

National Institute of Administration and Development (NIAD)
Survey Findings

Introductory Remarks

The NIAD was originally established as integral part of the CSC and was entrusted with the main task of improving the quality of civil servants through the preparation of candidates for jobs in the public service and the training of existing government employees.

In May 2000, a Law was passed which changed the status of NIAD to an autonomous agency under the tutelage of the CSC and introduced some slight changes in its functions. The name of NIAD was also changed to the Institute of Public Administration (IPA). This Law stipulated that the organizational structure of IPA will be defined by its Board of Directors, which has not yet been appointed.

In light of the above, ARLA had no choice but to focus its attention on NIAD in the hope that some of the lessons learned from its experience might be useful in the future attempt to organize the IPA.

Functions of NIAD

- To prepare candidates for jobs in the fourth and third categories in the public administration, autonomous agencies, municipalities and other public institutions.
 - To train existing employees in the above-mentioned agencies.
 - To organize local and international seminars that include Lebanese and foreign officials, that deal with administrative and developmental subjects.
- To conduct research and studies in the fields of public administration and development and to publish bulletins, journals and books and to cooperate with other countries and institutions in the exchange of information relating to new developments in the fields of public administration and development.

Observations and Comments

In the light of our review of the experience of NIAD the following observations could be made:

1-Since its establishment, NIAD has not made any serious effort to evaluate its preparation and training programs, and its impact on the public administration as a whole. It has not even developed a system to evaluate the effectiveness of individual preparatory and training sessions and to seek the reactions of participants and ministries concerned to such activities. Also, there has been no attempt to assess the cost of activities of NIAD, which many believe was quite high compared to the actual benefits or returns from such an investment.

One serious gap in this regard is the lack of any review that attempts to compare the on-the-job performance of graduates of the pre-entry preparatory program as to that of new employees appointed on the basis of competitive tests. There are some who believe that one-year of actual service in a government job might constitute a better preparation for a new employee than one year in the NIAD's pre-entry program.

2- Since its establishment NIAD has not conducted any study to determine the real training needs throughout the public administration and to formulate a long term training strategy on the basis of these needs.

As a result the training activities of NIAD were not related to any objective study of real priorities. And although the Lebanese Public Administration is in need of training in practically all fields and specialties, its resources in this regard are very limited and should be based on carefully identified needs and priorities.

NIAD has also failed to conduct an evaluative review of its curricula, both in the pre-entry training and training programs, to determine their relevance and effectiveness or of its exams to determine the degree of their validity and reliability.

3- When NIAD was established in 1959, its pre-entry preparatory program was supposed to last for two years and included four areas of specialization, similar to those in the French National School of Administration. The program also included internship periods in both the public and private sectors. But shortly after the establishment of NIAD a law was issued in 1962 shortening the preparatory program to one year (actually 11 months) and abolishing the fields of specialization. This change, which was justified by the urgent need of the government to fill vacancies in category three of the civil service, had some adverse effects on the work of NIAD, which could be summarized as follows:

- The abolishing of the field of specializations in the pre-entry program has made it too general and theoretical without sufficient attention to practical aspects essential in such a program. The fields of specialization were replaced by a general core of courses taken by all participants regardless of the job in which they will be appointed later. There is no doubt that a degree of specialization outside the core courses is highly desirable in view of the diverse needs of the government and the variety of jobs for which the participants are being prepared.
- The compression of the pre-entry program to one year instead of two, has led to a significant shortening in the internship period and has deprived the program from a badly needed practical dimension. The theoretical focus of the program is enhanced by the fact that many of its courses are repetitive of the academic courses, which many of the participants have just completed at college. The predominant method of teaching used, which is the lecture, has also helped to aggravate this problem. The repetitiveness of the program is made worse by the fact that some of the instructors teach the same courses at NIAD and at some of the universities from which some of the participants have recently graduated.

- The reduction in the period of pre-entry preparation has inevitably resulted in a highly intensive program considering the number of courses taught and the internship periods required. In many instances the program involved over 20 hours of class work per week which is excessive by any standards. Instructors and participants alike have often complained from this and recommended an extension in the duration of the program.

4- Since its establishment NIAD has not been able to attract any full time instructors. Instead it relies on a number of part time instructors drawn from former or existing government employees and to a lesser extent from academia. There are very few instructors from private sector organizations. NIAD has not given much attention to training some of these instructors in new training methods and techniques.

The pay rates for the teaching staff are not competitive with market rates and constitute one of the main obstacles to attracting better quality instructors.

5- Despite the fact that the law provides for the in-service training of civil servants in categories four, three and two, NIAD has held only one training session for higher level civil servants in category two in 1961.

The main emphasis in the in-service training program of NIAD has been on the regular training sessions in general administration. Very few specialized trainings sessions were conducted upon the request of some of the line ministries. As an example only two training sessions were held in the field of information technology since the establishment of NIAD.

6- One of the serious problems which NIAD has faced since its creation, is the reluctance of civil servants to voluntarily seek training for a variety of reasons that can be summarized as follows:

- The belief in training as a continuous process for self-development and improvement is not yet widely accepted in Lebanon.
- There is a wide spread belief among civil servants that training is not related to career development since advancement in the job does not depend on considerations of merit and qualifications but rather on political and sectarian considerations. In such an atmosphere the value attached to training tends to be quite low.
- NIAD has not been able to develop the necessary credibility and acceptance to make its training programs sufficiently attractive to many civil servants.

As a result of such a situation, civil servants are primarily interested in completing one training session, which according to the law is a pre-condition for promotion to a higher category and which they consider as the capstone to their career. Once this requirement is satisfied most civil servants have to drafted or forced to participate in other training sessions. Obviously, such a situation is not conducive to a healthy learning atmosphere.

7- It is quite clear that NIAD has not devoted much attention to research activities which are an integral and indispensable part of any training institute, especially one that gives priority to pre-entry preparation. Research is essential to develop and update programs and staff, to adapt teaching programs to local conditions and needs, to promote a better understanding of existing problems in the government administration, and above all to develop teaching materials for the instructional programs. A research program is also essential to train participants in research skills and to develop in them a disciplined and scientific outlook needed in dealing with the problems, which they face in their work.

It must be pointed out that the present NIAD library is seriously lacking in terms of physical facilities, collection of books, documents and journals, and staffing and cannot possibly fulfill its role as a tool for facilitating research activities. Most important in this regard is the lack of access to the Internet and the tremendous opportunities that it offers to researchers.

8- Teaching methods in NIAD are still primarily limited to the conventional lecture. Little use is made of other methods such as case studies, project preparation, role playing, simulation etc... More importantly, there is an almost total lack of computer based teaching facilities.

9- Although NIAD draws some of its teaching staff from some of the universities in Lebanon, it has not been able to develop any serious cooperative relationships with them. In view of the very limited resources of NIAD and the vast combined resources of the large number of institutions of higher education in Lebanon, such a close cooperation and interface with them is clearly in the interest of NIAD.

10- The buildings, equipment and physical facilities of a training center are extremely important in enabling it to perform its functions properly and also in projecting a positive image that can enhance the prestige and respect of such centers. Needless to say that the present premises of NIAD and its equipment and physical facilities are lacking in many respects such as offices for administrative and teaching staff, teaching and meeting rooms, conference center, library facilities, etc...

Ideally, a center like NIAD should have new quarters specially built and equipped to meet its special needs. Actually this was the intention of the Lebanese government when it entered into an agreement with the French government to establish the new Institute of Public Administration (IPA). But unfortunately, these plans have since been abandoned for unknown reasons.

BMB - LDK
Programme Monitoring Consultants to the
Office of the Minister of State for Administrative Reform
Beirut - Lebanon

Memorandum

To: Mr. Atef Merhi, IDU Acting Director, OMSAR

From: Dimitrios Sfikas, PMC Team Leader

Cc: Dr Raymond Khoury, TCU Director, OMSAR
Mrs Roula Kabbani, EU Project Coordinator, OMSAR

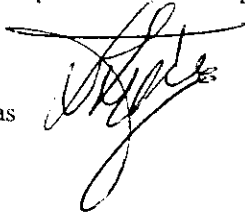
Date: 21 December 2000

Subject: **Institute of Public Administration (IPA)**

Dear Mr. Merhi,

I am pleased to attach herewith the proposals for an activity plan in the Institute of Public Administration (IPA) , as per the PMC Workplan July 00- June 01.

Kind regards
Dimitrios Sfikas



Institute of Public Administration

Proposals for Institutional and Administrative Development

1. Proposals for Administrative Development of the Institute of Public Administration.

The proposals are meant to create a comprehensive basis of understanding for the institutional and organizational development of the Institute of Public Administration. The operational plan is a concrete approach of the implementation of the proposals.

The Government has recently adopted a law enacting the establishment of an independent Institute of Public Administration (IPA). In this law is determined that the IPA has administrative and financial autonomy and is under the tutelage authority of the Civil Service Board (CSB).

The organizational decree for this institute has not yet been issued. This decree will be issued by the Council of Ministers upon recommendation of the Board of Directors of the IPA which has not yet been appointed.

The results of the fact finding survey and analysis on the performance of the former NIAD which was undertaken in November '00 and December '00 will be taken into account

1.1. Proposals.

1. *The institutional and organizational development of the Institute of Public Administration should be based on a National Training Policy and Strategy as part of a broader strategy for human resources management for the Lebanese Public Administration. For the purpose of the development of this National Training Policy & Strategy, it is desirable to take into account the results of the following studies and reviews:*
 - a) *Conduct a survey to assess the training needs of the Public Administration.*
 - b) *Undertake a review of the curricula of its preparation and training programme.*
 - c) *Conduct a review of the existing testing system in the preparatory programme.*
 - d) *Evaluate the existing training programmes.*
2. *Given a National Training Policy and Strategy, the Government should establish a general policy framework for the future development of the Institute of Public*

Administration. This policy framework should define the objectives of the Institute of Public Administration, the identification of the required human, financial and material resources to achieve these objectives.

2. Operational Plan.

Activity # 1: Drafting of a policy framework for the institutional and organizational development of the IPA.

This administrative development document will deal with the following subjects: (i) formulation of the short term and long term objectives of the IPA organisation, (ii) formulation of the mission, role and functions of IPA given the restated organisational objectives, (iii) description of new tasks in terms of specific objectives and scope of activities.

Time schedule: January '01 – February '01

Result: Policy framework document adopted by the Board of Directors of the IPA.

In November '00 and December '00 several meetings have been held with the management of the CSC on the development of ARLA assistance to the Institute of Public Administration.

The first step in the process of establishment of an Institute of Public Administration is the design of a policy framework for institutional and organizational development of the IPA. This policy framework will be used as a basis for the formulation of organizational and operational structures, rules and procedures for the operations of the IPA.

Activity # 2: Drafting of a paper for the organizational structure of the Institute of Public Administration (IPA).

Time schedule: February '01 – March '01

Result: Paper on the organizational structure of IPA adopted by the Board of Directors.

The preparation of the above paper is to assist the new Board of Directors of IPA to formulate and submit their proposals to the Council of Ministers on a draft decree for the organizational structure and operative tasks of the institution with possible alternatives and regulations to be adopted.