I. A Theory of Change to transform Public Administration

1. We frame our reflection in the republican values of liberal democracies, which we rephrase as follows:
   a. To pursue and foster personal emancipation, by providing objective, subjective and effective choice. That is, guaranteeing individual resources, emancipative values, and freedom rights.
   b. To put in place quality institutions to optimize life in common and collective decisions.
   c. To guarantee that citizens can have an active role in society by means of full exercise of their civil rights.

2. To achieve the three outcomes, we propose a very simplified theory of change. The main outputs that we suggest producing are:
   a. Efficient and effective institutions, that is, institutions that achieve the maximum number of goals and they do it by minimising the amount of resources they employ.
   b. Competent, skilled and committed public servants, that is, professionals that have an up-to-date professional profile, are goal-oriented and are appropriately incentivised within an optimal organization.
   c. Engaged citizens, that is, a civil society that works with the Administration to improve decision- and policy-making.

3. The main groups of activities that we believe that may produce the expected outputs are:
   a. Open government policies: open data and transparency, participatory and deliberative processes, co-design and collaboration initiatives.
b. A dire reform of the Public Administration, including the way it is designed, it internally operates, it relates with and is responsive to citizens, and the selection and composition of its public servants.

c. Evidence-based policy-making, with implies the availability of structured knowledge when it comes to decision-making, sometimes in the form of internal think tanks.

4. In general, the state – or the Public Administration – should evolve into the concept of being more a platform than a closed hierarchy that works unidirectionally towards the citizen. On a platform, the role of the Public Administration is to “write the orthography and the grammar” and let all actors in the public arena to be free and able to operate on it. That is, the role of the Public Administration is to articulate the ecosystem of public governance – actors, spaces, instruments – so that all of them can recombine to jointly contribute to the whole decision-making process.

II. A transversal architecture for a Ministry of Public Governance

5. We propose the creation of a strong Ministry of Public Governance. The Ministry of Public Governance should be one of the two main arms – along with the Ministry of Finance – of the Government. Both ministries would provide all the required support to the value chain of the government – the provision of sectoral policies and public services – by correctly allocating funding, workforce and material resources; and by correctly combining them and putting them to work in a set of optimized processes and procedures.

6. The Ministry of Public Governance would have three main groups of targets:

   a. The President, the Ministry of Finance and other ministries or sectoral policies.
   b. Local Administrations and other institutions, including political parties.
   c. The civil society at large.

7. The Ministry of Public Governance would be made up by the following groups of functions:

   a. Open Government and integrity, including transparency, data governance and citizen participation.
   b. Planning and evaluation
   c. Interdepartmental coordination and institutional relations
   d. Management of public servants and public administration organization, including local and multilevel administration coordination
   e. Diffusion and citizen advice

8. The Ministry of Public Governance would provide the following groups of supporting tasks to other ministries charged with implementing sectoral policies:

   a. Within the functions of planning and assessment, transparency and data governance, it would help in strategic planning, in producing needed information and knowledge, in evaluation and impact assessment, and in accountability.
   b. Within the functions of public servants and public administration, it would help in designing, building and managing teams, put in place working instruments, methodologies and corporate technologies.
   c. Within the functions of citizen participation and citizens advice, it would contribute to articulate the ecosystem of public governance, would help to map and gather all relevant authors around a given policy, would identify the spaces – formal and informal – where deliberation takes place, and would work to foster alliances between different kinds of actors to promote common projects.
9. Key strategic projects that should be led by the Ministry of Public Governance include
   b. Drawing intersectional strategic plans.
   c. Fostering scientific-, technical- and evidence-based public policies by helping to build in-house think tanks.
   d. Be responsible of the integral cycle of public policies, from diagnosis to evaluation.
   e. Propose models for the public servant, including their ways of access, organization, profiling, functions and skills.
   f. Propose models to simplify, decentralize, bring closer and make more responsive the Public Administration.
   g. Propose models to go from the Administration of the document to the Administration of the data.
   h. Propose models to pool local services in order to optimize them.
   i. Regulate multilevel Public Administration.
   j. Regulate citizen participation.

III. A transversal profile for public servants

10. We propose a given model of public servants where knowledge management is key, at three levels of outcome:
   a. Knowledge transfer – between people and organizations – is institutionally encouraged and facilitated by policies, methodologies and instruments that actually enable it. Knowledge must circulate fluidly so that standards and improvements are applied everywhere.
   b. Where there is a lack of knowledge, research and innovation find institutional support, so that challenges are properly addressed and solutions are found or created and applied everywhere.
   c. Communities are the natural space for knowledge transfer and innovation. Learning among peers and working transversally through teams is an excellent way for constant improvement.

11. To achieve these outcomes a set of three outputs is expected to be produced:
   a. Processes are (constantly) evaluated and redesigned (if necessary) to achieve optimal functioning of the teams. Sets of skills are at the core of process design.
   b. Redesign of processes necessarily leads to organization change, which becomes project-based to optimize the mix of skills that public servants bring in the teams.
   c. Upskilling and reskilling are encouraged to avoid obsolescence of skillsets. Open learning models are put in place to bring agility, ubiquity and timeliness to the upgrading or acquisition or upgrade of skills.

12. The main groups of tasks that should be performed to achieve these outputs and outcomes are:
   a. A proper definition of sets of skills, functions and profiles.
   b. A selection model based on such skills and a unique clearing house for all levels of the Public Administration to allocate public servants in the needed places. This would bring consistency and coherence across the whole system of Public Administration.
c. A training strategy for public servants and a recurrent process to measure their performance and provide incentives to encourage improvement (or avoid undesired behaviours).

13. In general, the Public Administration should behave or work as a learning platform and as a research and innovation platform. As it happened when we spoke about “the State of the Public Administration as a platform”, the goal is not that the Public Administration “does everything”, but that it sets the necessary conditions so that all the actors (of the public ecosystem) can freely articulate strategies to learn and to create applied knowledge to improve (transform) the public service and the policy-making processes.

**IV. Producing thought and innovation: The School of Public Administration**

14. A way of doing this is strengthening the role of the School of Public Administration (i.e. the École Nationale d’Administration) as the backbone of the whole public governance ecosystem. The School is a natural gathering place where different profiles of public servants and levels of the Public Administration converge despite distinct hierarchical adscriptions or their many functional differences. The power of the School to articulate the ecosystem could be used as leverage.

15. We propose three ways to leverage this articulation power and to put into practice the paradigm of the State or the Public Administration as a platform:

a. The School as a **learning platform**, by putting communities of learning at the core of the whole learning process, which would of course include open educational resources and formal learning products.

b. The School as a **research and innovation platform**, by also leveraging the activity of communities of learning and turning them into communities of practice. They would be encouraged to produce innovation after putting in common their needs and benchmarking their experiences. All innovation would be addressed towards the (radical) transformation of the Public Administration.

c. The School as the **backbone of the whole public governance ecosystem**. By providing learning and innovation services, the School would act cross-sectionally and intersectionally. The School would thus embody the idea and in practice articulate the (single) ecosystem of Public Governance, which would include not only the Public Administration, but also the academia, the civil society and private firms.
Government as a Platform for the Governance of the Public Ecosystem

Ismail Peña-López

Forum on Restructuring the Lebanese Public Administration
Barcelona/Beirut, 11/11/2021
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A Theory of Change to transform Public Administration

Products

- Open Government
- Public Administration reforms
- Evidence based policy-making

Outputs

- Engaged citizens
- Competent, skilled, committed public servants
- Efficient and effective institutions

Outcomes

- Civil Rights
- Quality institutions
- Personal emancipation

The State/Administration as a platform

Articulation of the ecosystem of public governance

Generalitat de Catalunya
Escola d'Administració Pública de Catalunya

Theory of Change

Architecture

Public Servants

School
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A theoretical-practical proposal for the debate
Ministry of Public Governance. Supporting value chain

Ministry of Public Governance

- DG Planning and Assessment
- DG Transparency and Data Governance

Other Ministries / Sectoral Policies

- Specialized knowledge
- Strategic Planning
  - Information
  - Accountability
  - Evaluation
- Projects and sectorial policies
- Strategic, transversal and structural projects
- Foreign funds and investment
- Economic resources
- Government funding

Ministry of Finance

- DG Public Servants
- Teams
- DG Public Administration
- Instruments and technologies
  - Methodologies
- Economic resources
  - Projects consortia
- Third parties’ funding

- DG Citizen Participation
- Ecosystem of public governance
  - Actor mapping
  - Space mapping
  - Fostering of alliances

Theory of Change

Architecture

Public Servants

School
Ministry of Public Governance. Structure and strategy

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Theory of Change of the Government:
- Intersectional strategic plans
- Law of Citizen Participation
- Scientific-, technical- and evidence-based public policies
- Law of multilevel Public Administration
- Integral cycle of the public policy
- Project-based work
- Pooling of local public services
- New public servant Access and organization based on profiles, functions and skills

Architecture:
- Delegates of the Government
- Public Tech consortium
- School of Public Administration

Public Servants:
- New public servant Access and organization based on profiles, functions and skills

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A theoretical-practical proposal for the debate
A transversal model for public servants

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The Public Administration as a learning platform

The Public Administration as a research and innovation platform

The Public Administration as the backbone of the whole public governance ecosystem
III. Producing thought and innovation: The School of Public Administration

The Catalan case
The School of Public Administration

- Learning
  - The School as a learning platform
- Training
- School of Public Administration
- Transformation of the Public Administration
  - The School as a research and innovation platform
- Public Administration System
  - The School as the backbone of the whole public governance ecosystem
The School of Public Administration

Learning

Learning and knowledge resources

Self-learning

Diagnosis of needs
Learning plan
Learning goals

Analysis

Communities of Learning and Practice

Administration
Academia
Private Sector
Civil Society

Facilitation

Learning model
Educational tech
Learning resources

Learning management

Knowledge Management

Research

Talent Development

Transference

Transformation of the Public Administration

School of Public Administration

State-level Public Administration system

Institutionalization (Law of School)

Public Administration System

Scope of Learning
Scope of Transformation
Scope of Articulation

Theory of Change
Architecture
Public Servants
School