендіру кез келген үкіметтің маңызды басымдықтарының бірі болып табылады.

Әр елдің мемлекеттік қызмет реформасының күн тәртібі халықаралық тәжірибе, аймақтық және ұлттық ерекшеліктерді ескере отырып өзекті мәселелерді зерделеу негізінде анықталады.

Қазақстан озық халықаралық тәжірибені белсенді зерттеуге қызығушылық танытып және сарапшылар жоғары бағалаған қазақстандық мемлекеттік қызмет моделін дамыту тәжірибесімен бөлісуге мүдделі.

Сондықтан, мен мемлекеттік қызмет саласында үздіксіз тәжірибе, білім және ақпарат алмасу үшін тиімді институционалдық базаға айналатын Аймақтық хаб құру бастамасын қолдадым.

Біз хатшылықтың тиімді жұмыс жасауына барлық жағдайлар жасап және әріптестерімізбен бірге Аймақтық хаб әлеуетін дамытуға күш саламыз.

Конференцияға қатысушыларға жемісті жұмыс тілеймін!

 Нұрсұлтан Назарбаев

**Welcome address of H. E. President of the
Republic of Kazakhstan to the participants of the
Founding conference of Regional hub of civil service**

Dear Participants of the Conference!

Let me cordially welcome you in a hospitable capital of Kazakhstan in Astana.

Civil service development and bringing its features in accordance with rising citizens' expectations are important priorities of any government activity.

The agenda of civil service reform in each country is defined as a result of analysis of key issues with considering international experience, regional and national characteristics.

Kazakhstan is interested in actively learning the best international practices and claims its readiness to share its own experience in developing the civil service model which is highly graded by the experts.

That's why I have supported an initiative of creating Regional hub which can establish an efficient institutional base for continuous exchange of experience, knowledge and information in civil service sphere.

We are intended to create all conditions for effective work of the secretariat and undertake efforts with partners to build up the Regional hub's potential.

I wish a productive work to the conference participants!

N. Nazarbayev

March 15, 2013

Приветственное слово Президента Республики Казахстан участникам Учредительной конференции Регионального хаба в сфере государственной службы

Уважаемые участники Конференции!

Сердечно приветствую вас в гостеприимной столице Казахстана – Астане.

Развитие государственной службы, приведение ее характеристик в соответствие с возрастающими ожиданиями граждан являются важными приоритетами деятельности любого правительства.

Повестка реформы государственной службы в каждой стране определяется исходя из анализа актуальных проблем с учетом международного опыта, региональных и национальных особенностей.

Казахстан заинтересован в активном изучении лучшей международной практики и готов делиться собственным опытом развития модели государственной службы, получившей высокую оценку экспертов.

Именно поэтому мною поддержана инициатива создания Регионального хаба, который может стать эффективной институциональной базой для непрерывного обмена опытом, знаниями и информацией в сфере государственной службы.

Мы намерены создавать все условия для эффективной работы секретариата и вместе с партнерами предпринимать усилия по наращиванию потенциала Регионального хаба.

Желаю участникам конференции плодотворной работы!

Н. Назарбаев

15 марта 2013 года

DECLARATION OF THE FOUNDING CONFERENCE OF THE REGIONAL HUB OF CIVIL SERVICE

We, the participants of the Founding Conference of the Regional hub for sharing knowledge and experience on civil service (hereinafter referred to as Regional hub),

being convened in Astana, the Republic of Kazakhstan, to discuss based on the principles of openness, transparency, voluntariness and mutual obligations the establishment of the Regional hub aimed at creating an institutional network for a continuous knowledge and experience sharing on civil service,

realizing the importance of improving civil service for sustainable development as well as the need for continuous exchange of accumulated international and regional experiences in the area of civil service,

understanding the necessity of an expert network and institutional opportunities for knowledge and experience sharing in the area of civil service as well as for training and excellence of civil servants,

assuming that each of the participating states independently defines its own civil service reform and modernization agenda and in a view of accumulated international and regional experiences,

we declare that:

We welcome the initiative of the Agency of the Republic of Kazakhstan for Civil Service Affairs and the United Nations Development Programme to establish the Regional hub of civil service in Astana.

We endorse the establishment of the Regional hub of civil service.

We consider that the main goals of the Regional hub of civil service shall be as follows:

- to analyze current reforms of civil service in countries of the region;
- to strengthen cooperation and build capacity of professional and expert networks;
- to create conditions and establish an institutional platform for continuous exchange of best practices;
- to implement joint programs and projects;
- to improve the system of civil service and public services provision within the region.

With the aim of effective operation of the Regional hub, we have agreed to establish the Steering Committee of the Regional hub.

We welcome the initiative of the Republic of Kazakhstan to finance operation of the Regional hub at its initiation stage and agree to seek and attract additional sources of financing.

We welcome the intentions of the Agency of the Republic of Kazakhstan for Civil Service Affairs and the United Nations Development Programme to proceed with establishment of the Regional hub and ensure founding and operation of the Secretariat.

We express our gratitude to the Republic of Kazakhstan for organizing the Founding Conference of the Regional hub.

Astana city, 15 March 2013

ДЕКЛАРАЦИЯ УЧРЕДИТЕЛЬНОЙ КОНФЕРЕНЦИИ РЕГИОНАЛЬНОГО ХАБА В СФЕРЕ ГОСУДАРСТВЕННОЙ СЛУЖБЫ

Мы, участники учредительной конференции Регионального хаба по распространению знаний и опыта в сфере государственной службы (далее – Региональный хаб),

собравшись в г. Астане, Республика Казахстан, чтобы на принципах открытости, прозрачности и добровольности обсудить вопросы учреждения Регионального хаба, целью которого является формирование институциональной сети непрерывного обмена знаниями и опытом в сфере государственной службы;

осознавая важность совершенствования государственной службы для устойчивого развития, необходимость постоянного обмена накопленным мировым и региональным опытом в сфере государственной службы;

понимая необходимость создания сети экспертов и институциональных возможностей для обмена знаниями и опытом в сфере государственной службы, а также для обучения и повышения квалификации государственных служащих;

исходя из того, что каждая страна-участница самостоятельно определяет меры по реформированию и модернизации системы государственной службы, принимая во внимание при этом накопленный международный и региональный опыт;

заявляем о следующем:

Мы приветствуем инициативу Агентства Республики Казахстан по делам государственной службы и Программы развития ООН и заявляем о намерении создать в Астане Региональный хаб в сфере государственной службы.

Мы считаем, что основными задачами Регионального хаба в сфере государственной службы должны быть:

- анализ текущих реформ государственной службы в странах региона;
- укрепление сотрудничества и потенциала профессиональной и экспертной сетей;
- создание условий и институциональной площадки для непрерывного обмена передовым опытом;
- реализация совместных программ, проектов и различных мероприятий;
- содействие в совершенствовании системы государственной службы и качества оказания государственных услуг населению в регионе.

В целях эффективного управления Региональным хабом мы планируем создать управляющий комитет Регионального хаба.

Мы приветствуем инициативу Республики Казахстан по обеспечению финансирования деятельности Регионального хаба на стадии его формирования и договариваемся о поиске и привлечении дополнительных источников финансирования.

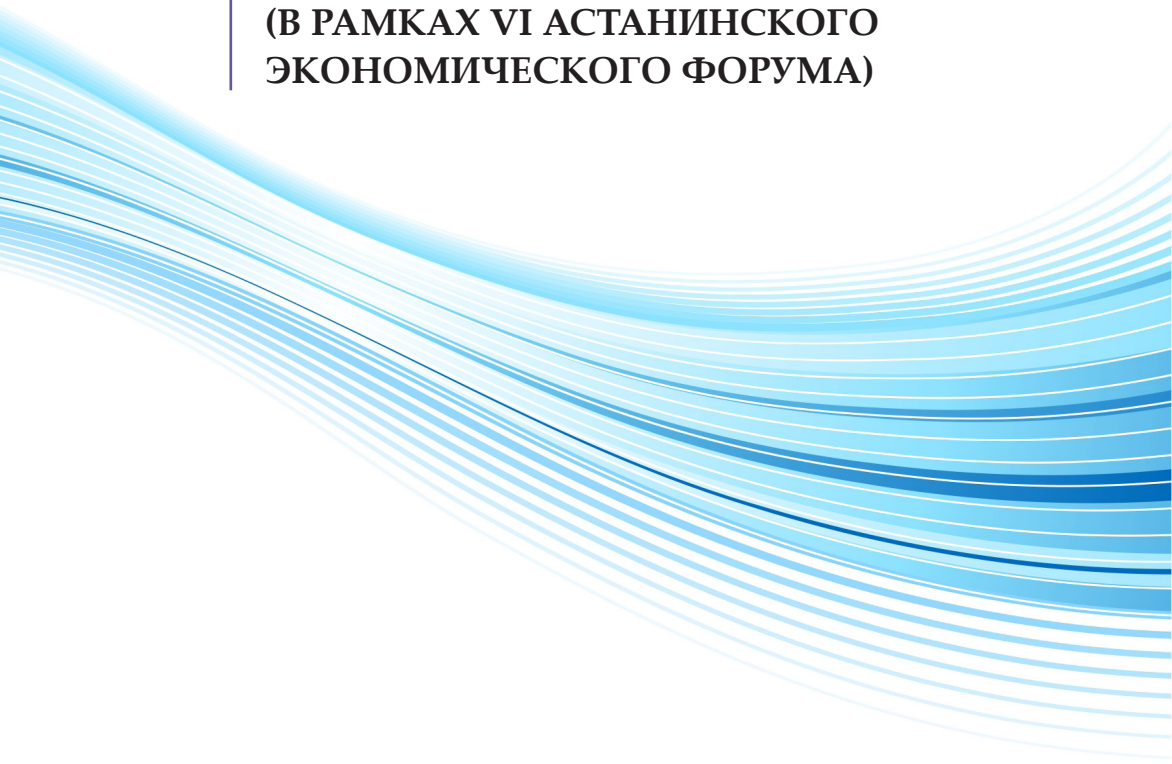
Мы приветствуем намерение Агентства Республики Казахстан по делам государственной службы и Программы развития ООН начать работу по формированию Регионального хаба и обеспечить создание и функционирование его секретариата.

Мы выражаем благодарность Республике Казахстан за организацию учредительной конференции Регионального хаба.

г. Астана, 15 марта 2013 года

**SPEECHES AND PAPERS PRESENTED
DURING THE GLOBAL CONFERENCE
TITLED MODERNISATION OF CIVIL
SERVICE: INCREASING THE EFFICIENCY
FOR SUSTAINABLE DEVELOPMENT
(WITHIN VI ASTANA ECONOMIC
FORUM)**

**ДОКЛАДЫ И ПРЕЗЕНТАЦИИ,
ПРЕДСТАВЛЕННЫЕ НА
КОНФЕРЕНЦИИ «МОДЕРНИЗАЦИЯ
ГОСУДАРСТВЕННОЙ СЛУЖБЫ:
ПОВЫШЕНИЕ ЭФФЕКТИВНОСТИ
В ЦЕЛЯХ УСТОЙЧИВОГО РАЗВИТИЯ»
(В РАМКАХ VI АСТАНИНСКОГО
ЭКОНОМИЧЕСКОГО ФОРУМА)**



**CURRENT ISSUES OF CIVIL
SERVICE MODERNISATION**

**АКТУАЛЬНЫЕ ВОПРОСЫ
МОДЕРНИЗАЦИИ
ГОСУДАРСТВЕННОЙ
СЛУЖБЫ**



ГОСУДАРСТВЕННАЯ СЛУЖБА РЕСПУБЛИКИ КАЗАХСТАН: ВЫЗОВЫ И РЕШЕНИЯ

А. М. Байменов¹

Уважаемые участники конференции!

Развитие государственной службы, приведение ее характеристик в соответствие с возрастающими ожиданиями граждан являются важными приоритетами деятельности любого правительства. Повестка реформ государственной службы в каждой стране определяется исходя из анализа собственных актуальных проблем. Несомненно, некоторые вызовы носят универсальный характер и обусловлены глобальными факторами, а некоторые имеют региональные особенности, связанные с общностью истории и схожестью культуры и традиций. Есть и сугубо специфические для каждой страны проблемы.

При глобальной конкуренции качество работы государственного аппарата выступает ключевым фактором конкурентоспособности стран, в том числе в создании благоприятного инвестиционного климата, условий для бизнеса и обеспечения траектории устойчивого развития.

Недавние кризисы еще более актуализировали проблему повышения качества государственного регулирования, напомнив, что наряду с невидимой рукой рынка важное значение имеет видимая рука правительства, ответственная за своевременное реагирование на возникшие вызовы.

В условиях глобализации и широкого распространения Интернета и социальных сетей возрастает также роль общественных ожиданий.

В странах нашего региона реформирование государственной службы обусловлено процессами, проходящими в системах более высокого порядка, когда за последние 20 лет кардинально изменена роль государства.

¹ *Председатель Агентства Республики Казахстан по делам государственной службы*

Региональной спецификой стало также отсутствие на старте достаточного объема накопленных знаний и научных исследований в сфере управления человеческими ресурсами, менеджмента в госорганах.

Общими для региона были также проблемы преодоления патронажных традиций, так как в советской системе ключевым критерием назначения была политическая лояльность и все государственные служащие были политическими назначенцами.

Общим наследием прошлого также стала размытость морально-этических основ общества. Тоталитарная система воспитала представление о том, что государственная собственность является «ничейной» и «урывать куски» не является аморальным. В результате мелкое «несунство» стало массовым и не осуждалось обществом, а даже поощрялось на бытовом уровне. Преодолевать такое восприятие в обществе приходилось в период, когда появилась частная собственность, проходил процесс приватизации, что, конечно, не могло не сказаться на высоком уровне коррупции.

В каждой стране есть также и специфические вызовы, обусловленные стратегическими приоритетами, конкурентными преимуществами, социально-экономической моделью, уровнем демократизации и ожиданиями общества.

Ответы на эти вызовы в значительной степени зависят от системы отбора и продвижения кадров, которая должна обеспечить отбор и продвижение на государственной службе наиболее достойных граждан того или иного государства.

В реформе государственной службы, как ни в какой другой сфере, ключевым фактором является воля политических элит и лидеров, так как сопротивление реформам идет изнутри государственного аппарата, со стороны тех, кто не хочет терять индивидуальные «дивиденды» от патронажных отношений.

Еще на заре Независимости Казахстана Президент Н. Назарбаев поручил своей Администрации и Правительству изучить передовой международной опыт в сфере государственной службы, отметив при этом, что нельзя слепо копировать, нужно брать

лучшее и адаптировать к собственным реалиям с учетом проблем и приоритетов реформирования. С этого и началась системная работа по формированию профессионального государственного аппарата.

Впервые долгосрочные приоритеты комплексно были обозначены Главой государства в Стратегии «Казахстан – 2030» в разделе «Профессиональное и компактное правительство». В условиях реализации данной Стратегии в Казахстане осуществлено несколько этапов реформ.

В середине и конце 1990-х годов на базе изучения передовых мировых тенденций и опыта сформирована современная законодательная и институциональная база, получившая признание международных экспертов.

В 1999 году был принят действующий Закон Республики Казахстан «О государственной службе», которым впервые на постсоветском пространстве было осуществлено разделение государственных служащих на политических и административных, введен обязательный конкурсный отбор на административные государственные должности, предусмотрена защита административных государственных служащих при смене политических государственных служащих.

Хочу отметить, что только открытый конкурсный отбор позволил реализовать конституционное право на равный доступ к государственной службе. С начала 2000-х годов более 550 тыс. граждан приняли участие в конкурсах для занятия вакансий в госорганах, при этом около 130 тыс. из них назначены на должности.

Благодаря принятию Закона произошло значительное снижение влияния политических процессов на кадровый состав государственного аппарата, сформирована система управления персоналом, что позволило повысить профессиональный уровень государственных служащих.

Если в середине 1990-х годов сменяемость кадров в государственном аппарате при смене министра или акима составляла

до 60 %, то сейчас сменяемость составляет около 5 % от штатной численности (самые «пиковые» значения составляли около 15 %).

В 1998 году в Казахстане создано первое в регионе Агентство по делам государственной службы с территориальными подразделениями. Во всех областях созданы дисциплинарные советы, а также функционируют залы тестирования.

Образована Академия государственного управления при Президенте Республики Казахстан. Во всех областях действуют региональные центры обучения государственных служащих.

Таким образом, создана институциональная база накопления практического опыта реформ, реализации образовательных программ для государственных служащих и проведения научных исследований в сфере государственной службы.

Данные меры стали возможны благодаря ключевому фактору, определяющему успех реформ в сфере государственной службы, – политической воле Главы государства.

Несмотря на то, что в начале 2000-х годов Казахстан признан лидером реформ в сфере государственной службы в регионе, мы продолжили изучение международного опыта и анализ собственных проблем.

В 2012 году в Стратегии «Казахстан – 2050»: новый политический курс состоявшегося государства» данное направление выделено в долгосрочный приоритет «Дальнейшее укрепление государственности и развитие казахстанской демократии». Президент Н. Назарбаев однозначно определил, что развитие демократии является важнейшим фактором укрепления государственности и повышения эффективности государственного аппарата.

Как отметил Президент, необходимо «отойти от односторонне-властных подходов во взаимоотношениях госаппарата с населением к эффективному и оперативному оказанию государственных услуг».

На основе положений Концепции новой модели государственной службы, анализа проблем в системе государственной службы определены приоритеты нового этапа реформ.

При этом ключевыми индикаторами реформ обозначены:

- 1) повышение уровня доверия населения к системе отбора и продвижения кадров;
- 2) повышение уровня доверия самих государственных служащих к соблюдению принципа меритократии;
- 3) повышение уровня удовлетворенности граждан качеством и доступностью государственных услуг.

С 26 марта 2013 года введены принципиальные изменения и дополнения в Закон «О государственной службе», принят ряд подзаконных актов, создана Национальная комиссия по кадровой политике при Главе государства.

Новое законодательство обеспечивает усиление принципа меритократии при отборе и продвижении кадров, создание управленческого корпуса «А», совершенствование институтов и механизмов управления персоналом, усиление дисциплинарного и этического контроля.

В этих целях:

- усовершенствованы механизмы проведения конкурсного отбора и формирования кадрового резерва;
- предусмотрены меры по повышению прозрачности деятельности конкурсных комиссий;
- минимизированы возможности для внеконкурсного назначения на государственные должности;
- законодательно введены понятия оценки качества работы государственных служащих, стажировки, наставничества, карьерного планирования, ротации;
- предусмотрено формирование в госорганах служб управления персоналом и единых кадровых служб на региональном уровне.

Хочу отметить, что впервые в Закон включена отдельная глава по соблюдению служебной этики и антикоррупционному поведению государственных служащих.

С 2012 года начато бюджетное финансирование научных исследований в сфере государственного управления и государственной службы.

Начата работа по созданию информационной системы «е-кызмет», которая позволит реализовать механизмы управления персоналом государственной службы в режиме онлайн.

Важнейшей мерой по профессионализации кадрового состава государственных служащих стало решение Главы государства о сокращении численности политических государственных служащих в 8 раз и создании управленческого корпуса «А».

Примечательно, что наша конференция проходит в дни проведения первого открытого и транспарентного конкурсного отбора в кадровый резерв управленческого корпуса «А», который в ряде стран называется senior executive service.

Для участия в отборе на занятие 550 должностей корпуса «А» подали документы более 2000 человек, среди которых как действующие государственные служащие, так и кандидаты, не состоящие на государственной службе. За первые дни тестирования в нем приняли участие около 1000 кандидатов, при этом 2/3 прошло его успешно. Среди тех, кто не преодолел пороговые значения, более 50 действующих акимов районов и городов.

Важной мерой по повышению эффективности государственного аппарата стало принятие Закона «О государственных услугах».

Таким образом, в результате реформ в Казахстане сформирована модель государственной службы, которая, по мнению международных экспертов, соответствует современным международным стандартам.

Уважаемые участники конференции!

Казахстан заинтересован в активном изучении лучшей международной практики и готов делиться собственным опытом развития модели государственной службы, получившей высокую оценку экспертов.

В Астане в марте текущего года состоялось открытие Регионального хаба, который призван стать институциональной базой для диалога ученых и практиков в сфере государственной службы, непрерывного обмена опытом и знаниями, реализации совместных проектов, а также создания сети экспертов.

Как отметил в своем приветственном слове участникам Учредительной конференции Президент Н. Назарбаев, Казахстан намерен создавать все условия для эффективной работы секретариата и вместе с партнерами предпринимать усилия по наращиванию потенциала Регионального хаба.

С участием друзей Регионального хаба и международных экспертов мы намерены проводить собственный анализ проблем в сфере государственной службы и определять возможные приоритеты.

Уверен, что наша панельная сессия внесет весомый вклад в определение мер по модернизации и повышению эффективности государственного аппарата и содействию устойчивого развития наших государств.

Желаю плодотворной работы, интересных дискуссий и успехов в реформе государственной службы! Благодарю за внимание!

INTERNATIONAL INSTITUTE OF ADMINISTRATIVE SCIENCES:
A WORLDWIDE PLATFORM FOR ADMINISTRATION

*Main trends and developments
in Public Administration and Public Sector*

Rolet Loretan¹

In this paper for the first issue of the electronic Journal, I would like to briefly present the International Institute of Administrative Sciences and to underline the some main trends in the Public Sector as well as the major issues currently addressed by our network and the IIAS Study Groups. The International Institute of Administrative Sciences was created in 1930, in Madrid, by the International Congress of Administrative Sciences. From a historical point of view, IISA is the first specialized institution to affirm its scientific willingness, at the international level to solve the problems and challenges facing national and international government institutions so that is why IIAS is a unique platform of its kind.

IIAS is represented by more than 100 countries through our member states, national sections, corporate members, international organization members, and the members of our specialized association and regional groups: respectively the International Association of Schools and Institutes of Administration (IASIA) and the European Group for Public Administration (EGPA), the Latin American Group for Public Administration (LAGPA) and the newly established Asian Group for Public Administration (AGPA). By developing its regional strategy, the Institute try to cover its diversity and to ensure the representation of the different regions of the world. We are developing platforms in the Middle East and Gulf region and in Africa.

IISA's vision is to improve the Administrative Sciences worldwide² and promote good governance in order to establish a modern and responsible public administration.

¹ Director General, the International Institute of Administrative Sciences (IIAS), professor

² IIAS-IISA : www.iias-iisa.org

The Institute's mission is to advance the organization and the operation of government / public agencies so that they are able to meet the current challenges and the future needs of society.

The Institute's objectives are:

- to promote the development of administrative sciences;
- to provide a forum where practical experiences and theoretical analyses of experts (academics and practitioners) in public administration worldwide and from all cultures are presented and discussed;
- to establish a link between research and practice;
- to improve the organization and the public administration;
- to develop effective administrative methods and techniques;
- to contribute to the governance progress in national and international administrations.

In order to achieve all these objectives the Institute analyses how the administrative authorities use their means in order to fulfill their missions. The institute is interested in the science education administration teaching, in the training, in the development and in the enhancement of the staff, in the way the organizations services are organized and in the implementation of various scientific disciplines related to public administration.

In addition, it conducts studies and researches, it develops plans and projects and concludes agreements that analyze the organization and functioning of public services. In order to achieve the goals mentioned, IIAS gathers the necessary documents and answers to the requests that are linked with its fields of study.

IIAS also develops a Knowledge Portal³ where several focus are under examination and discussion. We posted country profiles, news about the Public Sector developments, links to case studies and interviews of academics and practitioners.

³ IIAS KP: <http://www.pa-knowledge.org/>

Main trends and developments in Public Administration and Public Sector

1) Leadership and professionalism

Knowledge, skills, abilities and attitudes of future leaders are essential to the development of public policies. Their implementation and the development of administration must be in line with contemporary problems. Training and professionalism of future leaders is at the heart of our reflection.

Leadership is an essential element of public governance. The most important role of leaders in the public sector is to solve the problems and challenges in a specific environment. We are looking for people able to promote institutional and organizational and human adaptations (attitudes and abilities) in accordance with the public interest. Leadership is an important variable and very crucial because it leads to the strengthening of management capacity and to a performing organization.

There is no single model for the future leaders because each country has its own values which guide the public sector, and the management systems are different from one country to another.

As we focus on the development of the leadership, we discuss about interactions between the concepts of leadership and innovation. Especially, we investigate how future leaders can lead (introduce), guide, manage and develop innovation in the public sector.

The content of the training of leaders and administrators may vary depending on the context. Currently, in the context of the international crisis, leaders are expected to develop a vision, to transform and to adapt the skills. They have to be ambitious, to be energetic, to have integrity, and to use intuitive intelligence. A good leader must especially be able to adapt him to the changing circumstances in which he or she must work. Stress resistance is also a desired quality.

Leadership styles should differ according to the needs of the organizations, according to the type of employees, to the dynamic

context in which the organization is situated, according to the administrative culture and according to the abundance or to the scarcity of resources. There is a narrow correlation between the need for strong leaders and crises. Management of these triggers a strengthened need of leadership. The leadership of the future must be defined by considering social media, the interaction between world leaders, national and local leaders, and considering the need in order to compensate the lack of leadership. Turbulences, uncertainty and unpredictability are the current contextual data that we must take into account. We need more and more a type of leadership that preserves professionalism, respect the laws, rules and regulations in order to deal with the chaos and threats that affect our societies. If the training needs for the leaders of tomorrow are recognized as essential and urgent, we must ask ourselves about the training provided by institutes and training schools on the effectiveness of training institutions. We must also consider what are the basic skills and abilities that we teach to the young generations. Therefore, our reflection focuses on educational programs and their national, regional and international accreditation.

The 2013 IIAS-IASIA joint Congress was dedicated to this important topic. More than 450 participants addressed the different themes related to Leadership for the future.

Therefore, questions were discussed like: How to build a leadership cadre that is more responsive or representative? How to redirect and refresh existing cadres if they have begun to get out of step with the society they represent? Can future leadership be strengthened and adapted as a solution to national public challenges? In what way might cultures and behaviors have to adapt along the future leadership to create more functional societies? What do public sector leaders learn from the past as they lead into the future? Also of interest are public sector leadership approaches: Professionalism versus managerialism? How governments can build public leadership capacity for the future? Can leaders intervene proactively, or not, in public organisations? What will be the definition of major tasks for future leaders?

2) *Innovation in the public sector*

The “innovative practices” in the public sector refers to the definition of problems and challenges, the development of new and creative ideas, but also to the selection and implementation of new solutions. Delivering innovative services in the public sector should be considered as an opportunity to solve the political deadlock, reduce costs and improve services for citizens.

To cope with the new challenges in the public sector, leaders have to develop innovations in order to improve the quality and to provide customized low-cost solutions.

Citizens expect from different governments to implement new reforms in order to provide convenient and accessible services by using modern technologies.

We must consider the nature and the role of leaders in order to see how they direct and manage innovation: innovative responses in order to face crises, organizational and management changes, according to new needs, innovations initiated by frontline civil servants and by intermediary managers.

IIAS has initiated a study group on innovation in the public sector and about the policies supporting innovation.⁴

The Institute is also a partner of the OECD project⁵ to create an observatory of innovation. This initiative aims to collect, organize, analyze and share innovative practices across the public sector, through an interactive database online.

Today, the public sector in many countries faces the dual challenge of financial constraints and the demands of an increasingly diverse and growing concerns about the delivery of public services. The

⁴ IIAS Study Group : *Innovation in the Public Sector*

There is also partner network: LIPSE: LIPSE or “Learning from Innovation in Public Sector Environments” is a research project studying the drivers and barriers of successful social innovation in the public sector. With a budget of 2.5 Million Euros - funded by the 7th Framework Programme of the European Union - it is one of the largest projects on social innovation in the public sector. The research is being conducted by EU researchers from 12 different universities in 11 countries. <http://www.lipse.org/>

⁵ OECD *Innovation in the Public Sector* : <http://www.oecd.org/innovation/>

role of innovation in promoting efficiency and effectiveness in the public sector is at the heart of this partnership project.

The innovative service delivery in public sector has to be seen as a new possibility for breaking policy deadlocks, reducing costs and improving services to the benefit of citizens. In order to serve the rising demands from the public sector, new and creative ways that improves quality and provides customized solutions at the same or less costs will have to be developed. Citizens quite rightly expect governments to implement new reforms in order to provide convenient and accessible services with the use of modern technology. In fact it is not enough to have innovative service delivery in the public sector; the public sector should also spur the development of new types of services and solutions in the private sector.

Some questions were also discussed during our Congress: which public sectors mostly need innovative service delivery? What are the different possibilities to adapt innovative service delivery from the private sector to the public sector? What could be the future service delivery models for the public sector?

3) *Coordination in the public services: looking for the public action consistency*

Ongoing reforms and reform movements in the public sector focus more and more on the importance of coordination.

In an inter-organizational context, coordination is a deliberate alignment of tasks and efforts of public sector entities in order to generate greater coherence in public policy and to reduce replication, gaps and contradictions within and between policies.

The aim is also to make better use of limited resources, create synergies by gathering the different stakeholders in a particular these from the policy area, and to provide citizens with better access to public services.

Coordination efforts are made to reduce fragmentation in the public sector and in the public services. This strengthened coordination is

due to a growing awareness that the existing expertise in the public sector unit is not always able to take up the complex challenges.

This includes in particular the “pernicious problems” for which there is no predefined solutions, and includes challenges such as climate change, unemployment, internal security, criminality, health, immigration, drugs and an absence of social cohesion. These problems are challenging existing models of organization and management, they do not fit easily into the organizational context which are already in place and are constantly supervised and cropped. They are unlikely to be treated by a single department and / or a public body, they often cross organizational boundaries.

The intent of new mechanisms and of new practices of coordination is generally integrate the various public sectors and areas of action in order to create greater coherence, effectiveness and the ability to integrate the ability to direct and the ability to manage.

Coordination practices exist in different forms and under different labels: integrated governance, results-based management, de-compartmentalized government, global governance, new public governance, administration by networking, partnerships, cross-cutting policies, etc...

IIAS decided to dedicate a special focus on its Knowledge Portal to this issue in collaboration with the research group called COCOPS⁶.

4) *Co-production of public services, Transparency and Trust*

The last trend that IIAS is analyzing is the Co-production of public services and the new relation between partners (government institutions, decision-makers and citizens) of the interaction for defining, implementing and evaluating public policies and for the delivery of public service.

⁶ COCOPS: *The COCOPS (2011-2014) project seeks to comparatively and quantitatively assess the impact of New Public Management-style (NPM) reforms in European countries. Funded by the European Commission's FP7, this project will analyze the impact of reforms in public management and public services that address citizens' service needs and social cohesion in Europe. Drawing on existing large-scale datasets and innovative new quantitative and qualitative data collection, the project intends to provide a comprehensive picture of the challenges facing the European public sector of the future, as identified by key stakeholders, including policy makers, public sector executives, third sector groups, academics and citizens. www.cocops.eu*

If the concept of co-production of public service has begun from the 70-80, it is now developed and refers to all public services which are delivered through the commitment of citizens, users and professionals in the public sector.

We can take many examples of practices that bring out the involvement of users such as police forces, which are based on information provided by residents, family members of a neighborhood or neighbors to develop a policy of proximity to assure the security or the education and school services that take advice from parents, teachers and children to adapt education timetables and leisure time.

Countries differ widely when they consider citizens as co-producers of public service. In the current context of an international fiscal crisis and a crisis of legitimacy of the public sector, the issue of cooperation and commitment of civil society in the production of services has gained considerable importance. The debate on the co-production deals with normative aspects, but also ethical and best practices. It also touches on mutual confidence between public authorities and citizens.

The new IIAS Study group⁷ aims to better understand this phenomenon, bringing out in a comparative manner

- the increasing role, at the international level, of users in the production of public services;
- the organization and structure of public services,
- the interaction between professionals and people using and co-producing public services,
- the capability and willingness of citizens to engage in co-production;
- the potential benefits and the negative effects of citizen commitment in the production of public service.

The dynamics of the public sector also raises the question of trust that citizens / users put in the public sector, in civil servants and in the public administration in general. This dimension can be the object of very precise analysis and concrete measures can be taken. This is the goal of another study IIAS Group: Trust and attitudes

⁷ IIAS Study Group on Co-production of public services.

by establishing an international database in order to compare and to measure the citizen's behaviors in terms of trust and mistrust towards the governance actors. These are just a few examples of themes that IIAS has recently focused on its agenda.

We must not ignore the older trends and issues on models of public management, of e-government, of transparency, of measuring the performance and of course management of human capital whose role is essential in our administration.

Conclusions

IIAS and its entities will address these issues during the meetings of their respective Congresses, Conferences and Dialogues. The IIAS regional groups will also deal with new questions in the future depending the challenges to be faced by administrative authorities in the different regions. These challenges will be addressed at local, national, regional and international levels.

The 2014 IIAS Congress will be held in Morocco on the theme of Rethinking of Responsibility and Accountability of Public Administration in the Times of Globalization, Decentralization and Privatization

Your contributions are most welcome. We look forward to your active participation to IIAS activities.

THE CIVIL SERVICE REFORM IN GEORGIA

Irakli Kotetishvili¹

The Civil Service Bureau of Georgia (CSB) is a legal entity of public law, under the President of Georgia, responsible for reforms and innovations in the Georgian civil service. Based on up to date research and international expertise, we draft civil service legislation, develop and promote human resource management systems, carry out electronic governance projects and other anti-corruption activities. Our mission is to promote effective and transparent public governance in Georgia.

Georgia has committed to reform the civil service before various international organisations such as: the European Union (EU); North Atlantic Treaty Organisation (NATO); and the Open Governments Partnership (OGP). The aim of the reform is to create effective and transparent state institutions in Georgia, while ensuring fair and equal treatment of its citizens.

Before 2003 Georgia was considered one of the most corrupt countries among the former Soviet Union countries, with nepotism acting as the driving force within the public sector. Following the fundamental changes that arose from the Rose Revolution, Georgia started to gradually reform its civil service. Various legislative amendments were passed to enhance the existing legislation and to bring greater transparency and efficiency; salaries were significantly increased in the civil service to prevent corruption; e-governance projects were developed to raise the efficiency of public service delivery; the government publicly prosecuted many corruption cases; civil servants underwent comprehensive training in good governance and logistical advancements such as new public buildings and modern equipment played a vital role in the modernisation of the Georgian public service.

As a result of the Georgian civil service reform, Transparency International and the World Bank named Georgia as the biggest combatant against corruption in 2010. Moreover, Georgia was considered as one of the least corrupt countries in Europe under the Eurobarometer in 2012. The United Nations has also recognised the work done by Georgia and in 2012 awarded the Public Service Hall with a United Nations Public Service Award. This recognition

¹ Director, Civil Service Bureau of Georgia

was further extended in 2013 when the Civil Service Bureau was presented the same award in recognition of its high efficiency in the category of 'Preventing and Combating Corruption in the Public Service'. The practical results of the reform are now apparent: police and other public services are now totally corruption-free; the process of starting a company and registering real estate takes only minutes; and all state procurements are done online; all of which promotes transparency and accountability for its citizens.

The **Georgian police reform** was one of the most successful examples in the reform process. The Government dismissed the entire police force, announced tens of thousands of new vacancies and required all new police officers to undergo intense scrutiny and training. In order to ensure the new decrees regarding corruption were upheld, salaries were raised significantly and all police officers were assigned new cars equipped with the most modern IT tools as well as new transparent glass offices to replace the out-dated police buildings.

The introduction and development of e-governance systems within the Georgian civil service was one of the main priorities of the country. We have been actively working in this direction since 2009 and have since been implementing a number of successful e-governance projects. For example, the *civil service online recruitment portal www.hr.gov.ge* which is a successful project of the Civil Service Bureau, was launched in June 2011. Since the establishment of the portal about 2,700 vacancies have been published. Currently, there are already 336 public agencies registered on the website and 90,000 job seekers registered in the applicant database. We have also been actively working on the development of mobile-friendly tools for the portal to ensure the possibility of receiving this electronic service via smart phones.

Another successful project initiated by the Civil Service Bureau is the *Online Asset Declaration System www.declaration.gov.ge*. Since the beginning of 2010, a unified electronic asset declaration system was implemented in Georgia. Transition to the Online Asset Declaration System has significantly improved the process and simplified procedures for submitting declarations by senior officials. Nowadays, any interested party can download the declaration of a

senior official for free without going to the office, filing a request and paying a fee. As previously mentioned, the system was awarded a Public Service Award in 2013 by the United Nations.

The Minimum Technical Standards for **software for Human Resources Management and Document Flow** were developed and approved by the Government of Georgia and further allow for the civil service to improve its operational processes. By the end of 2013, the software shall be introduced to all agencies funded through the state budget and will considerably save on materials, time and human resources. In order to further improve electronic systems, we continue to work towards improving existing online tools and facilitate the transfer of all other possible government services to online space.

Among our priorities the activities aimed at **raising the qualifications of civil servants** deserves a particular emphasis. We strive to organise on-going training sessions for civil servants in the following directions: integrity and ethics; human resources management; leadership; project management; e-governance and other topics which have been flagged as a priority. We truly hope that this kind of qualification raising initiatives will further strengthen the civil service in Georgia and contribute to the implementation of changes envisaged by the civil service reform.

Executing effective civil service reform is not easy as each country has its own cultural, historical and political background, which in part affects its implementation. However, we have learnt that successful reforms need to be orientated around the citizen; civil service reform is cross-sectorial and triggers interests in all branches of government; donor support and guidance is crucial as it brings insight from established democracies; shifting public services into online space and bringing in IT solutions is possibly the best option to achieve immediate and tangible results. During the reform process there should be corruption-preventing mechanisms in place and the constant fight against corruption is crucial.

Despite numerous successful initiatives implemented within the reform process, the civil service in Georgia still faces many challenges. Civil service still needs to be depoliticised; there is a lack of common nationwide HR practices; there is no system

of continuous capacity building of civil servants; citizens are less engaged in government decision-making process and civil service legislation is still out-dated.

In order to further achieve the aims of the civil service reform process, we must continue to work towards the full depolarisation of the civil service by separating executive and political positions; reforming HR departments by applying modern techniques and methodologies; consistently applying merit-based recruitment and appointment; reforming pay and bonus systems and finally setting up continuous training curricula for Georgian civil servants.

ГОСУДАРСТВЕННАЯ СЛУЖБА РОССИИ: СОСТОЯНИЕ И ПРОБЛЕМЫ РАЗВИТИЯ

Турчинов А.И.¹

Уважаемые участники форума!

Проблемы, обсуждаемые на форуме, являются крайне актуальными для России. Поэтому выскажу ряд соображений, которые, как мне кажется, могут дать ответы на некоторые вопросы, возникающие и у тех, кто разрабатывает предложения по проблемам развития государственной службы, и у тех, кто проходит государственную службу. Прежде всего, это вопросы, которые относятся к проблемам качества государственной службы и профессионализма государственных служащих, проблемы авторитета государства и государственных служащих в обществе и некоторые другие. На мой взгляд, они имеют характер интернациональных, в том смысле, что актуальны в той или иной степени и для других стран, поскольку одной из актуальных проблем государственного управления, практически для всех стран, является поиск наиболее эффективных механизмов реализации задач и функций государства. Одним из таких механизмов государственного управления выступает государственная служба.

Но если для стран, как в России принято говорить, дальнего зарубежья многие проблемы этого механизма решаются преимущественно эволюционным путем, то для России и стран СНГ проблемы государственности пришлось решать в условиях, не имеющих аналогов в истории, ускоренно, по существу путем революционным.

В становлении государственной службы России можно выделить ряд этапов, и авторское видение здесь вполне уместно, так как пришлось принимать непосредственное участие в каждом из них. В некоторых источниках речь идет об этапах реформы,

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мы же говорим об этапах становления и развития. Считаю, что принципиальной разницы нет, поскольку каждый из них, по сути, содержал признаки качественного становления этого социально-правового института и по времени они совпадают. Различие состоит в названии этапов становления и развития и этапов реформы.

Что характерно для этапов становления и развития государственной службы в России.

Утопический этап становления (1992–1995 гг.). Его суть состоит в том, что те, кто взялся за создание института государственной службы, вполне искренне представляли его как весьма быстро конструируемую новую государственную машину, в которой надо срочно заменить человеческую составляющую. И поэтому в числе приоритетов, вполне естественно, были: а) создание нормативной, а затем и законодательной базы этого механизма и б) реорганизация системы подготовки партийных и советских кадров во главе с академией общественных наук. Однако это было содержательным заблуждением, обусловленным весьма поверхностным представлением, в котором отражалось лишь чувственное восприятие, частица знаний о государственной службе как сложном социальном явлении со своими внутренними тенденциями и противоречиями, механизмами, влиянием огромного количества внешних факторов.

Тем не менее, даже эта неадекватность знаний о сложности государственной службы как механизма государственного управления позволила создать весьма общий, рамочный Федеральный закон «Об основах государственной службы Российской Федерации» (1995 г.).

Катастрофический этап становления (1996–1999 гг.). Развитие государственности России в этот период проходило в сложнейших социально-политических, экономических, внешнеполитических условиях. Тем не менее, был запущен механизм становления и развития государственных служб субъектов Российской Федерации. Однако отсутствие управляемости процессом становления, серьезной отечественной проработки теории государственной службы и нарастание

суверенизации государственности субъектов Российской Федерации поставили государственную службу и саму государственность России на грань катастрофы, прежде всего ее кадровую составляющую. Поэтому в этот период говорить о реформе государственной службы, как некоей продуманной, научно обоснованной, целостной системе мероприятий нет оснований, поскольку надо было предпринимать меры по спасению того механизма, который еще в полной мере не перестал функционировать. Стало ясно, что если социально-политические и социально-экономические процессы будут развиваться так, как они развивались до этого, то государство перестанет существовать, а общество расколется.

Практический этап становления и развития (собственно реформа) (2000–2008 гг.). Начало этому процессу положили решения Президента РФ В. Путина об образовании федеральных округов (май 2000 года). А уже в ноябре 2000 года было его поручение о разработке «Концепции реформирования системы государственной службы Российской Федерации». В этот период начался интенсивный процесс становления государственной службы именно как системы, как ключевого механизма государственного управления. Результатом работы этого периода стали принятые Федеральные законы «О системе государственной службы Российской Федерации» (2003 г.), «О государственной гражданской службе Российской Федерации» (2004 г.), законы субъектов РФ, а также десятки нормативных актов, которые заложили правовые основы нынешней системы государственной службы России. Реформирование государственной службы начало осуществляться на основе программ реформирования и развития.

Эволюционный этап становления и развития (с 2009 г. по н.в.). Характерной особенностью этого периода является его противоречивость. С одной стороны, явно заметная инерционность, «легкий бриз в активности», можно даже сказать, снижение остроты внимания к проблемам, которые необходимо решать в ходе реформы. И в то же время акцент на вопросах противодействия коррупции в системе государственной службы, попытки решать проблемы так называемого «кадрового голода» с помощью отдельных

кадровых технологий. С другой стороны, декларирование важности профессионализма в государственной службе и в то же время сужение сферы применения кадровых технологий, в частности, квалификационного экзамена при присвоении классного чина. Наблюдается явное влияние самих государственных служащих на решение тех проблем, которые затрагивают их лично или ведомства, в которых они проходят службу.

Тем не менее, для нынешнего состояния государственной службы России характерно следующее:

- создана современная законодательная и нормативная база для государственной гражданской службы России;
- развернута и получает дальнейшее развитие система профессионального обучения государственных и муниципальных служащих;
- сформированы организационные предпосылки и получают дальнейшее развитие механизмы взаимодействия государственной гражданской службы и институтов гражданского общества;
- сформированы механизмы программного развития государственной службы;
- созданы механизмы противодействия коррупции в системе государственной службы;
- создана и получает дальнейшее развитие инфраструктура для информатизации системы государственной и муниципальной службы;
- сформированы и начали действовать механизмы оценки работы государственных органов.

В то же время, нет оснований говорить, что сделанного достаточно и есть удовлетворенность состоянием государственной службы, поскольку конституционный работодатель – народ, граждане не испытывают ни большого удовлетворения, ни большого доверия к тем, кто находится во власти и в том числе с кем власть ассоциируется, – к государственным служащим. Результаты социологических исследований, которые проводит кафедра государственной службы и кадровой политики ИГСУП, красноречиво свидетельствуют об этом.

Почему так происходит? Какие причины можно выделить?

Причина первая. Упрощенное понимание решения проблем создания новой системы государственного управления в незрелых рыночных отношениях, которые формируются в условиях беспрецедентного по своим масштабам разгосударствления собственности. Аналогов в мире нет.

Причина вторая. Отсутствие подготовленного к общественному служению в условиях незрелых рыночных механизмов кадрового состава государственных служащих и, как следствие, решение проблем кадрового обеспечения государственного и муниципального управления на основе принципа команды там, где он существенно ограничен рамками закона и не может быть реализован, – в государственной и муниципальной службе, так же как в бизнесе или политических партиях.

Причина третья. Неполная реализация потенциала существующих законов и нормативных правовых актов как на федеральном, так и на региональном уровне, включая положения «Концепции реформирования системы государственной службы Российской Федерации».

Причина четвертая. Несоответствие между острой потребностью в управляемости системой государственной службы и отсутствием системы управления государственной службой, предусмотренной законами о государственной службе.



Следствием этих причин являются негативные процессы, прежде всего – протекционизм, слабость кадровых органов в противодействии кадровому волюнтаризму, формальное применение многих норм законодательства о государственной и муниципальной службе, снижение уровня профессионализма и рост дилетантизма.

Среди основных проблем развития государственной службы России можно выделить следующие: недостаточная теоретическая проработка реформы; отсутствие эффективного управления госслужбой; слабое информационное обеспечение, экспертная кулуарность, отсутствие учета общественного мнения; децентрализация задач реформы и развития госслужбы; отставание нормативно-правового обеспечения; проблемы кадрового обеспечения; реформа как арена столкновения интересов различных субъектов; размытость полномочий государственных органов; не критическое отношение к зарубежному опыту; жесткая зависимость от политической ситуации.

Эти проблемы являются в поле зрения руководства страны, и их решение осуществляется в рамках принятой программы и Указа Президента Российской Федерации.

ГОСУДАРСТВЕННАЯ И МУНИЦИПАЛЬНАЯ СЛУЖБА КЫРГЫЗСТАНА: ИЗ ОПЫТА ПРОШЛОГО К ПЕРСПЕКТИВАМ РАЗВИТИЯ

Карашев Аалы Азимович¹

Уважаемые участники конференции!

Позвольте выразить слова благодарности организаторам Глобальной конференции за приглашение принять участие в столь представительном форуме.

Уверен, что данная встреча придаст новый импульс делу интеграции и сотрудничества между различными странами в вопросах совместных усилий по повышению эффективности государственной службы.

Пользуясь предоставленной возможностью, хотел бы поделиться с вами информацией о той работе, которую мы проводим в целях модернизации профессиональной деятельности в системе государственного управления Кыргызской Республики.

Начну с истории.

Условно можно выделить три основных этапа становления и развития государственной службы в Кыргызстане.

Первый этап охватывает 1990–1999 годы.

В эти годы Кыргызстан, как и многие страны постсоветского пространства, решал задачу сохранения системы государственного управления и профессионального аппарата, приспособления его деятельности к условиям рыночной экономики и демократической формы правления.

На решение этой задачи были направлены первые нормативные правовые акты Кыргызской Республики по вопросам государственной службы. Среди них следует выделить Временное положение «Об основах государственной службы Кыргызской Республики», утверждённое Президентом республики 14 июня 1996 года.

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Второй этап начался в 1999 году и завершился в 2004 году.

Так, в 1999 году был принят первый Закон Кыргызской Республики «О государственной службе», заложивший правовые основы для функционирования профессиональной деятельности в органах государственного управления.

Был принят ряд других нормативных правовых актов в сфере государственной службы.

Апробацию и последующее распространение получила система конкурсного отбора на государственную службу.

Третий этап развития публичной службы в Кыргызстане начался в 2004 году с принятием нового Закона «О государственной службе» и Закона «О муниципальной службе».

Названные законы заложили концептуальные основы для функционирования государственной службы нового типа, соответствующей международной практике организации управления. Главная особенность законов – отделение политики от системы профессиональной деятельности.

В этот период в Кыргызской Республике создана слаженная система управления государственной службой, включающая Совет по государственной службе, Государственную кадровую службу, институт статс-секретарей и службы управления персоналом государственных органов.

Принципиальным новшеством в 2004 году стало учреждение института статс-секретарей государственных органов, ответственных за проведение политики в сфере государственной службы в министерствах и административных ведомствах.

Утверждены реестры должностей государственной службы и муниципальной службы с подразделением на политические и административные должности.

Уже повсеместно внедрена система конкурсного отбора для государственных и муниципальных служащих, занимающих административные должности.

Образованы Национальный резерв и внутренние резервы кадров государственных служащих.

В целом можно с уверенностью утверждать, что в Кыргызстане на сегодняшний день сформирована устойчивая система организации профессиональной деятельности в органах государственного управления и местного самоуправления.

Вместе с тем принятие в 2010 году новой Конституции Кыргызской Республики и переход к парламентской форме правления выдвинули новые требования к качеству государственной и муниципальной службы, обозначили необходимость более чёткого разграничения сферы политики и профессиональной деятельности в органах управления, принятия иных мер в направлении совершенствования государственной службы.

Позвольте охарактеризовать ту работу, которую мы сейчас проводим по дальнейшему совершенствованию государственной службы в Кыргызской Республике на современном этапе.

Статья 52 Конституции Кыргызской Республики гарантирует для граждан Кыргызстана равные права и возможности при поступлении на государственную и муниципальную службу, продвижении в должности в порядке, предусмотренном законом.

С другой стороны, все мы понимаем, что в государственных органах и органах местного самоуправления должны работать профессионалы, поскольку важнейшей задачей органов исполнительной власти и местного самоуправления является оказание населению качественных государственных услуг. От непрофессиональной работы государственных служащих не должны страдать граждане, которые являются получателями государственных услуг. Общество должно быть застраховано от проявлений всякого рода неграмотности и некомпетентности на государственной службе.

Поэтому законодательно определены квалификационные требования к государственным и муниципальным служащим, и поступление на работу в государственные и муниципальные органы осуществляется путём справедливого, беспристрастного конкурсного отбора.

Система организации государственной службы также должна обеспечивать материальную и нематериальную мотивацию производительной и качественной работы госслужащих, создавать стимулы для повышения квалификации работников.

В этом направлении мы сегодня активно работаем и осуществляем комплекс взаимосвязанных мер, направленных на существенное обновление и развитие механизмов организации государственной и муниципальной службы.

В 2011 году Указом Президента Кыргызской Республики утверждена Концепция *модернизации государственной службы Кыргызской Республики*, а в последующем принят План реализации данной Концепции.

План реализации Концепции модернизации государственной службы является для нас **«дорожной картой»** в деле повышения эффективности государственной и муниципальной службы Кыргызстана, определяет направления совершенствования проводимой работы на перспективу.

Что мы планируем осуществить в ближайшие годы?

Условно можно выделить **«Одиннадцать шагов модернизации государственной службы Кыргызстана»**.

Шаг первый заключается в *совершенствовании системы управления государственной службой* в республике.

Для этого подготовлен проект *Стратегии развития Государственной кадровой службы Кыргызской Республики* как органа, ответственного за проводимую политику в сфере государственной и муниципальной службы.

Тем самым мы переходим на стратегическое планирование нашей деятельности, подчинённое строго заданным перспективным и текущим целям.

Шаг второй. *Укрепление института статс-секретарей.*

Предполагается переориентировать деятельность статс-секретарей как базового звена, ответственного за стабильную работу аппаратов министерств и ведомств.

По предполагаемому замыслу, статс-секретари должны стать топ-менеджерами госаппарата, ответственными за организацию делового процесса в государственных органах. Этим высшим административным должностным лицам надлежит освоить все современные технологии управления.

В арсенале их знаний, навыков и умений должны быть способность обеспечить разработку стратегических планов развития государственных органов, владение технологиями публичной политики, или “Public Policy”, основами функционального анализа и управления персоналом.

По нашему мнению, статс-секретари должны исполнять следующие функции стратегического менеджмента в государственных органах:

- планирование;
- организация;
- мотивация;
- контроль, мониторинг, оценка.

Принятие же политических решений сохраняется за политическим должностными лицами государственных органов – министрами, председателями госкомитетов, руководителями административных ведомств.

Шаг третий. *Дальнейшая профессионализация государственной службы в условиях парламентаризма.*

В этом отношении мы сегодня разрабатываем предложения о сокращении количества политических должностей с переводом части из них, на которых не принимается политических решений, в разряд административных.

Шаг четвёртый. *Оптимизация системы должностей государственной и муниципальной службы.*

Предполагается унифицировать ряд государственных и муниципальных должностей со сходными функциями и полномочиями, выровнять по вертикали и горизонтали должности с сопоставимым объёмом полномочий, произвести выравнивание статуса государственных и муниципальных административных должностей.

Это создаст возможность для лучшей карьерной мотивации, ротации государственных и муниципальных служащих.

В означенных целях Государственной кадровой службой подготовлен проект реестров государственных и муниципальных должностей, который внесён на рассмотрение Президенту страны.

Шаг пятый. *Разработка новых типовых квалификационных требований по новой иерархии административных должностей, типовых должностных инструкций работников органов государственного управления и местного самоуправления.*

Шаг шестой. *Внедрение системы оценки деятельности государственных и муниципальных служащих по ключевым показателям эффективности.*

Оценка, основанная на реальных личных заслугах государственных служащих, будет влиять на размер оплаты их труда.

Это является экспериментальным нововведением на госслужбе, поскольку, как нам известно, во многих зарубежных странах институт оценки деятельности государственной службы так и «не прижился», несмотря на неоднократные попытки его внедрения. Более успешно оценка деятельности персонала применяется в бизнес-структурах.

Но мы твёрдо намерены внедрить институт оценки деятельности работников органов государственного управления и местного самоуправления в Кыргызстане, так как труд госслужащих должен быть материально мотивирован и оплата должна осуществляться на основе реальных заслуг, а не только по выслуге лет.

Шаг седьмой. Внедрение новой системы оплаты труда государственных и муниципальных служащих.

Предлагается отказаться от «уравниловки» в системе оплаты труда работников органов государственного управления и местного самоуправления с переходом к стимулирующей системе. Это планируется сделать на основе присвоенного шага или коэффициента, установленного специальной комиссией

с учётом оценки результативности деятельности конкретного государственного и муниципального служащего.

Шаг восьмой. Совершенствование системы переподготовки и повышения квалификации государственных и муниципальных служащих.

Речь не идет о валовом подходе к решению данной проблемы.

Необходима реализация многоуровневого, поликомпонентного образовательного процесса, поддержанного адекватным финансированием, учебными программами с учетом реальных потребностей в знаниях, качеством преподавания, эффективной системой управления этими процессами.

Повышение квалификации государственных служащих будет осуществляться на основе государственного заказа, размещаемого Государственной кадровой службой.

Шаг девятый. Внедрение в систему государственной службы антикоррупционных элементов.

Ежегодно Государственной кадровой службой осуществляется приём, учет и обработка порядка 1,5 тысяч деклараций о доходах и имуществе государственных служащих, занимающих политические и специальные должности, и свыше 16 тысяч государственных служащих, занимающих административные должности.

Сводная информация о доходах и имуществе государственных служащих публикуется в средствах массовой информации.

Законодательством предусмотрены меры ответственности за недостоверные сведения о доходах и имуществе, представленные в декларациях, а с 2012 года – жёсткая уголовная ответственность для государственных служащих, которые имеют значительное обогащение и не могут разумным образом это обосновать.

Разработаны механизмы обмена информацией между различными государственными органами для уточнения сведений о доходах и имуществе государственных служащих, создана соответствующая межведомственная комиссия.

Эти и другие меры направлены на уменьшение и предотвращение коррупции среди государственных служащих.

В антикоррупционных целях с августа 2010 года нами проводится полиграф-тестирование государственных служащих ряда фискальных и других органов.

В настоящее время полиграф-тестирование проводится в трёх случаях:

- при проведении конкурса на должности статс-секретарей госорганов и их аттестации;
- при проведении конкурса на должности и аттестации госслужащих Государственной кадровой службы;
- при проведении конкурса на должности Государственной налоговой службы и аттестации госслужащих данного ведомства.

В 2013 году по запросу Счетной палаты Кыргызской Республики тестирование было также проведено при аттестации её сотрудников.

В прошлом году опрос на полиграфе прошли 198 государственных служащих, в первом квартале текущего года – 138 человек.

Кроме того, нами разрабатывается Кодекс этики государственных и муниципальных служащих Кыргызской Республики, который призван стать важной составляющей морального аспекта процесса противодействия коррупции и другим негативным явлениям на государственной и муниципальной службе.

Шаг десятый. *Автоматизация процессов управления в аппаратах государственных органов и органов местного самоуправления.*

В рамках кредита Всемирного банка в государственных органах внедряется информационная система управления человеческими ресурсами (ИСУЧР).

Уже сформирована первичная база данных по государственным служащим, в том числе по заработной плате, численности, образованию и т.д. для центральных аппаратов тридцати двух государственных органов.

Благодаря автоматизации будет существенно облегчена работа, скажем, по определению количества вакансий в государственных органах, расчёту заработной платы, декларированию доходов и имущества государственных служащих, потребности в повышении квалификации и переподготовке кадров.

В 2013 году предполагается перевести на эту систему центральные аппараты министерств и ведомств Кыргызской Республики.

Работа проводится при непосредственной координации Государственной кадровой службы Кыргызской Республики.

Шаг одиннадцатый. *Разработка нового базового интегрированного Закона «О государственной и муниципальной службе».*

Данный закон должен закрепить намеченные преобразования и способствовать развитию государственной и муниципальной службы.

В целом же мы надеемся, что наши так называемые **«одиннадцать шагов модернизации государственной службы»** придадут ощутимый импульс реформе в направлении повышения эффективности деятельности аппаратов государственных органов и органов местного самоуправления.

Мы в это верим и над этим работаем!
Спасибо за внимание!

FIVE PRIORITY ACTIONS TO BUILD A MORE EFFECTIVE GOVERNMENT-PRIVATE SECTOR PARTNERSHIP

Elsa Pilichowski¹ and Martin Pospisil²

Abstract

In the context of increasingly constrained government resources and growing demand for government support to companies, we identify five priority actions for governments to promote private sector development.

First, governments need to focus on creating business-enhancing institutions. Second, they should involve the private sector in the policy-making cycle. Third, they should build their capacity to constantly identify business needs. Fourth, the quality and range of government services to businesses should be improved. Finally, governments need to optimise the private sector's role in the provision of public goods and services. We conclude that to unlock future growth and employment, governments need to change their culture and processes to embrace all opportunities that exist in a full partnership between governments and businesses.

Key words: *governance, private sector development, public policy*

Introduction

Businesses are increasingly turning to governments for support, demanding more transparent regulations and high-quality services to meet their rapidly evolving needs. The role of government in attracting investment has never been so important. As competition for FDI intensifies and emerging countries open their borders to external markets, globalisation is allowing businesses to re-locate

¹ Elsa Pilichowski (Elsa.Pilichowski@oecd.org): Deputy Head and Project Manager, OECD Eurasia Competitiveness Programme. The OECD is a unique forum where governments work together to address the economic, social and environmental challenges of globalisation. The Organisation provides a setting where Governments can compare policy experiences, seek responses to common problems, identify good practices and work to co-ordinate domestic and international policies. Leveraging the OECD instruments and fostering dialogue with the private sector, the OECD Eurasia Competitiveness Programme works with countries of the Eurasia region to help unleash their economic and employment potential.

² Corresponding author. Martin Pospisil (Martin.Pospisil@oecd.org): Economist, OECD Eurasia Competitiveness Programme. The paper has also benefited from discussions within the OECD and with the Government of Kazakhstan. Comments and suggestions from Arnault Pretet, Olga Olson, Sebastian Kupferschmidt are acknowledged.

faster to the most business-supportive environments.³ Government policies have a major impact on businesses.

Regulation, subsidies, guaranteed loans, better infrastructure, education and the provision of services directly or indirectly related to private sector development have a major impact on companies' balance sheets. Good infrastructure reduces transaction costs and enhances revenues through access to larger markets. Effective labour market policies reduce the costs related to searching for workers, and increase productivity through the hiring of more competent employees. A transparent and efficient administration minimises scope for rent-seeking and reduces the time companies spend on non-productive administrative tasks.

However, national governments have a declining scope for action. Although the share of public expenditure accounts for almost half of GDP in OECD countries, the global crisis has significantly reduced governments' room to manoeuvre due to growing public debt and lower fiscal revenues. At the same time, the private sector has a growing role to play in helping public administrations become more effective. In this context, governments and the private sector are becoming increasingly dependent on each other in the pursuit of societal and economic objectives.

Modern public administrations are progressively becoming more responsive to these challenges, and are making efforts to develop effective and innovative relationships with the private sector. Governments are striving to permanently build, review and improve their capacity to manage regulations and their budget in order to respond to the needs of businesses in a constantly evolving economic environment. They are intensifying their interactions with businesses and are increasingly involving the private sector in policy-making and in the provision of public services.⁴ Governments are also working to improve and diversify the services they provide to companies by taking greater account of business needs when designing and delivering services.

³ A number of indices measuring business-supporting environment exist (e.g. the OECD SME Policy Index, the World Bank's Doing Business Index, or the World Bank/EBRD's Business Environment and Enterprise Performance Survey).

⁴ Sen and Te Velde (2009) find that effective government-business relations contribute significantly to economic growth – countries which have shown improvements in government-business relations have witnessed higher economic growth, controlling for other determinants of economic growth and independent of other measures of institutional quality.

Yet, current government capacity to support businesses remains inadequate in most countries around the world. In developed countries, governments are still perceived by most businesses as too bureaucratic and unable to cope with the fast-changing business environment, while in developing countries, governments often fail to provide even the basic institutional structures needed for the private sector to operate.

In this paper we identify five priority actions for governments to promote private sector development. We conclude that, to unlock future growth and employment potential, governments must take a wider and more systematic approach to government-private sector interactions and to the development of private sector policies.⁵

First: Focus on creating business-enhancing institutions

There is now a growing understanding that good institutions, particularly in the public sector, can positively affect countries' long-term growth perspectives. The increasing importance of good economic governance towards businesses therefore brings forward several policy issues of significant relevance to policy makers.⁶

Institutions⁷ determine transaction costs, affect firms' total factor productivity,⁸ and influence incentives for investment, technology adoption and human capital accumulation. Good institutions can create incentives for a growth-enhancing environment and can

⁵ We follow WB/IBRD (2008) who describe the important role of government, public goods, and institutions in economic development. We argue that government capacity is instrumental for good institutions and thus economic growth. We also build on Williamson (2005), the author of "The economics of governance", who concludes that (1) institutions matter and are susceptible to analysis, and (2) public policy towards business needs to be informed by a broad understanding of the efficiency purposes served by complex contracts and economic organisation.

⁶ For example, Williamson (2005) notes that use of the word governance (excluding corporate governance) has increased significantly in economics, business/management, sociology/organisation, and political science journals.

⁷ Acemoglu in IBRD/WB (2008) distinguishes three types of institutions. First, political institutions of a society evolve as the process of collective decision-making and include the checks on politicians, and powerful interest groups. Second, the capacity of the state represents the capability to provide public goods in diverse parts of the country. Third, regulation is a broad institution that determines how much the state intervenes in economic activity.

⁸ Total Factor Productivity (TFP) growth is the portion of output growth not explained by the amount of inputs used in production. As such, its level is determined by how efficiently and intensely inputs are utilised in production.

be a solution to asymmetric information problems⁹ as they secure property rights, competition, access to finance, and trust in political institutions (Matos, 2005). Poor institutions, on the other hand, can “encourage rent-seeking activities or the unfettered pursuance of personal gain at a great cost to the rest of the society” (WB/IBRD, 2008).

The importance of good institutions and efficient policies for private sector development goes beyond traditional economic policy channels.¹⁰ North (1990) describes institutions as the “rules of the game”. These include both formal rules and informal norms. It is often wrongly believed that changing formal rules (i.e. adopting a new regulation, changing a law, or a issuing a decree) will be sufficient to deliver the desired economic outcome. However, as North (1997) notes, merely changing “formal rules will produce the desired results only when the informal norms are complementary to that rule change, and enforcement is either perfect or at least consistent with the expectations of those altering the rules”. Thus, when policy-makers adopt business-enhancing regulations, they need to put at least as much effort into enforcement.

The capacity and readiness of governments to promote good institutions play a crucial role in investors’ decision-making. Businesses seek to avoid unpredictable and overly complex institutional environments, preferring to invest in countries with hard and fast rules that are easy to follow and comply with.¹¹ Governments must provide a transparent and standardised regulatory framework to facilitate companies’ compliance with laws and minimise costs and time spent on administrative procedures.

In addition, businesses expect the provision of transparent and easy-to-access information regarding regulations and the availability of government financial support. Modern public administrations need to be capable of quickly and effectively delivering this information. For example, governments can provide information to the private sector via media campaigns, events organised for businesses,

⁹ This is a situation where there is imperfect knowledge. In particular it occurs where one party has different information to another, leading to inefficient or undesirable market outcomes. Asymmetric information can, for example, impact on borrowing and lending practices in financial markets.

¹⁰ As institutions “place restrictions on undesired kinds of individual behaviour” (Roland, 2001), they reduce uncertainty in the economy, which is an important prerequisite for investment.

¹¹ This is one of the reasons why many governments are establishing simplified requirements for low-risk installation (most of SMEs), including simplified permitting.

publications on their website, or through civil servants in local government offices.

In sum, governments need to create institutions that actively support private sector development, build a transparent business environment, guarantee property rights, and provide a sound regulatory framework¹².

Second: Involve the private sector in the policy-making cycle

The financial crisis has placed additional strain on government budgets and underscored the need for efficient and targeted policy making. If they are involved in the different phases of the policy-making cycle, businesses can play an important role in helping governments to reduce the administrative burden and increase private sector competitiveness.

Governments can involve the private sector at the design stage of the regulations and during budget-making cycles by creating formal consultation mechanisms. These mechanisms include establishing regular meetings of public-private boards to discuss existing and future regulations and budget programmes, soliciting feedback from businesses on draft regulations and budget programmes by posting them on government websites, raising awareness through traditional and new media, and circulating surveys about existing or proposed regulations and budget programmes.¹³

Once companies have access to information on budget programmes and regulations, fast and transparent procedures allow them to comply more effectively with new requirements or apply to new funding programs, thus helping these mechanisms reach their objectives. This fosters confidence in government activities and encourages companies to work with the government and expand their activities.

¹² For example, Sweden has moved from an emphasis on deregulation associated with the market liberalisation in the 1990s to the improvement and simplification of rules. The policy has also broadened from simplification and cost reduction to a renewed interest in making ex-ante impact assessment work.

¹³ In some OECD countries, businesses have created organised structures to lobby the government. In Sweden, the Board of Swedish Industry and Commerce for Better Regulations represents a third of local businesses and advocates for more business-friendly regulation (OECD, 2010). Governments need to make the regulatory environment friendly to the activities of business associations and lobbyists, while ensuring that their activities are sufficiently regulated.

Sound monitoring and evaluation systems of private sector policies also support governments in preparing, adjusting and implementing regulations and budget programmes. These mechanisms should provide key quantitative information on private sector activities, as well as useful qualitative feedback from businesses, and take stock of progress in implementation reported by government institutions and agencies. Transparency in monitoring also fosters the confidence of businesses in government policies and programmes.

Spending reviews¹⁴ are also a valuable monitoring tool to examine certain aspects of government expenditure and can be performed in collaboration with private sector representatives. Spending reviews can be conducted on the full range of government expenditures, on government expenditures impacting businesses specifically or on budget programmes for private sector development.

Third: Enhance government capacity to constantly identify business needs

Governments often lack the capacity to understand private sector constraints while businesses can place unrealistic demands on governments. The resulting incongruence can lead to ineffective policies, hampering private sector development and straining government budgets. More specifically, the interests of the weakest sectors and types of businesses (e.g. SMEs) can be overlooked in the policy-making process due to structural disadvantages, such as their limited resources to participate in the policy-making process.

While some governments are taking steps to develop more sophisticated strategies and better identify the needs of the private sector,¹⁵ many others still have relatively few mechanisms that

¹⁴ Boyle (2011) reports that spending reviews should be periodic (roughly triennial) reviews, linked to the Medium Term Economic Framework. Boyle reports that spending reviews are large-scale exercises, and should be based on the following criteria: Should the Government be involved in funding this activity? Is the funded activity meeting a Government priority that provides economic value and serves a public interest? Can the activity be provided by alternative means, such as the private sector or NGOs, another level of Government or joint provision? Can the activity be provided more efficiently and at lower cost? Is the range of services provided affordable, and if not, what elements should be dropped?

¹⁵ For example, the Ministry of Trade and Industry in Singapore launched the Pro-Enterprise Panel (PEP) as a public-private partnership set up to help businesses overcome problematic regulations (MTI, 2011). The PEP is chaired by Head of Civil Service with mainly business leaders as members, and supported by a network of senior public officers. The PEP regularly surveys the private sector to improve its capacity to serve business needs.

involve the private sector. Moreover, the mechanisms already in place could often be improved by developing a more strategic approach to public-private dialogue.

Effective public-private dialogue helps to achieve more effective policy making and implementation. Dialogue reduces the information gap between government and the private sector and helps build trust between the two parties. It provides a platform for the private sector to voice its concerns and provide feedback. This dialogue improves the investment climate and the efficiency of government resource allocation. Finally, consulting with the private sector increases the chances of successful policy implementation.

In many countries, consultation with the private sector is one of the key tools employed to improve the transparency, efficiency and effectiveness of regulation. Consultation allows beneficiaries to have input in the discussed regulation so that they understand why it is important.

To reap the benefits of dialogue with the private sector, governments need to use a variety of tools:

- Surveys are a useful and cost-effective tool for gathering information on business satisfaction with government policies and services, as well as about business needs.
- Private sector interviews are useful for in-depth discussion in order to explore business priorities and stimulate suggestions on policies.
- Government-private sector boards provide a forum for structured debating and brainstorming.
- Traditional media (*e.g.* TV, newspapers) are useful to disseminate information about government policies and help improve policy implementation by spreading awareness.
- New media (*e.g.* internet, e-Government) are cost-effective tools for seeking feedback from the private sector and allow information to be shared almost instantaneously.

For the dialogue to be successful, it should be carried out in an atmosphere that promotes transparency and accountability. In particular, companies that are part of the dialogue should provide effective representation of the country's private sector. Potential

conflicts of interests from both government officials and private sector representatives should be closely monitored.

Fourth: Improve the quality and range of government services to businesses

Governments generally use two important levers to create and sustain a business-friendly environment: the regulatory (legislation and institutions) framework and budgetary (spending) instruments. However, there is another lever, which remains often underused – government’s services to the private sector.

Services delivered by governments are traditionally concentrated around administrative procedures, such as registration and business licensing. However, private sector companies have a multiplicity of other needs that have to be met for them to effectively do business. For example, companies need to obtain capital and thus have access to external financial credit in order to invest in their business activities. They also require good infrastructure to access suppliers and the wider market, and a competent local workforce to attain expected production volumes quality standards. In addition, enterprises benefit from government services that help them attract high-quality foreign direct investment, and translate these investments into knowledge transfer and sustainable growth.

Targeted and efficient services in these areas can help businesses to start, grow and thrive through reduced costs, time and effort, helping them to better focus on their operational activities. Modern governments therefore need to ensure that they are continuously improving their services across a wide range of policy areas.

To deliver better services to businesses, governments can assess their performance based on a “life events” approach. Life events experienced by businesses are identified moments in the life of a typical business (e.g. starting a business, exporting goods) during which businesses interact with the administration. Life events are easy to understand for users and offer a simple and efficient way of assessing services and contributing to service delivery improvement. Defining a life cycle service delivery strategy helps governments identify the most critical services to businesses, and focus their resources on improving these priority services.

Once services have been assessed and prioritised, governments should focus on improving the content of services (access to finance, infrastructure, investment promotion), and the quality of service delivery channels (e.g. one-stop shops, e- and m-Government).

Fifth: Optimise the private sector's role in the provision of public goods and services

As the private sector's – and citizens' – expectations of the quality of public services continue to grow, governments are looking for more efficient delivery processes. To meet these expectations, many governments increasingly recognise that the private sector will need to play a stronger role in the delivery of public goods and services ranging from education to healthcare and transportation. When well-managed, the involvement of businesses in the provision of public goods and services can help governments to achieve greater efficiency, enhance innovation, share risk, and better target investment. Increasing the involvement of private sector companies will require optimising public procurement practices and systematically defining when a public good or service should be delivered by the private sector.¹⁶

At the same time, the participation of the private sector in the delivery of public goods and services can also be beneficial to businesses. It can encourage private sector development by offering opportunities for businesses to provide goods that previously were the exclusive domain of the public sector.

To do so, the government has important market-based tools, which remain underutilised in most administrations today. These tools have a large potential to stimulate the economy, and, if properly

¹⁶ *Academic research suggests that the efficient size of government might be in part country/time/culture-specific. For example, Karras (1996) estimates the optimal Government size for several sets of economies by investigating the role of public services in the production. He empirically shows that that government services are productive for the economy. Facchini and Melki (2013) investigate the efficient size of government by analysing the relation between public spending and real GDP for France in the period 1896–2008. Their empirical findings suggest that the optimal government size in terms of efficiency measured by public spending was reached when public spending was around 30% of GDP. Further, Karras (1996) notes that the marginal productivity of government services is negatively related to government size. Acemoglu (WB/IBRD, 2008) notes that the emphasis on limiting various forms of government intervention that lead to distorted incentives in the marketplace is right. Nevertheless, Acemoglu claims that the focus on these problems should not be blind to other important barriers to economic growth, such as infrastructure, education, or law and order.*

framed, can generate new sources of growth and competitiveness. First, through procurement, the public sector can provide important market opportunities for businesses and support constrained sectors. Second, by increasing contracting, governments can stimulate innovation, as private sector entities address the delivery of services with a different mindset, resources and capabilities. Third, partnerships (e.g. public-private partnerships or Triple-Helix schemes¹⁷) can support countries in boosting growth by facilitating co-operation between academia, business and local government.

Conclusion

Too often, private sector development policies are developed with an overly narrow perspective. They are often reduced to piecemeal regulations that target business development measures or to financial support to specific sectors. With government expenditure representing close to 50% of GDP on average in OECD countries, countries have considerable resources and institutions that could be harnessed for private sector development in addition to their primary public policy objective. By integrating a business-oriented approach into public administration practices, governments will also be able to increase their efficiency and capacity to deliver results.

This paper argues that there is a critical need for governments to widen their view of the government-private sector interface. Public administrations need to seize the opportunity of a changing economic environment and increasing budgetary pressure to involve businesses across the scope of government activity and channel private sector know-how and investment into all sectors, including toward the provision of public goods and services. More than ever before, the efficiency of policy making outside traditional fiscal and monetary channels will mark the difference between successful and less successful countries.

¹⁷ The Triple-Helix concept argues that the potential for innovation lies in a combination of elements from government, academia, and business for the production, transfer and application of knowledge. Triple-Helix Partnerships can support countries in boosting innovation by facilitating co-operation between academia, business and local government. The Triple-Helix model advocates the notion that value creation in innovation is accelerated when the actions of these three stakeholders are coordinated.

There is a critical need for a systematic framework for private sector development policies. First, governments need to find more and better ways to expand the public-private dialogue throughout the policy cycle. Second, governments need to improve the scope and quality of government services to business. Third, they need to think more strategically about ways to systematically involve the private sector in the delivery of services to society. Finally, governments will have to change their own culture to embrace the new possibilities that can be generated by this new paradigm.

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SEPARATION VS. HARMONIZATION: A COMPARATIVE STUDY OF CIVIL SERVICE LEGAL ARRANGEMENTS IN EUROPE¹

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1. Introduction

The formal and informal arrangements determining the position of civil servants and their relationship with political principles have come to be described in terms of public sector bargains, or PSBs (Savoie, 2003; Hood and Lodge, 2006). The idea of such bargains encompasses a wide variety of dimensions: conventions about accountability, recruitment, career, political neutrality, duty, and mandates.

A more general tension in contemporary public administration is reflected in the discrepancy between managerial employment arrangements and Weberian civil service values. Governments and governmental organizations are required to satisfy two opposing sets of demands; the first is a managerial set of demands (effectiveness, efficiency, flexibility and managerial discretion) while the second is a set of Weberian demands (integrity, non-discrimination, rule-based conduct, risk-avoidance and frugality).

In this article, we focus on the perspective of employment security and professional and ethical norms relating to political neutrality and integrity: major issues across various European countries over past decades. Moreover, we analyse the centrality of employment security, connecting the idea of bargains to discourse on managerialist Human resources management (HRM) arrangements, and flexibility in the personnel system. In addition, we address the essential question of the degree to which civil servants should enjoy a more protected employment position than employees in the private domain.

The direct motivation for this study is empirical: the resurgence of debate on the legal position of civil servants in the Netherlands

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gives rise to questions of a cross-national comparative nature. In the Netherlands, debate is closely connected to the question of the specific character of the public sector and the differences between working for the government and working in the private sector (the distinct nature approach). Some believe that there is (or should be) no fundamental difference between a job performed for the government and a job performed for a private corporation (the harmonization approach, as it has become known in the Dutch context).

A quick scan across a set of European countries suggests that, over the past fifteen years, many countries have arrived at a similar junction regarding the position of civil servants. We hypothesize that, for countries at this crossroads, there have been three broad paths available. The first (a left turn) reinforces the 'distinct character approach' to legal arrangements regarding the civil service. This approach implies that working in the service of the state entails working in a political, democratic and legalistic environment, naturally differing from that of the private sector. The second path maintains the status quo without any real decision or change. The third (a right turn) eliminates special civil service rights and responsibilities.

In this analysis, we have investigated the experiences of nine Western European countries, plus some Central and Eastern European countries, as a more or less homogeneous group of states. After discussing how historical roots and challenges defy such comparison, we present our findings first for the Netherlands, a country which seems to have made a right turn, seeking to alter the special bargain it formerly struck with its employees. We follow with analysis of a cluster of countries which have taken a similar route (Sweden, Denmark, Italy and Switzerland). The second cluster (Germany, Belgium and France) have chosen to maintain the status quo and, finally, we look at those which have taken a left turn, increasingly emphasizing the distinctiveness of public sector work over the past 15 years: Central and Eastern European countries and the UK. To conclude, we analyze and review our findings in terms of changing bargains.

Our study demonstrates that each country's political culture and experience over the past 25 years has influenced its ultimate direction. For this analysis, we use secondary material, mainly single

case studies by country, and some comparative studies, which cover multiple countries.

2. Public Sector Bargains and Challenges of Comparison

It is almost a cliché to state that, notwithstanding a myriad of technologies, public administration is, first and foremost, a matter of human interaction. Nonetheless, it is significant that the quality of public administration depends to a great extent on its administrators: politicians and civil servants. The position of both groups of officials is defined through a multitude of institutional arrangements and, in a formal sense, through legislation. Their positions are the product of an evolutionary process in which formal and informal rights and obligations have been defined through the interaction of a wide variety of participants. Our analytical focus is on the changing (legal) position of public employees: a changing public sector bargain. The bargain essentially focuses on implicit or explicit outcomes, in which politicians gain some degree of loyalty, expertise and competency from civil servants. In return, those civil servants obtain a place in the government structure, responsibility and rewards (Hood 2001; Hood & Lodge 2006).

Hood (2001) distinguishes between two main types of bargain: systemic and pragmatic. The most important difference is that systemic bargains refer to systems where public service is part of a fundamental constitutional settlement; pragmatic bargains refer to systems where public servants' rights and duties are more of a convenient agency arrangement between politicians and bureaucrats. The systemic bargain is divided into two subtypes: consociational; and Hegelian. The pragmatic bargain comprises three types: Schafferian; hybrid; and managerial (Hondegheem and Steen, 2013).

Hood suggests that a shift is occurring, at least for civil service systems of the Westminster type, in terms of pragmatic bargains, particularly as governments move from Schafferian bargains to managerial bargains. The managerial bargain involves:

- a) a 'turkey race' with respect to rewards (based on individual competition);
- b) a delivery attitude with respect to competence (ability to get things done); and
- c) an executive type of loyalty (the civil servant pursues defined goals within set parameters).

Hood's suggestion may seem plausible in the light of the various New Public Management (NPM)-inspired reforms seen across most European countries over the past 25 years. However, it should not automatically be assumed that change occurs in the same direction in each country, let alone in the same way or at the same speed. The first question is whether change processes in countries with a systemic type of bargain are similar to those in countries with pragmatic bargains. If bargains in all countries move towards the managerial type, does this mean that systemic types of bargains (consociational and Hegelian) are slowly disappearing? In this paper, we'll explore the shift in bargain types for a number of European countries where systemic and pragmatic bargains were the previous norm.

Before we begin empirical analysis, it is important to note the debate on the legal definition of the term 'civil servant', which varies widely across countries. The great variety of terms and definitions (given the specific and unique character of the system of public governance in each country) may result in us comparing apples to oranges. The various terms used in defining government personnel, civil servants and civil servant status make it a challenge even to analyze one country. This confusion becomes even greater when we begin cross-national comparison. For instance, the Dutch term *ambtenaar* does not signify the same thing as the French *fonctionnaire*, the British *civil servant* or the German *Beamte*. We are in danger of treating one as the standard against which the others are measured. There is no standard description of a 'real civil servant' so comparing civil service systems remains an unsatisfactory activity, with much potential for confusion (Demmke and Moilanen, 2010).

There is a tendency to reserve the concept of civil servant for those employed within 'classical Weberian career bureaucracy'. However, this approach may be too Franco-German inspired, so we will use the terms civil servant and civil service more generally, referring to public officials and public service regardless of the employment sector, or political-administrative or legal regime (Demmke and Moilanen, 2010).

The legal translation of these bargains will vary by country and by political institutional system. They may be defined in statutory law or in government prerogatives (or both) or may be codified or not.

Legislation may be established in framework or comprehensive law or in constitutional law (with or without qualified change mechanisms). These various forms have considerable potential for change and alteration, delivering additional bargaining instruments and influencing the bargaining game.

3. *The Turn to the Right*

3a. *The Netherlands*

When the modern Dutch constitution was debated (1848), drafted by Johan Rudolf Thorbecke, most legal experts emphasized the importance of a (constitutional) legal anchoring of a professionalized civil service. However, Parliament refused, partly due to fear of rising financial costs (Stekelenburg, 1999). Fifty years later, pressure from public sector labour organizations and constitutional lawyers resulted in a civil service law. The Civil Service Act (*Ambtenarenwet*) was adopted in 1929 and an accompanying by-law (ARAR) for central government was issued in 1931.

These laws regulate and define the constitutional and legal position of civil servants. Under their scope, civil servants enjoy 'public law status'. Since 1931, in cases of labour dispute, civil servants have been able to access administrative legal courts and procedures instead of using administrative appeal procedures (Van IJsselmuiden, 1988; Stekelenburg, 1999). The bargain that developed in the Netherlands pre-WWII is most similar to the Schafferian public sector bargain. In the post-WWII period, other elements were added. In the 1970s and 1980s, when the civil service gained more representational duties, elements of the consociational bargain were added. Later, in the 1980s and 1990s, reform added some elements of the managerial bargain.

Most material provisions accompanying the CSA 1929 are established in (decentralized) by-laws, reflecting the decentralized nature of the Dutch state. As such, the CSA has the character of a framework law. Each government employer has separate by-laws regulating material provision with regard to rights, duties and rewards, and each government agency determines its own regulations. Since 1993, umbrella organizations for government employers and trade unions have worked together, using a decentralized bargaining sys-

tem (the labour sector model comprises 14 sectors). Employers and trade unions may meet and co-operate (although rarely nowadays) at a council for public personnel issues (ROP) or meet informally at the Center for Public Labour Relations (CAOP) (Dijkstra & Van der Meer, 2011).

Since the late 1950s, the issue of the use, and need for, a separate arrangement for civil servants has featured regularly on the political agenda. Constitutional and administrative lawyers have typically favoured maintaining the status quo, while labour law experts have favoured drastic reform, especially in respect of rewards, employment security and social security. Nevertheless, the system has been maintained - with the single exception of harmonizing the social security system with that of the private sector.

Quite recently, substantive discussions began anew. The 2010 coalition document (in which the coalition parties set the government's policy agenda for its term) included an announcement stating the government's intention to abolish the public law appointment and administrative legal protection. In November 2010, two MPs (Fatma Koser Kaya – Liberal Democrat, and Eddy van Hijum – Christian Democrat) submitted a bill abolishing the public law position of civil servants and harmonizing it with private sector labour law.³ After revision, the scope of the bill was limited to the rules of appointment, termination of employment and administrative legal review. The CSA and other non-substantive provisions would be maintained and elaborated by the Ministry of the Interior. Other public law regulations would remain in force.

Interestingly, recent debate on reviewing the status of public servants has almost exclusively focused on labour law and managerial aspects of public status (Van Peijpe, 2005). In the earlier stages of the debate, in the 1950s and 1960s, constitutional and public administration aspects received the most attention (Van der Meer et al., 2012). Proponents of abolishing the public law status seem to downplay aspects such as public legal codes relating to integrity, anti-corruption and political-administrative interaction and the basic rights of civil servants. However, public administration experts, constitutional lawyers and, notably, the Council of State have stressed the importance of these neglected issues.

³ *Elements to be harmonized are arrangements concerning pensions, unemployment benefits and disability benefits.*

The Dutch Council of State, the highest body advising Parliament and the Government on the quality and feasibility of proposed legislation, has expressed its formal opinion on the harmonization bill in the most critical terms. The Council argues that the bill neglects the distinct character of employment within a political and governmental context. Furthermore, the Council sees no reason to expect the type of flexibility and cost-reduction predicted by the bill's authors.

The various parties involved, with different interests and positions, can be listed as follows (Van der Meer, Van den Berg & Dijkstra, 2012):

<i>Group</i>	<i>Assumed interest</i>
Political executive	Ending a perceived civil service 'overprotection' to achieve cutbacks;
Parliament (sponsors)	Appearing active and decisive in modernizing and de-privileging the civil service to achieve cutbacks and please the general public.
Top civil servants	Reforming the legal position of the rank and file in order to obtain more flexibility in HRM terms while remaining secure themselves given the existence of the ABD.
Council of State	Providing serious criticism regarding the nature and scope of the proposed legislation
Rank-and-file civil servants	Preserving the protection against political and managerial arbitrariness and material privileges, cf. public service motivation
Civil service trade unions	Protecting specific civil service rights. While some trade union leaders (FNV the social democratic unions) initially favoured a perceived increase in power during the labor negotiations; other unions were very much against.
Academics	Opposing the law (Public Administration scholars), and Supporting the law (generic Labor Law scholars).
Media	Possessing a historical aversion to what may appear as bureaucratic privileges
Broader public	

The above shows that the debate regarding the legal position of civil servants has regained significance in recent years. Although the public law system has been maintained, the major exception has been equality of the social security system with that of the pri-

vate sector. This can be partially explained by increased attention to labour market regulations but an element of revival of Weberian principles of bureaucracy is evident. We conclude that, although no final decision has been taken regarding reform of legal status, the discussion is of significance in itself, independent of final outcome.

3b. Scandinavian Countries: Denmark and Sweden

In Denmark, the majority of governmental personnel work in the service of the state via a collective labour agreement. As in Germany (see 4.4), Denmark has *Beamter*, as well as other staff who work for the state but without *Beamter* status. *Beamter* include senior civil servants, judges, police, prison wardens and defense staff, alongside State Church high officials. While other public sector employees may not be formally appointed as civil servants, the Civil Service Act and the Civil Service Pensions Law apply to them. Other labour arrangements, such as the Holiday Act, the Equal Treatment Act and parental leave, apply equally to both public and private sector employees. This has been in force since January 1, 2001 (Minister of Finance, State Employers Authority, Employment in the Danish State Sector (2005)).

It is important to note here that, although Denmark has partially normalized the legal position of a large part of public sector personnel, an additional, parallel system remains untouched (Niessen, 2010, p.25). It is interesting to see which categories are considered part of the inalienable domain of the state, and which categories fall outside.

In Sweden, civil service status was abolished during the heyday of NPM in the 1990s, with most public employees given equal legal status with private sector employees. Like Denmark, Sweden has crafted exceptions to the judiciary. Moreover, we must consider that egalitarian and co-operative (neo-corporatist) labour relations are typical of the Swedish societal model.

In cases of involuntary termination of employment, the legislator takes a restricted role. The 1970 Termination of Employment Act provides for redress against being fired and for rescinding involuntary termination; in cases of employer non-compliance, this can even result in financial compensation to an employee. Employers

and employees enjoy a substantial degree of discretion in composing their collective labour agreements (Heemskerk, 2009). In the Swedish model, an independent agency manages the negotiation process, and the government is only involved from a distance. It is important to note that this seemingly depoliticized model has its drawbacks, for example, concerning the politicization of the civil service and the preservation of a certain *esprit-de-corps* among civil servants.

Developments in Denmark and Sweden signify a turn to the right. Relatively recent reform in both countries has seen the bargain between politicians and civil servants move towards a managerial bargain, at least in regard to employment relations.

3c. Italy

Italy took a turn to the right 20 years ago; the public law status of labour relations for senior civil servants was eliminated in 1993, as part of reform of a political administrative system deemed defunct. Using NPM solutions, their legal status is now organized under private law. The aim has been to neutralize politics from the civil service and generate more mobility, while clarifying the differing roles of politicians and civil servants and bringing a degree of accountability to individuals (to encourage compliance with norms).

The emphasis in Italy is clearly on professional quality, integrity and political impartiality, as opposed to financial savings or the application of market-mechanisms to HRM within the government (Gualmini, 2012). The bargain was changed in 2002, when it was decided that top civil servants (secretary general level) would again be appointed by decree: a unilateral public decision (Ongaro, 2009). In doing so, the privatization of top civil servant positions was partially reversed. Under the revised policy, their appointment is under public law while their salary is determined on an individual basis by private legal contract, once every three years.

The public service bargain has evolved with greater emphasis on non-material aspects: professionalism, integrity and political neutrality. These, rather than managerialism, have been the driving force for reform of senior civil servants' legal status. We conclude that Italy has taken a turn to the right but has partly reversed this

in regard to top civil servants, rehabilitating the Schafferian bargain for top-managers.

3d. Switzerland

Switzerland is often cited as an example of a normalized system. In 2001, a referendum resulted in a new Federal Personnel Act, which replaced the old Civil Service Statute. The executive relied on anti-bureaucratic sentiments among the general public, upheld by the referendum. The instrument was used to change the Public Sector Bargain (PSB) in legal terms.

The referendum allowed the executive to circumvent the resistance of public sector trade unions. The decision attained additional direct democratic legitimacy and the bargaining position of trade unions was undermined. At Canton-level, the status of *Beamter* was removed in a number of cases, requiring civil servants to be reappointed to their position every four years; this time-consuming and inefficient process has since been eliminated. Moreover, a number of categories of Swiss civil servants have remained under the new regime and under public law.

Article 8 of the *Bundespersonalgesetz* states: *1 Das Arbeitsverhältnis ist öffentlich-rechtlicher natur* [Labour relations (for Federal Government staff) are subject to public law]. The elimination of *Beamtenstatus* has not resulted in the elimination of their special legal position but is rather a measure promoting the efficiency of HRM policies and civil service professionalism (as opposed to equalizing the legal position of civil servants with private sector employees). Public sector employees continue to enjoy stronger job protection than private sector employees.

In short, reform in Switzerland seems to imply fundamental modernisation along the lines of New Public Management, since the substantive meaning of the term *Beamte* has changed; at the same time, this change has not involved any real movement towards a managerial bargain.

4. Maintaining the Bargain

4a. Germany

We now shift to the cluster of countries continuing on the same path, with the position of their civil service largely unchanged. Germany is considered exemplary in having both *Beamter* (employed by the state and subject to public law) and ordinary public sector personnel (subject to private law - *Angestellten*). Historically, *Beamter* enjoy a special legal position, having a closer relationship with the state than the average citizen and representing the state to the rest of society. *Beamter* owe the state special service and loyalty, being granted certain privileges in return (with the exception of the *politische Beamte*): life-time employment in terms of salary; compensation in case of illness; and retirement pension.

After the Second World War, the Allied Forces abolished the *Beamtentum* in West Germany, holding this institution partly responsible for German aggression: not only failing to uphold the rule of law in times of totalitarianism but supporting totalitarian rule. However, its legal position under public law was reinstated in 1950. In recent decades, the number of *Beamter* within the public service has fallen slightly: primarily as a result of privatization and the fact that no new *Beamter* have been appointed within formerly state-owned enterprises (aviation, post and railways). Individuals working for an organization at the time of privatization have maintained their status of *Beamter*. Other public organizations, such as independent public bodies, have reduced their number of *Beamter*, reflecting their changing position and status.

Most German governmental personnel are not *Beamter*, but *Angestellten* - employed through labour contracts. Reforms affecting both groups have been carried out in recent years, with the aim of creating more transparency and standardization within the HRM system. Within Germany, the principle of separate status for servants of the state remains (albeit for a select group within the larger apparatus). Among the dominant group of academics (constitutional lawyers), formal doctrine remains.

The Constitutional (federalization) Reform of 2006 had consequences for civil service legislation. Although civil service unions resist-

ed, the Federal and Länder governments agreed to replace the old framework with *Beamtenstatusgesetz* for federal level and *Landesbeamtenstatusgesetz* for Länder level. These instruments decentralized career, pension and remuneration issues to the Länder, with due consequence for position (particularly regarding flexibility within the career system by combining or abolishing the different *Laufbahngruppen* career systems of *beamten* (see Bavaria and Rhineland-Palatinate); there were also salary differences among the Länder (Goetz, 2011).

As in Belgium, why do some functions in organization A receive *Beamte*-status while the same functions in organization B receive *Angestellte*-status - as is the case in various municipal governments? In the municipalities (but not so much the Länder) of the former GDR, there is no historical distinction between *Beamter* and *Angestellten*. The proportion of *Beamter* is believed to be lower than in Western parts of Germany, although, in absolute and relative terms, their number is increasing, even in the East.

In terms of public sector bargains, Germany retains a systemic type of bargain. Some elements of the managerial bargain may still exist, as there has been no system-wide change in terms of job protection, neutrality expectations or salary adjustment. There are insufficient grounds to conclude that Germany's public sector bargain is moving towards pragmatism.

4b. Belgium

The vast majority of government personnel in Belgium have statutory appointment under public law. In addition, there are contract employees, subject to private labour law. While labour conditions in the private and public sectors have become increasingly similar, this may not apply to values such as ethics, impartiality and civil service professionalism. At federal level, 27% of civil servants have a contractual appointment (Hondeghem, 2011). There is less outsourcing for lower-level work compared to other countries but contracts are also used for flexible and technical jobs (Janvier and Peeters, 2005). With local and provincial authorities, more individuals are signing labour contracts.

After an initial, dramatic increase in contract employees, proportions have stabilized since 2005. Often, contracts are used for ob-

ligatory job placements or subsidized jobs (both of which may be permanent in nature) and functions at lower levels. Sometimes, the criteria are less clear. There is ongoing discussion about the rights of contract employees vis-à-vis civil servants, since the former enjoy less protection (De Becker, 2011, offers a political point of view) and have fewer career opportunities (Hondeghem, 2011). For this reason, as well as those relating to NPM and performance management, the issue of a single unitary statute for all public sector personnel has been raised in academic public management and HRM circles. To read more about this, at local and provincial level, see Janvier (2003) and Janvier and Hendericks (2010). This has not yet led to concrete results, although both the Flemish government and the unions are eager to address the most negative aspects of the divide between statutory and contractual public officials. An important consideration in explaining Belgian immobility is the division between blue and white collar labour unions and the stalemate in politics and administration, due to numerous political divisions and neo-corporatist relationships.

Very recently, the Belgian federal government re-fuelled the debate by arguing for a reduction in differences between statutory and contract public sector employees. It argued that this should not lead to an abolition of the public law status of statutory civil servants, which implies a desire to widen (rather than narrow) the group of civil servants subject to public law (*De Standaard*, August 14, 2012).

4c. France

The French Constitution states that Parliament is in charge of the protection of servants in the military and public service. The Constitution, however, is not explicit about whether public service employees should have distinct status under public law. The legal basis for their appointment (which, given its public law nature, is necessarily unilateral) is established in ordinary legislation.

Contractual appointment to the French public service is only possible if (a) there are no civil servants able to fulfil a position, and (b) the position is temporary or included on a list composed by the *Conseil d'Etat* for this specific purpose. All other employees of the French public service are subject to public law. There are three *fonctions*: central level, decentralized level and health care.

A key area of discussion in France is the position of the Corps (Van den Berg, 2011). France has a corporate organization based on a career system, categorized by profession. The advantage of this system is professional expertise and the emphasis on specialists. However, the large degree of fragmentation and corps specialism can be a disadvantage, especially with respect to the power of the *Grands Corps*. On this point, policies are oriented towards minimizing disadvantages by limiting the power of the corps and corps mergers (Bezes and Jeannot, 2011). In conducting reform, the powerful French unions must be taken into account. According to Jeanne Siwek-Pouydessau (2010), civil service unions follow a three-fold strategy of 'resistance without concession (*Force Ouvriere*) and defense of a civil service that serves citizens (CGT) and focuses on methods deemed inadequate (CFDT union)'.

From a PSB-perspective, there has been a considerable degree of stability in France: the changes that have occurred have been within the boundaries of the existing systemic bargain.

5. *The Turn to the Left*

5a. *Eastern European countries*

In this cluster of countries, the distinct nature of public sector service has been emphasized more in the past 15 years than ever before. The former communist countries of Central and Eastern Europe have adopted a distinct position in this debate. In the Communist era, civil service systems were heavily controlled by the dominant party; there was no separate legal position for the civil service, and employees had little power to counteract the dominating influence of party and political officeholders (Dimitrova, 2002). The system revolved heavily around personal relations (political and party), resulting in nepotism and favouritism.

After the fall of communism, initiatives were begun to promote greater expertise and (political) neutrality. Reform was encouraged by various countries' accession to the European Union (Verheijen, 1999), which led to new (public law) civil service acts; this was one of the most important results of the Copenhagen (1993) and Madrid (1995) EU summits. Additional criteria state that professional civil services must be depoliticized and merit-based, and should follow

formalized standards of integrity. In this way, EU accession criteria have contributed to Weberian-inspired civil service legislation in these countries (Goetz, 2001). However, it appears that political leaders have tried to circumvent these arrangements and delay their implementation.

In Central and Eastern European countries, most public sector reform has been broadly oriented towards creating modern civil service systems, drawing on the NPM experience of a number of Western (mainly Anglo-Saxon) countries. However, when it comes to efforts to institutionalize specific values of ethics and professionalism, the choices made by governments reveal a clear penchant towards Weberian norms, showing the political and legal context of the public sector (Verheijen and Rabrenovic, 2007). In this sense, Central and Eastern European countries have opted for a systemic rather than pragmatic type of bargain.

5b. The UK

The UK is often hailed as an example of a state without statutory civil service provision; a wide range of public officials exists, governed by various employment schemes and regulations, reflecting level, among other factors. Their position was formalized following the adoption of the Constitutional Reform and Governance Act in 2010. The former arrangement had come under pressure, partly due to New Public Management-style reform. For participants in the bargain (primarily civil servants and ministers), it had become increasingly unclear how their roles and responsibilities should best be fulfilled, so reconsideration of arrangements followed. Interestingly, the Governance Act has brought reform similar to that proposed by Northcote and Trevelyan in 1854, as part of their *Report on the Organisation of the Permanent Civil Service* (and never put into practice).

The present Governance Act provides the British civil service with a legal basis, by formally establishing its core values: impartiality, integrity, honesty and neutrality, as well as merit-based appointment. The Act also establishes rules concerning 'special advisers' and the Civil Service Commission: the institution responsible for policies concerning government personnel and recruitment procedures.

The Constitutional Reform and Governance Act can be seen as a step towards the Weberian model of civil service legislation – even though, until recently, British attitudes appeared to be fervently opposed to such codification. The absence of such legislation has traditionally been seen as one of the defining features of the British civil service: thought to be much less legalistic than various Continental-European administrative traditions.

This is interesting for two very different reasons. First, developments in Britain may serve as an indicator for cross-national convergence in the legal position of the civil service across various EU member states: Britain's move towards a Weberian conception of the civil service reduces fundamental differences across the countries of Europe. Models that were once starkly different now seem to be converging: continental systems are adopting elements of Anglo-Saxon systems (less protection in material terms and more similarities with the labour conditions of the private sector) while Britain is adopting elements of the Continental tradition (codification of core values and constitutional obligations). On the other hand, the introduction of this act in Britain can be seen as a modern response to important questions concerning the expanding number of special advisors, who are not bound to political neutrality, and who have become increasingly influential over recent years - usually at the expense of the position of impartial career civil servants (Peters and Pierre, 2004 and Van den Berg, 2011).

Secondly, various aspects of developments in Britain seem contrary to the privatizing reforms that have taken place in countries such as Italy, Sweden and Denmark. In Britain, the public, legal nature of the civil service is more emphasized.

6. Trends in Rethinking the Bargain

This tour of a number of European countries demonstrates that debate about civil servants' legal position in a changing societal and governmental context is on Europe's agenda. It also shows that discussion is not limited to labour law, but includes the legal position of public sector employees as part of a broader debate about the role and position of the civil service.

Discussions in various countries revolve around professionalism, interactions with and relations to politics and society, and the degree of independence within a bureaucratic organization. The transformation from the distinct nature of public sector bureaucracy and deployment towards equality with the private sector looks like a shift from Schafferian bargains towards more managerial oriented bargains. Nevertheless, movement in various countries (mentioned above) seems to contradict this trend.

Generally, it seems that decision makers have moved towards equalizing labour conditions and social security issues in the public and private sectors. In contrast, the issue of 'normalization' of civil service rewards is explicitly avoided in most cases, given the political and societal sensitivity of public sector rewards (Peters and Brans, 2011). Ample attention has been given to public law arrangements relating to integrity, moral competency, political neutrality and the protection of civil service professionalism; these are closely related to the other issues mentioned but are more like hybrid bargains than managerial.

This implies that the two main aspects of public service bargains examined are independent of each other: the legal arrangement surrounding employment, and the ethical and professional norms regarding civil service integrity and political neutrality. While we see movement towards the managerial bargain on the substantive side, on the ethical side, we have witnessed a move in the opposite direction. For instance, in the Netherlands, employment arrangements are undergoing reform (following the harmonization model) yet ethical and professional norms are still very much stressed. We might argue that discussion concerning abolition of special civil service status has led to opponents reformulating their view on the importance of such status. In the UK, where ethical norms are increasingly made explicit and codified in rules, employment arrangements are not following the same path away from the traditional British model.

We suggested earlier that, despite some discrepancies in context and time of origin, all European countries have developed extensive legal and more or less formalized frameworks for their public service over the past 150 years. This development can be seen as part of

a bureaucratic revolution strongly associated with the development of the rule of law (Van der Meer, 2009).

Analyzing the relationship between politicians and civil servants in PSB terms (Hood and Lodge, 2006), civil service legal frameworks formalize public sector labour relationships (and ensuing bargains) into law. By this legal entrenchment, these relationships are made more durable, limiting room for interpretation and providing bargaining power for future encounters. All depends on the nature of the translation of formal and informal elements of public sector bargains into law.

According to the PSB concept, these bargains are the implicit or explicit outcomes of politicians gaining some degree of loyalty, expertise and competency from civil servants, and of civil servants securing their position in the government structure, with responsibility and rewards. Formalized bargain outcomes are made explicit in law, with changes to legal frameworks reflecting changing bargains. The (legal) translation of bargains varies, based on differences in the political institutional systems of a country.

The term bargain suggests (two) directly involved (contractual) parties: politicians and civil servants. What has become clear in this study is that many others are directly or indirectly involved. It is a misconception that both groups are unitary players, since both comprise a variety of actors with their own interests, rationales and bargaining positions, forming temporal associations and fluid coalitions. Within the group of politicians, ministers should be distinguished from members of parliament and party officials. The same applies to other levels of state and, in some cases, to various sectors. Among civil servants, there are a multitude of lines of separation; these include government level and functional sector but also hierarchical levels, involving top and senior civil servants and the 'rest', and functionally politicized and functionally bureaucratized senior civil servants (Van den Berg, 2011).

Civil service unions play a role, depending on their (formal) inclusion in government-labour relation mechanisms, the rate of membership mobilization and the degree of 'radicalism'. Besides the 'usual suspects' (executive officeholders and civil servants), other influential actors should not be disregarded: international organiza-

tions and institutions (EU and OECD primarily in European cases) and ILO and Human Rights institutions and courts at various levels. In addition, in some countries, professional associations and academics also play a role (labour and constitutional law, and political and public administration experts).

A PSB perspective in this case seems particularly appropriate in examining the definition and the redefinition of the (legal) position of public employees within the wider political administrative system of a particular country. In the past, reasons for formalized construction under public law have been argued in terms of a fairly simple bargain. A structured rewards system, an ordered system of tenure and promotion as well as protection from nepotism and political interference were offered by the political system, with rewards and a place within the administrative system offered in exchange for loyal support.

From discussions in political, professional and academic quarters, the suggestion might arise of movement towards the normalization or harmonization of the (legal) position of public employees copying private sector standards. Some fundamental assumptions regarding the nature of government in society and the nature of public employment underlie the primarily legal debate. The movement towards normalization is inspired by the idea of public and private employment being generic. Private employment schemes could be used to make public employment more flexible and more adaptable to political needs, given the diminished level of protection, increasing professional autonomy, and the use of private sector incentives.

We have found recent movement towards equalizing civil service personnel policies and practices with those in the private sector, as well as the normalization of civil service laws and regulations in countries like Sweden, Denmark and Italy. The last two elements have been seen to a lesser extent in the Netherlands and Switzerland. Given this evidence, it is often argued that there is a trend towards managerial bargains. Nevertheless, analysis shows that this movement is somewhat fragmented and, even, incomplete in these countries. Other countries have maintained the status quo (Germany, Belgium and France) while a third set have followed a path of Weberian principles being introduced or reinforced (Central and Eastern European countries and the UK).

For two reasons, the British case is of particular interest. Firstly, it has had a longstanding attachment to an alternative type of bargain, differing from Weberian-inspired bargains across Europe. Recent developments in the UK may spell the end in this regard (displaying some Weberian components). At any rate, fundamental rethinking of the bargain has been taking place in the UK. Secondly, the form of these arrangements is moving away from informality, with legal text being adopted and enacted, to define the position of the civil service and its basic principles. Besides substantive rethinking, the long-cherished flexibility of an uncodified bargain has been limited.

We have pointed to the introduction of (public law) arrangements for handling issues relating to integrity, moral competency, political neutrality and the protection of civil service professionalism, given governments' budgetary problems, which limit civil service pay. Often, aspirations to create managerial flexibility and a modern, outward-looking public service are unsupported or, even, in conflict with the available facts, complicating managerial bargaining.

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**KNOWLEDGE
MANAGEMENT
IN CIVIL SERVICE**

**УПРАВЛЕНИЕ ЗНАНИЯМИ
НА ГОСУДАРСТВЕННОЙ
СЛУЖБЕ**



THE EXECUTIVE CIVIL SERVANTS' TRAINING SYSTEM OF THE UNITED STATES

Dr. Matthew Stafford¹

The United States' (US) Constitution offers little guidance specific to the subject of civil service. It merely notes that the President: 'shall appoint ... all Officers of the United States, whose Appointments are not herein otherwise provided for'. For years, US civil servants were Presidential appointees, with each new Administration bringing its own cadre of loyal workers. Government survived these transitions of power only because each new administration recognized the value of experience and, consequently, practiced some degree of moderation on coming into office, replacing many but not all civil servants from the previous administration.

The situation changed with the inauguration of Andrew Jackson in 1831. Invoking what came to be known as 'the spoils system', Jackson replaced such a large portion of the Federal workforce with his personal supporters that there was cause for concern. The 'spoils system' was based on the quotation, 'to the victor go the spoils'; personal interests superseded those of the nation, resulting in greed and corruption.

In response, certain politicians argued for the civil service corps being above greed and corruption and the competitive nature of politics. They envisioned a civil servant corps with professional ethics, ensuring that public service remained the first and greatest concern. Through a series of laws, beginning with the Pendleton Act of 1883, they created a civil service not appointed but hired and promoted, based on merit. It was not subject to political pressures but functioned for the public good, being built around values emphasizing public service over individual or party gain.

Although the US Civil Service still adheres to the idea of 'service-before-self', as envisioned by its founders, it has changed. Public pressure brought competency examinations in 1883 but advocacy groups later eliminated these. Other rights and privileges for civil

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servants have been captured in statutes, such as the right to join unions, gain protection from discrimination and to receive military-like honours on death - for life-time career contribution: all have been written into the law. One of the most striking modifications to the Civil Service occurred in 1978, when the US Congress passed the Civil Service Reform Act, creating the Senior Executive Service. This Service consists of a group of very senior and talented executive leaders, who can move across governmental agencies to solve problems and ensure that the interests of individual agencies remain subordinate to the greater public good.

Today's developmental approach

Following this brief background of the US Civil Service, let's shift our attention to the way in which the US invests in its public servants. This begins with the 'swearing-in ceremony'; just like the President of the United States, upon taking office, each new civil servant swears an oath to protect and defend the Constitution of the United States. This oath is made to the principles and ideals embedded within the Constitution and the governmental framework it describes. As noted previously, the US Civil Service is not addressed in the Constitution directly. The oath marks the important subordination of individuality to the nation and is the first step taken by each civil servant in adopting the national values so clearly evident in the Constitution.

Beyond this common starting point, however, civil servant career development is decidedly individualistic in the early stages. Each post within the Service has a job description, outlining general duties to be performed. Within each job, however, the civil servant and supervisor jointly decide upon 'performance elements' covering specific areas for assessment and evaluation. The elements are detailed in terms of quality and quantity, so that employees know exactly what is expected of them.

Each civil servant creates an 'individual development plan' outlining their developmental initiatives; this can include education, training and experiential activities to be pursued over the coming year, to enhance capabilities and performance. The supervisor ensures that the requested developmental activities are in line with the needs

of the office, agency and government as a whole and then oversees the civil servant's progress in these developmental efforts. Failure to achieve progress in one's personal development plan can affect performance appraisal; failure to complete required training, for instance, could contribute to a poor performance assessment.

In essence, there are three types of training within the United States Civil Service:

- job-specific – 'technical training';
- that common to all federal employees – 'recurring training' - covering such topics as diversity, computer security and ethics; and
- training specific to leadership growth.

Of these three types, only 'recurring training' is required for all US civil servants, either periodically or as a positional requirement. In terms of periodic training, agencies post training requirements and a date by which these must be completed by all employees.

Positional requirements are specific to a given job or set of responsibilities. For instance, prior to becoming a supervisor in the Office of Personnel Management, a candidate must complete four online training courses, covering:

- an overview of personnel management;
- measuring performance;
- assessing and addressing poor performance; and
- mentoring fundamentals.

Except for such training requirements, most of the training received by civil servants is addressed through individual training plans, as described previously.

To aid supervisors in creating individual training plans specific to technical training, governmental agencies routinely offer 'career path guidance', offering specific training opportunities to help individuals decide which training will prove most valuable. Individual employees can demonstrate initiative by accelerating personal, technical development or can decide not to pursue all the available opportunities and remain at a lower level of expertise, as reflects their mindset.

To facilitate leadership development to progressively higher levels of responsibility, the Office of Personnel Development – the regulatory bureau for personnel policy within the United States Government – works with governmental agencies across 28 leadership competencies: specific skill sets deemed desirable or necessary. These help guide supervisors in selecting developmental opportunities for their employees. Competencies are aligned along five Executive Core Qualifications: areas specific to success at the most senior levels of Federal public service. In all cases, courses are developed to address specific competencies, so that employees and their supervisors can select opportunities specific to individual needs.

**EXECUTIVE CORE QUALIFICATIONS (ECQS)
AND LEADERSHIP COMPETENCIES**

ECQs and the Leadership Competencies				
Leading Change	Leading People	Results Driven	Business Acumen	Building Coalitions
Creativity and Innovation	Conflict Management	Accountability	Financial Management	Partnering
External Awareness	Leveraging Diversity	Customer Service	Human Capital Management	political Savvy
Flexibility	Developing Others	Decisiveness	Technology Management	Influencing / Negotiating
Resilience	Team Building	Entrepreneurship		
Strategic Thinking		Problem Solving		
Vision		Technical Credibility		

Although the list appears long, those who wish to pursue advancement within civil service must endeavour to master all these leadership competencies, investing individual effort to achieve universally desired outcomes.

To aid civil servants in achieving growth in these areas, the government offers a wide variety of developmental opportunities. In essence, these opportunities fall into three categories: training, education and experience. The distinction between them is not academic but is important to building and delivering developmental opportunities to achieve desired outcomes.

Training is designed to produce specific reactions to known stimuli. It emphasizes cognitive and tactile learning. People are trained

to respond to fire alarms or to protect computers from malicious software or computer attacks, to fill out forms and use equipment properly.

In addition to training, there is the need for education, since this focuses on the cognitive and affective domains of learning and helps people decide on courses of action when they encounter new, unknown stimuli. It equips them to overcome challenges, using innovative and creative approaches to solving problems.

Education also helps inculcate values; we do not develop an abhorrence for dishonesty and corruption through rote memorization and basic testing, or a sense of ecological responsibility. Such values are nurtured through education and mentoring and, preferably, through interactive, experiential learning. Training alone does not encourage innovative thinking. Education and experience must be integrated to produce such employees.

Experience provides opportunities to apply what has been learned through training and / or education. Supervisors can encourage this by placing employees in various situations which will test their areas of expertise – often called ‘broadening’ – or by moving them into positions of greater trust or responsibility. The orchestration of experience can substantially increase the benefits of training or education and is a key consideration in shaping each civil servant’s career path.

In very simple terms, training prepares us for the known, education for the unknown and experience provides opportunities to apply learning. How often do civil servants encounter the unexpected? Quite often! Charles Caleb Colton noted that tests can be formidable even for the best prepared because it is always possible to ask more questions than any one person can answer. The citizens of our collective nations are asking more questions than our civil servants can possibly answer. New situations arise almost daily. Clearly, our civil servants need more than rules and regulations to guide them in navigating these unfamiliar waters; they need an underpinning of principles and values from which they can draw, to guide their actions for the benefit of the governments and people they serve. Clearly, civil servants also need experience. No amount of training

or education can prepare them to engage successfully with a hostile member of their citizenry or to address the less routine issues they will face in their careers. Success in such endeavours takes practice. Through experience, supervisors can assess the effectiveness of governmental training or education, as civil servants gain opportunities to reinforce their learning through application.

The United States Civil Service uses training, education and experiential learning in its approach to leadership development. Some competencies, such as communications and problem-solving, can be advanced through simple training opportunities. Most, however, also require education. Discussions on creativity, customer service, team-building and negotiating clearly require in-depth study. Undoubtedly, there are always constraints in the form of available time, money and resources.

To meet the developmental needs of its civil service, with an eye toward resources, the United States Government offers various paths to development. There are individual, computer-based classes available through e-Learning sites, as well as resident and blended-learning courses, offered through organizations like the Office of Personnel Management's Center for Leadership Development. In addition, courses are offered through private-sector providers and public institutions of learning.

Of course, governments also set the values and principles that guide its organizations and the people who serve them. In the case of the United States, national values are reflected in the Constitution and through various Amendments passed over the years, to keep the Constitution relevant to the nation's needs. These values are integrated into the agencies that have arisen within the Constitutional structure and are inculcated through the various developmental programmes described above. The result is a singularly committed yet heterogeneous civil service: professionals who recognize and use diverse skills, talents, education, training and experience for the good of their government. There are experts and novices, specialists and generalists, employees who specialize in customer service and those specializing in administrative or managerial processes. They are unique individuals who work as a team, focused in supporting a common purpose and common values. This approach has proven

highly effective; however, there is always room for growth and improvement. Technological innovations and the ability to engage with one another almost anytime and anyplace are changing the way in which governments can train and educate employees. Training needs to be applied responsibly, to enhance commitment and effectiveness in the interest of improved public service.

One outcome of our advanced capability for technological communication is our dramatically enhanced collaborative capabilities. Although collaboration is valuable in most learning situations, it is vitally important to the success of any civil service. Questions that exist within any office, agency or ministry may have already been answered in another. Improvements in efficiency and effectiveness in one endeavour may be applicable to another or may, at least, be adaptable, to create similar, positive outcomes. It is desirable that we craft mechanisms and policies to make use of this capability within our individual governments. The US Center for Leadership Development is already implementing such an approach.

As experts in and practitioners of public service, we should also seek opportunities to expand collaboration across international borders. Although languages and organizational structures differ widely, as civil servants – whether elected or appointed – we share similar values. We share, for instance, a commitment to our government and, more importantly, to the people of our individual nation. In most instances, we work for less money than our private-sector counterparts and do not enjoy the same level of prestige or privilege; yet, our service is at the heart of the success of our individual nations and the services offered to our people.

These common values – self-sacrifice, service before self and an unflagging faith in people to unite in resolving social problems – links us as an international family. Like a family, we are not in competition with one another but can and should rejoice in one another's successes. To maximize the power of this familial relationship, we need to be willing and open to sharing not only our successes but – although frightening at times – our failures.

The 2013 Astana Economic Forum and World Anti-Crisis Conference are excellent steps in the right direction, as is the United Nations Development Programme's Regional Civil Service Hub, which is being headquartered in Astana. Kazakhstan is taking important steps towards creating an international consortium of civil servants dedicated to excellence in the public sector. It is up to us all to continue contributing to this important effort. Together, we can share lessons learned and enhance the quality of public service. This will become part of our collective development, making us more efficient and more effective public servants for our nations.

Thank you for your time and attention.

ВОПРОСЫ СОВЕРШЕНСТВОВАНИЯ СИСТЕМЫ ОБУЧЕНИЯ ГОСУДАРСТВЕННЫХ СЛУЖАЩИХ РЕСПУБЛИКИ КАЗАХСТАН

Болатбек Абдрасилов¹

За годы независимости в Казахстане сформировалась стройная система обучения государственных служащих, институциональную основу которой составляют Закон о государственной службе, Указ Президента о переподготовке и повышении квалификации государственных служащих.

Согласно им обучение является нормативно закреплённой обязанностью государственных служащих по следующим направлениям:

- 1) прохождение курсов переподготовки при поступлении на государственную службу, а также при назначении на руководящую должность;
- 2) повышение квалификации каждые три года.

Система обучения государственных служащих представлена специализированными учебными заведениями:

- Академия государственного управления как ведущий учебный центр;
- региональные центры обучения как ключевое звено обучения государственных служащих на местах;
- ведомственные институты и центры, где основной упор делается на профильное обучение;
- а также частные образовательные учреждения как элемент конкурентной среды.

В совокупности вышеназванные учебные заведения в рамках заказов госорганов проводят в год порядка 2000 семинаров повышения квалификации и 200 курсов переподготовки. Ежегодно обучение проходят до 30 тысяч государственных служащих.

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Как вы знаете, наша страна вступает в новый исторический этап развития. Приоритеты, определенные Президентом Нурсултаном Назарбаевым в Стратегии «Казахстан – 2050», предполагают дальнейшую демократизацию системы управления государством, передачу отдельных властных полномочий на места, развитие местного самоуправления, выборность акимов сельского уровня. Все это накладывает дополнительную ответственность на деятельность государственного аппарата в целом, и конкретно на государственных служащих, а, следовательно, эти масштабные задачи требуют принятия кардинальных мер по повышению качества подготовки кадров и уровня их квалификации.

Проведенный в прошлом году совместно с экспертами проекта Евросоюза анализ состояния действующей системы обучения государственных служащих выявил ряд проблемных вопросов. В частности:

- 1) формальный подход при оценке потребности и планировании обучения сотрудников со стороны государственных органов;
- 2) тематика и содержание образовательных программ, предлагаемых учебными заведениями, не всегда соответствуют потребностям и запросам государственных органов и государственных служащих. Как следствие, низкий уровень эффективности обучения и применимости ее результатов на практике;
- 3) слабое взаимодействие между Академией, ведомственными и частными учебными центрами. До сих пор не создана постоянная диалоговая площадка по обмену мнениями и опытом в сфере обучения государственных служащих.

В целом, отсутствие общих стандартов обучения государственных служащих и требований к материально-технической базе, учебно-методическим активам, преподавательскому составу не способствует полноценному и динамичному развитию системы обучения государственных служащих и переводу ее качества на более высокий уровень.

Одним из первых и успешных шагов в этом направлении стало проведение 4 марта текущего года на базе Академии

республиканской научно-практической конференции по вопросам обучения государственных служащих. Конференция впервые стала площадкой, где собрались представители государственных органов, высших учебных заведений, реализующие программы бакалавриата, магистратуры, региональных, ведомственных и частных учебных центров, осуществляющих повышение квалификации государственных служащих.

В ходе бурных дебатов был выработан комплекс рекомендаций по повышению качества работы действующей системы обучения государственных служащих, которые были направлены в Администрацию Президента и Правительство страны, соответствующие государственные органы.

На наши рекомендации поступило порядка 40 предложений из центральных и местных госорганов, которые детально нами изучены и в настоящее время учитываются при разработке предложений к проекту Указа о правилах подготовки, переподготовки и повышения квалификации государственных служащих и новой Концепции обучения госслужащих.

Следует отметить, что одним из нововведений, внесенных недавно в Закон о государственной службе Республики Казахстан, является повышение ответственности руководителей государственных органов за соблюдением законодательных норм, в том числе и по вопросам обучения государственных служащих.

В проекте Указа о правилах подготовки, переподготовки и повышения квалификации государственных служащих усиливается координирующая роль Агентства Республики Казахстан по делам государственной службы и роль Академии как научно-методического центра.

Также предполагается пересмотр действующей модели и подходов обучения госслужащих, разработка новых образовательных программ, и Академией уже начата полномасштабная работа в этом направлении.

В предстоящем учебном году мы планируем выделить три направления повышения квалификации: для корпуса «А», корпуса «Б» и сотрудников Служб управления персоналом.

Программа обучения корпуса «А», составленная с учетом достижений мирового опыта, в основном опыта FEI (США), СОТИ (Central Officials Training Institute, Республика Корея), Колледж госслужбы Сингапура, нацелена на три группы:

- действующие административные государственные служащие корпуса «А»;
- лица, впервые назначенные на административные государственные должности в корпусе «А»;
- кадровый резерв корпуса «А».

Базовыми будут модули по государственной политике и государственному управлению, лидерству, стратегическому планированию, управлению проектами, борьбе с коррупцией.

Программы разрабатываются с учетом достижений мировой практики и потребностей самих государственных служащих. Мы планируем приглашать для проведения занятий ведущих специалистов со всего мира, в том числе с использованием больших возможностей 003 программы.

Программы обучения государственных служащих корпуса «Б» будут ориентированы на развитие их личностных и управленческих компетенций, так как основанием для их направления будут служить результаты оценки эффективности их деятельности.

Совершенно новое направление – это обучение сотрудников Служб управления персоналом, где планируется кардинальное изменение идеологии и подходов работы. Сейчас Академия разрабатывает дифференцированные учебные модули для новых сотрудников и действующих сотрудников кадровых служб.

Подготовка госслужащих по послевузовским программам (магистратуры и докторантуры)

Одним из важных звеньев повышения потенциала госслужбы является подготовка государственных служащих по программам

магистратуры. В Казахстане специализированная магистратура, где обучаются государственные служащие, имеется только в нашей Академии. У нас целенаправленно готовятся кадры для высшего управленческого звена госуправления в НШГП, среднего звена административной государственной службы, для судейского корпуса, дипломатической службы.

Недавно принятые нововведения в законе о госслужбе и некоторые подзаконные акты четко определяют статус госслужащих, обучившихся в Академии, а также предполагают карьерный рост наших выпускников.

В 2012 году Академией была проведена масштабная работа по модернизации учебно-методической, научной и кадровой работы в рамках разработанной совместно с европейскими экспертами Концепции развития.

Впервые внедрены современные программы: МРА (Магистр государственного управления), МРР (Магистр государственной политики), LM (Магистр права), MIR (Магистр международных отношений). Разработка данных программ проводилась с учетом опыта и практики ведущих вузов мира. Новые образовательные программы сформированы при содействии консорциума вузов-партнеров, университета Дьюк, ENA (Франция), DBB Академия (Германия), Кембриджский университет (Англия) и др.

Образовательный процесс, все программы и технологии обучения в Академии практикоориентированы и основаны на компетентностном подходе.

Мы сейчас работаем над определением ключевых профессионально-управленческих компетенций государственных служащих 3-х уровней – корпуса «А», среднего для центральных исполнительных органов и среднего для местных исполнительных органов. На основе выработанных профилей компетенций разработаны рабочие учебные планы.

Компетенции государственных служащих будут совершенствоваться с применением современных инновационных технологий преподавания – проектное обучение, имитационные

системы, case-study, ситуационно-сценарные, ролевые методы и др.

Качество обучения прямо пропорционально качеству преподавательского состава, поэтому в Академии разработана стратегия повышения качества кадрового потенциала.

Помимо штатного профессорско-преподавательского состава в Академии, на основе впервые заключенных в этом году договоров с центральными государственными органами, занятия будут проводить руководящие работники Администрации Президента Республики Казахстан, действующие судьи Верховного суда, члены Конституционного совета, МИДа, АДГС и других центральных органов.

Немало внимания уделяется внедрению новых информационных технологий обучения. Академия начала работу по внедрению e-Learning в рамках проекта e-Кызмет. Академия приступила к разработке контента этой системы – электронные учебники, мультимедийные курсы, видеолекции и др.

Создана система для проведения в режиме реального времени Интернет-конференций, вебинаров. С помощью данной системы были проведены недавно онлайн-конференции на платформе G-Global в рамках Астанинского экономического форума с Университетом Дьюк (Sanford School of Public Policy), Федеральным институтом повышения квалификации управленцев США (FEI), Американским обществом государственного управления (ASPA), с Университетом Париж 1 Пантеон-Сорбонна (Франция), с Академией DBB (Германия), Университетом Чосон (Южная Корея) и казахстанскими региональными центрами обучения госслужащих (РЦО). Пользуясь случаем, хотел бы поблагодарить всех тех, кто участвовал и помогал нам в их организации.

Вся эта большая работа дает свои первые результаты:

- наши программы признаны, мы получили аккредитацию Австрийского аккредитационного Агентства (AQA);
- мы избраны членом Американской ассоциации по государственному управлению (ASPA), авторитетнейшей организа-

цией в мире в области выработки политики совершенствования государственного управления и научных исследований;

- вышли на финишную прямую переговоры о взаимном признании кредитов и получения двойного диплома по специальности МРА (Магистр государственного управления) и МИР (Магистр международных отношений) с рядом вузов Европы.

Основные направления модернизации системы обучения государственных служащих найдут отражение в разрабатываемой в настоящее время Концепции обучения госслужащих, которая предусматривает дальнейшее развитие инфраструктуры системы дополнительного образования госслужащих, ресурсное обеспечение, разработку и внедрение современных программ, методик и технологий обучения.

В системе подготовки государственных служащих важно взаимное сотрудничество между институтами и школами. И очень отрадно отметить, что наши встречи в рамках Астанинского форума становятся традиционными (в прошлом году проводили Форум ректоров). Результаты совместной работы, несомненно, будут способствовать росту профессионализма государственных служащих в наших странах, а только хорошо подготовленные государственные служащие способны профессионально решать самые сложные задачи государственного управления.

Таким образом, профессиональная подготовка государственных служащих в настоящее время, без сомнения, не может быть эффективной без соответствующего научно-методического обеспечения, без объединения в этом направлении усилий ученых, преподавателей разных стран.

Пользуясь возможностью, хотел бы нам всем пожелать успехов на этом пути. Благодарю за внимание.

A BRIEF NOTE ON PUBLIC ADMINISTRATION RESEARCH

Yelena Kalyuzhnova¹

Introduction

In this paper, we'll attempt to sketch the main areas of public administration research, commencing with a definition of public administration and a historic overview. We'll introduce the main research themes, discussing the use of science by the UK Civil Service and, finally, will draw conclusions.

Historic overview

To begin with, it would be useful to provide a definition of the term 'public administration', since this has been called many things. It is a subset of political science or, at least, its offspring, as well as being related to the process of government, formalized into a discipline. It may even be called subject matter in search of a discipline.

As a discipline, political science is a primarily American idea, dating back to the 19th century and the scientific management theories of Frederick Taylor and his contemporaries (Waldo, 1968). In the 19th century Europe, the French used formal education for public administration and, by the 1930s, public administration had become more than a system of carrying out policies, coming to include the development of policies to foster and maintain public growth.

After World War II, public administrators went through a period of self-doubt and self-criticism:

'For many, being good policy implementers and managers was no longer enough. Theoretical questions concerning the discipline, whether in fact it was a discipline, were posed. The scope of their role and concerns changed from that of being responsible for traditional planning, organizing, staffing, reviewing and budgeting activities to a much broader charge. Public administrators realized that study of the organization should encompass the study of human

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behaviour, while study of budgeting should include the study of theory as well as practice. Public administrators became aware of inter connections between science and technology and between policy and administration.’ (Prentice, 1984, p496)

The 1960s were characterised by developing techniques for analysing costs and benefits of programmes. There was a clear shift in public administration: away from structures and processes and towards systems analysis. In the 1970s, organisational development showed steady growth.

As identified by Prentice (1984), at the time, public administration included the following features: establishment of objectives and priorities; development of operational plans; organizing and staffing; directing; controlling; dealing with external units of the organization; dealing with independent organizations; and dealing with the press and public. Every function provided opportunities to investigate how decisions were made, to learn the implications of work restructuring.

‘The search for efficiency, the identification of hidden costs, the study of client groups and their interaction with public programmes and a definition of public administration as a scholarly discipline begins to emerge.’

(Prentice, 1984, p.497)

Research Themes

In contrast with other sciences, the research dimensions of public administration tend to follow practice rather than determining it. The nature of such research is mainly of an evaluative character.

The main research themes can be characterised as:

- behavioural research - from the review of personnel structures to motivation and analysis of leadership potential;
- policy analysis - covering several general aspects of public administration and others specific to a process;
- innovation - where part of a routine, it passes through a certain cycle;
- expansion;

- organisational development and change – including adaptation to change and organization of change;
- decision making and decision evaluation - productivity measures;
- personnel - community concerns and socio-political developments;
- financial concerns - how funds are spent, and what is received in return;
- and a market approach to service.

All new dimensions and trends are very much the subject of *The Journal of Public Administration Research and Theory*. This serves as a bridge between public administration and public management scholarship on the one hand and public policy studies on the other. Its multidisciplinary aim is to advance the organizational, administrative and policy sciences as they apply to government and governance.

In 2012, the British newspaper 'The Guardian' opened debate on how effectively the UK civil service applied science to government (Smith, 2012). The article quoted Jill Rutter, a programme director at the Institute for Government, who highlighted the fact that civil servants are more focused on responding to situations and than on being experts. Most departmental chief scientists retain a foothold in research, which is not the case with civil servants. The fundamental question posed by the article was how many civil servants have a scientific background. Data were inconclusive, since employees could choose whether to divulge information; there is a good chance that there were a great many more than the 3662 who declared a scientific background (of 444,000 full-time civil servants). Certainly, the UK Civil Service does employ quite a number of specialists.

An interesting pilot project relates to the Living With Environmental Change (LWEC) partnership: created in 2008 by agencies funding environmental research and government departments with environmental responsibilities. "The LWEC is concerned with gathering evidence and improving communication channels," explained Professor Andrew Watkinson, LWEC's Director. (Smith 2012)

Alliance for Useful Evidence

(http://www.nesta.org.uk/areas_of_work/alliance_for_useful_evidence) aims to promote greater use of evidence in UK social policy: from education to drugs and healthcare. It is still very much an experiment and currently undergoing evaluation but aims to provide much needed focus for improving and extending the application of research and evidence in the UK. It is a common belief that there is significant value in developing a collective voice to advocate decision makers' use of rigorous evidence, while collaborating and knowledge sharing across the Alliance.

Conclusion

Not long ago, research into public administration was conducted in a climate of high economic growth, with significant resources available. Current austerity measures leave the public services with limited financial resources. The resulting implication on providing services effectively is the focus of much modern research and will, no doubt, continue; current PhD topics in the areas of Public Administration and Public Policy are determining today's research agenda and that of the future.

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**SUSTAINABLE
DEVELOPMENT OF CIVIL
SERVICE VIA REGIONAL
COOPERATION**

**УСТОЙЧИВОЕ РАЗВИТИЕ
ГОСУДАРСТВЕННОЙ
СЛУЖБЫ ЧЕРЕЗ
РЕГИОНАЛЬНОЕ
СОТРУДНИЧЕСТВО**



DIVISION FOR PUBLIC ADMINISTRATION AND DEVELOPMENT MANAGEMENT

Deniz Susar¹

Introduction

Within the Department of Economic and Social Development of the United Nations (UN DESA) lies the Division of Public Administration and Developmental Management (DPADM).

The DPADM offers various services, including:

1. Support for Intergovernmental Processes
The Division assists the United Nations in its intergovernmental policy deliberations by providing information on and policy-oriented analysis of the role of public administration, public finance and public economics in the development process via the United Nations Committee of Experts in Public Administration. It contributes to the identification of options, mechanisms and practices instrumental in strengthening key governance institutions, in promoting the rule of law, in increasing the participation of citizens in the decision-making process and in creating an enabling environment for public sector effectiveness.

2. Comparative Policy Research and Analysis
The Division undertakes policy research and analysis on governance systems and institutions, decentralization, the changing role of the State and civil service reform, integrity, transparency and accountability systems, public economics and public policy, public finance and financial administration, the use of information technology in government, and capacity for conflict prevention and managing diversity. Its publications and outputs include: analytical reports, case studies, country profiles, technical project reports, statistical databases, training materials, major development/ trend reports and newsletters.

¹ *Coordinator of the UNPAN Management Unit (UMU)*

3. Information Sharing and Training Programmes

The Division assists governments, through the United Nations Public Administration Network (UNPAN), in improving public administration and finance systems, by facilitating access to information, customizing and disseminating good practice and providing an international forum for the exchange of experience.

4. Advisory Services

The Division, upon request from member states, assists in providing information, methodologies, assessments and policy proposals concerning:

- governance systems and institutions,;
- decentralization;
- the changing role of the state and civil service reform;
- integrity, transparency and accountability systems;
- public economics and public policy;
- public finance and financial administration;
- the use of information technology in government;
- capacity for conflict prevention; and
- managing diversity.

It helps strengthen the capacity of governments of developing countries and those with economies in transition, at their request, by providing advisory services at country level regarding needs assessment, policy analysis and development, implementation programme design and development, capacity-building and human resources development and training.

The DPADM also works hard to promote efficient, effective, transparent, accountable and citizen-centric public administrations. DPADM hopes to promote this via innovative technological platforms, which it hopes will allow member states to achieve development goals, such as the Millennium Development Goals (MDGs)².

² The home page for DPADM is located at <http://www.unpan.org/DPADM/Home/tabid/420/language/en-US/Default.aspx>

Thematic Areas of DPADM

There are various thematic areas under which the DPADM operates:

- Public administration capacity, including institutional restructuring and human resource development - as managed by the Public Administration Capacity Branch (PACB) within the DPADM;
- E-government, including e/m-government, e/m-governance and knowledge management in government, showing how governments can expand their capabilities and run more efficiently by promoting their services in electronic format. This focus area is under the purview of the e-Government Branch (eGB) within the DPADM; and
- Citizen engagement in managing national development programme processes - including decision-making, implementation, monitoring and evaluation - as overseen by the Development Management Branch (DMB) within the DPADM.

United Nations Public Administration Network

The Division for Public Administration and Development Management of the Department of Economic and Social Affairs of the United Nations was entrusted by the General Assembly in late 1999 to develop and implement an important programme entitled 'United Nations Public Administration Network' (UNPAN) - originally referred to as the United Nations Online Network in Public Administration and Finance.

UNPAN is designed to help countries, especially developing countries and those in economic transition, to respond to the challenges faced by governments in bridging the digital divide between the 'haves and have-nots' and to achieve their development goals.

The immediate objective of UNPAN is to establish an Internet-based network linking regional and national institutions devoted to public administration, thereby facilitating information exchange, experience sharing and training in the area of public sector policy and management.

The long-term objective of UNPAN is to build the capacity of these regional and national institutions, so that they can access, process and disseminate relevant information by means of up-to-date information and communication technologies (ICTs) for the promotion of better public administration.

Before the UNPAN network was established, these institutions could not exert their full impact, due to lack of necessary ICT and financial and skilled human resources. However, after several years of active participation in the UNPAN programme, the e-information management capacities of these institutions have been strengthened. They are now better prepared to face the evolving needs of their respective member countries with reference to public administration development.

In short, UNPAN's mission is to promote the sharing of knowledge, experience and best practice worldwide by means of ICT, sound public policies, effective public administration and efficient civil services, as well as through capacity-building and co-operation among member states, with emphasis on South-South co-operation and UNPAN's commitment to integrity and excellence. It is the only network of its type in the world today³.

The UNPAN Online Training Centre

The Online Training Centre for UNPAN delivers courses on various topics relating to public administration. The main objective of the UNPAN Training Centre is to increase opportunities for government officials from all over the world, giving access to training materials on e-government. UNPAN online training courses are available to anyone with Internet access and are provided free of charge - in English, French, Ukrainian, Russian and Arabic.⁴

The following is a list of courses currently provided by UNPAN online:

³ <http://www.unpan.org/> is the online headquarters for UNPAN.

⁴ <http://www.unpan.org/elearning> is where the online training centre can be accessed.

Electronic and Mobile Government

- Principles of E-Government;
- Infrastructure for E-Government Development;
- Strategies and Methodologies for E-Government; and
- E-Government Inter-operability (English and Russian).

Institution and Human Resources Management

- Decentralized Governance;
- Capacity Development for Human Resource Managers;
- Gestión Presupuestaria Basada en Resultados (Spanish); and
- La Calidad en las Organizaciones Públicas (Spanish).

Knowledge Management in Government

- Knowledge Management in Government Organizations; and
- Strategic Intelligence.

Millennium Development Goals (MDGs)

- Citizen Engagement and the Millennium Development Goals;
- Results-Based Monitoring and Evaluation for MDGs; Implementation; and
- Play and Learn: MDG Progress Game.

The Committee of Experts on Public Administration

The United Nations Committee of Experts on Public Administration, established by the Economic and Social Council (ECOSOC) in Resolution 2001/45, comprises 24 members, who meet annually at the UN Headquarters in New York. The Committee is responsible for supporting the work of the ECOSOC, concerning the promotion and development of public administration and governance among member states, in connection with the UN Millennium Development Goals.⁵

United Nations Public Service Day and Service Awards

The UN General Assembly has designated June 23rd as UN Public Service Day to ‘celebrate the value and virtue of service to the community’. On this day, the UN Public Service Awards are presented by the DPADM for contributions made towards enhancing the role and visibility of public service.

⁵ CEPA's website is located at the following web address: <http://www.unpan.org/DPADM/CEPA/UNCommitteeofExpertsonPublicAdministration/tabid/1454/language/en-US/Default.aspx>

United Nations E-Government Survey

A flagship publication of the United Nations Department of Economic and Social Affairs, the DPADM publishes the United Nations E-Government Survey every two years. The Survey assesses the e-government development of 193 UN member states, according to a quantitative composite index of e-readiness. This is based upon online presence, telecommunications infrastructure and human resource endowment. The Survey provides an important tool for national decision-makers to identify areas of strength and challenges, as well as incentives for capacity-building on how to effectively utilize ICT to transform government and promote development for all.

Over the last few years, growing recognition of the United Nations E-Government Survey has positioned it as one of the top ten DESA publications, with over 1 million hits. Data is used extensively and cited in publications by renowned research organizations, including the World Bank, the Organization for Economic Co-operation and Development (OECD), the Economist Intelligence Unit (EIU), the European Union (EU), the World Economic Forum and the International Telecommunication Union (ITU). The 2014 edition will focus on the following topics:

- whole-government approach;
- multichannel service delivery;
- e-participation;
- digital divide/vulnerable groups;
- usage; and
- open government data.

The 2010 edition of the E-Government Survey was selected by United Nations Publications to be published as an e-book: the first ever for the Division. The 2010 and 2012 editions are available in print, through UNPAN as a free download and as an ebook on various platforms - including those from Apple, Sony, Barnes & Noble and Amazon, for mobile devices and e-readers. The 2012 edition is available in four languages: Arabic, Chinese, English, and Spanish.⁶

⁶ More information regarding the E-Government Survey can be accessed at the following web address:

United Nations Public Administration Country Studies

United Nations Public Administration Country Studies (UNPACS) are designed to assist UN members states in enhancing government capacity, through promoting efficiency, effectiveness, transparency, accountability and anti-corruption in their delivery of public services to citizens. UNPACS provide data and studies relating to public administration, including policies and strategies, research findings, good practice and lessons learned, practitioners and experts.

Its knowledge-base is developed and maintained by the Division for Public Administration and Development Management (DPADM) of the United Nations Department for Economic and Social Affairs (DESA).

DATA and Open Government Data

The term '**Open Data**' describes the concept of information and data being universally available for access, reuse and redistribution, without restriction. This provides a foundation for citizens to better understand how their government works and how their tax money is spent, as well as how decisions and laws are made. Of course, better understanding through increased access to information can increase the government's **accountability**. Government agencies produce large volumes of information in the form of documents and data; when made available as open data, they are '**Open Government Data**' (OGD).

Governments are becoming more transparent by publishing timely, relevant and comprehensive information and data on the Internet, where it can be easily accessed, analysed, reused and combined with other data by anyone, for any purpose, free of charge and without restriction. Open data enables citizens to better understand governmental processes, which can be beneficial to governments, citizens and society as a whole, by:

- helping citizens to hold their government and administration accountable, which can reduce corruption and mismanagement;
- helping citizens to better understand why and how decisions are made, which can help restore trust and can lead to better acceptance of policy decisions once enacted;

<http://www.unpan.org/DPADM/EGovernment/UNEGovernmentSurveys/tabid/600/language/en-US/Default.aspx>

- supporting and empowering citizens to make informed decisions and engage with the government, promoting a more-active voice for citizens in society;
- supporting decision-makers in government and public administration to make better, fact-based policy decisions, raising government efficiency and effectiveness; and
- supporting governments, citizens, academics and the private sector in working together to collaboratively find new answers to society's problems.

Open Government Data is increasingly viewed as a potential key element in achieving post-2015 development goals. Although OGD use and reuse has greatly improved thanks to the latest information and communication technologies (ICT), much of the pioneering work has taken place in 'developing' countries.

A great deal of this pioneering work has been achieved in recent years, establishing the best practice for OGD policy and implementation. However, a degree of uncertainty remains regarding the terms and basic concepts involved. It is evident that a clear definition of the terminology and concepts is a prerequisite for the design, implementation and evaluation of OGD initiatives. Without an agreement regarding terminology and concepts, evaluation and comparison will be impossible.

Guidelines on Open Government Data for Citizen Engagement

Guidelines on Open Government Data for Citizen Engagement is a practical and easy-to-understand manual for policy makers and technologists, being constantly updated with new content. It can be used to understand, design, implement and sustain OGD initiatives and is tailored to the needs and constraints of developing countries. However, it can be used by anyone, containing the core principles of openness, best practice and case studies, checklists, step-by-step guidelines and practical policy recommendations.⁷

For more information about Division activities, please contact unpan@un.org.

⁷ The guidelines can be accessed at the following web address: <http://www.unpan.org/DPADM/EGovernment/OpenGovernmentDataandServices/tabid/1536/language/en-US/Default.aspx>

**INTERNATIONAL
EXPERIENCE**

**МЕЖДУНАРОДНЫЙ
ОПЫТ**



THE INITIAL SIGN OF SUCCESS OF THE REGIONAL HUB OF CIVIL SERVICE IN ASTANA

Sayed Zabihullah Sawayz¹

The Regional Hub of Civil Service is an initiative of Kazakhstan Agency for Civil Service. The idea of its creation was to use the knowledge and experience of countries of CIS as wealth of the nations for the reform and modernization of public sector so that civil service can be an effective engine to drive just and fair socio – economic development through improved governance for sustainable development.

The experience of developed and developing countries shows that the public administration and its alignment with its national, regional and global environment is of prime importance for development of countries. It is believed that public administrations of countries can have a strong impact on the social and economic condition of citizens and development of the nation through the process of public policy formulation and its effective and efficient implementation. The public sector needs to align its structures, working procedures and talent management with the accumulation of experience and scientific knowledge at national, regional and global levels. Hence modernization of public institutions is a major task before governments to manage the development of their nations.

The transition and developing countries are in need of introducing civil service and public sector reforms. The scarcity of resources and the demand of citizens for improved services require that public sector institutions utilize technology and scientific knowledge to improve their performance through reform and modernization of their structure, process and management of people.

Although reforms are country-specific as structures, processes and people management need to be aligned with a country's political, economic, social, and technical capacities, the reform concepts, trends and knowledge, innovation and successful experiences can

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be shared, transferred, adapted and indigenized. Hence, sharing reform experience between and among the countries facing common situations is valuable. One of the good mechanisms for sharing the experiences and information is establishment of joint centers of innovation and excellence. There is a need for countries to share resources and expertise to work on the common problem and use the result of that for their countries' specific needs. The Regional Hub of Civil Service established in Astana of Kazakhstan with the participation of CIS countries, Georgia and Afghanistan is one of the excellence centers. There is a strong need for developing regional centers to enable countries to share experiences and learn from innovations of each other for reform and capacity building of the public sector, improved efficiency and sustainable development of countries and regions.

Based on this need Kazakhstan has taken the initiative of establishing the Regional Hub of Civil Services, and Afghanistan is a member of the Hub. The first initiative of the hub was the organization of a Global conference titled 'Modernization of civil service: increasing the efficiency for sustainable development'.

This conference was held in Astana Kazakhstan on 22 May 2013 and a delegation headed by chairman of the Independent Administrative Reform and Civil Service Commission (IARCSC) of Afghanistan Dr. Ahmad Moshahed participated in the conference. The other two members of delegation was Mr. Sayed Zabihullah Saways, Director General of Administrative reform Secretariate, and Mr. Farhad Osman Osmani, Director General of Civil service institute of Afghanistan. A presentation on the capacity building and its challenges in post conflict countries was presented by Mr. Farhad Osman Osmani.

The conference focus was on the three main topics, namely the Civil Service reform and its progress and challenges in CIS countries, Knowledge management and its utilization in the public sector, and modernization through regional cooperation. The three topics have been very important for the participants.

It was a useful experience that all participating countries were in the process of reform of their civil service management systems

and different countries were at different stages and one common theme was the development of public administrative leaders to lead the civil service for improved efficiency resulting in sustained development.

Research and knowledge formulation and development is important, but most important is the use of knowledge to improve the performance of public institutions and of innovations in the public sector. This was also an important theme and a need for the developing and transition countries.

The third topic was modernization through regional cooperation. In modern governance concepts the so-called collaborative governance is the need dictated by the modernity and there is a need to use the competitive advantages of varied stakeholders in order to improve the performance. Therefore, sharing knowledge and experiences through exposure visits, learning tours, seminars and workshops on a theme of common interest is effective investment in modernization of public sector for improved efficiency.

Afghanistan is in the process of reform from a heavily centralized and traditional civil service to one of modern, democratic, results oriented civil service system, and drawing from the experience of others is most needed at this time. Afghanistan shares similarities of socio-economic and political situations with the some CIS countries and is a member of Regional Hub of Civil Service established under Kazakhstan initiative.

The delegation also participated in the first Steering committee of the Hub in which it was decided that the hub should start its operation by establishing three working groups namely the training and research working group, the knowledge management and experience sharing working group, and the regional cooperation working group. Afghanistan has been an active member and took the lead of the training and research working group.

During the conference a number of bilateral meetings with government authorities of Kazakhstan and Afghan delegation took place which are a clear indication of willingness of the two countries to work in partnership for the development of their respective

countries using the opportunities of regional cooperation under the 6th Astana Economic Forum.

The Chairman of Civil Service Commission of Afghanistan also had a meeting with the Chairman of Kazakhstan's Agency for Civil Service affairs, His Excellency Mr. Alikhan Baimenov in the presence of His Excellency Afghanistan Ambassador to Kazakhstan and Vice-Rector of the Academy of Public Administration under the President of the Republic of Kazakhstan. The prospects for cooperation between the civil service institutions of the two countries were discussed during the meeting. Kazakhstan committed that a Memorandum of Understanding would be signed between the two countries to make operational the cooperation on the training of civil servants utilizing the opportunities available.

This exemplifies the use of the Hub as a center for cross fertilization of ideas and concepts and sharing knowledge and experiences in the field of the civil service reform in the countries of the region and countries of common experience and interests. We are committed to use the facilities of the Regional Hub of Civil Service and contribute to its development as an active member.

Moreover, I would like to mention the importance, usefulness of UNDP as a mechanism of facilitation and transferring know-how of reform and linking the countries to share their experiences for modernization of civil service and increasing the efficiency for sustainable development. UNDP country offices and UNDP through its UNPAN network is a useful mechanism to connect nations and countries for sustainable development and a better life for all initiatives. UNDP Kazakhstan and UNDP Afghanistan have been working together to make this initiative happen and provide the required technical and financial support through its south- south cooperation mechanism.

HUMAN CAPACITY BUILDING FOR SUSTAINABLE DEVELOPMENT AND SECURITY

Urkhhan K. Alakbarov¹

In the early 21st century, national governments in some countries are facing increasing pressure to keep up with the global economic and social trends related to ongoing globalization. The current stage of development of humankind is characterized by increasingly globalized economic, environmental and, often, social challenges. Some nations' lack of swift response to this highly volatile environment has translated into political tension; several cases have translated into open civil conflict.

The only effective governance response to 21st century pressures has been the adoption of new approaches to national development planning and management. Sustainable development is a key tool in preventing and alleviating 'development without a future' and 'development without equality'. These approaches need to continue being based on the assumption of full responsibility by well-educated and trained civil servants, ensuring that they deliver the best quality and volume of social goods and services at a national and local level.

Practical application needs to change, embracing more innovative concepts and the latest technological innovations. Initially, transformation will be achievable only by mobilizing sustainable development – in theory and practice. The implementation of sustainable national development and training programmes for state employees is inspired by the vision of the President of the Republic of Azerbaijan, Ilham Aliyev. This envisions transforming rich, non-renewable natural resources into human capital, guided by on-going supportive policies and programmes (1). The creation of a new generation of creative thinkers, decision-makers and practical specialists requires the active involvement of all stakeholders, ensuring that innovative development is guided by the latest science and technology (2).

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It is now clear that the next stage of civilization must be based on ecological principles. The concept of Ecological Civilization was suggested in 1998 (3), serving as the ultimate goal of sustainable development. The successful management of existing environmental, economic and other risks is essential in preserving economic well-being and long-term security for present and future generations. To achieve this goal, it is essential that we use the latest innovative scientific achievements to develop planning and management strategies. Innovation is not merely the application of technologies to production and consumption but covers the improvement of all processes, reducing cost and increasing efficiency - including in the field of administration and management. Innovative management concepts are essential in ensuring that management decisions are well-informed, drawing on past experience and encouraging creative thinking.

The application of this approach should result in the creation of an enabling environment, in which successful management and decision making is exercised by well-trained and qualified public sector administration specialists, using their knowledge effectively and making good use of existing talents and resources. A proper level of knowledge, training and commitment by such a group of professionals is critical to the implementation of the required management and administrative principles. Accountability and transparency are just as important as innovation, lateral thinking and the use of modern technologies. Professionally trained decision makers and managers at all levels hold responsibility for delivering the social contract between the state and its citizens. Specifically, this contract aims to deliver the highest quality and volume of social goods and services, promoting state responsibility for people's well-being. Capacity building and development of capable civil servants will involve ongoing staff training to enhance skills and knowledge; this is the most important task of the Academy of Public Administration under the President of the Republic of Azerbaijan.

In simple terms, the main objective of these new state policies is to mobilize the use of scientific and technological innovation for national planning and management. This should ultimately translate into sustained development, economic prosperity, and more effective use of social services. It should eventually bring about a more ecologically civilized society and economy. To drive

this vision forward, it is essential that we create the necessary human resource base, experienced and technically qualified. Vision is needed, alongside targeted financial and human resources, to ensure that we overcome the economic, social, cultural and political challenges of today's world.

To promote sustainable development, all levels of management require appropriate training. Meanwhile, public awareness needs to be raised regarding the principles of sustainable development and the path to eco-friendliness. A three-pronged approach is needed, through education, training and awareness campaigns:

- to introduce sustainable development regulation and management principles and mechanisms to decision makers;
- to introduce underlying concepts through graduate professional training across various categories of technical personnel in secondary and tertiary schools; and
- to increase public awareness through media exposure.

Figure 1 shows that a successful education programme must cover all levels of formal education. Effectiveness will depend on the level of public awareness. Moreover, public policies for managing the transition to sustainable development and eco-living must involve all stakeholders at national level.

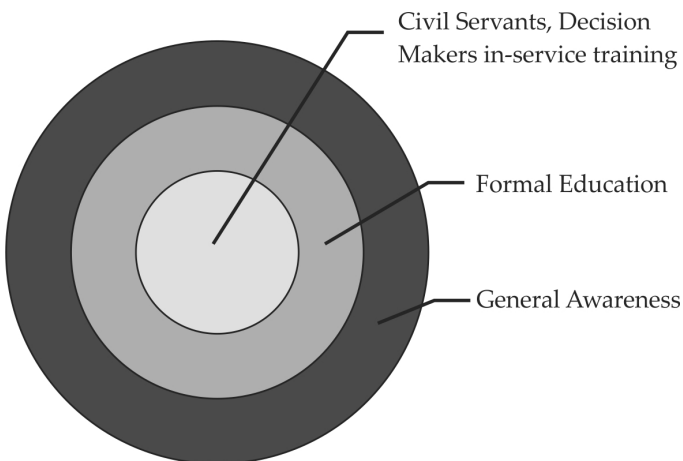


Figure 1. Capacity Building for Sustainability Planning and Management: principal focus groups (education and awareness)

Planning for sustainable development and transition to a green economy requires implementation of a number of managerial measures to improve the efficiency of decision making and implementation processes. In our modern society, the state cannot achieve such goals with government resources in isolation. The participation of the private sector, civil society, academic institutions and the media is equally important. Of particular importance is effective operational co-ordination and synergy between all principal national stakeholders: governmental structures; civil society - including professional unions, non-governmental organizations (NGOs) and community-based organizations (CBOs); and private sector entities.

The government's role in co-operation and co-ordination at national level is presented in Table 1.

Table 1. National Sustainable Development Policy in the Republic of Azerbaijan: partnership and co-ordination for transition to an ecological civilization

Stakeholders	Governmental institutions	Civil society	Private sector	Media
Contribution	Legal environment, science, education, natural environment, international relations, social innovations, etc	NGOs, CBOs (community based organizations), trade unions, community's social enterprises, etc.	Green technologies, social responsible businesses, etc	Improving the knowledge of journalists in the field of sustainable development and expanding public awareness

To ensure gradual transition to principles of sustainable development and ecological civilization, via the use of particular technologies in industry, agriculture, transportation and services,

requires great input from all stakeholders. The implementation of national sustainable development programmes in the Republic of Azerbaijan requires action not only from government agencies but from civil society. The Heydar Aliyev Foundation has played a significant role as a civil society partner, led by its president, UNESCO Goodwill Ambassador Mrs. M. Aliyeva. Its programmes have made an important contribution to the development of national human capacity building while raising public awareness of eco-matters. Its campaigns have helped nurture a change in mentality, promoting eco-attitudes, including regarding consumption.

Education plays an important role in human capacity building, especially in promoting general and professional knowledge and skills for those managing sustainable development processes. The successful transition to an ecological civilization through sustainable development and human capacity building envisages educational changes. In Azerbaijan, education on sustainable development (including human development) began in the late 20th century. Training programmes in this field were launched via tertiary education in the late 1990s, with the process extended to secondary education level in the early 21st century, via a pilot project at selected urban and rural secondary schools across the Republic of Azerbaijan. In 2001, based on successful pilot results, the education programme was extended to all secondary schools. According to the national educational strategy, and based on an order from the Ministry of Education, a special education course on sustainable human development was added to the secondary school curriculum. This led to the publication of the world's first textbook on sustainable human development for secondary schools, in Azerbaijan, in 2003. The United Nations Headquarters promoted this 'innovative idea and action' (4) worldwide. Further textbooks, reading materials and manuals on sustainable human development were also developed and published for tertiary education in Azerbaijan, with the subject studied in almost every tertiary schools, regardless of its specialization. As well as being available in the national language, materials were created in English in 2003 and were placed on the United Nations Headquarters' global website as an example of good practice, for emulation globally (5).

State education policy has made these subjects a mandatory part of the curriculum for a number of universities and tertiary schools specializing in humanities subjects, training those involved in planning, management, teaching and some other professional categories. Those at tertiary schools are studying sustainable and human-potential based development in greater detail. In 2010, a special order by the Ministry of Education made eco-education an obligatory element of formal training at all occupational schools.

One of the functions of the Academy of Public Administration under the President of the Republic of Azerbaijan is periodic in-service refreshment training for active civil service personnel. These training courses are organized as short-term training and through comprehensive educational programmes, covering a variety of aspects of sustainable development, including economics, ecology and social security. More specifically, courses cover the improvement of the economic and social environment, the efficient regulation and management of renewable and non-renewable natural resources, protection and management of the natural and cultural environment, and human potential and human capital mobilization.

Increasing public awareness of the basic principles of sustainable development is largely determined by media coverage. With this in mind, special training courses are being held for journalists, including those from electronic editions. Topics have included issues of sustainable development and human impact on the environment, covering ecological and economic security. Such training has been organized and conducted with help from the National Commission of the Republic of Azerbaijan for UNESCO, the 'Man and Biosphere' UNESCO National Committee, the Journalist's Union of the Republic of Azerbaijan, and a number of associated NGOs. Subsequent monitoring has shown that training of journalists has contributed to a significant increase in their knowledge of sustainable development, as well as environmental and long term economic security management issues. Accordingly, public awareness has also risen.

The outcomes of capacity building are reflected in national economic indicators, with development characterized by a significant increase

in GDP over the last decade. According to official international statistics, the country's GDP per capita (calculated with PPP) was US\$1,770 in 1999. By 2003, this had almost doubled, to US\$3,400. In 2010, the figure reached US\$10,900. GDP growth per capita is quite high in Azerbaijan (Figure 2), placing it among world leaders.

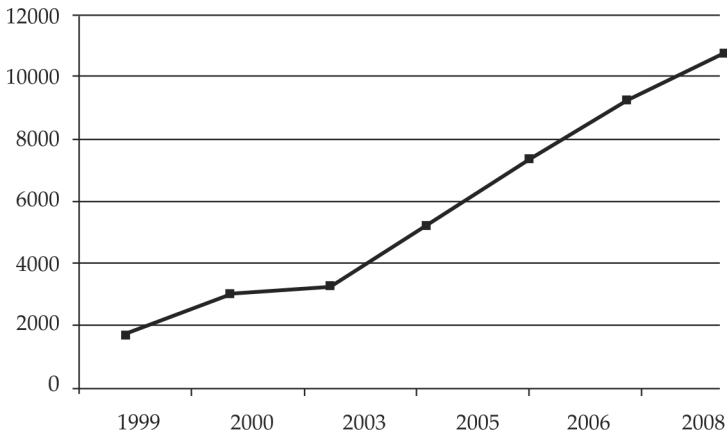


Figure 2. Republic of Azerbaijan: GDP per capita, USD, with PPP (6)

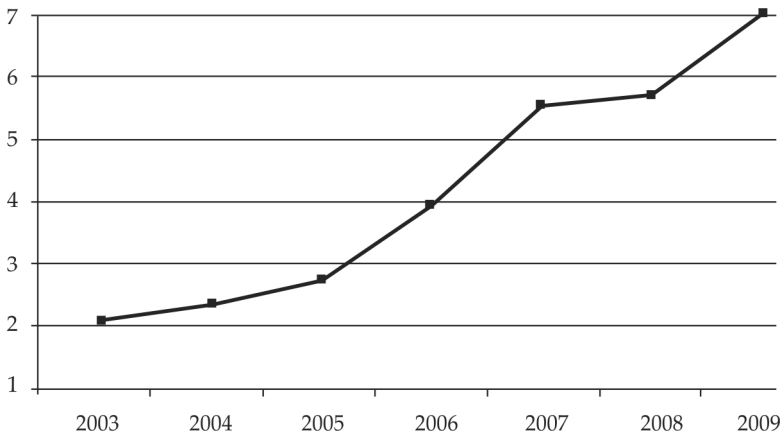


Figure 3. Capacity Building Outcome: Energy and Economic Security: Azerbaijan 2003 – 2009, showing GDP per unit of energy use, USD value, PPP, per kg of oil equivalent (7)

One indicator of success in the area of sustainable development is the efficient use of resources, especially non-renewable. According to international statistics, the value of goods and services produced per unit of energy consumed can serve as an energy efficiency indicator. According to this methodology, the cost of manufactured goods and services provided is determined in U.S. Dollars while the amount of energy contained in 1kg of oil is the unit of energy. These universal indicators allow for international comparison.

Analysis of the energy efficiency situation in the Republic of Azerbaijan is presented in Figure 3; alongside higher GDP growth, there is a considerable reduction in energy consumption in manufacturing goods and in providing services. Data presented in Figure 3 shows a significant increase in energy efficiency, especially after 2003. Between 2003 and 2007, energy efficiency rose by more than half. By 2009, it had more than tripled. Further increases in energy efficiency and energy security are planned through technology improvement and increasing the share of renewable energy production. In accordance with a Presidential Decree, a special state agency on renewable energy has been established to implement a policy of expanded renewable energy production and use.

The most important factor for sustainable development is the protection of nature and conservation of biodiversity. Natural reserves play a vital role so, in line with national policy on sustainable development and ecology, their number is being increased, with existing protected areas expanded and new areas opened. Protected areas in Azerbaijan rose from 478,000 hectares in 2000 to 882,000 hectares in 2010. The dynamism of this growth is presented in Figure 4.

Reforestation is crucial for environmental protection and sustainable development, including sustainable income generation and economic security for those inhabiting settlements near forests. Reforestation activities are an important part of environmental and biological conservation and rational mobilization, as well as regional economic development. According to National Sustainable Development Programmes, Azerbaijan's forested areas are increasing annually, as seen in Figure 5: by more than 50,000 hectares over the past decade (8).

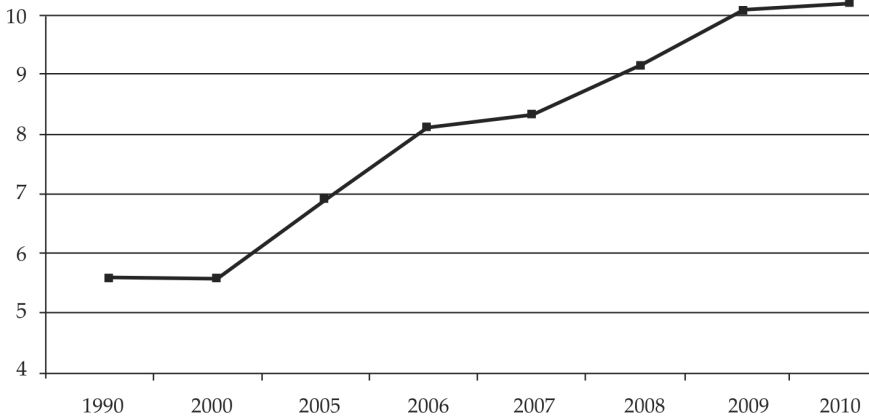


Figure 4. SD Capacity Building Outcome: Ecological Security: Azerbaijan 1990 – 2010, protected areas, share, % (8)

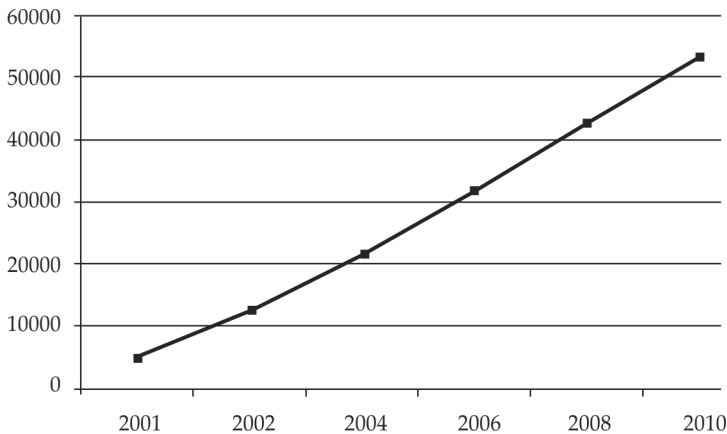


Figure 5. Reforestation: Azerbaijan 2001 – 2010, thousands of hectares - total increase of 53,426 (8)

The use of local renewable resources and traditional knowledge, combined with modern technologies, is important for sustainable regional development. CBOs (community based organizations) and community social enterprises promoting human development and sustainable income generation have been demonstrating such approaches through their multi-target integrated projects. They advocate sustainability, regional development, gender equality and poverty alleviation. Azerbaijan has been the first worldwide

to create such CBOs and community social enterprises, receiving praise from international development institutions for 'innovative ideas and actions' (4).

Clearly, the formation of human capital through education, in-service training and public awareness is essential in promoting sustainable development and the management of various economic, environmental, social and, consequently, political risks.

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СОВРЕМЕННЫЙ ВУЗ ДЛЯ ПОДГОТОВКИ ГОСУДАРСТВЕННЫХ И МУНИЦИПАЛЬНЫХ СЛУЖАЩИХ: МОДЕЛЬ УПРАВЛЕНИЯ РАЗВИТИЕМ

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Среди многочисленных вызовов, с которыми успешно справляется сегодня пространство Евразийского экономического сообщества (ЕврАзЭС), не на последнем месте следует обозначить проблему качественного изменения в современных условиях форм и методов формирования и развития интеллектуального потенциала и человеческого капитала, в том числе и под потребности государственного и муниципального управления.

Корпус государственных и муниципальных служащих – это «человеческое» измерение всей системы государственной власти и местного самоуправления. Функционирование публичной власти – это, прежде всего, повседневная деятельность конкретных исполнителей – государственных и муниципальных служащих. Не будет преувеличением сказать, что эффективность публичной власти, о которой так много говорится сегодня, напрямую обусловлена качеством деятельности государственных и муниципальных служащих.

На сегодняшний день страны ЕврАзЭС накопили уникальный опыт развития в указанной области, и обмен таким опытом, несомненно, даст мощный импульс развитию институтов государственной и муниципальной службы наших государств.

Качество государственной службы начинается с качества подготовки государственных служащих. При этом очевидно, что среди направлений высшего профессионального образования трудно найти направление подготовки, способное конкурировать по комплексности и сложности с направлением «государственное и муниципальное управление». Сочетание управленческих, правовых, экономических дисциплин,

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необходимость формирования у обучающихся специфических по отношению к другим направлениям высшего образования компетенций, предъявляет особые требования к организации образовательного процесса и обеспечению его качества.

В этой связи обозначим концептуальные основы внедряемой в настоящее время модели управления развитием Северо-Западного института управления Российской академии народного хозяйства и государственной службы при Президенте Российской Федерации (далее – Институт).

Первое, с чего мы начали процесс реформирования нашего вуза, – это объединение всех без исключения сотрудников и обучающихся общей идеей, формирование в умах коллег, студентов и слушателей четкого понимания идеологии дальнейшего развития Института.

С этой целью в 2011 году мной, как лидером процесса реформирования, были обозначены пять ключевых идей (получивших признание как идеология «5М»):

1. модернизация: внедрение современных информационно-коммуникационных технологий в образовательную среду;
2. мобилизация: повышение производительности труда;
3. мотивация: преодоление сопротивления изменениям;
4. мировоззрение: придание нового видения целенаправленным, организованным, осмысленным действиям по развитию Института;
5. материализация: реализация задуманного на условиях постоянного, ежедневного, непрерывного улучшения.

С тем чтобы коллектив Института двигался в направлении модернизации, повышения качества работы и в целях преодоления информационных шумов, обеспечения транспарентности внутренней среды, которые неизбежно сопровождают любые изменения в организации, мною инициированы три проекта:

1. Лифт инноваций – любой член коллектива: студент, преподаватель, работник, может напрямую обратиться ко мне с инновационными идеями по развитию Института. Каждое предложение я рассматриваю лично. Сегодня

в «лифте» более 30 проектов, три из них нашли свое практическое воплощение, еще ряд находится в разработке.

2. Видеоблог – еще один мощный инструмент прямого взаимодействия директора Института и коллектива. На высшем уровне управления обсуждаются многие проблемы. Не всегда результаты обсуждения, принятые решения корректно доводятся до коллектива. Понимая это, мы создали общественную видеоприемную, где я как руководитель Института довожу до коллектива основные позиции, на базе которых принимаются наиболее важные для деятельности Института решения.
3. Трансляция заседаний ученого совета в Интернете – важный элемент системы открытости, прозрачности принимаемых решений. Это позволяет каждому присутствовать виртуально на заседаниях ученого совета.

Ключевые составляющие идеологии «5М» находят свое реальное воплощение в основных направлениях сосредоточения усилий руководства Института, а именно:

1. Управление человеческими ресурсами: поддержка «актуальности» работников и профессорско-преподавательского состава, введение системы материального стимулирования по результатам, стимулирование формирования научных школ и т.п.

Мы исходим из того, что каждый субъект (администрация, сотрудники, преподаватели, студенты), участвующий в жизни Института, становится участником процесса ее планирования. Таким образом, результаты реформирования вуза становятся личными, а участие в этом процессе приносит удовлетворение потребностей научно-педагогических, административных кадров Института, студенческого сообщества.

2. Фундаментальные и прикладные научные исследования: создание на базе Института Центра превосходства в сфере публичной власти и управления (информационно-консалтинговые центры, научно-техническое сотрудничество, информационно-аналитическое продвижение, создание семи «Think Tanks» центров).

2. Новые образовательные технологии: модернизация структуры учебных программ, совершенствование организации учебного времени, контроль качества образовательных результатов.
3. Интерактивная академическая среда: внедрение современных систем управления и информационно-коммуникационных технологий в образовательную среду, максимальная открытость процесса принятия решений.
4. Материально-техническая база: создание Санкт-Петербургского кампуса. Внедрение стандарта по разработке систем управления охраной здоровья и безопасностью персонала на базе международного стандарта Occupational Health and Safety Management Systems – OHSAS 18001.

Инструментами формирования среды, отвечающей философии Total Quality Management, для нас стали три международных стандарта.

Всем известный стандарт систем менеджмента качества ISO 9001-2008, внедрение которого мы начали с проведения тотального внутреннего аудита всех основных процессов вуза и структурных подразделений.

Ведется разработка методик по проведению аудитов 2-й стороны – потребителей услуг. Результатом данной работы станет не только выстраивание системы управления, адекватной современным управленческим практикам, но и запланированная в 2013 году международная сертификация систем менеджмента качества Института.

Второй стандарт, который мы принимаем к внедрению и поддержанию, – это OHSAS 18001 – стандарт по разработке систем управления охраной здоровья и безопасностью персонала (Occupational Health and Safety Management Systems). Стандарт направлен на комплексный контроль факторов различных рисков, обеспечения безопасного труда работников.

И, наконец, третий стандарт, принятый нами за основу развития, – это стандарты Европейской ассоциации гарантии качества высшего образования (ENQA). Соответствие разработанным ENQA стандартам и директивам внутренней и внешней оценки качества высшего образования общепризнанно рассматривается сегодня как ключевое условие признания вуза на Территории Европейского Высшего Образования (ЕНЕА), объединяющей 42 государства. Стандарты и директивы ENQA приветствуют разнообразие национальных моделей гарантий качества высшего образования и оптимально соотносятся как с универсальными стандартами серии ISO 9000, так и с моделями делового совершенства EFQM, EQUIS и других.

На основе стандартов и директив ENQA планируется обеспечить максимально широкое, многоуровневое участие студентов в контроле качества образования.

Следует отметить, что традиционно проблему вовлечения студентов в обеспечение качества образовательного процесса рассматривают в контексте взаимодействия администрации вуза и органов студенческого самоуправления. Нам такой подход представляется неоправданно узким. Когда в 2011 году мы начали работу по актуализации системы менеджмента качества нашего вуза, что было вызвано процессами преобразования Северо-Западной академии государственной службы в Северо-Западный институт Российской академии народного хозяйства и государственной службы при Президенте Российской Федерации, мы исходили из принципиального понимания того, что участие студентов в мероприятиях по качеству не должно рассматриваться как нечто внешнее по отношению к учебному процессу, в который вовлечен студент как некий дополнительный вид общественной работы или нагрузки. Весь комплекс мероприятий по качеству образования, научной и научно-исследовательской деятельности и участие студентов в этих мероприятиях рассматриваются как неотъемлемая часть процесса формирования академической среды и включения студента в указанную среду. На наш взгляд, активисты студенческого самоуправления могут быть лидерами, могут выступать процессорами определенных программ и направлений, но задача обеспечения качества может быть

решена только на условиях активного вовлечения в мероприятия по качеству максимально большого числа студентов.

Таким образом, на наш взгляд, реализация стандартов и директив ENQA предполагает:

- участие представительных органов студенческого самоуправления в разработке политики и целей Института в области качества;
- создание студенческих комитетов по качеству образования при кафедрах, которые совместно с представительными органами студенческого самоуправления, иными студенческими организациями и сообществами будут осуществлять систематический, независимый и документированный процесс получения достоверных данных о состоянии образовательного процесса в Институте, в т.ч. относительно уровня преподавания учебных дисциплин, степени учебно-методического, материально-технического, информационного обеспечения учебного процесса, эффективности воспитательной и внеаудиторной работы;
- расширение участия студенческих научных обществ, магистрантов и аспирантов в оценке качества научно-исследовательской работы в Институте, доступности и достаточности материально-технических, информационно-библиотечных ресурсов Института для научно-исследовательской деятельности студентов;
- проведение конференций с участием студентов и преподавателей Института по вопросам качества образования (конференций по направлениям подготовки, по конкретным учебным дисциплинам, по блокам компетенций и т.д.).

По каждому из указанных международных стандартов мы намерены в течение 2012–2014 годов осуществить необходимый комплекс мероприятий по внедрению, сертификации, поддержанию в рабочем состоянии и улучшению.

В целях оценки эффективности усилий, предпринимаемых Институтом по достижению намеченных целей, мы приступили к разработке внутренних ключевых показателей эффективности, которые включают в себя порядка 100 показателей результативности, качества, эффективности.

Ожидаемый результат уже в краткосрочной перспективе – это структурированная система управления, упразднение дублирования в процессах, упорядочение информационных потоков.

Мы рассчитываем, что проводимая нами работа по внедрению системы менеджмента качества, внедрение лучших на сегодняшний день образовательных технологий и практик, применение методик оценки результативности, создание современной информационной среды, позволит Северо-Западному институту управления стать не только полноценным Центром превосходства в Северо-Западном федеральном округе, но и заметным игроком на рынке образовательных, научных и консалтинговых услуг в Евразийском пространстве.

Имеются все объективные предпосылки к тому, чтобы к 2020 г. Северо-Западный институт управления стал Центром превосходства национального уровня в области социально-экономических наук, обеспечивающим кадрами, исследованиями, проектными и консультативными разработками решение задач инновационного развития и обеспечения глобальной конкурентоспособности России:

1) Создание центров компетенций в партнерстве с работодателями (органами государственной власти и местного самоуправления, хозяйствующими субъектами).

Центры компетенций призваны реализовывать следующие функции:

- управление базами знаний (компетенций): их ведение, обновление, интеграция, создание удобных поисковых механизмов;
- выявление, формализация и распространение неявных знаний (компетенций), формирующихся в Институте и у его партнеров;
- слежение за новшествами в технологиях, методиках, процессах и появлением новых тенденций;
- сбор и описание знаний (компетенций), полученных Институтом при выполнении конкретных проектов;
- обеспечение коммуникаций между пользователями и внешними экспертами, которые владеют необходимыми знаниями (компетенциями);

- защита интеллектуальной собственности Института;
- обучение новых сотрудников, передача им накопленного опыта.

Применительно к научно-исследовательской и образовательной деятельности Института это позволит совместно модернизировать образовательные программы, строить целевую подготовку студентов, реализовывать профессиональные магистерские программы, имеющие корпоративную направленность, создавать учебно-производственные площадки и лаборатории. Стратегические партнеры будут участвовать в управлении Институтом через попечительский совет и наблюдательные комитеты по отдельным проблемным областям. Также через Совет по управлению целевым капиталом.

2) Уже сегодня Институт постепенно становится центром взаимодействия власти, бизнеса и общественных институтов через организацию площадок коммуникации, через систему консультационной поддержки и повышения квалификации кадров (порядка 70 % всех государственных и муниципальных служащих Санкт-Петербурга, прошли повышение квалификации и переподготовку в стенах Института). Институт создаст инфраструктуру и обеспечит поддержку сетей обмена знаниями и виртуальных сообществ специалистов в области социально-экономических и гуманитарных наук, математики, информатики и их приложений.

3) Институт формирует новые рабочие партнерства с ведущими мировыми университетами (Франция, Германия, Китай, Канада, Турция, СНГ), международными организациями, исследовательскими консорциумами и научными изданиями, зарубежными компаниями и транснациональными корпорациями, в рамках которых будут реализованы программы академических обменов, совместные исследования и совместные образовательные программы (включая дистанционные), совместные сетевые журналы.

4) Ведется работа по созданию системы интернет-порталов по основным областям деятельности Института, через которые все

желающие смогут получить бесплатный доступ к ключевым профессиональным и образовательным ресурсам, налажена система регулярного пополнения и рецензирования этих ресурсов, в том числе перевод наиболее значимых материалов на русский язык. Будет организовано сетевое взаимодействие Института с российскими и зарубежными вузами в сфере реализации программ повышения квалификации, созданы условия для стажировки преподавателей и целевой аспирантуры в СЗИ.

В ближайшей перспективе запланировано создание системы общедоступных (имеющих электронные версии) реферируемых двуязычных (русский-английский) журналов по всем направлениям деятельности Института.

5) Сетевой характер деятельности Института будет обеспечиваться развернутой программой поддержки академической мобильности. Не менее 30 % преподавателей и исследователей из СЗИ каждый год будут преподавать и проходить стажировки в университетах-партнерах. В свою очередь Институт будет ежегодно принимать сопоставимое количество зарубежных и отечественных специалистов на стажировки и для преподавания продолжительностью не менее двух недель. Каждый десятый студент Института за время обучения проведет не менее одного семестра в другом зарубежном университете. В свою очередь СЗИ будет принимать не менее 100 студентов в год на обменные программы.

Ведущую роль в развитии Института будут играть выпускники, которые создадут профессиональную ассоциацию выпускников Института, станут основными как поставщиками баз для организации практики студентов, так и работодателями.

Особо хочу остановиться на роли нашего Института в формируемом РАНХиГС Корпоративном университете.

Мы исходим из того, что каждый филиал в составе РАНХиГС может выступить центром превосходства в сфере, в которой он наиболее силен. Корпоративный университет может стать и постоянной дискуссионной площадкой

для внутриакадемического конкурентного отбора лучших образовательных программ, технологий, методического обеспечения и иных инструментов, которые обеспечивают высокое качество услуг, оказываемых Президентской академией.

Северо-Западный институт может выступить Центром превосходства в следующих направлениях:

- стандарты и регламенты государственных и муниципальных услуг и функций;
- оценка качества государственного и муниципального управления;
- совершенствование нормативно-правовых, научно-методических основ государственной и муниципальной службы, их кадрового обеспечения;
- экспертно-консультационные услуги в области законопроектной и нормотворческой деятельности органов государственной власти и местного самоуправления;
- организация государственного и муниципального заказа;
- PR-технологии, в том числе в публично-правовой сфере.

Выбор представленных направлений обусловлен нашим многолетним опытом их разработки в реализации научно-исследовательской, образовательной и консультационной деятельности.

CONCEPT VECTOR OF EURASIAN STATE BUILDING

Evgeniy Turin¹

Abstract

This article deals with the conceptual guidelines of Eurasian nation building. The author, on the basis of the theory of Eurasianism and metaphysical methodology, considers the history of the ideology of civilizational integration of peoples and cultures, analyzes the modern integration potential of post-Soviet states, shows the objective consequences of new approaches to Eurasian nation-building and proves the need for a new, Eurasian state-managerial elite. According to the author, innovation at specialized universities training and retraining civil servants across Russia, Kazakhstan, Belarus, Kyrgyzstan and Tajikistan is of particular importance in forming the new Eurasian statehood and its managerial elite.

Keywords: *Eurasian Union, the Eurasian integration, the Eurasian state, nation-building, the state-civilization, the triad of 'Man - Society - State', objectives of government, historical memory, passionarnost, the brotherhood of nations, state-forming ethnos, Westernization, the new elite, and public manager training.*

The crisis caused by the collapse of the USSR - the great Eurasian state - gave rise to a number of major adverse events, including deindustrialization, critical decrease in quality of life, chaotic mass migration and the decline of small towns and districts. The enormous civilizational potential of the independent post-Soviet states of Eurasia has gone unrealized. The current weakness of the latter only reinforces the aggressive manifestation of hazardous industrial and historical challenges relating to economic and military matters, including the terrorist nature of some strong states and new network 'internationals'.

In this new situation, post-Soviet countries are required to choose between gathering around their common historical memory to create

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a great union of Eurasian peoples, demonstrating civilizational strength and becoming a major planetary force, and fitting into other people's civilization, without prospects for the future.

Historical memory has a great part to play. The progress of information and organizational technologies has accelerated social, political and economic processes within a five year period. New entities are being created at such speed that the present passes in a moment.

A phenomenon is occurring in modern science, via the study of 19th century man, society and technology. We must view the past not as a set of facts, but as a system of programmes, languages and codes. This system is evolutionarily and inexhaustible, allowing not only a study of the present but prediction of the future.² Before us, there is a new triad: 'Past - Present – Future'.

Our past is created by society, social institutions, countries, regions, cities and rural areas. It invites study and allows us to assess what has happened. Our current scientific investigations³ will analyze the historical experience of Eurasian integration of peoples, cultures and nations. We should approach the problem of Eurasian nation building in general and the problem of forming a new state-managerial elite in particular. This new Eurasian elite could become a driving force in creating a modern Eurasian State.

The idea of a Eurasian socio-cultural and political union of peoples dates back at least to pre-European times. Indo-Europeans incorporated various ethnicities, making them the first Eurasians.

In fact, the Eurasian socio-cultural type evolved through various models of kinship. In the case of Hellenism (one of the earliest types of Eurasian integration), marriage brought with it new relationships. The Hellenic Eurasian project, which was initiated by Alexander the Great, turned out to be highly successful (with some reservations). At its heart was the *political will* of the king-philosopher, who destroyed former chauvinistic concepts (sporting by the Greeks and Persians). Alexander was the first to pursue a consistent policy of

² Узилевский Г.Я. Внешние детерминанты переосмысления природы управления // Средне-русский вестник общественных наук. 2012. № 4(2). С. 78-79.

³ Узилевский Г.Я. Истоки и особенности метафизической трансрациональной методологии научных исследований // Человек и управление нравственно-ориентированным развитием социальных институтов. - Орел, 2010. - С. 17-41.

integration of cultures, dreaming of uniting people under a single state. Later, the process of mixing cultures and people initiated by the king became spontaneous and irreversible.⁴

Marriage symbolized the unity of Europe and Asia, as Plutarch wrote: '... that's like connecting Asia with Europe by wise kings - no logs, no flesh, no callous and insensitive bonds, but bonds connecting the tribes of fair love, marriage and the legal community of posterity'.⁵ Alexander's 'mixing' of closed, ethno-religious communities inspired a social and cultural revolution although no single body of state yet existed. Rather there were small (but viable) Hellenistic kingdoms. The idea of the king to 'mix peoples, customs and marriages in a single vessel of comprehensive friendship and love'⁶, brought new impetus to the development of the Eurasian macro space within the world-historical process⁷.

Alexander and the Hellenic Society which followed, for the first time, showed that, in practice, Eurasian nation-building is the basic foundation of 'the natural relationship of people and nations'⁸.

The move towards fraternal relations was further demonstrated in the history of Eurasia⁹: adoptions and marriages between Russian princes and the Mongolian nobility. P.N. Savitsky described the relationship of the Turks and Slavs as 'organic-mechanical fraternization' and believed that the spirit of Eurasia breathed an air of 'brotherhood'. He wrote: «This 'brotherhood of peoples' is expressed in the fact that there is no opposition between 'superior' and 'inferior' races; mutual attraction is stronger than repulsion, making it easy to wake up the will of the common cause.»

Eurasian history provides solid proof of these traditions being perceived by Russia through the ages.¹⁰

⁴ Подробнее о социокультурной интерпретации евразийства см.: Попков Ю.В. Евразийство как социокультурный тип /ред. Ю.В. Попков Ю.В., Е.А Тюгашев // Гуманитарные науки в Сибири. – 2003. – №

⁵ Плутарх. О судьбе и доблести Александра. Речь первая // Плутарх. Моралии: Сочинения. М.: ЗАО Изд-во ЭКСМО-Пресс, Харьков: Изд-во Фолио, 1999. С.587.

⁶ Плутарх. Там же. С. 601.

⁷ Гафуров Б.Г., Цибукидис Д.И. Александр Македонский и Восток. М.: Наука, 1980. С. 335.

⁸ Марков В.И. Евразийство как система ценностей // Гуманитарные науки в Сибири. - Новосибирск, 2003. - № 3. - С. 27.

⁹ Подробнее см.: Фишер-Фабиян С. Александр Великий. Мечта о братстве народов / Пер. с англ. Н.Фатовой и др.. - Смоленск: Русич, 1997. 427с.

¹⁰ Савицкий П.Н. Географические и геополитические основы евразийства // Континент Евразия. - М., 1997. - С.302.

N.S. Troubetzkoy also singled out 'the Eurasian brotherhood of peoples', nothing that 'between the peoples of Eurasia are constant fraternal relationships'. He wrote: "The brotherhood of the peoples of Eurasia must become a fact of consciousness, and, moreover, substantially fact. It is necessary for each of the nations of Eurasia, being self-aware, to know itself, and above all, as a member of this fraternity. It is necessary that we gain a conscious sense of belonging to the brotherhood of Eurasian peoples, for each of us is stronger in our consciousness of belonging to this group of peoples rather than any other."¹¹

This Eurasian doctrine could almost become the basis for today's guidance in preparing the public managers of the future Eurasian Union.

Undoubtedly, we should not exaggerate the value of fraternal relations for the peoples of Eurasia. Kinship relations are behind Eurasian synthesis: at the level of interstate relations between like-minded nations but not between the general population of various Eurasian states. Slavs and Turks, for instance, are not natural kinsmen.

The idea of a brotherhood of nations was explored by the Soviet Union: a union of sister republics where internationalism was based on relationships with disinterested fraternal peoples. The asymmetry of the relationship was such that podzakazny (those in a subordinate role) were obliged to immediately and uncritically respond to any client's requirements. In this context, (as applied to modern Eurasian integration) the Director of the Institute of Economics, R. Greenberg, said, «We should not be cheapskates and fight for every Rouble or Dollar in our actions, gas or no gas wars. If we indeed want to consolidate the post-Soviet space, then we have no choice but to pay for integration. In the short term, it's definitely a win for everyone, including Russia.»¹²

It should be noted that the Soviet brotherhood of the people were determined, as confirmed in numerous historic trials, in which the Soviet (actually Eurasian) people showed strength. The 'major geopolitical disaster' of the 20th century - the disintegration of

¹¹ Трубецкой Н.С. *Общевразийский национализм* // Трубецкой Н.С. *История. Культура.* Язык. М.: Прогресс, 1995. - С. 425.

¹² Гринберг Р.С. *Не вижу никакой альтернативы щедрости России при создании Евразийского Союза* // *Известия.* - 2011. - 24 ноября.

the Soviet Union – was the result of the Russian state’s spiritual weakening and the inability of the Soviet state and the managerial elite to prioritize goals correctly within ‘Man - Society – State’ development.

Speaking of Russia, it should be noted that it has powerful civilizational potential to be involved in Eurasian integration. It is no coincidence that President Putin, in the one of his pre-election articles, focused on the potential for this: «Russia emerged and evolved over the centuries as a multinational state: a state in which there was a process of mutual penetration and mixing of peoples in a family, in a friendly manner, offering service. Hundreds of ethnic groups shared its soil, close to Russia. The development of large areas is filled with the history of Russia; it was a joint affair of many nations.»¹³

Eurasian nation-building has always been a consequence of historic ethnic grouping, with enough passionarost to create the state best suited to a particular geo-political condition. Recall the Scythians, Persians, Macedonians and Greeks, Arabs, Mongols, Turkic and Slavic peoples.

Some periods of disintegration were conditioned by state-forming ethos and loss of vital force. The emergence and long existence of the Russian State was the result of the Russian people’s civilizational art, without which it could not live and develop. Its creation can be explained by two main reasons:

- the great passion of the Russian people, which allowed them to explore habitable territories of Eurasia; and
- the Russian stereotype in the field of international relations, by which those who do not affiliate become second-class, lacking equal footing in the process of nation building.

These theses are consistent with the opinion of experienced politicians.¹⁴

¹³ Путин В.В. Россия: национальный вопрос // *Независимая газета*. – 2012. – 23 января.

¹⁴ Назарбаев Н.А. Евразийский Союз: от идеи к истории будущего // *Известия*. – 2011. – 25 октября; Путин В.В. Новый интеграционный проект для Евразии - будущее, которое рождается сегодня // *Известия*. – 2011. – 3 октября; Лукашенко А.Г. О судьбах нашей интеграции // *Известия*. – 2011. – 17 октября; Нарышкин С.Е. Евразийская интеграция: парламентский вектор // *Известия*. – 2012. – 4 октября.

Vladimir Putin has said: «The Great Russian mission is to unite and bind civilization: to combine it in a state of civilization, where there are no 'natsmen' [national minorities] and where the principle of 'own or foreign' is defined by common culture and values.»¹⁵ The former president of Kyrgyzstan, a real scientist and true Eurasian, Askar Akayev, believes that the great passion of Russia is apparent in its spiritual appeal to surrounding nations.¹⁶

It is an objective formula: an efficient Eurasian state is only possible when an historical Russian ethnic group combines with other nations in Eurasia. This leads us to the need for appropriate training of public-administrative personnel, who can drive forward Eurasian integration.

We might ask which qualities are needed by a Eurasian government elite and which goals we should set them. The very essence of such goal-setting brings inevitable separation of lower from higher goals. Of course, this argument is contrary to the theory of liberalism inherited from the West, whereby intellectual and moral principles are upheld by recognizing that each individual has the right to choose their own path. In today's world, most people are guided by immediate and transient goals linked to self-interest and random emotions. We are rapidly losing our feeling for the meaning of life and the fate of the world, the logic of history and the purpose of the 'Man - Society - State' triad. Human life and spirit have become an empty figure of speech.

Most political parties around the world pursue opportunistic (lower) goals which fail to meet any clear ideology and are incapable of supporting the notion of 'Man - Society - State' or of raising us from a deep civilizational crisis.

The proclaimed inevitability of globalization declares the need for giving up historic identity in favour of the formation of a unipolar peace, following the laws of Western civilization. The essence of this logic is to blend the nations of the world, regardless of their complex cultures, into a socio-political, technological, economic and ideological hegemony of Western (especially Anglo-Saxon) civilization.

¹⁵ Путин В.В. Россия: национальный вопрос // *Независимая газета*. – 2012. – 23 января.

¹⁶ Подробнее см.: Акаев А. *Евразийские перспективы возрождения России*. СПб.: Информ. агентство «Северная звезда», 2012. – 408 с.

The triad of 'Man - Society - State' can be used to overcome negative influences across Eurasia, oriented toward the ultimate goal of unification.¹⁷ Obviously, such lofty goals can only be achieved by uniting the civilizational potential of the Eurasian people.

In this context, the people of Russia and the CIS need to recognize the important historical events behind Eurasian integration, as explored in theory and practice, socio-economically and geopolitically.

Eurasian integration is unavoidable in our ever-changing modern world, bringing together the people of Eurasia in a material, mental and spiritual sense, as well as through geographical networking. The ultimate aim of a universal Eurasian State is to promote economic, social, cultural, geo-political and spiritual progress. These are the goals of any nation, comprising the mission of true state governance.

This view of Eurasian integration provides a new perspective on modern Eurasian nation building. The Eurasian Union cannot focus only on pragmatic economic benefits, as recognized by the leaders of participating countries in Eurasian integration and stressed by President Putin, who notes the need for 'tight integration of new values, using a political and economic framework' in response to the 'call of the times'.¹⁸ Of course, this must reflect the ability of each person to set goals and achieve them.

The long-term aim of creating a Eurasian Union needs to be accompanied by new methodological and ideological approaches towards the mechanisms of state-building, including towards management objectives and the quality of the managerial elite.¹⁹

We must recognize the difference between the aggressive liberal values of the Atlantic West (with the dominance of Anglo-Saxon understanding of higher and lower goals) and Eurasian Eastern values (to a large extent, imperial), which centre around the notion of a spiritual, 'ideal ruler'.²⁰

¹⁷ Подробнее см.: Новгородцев П. И. Об общественном идеале. М.: "Пресса", 1991. С.45–46.

¹⁸ Путин В.В. Новый интеграционный проект для Евразии - будущее, которое рождается сегодня // Известия. – 2011. - 3 октября.

¹⁹ Узилевский Г.Я. Нравственный идеал и мудрость как движущая сила новой формы территориального общественного самоуправления // Умный город. – Белгород, 2012. С. 267–268.

²⁰ Трубецкой Н.С. Об идее-правительнице идеократического государства // История, культура, язык. М.: Прогресс, 1995. С. 329.

The Western European idea of peace and unity is based on formal, economic relations and the regulations enshrined in agreements. The Eurasian world is fundamentally different, with rationality secondary to more spiritual and lofty ideals: an aspect which must be recognized by the Eurasian elite.²¹

Eurasian civilization is fundamentally connected with geographical integrity. Europe and Asia may be physically joined as one continent but Eurasia, in civilizational terms, comprises the Asian-sky (China, India, and so on) and that part of Europe which borders the Neman River, the Western Bug, the San and the Mouth of the Danube.

With some deviation, the boundaries of Eurasia follow the borders of the Russian Empire and the USSR: another example of historical Russia guiding modern Eurasian state-building.

Eurasia should be understood as a closed unit (in terms of climate and other geographical conditions) with particular economic opportunities. It has an oceanic economy, typical of Europe, and natural riches, which open a path to economic self-sufficiency, supporting this 'state-continent' with its distinctive spiritual psyche. We return again to the Eurasian triad of 'Man - Society – State':

- the realization of a harmonious connection between social and political life and that of nature;
- a 'continental' consciousness.

From a European view, Eurasia's form of patriotism is alien: centred around spiritual ideas.

The question of how best to train the Eurasian Union's managerial elite is vital and is yet to be given the attention it deserves within the integration process. Without such forethought, the potential of the Eurasian Union and all its higher goals may come to nothing, leading to an even larger disaster than the collapse of the Soviet Union.

At the heart of the state-administrative elite, and all those who serve the state, must be a desire to promote public welfare. To

²¹ Уместно сказать, что виды мышления, обусловленные единством умопостигаемого и чувственного миров, изучаются метафизической методологией научных исследований на базе Орловского филиала Российской академии народного хозяйства и государственной службы при Президенте Российской Федерации. См. Узилевский Г.Я. Истоки и особенности..., С. 17–41.

lead people on a path of development, mutual understanding and a true desire to nurture are essential. Without these qualities, any elite (including state government) will dry up or rot. To avoid such error, it is necessary to form a new, truly Eurasian, state government elite. This requires the combined efforts of all countries historically involved in the creation and development of the Great Eurasian Civilization.

In forming state-management personnel for the Eurasian Union, higher educational institutions will have a great role to play: the Russian Academy of National Economics and Public Administration (under the President of the Russian Federation); the Academy of Public Administration (under the President of Kazakhstan); the Academy of Management (under the President of the Republic of Belarus); and the Institute of Civil Servant Training (under the President of Tajikistan). These institutions have all the necessary potential to shape a Eurasian elite.

This new elite will face challenges in reviving Eurasian identity and should be wary of becoming a pale copy of the European Union. It would be unwise to impose a Western model of economics, politics, law, education and culture, since some of the EU's concepts are questionable spiritually, failing to fulfill the ideals of 'Man - Society - State'.²² There is no justification for applying the false doctrine of integration 'in the developed world' of 'Big Europe' and the 'civilized West'.

The new Eurasian state, building a positive partnership with all interested nations and peoples of the world, cannot and should not aim to 'fit in' with Europe. Rather, its global goal should be to restore colossal continental Eurasia in a new, unique format.

The Eurasian Union should strive to become a state-civilization, cultivating innovative development and solving the most important global problems through its triad of 'Man - Society - State'.

It must mobilize all its scientific, technical, organizational and managerial capabilities to form a healthy Eurasian nation, filled with cultural and historical optimism, promoting innovative principles.

²² см.: http://counter-propaganda.w3.lt/es_eu_eumi3s/rueumi3s.php

This will allow Eurasian people to realize the ultimate goal: union and dialogue with other civilizations, to ensure equitable world order, built on ideals of equal access to each element of the triad 'Man – Society – State' and based on a higher purpose. The mechanism of public administration must work to uphold the identity of Eurasian people and cultures, and to inspire the formation of a strong Eurasian State.

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