



## RESTRUCTURING FORUM

Discussion forum about restructuring the Lebanese public sector  
to increase its effectiveness and provide better services to the citizens

### Government as a Platform for the Governance of the Public Ecosystem

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Note on reforms of Public Administration in Lebanon

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#### *1. 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 these 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
  - a. Proposing a Theory of Change of the Government.
  - 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.



Generalitat de Catalunya  
**Escola d'Administració Pública  
de Catalunya**

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**Ismael Peña-López**

Forum on Restructuring the Lebanese Public Administration  
Barcelona/Beirut, 11/11/2021

## Table of contents

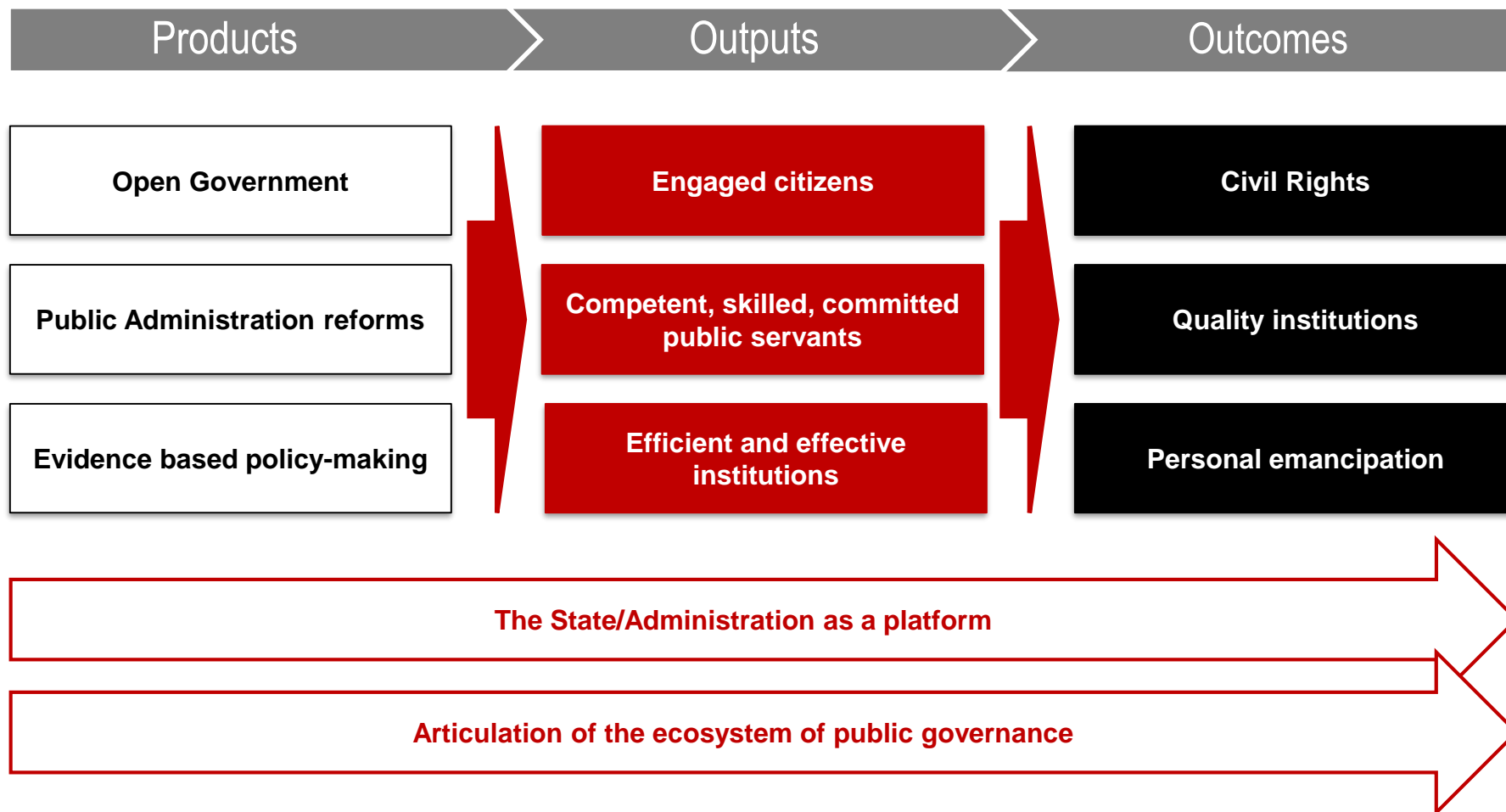
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- I. A Theory of Change to **transform**  
Public Administration
- IIa. A transversal **architecture** for a  
Ministry of Public Governance
- IIb. A transversal profile for **public servants**
- III. Producing thought and innovation:  
The **School** of Public Administration

# I. A Theory of Change to transform Public Administration



# A Theory of Change to transform Public Administration



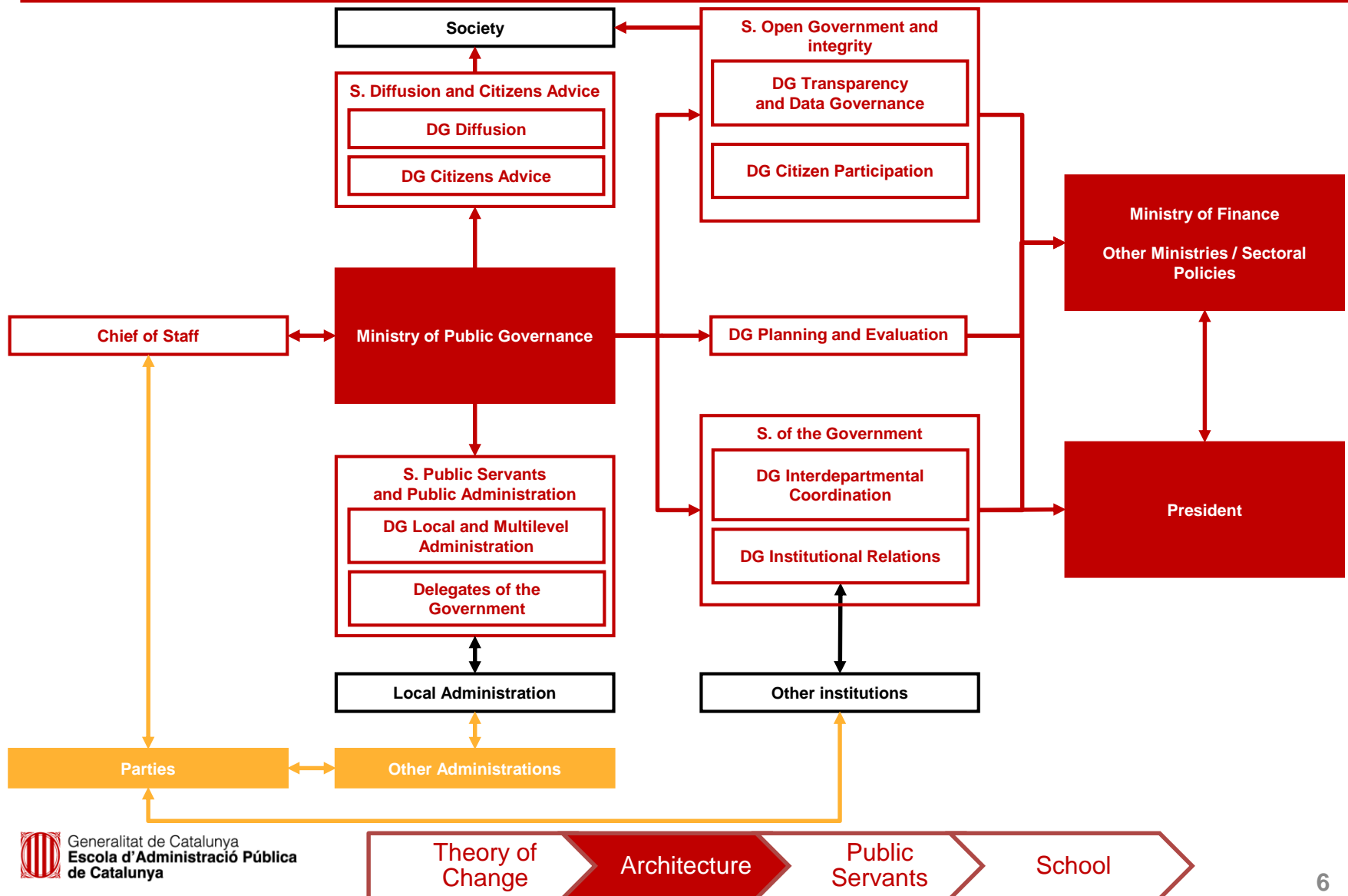


# Ila. A transversal architecture for a Public Governance Department

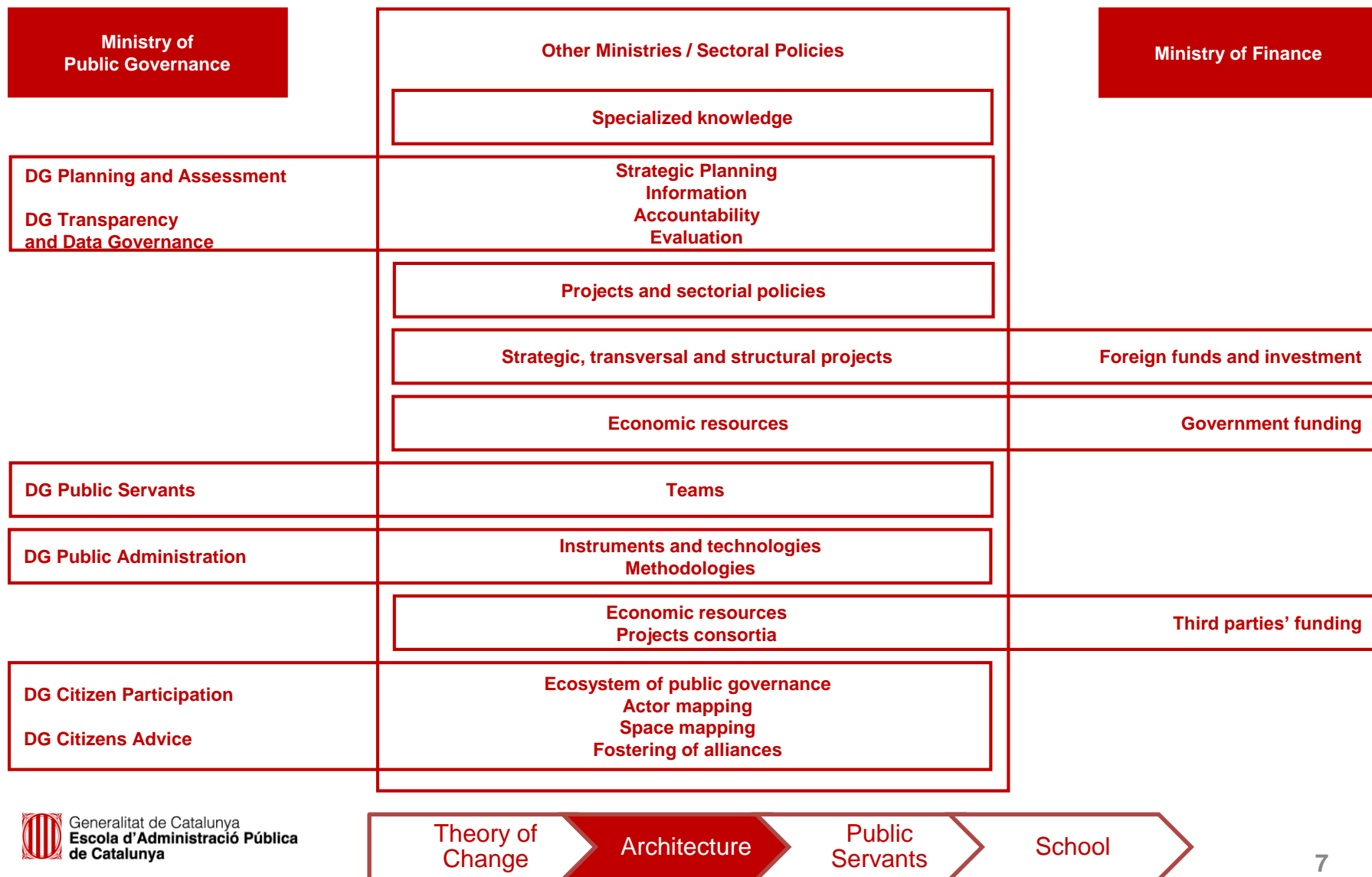
A theoretical-practical proposal for the debate



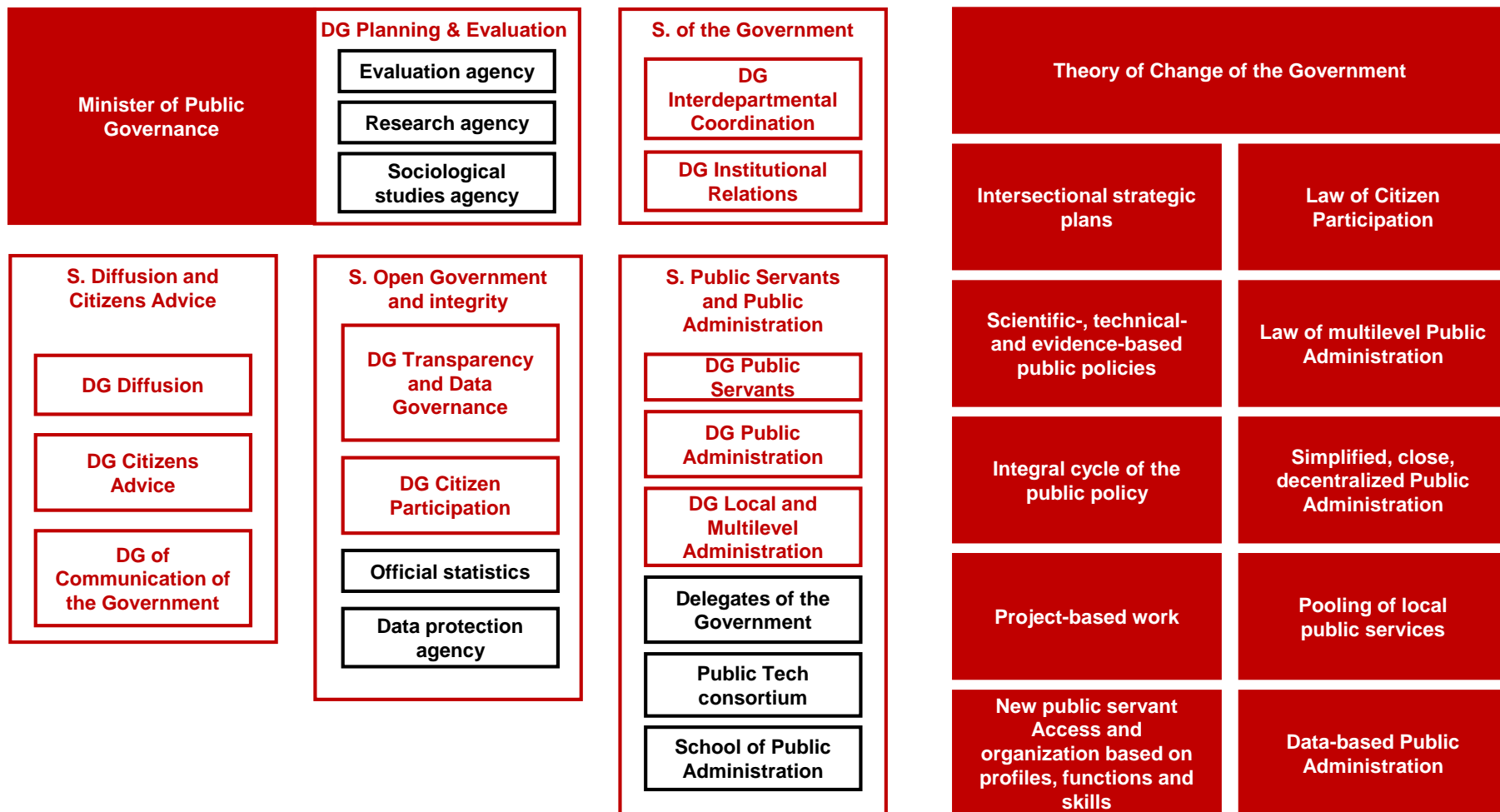
# Ministry of Public Governance. Target groups



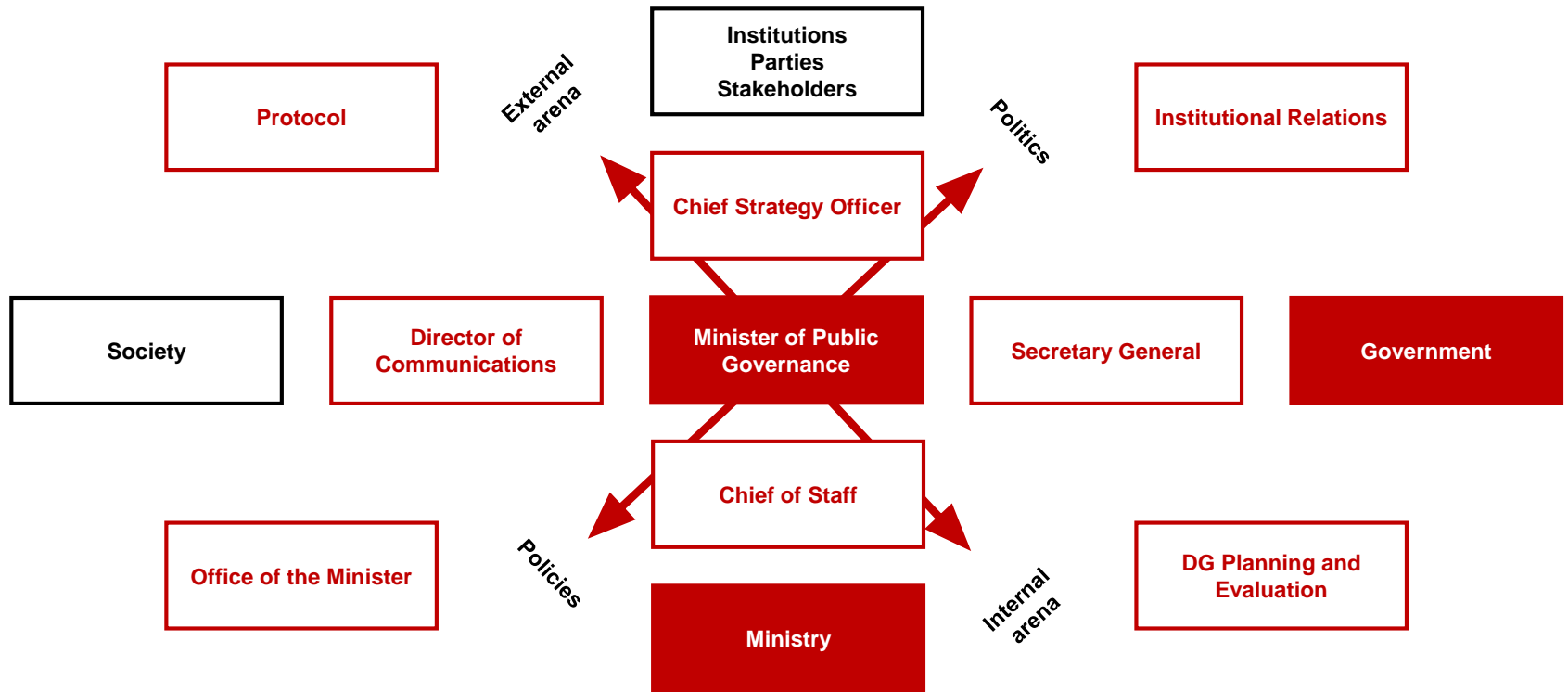
# Ministry of Public Governance. Supporting value chain



# Ministry of Public Governance. Structure and strategy



# Ministry of Public Governance. The minister team

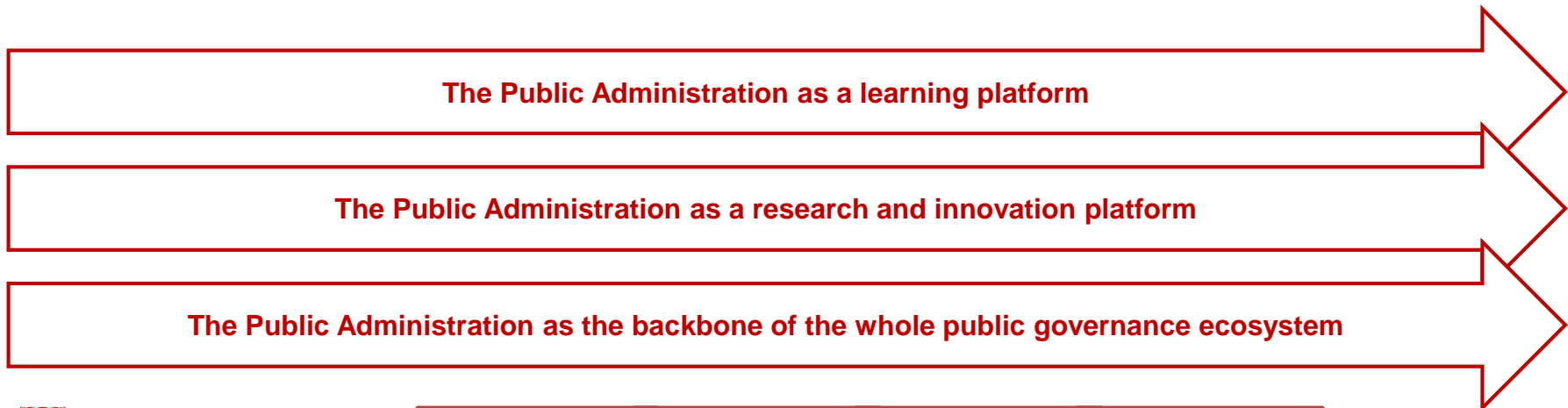
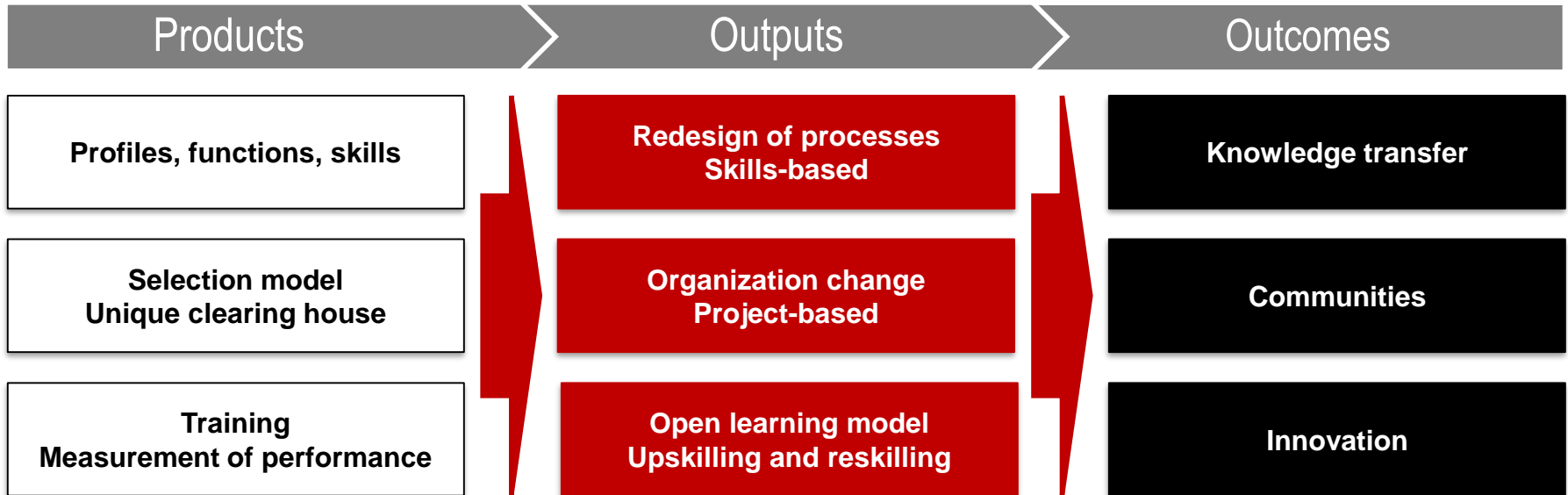


## **Ilb. A transversal profile for public servants**

A theoretical-practical proposal for the debate



# A transversal model for public servants



# III. Producing thought and innovation: The School of Public Administration

The Catalan case



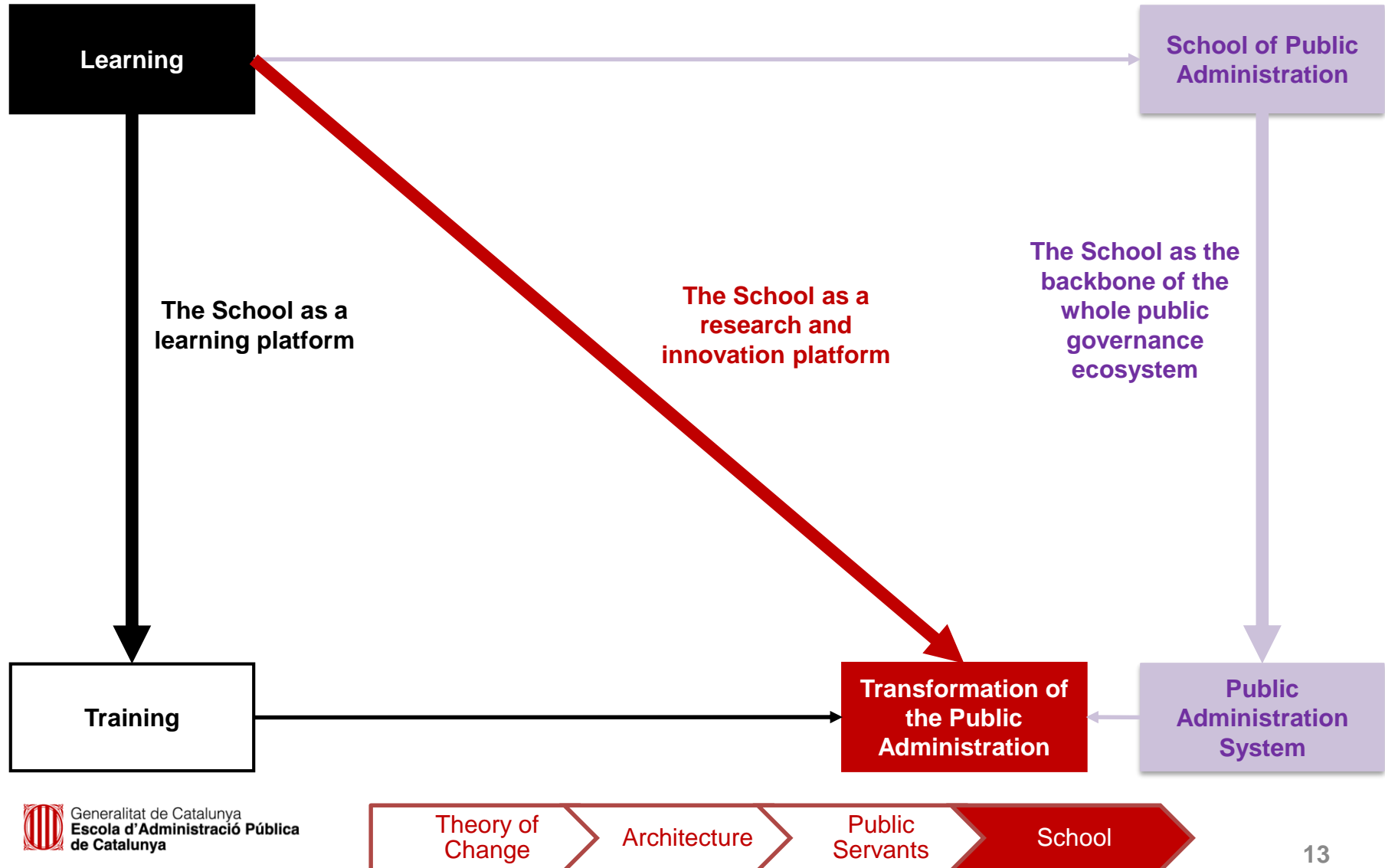


# The School of Public Administration

Scope of  
Learning

Scope of  
Transformation

Scope of  
Articulation

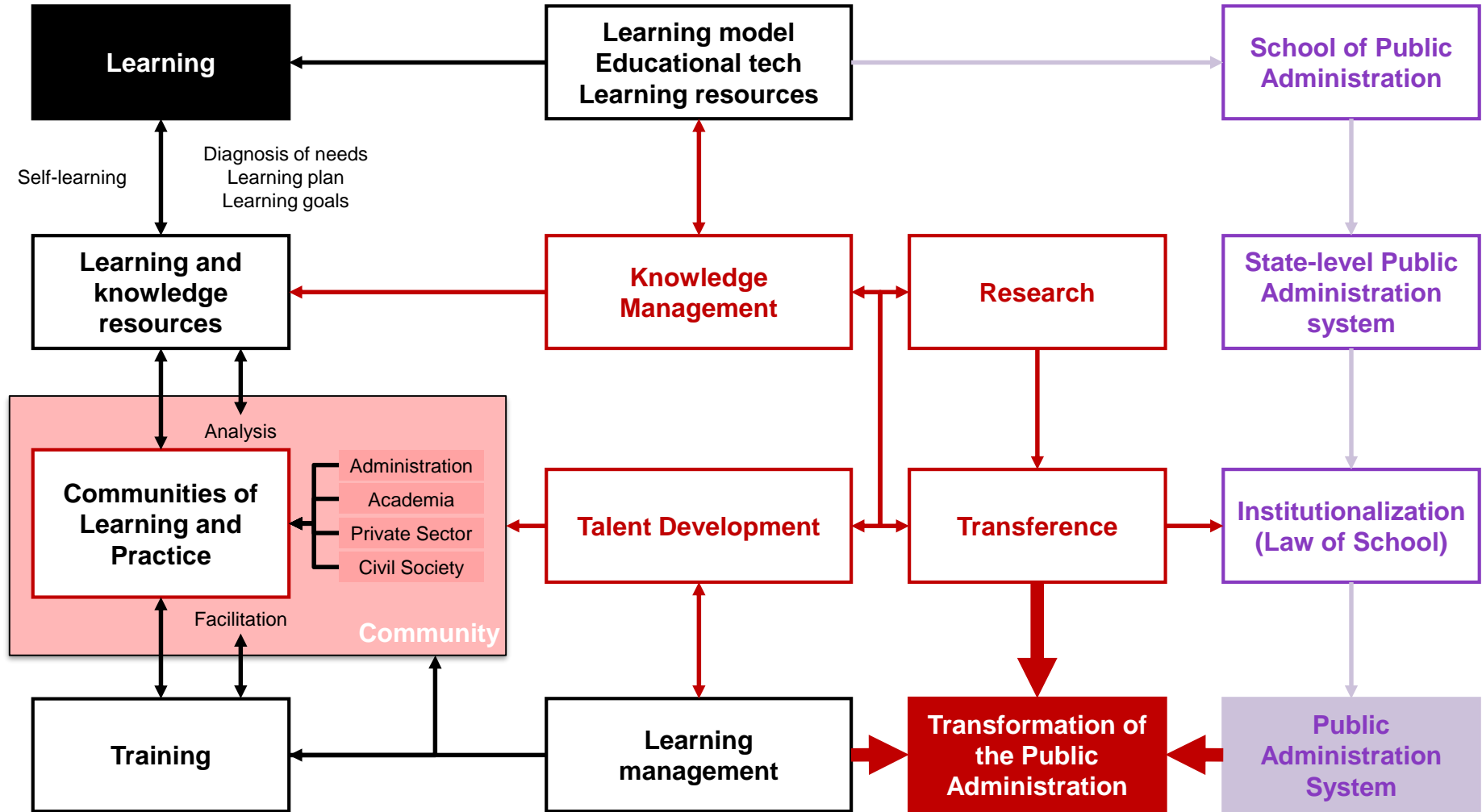


# The School of Public Administration

Scope of  
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