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# news 2005

## Public Administration in Bulgaria and the Challenges of EU Membership<sup>1</sup>

Yuliana Trendafilova Goranova, Institute for Marketing and Social Surveys, Bulgaria

The years of transition after 1989 were accompanied by an overall change of the political, economical and social orientations of Bulgaria and the opening out to Western European democratic and market values. On 25 April the contract for the country's accession to the EU in 2007 will be signed, which confronts Bulgaria with new challenges. The necessity to realize and accept responsibilities resulting from this membership



<sup>1</sup> This article has been based on a qualitative survey of the MBMD Institute for Marketing and Social Surveys, Bulgaria, conducted from November and December 2004 by commission to the MFA Communication strategy. It aims at studying the attitudes of state administration employees to the processes of European integration and the country's accession to the EU. For this purpose 1 focus-group and 9 in-depth interviews were conducted with representatives of central and local authorities, working in the sphere of European integration in central or municipal administration structures and some of them have participated in working groups preparing chapters from the negotiations of Bulgaria with the EU.

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PA in CEE

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comes to the fore both at the civil individual and professional level. The role of administration as a mediator between the political elite and ordinary citizens is of exceptional significance.

Concerning the public administration Bulgaria is only required to adopt the EU “good practices”. However, these practices require the building up of appropriate capacity to apply the Community obligatory policies. This, in turn, is connected both with increasing regular staff numbers and qualifications of state employees of a new type.

The experts in the “European Integration” administration departments at the central and local levels in Bulgaria prove to be insufficient to promote and support EU requirements. Attempts have been made to introduce the position of “European Integration Policy Expert” in municipal structures. At the moment, however, these are not regulated by the law and employees engaged in this activity are often involved in a number of other activities – culture, sport and education. Formally, the obligations in European integration policy are fulfilled, but practically, a real activity does not exist. The most common explanation for this situation is that there are insufficient resources in municipal budgets.

The status of public administration in Bulgaria is characterized by a distinct difference between central and municipal structures – in terms of staff training, motivation, experience and professional prospects. State employees at the central level are well-informed of accession issues, unlike their local colleagues (including the specialized sections on European integration), who’s una-

wareness sometimes borders on incompetence. Another significant factor is the lack of strong motivation and initiative, which the specific character of these tasks requires. Municipal and regional administration employees encounter difficulties when they try to find detailed information of the negotiation process between Bulgaria and the EU, because the complex European bureaucratic style is often hard to comprehend and also because a large part of the documents have not yet been translated into Bulgarian. Large numbers do not know the EU structures, their function and priorities. There are some unclear points on the issues related to the integration, and the time frame of administrative body obligations.

It is exceptionally important to solve the problem with the lack of well-trained specialists, which requires accelerated qualifications to be given priority. It would be most appropriate to use a differentiated approach to improve the experience in designing projects, acquiring funds under various European and Bulgarian programmes, finding channels for information on EU structures, ways of self-financing, etc.

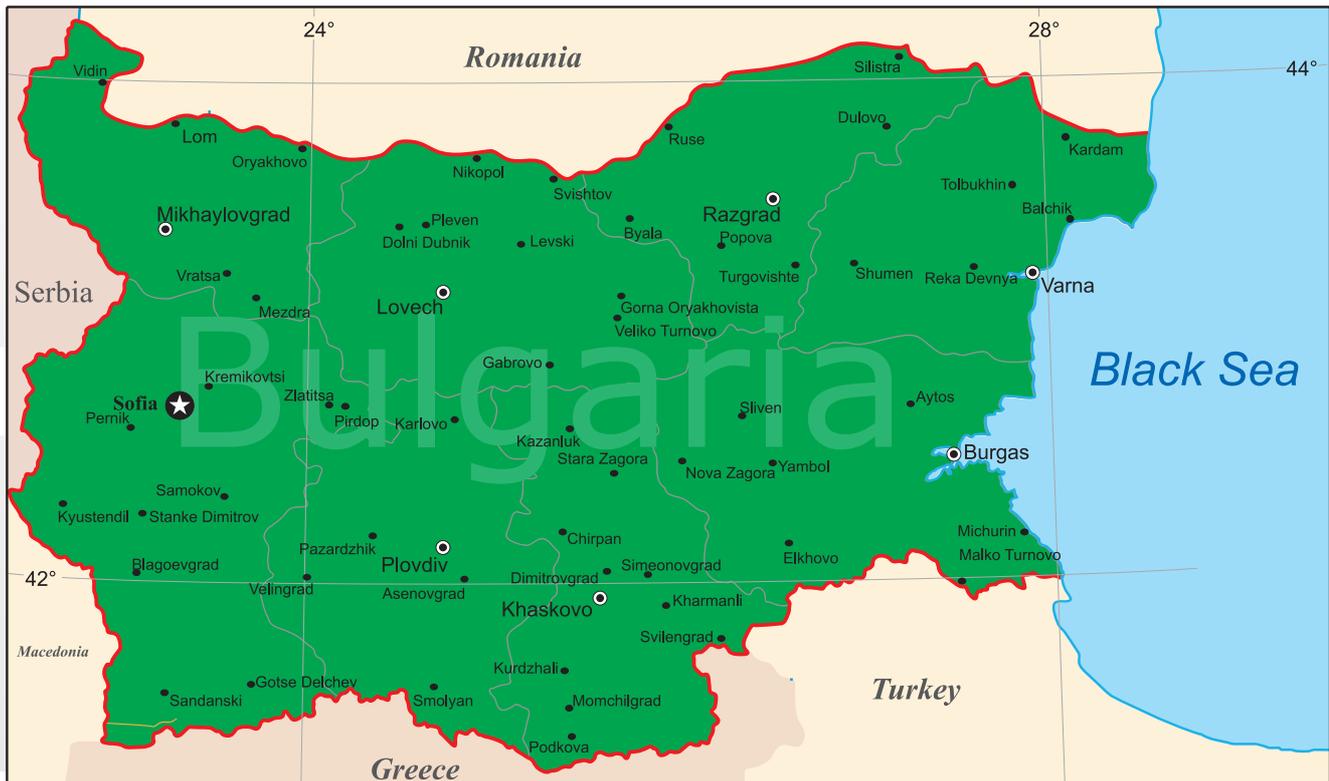
In the sphere of education, the Institute of Public Administration and European Integration in Bulgaria plays a significant role. The assessments of training courses conducted by the Institute are more than favourable. Financing, however, poses a problem again. Although government budget covers the majority of training courses, they become more expensive because of travel and daily expenses. The refusal of municipal budgets to cover them is a serious obstacle. Paid additional courses, although their fees are

symbolic in comparison with the European, prove to be absolutely exorbitant for small municipalities. It is significant that employees themselves make some additional efforts for self-training in the process of their work. Practice shows some positive results when working with EU partners.

Inefficient communication in the functioning of municipal and central sections is an old problem for Bulgarian administration. Under the new circumstances, it is highly significant to work towards coordination of a common policy in the various regions in the country. It is the local administration’s duty to be familiar with the European law and work with it, whereas the existing system of laws, under which municipalities function, is in a worrying state. Collisions are often to be observed between texts or they are just obsolete and do not correspond to the new reality.

Strategies to modernize administration so that efficiency is improved have not been introduced all over the country. The explanation is lack of resources and this could turn out to be fatal for the speed of the reform. At the same time, the claims made by local structures to be more independent, clash sharply with the lack of readiness and willingness of these same structures to look for alternative self-financing. Generally, the necessity for centralized allocation of resources is accepted as an unconditional fact.

Bulgarian practice shows that good examples are found in some municipalities, which cope successfully with alternative forms of financing. The problems they identify are insufficient information, short terms, unannounced projects, bureaucracy. The lack of clearly regulated motives for approving or rejecting a given project is a reason for discontent



and speculations. More clarity is necessary in terms of where the respective managing section is monitoring, consultants and public grounds for the decision made on a given project.

Therefore, it is essential for central authorities to enter into a real dialogue with individual administration sections, for example to guarantee feedback so that coordination is easier. Non-coordination between municipal and regional structures leads to hindering the preparation of hierarchically dependent sections, for example in the gradual development of Municipal plans and Regional development strategies as part of the National strategy.

If the first successful attempts at decentralized municipal management<sup>2</sup> are not to be

<sup>2</sup> Examples for this are the Information Centres in the country established on their own initiative and using resources outside the budget, which serve the needs of citizens and companies. This is done with the assistance of the Local Self-government Reform Foundation and the National Association of Municipalities in Bulgaria.

just sporadic phenomena, they should be encouraged and serve as a basis for cooperation not only between municipalities in Bulgaria and Europe, but also between various Bulgarian municipal structures.

Bulgaria is not a precedent in terms of low payment in the state administration sector. However, it turns out to be a strongly de-motivating factor and an obstacle for attracting young and competent specialists to local administration. Things are quite different with central structures. Low payment there is compensated with opportunities to meet different people, to travel around the country and abroad, to attend qualification courses and mostly – to rise more in their professional career through training in European commissions or go to work at the European institutions.

An issue yet to be resolved is the one about the overall change of state employees' mentality inherited from the past when the administrative post was regarded as an oppor-

tunity to work less, have a low level of professional responsibilities and obtain undeserved privileges. It is necessary to attract more young people to the administration, who are not burdened with the vices of the past and to take measures to retain the professionals. In view of this, alternative incentive should be sought, development opportunities offered, and also a more flexible system that reflects the differences in employees' qualifications.

The way ahead is to redefine totally the notion of the administrative employee in the public realm, which at the moment remains burdened with negative public opinions and expectations.

## Use of Benchmarking in Public Administration

**Assoc. Prof. Jan Široký, analyst at the Municipal Council of Ostrava, Economics Faculty, Technical University, Ostrava, Czech Republic**

The state is turning its attention to a relatively new method of increasing quality in public administration, known as benchmarking (hereafter referred to simply as “BMK”). It is introducing the principles and methodology of BMK and ushering in practical experience with BMK projects in the Czech Republic.

### 1. Introduction – Definition of Benchmarking

The word “benchmarking” comes from the English word “benchmark”, which originally meant “mark used by surveyors for measuring height” yet the latest dictionaries describe it as a “comparative point” or “comparison indicator”. This last expression best characterises the principle behind benchmarking.

BMK is a means of quality control. It is a way of improving by learning from others, a way of managing change. It is an ongoing process which attempt to find the best practical approach within an organisation with similar functions, and its purpose is to get the best performance out of one’s own organisation.

BMK compares and analyses processes (services) with the aim of discovering the best way (practical measures) for the organisation to go about its business.

The aim of BMK is to determine:

- how the organisation stands in comparison to others, particularly as regards output, i.e. the results of customer services;

- how the organisation works in terms of input, i.e. personnel, financial and other resources, as well as the standard of services provided by this input;
- not only reserves within the organisation, but most of all to learn how some things are handled by others.

The aim of this approach is to define differences which can then be used to mark areas which could be improved. This is based on standards or set targets that the organisation intends to attain in the services it provides.

### 2. History of BMK and its Use in Public Administration

Benchmarking is nothing new. A number of different organisations have used it to compare their relative costs and performance for many years. The first company to fully integrate BMK into its organisation was XEROX. By the end of the 1970s it was losing its share of the reprographics market. Research showed that production costs for XEROX were at the same level as the retail price of Japanese copiers. XEROX managers compared their activities and realised that one of the areas showing a shortfall was stock management. When the company analysed the activity of their competitors, it discovered that the firm of L.L.BEAN was using a world-class stock management system and so began to compete with this. This “benchmarking” process completely turned the company around. The method showed itself to be a

valuable technique in improving performance, and it soon began to be widely used.

BMK grew in proportion when it began to be applied in the public sector. Although savings are important in the public sector, this does not only involve cutting costs, but also at the same time improving the performance of an organisation. The indicators assessed also include “non-economic” factors, such as satisfaction with services, behaviour of staff, accessibility of services, length of time required to sort matters out with an office, etc.

Some countries have introduced public service standards and the BMK method can then be used as a means of achieving the performance required by these professional standards. The main aim of BMK in the public sector, however, remains the identification and implementation of the best practices used by the institution that is being compared.

BMK is based on measuring performance (“metric benchmarking”). However, this does not simply involve collating data on performance or costs. The data gleaned must then be assigned to an indicator; conclusions are drawn based on the information from this indicator, and any necessary changes made. This is the basic principle behind BMK.

### 3. Benchmarking Cycle (Process)

BMK is a continually looping process; it is a means of man-

aging change and the path to permanent improvement. The organisation OMBI (Ontario Municipal Benchmarking Initiative) in Canada describes the bench-

marking cycle in seven steps (depicted in the illustrations) :

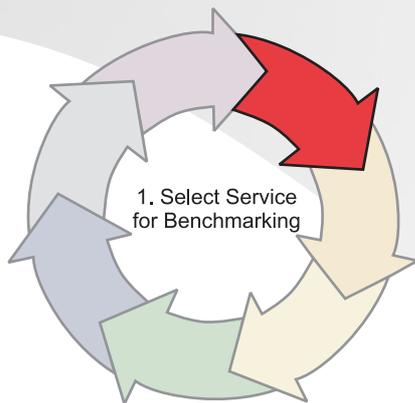
1. Select Program
2. Programs for Benchmarking.
3. Develop Service Profiles.
4. Collect and Analyze Data.
5. Identify Best Performers.
6. Assess Best Practices.
7. Develop Emulation Strategies.
8. Evaluate Outcomes and Processes.

**Illustration: Benchmarking cycle**



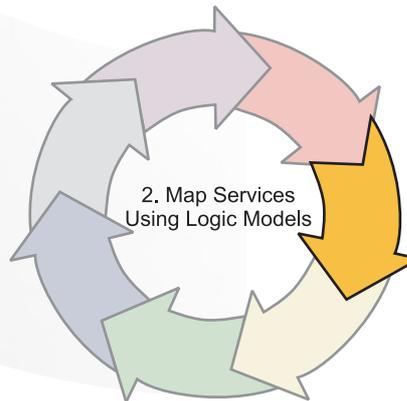
This diagram illustrates the BMK methodology and shows the steps and the actions these steps involve; they form a smooth cycle of selection, change, measurement, analysis, implementation of changes and checks leading to high quality and outstanding services.

**Step 1  
Select Service for Benchmarking**



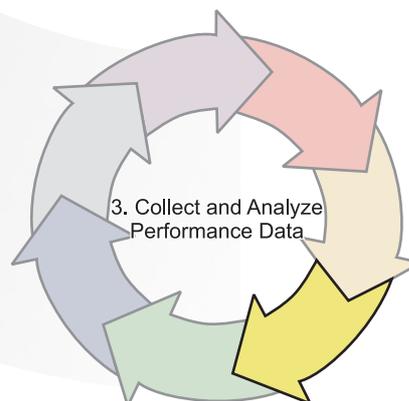
The first step is to select a service for comparison. It is necessary to select a service of activity which can be measured. The basis (reason) for the selection may be one of many factors, such as a large number of complaints and claims, high costs or other performance problems.

**Step 2  
Map Services Using Logic Models**



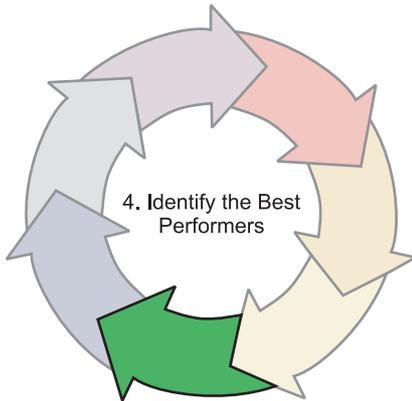
This step makes it easier to understand the service (activity) which is to be benchmarked. If a particular service is to be thoroughly analysed, it is best to use some processing mapping tools, e.g. logic models and calculations of costs by activity. This enables a suitable performance indicator to be chosen (if there is not one already). These indicators allow us to acquire comprehensive and relevant information on the service.

**Step 3  
Collect and Analyze Performance Data**



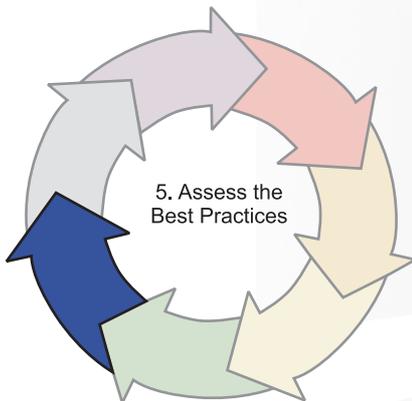
This step involves collecting data on the service (program) received from the performance indicators given in the previous step. This step can be quite demanding in terms of time, depending upon which service is being assessed and how accessible the data is. The collated data is then analysed. This analysis may include data patterns, highest and lowest costs, the results of a survey into customer satisfaction, etc.

## Step 4 Identify the Best Performers



The next step, after the data has been analysed, is to set targets for good, or at least acceptable performance. First of all the criteria for these targets must be defined. These are then supplemented by data from the reference system in order to determine who the best performers are, or who is in the best team.

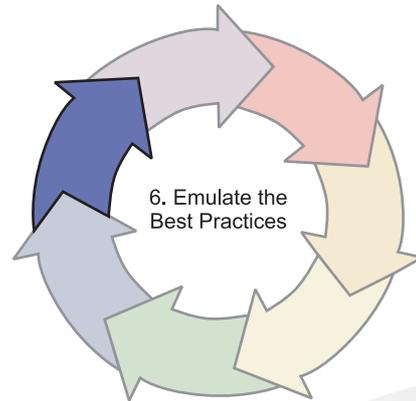
## Step 5 Assess the Best Practices



This step determines the best procedure. The best procedure is the preferred means of providing services (or carrying out activities) based on inter-linked values within the performance target range. The best procedure is defined based on a combination of costs and/or quality.

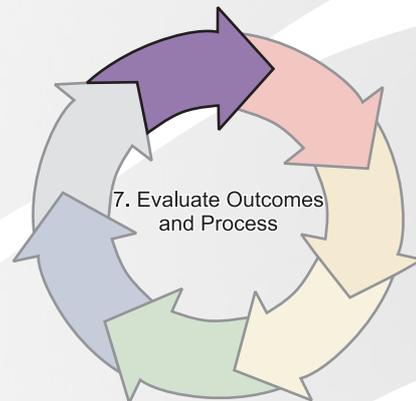
The benefit of BMK lies in the changes that are made based on the information the organisation is provided with. BMK in itself does not lead to any change. It must be part of an overall effort to improve services.

## Step 6 Emulate the Best Practices



The next step is to draw up a comparison strategy. The best procedure must be studied closely and very carefully. It is necessary to consider modifying (if required) and adjusting it to suit the needs and options available to the given organisation within the framework of the proposal for the detailed implementation process.

## Step 7 Evaluate Outcomes and Processes



This step involves monitoring the newly-introduced best procedure to determine whether the performance ratings of the program or service have improved. The assessment process can take a long time before the new best procedure gets established, so the initial stages of assessment do not have to correspond precisely to what is required.

## 4. Public Administration Benchmarking in the Czech Republic

The idea of using a method of mutual comparison to increase performance and quality whilst learning from one another was

first used in the Czech Republic as part of the “PRICE AND PERFORMANCE” pilot project from the year 2000 to 2002. Thanks to the support of the British Know How Fund, the Centre for Public Administration Education in the C.R. and the County Borough of Ostrava, we

have managed to perfect the BMK process in the area of community refuse removal and disposal in six county boroughs throughout the Czech Republic (Ústí nad Labem, Plzeň, Jihlava, Pardubice, Ostrava and Havířov). This project has been their first experience of BMK

in action, and it has proved to be a method which can be used without restrictions and with great success to increase the quality of public services within the public administration of the Czech Republic.

The experience gained through the implementation of the “PRICE AND PERFORMANCE” pilot project was applied when preparing the schedule for a second project dealing with benchmarking in the state administration sector – “Benchmarking in the field of extended scope of competency of type 3 municipalities (municipal offices with extended scope of competency)”.

The project is, to this extent,

- voluntary involvement of 48 towns,

- analysis of 29 regions, in particular those which have recently come under state administration (see table),
- unique not only in the Czech Republic but in the whole of Europe. What is more, if the implementation of this project leads to improvement in terms of extended authority, it could have a positive impact on more than a quarter of the people living in the Czech Republic. The project is expected to be officially completed in the year 2007.

## 5. Conclusion

Benchmarking, originally an American model used to compare the performance of subjects within the private sector, is still a relative-

ly new method of quality management in public administration.

It is, however, clearly a method which is becoming used more and more in a number of European Union member states and throughout the public sector (public administration, healthcare, social services, education, etc.). This proves that BMK can be a means of managing quality within public administration and to a certain extent can replace limited competition in the public sector.

## References:

### A) Books

1. Ammons, D.N.: Municipal Benchmarks: Assessing Local Performance And Establishing Community Standards. London etc.: Sage Publications 2001, ISBN 0-7619-2078-1 (English)
2. Benchmarking. Measuring up to the Best. London: The Local Government Management Board 1997. ISBN 0-7488-9421-7 (English)
3. Brown, C.V. – Jackson, P.M.: Public Sector Economics. London: Basil Blackwell 1990, ISBN 80-86432-09-2 (English)
4. Hatry, H. – Bryant, S.: Performance Measurement. Washington: Urban Institute 1998 (English)
5. Helgason, S.: International Benchmarking: Experiences From Oecd Countries. Paris: OECD 1997 (English)
6. Team of authors: Benchmarking ve Veřejné Správě (Benchmarking in Public Administration). Praha: MVČR, 2004, ISBN: 80-239-3933-5 (Czech)
7. Karlöf, B. – Östlom, S.: BENCHMARKING. A Signpost To Excellence in Quality and Productivity. New York etc.: Willey 1993 (English)

### B) ON-line Sources

1. Association of Municipalities of Ontario: [www.amo.on.ca](http://www.amo.on.ca) (English)
2. European Benchmarking Network: [www.eubenchmarking.net](http://www.eubenchmarking.net) (English)
3. European Institute of Public Administration: [www.eipa.nl](http://www.eipa.nl) (English)
4. Vzdělávací Centrum pro Veřejnou Správu ČR, O.p.s (Centre for Public Administration Education in the C.R.): [www.vcvscr.cz](http://www.vcvscr.cz) (Czech)

Table  
List of agendas analysed in the project

Working group	Agenda	Sub area	
A	citizen records		
	registry office		
	identification cards		
	travel documents		
	human resources management	staff training	
B	special building office	highways	
	highways administration	transport	public
			taxi
			emissions measurement
	dopravně správní agendy	vehicle register	
		drivers register	
		driving examiners	
		traffic violations	
C	care of historical monuments		
	town planning		
D	general building office		
	přestupky dle § 46-50 zákona č. 200/1990 Sb., o přestupcích		
E	business licensing office		
	social support and childcare		
E	environment	water management	
		forest management	
		waste	
		atmospheric protection	
		agriculture	
		protection of animals against cruelty	
		landscape and countryside protection	
		game keeping	
		fishing	
		veterinary care	

## Romania Capacity-Building Programme

The National Institute of Administration (NIA) launched the project “Romania Capacity-Building Programme”, in partnership with Institute for Public Administration (IPA) – Ireland, on Wednesday, 16 March 2005. On this occasion, the partnership agreement between the two institutions was signed.

Regarding the training of civil servants, the National Institute for Administration (NIA) was created in 2001 and, together with 8 Regional Training Centres is responsible for delivering training for central and local public administration. The NIA started its activity in August 2002 and its organisation and functioning have been modified through a Government ordinance in July 2004. The Institute is subordinated to the Ministry of Administration and Interior and provides intensive training for new recruits as well as continuous training for existing civil servants. It has been charged with preparing and implementing a national training strategy and, in collaboration with the The Central Unit for Public Administration Reform and the National Civil Servants Agency, has also launched a scheme for young professionals in order to create a cadre of middle managers for the public administration. Since its inception, the Institute has increased the provision of short-term courses in public administration management, public finance, management of EU funds and information technology and has launched the one year training programmes for existing civil servants (middle management civil servants as well as for senior civil servants).

However, as mentioned in the 2004 EU Commission Regular Report on Romania’s progress towards accession, “the Institute’s

own capacity needs to be further developed”. In this respect, the Irish Department of Foreign Affairs (DFA) has invited the Institute of Public Administration (IPA) to evaluate the functioning and operations of the Institute in the view of mapping out a possible bilateral support.

Following two assessment visits carried out in Bucharest in November 2004, it became obvious that the development priority needs of NIA are related to the relevance and quality of short-term courses, the abilities of the programme’s managers and trainers to efficiently deliver them and to the internal coordination of the Institute.

On this basis, the IPA proposed to strengthen the NIA operational capacity in a tri-components assistance project to run over a two – year’s period (March 2005 – January 2007). The rationale is to gradually reinforce the operational capacity of the Institute and the technical knowledge of training staff in specific areas of needs through themes training, train the trainers, ad – hoc consultancy and study tours. Such a capacity-building programme requires a medium-term period in order to (1) ensure greater absorption by NIA staff of range of content and techniques taught; (2) allow pilot testing to take place before; (3) assessing impact.

The overall objective of the project is to increase the responsiveness of the National Institute of Administration to the needs of civil servants and to develop its role in the reform process of the public administration.

The project purpose is to strengthen the capacity of NIA in delivering selected quality and relevant training to civil servants

and to improve the NIA internal coordination.

Regarding the contribution of the National Institute of Administration (INA) within this project, NIA will be responsible for approval and deciding on the training products (materials, instruments, study cases, evaluation instruments, etc) implementation; all administrative, logistic tasks, processing all materials, materials multiplication; rooms management (rooms preparation, training equipments, etc.), support function realization, providing training facilities and necessary technical equipments for the programme; acting as a point of contact and information for the trainees and trainers (experts, moderators); invitations management from formulation to dissemination, informing, inviting and selecting the participants; contribution in adapting the training products (materials, instruments, study cases, evaluation instruments, etc) for NAI and Romanian PA training context; create and administrate the data base with participants; all office activities; identification and formulation training needs.

IPA will be responsible for managing and delivering the programme (including ensuring organisation, financing of various training activities, provision of Irish experts etc.); designing and proposing a series of training programmes in accordance with the Romanian training needs; evaluating and monitoring the training activities for Irish Department for Foreign Affairs.

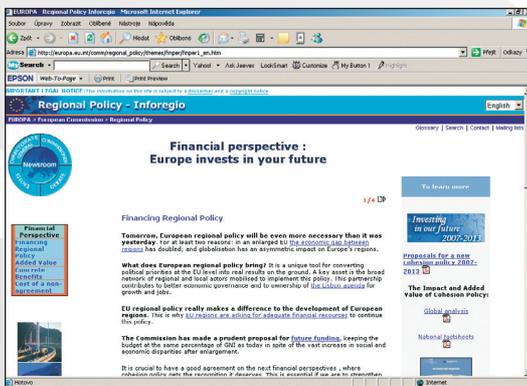


# to Web Sites



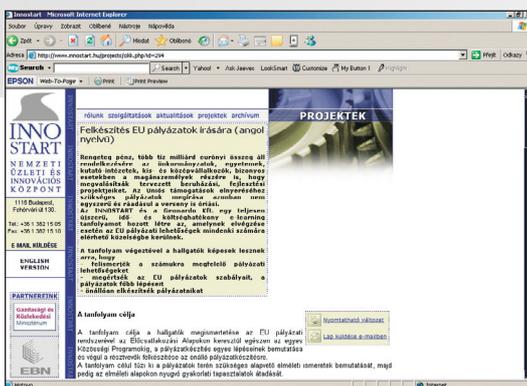
<http://www.tandf.co.uk/journals/titles/14719037.asp>

Public Management Review will be an international journal, seeking to draw together and learn lessons from the development of public management across the world rather than being parochially focused upon one area and will encourage cross-national and comparative research papers. It will promote the dissemination and discussion of such research about public management. Its specific target audience will be the academic and research community.



[http://europa.eu.int/comm/regional\\_policy/themes/finper/finper1\\_en.htm](http://europa.eu.int/comm/regional_policy/themes/finper/finper1_en.htm)

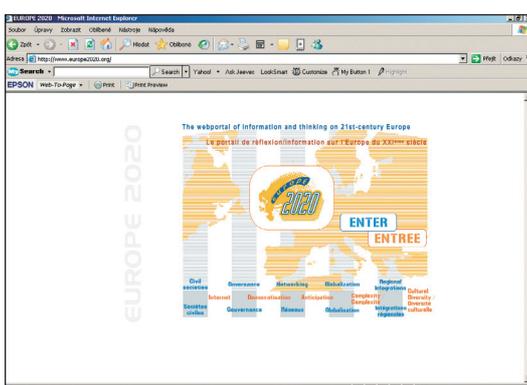
New website on the Financial Perspective 2007 – 2013 – A new website presents all relevant documents concerning the Financial Perspective for the period 2007 to 2013 a special section of which is dedicated to regional policy. Here, one finds arguments on the added value of regional policy interventions and on how citizens benefit of it in concrete.



<http://www.innostart.hu/projects/cikk.php?id=294>

Innostart Foundation and Geonardo Ltd. have developed a unique, cost and time effective e-learning course on EU funding opportunities to make these funds more accessible to you.

The program is designed to be user-friendly and can be handled by users with basic computer skills.



<http://www.europe2020.org/>

Web site of the Europe 2020 – European Institute of Political Anticipation – it is a European think-tank based in Paris, France with an objective to promote the democratisation of the European Union, an aim to which its contribution is two-fold: a work of sharp-edge anticipation of the political and institutional evolution of the EU; – and the production/circulation of operational strategic recommendations.

## Calendar of Events

**July 1 2005, eGovernment Economics Project (eGEP) Workshop “Toward a European eGovernment Measurement Framework and Economic Model”**

Contact:

*Cristiano Codagnone, Corso Vittorio Emanuele II, Roma, Italy,  
phone: +39 06 681027013,  
fax: +390 6 687 7061,  
e-mail: ccodagnone@rso.it,  
web site: <http://rso.it/egep>*

**July 11-15, 2005, IASIA Annual Conference „Education and Training at various Administration levels: Assessing needs, ensuring Quality“**

Working language: English, French

Contact:

*Juan Cabrera-Clerget, Executive Secretary, 1 rue Defacqz, 1000 Bruxelles, Belgium,  
phone: +32-2-536 0880,  
fax: +32-2-537 9702,  
e-mail: [cabrera@iiasiisa.be](mailto:cabrera@iiasiisa.be)*

**July 20 – 22, 2005, Conference “Warsaw East European Conference – Second Annual Session”**

Topics: Polish “Solidarnosc”, Opposition in the Communist Countries and the Collapse of Communism East Central Europe, Soviet Union and Russia, Post-Soviet and Post-Communist Countries since 1980  
Language: English

Fee: 25 EUR/ 10 EUR for scholars/ students from the East European, Balkan, Central Asian, Caucasian countries and Poland. Also free accommodation may be offered for this group (not for Polish participants). An economy bus transport from Lviv and Brest to Warsaw can be organized.

Contact:

*Jan Malicki, The Centre for East European Studies, Warsaw University, Palac Potockich, Krakowskie Przedmieœcie 26/28, 00-927 Warsaw, Poland,  
phone: +48-22-55 22 555, 55 22 444  
fax: +48-22-55 22 222,*

*e-mail: [conf.studium@uw.edu.pl](mailto:conf.studium@uw.edu.pl),  
web site: [www.studium.uw.edu.pl](http://www.studium.uw.edu.pl)  
or [www.uw.edu.pl](http://www.uw.edu.pl)*

**July 25 – 29, 2005, Special Course – The 1st annual “Public Management Summer Institute”**

Topic: Improved Public Service through Strategic Budgeting and Improved Analytical Capacity  
Working language: English

Contact:

*Inese Vaivare, State Chancellery of Latvia, Brivibas buld 36, Riga, LV-1520, Latvia,  
phone: +371 7082975,  
+371 6414862,  
e-mail: [inese.vaivare@mk.gov.lv](mailto:inese.vaivare@mk.gov.lv)*

**August 31 - September 3, 2005, EGPA Conference „Reforming the Public Sector:**

What about the citizens?  
Working language: English

Contact:

*Fabienne Maron, Executive Secretary, 1 rue Defacqz, 1000 Bruxelles, Belgium,  
phone: 32-2-536 0880,  
fax: 32-2-537 9702,  
e-mail: [maron@iiasiisa.be](mailto:maron@iiasiisa.be),  
website: [www.egpa2005.com](http://www.egpa2005.com)*

**September 1 – 4, 2005, The 101st Annual Meeting of the American Political Science**

Association (ASPA), Theme: Mobilizing Democracy:

More information at [http://www.apsanet.org/section\\_222.cfm](http://www.apsanet.org/section_222.cfm) or Contact

Michael Brintnall at [brintnall@apsanet.org](mailto:brintnall@apsanet.org)

**September 5 – 11, 2005, Conference “New Europe. Who’s afraid of democratisation?”**

Language: English

Contact:

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phone: +40-740 053 164,  
e-mail: [bridges.network@iapss.org](mailto:bridges.network@iapss.org),  
web site: [www.iapss.org/downloads/regionalcenter/cee/app\\_form.doc](http://www.iapss.org/downloads/regionalcenter/cee/app_form.doc)*

**September 12 – 15, 2005, Conference “Public Economy and Public Administration 2005“**

Working language: Czech and English

Contact:

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**September 18 – 19, 2005, International Conference “Ensuring quality in training: A new approach and challenge for training institutions**

Language: English

The deadline for application with paper is August 1, 2005

Contact:

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**September 20-23, 2005, IIAS 3rd Specialised International Conference**

„Public Administration and Private Enterprise - Co-operation, Competition and Regulation“

Working language: English, French

Contact:

*Catherine Coninckx, Director of Scientific Affairs, 1 rue Defacqz, 1000 Bruxelles, Belgium,  
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**October 7 – 8, 2005, Conference “The Channels of European Integration”**

Language: English

Fee: EUR 80

Deadline: June 15, 2005

Contact:

*Ms. Eliza Chilimoniuk, Organising Secretary, Warsaw School of Economics; Institute of International Economics, Al. Niepodległości 162/913F; 02-554 Warsaw, Poland*  
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**October 19 – 22, 2005, 2nd International Scientific Conference “EU and its New Neighbourhood: Different Countries, Common Interests”**

Topics: During the conference, the participants will be able to choose from five thematic workshops, each exploring a different aspect of the main theme of the conference. Workshop 1: Human Rights, Cultural Cooperation and Mutual Understanding; Workshop 2: EU Political Involvement and New Neighbourhood; Workshop 3: Extension of Market and Regulatory Structures; Workshop 4: Legal Cooperation and New Neighbourhood; Workshop 5: Compatible and Interconnected Infrastructure and Networks. Interdependence with the Union's neighbourhood is already a reality. The emergence of the euro as a significant international currency has created new opportunities for intensified economic relations. Closer geographical proximity means the enlarged EU and the new neighbourhood will have an equal stake in furthering efforts to promote trans-national flows of trade and investment as well as even more important shared interests in working together to tackle trans-boundary threats – from terrorism to air-borne pollution.

Language: English

Fee: The costs of the conference are reimbursed by the organizers.

Contact:

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**October 20 – 22, 2005, The fifth Conference on Conflict in Identities, Identities in Conflict**

The aim of the conference is to present and discuss some recent concerns with the concept of identity in a broad variety of contexts (nationality, religion, ethnicity, gender, generation, class, etc.), and to test the concept's analytical power and weaknesses.

Contact:

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*Masaryk University in Brno, School of Social Sciences, Department of Sociology, Gorkeho 7, Brno, Czech Republic,*  
*web site: <http://fss.muni.cz/struktura/katedry/soc/conference/index.php>*

**October 27 – 29, 2005, Conference “Theory and Practice of Public Administration 2005”**

Working language: Slovak  
 – module “Decentralization and Devolution during the Recent Decades: The Political, Legal, Economic, Social and Historic Contexts” will be in English language

Contact:

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**November 7 – 10, 2005, Conference “Intercultural Knowledge Management Challenges of Eastern and Western Europe”**

Topics: The InterKnow conference tracks will promote research in the following fields: overview of KM and IKM from theoretical and practitioner perspectives; current state of KM in Europe; organizational learning and trust in intercultural knowledge management and transfer of knowledge; challenges for model-building, organisational mapping and overall conceptual development; presentation of models and concepts for merging traditional IKM with KM; implications for academic teachers and researchers

in the two fields, with special reference to young researchers; benefits for knowledge managers; New tools and concepts for company training and education; multinational work teams; implications for improving knowledge transfer for the EU enlargement process.

Language: English

Fee: This call primarily addresses young researchers (under 35 years), postgraduate students and practitioners (trainers, coaches). The European Union is providing grants for travel and accommodation for about 70-90 young European researchers.

Contact:

*Prof. Gerhard Fink, Europe Institute, Vienna University of Economics and Business Administration, Althanstrasse 39-45, 1090 Vienna, Austria,*  
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*web site: <http://fgr.wu-wien.ac.at/interknow/CALL-Reg.doc>*

**November 17 – 19, 2005, The 8th International Conference “Countries in Transition. Experience and Challenges of European Union Membership”**

Organiser: Faculty of Economics and Business Administration, Sofia University “St. Kliment Ohridski” and The Laboratory of Economic Analysis and Research – International Economics and Finance, University Montesquieu – Bordeaux IV  
 Language: English, French and Bulgarian. Translation will be provided for.

Web site: [http://lare-efi.u-bordeaux4.fr/colloque/documents/Conference\\_Sofia\\_2005.pdf](http://lare-efi.u-bordeaux4.fr/colloque/documents/Conference_Sofia_2005.pdf)

**November 18 – 19, 2005, “Contemporary Structural and Value Changes in CEE Societies”**

Topics: The conference will focus on changes in social structure and values that has taken place in the CEE countries during the past fifteen years, including comparative

social surveys in the region that have been carried out recently.

Language: English

Fee: The organizers will provide accommodation and meals for foreign participants (presentators). The organizers will cover travel costs for presentators from the following countries and regions: Bosnia, Bulgaria, Croatia, Macedonia, Romania, Kosovo, and Montenegro.

Contact:

*Prof. Smiljka Tomanovic, Director of the Institute for Sociological Research, Faculty of Philosophy, Cika Ljubina 18 - 20, 11000 Belgrade, Serbia and Montenegro*

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web site: <http://www.f.bg.ac.yu/isi/about-us.htm>

## Events of the Institute of Public Administration, Bucharest, Romania

**July 4 – 8, 2005, Seminar “Structural Funds and Cohesion Policy”**

Language: English

Contact:

*Leonard Ionita,*

phone/fax: +4021-314 5056,

e-mail: [leonard.ionita@ina.gov.ro](mailto:leonard.ionita@ina.gov.ro)

**September 18 – 19, 2005, Regional Conference “Ensuring Quality in Training: A New Approach and Challenge for Training Institutions” – Good Practices Exchange Between the Involved Actors from the Region”**

Language: English

Contact:

*Daniela Badea, Mariana Bucur,*

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[mariana.bucur@ina.gov.ro](mailto:mariana.bucur@ina.gov.ro)

## Events of the School of Public Administration, Lomonosov Moscow State University, Russia

**October 6, 2005, Seminar:**

**“Managerial science and issues of teaching managers”**

Contact:

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[golovkina@spa.msu.ru](mailto:golovkina@spa.msu.ru), Prof. Alexander Y. Livshin,

e-mail: [livshin@spa.msu.ru](mailto:livshin@spa.msu.ru),

phone: 7-095-939 1589

## October, 2005, Russian-American Forum

Contact:

*Evgenia S. Golionko,*

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**October 29 – 30, 2005, The 6th SPA Students Workshop “Actual Issues of the Theory and Practice of Management”**

Contact:

*D. P. Lee, Department of Science and Research,*

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fax: 7-095-939 5338

## Events of the North-West Academy of PA, St. Petersburg, Russia

**October 2005, International Scientific Conference “Russian Parliamentarism: Centenary Anniversary of State Duma of Russia”**

**October 2005, Annual Inter Institutional Conference of Young Scientists “Gender relation”**

**October 2005, Scientific and Practical Conference “International Contacts of North-West Russia and International Integration Process”**

Contact:

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e-mail: [InterDep@szags.ru](mailto:InterDep@szags.ru)

## Events of the Center for Policy Studies, Central European University, Budapest, Hungary

Working language: English

**September 16-17 2005, Workshop “Anti-Americanism and International Relations”**

More information: [http://www.ceu.hu/cps/eve/eve\\_workshop.htm](http://www.ceu.hu/cps/eve/eve_workshop.htm)

[http://www.ceu.hu/cps/eve/eve\\_workshop.htm](http://www.ceu.hu/cps/eve/eve_workshop.htm)

**September 21-23, 2005, Workshop “Trade, Governance and Development; Spreading Excellence through Dialogue”**

More information: [http://www.ceu.hu/cps/eve/eve\\_workshop.htm](http://www.ceu.hu/cps/eve/eve_workshop.htm)

[http://www.ceu.hu/cps/eve/eve\\_workshop.htm](http://www.ceu.hu/cps/eve/eve_workshop.htm)

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tel: +36-1-327 3000 ext 2027,

fax: +36-1-235 6170

## Events of the European Institute of Public Administration (EIPA), Maastricht, the Netherlands

**September 8-9, 2005, Seminar „The Reformed Stability and Growth Pact (SGP)”**

**September 8-9, 2005, Seminar „Towards Improved Corporate Governance in the EU”**

Contact:

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**September 15-16, 2005, Seminar „Adapting to European Integration: How to Effectively Coordinate EU Policy Making”**

Contact

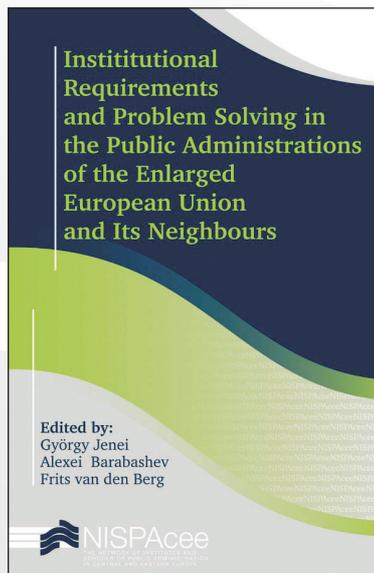
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## Recent Publications:



### Institutional Requirements and Problem Solving in the Public Administrations of the Enlarged European Union and Its Neighbours

Selected papers from the 12<sup>th</sup> NISPAcee Annual Conference in Vilnius, Lithuania, 2004

Editors: György Jenei, Alexei Barabashev, Frits van den Berg, 2005

Price: 15 EUR (plus postage)

The present collection of edited contributions focuses on some of the key contemporary challenges to public administration in the region. Besides such important topics as local governance, the role of strategic coordination units in the central governments and political obstacles to reform and organisational culture, particular emphasis is placed on the implementation of the EU's regional policy, the education and training of civil servants and corruption.

Contact: NISPAcee Secretariat

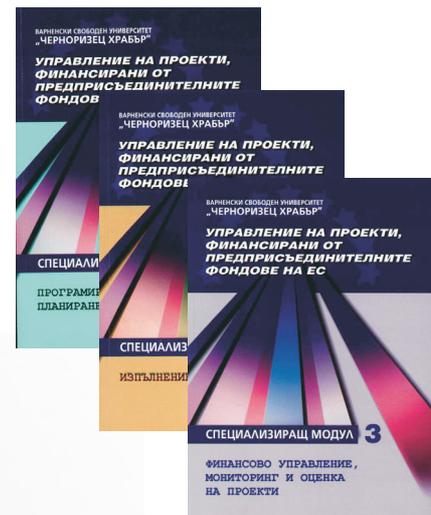
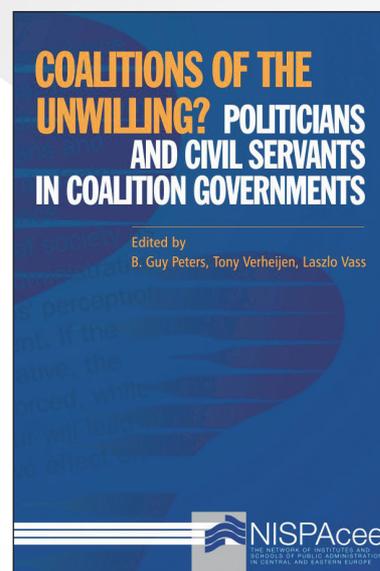
### Coalitions of the Unwilling?: Politicians and Civil Servants in Coalition Governments

Editors: B. Guy Peters, Tony Verheijen, Laszlo Vass, 2005

Price: 10 EUR (plus postage)

This volume attempts to analyse and interpret the new realities in the development of politico-administrative relations, and poses the question to what degree new patterns of coalition government and management have started altering traditional systems and notions of politico-administrative relations. The case studies presented here give particular attention to CEE states, as the majority of them have developed political systems that favour the emergence of coalition governments. This study both provides an inventory of shifting realities in coalition politics and its impact on civil service development and poses the question how a new equilibrium between changes in the mode of political governance and the quest for stability in civil service development can be found.

Contact: NISPAcee Secretariat



### Management of Projects Financed by European Union Pre-accession Funds

Authors: Team of Lecturers led by Pavel Pavlov

Publisher: University publishing house, Varna Free University, 2004

Price: 7 BGL (vol. 1), 6 BGL (vol. 2), 4 BGL (vol. 3)

Language – Bulgarian

Summary

The present textbook includes a cycle of lectures about three specializing modules of MA degree in "Management of European Projects": Vol. 1 – Programming and Planning of Projects; Vol. 2 – Execution of Projects; Vol. 3 – Financial Management, Monitoring and Valuation of Projects.

The Master's programme is designed for leading clerks' needs and experts' wants from the Ministry of Regional Development and Public Works, who work on efficacious using of pre-accession funds – FARE, ISPA, SAPARD.

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# Measuring the Fiscal Capacity of Local Self-government Units in the Republic of Macedonia

This Economic Forum was organized by the Open Society Institute – Macedonia and the Center for Economic Analyses (CEA) on May 10, 2005. Its main goal was to assist central government's top managers in the decision-making process whether fiscal capacity in Macedonia can be measured at this moment, whether models developed by relevant institutions' representatives could be applied and, if not, which next steps should be undertaken.

## Forum Conclusions

### Organizational and IT

1. In accordance with the European Charter of Local Self-Government, local authorities are entitled to their own revenue sources, while the funding system should provide numerous and flexible revenue sources to the greatest extent possible, in order to enable harmonization of real changes in costs imposed by the realization of municipal's responsibilities; furthermore, funds allocated to local governments should not have the character of earmarked funds (since in that case, there is a risk the fiscal decentralization to become de-concentration of funds). In this regard, the need for knowing fiscal capacity, and thus the capacity of own revenue sources, is evident.
2. There is a need for defining fiscal capacity, methodology on fiscal capacity measurement, while ownership should be defined in terms of the institution responsible for fiscal capacity monitoring, disregarding whether such competencies shall be given to the State Statistical Office, the Ministry of Finance or the Ministry of Local Self-Government. In this sense,

the Ministry of Local Self-Government, as coordinator of the decentralization project, should demonstrate initiatives, particularly concerning fiscal capacity measurements.

3. Models developed on the workshop were presented on the Forum by the organizers. Future involvement of the non-governmental sector with its capacity is required in order formal organizations to obtain political recognition and greater powers; while the non-governmental sector would contribute by means of its social solidarity and flexible problem resolution. Interactions should be based on mutual understanding, with equal participation and partnership by means of team work from the very beginning, with openness and without prior prejudice on the part of all parties involved, and with willingness to share ideas and experience.
4. We believe the Forum was unable to meet part of its goals due to the obvious absence of top managerial structures from relevant institutions.
5. These conclusions will be distributed to all persons invited to the Forum and to other interested parties.
6. Activities in the field of developing software solution for administrating data on property tax collection should be accelerated.

### Data, State Statistical Office, Public Revenue Office, and Customs Administration

7. State Statistical Office is currently undertaking activities for republishing and re-organization of the population census data according to the new territorial organization.

8. When coming to business entities, as part of the one-stop shop system development, the State Statistical Office is currently being freed from the administrative function in terms of determining main activity, i.e., registration under the National Classification of Activities and assigning business ID numbers – which will fall under the competencies of the Central Register.
9. This would enable the computation of GDP per municipality and data filtration on the organizational and territorial principle.
10. Contacts between the State Statistical Office on one side and the Public Revenue Office and the Customs Administration on the other, should be strengthened in the light of improving the current situation regarding data on revenues collected on the basis of taxes and customs fees on municipal level.
11. As part of the project on measuring the grey economy, the State Statistical Office will improve the conditions for GDP computation by regions.
12. Consideration should be made whether at the beginning of fiscal capacity measurements VAT figures should be used instead of GDP figures, until the establishment of relations between the Public Revenue Office and the Customs Administration concerning the data on revenues collected from taxes and custom fees.
13. The greatest problem in fiscal capacity measurement is the absence of a real database on property within the Public Revenue Office. At the moment the Public Revenue Office keeps records on property developed on the basis of property value assessments made by the

property owners – tax payers in 1994, which do not reflect the real property values as a basis for property tax computation.

14. From the methodological point of view, data on collected and/or determined property tax revenues could not be used for the purpose of measuring the fiscal capacity of municipalities in the Republic of Macedonia due to several reasons. First, Public Revenue Office's regional taxation units in charge of administering property tax have been neglected in terms of technical equipment and adequate human resources. Second, property value assessments made by citizens in 1994 do not reflect the current reality.
15. Revenues collected on the basis of construction land arrangement should be taken into consideration when measuring the fiscal capacity.
16. When measuring the municipalities' fiscal capacity, all possible indicators should be analyzed and monitored, including social indicators as well.

### State Institute of Geodesy

17. The Cadastre is an important factor providing for adequate coverage of all tax payers, in particular regarding tax base determination. This institution should be encouraged to develop the database necessary for the LSGUs to administrate their own revenues in a more efficient manner.
18. Contacts among local governments, ZELS, the Ministry of Local Self-Government and the Cadastre should be intensified.

### Local Self-Government and ZELS

19. Practice will show whether tax rate margins for determining property tax will provide for development of Mayors' managerial abilities when it comes to managing their own revenue sources.
20. Practice will also show whether all 84 municipalities will provide

the appropriate administrative capacity for tax administration. The situation in this field should be monitored and assistance should be provided by means of appropriate instruments.

21. Tax administration cannot be considered independently from LSGUs' financial management capacities.
22. The proposal stating that ZELS should receive data from state institutions and then distribute it to the LSGUs should be further developed. This is how outsourcing should be done regarding state level data distribution to final beneficiaries through the non-governmental sector.
23. ZELS and local governments should lobby with business subjects so that they would be more efficient in filling-in forms from the State Statistical Office in the light of more accurate and updated computation of VAT on territorial and organizational principles.

### Donors

24. Donors should be asked to complete the LGRP-USAID pilot projects for own tax revenue administration, in particular regarding the organization of training of trainers, developing new records on property within these LSGUs, re-assessment of property value and developing appropriate manual for other LSGUs containing experiences of the four pilot LSGUs that would help others in the planning process for such activities.

### Legal State, Efficiency and Transparency

25. Consistent enforcement of legal solutions is required, particularly concerning the penal provisions for those not meeting their liabilities regarding property tax payments.
26. Urban rent charge should be solved by principle, since some LSGUs collect such charge whereas others do not.

27. Allocation of funds, in principle, should be done transparently; the best way to do this is by means of a formula without discouraging factors. The example with the 80/10/10 allocation of funds leads to a situation where certain municipalities due to their economic structure have had a low share of participation in the revenues, but, according to thus formula, have received more. In future, detailed investigations and various simulations should be performed with several formulas for all central budget transfers.
28. New local governments should not move to quickly with the establishment of robust administrative units that would probably cost more than revenues collected. Basically, the opportunity cost should always be taken into consideration; while in the course of the cost-benefit analysis, consideration should be made of the optimal choice in their administrations, agreements with other LSGUs regarding the administration of property taxes and the establishment of joint tax departments.
29. Municipalities should not disregard the animation of citizens and awareness campaigns on regular property tax payments.

### Conclusions of Centre for Economic Analyses

1. Forum participants were unanimous on the importance of measuring municipalities' fiscal capacity and fiscal efforts, as well as on the topic's relevance, especially in the current stage of fiscal decentralization.
2. Namely, each fiscal equalization scheme that will be proposed to the Ministry of Finance would be greatly limited, unless municipalities' fiscal capacities, as well as their fiscal efforts, have been previously measured.
3. There are several methods for measuring municipalities' fiscal capacity; the most often used

one is the representative tax system and certain municipality's economic capacity indicators (gross municipal product, personal income, tax base value, etc.). While each method has its own advantages and disadvantages, the fact remains that the choice will largely depend on the available data. Hence, as in any other measurement, a high-quality fiscal capacity analysis should rely on high-quality and detailed data.

4. At the moment, the State Statistical Office and the Public Revenue Office possess numerous indicators on municipalities, but the actual work regarding the records' organization is yet to be done. There is a need for rapid actions towards the development of disaggregated data that is to correspond with the recently adopted territorial organization of the Republic of Macedonia (84 municipalities and the City of Skopje).
5. In terms of assessing municipalities' economic capacity, the State Statistical Office has at its disposal expert assessments on the VAT of non-financial enterprises in some municipalities (according to the purchase power parity method), which, nevertheless, cover only a part of the assumed gross municipal product. Even if official data on the gross municipal product is to be published, the real challenge would be to answer the question whether this is the real indicator of a municipality's economic capacity. Namely, at the moment, LSGUs' own revenues in the Republic of Macedonia are mainly collected from property and communal taxes i.e. by imposing taxation to citizens and companies. Since the gross municipal product as a concept is more related with income than with wealth, other indicators should be used as well.
6. Forum participants agreed that the tax bases of some locally-collected taxes can represent a very useful indicator for municipalities' financial capacity (fiscal capacity) and for the assessment of local governments' use of such capacities (fiscal effort). For instance, determination of the current market real estate value would greatly improve the property tax collection, which is currently charged on the basis of property value statements given by tax payers, some of which have been submitted back in 1994.
7. In this regard, participants stressed that top management within involved institutions must be informed on the urgent need to enrich statistical data on local level, as well as the need for serious improvement of the quality of such data.
8. Municipalities must accelerate the process of establishing Commissions for the determination of updated values of all property subject to taxation (property market value). This would result in improved local revenues collection, but not by means of tax rate increasing, but by means of tax base extension.
9. Measurements performed by the two working groups revealed that, on the basis of expert assessments, fiscal capacity has not been sufficiently used in many municipalities, i.e., revenue collection has been considerably below the national average (or the average fiscal effort of LSGUs in the Republic of Macedonia). These are mainly municipalities with high population density and high concentration of companies, financial institutions, physical infrastructure, etc.
10. This requires stimulation of local governments in the light of increasing their revenue collection (fiscal effort). One of the possible ways to do this would be by means of fiscal equalization scheme that would reward revenue collection increase (compared to the previous or the base year) by allocating higher amounts of transferred funds from the central government.
11. Disregarding the choice made, the conclusion remains that successful motivation of municipalities to increase their fiscal effort and to improve their public services depends on the high-quality analysis of municipalities' fiscal capacity.
12. Finally, recent discussions and coordination among institutions involved in the forthcoming decentralization process have mainly taken place on political level. The Center for Economic Analyses believes that this workshop represents a pioneer attempt to establish constructive debate and cooperation on expert level, by means of wider participation of representatives from several institutions, who have demonstrated professionalism and, indeed, great enthusiasm. Nevertheless, we are surprised with the lack of interest on the part of representatives from the Ministry of Local Self-Government who left the workshops after the first part was completed, and thus missed this opportunity to exchange their experiences with participants from other interested state bodies and other organizations.
13. Indirect, although not less important, effects of the workshop can be seen in the strengthening of informal relations among various institutions, the exchange of ideas and the on-the-source information regarding the progress made by each institution in the light of the decentralization process.

## Seminar Quality Management in Public Sector

**Ing. Eva Rezková, Unit for International Relations in Public Administration, Modernisation of Public Administration Department, Ministry of Interior, Czech Republic**

On 22<sup>nd</sup> April 2005 the seminar on Quality Management in Public Sector, which was organised on the basis of co-operation with the Ministry of Interior of the Czech Republic and SIGMA/OECD, took place in Prague. The seminar was introduced by director of Modernisation of Public Administration Department Mr Jiri Marek. Approximately 70 participants who took part in it represented various areas – officials from regional and municipal authorities, university lecturers, members of working group on quality in public sector (Council of Czech Republic on Quality), representatives of Czech Society for Quality, representatives of cities and regions implementing CAF, regional coordinators of public administration of Ministry of Interior of the Czech Republic, employees of Ministry of Interior of the Czech Republic and other offices of central administration.

The seminar was focused on quality management in public sector. The participants had the opportunity to familiarize not only with common models of quality (ISO, CAF, EFQM, Balanced Scorecard, GI Test of Good Governance) but also with examples of the good practice. There had also been mentioned other approaches to quality management as ISO 9000 and awards of quality and service charts. Very interesting were presentations “EFQM in British health service and education” and “The way to quality in Spanish health organisation Transplant”. Separate discussion was devoted to an importance of cooperation with citizens in order to improve the

quality and a necessity of listening to users of public services.

Among speakers there were experts on public policy of Great Britain and Spain: Dr Elke Loeffler, managing director of Governance International from United Kingdom; Prof Tony Bovaird, professor of Strategy Management of Public Services from Bristol Business School from the United Kingdom; Dr Mike Perides, chairman of representatives group of EFQM European Health Sector from United Kingdom; Dr Blanka Mirando Serrano, head of National Transplantation Organisation, Ministry of Health, Spain; and Prof. Salvador Parrado Díez, professor of Public Administration at University further studies (UNED) from Spain.

According to the number of participants representing the whole scope of public services and organizations it is possible to say that the topic of the seminar was considered as very interesting and the participants expressed their satisfaction. It is clear that speakers were very experienced in practical and in academic sense and that they had excellent pedagogical skills. Their abilities were praised by the participants, especially the speakers/

lecturers ability to actively involve the participants. From questions raised and topics discussed it is possible to express that the participants considered that the obtained information would be used for quality improvement in their own work. Very useful was also passing on experience from abroad and information about trends in public administration in European countries. Therefore, the Ministry of the Interior of the Czech Republic welcomed professor's Diaz suggestion to organize specialized seminar for individual fields of public services and in this way to respond to wish expressed by the participants.

On the basis of positive reception from the present participants it is possible to evaluate the Sigma Seminar on Quality Management in the Public Sector as very beneficial and very successful.



## The 13<sup>th</sup> NISPAcee Annual Conference Democratic Governance for the XXI Century: Challenges and Responses in CEE Countries

May 19 – 21, 2005, Moscow, Russia

The 13<sup>th</sup> NISPAcee Annual Conference, organised in co-operation with the School of Public Administration of the Moscow State University and Higher School of Economics, Moscow, Russia, was attended by more than 300 participants from 34 countries from all over the world. This included 18 CEE countries covered by NISPAcee institutional membership.



From the left: Alexei Surin and Alexei Barabashev

It is also necessary to thank and to highlight the tremendous contribution of the main local organiser, the School of Public Administration of the Moscow State University, represented by the Dean **Alexei Surin** and the co-organizer the Higher School of Economics mainly **Alexei Barabashev**, Dean of The Public Administration for their excellent organisation of the conference, financial support and preparation of attractive social events which created a very nice and pleasant background for a relaxation of conference participants after the rich working programme.

NISPAcee would like to thank also to the other partners who financially supported the meetings of the several working groups and contributed to the success of the conference: Local Government and Public Service Reform Initiative affiliated with the Open Society Institute, Budapest, Hungary and UNDP RBEC Regional Support Centre, Bratislava.

It is also necessary to extend the appreciation to programme coordinators of all the conference sessions and working a group for their contribution to the high scientific and academic value of the whole event.

The conference started by welcoming speeches presented by **László Vass**, NISPAcee President, and **Alexei Surin**, Dean of the School of PA at Moscow State University on behalf of Russian organizers. The Russian panel focused on the present stage of the public administration in Russia followed with speeches provided by **Alexei Surin**, **Andrey Klimenko**, Higher School School



From the left: László Vass, NISPAcee President, Gyorgy Jenei, winner of Alena Brunovska Award, Ludmila Gajdosova, NISPAcee Executive Director

of Economics **and Jeffrey Straussman**, Maxwell School of the Syracuse University, USA. The main conference theme was then introduced by the general rapporteur of the conference **Martin Potucek**, Director of the Cenetr for Social and Economic Strategies, Charles University, Prague, Czech Republic.

The morning plenary session was concluded with a presentation of the NISPAcee **Alena Brunovska Award for Teaching Excellence in Public Administration** to **Prof. Gyorgy Jenei**, Corvinus University of Budapest, Hungary who delivered a paper "Approaches to public administration and public policy institutions in CEE".

The next part of the plenary session was held at the Moscow State University including participation of high level official representatives from Russia: **Victor Sadovnichii**, Rector of the Moscow State University, **Serguei Naryshkin**, Head of the Governmental Administration of the Russian Federation and **Serguei Kolesnikov**, Deputy Chairman of the Committee on Education and Science, State Parliament of the Russian Federation. The keynote presentation was given by **Barbara Kudrycka**, Rector of the Bialystok School of Public Administration, Poland, Member of the European Parliament.

The next part of the conference programme consisted of **the working sessions** on the main conference theme, meet-



*Krisztina Toth, winner of the NISP Acee Best Graduate Student Paper*

ings of **nine working groups** and following **Panel Sessions and Forums** which enriched the programme of the conference with new information, presentation of new initiatives and new opportunities for collaboration with external organizations as well as within NISP Acee:

- **Panel on the Bologna Process in Public Administration Education: How to Meet the Challenge in CEE/CAC**
- **Panel on Challenges in Caucasus and Central Asia Countries and the Role of NISP Acee**
- **Forum of Heads of Schools of Public Administration**
- **NISP Acee Youth Forum**

The **NISP Acee Business Meeting** was as usual on the conference programme as well. The annual reports (activities, finances) and future plans were presented to the representatives of the NISP Acee members and other participating guests.

**The closing plenary session** was open by NISP Acee President, **László Vass** and reports from all sessions and working groups (short summary see below) and the report of the conference general rapporteur Martin Potucek were presented.

NISP Acee launched a new competition for the **NISP Acee Best Graduate Student Paper** of the conference from this year.

The award was presented to the winner **Ms. Krisztina Toth**, PhD student at the University of Fribourg, Switzerland for her paper **“The Impact of Legislature and Citizens on the Budgeting Process in Switzerland: Lessons for Central and Eastern Europe”**.

Selected papers and presentations of the conference will be included into the conference proceedings published by NISP Acee. Papers presented at the conference are also available on the NISP Acee website.

### Report of Working session on the Main Conference Theme

#### Coordinator:

Allan Rosenbaum, Florida International University, USA

The panels on the conference theme included 13 papers and presented an excellent assessment of the status of democratic development in the region, noting that there were still many problems to be addressed. These included issues of corruption, lack of full participation of citizenry and the building of democratic institutions, and the problem of overcoming the mentality of the past.

It was concluded that various kinds of training programs, especially those concerned with local governance, could be very helpful in addressing issues related to the democratic deficit in the region. It was, however, also noted, that democracy is always a “work in progress”, in that it is constantly evolving and growing. Moreover, it was noted that many of the problems in the region are remarkably similar to problems found in even the oldest and most highly developed democratic states.

## Reports of Working Groups

### I. Working Group on Politico-Administrative Relations

#### Coordinators:

B. Connaughton, University of Limerick, Ireland

Georg Sootla, Tallinn University of Educational Sciences, Estonia

The WG on politico-administrative relations met for the seventh time in Moscow. In total 14 papers were presented in sessions that focused on actors, values and institutions within the context of reforming politico-administrative relations. A principal outcome of the group’s discussions is the perception that there is a shift in considering the transition process in CEE away from the “what” outlined within public management reform strategies to the “how” factors i.e. patterns of interaction between politicians and civil servants, movement away from traditional bureaucratic forms of administration to, for example, network governance.

- Ten years ago there was substantive focus on “push” factors to transition whereas the significance of tradition in institution building and public sector reform has become more evident. This was illustrated in papers presented on public administration reform in the Baltic states and the former Yugoslavia. Secondly, the impact of transition on the



*Conference participants*

reassertion of traditional democratic values such as accountability was discussed. It was envisaged that there was further scope to investigate politico-administrative reform within the approaches of new-institutionalism.

- Outcomes from the presentations indicated that despite the problems of politicization there is a shift in minister-civil servant relations. In earlier stages of transition reforms civil servants were perceived as obstructive whereas several country presentations indicated that there appears to be more evidence of a willingness of civil servants to contribute to policy making and reform initiatives. The Belgian cabinet system was illustrated as an example of attempts to find solutions for the provision of effective policy advice and manage politicization. It was asserted that it would be useful to investigate the utility of the cabinets system for CEE and understand more clearly policy advice role vs. managerial roles.
- In relation to structural and political reforms participants indicated the necessity to concentrate on researching how reform actually occurs as opposed to the rhetoric associated with it. Presentations focused on the significance of the politician's role and the function of a leading agency as a device to facilitate coordination. Commentary also indicated that EU accession requirements were interpreted as increasing problems and impeding as opposed to facilitating reform.

- Alternative perspectives of policy making beyond the traditional minister-civil service roles to include analysis of the roles of other actors and the significance of network governance. One of the presentations focused on developments in Estonian labour policy.

The group aims to continue its research agenda and a call for papers will be made during the summer months. It is envisaged that one of the panels at next year conference will focus on remuneration and reward systems in CEE.

## II. Working Group on Public Sector Quality

### Coordinators:

Katarina Staronova, Bratislava, Slovakia

Sergei Pushkarev, Ural State University, Yekaterinburg, Russian Federation

The Group focused on the theme "*Quality of Implementation*".

The objective of this sixth meeting of the working group was to address the factors that inhibit or promote successful implementation on both central and local levels of government in Central and Eastern Europe. The sessions were organized around two major issues:

- a) External factors influencing implementation, such as foreign advisors in CEE countries, New Public Management principles that are being transposed into transition countries, etc.
- b) Internal factors in capacity among civil servants on both central and local governments: ranging from the preparation for the implementation by utilizing the tool of impact assessment to performance in big governmental reforms and assess-

ing the implementation of services.

In total, 14 papers were accepted, ranging from sectoral case studies in health to process issues of implementation. The sessions consisted of presentations, followed by a critique from a discussant and a discussion in a plenary session.

## III. Working Group on Strategic Leadership in Central Government

### Coordinators:

Martin Brusis, Center for Applied Policy Research, Germany  
Radoslaw Zubek, London School of Economics and Political Science, UK

The Working Group on Strategic Leadership in Central Government explored whether and how changes within the executive can improve the quality of lawmaking, implementation and governance. With respect to intraexecutive relations, the members of the working group agreed that executive capacity is strengthened by reinforcing the incentives for collective/centralized decision making. With regard to the relations between the executive and extra-governmental actors, there was disagreement as to the extent of participation needed to enhance the long-term orientation and cognitive openness of policy-making. Whereas a powerful and cohesive executive can contain tendencies of regulatory inflation and overcome opposition to reform, external embeddedness of the executive is required to ensure democratic legitimacy and sustainability of policy reforms. We find, however, that in some cases accountability and executive centralization reinforce each other. The working group plans to proceed from these findings and will, in its future work, further elabo-

rate its findings on the impact of executive reforms on policy outcomes.

#### IV. Working Group on Democratic Governance of Multi-ethnic Communities

##### Coordinators:

Jana Krimpe, Tallinn University of Educational Sciences, Tallinn, Estonia

Michael Brintnall, American Political Science Association, Washington D.C., USA

The working group focused on the political participation of minority groups, on new tools such as ombudsmen, and on the role of public administration schools in building successful multiethnic democracy.

Progress was noted in the inclusion of Roma women in political life, when training curricula is in line with Roma lifestyle. Ways that national integration strategies could supplant conflicts with new modes of dialogue were discussed. A study of curricula in public administration programs showed little progress in developing new teaching approaches to prepare for these challenges, however, and the working group intends to make this the focus of future study.

#### V. Working Group on Local Budgeting in the CEE Countries

##### Coordinator:

Zeljko Sevic, University of Greenwich, United Kingdom

Eight papers were presented by scholars from seven countries in our working group sessions. They addressed theoretical, comparative and applied issues of local budget formation in the CEE countries.

Three papers addressed the issues of local authorities' deci-

sion-making, considering the constraints under which they attempt to raise and utilize their funds, the interaction between city councils and administrators, and other fundamental problems. A pair of comparative studies made an overview of the entire region, comparing all of the countries involved. One looked at the relationships between deficit spending and balance of payments crises in the region. One study considered the principle/agent relationship with its attendant problem of moral hazard in the budgetary interaction between governmental levels. The emphasis in this paper was on the accountability of local officials in budgetary matters.

Several papers contributed comparative studies of current situations in Russia, Ukraine, Czech Republic, Estonia, and Armenia. Their conclusions reminded the listener of the ongoing budgetary difficulties in the region. Generally, the countries involved retain a high degree of centralisation with an inadequate level of autonomy for CEE countries. But progress is being made with reforms of public administration and continuing efforts to achieve greater fiscal decentralization. Russia remains a special problem; since recent actions have tended to roll back some of the institutional changes that had been intended to establish greater autonomy for local governments and democracy for the country as a whole. The paper of Krisztina Toth, a Hungarian PhD student in Switzerland, stirred a good deal of interested discussion. She tried to see elements of the Swiss system that might be of interest in Hungary, recognizing that each system must develop institutions designed for prevailing conditions and traditions in the locality. The role of legis-

latures and citizens in budget formation through implementation was discussed and different models of management were considered.

Changes of the recent past have been of considerable importance throughout the region. The accession of several countries to the European Union resulted in considerable effort to develop compatible institutions in the new members. Several countries have established a new intermediate level of government, the region. Institutions and legislation have established in some cases a greater role for municipalities, for community and city councils, as well as for citizens in the budgetary processes. Much remains to be done and progress seems to come slowly and unevenly across the region, but the movement is mostly in the right direction. That direction is toward greater local autonomy.

#### VI. Working Group on e-Government

##### Coordinators:

Mirko Vintar, University of Ljubljana, Slovenia

John Taylor, Glasgow Caledonian University, United Kingdom

According to its initial plans Working Group on E-government started its new three-year cycle of work in Moscow. Thirteen papers from 12 different countries were presented during the three sessions. An introduction to the work of the WG was given by Jerzy Szeremeta from UNDESA, New York, USA, who presented a broader picture of E-government development around the world and raised some very important questions concerning further development of e-government in different countries.

Sessions were thematically divided in 'country reports'

and 'field specific' reports. In the first thematic group focus was on presentation of country based studies concerning e-government development, among them some very well designed empirically based studies were presented. Under the second thematic area some more narrowly focused issues like e-government development in the local communities and bigger cities were addressed.

## VII. Working Group on Capacity Building of a Civil Servants' Training System according to EU Requirements

### Coordinators:

Eugenijus Chlivickas, Training Centre of the Ministry of Finance, Lithuania, President of Lithuanian Public Administration Training Association  
Boriss Melnikas, Vilnius Gediminas Technical University, Lithuania

The Working Group discussed possibilities to develop cooperation among various institutions and organizations working in the field of civil servant development in the EU countries, Russia and other CIS countries. A lot of attention was paid to the comparative analysis of the experience gained by different countries.

The working group specified certain problems and suggested their solutions in:

- **advanced experience** in the field of civil servant training development accumulated in the **international practice**.
- discuss thoroughly **today's situation** and further **improvement** in the field of civil servant training development in the CEE countries.
- discuss new **challenges**, developing **system** approach, creating new **strategies**

oriented to the long-term prospects and intensive **international cooperation**.

## VIII. Working Group on Degree Programs of Public Administration / Public Policy Education in CEE Countries

### Coordinators:

Frits van den Berg, The Netherlands

Gyorgy Jenei, Corvinus University of Budapest, Hungary  
Laszlo Varadi, Corvinus University of Budapest, Hungary

This WG has its first meeting in Moscow with four aims identified in the call for papers: problems of past and future development of degree programs of PA / PP education, of the development of a specialization / module / course, issues of the Bologna process, review experiences of present or past international support projects. The last topic has failed to provoke any papers from the NISPAcee community.

Eight papers from seven countries were presented, topics included the development of PA/PP education in a particular country (Selimyan, Maly), offering PA program within business faculty (Mikulowski, Laido), first lessons of the Bologna process (Junjan and Sandor and Tripon), PA program on specific area (health care) (Khachatryan), the multifaceted implications of the role of nonprofits as social capital assets and as agents in the policy process (Bryce), and quality assurance of Ph.D. program (Knyazeu and Hacharonak).

Participants have agreed that WG activities in the future would also include: multidisciplinary and flexibility of the programs, curriculum develop-

ment in relation to requirements of the working place, glossary of terminological misunderstandings.

## IX. Working Group on Ethics in Governance

### Coordinators:

Patrycja Suwaj, Bialystok School of Public Administration, Poland  
Howard Whitton, SIGMA/OECD, Paris, France

During the course of the 2005 Conference in Moscow, the proposal to reformulate Working Group IX, was considered by those participating in the Working Group.

The Working Group discussed possible foci for future work in the context of NISPAcee's mandate, and agreed to recommend to the Secretariat that it be redesignated under the title "Integrity in Public Governance". Those present also resolved to seek to extend the membership of the group, so as to build connections between reflective practitioners and engaged scholars in the Ethics/Integrity field, as a matter of priority.

The primary objective of the Group is to enrich the 2006 Conference program with significant theory and practice papers, and other presentations focused on any aspect of the field of Ethics/Integrity in Public Governance. Cross-disciplinary studies are to be encouraged. The group is to meet again in late 2005, to assess progress in meeting its new objectives.



## NISPAcee Occasional Papers

### CALL FOR PAPERS

We invite colleagues to submit their research papers in English for review.

Papers should be written on relevant public administration and public policy issues based on empirical investigation carried out in central and eastern European countries. The papers should not exceed 40 pages in length.

If a paper is written in a native language, a three-page long

English language summary could be submitted with the bibliography of the referred literature, and with information about the length of the whole paper.

Each author can propose two reviewers for their submitted paper, but the final decision to select the reviewers remains at the discretion of the Editor.

Those authors whose papers are selected for publication will receive a modest honorarium.

Contributors are invited to send their papers in an electronic format to the Deputy Editor – Mr. Juraj Sklenar, e-mail: sklenar@nispa.sk.

Manuscripts should be sent in electronic form at whatever time. Further information for contributors are included in each issue.

## Translation of Selected Publications into CEE National Languages

Goal of this project is to translate SIGMA and other relevant publications from English to CEE national languages based on requests and needs of governmental institutions or NISPAcee member institutions from CEE countries.

### HOW TO APPLY

Eligibility is limited to members of NISPAcee and other institutions with professional interest in public administration in Central and Eastern Europe; Applicants will have to prove the utility of the translated publications in their respective countries,

the distribution policy, quality of translation, and an ability to cover the distribution costs; Priority will be given to institutions, which will distribute the publication at their own expense; Applicants should determine clear overall calculation of costs of translation (checking/editing) and publishing (priority will be given to reasonable price quotes for translation and publishing).

NISPAcee make a general agreement with the EIPA (European Institute of Public Administration, Maastricht, The Netherlands) for the translation of EIPA publications within this project.

All institutions interested in translation of the EIPA publications are invited to apply for the translation grants to NISPAcee. Information about the publication you can find at the homepage of EIPA <http://www.eipa.nl>

Please send letters of inquiry and applications to NISPAcee Secretariat.

The deadline:

– August 31, 2005

## **NISPAcee MEMBERSHIP**

Presently, the NISPAcee enlists 128 Institutional members (from 23 countries), 32 Associate members (from 20 countries), and 220 Observers (from 35 countries).

### **New Institutional members of the NISPAcee**

Centre for Support of Civil Service Institutional Development, Main Civil Service Department, Kyiv, Ukraine.

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