

**TRAINING CIVIL SERVANTS FOR INTERNATIONALISATION  
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SIGMA -- Support for Improvement in Governance and Management in Central and Eastern European Countries -- is a joint initiative of the OECD Centre for Co-operation with the Economies in Transition and EC/PHARE, mainly financed by EC/PHARE. The OECD and several OECD Member countries also provide resources. SIGMA assists public administration reform efforts in Central and Eastern Europe.

The OECD -- Organisation for Economic Co-operation and Development -- is an intergovernmental organisation of 26 democracies with advanced market economies. The Centre channels OECD advice and assistance over a wide range of economic issues to reforming countries in Central and Eastern Europe and the former Soviet Union. EC/PHARE provides grant financing to support its partner countries in Central and Eastern Europe to the stage where they are ready to assume the obligations of membership of the European Union (EU).

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Throughout its work, SIGMA places a high priority on facilitating co-operation among governments. This includes providing logistical support to the formation of networks of public administration practitioners in Central and Eastern Europe, and between these practitioners and their counterparts in OECD Member countries.

SIGMA's activities are divided into six areas: Reform of Public Institutions, Management of Policy-making, Expenditure Management, Management of the Public Service, Administrative Oversight, and Information Services.

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## Foreword

Public servants in all countries are exposed to a growing internationalisation in most of the tasks that are carried out in a national public service. Many public servants have to cope with supra-national legal frameworks and with international standards in their daily work. Many have to perform in multilateral and bilateral contexts to promote the interests of their countries.

The fact of working in an international context is a continuing part of life for public servants, requiring adaptation of public service management systems. But when a state makes a radical change in its international involvement, for example when it joins an international body and accepts new obligations, there must be a heavy "up-front" preparatory investment.

Accession to the EU, of which there have been four "waves" so far, is a well-defined internationalisation process that illustrates most aspects of the new demands on public servants both for initial investment and for ongoing management change. The training of public servants to prepare for EU-accession was therefore chosen as the case for this seminar on "Training for Internationalisation" in order to expose SIGMA countries to general and specific training needs as they prepare to meet their obligations under the Europe Agreements.

The newest EU Members -- Austria, Finland and Sweden -- all carried out both general and specific training programmes in preparation for their accession. Some countries of previous EU generations, such as Portugal and Spain, had carried out training programmes by the time they entered.

Strategies for training for internationalisation, with specific reference to Europe, are currently being designed in some SIGMA countries, and programmes will shortly be developed and implemented. Other countries will follow.

This is the background to the multi-country seminar held in co-operation with the Hungarian Ministry of Interior on 22-23 May 1995 in Budapest, where SIGMA countries were able to benefit from the experience of EU countries.

This publication contains those papers presented at the seminar: the *Issues Paper* prepared by Professor Jacques Ziller, University of Sorbonne, and five country papers prepared by national experts, presenting the situation and experience in their countries. SIGMA has published these documents because of the broad, current interest shown in central and eastern European countries.

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January 1996



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*Issues Paper*

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**1. Introduction**

With their forthcoming accession to the EU as well as association to the European Community (EC), central and eastern European countries (CEECs) are facing a common yet diversified challenge. It is not a challenge totally unknown to other European countries, if one excludes the six founding countries of the Community (Belgium, France, Germany, Italy, Luxembourg, and the Netherlands). However, it is different and new, not only because the CEECs are in a transition period, but also because the EU itself is in a period of dramatic change. Public administrations in the CEECs are bound to soon feel the challenge of preparing for accession because of the importance of governmental organisation in the structure and functioning of the EU.

**1.1. *The European Union as a Network of Governments***

The EU is recognised more and more as being very different from other international organisations (such as the United Nations or the OECD) and also from well known forms of federal states (such as the United States, Germany or Austria): it is primarily a network of governments. In order to function, the internal market and common European policies rely on all involved governmental and public organisations.

As the experience of the EC in the 1970s and 1980s has shown, "negative integration", resulting from the abolition of all material barriers to trade, cannot be achieved by the mere suppression of customs and quantitative trade barriers or by the adoption of compatible or even harmonised legislation. It requires a real inter-organisational management which relies on mutual knowledge as much as on central monitoring instruments. This is even more the case for "positive integration", which results from common policies (such as regional, environmental or agricultural policies).

The realities of "negative" and "positive" integration entail a series of immediate practical consequences for all public administrations involved, ie not only the European civil service, but also the civil services and local authorities of all Member states as well as candidate and associated states. They need to share a common understanding of the European institutional setting, of the policy instruments and of each other's functioning. This can only be achieved by ongoing training and practice. Being an old Member state is not necessarily an advantage, as shown by the experience of training in those countries which acceded to the EC later on. On the contrary, awareness of these issues throughout the administrations of new Member states can compensate for the fact that European policies and law have been designed by the older Member states. This should be even more the case in the coming years, where change will probably be accelerated for all Members of the EU as well as for candidates and associates.

**1.2. *Stability and Change***

Two mainstreams are going to accelerate change in the EU: the broadening of its membership, and the institutional changes which appear more and more necessary in order to both prepare for this broadening and sustain present-day policies. However, a sufficient degree of stability is predictable, allowing for the design and development of training programmes capable of lasting through the coming years with a positive impact on candidate and associate states.

A first aspect of stability in the EU is linked to the fact that the EC and EU have always been built on the premise of a community of law (*communauté de droit; Rechtsgemeinschaft*). An important aspect of the functioning of the internal market depends on the combined efforts of national courts and the European Court of Justice (ECJ) in giving direct effect to the provisions of the EC treaties, particularly those which establish the freedom of movement of labour, services, goods and capital. This has proved to be a tremendously powerful instrument for the involvement of national administrations. In order to cope with the challenges they face due to the combined action of citizens, enterprises and judges, administrations have to adapt to Community law through an important effort of internal reorganisation and training in European legal affairs.

The second aspect of stability is the very strong inter-organisational component of the Community system, which is due to survive forthcoming institutional changes. The Council of Ministers will certainly retain a major role in the decision-making system of the EU. Whatever the legal theory of EU institutions may be, the Council is not an autonomous body of its own, but a forum for permanent negotiations between governments. These negotiations mainly happen at a technical level, involving civil servants from sectoral ministries who are not at all accustomed to international negotiations.

The content of European common policies may well be changed and the details of EU institutions redesigned, but these two components will have to be maintained as the core subjects for training in European affairs, in older Member states as well as in new candidate and associate countries.

## **2. Impact of European Union Membership and Association on National Administrations**

Because of its two main stable characteristics, EU membership has had a much greater impact on Member states and specifically on their public administrations than has membership of any other international organisation. This has been true for all countries, whatever the date of accession, even for the six founding countries.

This impact might seem paradoxical from a narrow legal perspective: from the very beginning, EC treaties have been indifferent to the internal organisation of Member states. This has not changed with the Maastricht treaty establishing the EU, except for the official recognition by Member states of the necessity to comply with the obligations of democracy, in particular the respect of human rights and civil liberties as embedded in the European Convention of 1950. Prior to Maastricht this compliance was only an implicit condition for membership of the EC. But Article 5 of the EC treaty requires every Member state to take all the necessary measures to comply with the obligations derived from the treaty and from the decisions adopted by EU institutions: this means adapting working methods and if necessary structures of public administration.

Experience has shown that the impact of EC membership on Member states' administrations has varied from one country to another, depending on the size of population and territory -- and therefore of the public administration -- as well as on legal and technical traditions in the public service. There has been no major reshaping of government directly due to EC membership, even if some very important reforms, such as reduction of the number of local authorities in Belgium and Germany or decentralisation in France, coincided in time with the setting up or deepening of EC policies. But all sectors of public administration have been affected in their functioning by EC membership.

The most visible adjustments certainly have been those to Community legislation. This has involved a particularly large effort in the cases of Portugal and Spain, which joined the EC in 1986, eg with 28 years of EC directives to be passed into national law and EC regulations to be applied in a short period. Austria, Finland and Sweden have had more time because of the different phases preceding their full

accession to the EU: the free trade agreement between the EC and the European Free Trade Association (EFTA) signed in 1972 and customs barriers suppressed in 1984, agreement on the European Economic Area (EEA) signed in 1992, and full accession in 1995. However, if one takes into account the differences of legal tradition, the biggest effort has certainly been made by Ireland and the United Kingdom, two common-law countries which have had to adapt to a Community law of Romano-Germanic tradition, influenced mainly by French and German legal concepts and techniques.

All countries have also had to decide on co-ordination mechanisms for the negotiation of accession and, once they have become Members, for the preparation of EC/EU positions of their representatives. This has meant setting up and running systems and procedures for inter-ministerial as well as intra-ministerial co-ordination. Experience has shown that some countries have adapted better than others, thus allowing for more efficiency of their administrations in influencing the outcome of EC/EU negotiations. The case of the United Kingdom, using the traditional civil service co-ordination systems in a very effective way, and even more so the case of Spain, establishing a totally new system which is much more efficient than most other parts of Spanish government, are worth studying. France's case is also noteworthy, using for EC/EU purposes the very powerful mechanism which had been designed for the implementation of the Marshall Plan.

All countries have had to establish procedures and mechanisms for the monitoring and control of implementation of EC/EU decisions, especially since the European Commission submits a yearly report to the European Parliament classifying Member states according to the speed of transposition of European directives into national law. This monitoring and control process is even more necessary in order to avoid the uncomfortable position of national governments having to face court cases because the Commission has decided to submit to the European Court of Justice their tardy or insufficient reactions to Community obligations.

EC/EU membership has also had an impact -- although less visible in most cases except for a federal state like Germany -- on the relationship between central government and autonomous local authorities. In the first place, a number of countries have a system whereby Community law is usually transposed -- if necessary, as in the case of directives -- by national Parliament, but where the most important part of implementation of these rules and policies occurs at the level of local authorities. In some cases this has led to stronger control by national government on the actions of local authorities, while in others it has prompted the development of new forms of central/local co-operation patterns. This situation is particularly visible in countries where structural funds programmes are developed in the framework of European regional policy: local authorities are very often the recipients of these programmes. The European Commission fosters the development of procedures and mechanisms enabling it to co-operate with national governments and local authorities in the planning phase as well as at the stage of implementation and evaluation of programmes. The case of Portugal, which has set up new and efficient working systems by using the technical assistance of the European Commission, should be of particular interest to CEECs.

CEECs will have to undergo these types of changes in view of their prospective accession or association to the EU. The sooner the better, especially as they are in any event in a phase of transition, with government institutions and public administrations undergoing a series of major changes. The prospect of EU accession could even be more of a help than a burden, by enabling them to focus and set priorities. The process of preparing for accession involves a series of steps which have to be determined as soon as possible. Implementation could start without even waiting for official negotiations with the EU.

### **3. Training Needs Emerging from European Union Accession**

As experience from EU Member states has shown, EU accession has a much bigger impact on government and administrative behaviour than on national institutions. There is therefore a danger of politicians and civil servants adopting a "wait and see" attitude. This risk is especially high if there is an assumption that the only ministerial department really involved with the EU is the Ministry of Foreign Affairs due to the international character of negotiations leading to EU membership. This kind of attitude entails a double risk: the danger of making unrealistic compromises in terms of implementation agendas and the calendar of transition phases, and the danger of a brutal and forced opening of barriers at a moment when neither the economy nor public administrations are ready to face the acute competition involved in EU membership.

Therefore a training effort has to be made as quickly as possible in order to raise the level of awareness of these issues in all sectors of government. This in turn will normally foster new demands for more specific training on EU policies, law and institutions, which should strengthen the internal process which has to accompany negotiations leading to accession. All ministerial departments have to be involved in order to prepare themselves for new constraints and opportunities which will emerge with accession.

An interesting example in this respect is the way in which different Member countries of the EC tried to prepare for the upheaval of customs controls linked to the establishment of the internal market on 1 January 1993. The countries which made the most comprehensive effort to adapt had started several years before the event and succeeded without pain because they managed to combine structural readjustments (such as moving customs officials from borders to ports and airports) with training: getting to know the ways and means used in other EC countries helped to redesign procedures and to put into place new working methods. Those countries which failed to react in time, as well as several private enterprises which only prepared for the forthcoming event during the year 1992, had to face enormous difficulties and did not always meet the challenge in time. Among the latecomers in this effort were several private enterprises in founding Member countries of the EC, which were swept away from the internal market because of their inability to recognise the need to adapt in due time, even though awareness of the symbolic date of 31 December 1992 had been raised in the general public throughout the EC, and even outside the Community, as early as 1987.

Early training in awareness of EU policies, law and institutions is necessary to ensure that the majority of issues are not neglected by experts in European affairs, who will probably be directly involved in negotiations for accession and whose main focus will be on priority national interests. This awareness will lead to an assessment of training needs, adapting training strategies and programmes derived from earlier experiences in European integration to specific patterns of institutions as well as to political and administrative cultures of each country.

### **4. Target Groups for Training**

Based on the experience of older Member states, it is probable that two main target groups for training will emerge: a small group of officials who will immediately have to deal with negotiations for accession and later on work in the framework of European decision-making policies, and a much larger group of people working in fields which will sooner or later be influenced by EU legislation and policies.

The smaller group of EU specialists should not be composed solely of diplomats, even if they do have all the necessary negotiating skills. EU legislation and policies are of such a degree of technicality, let alone complexity, that field specialists have to be involved. To give an impression of the degree of detail of forthcoming negotiations: the official publication of the EEA Agreement numbers 784 pages in

book form (French version), and the official journal publication of the Treaty of Accession of Austria, Finland and Sweden is 723 pages in A-4 format. It has also to be kept in mind that several members of this smaller group of specialists will probably join European institutions after accession, as has happened in most new Member states, and this mobility will lead not only to training of present-day specialists but also of their successors in a few years' time. This smaller group will include the members of the country's permanent representation in Brussels, as well as a sufficient number of officials from all ministries directly concerned by EU policies, who have to be prepared for participation in expert groups, Council working parties and all sorts of committees. Depending on the country's size, this group should include between 100 and 300 people who will have to be adequately prepared for their new functions by intensive training.

The larger group should be representative of all ministerial departments, even if these departments do not seem to be immediately involved in European policies. It should also be extended to officials working in field services and local authorities. This group needs to be made aware of new decision-making procedures which will be established for and by EU accession and to understand the consequences of EU accession on their country's government and their specific policy field, but they do not need to be trained intensively. Depending on the country's size, this group could range between a few hundred and a few thousand officials.

## **5. Content of Training for European Union Accession**

The main lines of fields of training needed for EU accession can be derived from experience acquired by EU Member states in the period leading up to and during the first years of EC membership, as well as during specific phases of internal change within the EC, such as the implementation of the Single European Act from 1987 onwards, the negotiations for the Maastricht agreements in 1991, or the association and accession of EFTA countries from 1989 to 1994. This section intends to present the different fields of training which have to be covered, bearing in mind the different target groups, the specific needs of CEECs and the training methodologies which have proved to be most successful elsewhere.

### **5.1. General Training**

Both groups will need general training on the EU, covering the following fields:

#### EU Institutions and Decision-Making Procedures:

- composition and working methods of the Council, the Commission and the European Parliament;
- general EU decision-making procedures [the Commission's monopoly of proposals, preparation of Council positions by the Committee of Permanent Representatives of Member states to the EU (COREPER) and working parties, Council voting procedures, procedures of co-operation and co-decision with the European Parliament];
- main differences between general procedures and specific decision-making processes (in foreign and security policy, justice and internal affairs, competition law, budget);
- implementation procedures (role of national administrations, "comitology", European agencies, etc.).

### Sources of EU Law:

- differences between primary law (treaties) and derived law (directives, regulations and decisions);
- composition of, and procedures before, the European Court of Justice (ECJ) and Council of Ministers;
- main principles of ECJ case law (direct applicability of primary and derived law; primacy of EC law; mutual recognition, etc.).

### EU Policies:

- general scope of competences of EU institutions;
- four freedoms and the ban on discrimination on grounds of nationality;
- European citizenship.

### EU Member States:

- general geographical, historical and political data;
- government organisation for EU policy preparation.

### EU Information Sources:

- where to find EU documentation (official publications of the EU; EU databases; specialised press agencies, etc.);
- how to use official information and unpublished reports.

## **5.2. *Language Training***

The larger group will not need specific language training as long as the present-day system of official languages remains in force: as far as Community legislation is concerned, general principles of justice reinforce a system where each Member state has its own official language recognised as an official Community language. Nevertheless, knowledge of French and English will be useful to all those who have to work in the most dynamic spheres of Community policy, in an atmosphere where "advanced warning systems" are necessary, dealing with "not-yet-official" proposals, "non-papers", and so on.

The smaller group of EU specialists, on the contrary, will have to try to master at least one of the two main working languages of European institutions, ie French or English, plus another official language of an EU Member state. Those who will have to deal with ECJ case law should concentrate on French, not only because the court is making its decisions in this language (whereby legally accurate news is more readily available than in English), but also because EU law is influenced much more by continental concepts and is easier to express in French, German, Italian or Spanish than in English.



### **5.3. *Training in Negotiating Skills***

Here again, the larger group will not need specific training in negotiating skills. However, the negotiating component should be stressed in general training, in order to raise the understanding of the specific EU decision-making processes and to prepare for the acceptance of unavoidable compromises resulting from these negotiations. Training should focus on rather formalised negotiating processes, such as those occurring in Council working parties and in the "*Comité des représentants permanents*" (COREPER), as well as on informal negotiations as they occur in the various lobbying mechanisms connected to the Commission and the Parliament.

The smaller group of EU specialists will have to have much more specific training in European negotiations, linked to language training. This training will have to particularly emphasise the following:

- ways and means of understanding the interests at stake for various Member states and for the Commission;
- setting up and implementation of methods and procedures for national co-ordination inside government and with representatives of local authorities and interest groups;
- understanding of legal formulation techniques;
- development of specific bargaining skills;
- development of chairmanship skills (in view of a possible EU presidency of their country, but also in order to understand the very specific role of the chairmen of groups and committees and interaction with them).

Experience indicates that this type of training is most effective when practised with an interministerial audience, ie with a rather heterogeneous group as far as substantive field competence is concerned.

### **5.4. *Specialised Training in Substantive Fields***

Substantive law and policy fields will have to be dealt with as soon as possible in order to have competent officials in the framework of accession or association negotiations. Training should be organised on a policy basis for groups of officials from a small number of directly-involved departments (and from the Ministry of Foreign Affairs if it is meant to keep a leading role throughout negotiations and even beyond).

Training in substantive fields should include:

- scope and goals of European policy as defined by the Commission and as perceived by Member states;
- main actors at EU level (Commission services, agencies, committees, etc.; role of Parliamentary standing committees and European consultative bodies and interest groups);
- policy instruments, with special attention given to the relevancy of different sources of law.

Really efficient substantive training should include direct contact with Commission services and other Member states' officials, and therefore also specific language training in French or English according to the working language which is most utilised in the field.

### **5.5. *Specific Training Needs of Central and Eastern European Countries***

Training needs' assessment in each country will show whether there are specific needs for CEECs relating to their accession to the EU which differ from those requirements which older Member countries had identified. In any event, training programmes developed in the framework of EU accession will have to be linked to other existing training programmes, especially in the fields of the rule of law and public management. A minimum objective should be awareness of the content of different training programmes by those who will design and implement programmes responding to specific CEEC needs.

### **5.6. *Training Methodologies***

Specific training methodologies have been developed in several countries to meet the needs of training for EU membership. Two types of methods are particularly important and can be used as a complement to lectures and reading.

Case studies are probably the best method for training in Community law, especially because of the importance of ECJ case law in the development of European integration and in the implementation of freedom of movement within the internal market. Designing such case studies is particularly easy because of the fact that the entire case law of the ECJ is being published in all eleven official languages. Several textbooks already exist, which could easily be translated into CEEC languages. Other types of case studies have also been developed in universities and institutes of public administration for the purpose of special policy studies.

Role-playing and simulations constitute a major part of training in the EU decision-making system. They are a very effective means of training as they enable trainees to grasp very quickly the major components of European negotiations and European administrative culture. The use of such methodologies in a training programme is a key to success because they have a powerful impact on the motivation of trainees.

Audio-visual training methods are also recommended, especially in the framework of language training but also for the more general type of awareness training. Training in the use of information technologies should also be allocated a fair amount of time, particularly as they become more and more important instruments for access to EU databases as well as for policy management (the Spanish information network for EU policy co-ordination is a good example of what can be achieved in this field).

## **6. *Developing Training Strategies for European Union Accession***

### **6.1. *Designing Training Strategies***

The first step in designing training strategies will be getting political support. This priority is clearly linked to the White Paper on Conditions of Accession to the EU for CEECs, which was presented in the spring of 1995. Even if it does not set exact deadlines, the White Paper is sufficiently practical to help emphasise the need for early preparation by CEECs. Furthermore, the experiences with Association Agreements have probably provided enough specific anecdotes on implementation difficulties to underline the need for training in this field.

A first component of training strategies involves raising the level of awareness in public administration by providing more information on the implications of EU association and accession and by organising short training sessions (from half a day to two days) for a very broad group of officials.

A second component entails a more sustained effort of longer sessions (one to two weeks) designed for the various training contents described under 5.1., 5.2. and 5.3. These sessions have to be built in modules, so that over time it may be possible for them to be grouped in different ways (for instance one week of general training, followed by a few weeks of normal work, and then one or two weeks of more specialised and language training).

The development of training strategies is very clearly linked to a country's educational system. Therefore, designing training strategies should be based on an assessment of the general culture of European integration (historical as well as geographical) of the target groups. Universities and high schools should be integrated in the strategy, as they are probably the most effective means of raising the level of general knowledge in this subject area of the public at large. The departments responsible for human resources management in the civil service have a major role to play in bringing together academic competences and training needs' assessment by practitioners.

Matching assessment needs with available programme design should be co-ordinated in order to clearly allocate responsibilities for general information of a broad public, inter-departmental training and training within organisations. Some degree of centralisation in the design and organisation of programmes is probably necessary, especially in smaller countries, in order to set up realistic and fundable strategies.

Funding is an important issue in the design of training strategies. It should be explored in detail before making choices, as there exist numerous solutions, differing in length and intensity, to the same type of problems.

EU assistance by Member states and by the Commission should not be sought only in the funding area. The existing experience in training is probably much more valuable in the field of EU affairs than in other fields, because the issues are to a large extent the same for most present and future Members of the EU, whatever their recent history has been. This makes training in European affairs somewhat different from training in public administration, public management and policy analysis. To keep from forgetting special needs of countries in transition, co-operation between western European and central and eastern European experts in assessing needs and designing programmes -- as well as in the training sessions themselves -- should be a priority for those in charge of designing and implementing training strategies.

## **6.2. *Setting Priorities***

Priorities will have to be set with regard to content and level of training, bearing in mind the special needs of each country, which are related both to their stage in transition and to the type of links they have with the EU. These priorities will have to take into account the possibilities and uncertainties of funding.

A very important element to take into account is the cumulative effect of training, which usually leads to the decision to start both general and specialised training almost at the same moment, while giving very serious attention to the profiles of candidates for training. Therefore, priorities have to be set not only at a general government level but in consultation with all departments concerned, in order to prompt those departments to set their own priorities within a more general framework.

### **6.3. *Implementing Training Strategies***

Training material has to be developed. Contrary to many other fields of civil service training -- where there is a need for developing genuine CEEC materials -- it is possible to translate already existing training materials, with only slight adaptations, as long as the focus is on EU policies and law. Specific CEEC training materials could only be developed on the basis of EU experience, which is still limited to association negotiations and therefore only relevant to a small part of the training.

Manuals and textbooks on Community law and European policies, as well as on the government systems of EU Member states, are available in different countries. It is recommended to start translating a selection of these publications from English, French and German in order to have a variety of approaches and views on EU affairs.

Role-playing and simulations are being used in several institutes of public administration, such as the European Institute of Public Administration (EIPA) in Maastricht, the IIPA in Paris, the Strasbourg Centre for European Studies, and the British, French, German and Austrian schools of public administration among others, as well as at the College of Europe in Bruges. Here again, translation should be easy. It is also relatively easy to identify the authors of these games in order to co-operate with them in the design of new, and possibly more specific, exercises.

Trainers will have to be trained: academics specialised in European affairs will probably compose the first generation of trainers. They will need to be given an insight into practitioners' problems and into European practice. This can be achieved through specific training sessions, including contacts with officials, but also through study visits to Western European institutions and training centres. Considerable attention should be given to developing active training methodologies in order to ensure that the training of CEEC officials is of the same high quality as that of their Western European counterparts.

Motivation of trainees is usually one of the crucial elements in the success or failure of training. A series of incentives can be foreseen which are specifically linked to the nature of EU accession training, especially:

- travel to Western European capitals as part of the training;
- career prospects for those who will best succeed, whether it be in co-ordination structures to be set up for EU association, in membership in the European civil service, or in the country's permanent representation in Brussels.

In order to be effective, incentives should be linked to a serious evaluation of trainees at some stage through examinations. A careful look should be given at the systems set up in some EU Member countries to link preparation for EU competitive examinations with training and with examinations for the national civil service, such as the "European streamline" set up at the British Civil Service College.

### **6.4. *Evaluation and Further Development of Training***

Setting up evaluation procedures for developing training strategies and programmes at a very early stage will be a key to the success of the programmes themselves and to support by potential funders of programmes and sessions. Evaluation should therefore be at the top of the agenda in the development of training strategies in CEECs.

*Austria*

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**1. Administrative Background**

**1.1. The Structure of Public Administration in Austria**

Austria is a federal republic consisting of nine provinces (*Länder*) which in turn are made up of approximately 100 districts. Within the districts are found a large number of municipalities (cities, towns, villages) of varying size. Both the *Länder* and the communes have some degree of autonomy in passing laws and enforcing them, as well as participating in the implementation of legislation that has been adopted on the federal (and *Länder*) level.

This federal structure, while in many respects certainly desirable, not only complicates the internal processes of administration but on an international level becomes, perhaps to an even greater degree, a source of debate. Since, for example, the EU basically deals only with its Member states, ways and means have to be found to involve the *Länder* and perhaps also local authorities (and the respective administrations), at least in those matters over which they have jurisdiction domestically. When tackling this task, Austria had more or less a single example with a similar structure, viz. the Federal Republic of Germany.

Some rough figures on the individuals involved in public administration in Austria reflect the federal structure indicated above:

	Federal employees	300 000
	<i>Länder</i> employees	130 000
	Municipal employees	70 000
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<b>Sub-Total:</b>	Civil servants	500 000
	<i>Länder</i> teachers (federally paid)	77 000
	Employees in VAT-exempt municipal services	23 000
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<b>Sub-Total:</b>	Teachers, municipal services	100 000
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<b>Total:</b>	Civil servants, teachers, municipal services	600 000

The figures in the above table are meant to be an indication of the overall size of the civil service in Austria in the early 1990s; precise and realistic numbers are difficult to obtain, but for the purposes of the following description -- and the training accomplished -- the order of magnitude suffices.

## **1.2. *In-service Training of Civil Servants***

The training of civil servants in Austria is mostly in-service training. It takes two main forms. On the one hand, there are compulsory course requirements for the examination that is a prerequisite for being conferred the special status of a permanent public employee. The course duration and the types of proficiency required vary with the kind of service (eg legal, economic, general administration, technical service) as well as the level of service, such as academics, high school graduates, etc. In general, practically no knowledge of the EU was required up to the late 1980s to pass the examinations, and only in the last five or six years have the very basics on integration, mainly the legal framework and major institutions, been introduced as subjects in some of the courses.

The second type of in-service training is further education, which may be carried out either by individual departments or by a general institution, viz. the Federal Academy of Public Administration (VAB = *Verwaltungsakademie des Bundes*). In the first instance training is usually highly specialised to provide the officials of the respective department with the appropriate skills (eg the School of Taxation and Customs at the Department of Finance). Basic and intermediate training in foreign languages is also usually carried out at the departmental level.

The VAB offers a large number of courses and some programmes on a wide variety of subjects that would be of interest, in principle, to more than one department<sup>1</sup>. Courses and programmes concern (among others): computer skills, personnel management, legal questions, advanced and specialised language training, general management techniques, special programmes for the advancement of women, economics, etc. Courses related to European integration started in 1988/89, and relevant programmes came into existence between 1990 and 1992.

## **1.3. *European Awareness Within Austria's Civil Service Before 1989***

Austria had considered entering what was then the European Economic Community (EEC) already in the 1960s, but decided to go with EFTA, the European Free Trade Association. Nevertheless, an agreement on free trade between the EEC and Austria was negotiated and came into force in the early 1970s, leading to the abolition of customs duties for most non-agricultural products later in that decade. For negotiating and implementing this agreement there was what could be called the first generation of integration experts within the administration: highly skilled experts, relatively small in numbers and limited to very few departments, mostly foreign affairs, economics and trade, and finance.

In practically all the other departments, knowledge of the process of European integration was very much left up to the individual employee -- and thus was rather haphazard or accidental. It was only very recently, and basically no longer than for the past three or four years, that the necessity to train Austria's civil service systematically and on a larger scale has been recognised by the departments in general.

This meant that we had to deal with a very new and important quality of training. Civil servants who had to work on an international level had previously been limited to the department of foreign affairs, perhaps the department of economics and trade, and to an even lesser degree, the department of finance. In the process of European integration, practically all departments are involved on an ever-increasing scale as long as integration covers more and more areas.

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<sup>1</sup> This paper deals separately with some aspects of the training activities that concern civil servants of regional (*Länder*) administrations or communes, but its main focus is on the federal administration.

The Austrian administration had for the most part been inward-looking, concerned with internal administration, and as a consequence had to develop all the skills required to act on an international level. In some areas of public administration the level of involvement in the process of European integration was raised rather late, sometimes only shortly before or even after Austria's actual accession to the EU!

## **2. Assessment of Training Requirements**

### **2.1. *Methods to Assess the Required Knowledge and Skills***

Around 1988/89 the Chancellery asked the ministries and *Länder* governments for an assessment of all their needs in the context of Austria's closer participation in the process of European integration. At that point it was still uncertain which way the country would go: would there be full membership or just participation in the European Economic Area, or would the relationship with the (then) EC continue along the lines of the 15-year-old free trade agreement?

The questions posed covered a wide area, ranging from potential legal adjustments, perceived necessity of intra- and interdepartmental co-ordination, required organisational changes, and the numbers of personnel needed, including their knowledge- and skills-requirements.

In addition to this, from the other end of the spectrum so to speak, the VAB tried to assess the required skills independently through interviews with institutions which had been in the business of training for European integration (not necessarily exclusively civil servants), such as the EIPA in Maastricht, the European University Institute (EUI) in Florence, and the European Institute at the University of the Saarland in Saarbrücken, among others.

### **2.2. *Results of the Assessment***

Detailed numbers, classified by rank of officials, scope or intensity of training needed, or priorities will not be provided here<sup>2</sup>.

No department was really in a position to indicate how many persons of what rank would have to be trained in what sequence and with what intensity! The VAB was informed in very general terms that almost all units would be affected, albeit with varying intensity. In the meantime it turned out that the forecasts had been too low. In particular, the expectation -- because more and more decisions were being made in Brussels -- that the number of officials at home could be reduced was not fulfilled at all. A new Member state is involved intensively in this decision-making process, which implies a whole new dimension of preparation and co-ordination on the national level, and dispatching officials to supra-national bodies requires intensive co-ordination and negotiation on both the national and international levels.

On the other hand, the experiences shared with the VAB by the various training institutions concerned mostly the required contents and did not contribute very much to the quantifications of training necessities. Their input helped to shape the programmes and courses which the VAB developed, leaving the quantification, ie how many courses to offer, of what type and to whom, to the "market" demand by civil servants.

Was assessment thus a futile exercise? It served at least two valuable purposes: first of all, it made the VAB, as a training institution, aware of the kind of programmes it should offer. Secondly, and

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<sup>2</sup> Later on some figures are provided on the persons trained by the VAB during the past six years.

even more importantly, it contributed in a significant way to an awareness within the various departments that there was a need for acquiring skills and knowledge in European affairs not yet available at the time.

### **3. Training for Accession**

#### **3.1. Political Support and Funding**

Austria formally applied for membership in the (then) EC in July 1989; already in 1988 a few courses were offered on the EC in general within the regular VAB programme, dealing with the legal framework, institutions, decision-making and the economics of integration, as well as with the effects on Austria in all these areas.

It was during 1990 and 1991 that political support came forward, partially also in recognition of the efforts that had already been undertaken. It was then decided to provide additional funds, both for widening and deepening of the programmes. The envisaged expansion of the Federal Academy's budget was in the neighbourhood of 5-10 per cent, with some additional five positions being created (three at academic level, two at clerical level). Given the programmes that were offered in subsequent years it became obvious that a rather significant portion of the funding had been provided through reallocation within the VAB's budget.

Quite important was the fact that both the Secretary of State for European Affairs and the Secretary of State for the Civil Service (and thus implicitly the Chancellor) lent their full political support to the widened scope of training in European integration. This is of great significance since the VAB is concerned exclusively with in-service training on a voluntary basis and therefore depends upon the departments' co-operation in sending their employees to seminars and courses that may last only a couple of days, but also as long as 16 weeks. Yet it should be mentioned that to date this willingness varies not only from ministry to ministry but also within ministries.

#### **3.2. Organisation of Training**

In Austria training was provided mostly on the federal level and on the level of the *Länder* governments. The latter ran -- and are still running -- mostly introductory courses that give an overview of institutions and decision-making in a European context, with a few special courses that pertain to fields in the immediate realm of the *Länder* legislation. For more in-depth training, the *Länder* civil servants are mostly sent to the federal training institution, in some instances also abroad<sup>3</sup>.

Some of the federal ministries have been providing some special courses with exclusive relevance to their tasks, eg the Ministry of Education, the Ministry of Finance, and the Ministry of Science and Research. Co-ordination of these seminars among the ministries as well as between the ministries and the VAB (as the prime institution responsible for further education and training) did not, unfortunately, appear at the top of the involved institutions' agendas. Additionally, most departments stepped up their efforts to provide their employees with courses in English and French.

The most comprehensive training with the greatest variety of programmes has been provided by the VAB. Although the programmes are geared primarily to the needs of federal civil servants, they are

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<sup>3</sup> In addition to the VAB two institutions in Austria provide in-depth programmes on European integration, one specialising in European law and the other of a more general nature; some *Länder* officials have participated in these programmes.



also open to the general public. While all programmes are free of charge for federal employees, other participants have to pay tuition, which tends to be somewhat below market rates for comparable seminars.

The contributions of the EC to all of this training were rather limited or indirect. The VAB did benefit, however, from discussions with and assistance by EIPA in Maastricht as well as from the participation of EC (EU) officials in many of its seminars.

### **3.3. Target Groups**

The VAB offers courses and programmes directed at all individuals:

- Those persons who need only a basic understanding of the processes of European integration attend introductory seminars; others may want to add seminar(s) pertaining to their specific area of work.
- Courses may be grouped into a sequence called EU Curriculum; in order to become a specialist in European affairs (and be awarded a diploma), a minimum of six required seminars plus six optional seminars must be attended.
- Another way to specialise in European integration (and the most comprehensive programme) is participation in the *Europaakademie* (European Academy), an intensive 16-week postgraduate programme on European integration for public administration.

### **3.4. Training Methods**

The VAB programmes are guided by three principles:

- The design of the programmes and individual courses has to fulfil the specific needs of the target groups, their contents must meet scientific standards and, at the same time, be of practical relevancy.
- Accordingly, instructors should come from universities (domestic and foreign), research institutions, national and international administrations; they are all recognised experts in their field.
- Teaching and training methods employed must be extremely varied and always geared to the specific needs of the subject. They range from lectures, usually with ample room for discussion, group work to be discussed and presented within the group and in plenary sessions, role-playing and simulation exercises.

In any case, the more interactive methods are given priority, since active participation is particularly important in adult education. Not only is interaction better suited for adults, but seminars gain significantly from contributions made by individuals who are able to mutually share their experiences.

To guarantee maximum teaching success, the VAB limits the number of participants per seminar: their size varies from a minimum of ten individuals to a maximum of approximately 25. In general, participants are mixed by their background, both in training and in profession (by department), as well as by age and gender. Thus it is typical to have, for example, 8-12 departments represented in an individual seminar, the proportion of women in any seminar varying from one-third to two-thirds.

### 3.5. *Training Programmes*

#### Programmes not Provided by the Federal Academy

This paper shall not dwell at great length on programmes provided by the other above-mentioned institutions, including the seminars organised by the ministries themselves. One course in western Austria provides an in-depth knowledge of European law. The other programme in eastern Austria is rather similar to the VAB programme, except it is spread out over two semesters. The *Länders'* or ministries' individual seminars concern mostly their own specific field, eg seminars on research and development (Ministry of Science and Technology), EU education programmes (Ministry of Education), or regional and structural programmes of the EU (*Länder*)<sup>4</sup>.

Although the above courses are an indispensable supplement to the general programmes established at the VAB, they are certainly not as comprehensive, both in terms of scope and content as well as number of persons trained.

#### Individual Seminars at the VAB

Since 1988 the VAB has been offering individual seminars on European integration. The year 1988/89 started with two or three courses. Now the VAB offers about 40 courses (some of them several times during the year) that cover a wide variety of subjects: legal foundations, relationships between European and Austrian law, institutional developments in the EU, economics of integration, economic consequences of Austria's accession to the EU, negotiating in Europe, important policies of the EU, preparing for the *concours* (competition for appointment to institutions of the EU), special language courses. A comprehensive listing of courses is provided in Appendix A.

#### EU Curriculum

In 1990/91 participants were given the opportunity to become specialists in European integration. Required for the diploma of the EU Curriculum is the participation in at least six compulsory and six optional seminars. The compulsory seminars cover institutions and decision-making, European law, economics of integration, negotiations training, and one intensive (and rather advanced) language course in English or French. For the optional seminars, participants in the EU Curriculum may choose from the variety of courses listed in Appendix A. It turns out that most graduates from this programme usually attend more than the minimum number of seminars required.

There are no examinations but the small number of participants in the seminars, together with the very interactive style of teaching and high motivation of all participants, ensures that the material covered is well understood.

Participation in an excursion to visit the institutions of the EU in Luxembourg and Brussels is highly recommended and attended by practically all graduates from the EU Curriculum.

#### European Academy

The *Europaakademie* (European Academy) is the VAB's most extensive programme. It was instituted in the spring of 1992 with an initial duration of 15 weeks, and later expanded to the current 16 weeks. One course is offered in the spring (March through June) and one course in the fall (September

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<sup>4</sup> Together with an increased and probably still-increasing number of courses in English and French.

through December). Currently the European Academy is in its seventh programme. Average attendance per course has been 19 persons, ranging from a minimum of 15 to a maximum of 21.

Entrance requirements are:

- A full university degree (irrespective of the field, although approximately half of the entrants have studied law or economics);
- Knowledge of both English and French is required as a minimum, with one language spoken fluently, and "active basic knowledge" in the other;
- "Passing" of an interview prior to acceptance, where an assessment is made of language skills, knowledge of European integration, motivation, individual perspective, personality, etc.

The content of the programme is similar to the EU Curriculum, although it does vary slightly from course to course (a typical outline of a European Academy programme is provided in Appendix B). Differences between the EU Curriculum and the European Academy are the following:

- The number of course hours required for the diploma of the European Academy is greater than for the EU Curriculum (there is no difference in the quality of the courses);
- Two languages are required for the European Academy, with also a more intensive language training;
- A similar excursion to EU institutions is organised for both programmes, but this visit is preceded by a trip abroad at the European Academy (currently either to the College of Europe in Bruges, Belgium, or to the Johns Hopkins University Center in Bologna, Italy);
- Although there are again no examinations, participants in the European Academy must write a thesis on a topic of their choice (to be approved) on some aspect of European integration<sup>5</sup>. The thesis has to be presented and defended during the last week of the programme.

### Experiences Abroad

This paper has made several references to the importance of experience outside one's own country. To this end, the VAB first of all invites lecturers from abroad to its programmes from the universities, from the administrations of other EU Member states, and from several EU institutions (mainly the European Commission). In international education it is necessary to have international input.

Study visits abroad are an integral part of all VAB's EU-related programmes. Participants of individual courses, the EU Curriculum, and the European Academy visit some of the major institutions of the EU. In Luxembourg these institutions are: the European Court of Justice, the General Secretariat of the European Parliament, the Court of Auditors, the Statistical Office, and the European Investment Bank. In Brussels, VAB participants are usually given the opportunity to sit in on a committee meeting of the European Parliament, and also meet with officials from the General Secretariat of the Council, the European Commission, the Economic and Social Council, the Committee of Regions, etc. These first-hand experiences with the actual workings of the institutions are very valuable additions to the programme.

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<sup>5</sup> Lists of theses written thus far, and of those selected theses that have received the status of "Working Paper of the *Europaakademie*", as well as published theses (another series called "Reprints of the *Europaakademie*") are available from the VAB on request.

In addition to the above visits, participants of the European Academy also follow a course -- in English -- on the outside relations of the EU, either at the College of Europe in Bruges (Belgium) or at the Bologna Center of the Johns Hopkins University in Bologna (Italy), where a visit is usually included with the European University Institute in Florence.

VAB students and graduates are strongly advised to obtain an internship with one of the above institutions, lasting from three to six months. Arrangements are left to the initiative of the individual, in conjunction with the respective ministry and in co-operation with the European institution involved. It is estimated that a total of less than ten per cent of graduates (European Academy plus EU Curriculum) has used this opportunity, and the proportion should be increased.

The VAB also manages a visitors' programme of one week's duration to Brussels offered by the European Commission to provide some basic information on the workings of European institutions. In addition to federal civil servants, officials from the *Länder* and communes, as well as representatives from employers' and workers' organisations, are invited to join this programme.

#### **4. Training in European Affairs After Accession**

Austria's accession to the EU -- and thus its status as a full Member -- dates back only a few months. The first section of this chapter indicates the number of persons trained in individual seminars, those who have fulfilled all the requirements of the EU Curriculum, and those who have graduated from the European Academy. A subsequent section will deal with future developments in European training in Austria.

##### **4.1. *Involvement in European-Related Training Activities***

###### Individual Seminars

Between 1989/90 and early 1995, ie over a time span of more than five years, attendance at VAB seminars was close to 3 000, involving almost 1 200 individuals. With an average seminar duration of approximately two and a half days, the grand total comes to 7 000 person-seminar-days.

Of the 1 200 individuals, 1/3 were women (average age 37) and 2/3 men (average age 43). More than 200 of the total 1 200 either came from *Länder* administrations (the large majority) or were non-affiliated (private).

###### EU Curriculum

A total of approximately 35 persons will have completed the EU Curriculum, with most having actually attended more than the twelve required seminars<sup>6</sup>. Fewer than 1/6 of this group are women. Almost all come from the federal civil service.

With dozens of persons "in the pipeline", ie having completed between 6-10 seminars, it is expected to graduate 10-12 persons annually from the EU Curriculum.

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<sup>6</sup> Total attendance and individual participants are included in the previous section's figures.

## European Academy

As already mentioned, the European Academy is currently in its seventh course, and by the summer of 1995 will have a total of 125 graduates. Given a course duration of 16 weeks and deducting one week for the preparation of the thesis plus a few holidays, more than 8 000 person-seminar-days have been provided.

The gender ratio is almost exactly 50/50, and the average age (male/female combined) is 35. Slightly more than a dozen persons either came from the *Länder* administrations or were participating on a private basis, with slightly more *Länder* participants<sup>7</sup>.

### **4.2. *Future Development of European Union-Related Training in Austria and Lessons to be Learned***

Very gradually the EU is being introduced as a subject into the high school curriculum, with its basic structures, some policies, and perhaps even a little decision-making. Whether these efforts will increase and what fruits they will bear can only be seen and evaluated in the long run.

On the university level, the EU (or rather the EEC or EC) has been very much on the sidelines, with the odd exception here and there in some law departments. Of course, EU-related training has been on the increase, particularly over the past five years, but an EU course is still an elective and not a compulsory requirement in the study of law. Economics, political science, sociology, etc. have discovered the EU and its consequences only very recently<sup>8</sup>.

To conclude, there will definitely be a need for further education, also in the form of extended in-service training, at least for another decade to come. In addition, one should not neglect that in the immediate years after accession there will be a -- desirable! -- "brain drain", mostly of civil servants, to the institutions of the EU, and persons will have to be replaced. At the same time, provisions for well-educated and well-trained manpower will have to be made both for dealing in general with the decision-making process in Brussels and, in particular, for preparing for the presidential role that each new Member state will assume in the not-too-distant future.

Here we are back at the beginning of this paper: without ample political support forthcoming -- including finances and personnel required for all training activities -- no real progress can be made. But to be clear, investment in education and training related to the process of European integration does not only have the usual long-run perspectives in terms of the citizens becoming Europeans. This investment also has rather quick pay-offs: the knowledge and training acquired definitely helps in ensuring that the country's voice is heard in the decision-making process, including for decisions on the dispersion of funds to Member states.

This is not mere "armchair reasoning". First results from a survey of VAB graduates (EU Curriculum and European Academy), who have been back on the job -- either old or new -- for between 3/4 year to 2 1/2 years, provide clear indications as to the utility of the programmes provided. A similar survey among various ministries and the *Länder* administrations also yields positive and encouraging results.

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<sup>7</sup> The cost of the course for non-federal participants, i.e. tuition and two trips abroad, currently amounts to AS 120 000.

<sup>8</sup> Again there are exceptions to this rule, but a similar state of affairs has been and can still be observed in quite a few of the "old" Member states, even after decades of membership!

### 4.3. *Some Perspectives*

Although the VAB did not have to change its programmes conceptually, many alterations were made in response to actual developments and changing needs<sup>9</sup>. This is in part simply due to a somewhat increased -- and hopefully further increasing -- general knowledge of European integration. In particular it represents an outflow of changing needs during different stages: the importance, or even total relevancy, of various subjects is different if you have a free-trade agreement, a Europe agreement, a customs union, a European Economic Area -- or if you have become a full Member of the Union. As a general principle it can be stated that you need more and more "European"-qualified personnel the closer your affiliation with Europe, and the EU in particular.

As a final thought, two attempts to cope with future development should be pointed out. One is the increased offer of a variety of courses preparing Austrians for the EU system of recruitment through highly competitive selection processes (*concours*). Passing them or doing well is not only a matter of knowledge but also one of mastering various techniques which are perhaps not completely known (eg handling multiple-choice tests, organising essays, coping with oral examinations under high pressure, etc.). By the end of this year it will be possible to see how successful these VAB courses have been, and if necessary to adapt them.

The second point may not seem so important at first sight: all VAB graduates are automatically part of an informal alumni association, with a small newsletter, update seminars, and extracurricular events. These graduates -- 160 thus far -- do provide the core of a Euro-network of Austrian civil servants, both at home and at the European level. As time goes by and these numbers increase, the benefits of such a network to the country concerned and also to the process of European integration may be quite substantial.

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<sup>9</sup> Currently the VAB is contemplating some major alterations in the format of the European Academy, perhaps breaking it up into two parts, i.e. into basic and advanced courses of, for example, eight weeks each.

## *Appendix A*

### **COURSES ON EUROPEAN INTEGRATION OFFERED AT THE AUSTRIAN FEDERAL ACADEMY OF PUBLIC ADMINISTRATION (VAB)**

EU: Institutions and decision-making  
Visiting the EU institutions in Brussels and Luxembourg  
Proceedings before the European Court of Justice  
European law and national law  
Developments in the political structure of the EU  
Common foreign and security policy of the EU  
Economic consequences of integration  
Negotiating in Europe  
Transportation and transit policy  
Competition in financial services  
Consequences of free movement of people and establishment of enterprise on the Austrian regulations of real estate purchases and regional planning  
Public procurement and the internal market  
Asylum and nationals of non-Member states  
The four freedoms  
Austria's environmental policy in the new Europe  
Data banks on European law  
Decisions of the European Court of Justice  
Social dimension of the EU  
EC corporate law  
Common agricultural policy and its relevance for Austria  
Research and development policy of the EU  
EU: Civil service statute, recruitment, in-service training  
EU: Tax harmonisation and the budget  
Development policy of the EU and its consequences for Austria  
Regional and structural programmes of the EU and their relevance for Austria  
Lobbying in the EU  
Administrative, economic, political, social structures of selected EU Member states  
Public enterprise and European law  
Austrian parliament and European integration  
Preparing for the *concours* (on various levels)  
Being interviewed  
The Austrian economy and the new world trading order  
Culture and media policy in the EU  
National law-making and European integration  
Comitology in the EU  
*Français I*  
*Français II*  
*Le français des conférences*  
*Le français de la négociation*  
*Correspondre en français*  
*Terminologie européenne*  
Coaching French  
English I  
English II  
Correspond in English  
The English Legal Language of the European Union  
Eurospeak  
Anglo-American Legal System and Legal Language

*Appendix B*

**A TYPICAL COURSE OUTLINE OF THE EUROPEAN ACADEMY**

**(EUROPAAKADEMIE)**

<b>Week</b>	<b>Content</b>
1	EU: Basic Structures, Institutions, Decision-Making
2	English I
3	Seminars on Economics and Law
4	EU Data Banks, Seminars on Law
5	Negotiating in Europe
6	Research and Preparation of Theses
7	English II
8	Study Visit to Bologna/Florence or to Bruges
9	Seminars on EU Policies
10	<i>Français I</i>
11	Study Visit to European Institutions
12	Seminars on EU Policies
13	<i>Français II</i>
14	Seminars on EU Policies
15	<i>Français III</i> and Multi-Lingual Conference
16	Simulation
	Presentation of Theses



## *Finland*

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### **1. Background**

#### ***1.1. General Structure of the Public Administration and its Training System***

According to the Constitution, the highest executive authority in Finland is shared by the President of the Republic and the government, consisting of the Prime Minister and other ministers, who together form the Council of State. The number of ministries is twelve and the maximum number of ministers 18, as several ministries can have two ministers. The Prime Minister's Office (Office of the Council of State) has the status of a ministry.

The general structure of Finnish public administration can be described as follows:

Parliament	President of the Republic
Council of State	
Ministries	
Agencies	
Regional Administration	
Regional Administration of the State	Regional Administration Organised by Municipalities
Local Administration	
Local Administration of the State	Municipal Administration

The executive authority of the ministries is limited to their respective fields. The ministries prepare and implement the policy decisions and they have independent decision-making authority. The ministries are divided into departments: on the average there are four to seven departments in each ministry. The average size of a ministry is between 200 and 300 employees; the total personnel of the ministries is approximately 4 900.

At the central government level, various organisational models are in use. Some of the central agencies have line responsibility (eg customs, forestry). Among other agencies there are research institutions and other special organisations. The total number of central agencies is about 100. In recent years, there has been a strong trend of delegating decision-making from central agencies to regional and local levels, but at the same time some former central agencies have been divided into smaller administrative units. For example, the former central agency of postal services and telecommunications has been reorganised in the headquarters of a state-owned company, the Finnish PT, and the former administrative control of the branch transferred to the telecommunications controlling authority, which is a small administrative unit under the Ministry of Transportation.

Finland is divided into twelve counties. The general administrative organisation at the regional level is the county administration, which is part of the state administration. Besides the county administration, there is also a small but expanding regional government organised by the municipalities in

Finland. The roles and tasks of different regional government organisations have been under strong political discussion in the last few years. The role of the regional government organised by the municipalities has grown through EU membership; these organisations have been responsible, for example, for preparing the draft regional programmes for EU structural funds.

A great part of the basic services (eg social and health care and basic education) are provided in the municipalities with state subsidiaries. The private sector and the recipients of the services can also participate in providing these services.

There are about 460 municipalities in Finland. They are divided into two categories, the majority being rural communes and about 1/4 having the status of cities. The constitution provides for self-government for municipalities and confirms their independence.

There are approximately 5 million inhabitants in Finland and about 2.2 million of them are among the employed labour force. The whole public sector (the government, municipalities, state enterprises) employs approximately 650 000 persons. The present number of employees in ministries, agencies and institutions which come under the government budget economy is approximately 135 000 persons.

In the public sector there is no significant difference in salary compared to the private sector. No special social classes can be distinguished when comparing the private and public sectors. A great part of the state administration duties requires highly-educated professionals. The proportion of university graduates in government service is more than twice the proportion among all the employed labour force.

During the last few years, a wide administrative modernisation programme has been and is still being implemented in Finland. It concentrates on:

- steering systems, budget reform and result-oriented steering, net budgeting, inclusion of capital costs, improving economic follow-up;
- central administration and organisational structures of regional administration, change-over into business firms, abandoning the central office system and creating a democratic provincial administration in the regional administration;
- personnel administration;
- financial administration;
- steering relationship between the government and the municipalities;
- internationalisation and the effects of the membership in EU.

With the exception of foreign affairs, the defence service and police forces, the state administration in Finland does not apply the so-called career system. Thus the advancement of senior civil servants in their careers does not depend on success in in-service training. The training is open by nature and considered as voluntary further education.

Ministries, agencies and institutions prepare their training plans concerning the whole organisation and even individual training plans are made inside the "management by results" system. The form and content of these plans may vary. In integration training several public organisations have prepared special training plans.

Public organisations buy their training from different domestic and international training institutions. Only some agencies and institutions have training institutions of their own (eg the Ministry of Labour, the Customs Office). The Finnish Institute of Public Management is the only training institution under the government. The association of municipalities has its own institutions which provide training mainly for the local level.

### ***1.2. Changes or Adaptations Made Related to European Union Accession***

European Union accession has changed Finnish public administration on structural as well as functional and cultural levels. One of the main issues has been to build up the national co-ordination system. During the period preceding membership the co-ordination organisation consisted of the preparatory committees and working groups, the total number of which was 55 (after accession the number was reduced to 36). The Ministry of Foreign Affairs had a key role in membership negotiations as well as in co-ordination.

For EU membership the Ministry of Foreign Affairs has taken a centralised role in co-ordination which means that, in principle, all information goes through the Ministry. This centralised system has been criticised by some other ministries and discussions concerning the best and most effective co-ordination system are still going on.

According to the integration training strategy, during accession it is necessary that an efficient organ exists for the co-ordination of EU matters at all levels of government, and that officials have the means to act promptly, using channels to exert their influence.

Another area in which EU accession has caused structural changes is regional administration. As mentioned above, the regional administration of municipalities has taken a leading role in preparatory work for the Finnish projects supported by the structural funds of EU. However, there are different attitudes as to how to organise co-operation between the state administration and the regional administration of the municipalities and with the basic municipalities.

European Union accession has had its effects on administrative culture and working procedures and methods. The most relevant need to develop the administrative culture is in the area of personnel policy. On the other hand, there are several Nordic principles of administrative culture which Finland is not willing to change in spite of differences with common practices in the EU. For example, in Finland the open recruitment system is preferred to the British and French career systems. Also to be mentioned is the Nordic tradition of transparent administration.

### ***1.3. Starting Points in Terms of Awareness, Knowledge and Political Determination***

Finland, and its public administration, did not have a very long time for EU preparation; the time period between the membership application and approval of the application was less than two years. Nevertheless, the Finnish political and administrative system is not very far from European standards. For example, the legal system is very near continental legal principles.

One reason for difficulties in preparing public administration for integration was that the political climate was not very favourable for EU dialogue much before the membership application. However, there were activities to prepare for European integration one-two years before political support was apparent. Among those organisations which started the pioneer work for increasing EU knowledge within the civil service were the Ministry of Finance and the Finnish Institute of Public Management.

## **2. Needs Assessment for Preparatory Training**

### **2.1. Methods**

For determining the necessary competencies, a group responsible for preparing an integration training strategy was set up. This small working group consisted of three representatives from the Ministry of Finance and three from the Finnish Institute of Public Management. The task of the group was, in a short time schedule, to prepare an integration training strategy which would consist of analysis and suggestions concerning:

- training needs;
- aims of training and preparing content;
- target groups;
- methods;
- forms of training (including practice);
- funding;
- training and funding organisation.

As part of the work of the integration strategy group, several interviews were carried out within the public administration and also outside it.

The memorandum drafted by the working group was the first step in the training programme, for which the Ministry of Finance was responsible. The aim of the memorandum was to highlight major questions in training and propose solutions.

The memorandum's training strategy proposal was discussed by the Integration Committee, its administrative sub-committee, and the Committee on State Employer and Personnel Policy. It was published for a seminar organised by the Ministry of Finance. The Minister of Trade and Industry, known as the "integration minister", was the key speaker. Among the participants were integration experts and training managers from different ministries and agencies.

Special funds earmarked for integration training were provided in the state budget for three years. The Personnel Department of the Ministry of Finance was responsible for allocating these funds.

After the training strategy was accepted, an integration training group was set up in the Ministry of Finance. This group was a sub-group of the administrative sub-committee under the Integration Committee. The task of the sub-group was to act as an advisory body, for example in concretising the training programmes and deciding on the principles for use of funds set aside for integration training.

### **2.2. Conclusions**

The basic principles in the integration training strategy were:

- all officials should have the necessary basic information and competence;
- networks for a continual exchange of experiences should be set up within government, and between government and other sectors of society;
- channels for co-operation with EU Member states important to Finland should be established.

It was understood that, irrespective of membership, the effects of European integration on Finnish society and public administration must be elucidated, and this principle would apply to all administrative branches and all offices and institutions, just as preparing for the EU would apply to all civil servants.

### **2.3. *General/Specific***

The integration training strategy concentrated more on general training, on its content, methods, and form. Specific training was emphasised as being the important duty of all ministries and agencies. This distinction is also related to analyses of the effects of integration on each administrative branch as well as on the functions of each organisation.

Also in general training organised by one ministry, such as basic courses for the entire personnel of the ministry, specific aspects were underlined more than in open courses. As an example, in a two-day basic seminar, one day was usually devoted to general information on integration and the other day to specific areas (agriculture, EU research programmes, etc.).

The degree of required training differs depending on the person's duties. Training needs were analysed according to target groups. In general training, the main areas covered before EU accession were:

- a. basic knowledge of European integration: history, background, organisation and main functions;
- b. the decision-making process: knowing how the decision-making process advances in the EU and how to exert influence;
- c. general and specific issues important to Finland (eg questions of competition, regional issues);
- d. negotiation skills and other means of influence (lobbying);
- e. effects of integration on Finnish society, on all administration and on each administrative branch and the need for change in activities, management and organisations;
- f. utilisation of information systems of the EU;
- g. language skills;
- h. European Commission cultures and systems, as well as cultures and systems of EU Member countries, including organisational cultures.

As an important part of the training of key EU integration persons, an excellent command of their own substantive area and of the European point of view was underlined.

## **3. *Training Strategies for Preparing Accession***

### **3.1. *Political Support for Training***

Political support for training was guaranteed through the Integration Committee and through discussions with representatives at political level. The Parliament was active in training for the EU its own personnel and Members of Parliament. Representatives of Parliament have been participating in many training events together with civil servants, which has increased discussion between representatives from the ministries and agencies and the representatives of Parliament.

### **3.2. Funding**

During the two-year period before accession, funds reserved for integration training increased remarkably. Centralised funds earmarked for integration training were managed by the Personnel Department of the Ministry of Finance. Also training funds of ministries and agencies increased, and a large proportion was used for integration training during the last years before accession.

The funds managed by the Ministry of Finance were used in the following areas:

- training programmes tailored for top and senior civil servants in ministries (and agencies);
- preparation of training materials on integration matters;
- support to different forms of integration training organised, for example, by different ministries or by several ministries together;
- support to individuals at senior level to take part in European studies and training at the European Commission, other EU organisations, and Member states.

### **3.3. Organisation and Responsibilities**

In integration training the Personnel Department of the Ministry of Finance (State Employer's Office) has had a co-ordinating role. The Personnel Department has also been responsible for centralised training and resources. It prepares the proposals for centralised training and finances them partially or totally.

All training institutions have the possibility to offer training events, including to the Ministry of Finance. In practice, the Finnish Institute of Public Management has been the main supplier, but services have also been purchased from private training institutions. An Integration Training Working Group was set up in connection with the administrative sub-committee of the Integration Committee. The Working Group would co-ordinate training operations and decide on the principles dictating the use of funds available to the Personnel Department. The members of the Training Working Group were recruited from the main integration ministries, with one representative from the Finnish Institute of Public Management.

Ministries and agencies have had the responsibility to assess or update the need for integration training and to specify their target groups and priorities in order to ensure that integration training is successful. Ministries and agencies have had the main responsibility for planning their own sector-specific training. Training plans have been drawn up on the unit level. One principle of the training plans has been that the plans should be flexible enough to adapt to changing needs and experiences as required.

### **3.4. European Union Assistance**

The EU Delegation in Helsinki has supported Finland in many ways as an information centre and as a channel to EU organisations.

Finnish senior civil servants have had opportunities to practice in EU organisations (three-month periods). Training periods for junior-level civil servants have been of five months' duration.

### **3.5. Target Groups**

In the first integration training strategy the following target groups were defined:

- a. civil servants preparing for implementation of the EEA (European Economic Area) and participants in the EC membership negotiations;
- b. management staff of ministries, agencies and institutions;
- c. civil servants assisting in the implementation and membership negotiations in Finland;
- d. civil servants in various administrative branches with duties directly affected by EU integration;
- e. other state administration personnel.

In integration training increasing opportunities to carry out self-studies and to produce tools facilitating such studies have been underlined. This emphasis was considered of utmost importance when considering the size of the entire target group. A basic publication, which concentrated on the main EU questions from the public administration's point of view, was published by the Ministry of Finance and the Finnish Institute of Public Management. As a new element, an EU examination was set up. This examination, open to all, made it possible to demonstrate one's knowledge of integration basics.

### **3.6. Methods**

The training system has utilised all possible means of carrying out integration training such as:

- open training in Finland and abroad, making use of courses offered by public training organisations and universities;
- tailor-made training for organisations and special target groups;
- self-studies;
- study trips;
- job rotation;
- learning on-the-job;
- practical training in the EC and its Member countries.

In the practical realisation of training, knowledge and skills training have been connected in many areas. In Finland, a large part of the training has also been provided in English (eg by experts from the EIPA). Various exercises, especially those aiming to improve negotiation and interaction skills, have been of great importance.

In the last year before accession much effort was put into finding suitable candidates from the public administration to carry out EU recruitment. Special recruitment training, including simulated tests, was organised for this group.

### 3.7. *Programmes*

#### Management Training

For the past three years two major programmes have been offered to top-level managers and senior civil servants:

- Development Programme for National Strategy;
- Public Management Development Programme.

Both of these programmes have been three-week seminars financed by the Ministry of Finance. One important part of the programmes has been to prepare participants for membership in the EU and for other increasing internationalisation. Parts of the first programme have been organised in Brussels and in either Geneva, Paris or London and one week of the second programme has been organised in Denmark, focusing entirely on topics of European integration.

#### Windows on Europe

"Windows on Europe" is a series of seminars for Finnish senior civil servants. The Finnish Institute of Public Management has planned the seminars together with its sister organisations in different EU Member countries. The main objective of the series of seminars is to help participants widen their EU perspective and to support the creation of networks between the civil servants from Finland and other EU Member countries. The seminars also provide an opportunity to see how different Member countries have managed their EU-related affairs.

"Windows on Europe" seminars have been held so far in France, Germany, Ireland, the Netherlands, Portugal, Spain and the United Kingdom.

#### Basic Courses for All

The basics of European integration -- the EU organisation, functions and decision-making process -- have been studied in several courses open to all and in tailor-made courses in several ministries and agencies. These seminars have usually lasted one-two days and in many organisations have been connected to the EU examination.

#### European Community Law

It has been possible to study European Community Law in a longer, multi-media programme as well as in shorter programmes. Besides participants from the public sector, several participants in these programmes have come from private companies.

#### Negotiation Skills

Negotiation skills and other means of influencing have been studied in seminars with simulated exercises. Besides Finnish teachers, foreign experts have been widely used in this area of skills training.



### Study Visits and Other Seminars Abroad

Study visits have been an important part of the integration training programme. In general training, study visits to Brussels and to different EU organisations have been organised as open courses, as well as for special groups such as lawyers, secretaries, civil servants dealing with information matters, etc.

Study visits have been organised also as part of specific training concentrating on some special issues. Many special seminars have been organised together with the EIPA in Maastricht.

### European Integration as Part of Most Training

The issues of European integration have been part of most training events organised by the Finnish Institute of Public Management, eg in personnel management, budgeting and finance, leadership training, etc.

## **4. Post-Accession Training Strategies**

A new training strategy for EU accession, developed in 1994, was published in February 1995. This strategy did not bring great changes to the existing methods of training. The measures proposed in the strategy memorandum of two years earlier had been successful. However, some new emphases were placed on the content of training as well as on target groups and the form of training.

The aim of integration training during accession was defined as follows:

"Civil servants are proficient in their work both in national administration and in pursuing Finland's interests in the EU, and in their work promote the achievement of the goals set by the Finnish Government."

The target groups for training are set down in order of priority as follows:

- civil servants who are responsible for taking care of EU matters and the main part of those duties dealing with EU matters;
- civil servants being trained to take care of EU matters;
- civil servants whose work includes some EU matters;
- civil servants who take care of supporting duties;
- other departments.

In the content of training the emphasis will be put on the following themes/areas:

- negotiation and communication skills;
- knowledge of Member countries' administrations and cultural backgrounds;
- means of exerting influence.

"Every civil servant should know the basics of integration". This aim still remains one of the main principles of EU training. The focus of training is an enhancement of knowledge and skills. Expertise, know-how and general information are obtained through the work itself, education and self-studies.

A knowledge of Russia and neighbouring areas is also regarded as part of integration training. This means especially a deepening knowledge of Russian public administration, legislation and economy as well as a knowledge of the Baltic States.

In language training the objective is to develop good skills in one foreign EU language and satisfactory skills in another; the importance of the French language has been emphasised.

For the form of training, systematically arranged seminars dealing with topical issues in the form of a debate forum are organised for top civil servants. Possibilities to develop operating models transcending administrative and operational boundaries is of utmost importance.

In financing integration training the former system will continue. The financing managed by the Personnel Department of the Ministry of Finance will be used for concentrated and cross-administrative training as well as for current and unexpected needs, including support for the training of officials living abroad. At the same time, the responsibility for training of the ministries, agencies and institutions will increase.

## **5. Lessons Learned**

The most important lesson has been the significance of integration training in general. Finnish public organisations started their integration training a few years before accession, and training started actively in the entire public administration, with centralised funds and programmes, about two years prior to accession. This was not too early, and perhaps it was almost too late.

It was understood in the Finnish public administration quite soon that it is not enough to hire "one good Euro-expert" for a ministry or agency. Every civil servant has to be capable of understanding the meaning and effects of European integration and possible EU membership. EU matters came to be understood not as diplomacy but as everyday work which would touch very concretely the majority of civil servants, especially in ministries but also in most public organisations.

On the whole, managers in ministries and agencies have been satisfied with the EU integration training. Finnish civil servants have been very active and have even used their leisure time for integration studies and language training.

## *Hungary*

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### **1. Background**

#### **1.1. Introduction**

Hungary is undergoing a radical change of administrative culture. This means transition to a client-oriented public administration where the main goal is to serve the citizens in the best and most efficient way. A cost-effective public administration is one of the key contributors to the overall success of economic development.

Therefore, reform of the personnel and financial management systems is an urgent task. A significant training programme for civil servants is being carried out by the Ministry of Interior. The Ministry of Justice plays a key role in the law harmonisation process. The Ministry of Industry and Trade has a central planning responsibility due to numerous directives on the internal market. The Government Commissioner is working on the deregulation and the efficiency of the government.

#### **1.2. Public Administration Reform**

Since the political transition, democratic and lawful public administration has been built up in positive directions, and so a self-government type of local administration was introduced in 1990.

Three key measures were enacted by the government in 1992: Act on the Legal Position of Civil Servants, which set out, *inter alia*, legal status and the necessary qualifications for civil servants; Resolution 1026, on the Modernisation of Public Administration; and Act on Local Self-governments.

The training provisions of the Act on the Legal Position of Civil Servants are concerned with the general administrative examinations which all civil servants are required to pass, and the special administrative examinations which are required for promotion. The general examinations are basic to administrative work of any nature, irrespective of any reform process. The special examinations are linked more closely to the technical understanding needed for specific areas of responsibility, but again cover the routine disciplines needed at the higher and more specialised levels.

Administrative reform logically takes place prior to training the people who will implement that reform. A comprehensive programme of public administration reform was set out in Resolution 1026. The new government is working out a comprehensive programme for modernisation of public administration, and with its implementation would like to improve the efficiency and effectiveness of public administration which serves the clients and decision-makers. The government considers the modernisation of public administration not as a campaign but as an organic and continuous part of activity of the public administration. Helping these governmental initiatives, one of the first actions of the new government was to appoint a Government Commissioner for the Modernisation of Public Administration, with responsibilities set out in a decree. This decree entered into force on 31 August 1994, at the same time annulling Resolution 1026/1992.

### **1.3. Training Programme Supported by Phare**

The EU approved a Phare project on "Reform of the public administration" in 1992. The 5 MECU project made it possible to start with organised training in key areas and to introduce accumulated Western European experiences. The contents of the training courses are designed by EU and Hungarian experts. The trainees are selected from both local and central levels. After completing the courses the trainees will become trainers who, using the course manuals, will train other civil servants.

#### **1.3.1. Training and Development of the Civil Service**

The contract was awarded to the IIPA in France, and work commenced in April 1994. There are two main components: Human Resources Training and Training the Trainers.

- Human Resources Training: The objectives are to train 144 civil servants -- from the human resources departments of all ministries, agencies and local governments -- in human resources management; and to produce teaching materials, in Hungarian, on policies and procedures for all human resources departments.

- Training the Trainers: The objective is to train 160 central and local government civil servants, first in training and teaching techniques, then in the teaching of specific subjects. Major subjects are government finance, fiscal management and public audit, and public procurement.

#### **1.3.2. Development of Central and Local Government Organisation and Structures**

As for the training component, a contract was awarded to *Gesellschaft für Technischeszusammenarbeit* (GTZ) in Germany, and work commenced in May 1994. Three areas are covered in the GTZ contract:

- training 120 civil servants in organisational effectiveness;
- training 60 senior staff, from regional public administration training establishments, in management and curriculum relevance;
- in the implementation phase, a strategic orientation and development programme in the departments of the Ministry of Interior which are concerned with the evolution of central and local government.

In addition to organising the strategic orientation and development programme in the implementation phase, the GTZ consultant will assist in the placing of trainees in appropriate positions in their ministries, and oversee the quality of their initial work, to ensure that the best use is made of their capacities in organisational effectiveness and development.

The Phare project deals with "top-level civil service training" as well. Short-term training seminars focus on "hot" issues selected on an *ad hoc* basis and provide up-to-date practical knowledge for decision-makers.

The Local Government Associations have the authority to organise special training courses and seminars for local officials in connection with the Phare project.

The required infrastructure and technical background for training was developed using Phare resources.

## **2. Training Strategy for Preparing Accession**

### **2.1. Introduction**

Accession to the EU is a political priority in Hungary. Special efforts have to be made in both the private and public sectors to prepare the Hungarians for accession. European integration is interlinked with the democratisation process and the move to a market economy in Hungary. It is part of a thorough change in the economic and political system and affects the everyday life of Hungarian citizens.

This training concerns the civil service. It is of key importance for the integration process that the Hungarian civil service will have the adequate knowledge and skills for the country to enter the European community and function there effectively. But it is equally important that the whole educational system reacts to the new challenges posed by European integration. In the development of the national curricula this should be taken into account.

Internationalisation is an important part of public administration reform. Training in European matters is important whether Hungary will be a member of the EU or not. Interaction between Hungary and the European Commission as well as between Hungary and the EU countries is likely to increase in any event in the near future. In fact, this is already the current situation now that Hungary has an Association Agreement with the EU. In an interlinked and ever-globalising market economy, law harmonisation will be necessary in these circumstances as well. In any case, training is crucial for the success of negotiations for accession.

### **2.2. Training Priorities**

Training is a central means to promote discussion on EU membership both within the public administration and in society in general. Civil servants, particularly top managers, are important opinion leaders in any society. Interactive training events for groups of key actors in the public administration provide good opportunities for fruitful exchanges of views on how Hungary should conduct its integration process and adjust its public sector to the potential accession to the EU. When well planned, various training occasions may also offer a way to stimulate communication on these matters between representatives of both the public and private sectors.

Preparing the Hungarian civil service for accession will undoubtedly take several years. Training should be started immediately. At the same time, the preparation process has to be well designed. There has to be a determined plan with clearly stated priorities.

- The importance of good quality of the civil service in general, and particularly in terms of knowledge of European affairs, has to be recognised from the political point of view.
- Political support from the top is crucial for the motivation of both trainers and trainees as well as for the success of the preparatory strategy.
- Training and other preparatory actions for European integration should be co-ordinated and tied to overall administrative reform.
- Special action is needed to prepare the Hungarian civil service for accession.

- For the motivation of individuals with regard to the integration process, it is important that all the training and other preparatory activities are introduced and decided upon through a participatory process.
- International experiences should be used as references in the preparatory process.
- Another process should be conducted simultaneously with the training of civil servants to analyse in depth the EU's effects on public administration and to undertake necessary restructuring of the administrative machinery.
- Another important element in the training of the civil service is the development of an overall strategy for the accession process to the EU. This is a learning process and requires intensive interaction between ministries, particularly at the highest levels of management.
- A clear evaluation system has to be set up by which the effectiveness of the chosen training methods and procedures can be assessed and changed if needed.
- The need to organise the co-ordination of EU issues is already apparent at an early stage of the integration process.

For all these reasons, overall administrative reform is a key factor in Hungary's integration process. A modern public administration is a precondition for implementing policies that strengthen democracy and bring Hungarian society towards a market economy.

### **2.3. Training Strategy**

The training strategy is based on a time frame of five years. According to some other countries' experiences this is a realistic estimate of time needed for the preparation process. In the first three years the focus will be on the very basics. During this period, training will provide basic knowledge on the EU, in different forms depending on the target group. For example, a general package of EU information will be developed for wide distribution. When selecting those persons attending the first courses, priority should be given to the groups of civil servants in key positions in the context of the European integration process (top managers, EU negotiators, etc.).

After the first three years comes the period which places greater emphasis on a more sophisticated and deeper knowledge for those who need it and, on the other hand, extends training to a wider group of people. To the extent possible, different kinds of training should be available for certain groups from the very beginning. But deepening of knowledge and skills will take place gradually and will depend on the target group. For example, most of the training of special skills required (such as negotiation skills) will take place only when the country is closer to accession itself and will be targeted at those who will be likely to actually participate in the negotiations. This is necessary because, due to its time-consuming nature and expense, this type of training can only be offered to a limited number of people.

A clear distinction should be made between general and sector-specific training needs. For the former, we mean general knowledge and skills required in the entire civil service or in certain selected groups of civil servants, eg according to the level of hierarchy or expertise (field of work). These can be of a general or cross-cutting nature.

Training needed can be divided into general and sector-specific training. General training covers general knowledge of the EU and its effects as well as general skills required in European matters. Sector-specific training aims at deep knowledge of special issues (eg agriculture, regional policy, research

programmes) from the European point of view. This training is directed at experts in different ministries and agencies.

In addition to general knowledge and skills, there are also training needs related to the substance of various sectors. These sector-specific training needs (eg for customs officers, border officials, veterinarians, etc.) should be covered through sector-specific programmes (Phare, bilateral technical assistance, etc.) using, for example, special study trips and exchange of expertise with EU countries. The sector-specific EU training is not dealt with in this training programme. It is the responsibility of line ministries to ensure that special training in the respective fields is properly arranged.

### 2.3.1. *Target Groups*

Based on the above arguments, the organisational network and duration of training should be defined as follows:

- Top Management (state secretaries, deputy state secretaries, heads of governmental offices, etc.)

*Objective:* to acquire the basic knowledge necessary for negotiations and decision-making. For this reason, participants only receive training on general knowledge, within the framework of one-two days' consultation.

- Middle Management (directors-general, directors of departments, EU negotiators, notaries, etc.)

*Objective:* to acquire a more profound familiarity with general knowledge, and also to acquire basic knowledge of the topics specific to the field of employment. Training on general knowledge will be provided in a one-week course, while specific technical training will be in two-three days' consultation.

- Experts (senior civil servants, experts, specialists, etc.)

*Objective:* to acquire a more profound familiarity with the topics specific to the field of expertise, parallel to the framework of general knowledge. Training will be of 4-5 one-week sessions of inter-active training. Of these, 5-7 training days will be devoted to general knowledge.

### 2.3.2. *Subjects for Training*

The training covers four main subject areas. The first one consists of the general issues for every target group. The second area is for middle managers and experts, providing them with deeper knowledge of EU policies and legislation. The third area covers those subjects which will be taught in the second phase of this training programme or by other donors. The fourth area covers language training.

#### General Knowledge of EU Machinery (all target groups)

For both negotiations for membership and for functioning within the EU, a good acquaintance with the organisation and rules of the game is obviously needed. Knowledge of EU machinery is a traditional part of any EU training programme.

- The Treaty of Maastricht, the three pillars: the European Community, Common Foreign and Security Policy, Justice and Home Affairs;
- Economic and Monetary Union (EMU);

- Principles of the European Community law system;
- The law harmonisation process;
- The future after the 1996 Intergovernmental Conference;
- Organisations, their roles and tasks: the Council of Ministers, the Commission, Parliament and other organisations;
- The preparatory, decision- and policy-making processes;
- Division of decision-making authority between different levels of government;
- The subsidiarity principle;
- Political institutions and their roles;
- Networks between the European Commission and EU Member countries.

Deeper Knowledge of EU Policies and Legislation (for middle management and experts)

For middle management and experts, the following topics are required, in addition to the general subjects listed above.

An overview of some policy areas of major impact to national systems is needed even in the very basic education on the EU. Despite the fact that the functioning of the EU has wide social implications, there are certain policy areas that have potentially a more direct and profound impact on national policies and legislation:

- the internal market system;
- monetary policy;
- regional policy;
- agriculture;
- education and research;
- employment policy, etc.

Other Subjects (in second phase or by other donors)

It is relevant in the training programme to deal with issues related to the impacts of European integration on the country's political and administrative systems. It has been the experience of many countries that adjustments in the decision-making system and internal structures prove to be necessary for effective membership, even if not directly required by the EU.

It is not evident, for instance, how the Parliament and the government are organised for decision-making on European matters. Internal committees are perhaps needed. There is also the issue of national representation at each level of European decision-making, from summits to weekly committee work. Another set of issues is related to how the preparatory work and implementation of European decisions is carried out within the administrative machinery: are changes needed in the number of ministries or in the division of authority between them, etc.?



European Union training should raise awareness of all these issues that have to necessarily be decided upon in the course of the integration process. Examples of various EU countries' decisions on these issues could provide an excellent reference for the Hungarians. The themes to be covered should include, among others:

- national co-ordination of EU issues: different models in EU countries;
- potential changes in the balance of internal structures of national political institutions (Parliament, government, etc.);
- budgeting, personnel management, information management, etc.

The national regulatory system will be largely affected by a country's membership in the EU. National legislation will be accomplished at a new level of regulation. Potential changes concern the hierarchy of regulations, the quantity of regulations and the content of national legislation.

Due to the central position of the European law system in the integration process, it is necessary to provide the Hungarian civil service with special training opportunities in these matters. Training topics could be both at a general level and at a deeper level for those civil servants whose everyday tasks relate to legislative matters.

The EU consists of countries with varying backgrounds due to their histories, geographical position and size, among other things. It would be useful for Hungary to include in the training programme for civil servants an approach where special attention would be given to country-specific features, particularly on how the size of a country makes a difference in the way it participates in EU decision-making. The following topics are suggested:

- a profile of small Member countries of the EU;
- co-operation between the smaller countries of the EU;
- probable enlargement of the EU.

Due to the recent opening of their economies to markets, CEECs are likely to particularly emphasise certain aspects of European policies. For example, economic policy, trade policy and agricultural policy need to be treated from the point of view of the overall modernisation of societies. How to meet the EMU criteria is another example. In addition, EU programmes for development of central and eastern Europe have to be covered. For example, the following topics could be included:

- criteria for joining the EU, particularly economic development;
- EU enlargement policies.

The EU decision-making system is unique in being multinational, and its preparation of decisions and policies differs considerably from a national system. Special skills are also required of those politicians and civil servants who will have to participate in these processes in their daily life. The special training that exists concentrates on the improvement of negotiation and communication skills related particularly to functioning within the EU. This training often takes the form of a simulation of actual situations, which can be:

- meeting and presentation techniques;
- European negotiations;
- negotiating techniques;
- lobbying;
- process of negotiations for the accession.

#### Language Training (all target groups)

Improving language skills is an area where intensive efforts are needed in preparing for accession to the EU. Compared with the present level of language skills in the Hungarian civil service, major steps have to be made quickly both in terms of the number of civil servants and the range of languages to be mastered. A good, and for some civil servants an excellent, mastery of at least two languages commonly used in the EU is an undeniable requirement for active participation in the EU environment.

Language training should be an important element in the ongoing general modernisation training of civil servants. In addition, intensified and targeted training efforts are needed in the context of the EU language training, covered by this programme. An important part of this intensified language training may take place abroad. Skills have to be improved in English, French, and other official languages (eg German).

*Latvia*

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## **1. Background**

This report provides answers to specific questions raised for discussion at the Budapest seminar. For more comprehensive information on the Latvian School of Public Administration see Appendix A and Figure 1 below.

### ***1.1. General Structure of the Public Administration and its Training System***

#### ***1.1.1. Introduction***

In Latvia, professional public administration is in transition from a Soviet structure to a new system, the Latvian civil service, designed to serve the needs of the Latvian nation and state. The distinguishing aspect of the new system is the special status of the professional civil service officer candidates and civil service officers.

#### ***1.1.2. Characteristics***

Civil service officer candidates are given this status after they pass a special evaluation process for admission to the service. Civil service officers are those who have passed from the candidate status to an appointed civil service officer status. The officers, to be appointed, have to pass a comprehensive examination which covers knowledge, skills, and attitudes acquired in four mandatory courses approved by the Latvian School of Public Administration (LSPA). These courses are taken within two years after reaching the candidate status. The professional civil service is the main corps of officials reporting to publicly elected or politically appointed government executives.

#### ***1.1.3. Size and Distribution***

The civil service officers serve in the offices of the state government and in municipalities. It is estimated that about 10 000 officers will work in state agencies, and about 17 000 in municipalities and local governments. Excluded from the Latvian civil service are elected officials, specialised personnel in the military and technical service personnel, as well as those normally belonging to trade unions.

#### *1.1.4. System and Structures for Training*

The Latvian School of Public Administration (LSPA) is the sole agency designated for the education and training of civil service personnel. The LSPA develops programme objectives, identifies programme content, staffs or contracts instructional services, and provides for examinations. In practice, the bulk of instruction is provided by international and local educational institutions approved by or contracted by the LSPA.

### **1.2. Changes or Adaptations Made or Foreseen Related to European Union Accession**

#### *1.2.1. Responsibility*

As the Latvian public administration is undergoing many changes, most of which are not directly or indirectly related to the EU, there is a special agency, the European Integration Bureau (EIB), to facilitate accession.

The EIB was established by the Cabinet of Ministers under the Ministry of Foreign Affairs of the Republic of Latvia. It was established with the aim of ensuring the integration of the Republic of Latvia into the EU. The Bureau started its activities in January 1995.

The main tasks of EIB are as follows:

- to carry out the approximation of legal acts and regulations to ensure their conformity with EU legal acts and regulations;
- to participate in the distribution of assistance provided by the EU and its Member states for the integration process;
- to ensure that the society is provided with information on the process of integration, to create positive public opinion during the integration process;
- in co-operation with the School for Public Administration, to co-ordinate the participation of civil servants in EU training programmes.

At the present moment the main activities of EIB are the organisation and co-ordination of revisions in laws and the preparation of the society for integration into the EU.

#### *1.2.2. Mechanisms*

The mechanisms include EIB, ministries and 24 working groups.

##### European Integration Bureau (EIB)

EIB plans and co-ordinates activities of the working groups in the process of approximation of national legislation. It processes information about necessary foreign experts and forwards requests to possible donors. EIB prepares the overall Strategic Action Plan, which includes priorities, timetables for the creation of new legal acts and for the adoption of national legal acts, and a description of the approach that will be used in each case. The Strategic Action Plan is based on the political possibilities and needs of the country. It delivers information about the approximated legislative acts to relevant European institutions.

## Ministries

Ministries appoint members of the working groups and national experts, set the priorities programme and approve the Strategic Action Plan.

## Working Groups

Working groups consist of representatives from various ministries, other state institutions, organisations, associations and other interested parties in the particular sphere. They are responsible for ensuring a unified opinion of different line ministries and for expressing unified proposals in the process of integration into the EU, for setting up the Priorities' Plan based on national and EU priorities, for working out proposals for the Strategic Action Plan and for co-ordinating the work of national experts.

### *1.2.3. Legal or Administrative Adjustments*

Experts and consultants make an evaluation of the needs for legislation according to each European legal act based on their professional judgement. They are responsible for the approximation with existing European legal acts (See Figure 2 below).

### *1.2.4. Future Plans*

The most urgent tasks of the Latvian School of Public Administration (LSPA) over the next two-three years are related to the implementation of public administration reform in Latvia. In training a large number of civil servants in such a short time, the School is only able to give basic training in the most important subjects. LSPA's training programmes will be gradually improved in accordance with demands set by the experience of present training programmes and with the further development of Latvian administrative systems.

At the end of the certification process of civil servants, the Latvian School of Public Administration plans to establish advanced-level training courses that will help the civil servant in his professional development and career development. The experience of developed Western countries has shown that public administration schools are an inseparable part of the public administration system. These types of schools enhance the ability of the government to develop a coherent overall personnel policy for the public administration.

LSPA must become a professional training institution with a practical orientation, with training programmes oriented towards acquiring practical skills. LSPA must draw on the methodology of universities in the West that have significant experience.

## *1.3. Starting Points*

Preparation of the Latvian civil service for the EU is in progress along two lines: civil service personnel are fluent in at least two languages and are familiar with at least two cultures. In addition to this multinational capability, this personnel also receives at least two weeks of education and training every year from the LSPA on basic subjects related to public administration. The third line of preparation is supplementary specialised training which would logically include EU-related training. At this date, such specialised training has not yet been identified. Personnel is available to carry out this training, but actual training programmes are only in an early planning stage.

### *1.3.1. Awareness of the Need for Change*

At this point in time, most awareness is associated with a need to develop behavioural norms and standards for the civil service which are compatible with traditional Latvian values. Beyond this first level, awareness of the need for change is not widely shared.

### *1.3.2. Basic Knowledge of Structures, Processes, and Policies*

The perception of EU structures, processes, and policies is vague and undefined. Actual EU training must be closely linked and integrated with values which the LSPA and the Latvian civil service seek to adopt. For Latvian officials, traditional needs are anchored not so much in the agricultural past or in certain community norms which Latvians share with Scandinavians, as much as they are carried over from Germanic practices of the city bureaucracy of Riga and other cities formerly in the Hanseatic League. It is not clear how many of the residual practices and values of acceptable public administration can be rediscovered and reintroduced. In fact, the older traditional practices are likely to be compatible with those of the EU; conversely, the more recently inherited Russian attitudes and standard operating procedures of the Russian Empire and Soviet institutions will have to be "unlearned".

### *1.3.3. Special Knowledge*

The linkages between Latvian and EU norms are important. One fortunate aspect is that EU practices are expected to be more sophisticated and more tolerant of diversity. Thus, a starting point to EU training might well emphasise the complexities of multinational democracy, as well as a deliberate tolerance of differing values and points of view. It is important that this attitude is shared at all levels.

### *1.3.4. Knowledge at Secondary School and University Levels*

There is some EU knowledge conveyed within the education system, but it is not readily associated with desired or emergent behaviour in public administration.

## **2. Needs Assessment for Preparatory Training**

### **2.1. Methods**

There are two types of competencies. The first is a simple listing of knowledge requirements, for example EU structures and policies. These requirements can be met by preparation and distribution of printed information, dissemination of video materials, as well as organisation of lectures and seminars. The other competency is behavioural. It is expected that Latvian civil service personnel will have substantial difficulties in adopting values reflected in the sentiments, interactions, and actions of counterpart personnel in the EU. To change behaviour, it is expected that attitude training will be provided. In a sense this training is, in part, similar to that provided in the basic courses mentioned above. It is expected that other training will be added, in part to generate further attitude changes, and in part to strengthen acquired attitudes. It is expected that behavioural changes, even with intensive training, will take at least several years to accomplish.

### **2.2. Conclusions Regarding Intensity of Competency**

Experience has shown that Latvian administrators, especially those in the private sector's business enterprises, adjust quickly to new knowledge and behaviour requirements in a new environment, for example that of the United States. Given this experience, education and training must be provided in

sufficient depth and spread widely enough to negate the influence of the present Soviet-style administrative environment. Various means can be used to reinforce education and training, for example new standard operating procedures (*lietvediba*) must replace Soviet procedures.

### **2.3. *General vs. Specific Knowledge***

Although it is readily understood that state agencies are likely to be more EU-oriented than local governments, the difference is not major in Latvia. All civil service officers are qualified for both state and local government service, and may transfer from one agency to another. Realistically, the country is too small to insulate itself, on any level, from the EU.

## **3. *Training Strategies for Accession***

### **3.1. *Political Support for Training***

Political support for training is marginal. Pessimists believe that anything other than massive training is likely to be ineffective and useless. Optimists think in terms of training on any scale. Realists, including the Director of the LSPA, are convinced that limited training must be strategically focused. If done right, and with a little luck, training can be effective enough to meet objectives and increase the political base. The idea of civil service development in Latvia is strongly associated with the ruling minority coalition in Parliament. Support can be gained or lost in the elections, with an outcome too close to call.

### **3.2. *Funding***

Latvian funding is nearly adequate for the fundamental education and training of civil service officer candidates in 1995. Because this funding had been reduced from the originally planned budget, support was requested from friendly governments in the West. This support, with Western training provided for senior executives, assures education and training as originally planned. If any other tasks were added, it would seriously dilute the programme, make it more costly and less effective, and endanger future funding for civil service training.

### **3.3. *Organisation and Responsibilities***

The European Integration Bureau provides planning and co-ordination related to accession to the EU. It is expected that this Bureau will plan training objectives and scope with the LSPA where the civil service is concerned. It is expected that some agencies, such as the Ministry of Foreign Affairs, will arrange their own training on specialised subjects.

### **3.4. *European Union Assistance***

Plans for 1995 provide for significant training to be provided for senior executives in the Latvian civil service by teams from several public administration schools and universities in the West with Phare funding. These plans do not, at present, include any training for EU accession.

### **3.5. *Target Groups***

Strategically, the LSPA considers all senior executives of the Latvian Government to be a priority group for fundamental and specialised training. There are about 200 executives in this group.

### **3.6. Methods**

#### *3.6.1. Interactive Training*

For fundamental training, the LSPA strongly favours interactive methods, which would help to encourage the Latvian civil service to be more democratic and service-oriented. A wide range of methods is used, except for Latvian case materials, which are under development.

#### *3.6.2. Other Training Strategies*

LSPA policy allows training to be substituted by larger approved university programmes in public administration and related fields. Moreover, the interactive training preference has its own limitations, primarily the cost per student. Thus, assigned readings, possibly combined with selected lectures and minimal discussions in large groups, are considered to be effective for the transmission and clarification of basic information.

#### *3.6.3. European Union Materials*

It is important to have specific EU documents and other materials identified for knowledge transfer. There is a lead time of about six months to translate, print, and distribute such materials.



## *Appendix A*

### **PUBLIC ADMINISTRATION REFORM AND THE LATVIAN SCHOOL OF PUBLIC ADMINISTRATION**

On 6 June 1993 democratic elections were held in Latvia for the first time after World War II and a democratic government was elected. A new ministry, the Ministry of State Reform, was established to co-ordinate and manage the public administration reform process. Reforms are planned at both the state and local levels. The Minister of State Reform is also Deputy Prime Minister, highlighting the importance of reforms in Latvia. The main goal of the ministry is to maximise the effectiveness of public administration and to ensure that public administration works for the benefit of the nation. In order to achieve stability in the public administration, policy must be separated from administration. A minister should represent the interests of his political group and be responsible for carrying out the promises of his party. Public administration reform is based on the assumption that politicians must make and manage policy, but administrative work and policy implementation is the responsibility of competent civil servants.

On 7 December 1993, by resolution of the Cabinet of Ministers, two independent legal institutions -- the Latvian School of Public Administration and the Civil Service Administration -- were established. The task of these institutions, which are subordinate to the Ministry of State Reform, is to implement reform in the civil service.

A Civil Service Law governing the work of professional civil servants was passed on 24 April 1994. The Civil Service Law requires political neutrality in the actions of civil servants that, in turn, guarantees to the civil servant work within the government of any party. The law requires that the civil servant increase his skills and knowledge consistently, in order not only to retain professionalism but also to participate in all latest developments.

The charter of the Latvian School of Public Administration was passed on 24 May 1994. The aim of the School's activities is to prepare the training process for highly professional civil servant candidates and to organise the licensing of civil servants.

The basic programme includes general subjects that should be studied by civil servants of all levels and specialities. The programmes were worked out by working teams including leading faculty members of universities and experienced practitioners, supervised by the Latvian School of Public Administration.

This work was not easy because almost everyone has a different opinion of civil servants, their goals and tasks. There is consensus, however, on the main goal: a civil servant must serve the nation, comprehend the economy of a modern country, be good at human relations and be able to use modern documentation techniques. The requirements mentioned above determined the choice of subjects to be taught in the civil servant training programme.

According to approximate estimates, 10 000 civil servant candidates will enter the system in the first year and 17 000 in the second year. At present the Latvian School of Public Administration carries out the organisational activities to prepare the training process for these candidates.

Faculty working groups on separate subjects to be taught during the first two years have established the following curriculum:

- basic course in management;
- basic course in communication: social psychology and ethics;
- basic course in office management;
- basic course in market economics;
- basic course in law;
- public administration, local government organisation and policy-making;
- Latvian history and civics;
- computer skills.

The working groups have prepared training programmes and held seminars on these subjects, discussing their content and methods of teaching civil servants. The next step will be seminars led by consultants from EU Member countries sharing their experiences of training civil servants in their countries.

Specialists from Denmark, Ireland and the Netherlands, after becoming acquainted with Latvian training programmes, provided their suggestions for improving these programmes and acquiring practical skills for teaching them.

Training materials have been worked out in each subject, to help civil servants to study the subject. The civil servants of Latvia will have the opportunity to become acquainted with the latest foreign materials, which will be translated and divided into four fixed subject blocks, to facilitate organisation of the training process. The length of each block is one week or 40 academic hours.

Basic course in management;  
Office management.

Basic course in market economics.

Basic course in law and administration;  
Latvian history and civics.

Communication: social psychology and ethics;  
Computer skills.

A civil servant has the right to use four weeks over a two-year period, or two weeks per year, for training. The sequence of the subjects is chosen by the civil servant. The civil servant evaluates his own level of knowledge and does not have to attend training courses if he thinks that his knowledge is sufficient for passing the examination.

The civil servant becomes eligible for training after he has passed entrance exams in the civil service administration and becomes a civil servant candidate.

Training will take place according to an approved training programme in centres of a quality corresponding to the requirements of the Latvian School of Public Administration. Such centres are being established in all Latvian universities and other educational institutions, including private institutions.

A civil servant candidate may choose two subject blocks for the first year of training and another two for the second year. In addition to compulsory subjects, the possibility to study English will be offered.

The licensed state civil servant examination will be compulsory for all civil servant candidates after two years of training. The civil servant candidates will be able to prepare for the examination using the training materials and lecture notes available in the Latvian School of Public Administration or in the personnel departments of their ministries or agencies, together with lists of reading material in individual subjects.

Figure 1. **Latvian School of Public Administration**

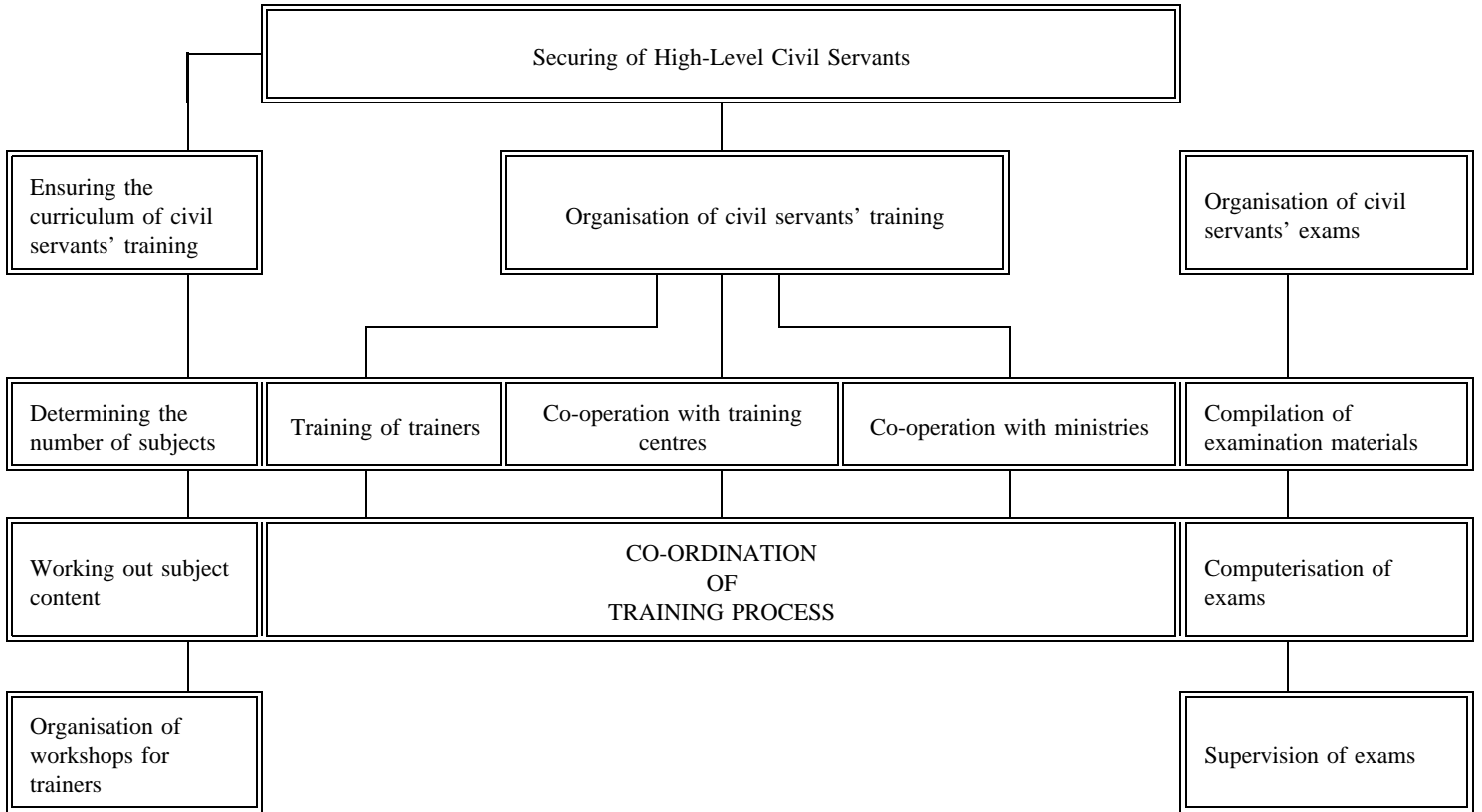
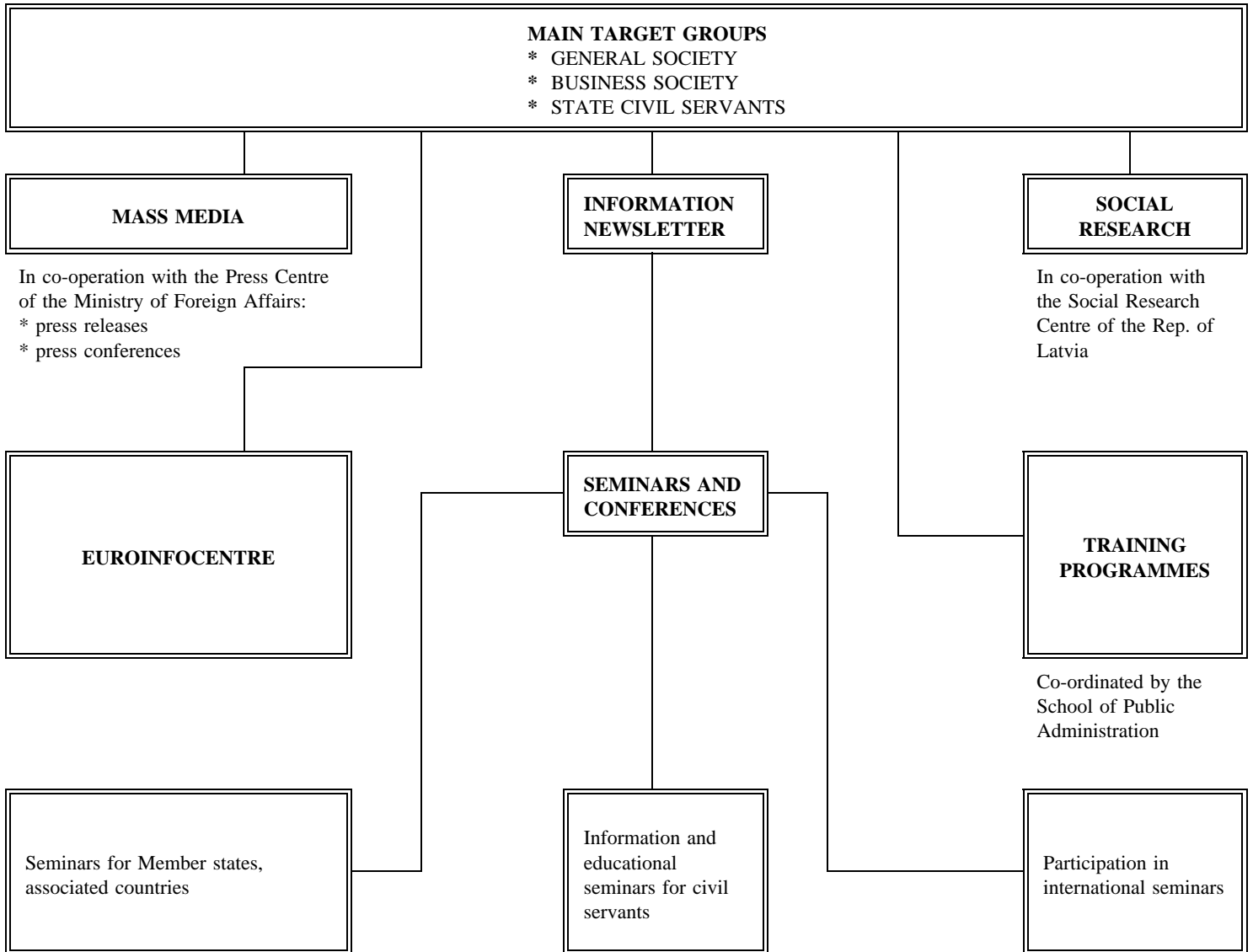


Figure 2. Preparation of the Society for Integration into the European Union





## *Portugal*

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### **1. Introduction**

Providing a global outline of the training programmes developed in line with the process of Portugal's integration in the EC is, from the outset, a complex and somewhat risky task insofar as the degree of faithfulness of the portrait being outlined depends on the gathering of information, which is markedly scattered. This lack of information raises some queries about its very availability and the possibility of obtaining quantitative data.

In fact, and as is only natural, the programmes developed in this field from the phase leading up to the country's joining the EC have involved a wide variety of national and Community institutions -- public institutes, universities, companies, civil service bodies linked to specific sectors, etc. -- with each playing a role largely dictated by its own sphere of jurisdiction and interest and, in many cases, acting without any attempt at co-ordination with the others. Thus it was not, either in terms of supply or demand, a global, centrally planned or co-ordinated programme, which would have made it now easier to assess.

However, the government and public bodies most directly responsible for Portugal during the integration process into the EC recognised from the outset the central importance of the training programmes in general as a key factor for success in the areas touched upon by integration. Efforts were therefore made to set up structures and programmes which were suitable for the wide variety of people targeted (new Community staff, civil service heads and staff, company managers and employees).

This paper, then, focuses on the attempt to produce an inventory and analysis of those programmes which resulted most directly from the initiative of government bodies and which were carried out mainly by institutions under their tutelage, given the close relationship between these actions and the strategy pursued by the country in the area under consideration.

### **2. Portugal and Europe**

For Portugal, integration in the EC represented -- in historic, cultural, social and economic terms -- a more drastic change than for most of its Community partners.

In formally joining the EC in 1986, Portugal completed a long cycle in its history which had begun 500 years earlier when the country had embarked on a great maritime odyssey of expansion to new continents. Following the discovery of Brazil and the maritime route to India at the end of the 15th century, Portugal began a long colonial period in Africa, South America, Asia and Oceania which would only draw to a close in 1975 with the granting of independence to its last African colonies (Angola, Mozambique, Guinea, Cape Verde, and Sao Tome and Principe). All that remains is the territory of Macao which, by common agreement, will be integrated into China in 1999.

Throughout this extended period of its history, Portugal lived, in a certain way, with its back turned on a Europe which geographically it belonged to and from which it received a variety of influences, but with which it did not fully identify. Trade with its colonies and with Brazil (independent since 1822)

played a significant role in its economy. The trend in emigration was, until the start of the 1960s, primarily to the African colonies and Brazil and, to a lesser extent, to Venezuela and Canada. Portugal's distant attitude towards the rest of the European continent was to a great extent a result of its geographical location on the edge of the continent, with Spain providing a physical barrier and acting as a buffer in communications between Portugal and Central Europe at a time when means of transport were not so rapid and varied.

By the 20th century, two additional factors also represented important obstacles to a more rapid integration of Portugal into the European family:

- on the one hand, between 1926 and 1974 the country lived under a dictatorial political regime which contrasted with the democratic systems of other European countries;
- on the other, its colonial policy tarnished the country's international image and added to its isolation.

The first significant steps towards closer ties with the other European countries were taken with participation in the Organisation for Economic Co-operation and Development (OECD) and integration into the European Free Trade Association (EFTA), an organisation in which Portugal remained until it joined the EC. On a military level, the country joined the majority of other western European countries in the North Atlantic Treaty Organisation (NATO).

During the 1960s, faced with a crisis which hit rural communities especially hard, there began a surge in emigration to certain European countries which were enjoying an economic boom and which lacked manpower, particularly France, Germany and Switzerland.

This introduction is basically aimed at making the reader aware of the reasons for the special significance, on various levels, of EC integration for the Portuguese. Following a change in regime and the loss of a colonial empire, EC integration meant something more profound than it might have for the people of other Member states. It was a strategic repositioning and realignment, with far-reaching economic, social and cultural implications.

It could be asserted, in fact, that in Portugal's case there were very special reasons for stressing the importance of efforts at increasing awareness, information and training throughout the whole process of European integration.

### **3. Chronology of Portugal's EC Membership**

The first formal step towards bringing Portugal and the European Economic Community (EEC) closer together was taken in 1972 with the signing of the free trade treaty, which would come fully into force on 1 July 1977.

The formal request for membership was presented on 28 March 1977. Negotiations were started straight away and lasted six years.

On 12 June 1985, the Treaty for Portuguese Membership in the Community was signed simultaneously with Spain. On 1 January 1986 membership of these two countries became a *fait accompli* and the organisation became the Community of Twelve, completing the enlargement southward which had started in 1981 with Greece's membership and shifting the Community's centre of gravity, until then located in the north.



In 1986 Portugal entered a special transition period (which is still in force today in a limited number of fields) which foresaw special modalities over 20 sectors, aimed at providing the country with breathing space to adapt to Community rules, overcome its structural defects and, in general terms, prepare its economy for the shocks resulting from the opening-up of markets.

#### **4. The Civil Service -- Modernisation and Training**

The Portuguese civil service is currently distributed between 16 ministries (including the Cabinet) which are responsible for more than 18 000 services of very diverse size and location. There are 300 local councils, as well as two autonomous regions. The central administration employs approximately 600 000 staff, and local administration 100 000.

Laws covering the civil service, inspired by the French tradition, are not based on a single, integrated and coherent text but result from legislative texts issued at various levels (parliamentary laws, government decrees, rulings, and administrative circulars), which also vary in terms of how long they have been in force.

The civil service management system currently falls within the scope of the Finance Ministry, as far as career structure and pay are concerned. The Secretary of State for Administrative Modernisation, reporting to the Prime Minister, is responsible for the training system.

##### **4.1. *The Civil Service Training System***

Up to 1976, no policies had been defined nor significant measures taken in the area of professional training in the civil service. Initiatives in this area had been scattered and had followed no co-ordinated model, even though successive governments since 1974 had announced public sector reforms as part of a general effort to modernise the country.

As no bodies had been specially set up for large-scale training, the actions undertaken were fundamentally associated with sectoral viewpoints, usually aimed at satisfying operational needs and characterised by the juridical, normative and "economicist" nature of the civil service at the time. The training was carried out in an uncoordinated fashion by more than 100 small sectoral training services (which still exist, although now with a clear complementary role in horizontal training programmes and a specialised role in vertical training).

After successive governments had attempted to carry out "administrative reform by decree", with modest results compared to the goals that had been set, it was realised that the desired structural change would have to be achieved, to a large extent, through a change in attitudes, work habits and professional qualifications of staff. Thus, between 1976 and 1980, three training bodies were created for the civil service -- the National Institute for Administration (INA), the Department for Training and Professional Advancement (DFAP), and the Local Authority Study and Training Centre (CEFA).

The following sections will examine the activities of these institutions, leaving references to INA until the end due to its greater relevance to the matter in question.

##### **4.2. *The Department for Training and Professional Advancement (DFAP)***

Formally in 1976 and in practice in 1978, a training department was created within the structure of the General-Directorate for the Civil Service (Finance Ministry). This department's vocation was markedly generalist and horizontal, its target groups being most categories of civil service staff, with

particular emphasis on administrative staff. This department grew to 70 internal staff, including permanent teaching staff, and 150 outside teachers. In 1992, at the time it was integrated into the National Institute for Administration (see below), the internal staff numbered only 30. As the department was placed within a general-directorate responsible mainly for managing personnel frameworks and careers, its training programmes reflected the aim of co-ordination with the functional content of the various careers.

Faced with the fact that a significant part of the staff with the longest service had academic training clearly below the desired level (four to six years of schooling), DFAP created and ran for several years a training programme aimed at complementing the academic training of those staff, thus making it possible for them to seek promotion and career changes. For some time it also made a considerable effort to retrain more than 50 000 civil servants who returned in 1974/75 from the former African colonies. These two areas of activity were later abandoned, the latter because of its transitory nature, and the former because, on a political level, it was understood that the goal went against the priority objectives of "professional training" and because there were, within the framework of the Education Ministry, structures and programmes available for the resolution of that problem.

During the first years, the operating costs of DFAP were totally covered by the state budget, allowing for totally free-of-charge training for civil servants. This practice was abandoned in 1985, in part because of the Finance Ministry's ever tighter budget policy and also because it was decided that training ought to have a "price", albeit a modest one, which would help to promote the adoption of rationality and effectiveness criteria in the selection of staff for training and the courses to be attended. In any case, as far as DFAP was concerned, the main source of financing remained the state budget; the public services began to pay on behalf of staff the fees that were little more than "moderating taxes".

In terms of volume, DFAP's output represented an annual average number of 5 000 participants (from a total of more than 500 000 eligible civil servants) attending courses which on average lasted 30 hours.

This training body was transferred in 1991 from the General-Directorate for the Civil Service (Finance Ministry) to the Cabinet, under the tutelage of the Secretary of State for Administrative Modernisation, and was integrated a year later into the National Institute for Administration (INA) which, in the meantime, had been placed under the same delegated tutelage.

DFAP, while not having enjoyed a central role, as INA has, in the training process associated with EC integration, was nevertheless involved to some extent in this area. In the period between 1988 and 1991 it organised the following three open courses, each of 30 hours' duration:

- *"European Communities: Principles, Policies and Financial Instruments"*  
Aimed at: Top management  
Total participants: 120 (Four courses)
- *"Community Law"*  
Aimed at: Top management  
Total participants: 180 (Ten courses)
- *"Introduction to the European Communities"*  
Aimed at: Middle management and administrative staff  
Total participants: 200 (Ten courses)

Furthermore, DFAP provided permanent courses in the area of foreign languages (English and French) for upper-level staff and administrative personnel. These courses, although they were not specifically co-ordinated within the process of EC integration, also had some relevance to that end, since they were aimed at improving staff's communication abilities in the two main languages used in contacts, meetings and international negotiations.

In 1991 DFAP also played a role in the training process associated with the preparation of Portugal's EC Presidency (during the first half of 1992). As a separate section of this paper is devoted to this process, in this section reference is made simply to the fact that DFAP's participation was 15 courses (over 660 hours and 236 participants). These courses were offered at the request of the General-Directorate for European Affairs (Foreign Ministry), which was responsible for the general co-ordination of preparations for the Portuguese Presidency.

#### **4.3. *The Local Authority Studies and Training Centre (CEFA)***

The new democratic regime established in 1974 brought significant alterations in the allotting of spheres of jurisdiction and powers between the different sectors of central, regional and local administration. Two autonomous regions were created, corresponding to the archipelagos of Madeira and the Azores, with their own government structures. On the mainland, four "regions" were created where the decentralisation of power never in fact came to be implemented, and even today the various political parties still differ in their approaches to this matter.

As far as the 300 local councils with almost 100 000 staff are concerned, as was noted earlier, they were granted under the new administrative system a degree of autonomy substantially greater than they had enjoyed under the pre-1974 regime. A new "Local Finance Law" made available to them substantially greater financial means and management autonomy, but required a more efficient performance from them at all levels. Thus, new and specific training needs arose for the local authorities.

Those targeted for the development of training courses were of two types -- elected officials and employees. The elected officials (mayors and councillors) were (and still are) very often selected by the political parties according to criteria not exclusively related to their management ability, although it is certain that in most of the small provincial council areas the application of the criterion of management background would be particularly difficult. The employees displayed shortcomings that did not differ greatly from those displayed by central administration employees, regardless of the specific nature of their functions within the new administrative framework.

In a bid to help the local authorities make the necessary qualitative leap forward in the qualifications of their managers and staff, the government decided in 1980 to create a body specialised in training, studies and technical consultancy, named the Local Authority Studies and Training Centre (CEFA), which was established in Coimbra in the central region of the country. It was made up of 38 staff and within a few years came to have a total of more than 300 outside collaborators. This body was placed under the central authorities, although its General Council included representatives of the local authorities and the respective employees. Although based in Coimbra, its activities were marked by a broad spread across the country.

As far as its financing is concerned, taking 1993 as a reference, it can be seen that:

- the state budget accounted for about 26 per cent of the total budget, covering the costs of permanent staff and capital outlay;
- the European Social Fund covered about 65 per cent, financing most of the training activities;
- nine per cent was its own revenue, coming from the variety of services provided to the councils.

CEFA's financing from the European Social Fund was boosted in 1992, allowing for enrolment fees to be waived in most training courses; previously, part of this revenue came from the payment of enrolment fees by the councils.

As well as an area of studies and technical support for the councils, focused on the juridical area, and an area of international co-operation covering mainly the Portuguese-speaking African countries, CEFA follows two main areas of training: introductory training and continuous training. The introductory training consists of two main courses:

- two-year regular course in "Local Authority Administration", followed by work experience, aimed at administrative staff;
- 120-hour course for senior technicians.

These courses cover European issues, the first through a 20-hour unit on "The Organisation of the Portuguese State and of the European Community", the second through a three-day unit on "Community Law".

The continuous training covers a wide range of subjects related to the areas of local authority practice, aimed at elected officials and employees. The average annual number of participants currently exceeds 3 000.

#### **4.4. *The National Institute for Administration (INA)***

In this paper's references to the central training bodies of the civil service, INA has deliberately been left until last, given the importance of its activities in general and the particular relevance of its training work in the European integration process.

INA was created in 1979 with the global aim of "contributing, through teaching, scientific research and technical consultancy, to the modernisation of the public, administrative and business sectors, as well as to specialised training and keeping their senior staff and managers up-to-date".

The idea was to create an interface institution which, linked to the highest decision-making level of government, would develop strategic functions of support, consultancy, studies, prospectives and analysis of public policies, associated with a careful preparation of technicians and managers able to instill in their sectors of responsibility a dynamic attitude of community service and a real sense of effectiveness. The aim was for this institution to enjoy complete political independence and to have an integral and global viewpoint which would be above strictly sectoral points of view.

In order for INA to effectively carry out this mission, it was placed under the direct control of the Prime Minister, a situation which holds true to this day, although the tutelage has been delegated to different members of the government sitting on the Cabinet (currently, tutelage of INA is delegated to the Secretary of State for Administrative Modernisation). It was given administrative, financial, scientific and pedagogical autonomy.

While from the outset it has been active in the areas of studies and research, as well as consultancies, which fall within its brief, INA has always considered training to be its fundamental vocation. During its first 12 years of activity (1980 to 1991), the targets of its training activities were almost exclusively managers and senior staff. It was believed that these groups played a mobilising and instigating role in relation to the other staff categories, and it was expected that through example and initiative they would apply and disseminate, in their respective areas of responsibility, the government policies and measures aimed at modernising the public sector. Working in this area as a priority, for a total number of about 25 000 targeted people (5 per cent of all civil servants), INA within a few years reached and maintained an annual average of 2 000 participants on training courses of 20 to 500 hours (an average of 80).

In 1992 the government decided to integrate into INA another central administration training department (DFAP, mentioned above), which targeted administrative staff. The annual number of participants in INA training leapt, in that year, to more than 8 000.

As far as financing its activities, INA went through two distinct periods:

#### Up to 1992

In this period the state budget covered about 75 per cent of running costs and investments, with the remainder being covered by its own revenue (course fees, consultancies, publications, etc.).

In this phase, INA charged the public services for attending the courses, imposing fees which, while lower than those practised in the private sector, were still difficult for many services to meet due to the general budget restraint in the civil service.

#### After 1992

In 1992 a financing programme for training was launched in the civil service. This programme was designated the "Integrated Programme for Training and Modernisation of the Civil Service" (PROFAP), backed by EC funds (European Social Fund), subsidising the regular INA (and CEFA) programme, and allowing for staff enrolment fees to be waived.

As far as running costs are concerned, the state budget began covering only the cost of permanent staff (about 50 per cent of the total). Direct spending on activities was covered at the level of about 35 per cent by Community funds and 15 per cent by own revenue.

Also in 1992, with the integration of DFAP into INA, the latter took over the horizontal training of all categories of civil service staff. At the same time, the responsibility it had until then in the area of business management was removed from its statute. This was decided for pragmatic reasons having to do with the progressive slimming down in previous years of the state-owned business sector, following a far-ranging privatisation process of public companies.

Under its new model, INA was given two additional responsibilities, teacher training and training studies, these functions being integrated into a new area of support to the general sectoral training services of the different ministries (more than 100), as well as contributing towards the civil service training policy.

The co-ordination of INA's activities with most other public services is guaranteed, at top level, by an Intersectoral Training Commission, a consultative body which embraces representatives of the various ministries and most representative trade unions of civil service workers.

Currently, INA's courses are run by six departments and specialised centres:

- Public Administration Department, which has a general programme aiming to conciliate the traditional notion of the civil service, and its juridical and economic emphasis, with the pragmatic characteristics of modern management sciences, where the special focus is on themes related to modernisation programmes underway and the emphasis on improving the quality of services.
- Office for European Affairs (previously called the Department for European Integration), which concentrates on information about and education in EC policies and rules, with the aim of preparing the administrative machine for interactions with Community institutions and preparing staff to defend national interests in this context.
- Department for Information Systems and Technology, for which the autonomy is justified by the fundamental role given to the new information technology in modernising the civil service, requiring specific abilities from managers, general users and specialists.
- Language Centre, which has the task of helping to improve the communication skills of managers, senior staff and employees in general in the foreign languages most commonly used in international contacts (a need which became greater with Portugal's integration in the EC).
- Technical-Administrative Training Department, for training aimed mainly at administrative staff.
- Pedagogical and Planning Department, which is responsible for teacher training and studies in the training area.

The specific nature of INA, in national and international contexts, results from the following principal characteristics:

- a light and flexible structure, based on a limited number of senior staff working fundamentally on the conception and organisation of the various programmes;
- a heterogeneous group of outside assistants, recruited according to demanding criteria of competence from various national and foreign bodies (universities, public bodies, companies, similar institutions, etc.);
- systematic evaluation of programmes by participants themselves and by client institutions;

- co-operation with an extensive network of national and foreign institutions, embracing in their entirety the basic experience and most relevant competence for the activities undertaken;
- intense development of co-operation (in training and technical assistance) aimed at other countries, with special emphasis on Portuguese-speaking African countries and the territory of Macao;
- harmonious and integrated development of activities in the areas of studies, training, consultancy and editorial publications.

#### Studies Related to Integration

As far as European integration is concerned, INA has from the outset been very active in two areas:

- forecasts and analytical studies on the consequences of Portugal's accession to the EC with regard to the economy of the country, with special emphasis on agriculture and foreign trade;
- training in general and specific matters in the juridical, economic, social and political areas, and also in the area of languages.

Activities in the area of studies are the responsibility of the Department for Studies and Development (DID), where the work took on a significant dimension in 1983. With a small number of technicians and permanent researchers, the DID fundamentally promotes internal studies and sets in motion and co-ordinates projects involving various bodies (universities and other institutions, national and foreign, with specific links to the subjects being analysed), and also publishes final reports.

#### Training in European Affairs

As far as training is concerned, INA has since its inception included in its organic structure a sector which specifically deals with EC/EU affairs, initially called the Department for European Integration and later the Office for European Affairs. This department launched training courses in 1980.

Similar to other departments of INA, and for functional reasons, the department's fixed structure is small. Its activities are based on collaboration with outside teachers, recruited because of their specialisation and technical and pedagogical background from various types of institutions (universities, Community bodies, civil service, study and research departments, companies and similar bodies in other countries).

Most of the courses are open ones, although in some cases courses are requested to meet specific needs singled out by ministries or services. In Appendix A are listed the courses in this area offered since 1980. These courses were attended mainly by senior staff and managers from the civil service, although they were also regularly attended, in varying numbers, by representatives from universities, business associations, trade unions, Community staff, as well as private citizens. The total annual number of participants began with 171 in 1980, then stabilised at about 400, with a maximum of 484 in 1985. In 1993 and 1994, the number of participants was 367 and 436, respectively. In 1990, as well as the courses included in its regular programme, INA co-operated with the Ministry of Agriculture in a broad programme which included 77 courses and 2 066 participants.

The programmes have of course been evolving over the years, keeping pace not only with the progress of Portugal's integration in the EC/EU, but also with the evolution of Community issues. Each

year the programmes have included courses on general topics (eg "Community Law", "General Aspects of European Integration", and "European Economics"), and specialised courses or courses on topics which have been particularly relevant at a certain time. There has been a clear drop in recent years in the demand for general courses, which can be explained by the following reasons:

- many of the senior civil servants had already had the opportunity to attend such courses;
- direct involvement of many senior staff in committees, working groups, negotiations and Community projects made them sufficiently familiar with the fundamental aspects of Community issues;
- the recruitment process of Portuguese staff for Community institutions slowed down, and there was a significant drop in the number of persons for whom investment in training was associated with efforts to find a post in Brussels or Strasbourg.

The demand for training in this area tends now to focus on new topics, which in turn places fresh demands on the abilities of managers and top staff in public institutions.

#### Training in Foreign Languages

As mentioned above, INA includes in its structure a language centre which makes available to managers, senior staff and administrative staff a broad programme of training centred on the two foreign languages most commonly used in international contacts: English and French.

As well as beginners' courses, the INA programme includes some innovative courses aimed at those who already have a basic knowledge of a certain language but who are seeking to fine-tune their communication abilities in specific contexts.

There is also a course for translators/interpreters on offer in French and English (from six months to one year in length, depending on the level of the participants), although this course is not held regularly due to the low demand. The course has been held twice at the request of the European Commission.

### **5. The Interministerial Training Programme**

The INA and DFAP training programmes in the area of EC affairs have been influenced by the work of the working group created in 1984 by the government to draw up a national staff training programme aimed at preparing for Portugal's scheduled integration in the Community.



### **5.1. *Broad Goals of the Working Group***

The working group was set up with the following broad goals:

- to increase available training in this area due to the proximity of membership;
- to co-ordinate efforts in this area in a bid to achieve greater unity and economy;
- to avoid uncoordinated repetition and diffusion of international contacts by the great number of public bodies affected by integration;
- to promote joint, complementary and co-ordinated efforts between the various national and European training bodies;
- to give to the Foreign Affairs Ministry the leadership of this process.

### **5.2. *Specific Aims of the Project***

The specific aims of the project to design a national staff training programme were:

- to provide a portrait of the type of people it was targeting;
- to identify the training needs from a qualitative point of view of each type of training course required;
- to quantify the needs by employee profile and by ministry;
- to characterise the training methods and techniques to be used and estimated costs;
- to define the strategy for the application of the programme: priorities, phases, dates, pace of progress, training and financial means needed and the sources thereof;
- to propose methodology for the evaluation and monitoring of the programme.

### **5.3. *Types of Staff Identified for the Programme***

The first diagnosis identified for this programme the following types of staff:

- working for the permanent representation in Brussels;
- charged with co-ordinating and defining, in Portugal, the positions to be taken in the various Community proceedings;
- working on the committees and working groups of Community institutions;
- responsible for preparing and guaranteeing information for ministers and national representatives;
- competing for places in the secretariats of Community institutions;
- involved indirectly in Community work and support staff;
- having responsibilities for drawing up policies at regional and local levels;
- having responsibilities for training in general;
- other general staff.

### **5.4. *Accomplishments of the Working Group***

The group carried out, in concrete terms, the following tasks:

- inventory of the committees and working groups active in each of the general-directorates of the European Commission;
- identification within each ministry of the number and profile of Portuguese representatives appointed to those bodies;
- inventory and portrait of the training and experience already obtained by those staff;

- compilation, from the co-ordinating and training bodies of the oldest Member countries, of the training models adopted and analysis of the results obtained;
- identification of training courses already run by Portuguese and European institutions, with special emphasis on INA and the EIPA in Maastricht;
- design of a training plan, overlapping staff profiles with educational development;
- design of a two-year development programme;
- design of detailed programmes for the courses regarded as basic, to serve as a guide for training institutions.

The inventory of the staff to be trained in the scope of this programme indicated a total of 550-600 members of various committees and working groups, 50 members of the Permanent Representation in Brussels, and 200 other staff from various ministries with background support functions for national representatives. Not included in these numbers are the Commission staff, who would only partially be included in this total.

As far as the bodies to carry out the programme are concerned, INA, DFAP and EIPA (Maastricht) were chosen, with INA being responsible for the lion's share of the programme.

Regarding financing, in addition to the contribution made by the Portuguese Government, support was also requested from the European Commission and from the OECD. EIPA subsidised, out of its own budget, about 30 per cent of the direct costs of the courses for which it was responsible.

## **6. Preparing for the Portuguese Presidency**

In the first half of 1992, the Presidency of the Council of European Communities was held by Portugal. At this time, the Community was going through a complicated period due to the coming into force of the Single Market, the review of political co-operation procedures, the consideration of the results of structural policies, the changes in the monetary and economic areas, and discussions on enlargement. All this made even more difficult the task of the Presidency, which the country was carrying out for the first time. A large number of senior staff were involved in the Presidency, with wide-ranging responsibilities.

Similar to the approach taken in the period prior to accession (1984-1986), the government created a working group to identify the target population for training, outline the programmes, and negotiate their implementation with the training bodies. Once again, this group was co-ordinated by the Foreign Affairs Ministry (Secretary of State for European Integration), including representatives from the General-Directorate for the European Communities, Secretariat for Administrative Modernisation, General-Directorate for the Civil Service and the National Institute for Administration. Its final report was submitted to the Interministerial Commission for the European Communities.

The survey of training needs was largely based on a questionnaire which the members of the Interministerial Commission for the European Communities were asked to complete. They did so in their role as heads of the departments which, in the various sectors of the civil service, were responsible for co-ordinating Community affairs.

Those targeted for training were classified at two levels (the first of which was divided into three groups) according to their degree of involvement in the Presidency, and a training plan was drawn up for each of them. On the main level, the groups corresponded to the following types of staff:

- *Group 1:*  
Presidents of committees and groups of the Council  
National delegates  
Presidents of the European political co-operation groups
  
- *Group 2:*  
Senior civil servants  
Staff in charge of co-ordinating and monitoring Community affairs  
Assistants of members of the government  
Other Foreign Affairs Ministry staff
  
- *Group 3:*  
Technicians organising high-level meetings  
Conference interpreters  
Translators  
Senior secretaries and other support staff

Below this main level, the second level corresponded to the support staff in the civil service bodies involved in the Presidency.

Given that committee and group presidents were highly qualified specialists in Community affairs, with broad experience in institutions and Community procedures as well as in the sectors they would be overseeing, the training proposed for them focused fundamentally on the area and responsibilities of the Presidency. This training included the fostering of those abilities required for them to carry out their work, namely in heading committees and working groups, managing Council affairs and drafting joint Community positions.

Delegates, as spokesmen for their national delegation, would be working on deepening the EC aspect of their areas of responsibility and would be well-versed in the issues arising in their area during the Presidency. It was also felt necessary to broaden their knowledge of the decision-making process and other Community procedures and negotiation techniques. As for the staff who would be working for the Presidency in the European political co-operation groups, they would require training which did not vary greatly from that mentioned above.

For the staff responsible for co-ordinating and monitoring Community affairs, at the decision-making level of the different ministries, it was necessary to provide a deeper understanding of the mechanisms and procedures in the decision-making processes and of the negotiating techniques required to arrive at a joint Community position. It was also necessary to make sure that they were familiar with the information technology required for them to carry out their work.

The training of assistants of members of government addressed demands not very different from those of the previous groups. The technicians charged with organising high-level meetings and the senior secretaries and other support staff required training oriented towards their specific functions. The training of other staff was markedly more diverse, with each service section selecting the most suitable programmes in accordance with their particular functions.

Appendix B indicates the seminars and courses set up within the context of training in preparation for the Portuguese Presidency of the Council of the European Communities (first half of 1992).

The main training institutions charged with running the programmes were, once again, INA, DFAP and EIPA. The participation of other European institutions with experience in this area was also requested. EIPA played a particularly relevant role in carrying out this programme. The monitoring and evaluation of the programme was the responsibility of the General-Directorate of the European Communities (Ministry of Foreign Affairs). Financing was provided by the Portuguese Government and the European Commission.

## **7. The Role of Universities**

Many Portuguese university institutions have been running, for some time, postgraduate and masters of science courses in European affairs related to the different areas of specialisation, as well as undergraduate courses. In general, all of the postgraduate courses in this area receive financial support from European institutions or from the European Commission itself. However, there is always an attendance fee. The postgraduate courses last one year, the Masters of Science courses two years and the undergraduate courses four years.

In Appendix C are summarised the main courses in European affairs offered by Portuguese universities.

## **8. European Offices and European Documentation Centres**

Two types of structures have played an important role in terms of information about EC affairs:

- EuroOffices, Community Offices for Companies
- EDCs, European Documentation Centres

The EuroOffices are aimed mainly at small- and medium-sized companies to which they provide information and assistance on various subjects (legal, regulatory, technical and social aspects of intra-community trade; policies, aid and Community financial instruments, etc.). Ten EuroOffices have been set up in Portugal, mainly at the head offices of industrial associations.

The EDCs make available to the general public and to the academic community a broad range of publications, in the form of documents or microfilm. They are normally located in university libraries and other training institutions, such as INA. There are 16 EDCs in Portugal.

## **9. Closing Note**

The framework presented above includes, in our opinion, the more relevant aspects of the subject being assessed, although the picture is of course incomplete.

The degree of detail of descriptions and depth of analysis varies from chapter to chapter, more attention having been given to the points considered more relevant and potentially more interesting to the persons for whom this document is aimed.

*Appendix A*

**TRAINING IN EUROPEAN AFFAIRS  
NATIONAL INSTITUTE FOR ADMINISTRATION (INA)  
(1980-95)**

	Hours	Participants
<b>1980</b>		
EEC Agricultural Policy and Portuguese Agriculture (twice)	70	48
Customs Policy and Accession to the EEC	51	29
Community Law	94	44
Industrial Policy and Accession to the EEC	40	50
<b>1981</b>		
EEC Energy Policy and Portuguese Energy Policy	18	10
Insurance and the European Communities	30	48
Law and Competition Policy of the European Communities	30	22
The Foreign Relations of the European Communities	30	35
Banking in the Context of Portugal's Accession to the EEC	18	56
<b>1982</b>		
EEC Regional Policy and Portugal's Membership	42	40
Law and Social Policy of the European Communities	40	29
EEC Transport Policy and Portugal's Membership	39	42
<b>1983</b>		
General Aspects of European Integration (twice)	90	103
Budget and Financial Problems of the European Communities	45	24
EEC Transport Policy and Portugal's Membership	44	14
Utilising EEC Financial Tools after Membership	42	50
The Four Fundamental Freedoms of the Common Market	57	46
<b>1984</b>		
Reform of the Portuguese Fiscal System in relation to EEC Integration	45	58
General Aspects of European Integration (twice)	98	97
Employment and Emigration in Relation to Portugal's Membership to the EEC	53	31
Portuguese Industry and EEC Industrial Policy	36	21
Economic, Monetary and Banking Policy in the EEC	42	25
Outlook for Portugal Preparing Regional Development Programmes	30	63
<b>1985</b>		
Preparing Regional Development Programmes	30	67
General Aspects of European Integration (twice)	98	102
Public Aid to Companies: Community Rules	30	38
The Portuguese Agricultural and Food Sector and EEC Integration	33	39
Community Litigation	30	49
Fiscal Harmonisation in the EEC and the Introduction of VAT in Portugal	33	27
Law and Competition Policy in the EEC	30	32
Introduction to the European Communities	51	7
FEOGA - Orientation	18	56
Preparing Regional Development Programmes	30	67

<b>1986</b>		
European Economy (twice)	70	66
The Financing of Agricultural Structures and Access to FEOGA	30	51
Community Law	63	46
Access to EEC Funds	54	54
Portuguese, Industry and the Free Circulation of Goods during the Transition Period	18	14
The Functioning of Agricultural Markets in Portugal after Membership	24	27
International Negotiating Techniques	27	19
How the European Commission Works	24	64
Community Litigation	28	52
<b>1987</b>		
European Economics	60	27
Community Law	54	53
The European Investment Bank and Investment Support in Portugal	27	38
Access to EEC Funds - the Principle of Coordination of the Three Funds	60	52
The Agricultural Products and Food Sectors of Portugal and Spain in the EEC	30	30
Preparing Regional Development Programmes	30	63
EEC Cooperation Policy and Portuguese Economic Agents	57	23
Analysis of the Competitiveness of Portuguese Agriculture in the Context of the Common Agricultural Market	30	23
International Negotiating Techniques and Defending Interests in the Community	33	14
Analysis of Agricultural Investments in the Context of the Common Agricultural Policy (twice)	30	73
Community Litigation	30	60
<b>1988</b>		
Community Law	51	54
European Economics	60	33
Juridical Aspects of International Trade	30	21
Portuguese and Spanish Industry in the EEC	30	16
Negotiating Techniques in the Community	30	14
The Grand European Projects	30	24
Analysis of the Competitiveness of Portuguese Agriculture in the Context of the Common Agricultural Policy	24	38
Context of the Common Agricultural Market Community Litigation (twice)	30	77
<b>1989</b>		
Evaluation and Monitoring of Community Programmes	30	46
European Economics	60	26
Environmental Policy in the EEC	30	63
Community Law	60	30
PEDIP's Role in Development Strategy	18	36
European Prospects in International Competition	30	20
The Grand European Projects	30	21
The European Fiscal System	24	30
Negotiating Techniques in the Community	30	17
Analysis of Agricultural Investments in the Context of the Common Agricultural Policy	24	30
Community Litigation	36	37
Access to EEC Funds	69	27

<b>1990</b>		
The Single European Act	24	38
Access to EEC Funds - ESF	24	39
Access to EEC Funds - FEDER	21	42
Access to EEC Funds - FEOGA	24	29
European Economics	60	19
Evaluation and Monitoring of Community Programmes	27	37
Community Law	60	22
Environmental Policy in the EEC	27	28
Portugal and Community R&D Programmes	30	12
<b>1991</b>		
European Economics	60	15
Community Law	54	31
The Single European Act	24	40
Negotiating Techniques in the Community (twice)	27	54
Portuguese Agriculture and the GATT and CAP Reforms	27	24
Community Litigation	27	36
Public Markets in the EEC	24	45
<b>1992</b>		
European Political Union: Community Citizenship	12	39
Competition Law	27	18
Community Law	54	15
Portuguese Agriculture and the GATT and CAP Reforms	27	18
North Africa: A Policy Priority for Europe	12	24
The European Indirect Fiscal System in the Context of the Single Market	30	12
Community Litigation	30	26
The EU: Consequences of the Maastricht Treaty	27	26
Banking Systems in the EEC	30	17
<b>1993</b>		
Community Law	54	24
Consumer Rights	27	19
The New CAP and its Consequences	27	30
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Portugal/Africa Economic Cooperation: Sources of Funding	27	19
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<b>1994</b>		
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Delors Package II: Future Financing of EU; Review of Structural Funds	35	50
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Portuguese Industry and Industrial Policy in the Community Context	27	
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People's Freedom to Circulate - from the Common Market to the EU	30	
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The EU: Maastricht Treaty	27	
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Community Jurisprudence: Portuguese Cases	12	



## *Appendix B*

### **TRAINING FOR THE PRESIDENCY OF THE EC COUNCIL (1992)**

#### **SEMINARS AND COURSES**

##### **Seminars**

- Community Sector Policies
- The Civil Service and the Presidency of the Council of the Communities

##### **Courses**

- Negotiating Techniques and the Decision-Making Process in the Presidency of the Council of Ministers of the Communities
- Negotiating Techniques and the Decision-Making Process in the Presidency of European Political Cooperation
- Negotiating Techniques and Decision-making in the Community
- The Presidency and Foreign Representation of the European Communities
- The European Community and Foreign Representation
- Oral Communication Techniques and Public Speaking
- The Community Institutions and Holding the Presidency
- Introduction to the European Communities
- Access to Community Databases
- Organising High-Level Meetings
- Information Systems for Decision-Making

## *Appendix C*

### **UNIVERSITY COURSES IN EUROPEAN AFFAIRS**

#### **Coimbra University**

##### *Law Faculty:*

- Masters degree in European Integration
- Course in European Studies (postgraduate)
- Summer seminars on European topics

##### *Economics Faculty:*

- Master's and postgraduate degrees in European Economics

#### **Evora University**

- Postgraduate degree in Public Administration and Regional Development in the context of European Integration

#### **Minho University (School for Economics and management)**

- Master's degree in European studies (Economic-Social Studies and Political-juridical Studies)

#### **Lisbon University (Law Faculty)**

- Master's degree in Community Legal Science
- Postgraduate degree in European Studies

#### **Technical University of Lisbon (Institute for Economics and Management)**

- Postgraduate degree in European Studies

#### **Catholic University (Centre for European Studies)**

- Postgraduate degree in European Studies

#### **Modern University**

- Undergraduate course in European Studies (4 years)

**N.B.** In quantitative terms, it is worth noting that the postgraduate course in European Studies at the Catholic University was attended between 1980 and 1995 by more than 1 300 students, and the postgraduate course in European Studies at Lisbon University's Law Faculty was attended by 336 students between 1986 and 1995.

## *Sweden*

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### **1. Background**

When Sweden joined the EU a great change took place in the Swedish political-administrative system. However, this change occurred in several steps. A first step was taken in connection with the European Economic Area (EEA) agreement between the European Free Trade Association (EFTA) and the EC. A second step was taken with the membership in the EU. But parallel to the development of European integration the internationalisation of national public administration took place due to the general globalisation of politics and administration in the 1980s.

#### ***1.1. General Structure of the Public Administration and its Training System***

The Swedish public administration structure is in many ways unique. It is headed by the Government, which is aided by the Ministries, the latter of which from an international perspective are very small. The major task of the Ministries has been, up until now, to prepare government matters for the Swedish parliament, the *Riksdag*. The public authorities, agencies or boards are themselves responsible for implementing the decisions of the parliament and the government. They are therefore not directly accountable to the heads of their respective ministry. The constitution lays down the guidelines for relations between the parliament, the government and the public authorities. According to the constitution, all state and municipal bodies, with the exception of parliament and municipal decision-making bodies, are authorities. This also applies to the government and the courts.

In the framework of the Swedish public administration, professional training is the responsibility of each authority or agency. Therefore each agency has organised its own training unit and its own training programme. Until 1992 a special agency -- the National Institute for Public Administration -- co-ordinated these different activities. The responsibility for each agency was further strengthened when the Institute was closed in 1992. However, other agencies have increased their role as professional training agencies. From the perspective of employer, the National Agency of Government Employers has a task in professional training. From the perspective of change in public administration, *Förnyelsefonden* (Fund for Renewal of the Administration) has a role in supporting the modernisation of the public administration. From the government's point of view, the Ministry of Finance has an overall task in administrative policy and also a task in recruitment and professional training for General Directors, who in Sweden head an agency and are the highest officials in the State Administration. Thus the term "fragmentation" could be used to characterise Swedish professional training. Moreover, the fragmented responsibility has given opportunities to private training institutes to play an important role in training of civil servants. Recently universities have increased their role in different training programmes.

There are strong reasons to assume that the main features of the Swedish public administration model will be retained in the light of increased internationalisation. However, within this framework considerable changes will be made.

The general structure of the Swedish public administration is presented in Figure 1 (see below).

## ***1.2. Changes or Adaptations Made Related to European Union Accession***

### ***1.2.1. Internationalisation***

It is clear that internationalisation will have considerable repercussions for large parts of the Swedish public administration. Due to the European integration but also to the globalisation of politics, new demands have been placed on the government and the public authorities.

In 1992 the government formulated its view as follows:

"The integration process will have important consequences for the work of a number of public authorities. Parts of the public administration, its structure, organisation, planning and budget cycles, as well as its expertise will be affected. Some agencies may undergo a fundamental change in organisation and role."

Internationalisation plays an increasingly important role in Swedish society. Extensive contacts across national boundaries create a situation of international dependence for a nation. In small export-oriented countries like Sweden, this dependence is especially important.

National and international perspectives are more and more interlinked in political and economic decision-making and in the activities of the public administration. Thus in Sweden, the political and economic issues are increasingly linked to international conditions. Internationalisation has become more and more integrated into political and public administration work. The boundaries between national and international perspectives are increasingly merging into each other. It is therefore of paramount importance for a country to regard the national and international aspects in unison. European integration as well as changes occurring as a result of the intensification of established international co-operative relationships will have consequences for Swedish public administration.

Sweden is a member of more international organisations than most other countries in the world. The involvement has grown rapidly during recent years. In 1992 Sweden was registered as a member of 2 503 conventional international organisations, IGOs and NGOs. If you also include membership in the category "other organisations" then Sweden's total in 1992 rises to 3 754, placing it tenth in an international comparison.

As an illustration of the internationalisation of the public administration, it can be mentioned that in 1992 Sweden was a member of 91 conventional international organisations where membership was sanctioned by the state. In comparison, it can be noted that France is a member of 88 and the United States of 66.

Another aspect of internationalisation is the agreement with other countries and international organisations. Agreements refer to a contract, report, convention, declaration and the like. Agreements are made by political representatives of the government or civil servants in the ministries. In many cases agreements are made directly between a ministry representing Sweden and another country or international organisation without the involvement of the Ministry for Foreign Affairs. This is a natural consequence of internationalisation when international issues are the responsibility of the ministry dealing with the issues at national level.

Many agencies have wide international contacts over and above special government assignments. It is a fact that within the framework of their day-to-day work they could also conclude different kinds of agreements with foreign collaborators. A special form of international interaction is the international activities of regional and municipal authorities.

With the EEA agreement and the accession to the EU, European integration has become the overriding subject of debate with regard to Sweden's internationalisation. This issue has at times put other international work, such as co-operation and aid to developing countries and relations with North America and South-east Asia, in the background. Nordic co-operation has also been put in a partly new light.

The preparations over the last few years (see below) in relation to the EEA agreement and the accession to the EU have highlighted internationalisation in its widest sense. The work embraces a wide variety of issues and addresses regulation systems and work forms in many different areas.

In order to investigate the effects on public administration in Sweden and to propose actions, the Ministry of Finance set up the "Internationalisation Project" during spring 1992. The initial task for this project was to analyse the specific demands on reorientating the work of the government and the public authorities as a result of internationalisation. Later the task changed as the task force was asked to analyse the consequences of EU membership.

### *1.2.2. The Internationalisation Project*

The conclusions of the "Internationalisation Project" have been subdivided into three sections: the Ministries, government control of agencies, and internationalisation of agencies.

#### The Ministries: Recommendations

Sweden's chances of successfully pursuing issues internationally are to a great extent dependent on its ability to act in a co-ordinated and consistent way. The foundation for this is a clear political strategy and clear priorities, with regard to both substantive issues and division of responsibility. The public administration must act on the basis of shared goals and guidelines as to how issues are to be pursued in an international context and specifically in the EU context. Sweden should speak with one voice based on consistent strategy, regardless of who represents the public administration. The ministries and agencies are extremely aware of the need for co-ordinated action.

The government's role as leader of the public administration is not as clear with regard to the international context as it is in national decision-making and control of public administration activities. During the last few years the agencies have had more leeway to act independently in the international arena. A strategy for control and management of the public administration's international activities is urgently required. Thus the government needs to tighten up its instruments of control and make it clear where government responsibility ends and government agency responsibility begins. This means that the goal and direction of internationalisation need to be made more precise and resources directed accordingly.

A second recommendation is that the responsibility for ongoing negotiation-based political and economic co-ordination should be specified in the Ministries. Studies of EC decision-making have shown the importance of having co-ordinated national actions. A number of EU Member states consciously work towards co-ordinating the action of their respective country's public administration. Those Member states that have best succeeded in getting their public authorities to act as a unit have also been shown to have had an advantage in the negotiations and the decision-making process. EU membership and increased internationalisation also heighten Sweden's needs to co-ordinate and give priority to the positions adopted in international fora. The more complex and far-reaching Sweden's international relations become, the greater the need for a unified national approach.

The task force found that in practice the responsibility for dealing with Sweden's relations in international co-operation was distributed over a number of different ministries and authorities. In especially three areas this diffusion of responsibility was evident. One was the involvement in Central and Eastern

Europe with particular emphasis on the Baltic states. Another was the implementation of the EEA agreement. And the third was the adhesion to the EU, where all ministries and a large number of agencies were directly involved in committees, working groups, etc.

Three different kinds of co-ordination were identified within the Ministries:

1. Co-ordination of international negotiations and Swedish actions in different international forums;
2. Co-ordination of economic consequences on the national budget as a result of Swedish actions and economic consequences of decisions taken internationally;
3. Political co-ordination, ie to crystallise and clarify "important areas for Sweden", and to allocate resources in the Ministries.

The recommendation was the following: the question of division of responsibility for co-ordination within the Ministries should be looked at, so that the responsibility can be defined and allocated rationally between the Prime Minister's Office, the Ministry for Foreign Affairs, the Ministry of Finance and the other ministries. It should be made clear where responsibility lies for co-ordinating co-operation with the EU and other important international bodies. A co-ordination function should be set up. The ministries should regularly report on goals, resources and priorities for their own involvement in EU affairs and other international organisations. The international activities of the public authorities inside each ministerial sector should be included in the report. In this way the government would receive an overview for setting priorities and co-ordinating the international work.

#### The Ministries: Implementation

It has to be noted that the recommendations from the task force are implemented step by step where each authority is responsible for the recommendations. However, certain actions have been taken in order to meet the challenges of Europeanisation of Swedish public administration.

In the parliament (*Riksdag*) a special EU committee has been set up. The experience of Denmark, where the *Folketing* (Parliament) has an important role in EU decision-making, has had an impact in Sweden. In order to strengthen the role of the *Riksdag*, the EU committee receives information on the Swedish standpoints and negotiation mandates in the Council. These consultations take place prior to the Council meetings. Moreover, it is the intention that the special committees in the *Riksdag* should be involved in the decision-making process. Therefore the government presents its policies to the *Riksdag* in special reports. One example is the government's report on EU Environmental Protection Policy.

The Minister of Foreign Trade and European Affairs is the chairman of a consultative body for EU affairs in which interest organisations and other important organisations participate. The aim of the consultations is to discuss EU policy and its repercussions on Sweden from different perspectives and to inform the government of the organisations' opinions on issues dealt with in the EU.

Organisational reforms have also taken place in the Ministries. In order to facilitate co-ordination on policies, the government has set up a special EU delegation in which the under-secretaries of State from the ministries most concerned with EU affairs participate. Their task is to guarantee the political co-ordination of EU affairs. The delegation is chaired by the under-secretary of State in the Ministry for Foreign Trade and European Affairs. The EU delegation has the support of a special secretariat, the EU secretariat, which manages the daily operations in European affairs. Thus the secretariat has the task of managing the preparation of decisions to be taken in the Council and of co-ordinating the actions of the

government in relation to Brussels. Moreover, the secretariat is responsible for directing the Swedish representation in Brussels regarding negotiation mandates in COREPER, etc.

Each ministry has built up, or is in the process of building up, a system of EU co-ordinators. The actual organisation may differ, but membership in the EU has required a special function/special staff for EU co-ordination inside each ministry.

Moreover, it was felt that a special task force was needed for recruitment of Swedish citizens to the EU system. This task force was set up after the referendum.

Another task force or project was also set up in the Ministries, namely project Forum Europa. Its task is to strengthen civil servants' professionalism in European affairs (see below).

#### Government Control of Agencies: Recommendations

In order to be effective, the Swedish public administration model, where the agencies have a high degree of autonomy in relation to the ministries, requires clear control of the agencies and a speedy system for reporting back to the government on the work done by the agencies in international bodies. These requirements are accentuated even more with the involvement in the EU. Such control requires that the government draw up clear limits and mandates for agencies and their civil servants representing Sweden internationally.

The dialogue on international issues between the ministries and the agencies should be improved. The form of these dialogues should be reviewed within each ministry.

A review should be made of information requirements in applications for grants, and in special and annual reports. The aim of the review would be partly to define the information the ministries require from the agencies, and partly to give clear directives to the authorities regarding required information.

#### Government Control of Agencies: Implementation

The basic division of responsibility in the Swedish administrative model should be maintained following accession to the EU. But as EU affairs are defined as foreign affairs, it is the responsibility of the government to make the final decisions. Therefore the ministries have set up a number of working groups in which the agencies in the ministerial sector participate. So far no formal structure has been decided. Each ministry has organised the working groups according to its special structure. But in fact one could say that the structure built up for the EEA and EU negotiations is used for a new purpose: control of agencies in EU affairs.

The flow of information between the ministry and its agencies has increased. But the information system and control of agencies are working in an *ad hoc* way. The Ministry of Finance is presently launching an investigation in order to obtain the necessary facts before considering a change in working procedures and eventually a change in organisational structure.

#### Internationalisation of Agencies: Recommendations

The task force made some observations on the internationalisation of agencies.

European integration is the prime force affecting the agencies. But at the same time it is in the majority of cases not possible to analyse from written documentation how the international work impacts on the work of the agencies. Moreover, few agencies report either the kinds of demands on expertise that are made by internationalisation or that they are representing Sweden in international co-operation.

In order for the government to be able to give clear direction and priority to EU and international work, the agencies should establish which international bodies and working groups fall within their areas of work. Generally speaking, agencies know which international bodies are concerned with their respective areas but the picture of activities in different sub-bodies and working groups is not so clear. Agencies should therefore ascertain which activities are taking place within their area. The point of departure for this should be the agencies' national work seen in international perspective.

For such an assessment, the need for the government to be able to overview ongoing activities was summarised as follows: the agency should be informed of international activities and participate where applicable, in order to collect basic information on which Swedish priorities to set for action and which Swedish interests to pursue.

Participating internationally will involve agencies in building up and joining networks which in itself affords a channel for early information on issues to be discussed as well as an opportunity to influence the selection and formulation of issues for discussion and proposals. This is important to both facilitate the implementation of Swedish policy in the international arena and to enable the individual agency to fulfil its national task. In order to be able to fulfil these tasks, the agencies claim that the resources for international work need to be increased. The task force shared this view, especially in regard to EU membership.

The agencies should study their processing of information. This process is important in view of the government's ability to maintain a unified Swedish standpoint in an international context. This ability is entirely dependent on the agencies' capacity to communicate and co-ordinate with each other. It should be stated clearly who in the organisation has the responsibility for ensuring that there is co-ordination with interested parties in regard to actions taken in different international bodies.

In order to assess what demands will be made on expertise due to increased internationalisation, each agency must analyse the demands which international work has had so far on the organisation, in particular demands for expertise.

#### Internationalisation of Agencies: Implementation

At present it is extremely difficult to make an assessment of the EU consequences for agencies. But some observations have been made. The involvement in EU affairs has been much greater than expected for agencies. The internationalisation of agencies has accelerated. The need for co-operation with ministries is strongly felt, but the system of information and co-ordination is not functioning very well, so far. From the agencies' point of view, precise directives from the ministries are lacking.

Regarding organisation, most large agencies use the system of EU officers and special EU co-ordinating staff. As EU co-ordination is the responsibility of the authority, no central governmental policy resulting from EU membership has been launched. According to Swedish tradition, however, the agencies use the system of reference groups and task forces with participation of other agencies, organisations and firms.



## **2. Needs Assessment for Preparatory Training**

In 1992, the government launched a special investigation with the task of identifying the needs for preparatory training in relation to the EEA agreement and possible EU membership. The EEA agreement was however in focus.

The investigation found that many preparations had taken place in agencies and ministries and concluded that the Swedish model, with its fragmented system of responsibility, could cope with the preparations for the EEA agreement. So a policy recommended that each agency be given the responsibility for preparatory training. This responsibility was seen as a task for the management of the agency.

However, a number of preparatory activities was reported by the investigation. Each agency had adapted its training system to the needs of European integration. Programmes for internationalisation were launched, including training in languages, EC institutions, and EC law, as well as visits to Brussels. However, as each agency ran its own training programme, no overall Swedish strategy could be found.

Recommendations were made to co-operate with the Nordic countries in preparation for Europe. Co-ordination of such an effort could have been made through central training institutes which exist in Denmark, Norway and Finland. But as Sweden has no central training institute, there was and is a lack of partners for the other Nordic countries.

Another recommendation launched the idea of professional training support. The investigation considered in detail the role of the Ministry of Foreign Trade and European Affairs. One fact that the investigation reported was that the staff of the ministry participated widely in different training activities throughout the country, but that the resources for support in the ministry were too small.

The National Board of Trade is an agency with an important role in EU affairs, especially the single market. The agency has considerable expertise and has also had a role in different training programmes. In the agency a special unit for Information on Europe was set up. This unit is a clearing-house for information on EU legislation regarding the single market. Moreover, it has a role in providing information on experts that could be used in different training programmes.

The report of the investigation gave the impression of a fragmented system for professional training with regard to European integration. One initiative of co-ordinated training was reported. The Ministry of Public Administration launched a master's programme for civil servants in 1991. The programme was bought from some Swedish universities and was based on the research activities in these universities. In the programme professional training in international co-operation and negotiation was included. The programme was discontinued after only two years.

The investigation concluded that a need for co-ordination and support of professional training in European integration was at hand. Therefore the investigation recommended that such a support function be introduced as a task in an appropriate authority.

As a result of the membership negotiations, the need for a support function increased. The government decided, therefore, during summer 1994 to launch a project with such a function. The project is called "Forum Europa" and is an integral part of the Government Services Office.

### 3. Forum Europa and Training Strategies

The mandate for the project Forum Europa includes a number of tasks. A central task is to develop professional training in matters related to European integration. Moreover, the Forum should act as a source of information and as an adviser regarding professional training given by national and international institutes. In that capacity its role is that of a consultant to ministries and agencies in professional training for European integration.

Professional training should aim first of all at the needs of Swedish representatives in committees, working groups, expert groups and in the comitology in the EU system. Secondly, the needs of staff in ministries affected by EU membership should be considered. A third group is made up of those applying for jobs in the EU system. The overall rationale is that professional training in European integration is seen as one instrument for increasing the influence of a small country in EU affairs.

The strategy used so far by the Forum has been to develop a programme in European integration on a regular basis. This system is a mix of training organised by the Forum itself, the training organisation inside the Swedish Ministries, Swedish training organisations and international training organisations such as the EIPA in Maastricht, and the Stresemann Institute in Bonn. Moreover, the Forum has been able to use the programme at the Finnish Institute for Public Management.

The training programme consists of three levels of "academic" qualifications: an introductory or basic level, a secondary level, and a third level equivalent to a master's level. This type of training is given in a number of subjects relating to European integration. The idea behind the training programme is taken from the perspective of bargaining and negotiation in the EU system. The programme therefore has a heavy concentration on language and on European and international negotiations. The objective is that all Swedish representatives in the committees, etc. should be trained in what can be called "European negotiations".

A number of other subjects are also dealt with. Each training programme includes knowledge of EU institutions and rules, decision-making, influence within the EU, etc. Moreover, EC law is of paramount importance in Sweden, where the legal aspects of policy and politics have not been at the centre of political and administrative activity. Professional training is also given in policy issues, for example EU transport policy and how that policy is related to Swedish transport policy.

A third group of subjects include political and administrative systems in other EU countries, with the rationale that you have to understand domestic decision-making procedures in order to understand the restrictions for each participant in the negotiations. European cultures, history, social history, etc. have also been included in the programme.

Professional training programmes in the form of study tours to the European Commission in Brussels or to other EU Member states, temporary assignments as *stagiaires* (trainees), and exchange programmes (such as *Karolus*) are also taking place with the support of the Forum.

An important aspect of the Forum strategy is to link its activities to the activities of the agencies. In that respect some co-operation in training could be achieved. Moreover, new needs and common or general needs for professional training could be jointly developed. Considering the number of agencies in Sweden (approximately 200), this effort demands large resources.

As newcomers to the EU, Swedish citizens will have the opportunity to obtain positions in the EU system. On a general administrative level this is done via the EU competition system (*concours*). On a more specific level another system is used. In both cases Forum Europa has the responsibility to train

candidates for jobs in the EU system. Training for *concours* as well as individualised training for candidates are therefore developed in order to meet the needs of those groups.

A new task is growing in post-accession training, which is to adjust the professional training programmes to the experiences gained by the membership. In a medium-term perspective two ways have been chosen. One is what could be called "mentorship" and/or consultancy in developing systems for organisational learning. The other is to closely link the activities of the Forum to the activities of the ministries and agencies. In such a way joint ventures in professional training are developed whereby the experience of each agency can be taken into consideration (See Figure 2 below).

#### **4. Lessons Learned**

A first characteristic of Sweden's preparation of its civil servants is the short-term perspective for professional training in European integration. No explicit strategy was established until rather late, just before accession to the EU. On the other hand, professional training in European integration had taken place throughout the Swedish administrative system. Due to the fragmentation of that system, however, professional training was also fragmented. In the first phase the EEA agreement was paramount to the training activities, which were very extensive and put in place in almost all Swedish agencies.

The needs for preparatory training were investigated by a specially designated expert in the first round, but independently the agencies had made their own investigation of these needs. Regarding the needs for EU membership, this was a task for the "Internationalisation Project" in the Ministry of Finance. But again, most of the needs were established by the regular processes of the training units in the different agencies. In that process several study tours were made to different professional training institutes in Europe.

In the process of establishing needs, no explicit analysis of competence was made. Instead, needs were divided according to position in the organisation: manager, head of section, other personnel. In general, needs were perceived as especially great in the field of EC law and EC institutions.

Professional training in European integration has not been high on the political agenda. The issue has been dealt with in a number of cases but no explicit strategy has been formulated. However, you might call the fragmented responsibility for professional training a strategy. As a consequence, no explicit funds for preparatory training have been available. Professional training in European integration has been included in the general budgets for training in each agency.

On two occasions special funding has been used. One case was the "master's programme" for which the funds were 10 billion SEK. The other one is Forum Europa, with a funding of approximately 4 billion SEK per year.

As has been described in this paper, the responsibility for Swedish professional training in EU affairs rests with each agency. And each agency and ministry has implemented its own programme. In the EEA phase the training was rather intensive and comprehensive, with emphasis on the rules for the Single Market. But when the EEA agreement was postponed, due to among other things the Swiss referendum, the momentum for professional training in European integration was lost. Moreover, the uncertainty of Sweden's accession to the EU before November 1994 contributed to the loss of momentum. A third point is that Sweden lacks a national training institute having as its central task the preparation of Sweden for EU accession.

Assistance from other EU Members and the European Commission is very difficult to evaluate. A large number of contacts have been made between Swedish agencies and institutions in other countries. Study tours, information exchanges, visitors and lecturers from EU staff and other institutions, such as EIPA, have been widely used. Moreover, a special programme of *fonctionnaire stagiaire* (civil servant trainee) in the Commission has been of great importance since its start in 1992. But no systematic assistance by the EC in Brussels has been at hand.

Regarding target groups, it is true that in the early phase of professional training in European integration civil servants dealing with competition legislation were seen as a target group. The EEA treaty meant a great change in Swedish legislation and therefore the judicial aspects of European integration were especially emphasised. In other words, Europe as a community of law appeared at the centre in professional training.

But on the whole a general view was taken, which held that all civil servants should have training in European affairs. In that sense, no particular target group was identified. On the other hand, some agencies identified their own target groups depending on the task of the agency and its internal division of work.

The standard format for training could be described as follows. A training day includes a lecture on the general trends in European integration and how Sweden is affected. A second lecture consists of EU institutions and the decision-making process. A third theme is EC law and its repercussions on Swedish legislation. Generally, the adjustments of Swedish law to EC law are discussed. Moreover, further legal developments and the role of the European Court of Justice (ECJ) are also under review. A fourth theme is the negotiations in the EU system. The work in working groups and/or the comitology is presented and the demands on Swedish civil servants are discussed. Finally, discussions on the future of the EU are also included in such a programme.

Since 1992 the Ministries have also trained its staff in European negotiations through negotiation simulations. A simulation game was constructed and has been widely used. If we should characterise the methods used, training has largely taken place in the form of lectures and to a smaller degree through simulations.

As has been said above, no formal programme was started in Sweden, and so the training has been as fragmented as the Swedish public administration. Yet in some agencies programmes were set up, with training in languages, EU institutions and EC law, and decision-making processes (including negotiations), with the relevant subject area included as modules in the programme.

It is a fact that the preparatory activities decreased considerably when the EEA treaty came into force. Before the referendum on the EU the political climate was fairly negative regarding preparations for the accession. After the referendum and the Swedish membership, the government concentrated its work on the organisational problems for the new tasks, with a concentration on the Council decision-making process. For a Member of the EU this is a necessity, as you have to have a system supporting your national representatives within the Council system. This emphasis, however, has been at the expense of managing strategic action in relation to other parts of the EU system.

Regarding the post-accession training strategies, considerable information has been presented in section 3 above, "Forum Europa and Training Strategies". The work of the project Forum Europa is directed towards building a strategy in a medium- and long-term perspective for professional training in European integration.

The most general lesson learned by EU membership, so far, is that the efforts and resources needed are much greater than anticipated and planned for. The workload on civil servants has increased considerably. In combination with the cut-back policy, due to the Swedish budget deficit, there have been considerable difficulties in encouraging professional training. Although the need is apparent, no rewards are given for professional training. Presently discussions are going on as to how to encourage and facilitate training.

The fragmentation of Swedish public administration means that no cohesive professional training has taken place in Sweden, but there are similarities in the training programmes in the agencies and Ministries. Participation in training programmes has the effect that knowledge of EU institutions and their way of working is rather well covered in Swedish training programmes. We lack, however, the deep understanding and knowledge of the workings of the EU system. To a large extent this is due to the slow start of Swedish preparatory training. In retrospect it is clear that the political support and attention to the problems of EU accession have been too limited. Moreover, no central or co-ordinated training programme was set up for Sweden, either in substance or in funds. It is not until Sweden became a member of the EU that an organisation was set in place to co-ordinate and implement strategies for professional training.

Figure 1. The General Structure of the Swedish Public Administration

JUDICIAL AUTHORITY		LEGISLATIVE AUTHORITY	EXECUTIVE AUTHORITY
General Jurisdiction	Social Welfare, Tax, Local Affairs	RIKSDAG - PARLIAMENT	GOVERNMENT
<i>Three Levels:</i> Supreme Court      Supreme Administrative Court Courts of Appeal      Adm. Courts of Appeal District Courts      County Courts			Prime Minister's Office: Ministry of Justice Ministry of Foreign Affairs Ministry of Defence Ministry of Transport & Communication Ministry of Finance Ministry of Education & Science Ministry of Agriculture Ministry of Labour Ministry of Culture Ministry of Industry & Commerce Ministry of Public Administration  Government Central Services Office
		The Public Sector	
<b>County Councils</b>		<b>Local Authorities</b>	<b>The State</b>
23 county councils 320 000 employees		286 local authorities 730 000 employees	400 agencies 260 000 employees
		Areas of responsibility	
Physical and mental health care Public dental service Regional communication		Child care Care of elderly Social support Compulsory & upper secondary schools Local building planning Local communications Recreation & culture Fire & rescue services Water & sewage	Foreign service Defence Police & courts Higher education & science Special schools Motorways & long-distance communications Labour market service Housing service Social security National cultural institutions Development supervision

Figure 2. The Programme of Forum Europa

Language	Negotiations	The EU System	Policy Issues	EC Law	Social & Cultural Issues	EU Members
<b>III Specialised Courses</b>	International Negotiations (Master's Level)	Committees & Comitology		EC Law (Master's Level)	Culture & European Integration (Master's Level)	Political & Administrative Systems in EU States (Master's Level)
	Lobbying	Union Policy Process (Oxford)	IGC-96	EC Law II	Cultural Seminars	
	Chairmanship	EU Organisation	Social & Industrial Policy		Inter-Cultural Communications	
<b>II Continuation Courses</b>	European Negotiations	EU Institutions & Decision-Making Process	Structural Funds			
			Labour Market Policy			
<b>I Basic Courses</b>	Basic Course in International Negotiations	Basic-Level EU System		Introduction to EC Law	Seminars on Culture, EU Policy, History and Economy in Member Countries	
		EU Documentation				

Introductory professional training for managers, administrators and assistants: the EU perspective.