

INTER-AMERICAN DEVELOPMENT BANK

REGIONAL POLICY DIALOGUE

PUBLIC POLICY MANAGEMENT AND TRANSPARENCY NETWORK

SECOND MEETING: CIVIL SERVICE REFORM

***SENIOR PUBLIC MANAGEMENT SYSTEMS IN LATIN AMERICA:
ANALYSIS, PERSPECTIVES AND CONCLUSIONS***

DRAFT

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Washington, D.C., April 4-5, 2002

Note: This document is part of a series of papers commissioned by the Inter-American Development Bank for the Regional Policy Dialogue. This document is under review, therefore it should not be cited as reference. The opinions expressed herein are solely those of the authors and do not necessarily reflect the position of the Bank.

(Original document in Spanish)

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SENIOR PUBLIC MANAGEMENT SYSTEMS IN LATIN AMERICA: Analysis, Perspectives and Conclusions

I. INTRODUCTION

In recent years, the governments of the region have intensified efforts to modernize the management of many public institutions, whether within the executive, legislative or judicial branch. The incorporation of new administrative practices and techniques, generally intended to improve the services the State provides and to grant more transparency and responsibility in public activity, demonstrates how the growing concerns of governments and other State institutions has resulted in some cases in reforms that seek to establish real change in the government-citizen paradigm.

The ability of the senior public sector managers to lead, drive, and make the strategies of change permanent is one of the key elements of the success of such transformation processes, both from a theoretical point of view and in light of the experiences of more developed countries that have faced the challenge of major transformations within their public services.

This document analyzes the experiences of senior public management officials within the central governments of Brazil, Colombia, the Dominican Republic and Chile. Its goal is to present a panorama of the stages of development of the systems of senior management in Latin America and their standing as key elements in promoting the public management modernization processes in the region.

The study was conducted using qualitative methodologies that investigate the opinions and evaluation of parties involved in developing government modernization processes, and supported by reviews of available documentation on the government modernization processes and historical-cultural analyses of the administration of those processes.

The opinion of those involved was gathered in a series of semi-structured interviews. The documentary review and the historical-cultural analysis were carried out through examination of the following: an extensive bibliography, the standards of each of the countries studies (i.e. their laws, decrees and accords), documents with official information from the countries and from international agencies, presentations from authorities and employees at international conferences and seminars, and information available on official web sites of the countries, of international agencies, and national and international study centers.

The first section of this paper introduces the primary objective of the document. The second outlines the definition and scope of the concept of "senior public manager" used in the study, followed by a chapter on defining the variables and observation model that will be used. The fourth chapter outlines the description of the status of the senior management systems in the countries researched. The fifth deals with the good practices of these systems; and the sixth presents the development perspectives and conclusions about these systems.

Finally, it must be noted that this project was carried out with the cooperation of countless persons who shared their knowledge and resources to make it possible. The participation of the IDB Representations and that of the Network members in each country merit special mention.

Annex 1 analyzes the historical-cultural evolution of the four countries analyzed. This material was very useful in analyzing those variables, which in the opinion of the author are essential to

determining the factors of change in the countries and the variables' relationship with the Public Management systems in general.

II. PUBLIC MANAGEMENT. DEFINITIONS AND SCOPE

Management: The activity of organizing and guiding for (socially desirable) results the components of an institution or company; or those involved in a project who assume the responsibility of its public activity¹

The processes of modernizing the government in Latin America have been part of a broader effort to modernize society. This effort came as a response to the economic crises and as a way to address the challenges that the political and social democratization processes present to our countries in an environment of growing economic globalization.

These modernization processes have required various degrees of change in the efficiency and efficacy of the activity of public administrations and have, more specifically, been translated into various initiatives to change Public Management. In fact, the efficacy and efficiency of Public Management have now become basic conditions for not only reforming the government, but also supporting successful competition and economic development.

The ability of senior managers to lead, drive and make the strategies of change permanent is one of the key elements for the success of these transformation processes. This is supported by those researching international experiences in this area and especially by the successful cases of the more developed countries.

In this study, when we speak of senior public managers (or senior managers), we are referring specifically to the top executives of the public agencies of the administrations of the national governments (sometimes called the central civil administration of the government). Therefore, non-national administrations, public sector companies and the armed forces and police are excluded. The political authorities of the government such as the secretaries, deputy secretaries, under secretaries and their respective advisory bodies are also excluded.

Accordingly, we focus on those persons responsible for the management of public entities that have budgets, personnel and assets to be used to carry out specific public functions in the central government. They are typically the heads of public services in their broadest variety, including regulatory agencies, direct service providers to the population, internal service providers, etc.

Even when there are differences in specific definitions and regulations, senior managers are easily identifiable as intermediate components between the political representatives and civil service personnel. While their areas of responsibility approach those of private managers, the functions of the senior managers identified here are marked by differences such as a) a more restrictive legal-administrative operating system, in that they can perform only those tasks *permitted* (unlike in the private sector, where managers may do anything that is not *prohibited*); b) little or no room to act on the organizational structures or processes; and c) their actions are influenced by the impact that their decisions can have in the political arena, not only by concerns of the effectiveness of providing the services for which they are responsible.

While the fact that these differences have significant consequences when interpreting reality and proposing solutions—and make it possible to align this body of [public] officials with the government reform and modernization processes—they have made the adoption of a “management model” for Public Management, whether open or tacit, inevitable in all the cases studied.

From this conception, significant openings arise that contribute to increasing the strength and efficacy of Public Management. Some important ideas from this vision are:

- Management operates under the logic of efficiency and the quest for productivity. Its actions are directed toward providing services and assistance to the population, actions through which managers put policy decisions and goals into practice. Efficacy is evaluated by comparing the results with the goals and demands of users or clients.
- The act of managing is attempting to achieve the goals established through organizations that are the method of combining efforts, which is characteristic of modern human societies. Since handling change is one of the most complex problems facing organizations in their never-ending struggle to produce results in an environment that is evolving dramatically, it is necessary to have the best professionals in the public services so that they are the ones who effectively lead these transformations.
- Through management, better-designed policies and bolder attempts in both economic and social policies will be implemented or thwarted. M. Maringodd (1980) confirms, "It is on the management level that humanitarian attempts (social-political) can emerge from the plane of intentions and be transformed into effective successes. That is where the programs succeed or fail."
- Its function is not to create or overcome conflicts or opposing interests. It is an activity or technical area that is very involved in the praxis and performance of the system that does not theorize the problem. [Managers] seek certainty or reduce ambiguity by applying models of efficiency and instrumental rationality.
- Their activity is measurable and, therefore, subject to evaluation of individual performance with pay and track consequences (success or failure in this labor market), based on a contractual relationship.

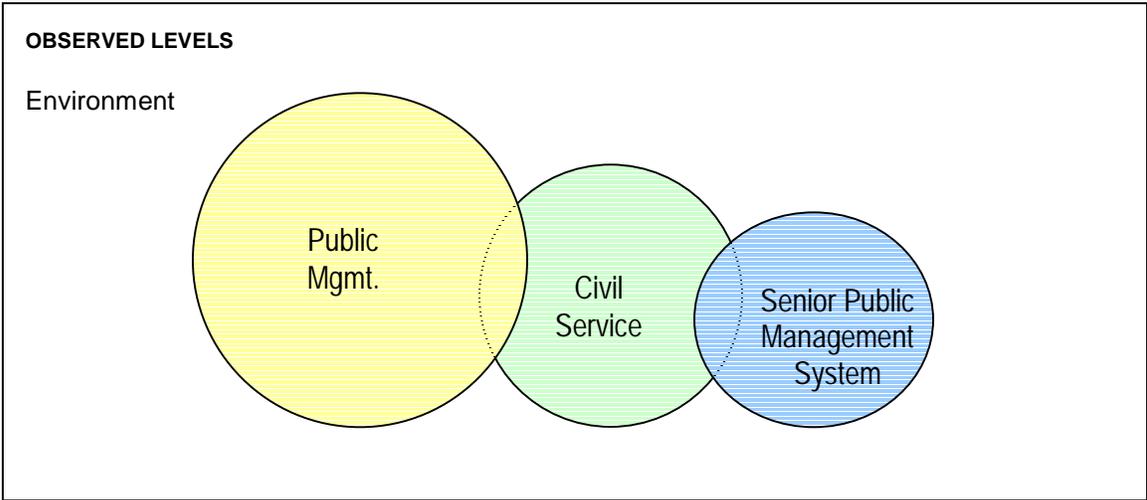
However, some consequences arise from the public nature of these "Managers":

- Their actions must consider not only the optimization of resources, but also not postponing the social missions, cultural guidelines or political priorities of their constituents. When evaluating the results, the social costs, environmental impact and demands of the citizens must be considered relative to the quality and timeliness of the service. Citizens are seen as not only as satisfied customers or passive recipients, but as those who sustain the system and activate and legitimize the democratic process.
- Their actions have visible effects and effects that are implicit or less identifiable as a result of concrete decisions arising from government policy, and that have effects on the level of values. The implicit aspect is a component of the political decisions of governments, with the leader being responsible for these implicit results (results that are desirable or cannot be avoided), affecting the efficacy from the policy point of view (impact on power relationships).
- They are now also requested to focus their actions on activities that seek opportunities and the coordination of abilities. The basic duty of this role is to build work teams and lead action projects under efficient and efficacious economic criteria, an activity not only involving efficient decision-making, but also the negotiation and administration of the political environment.

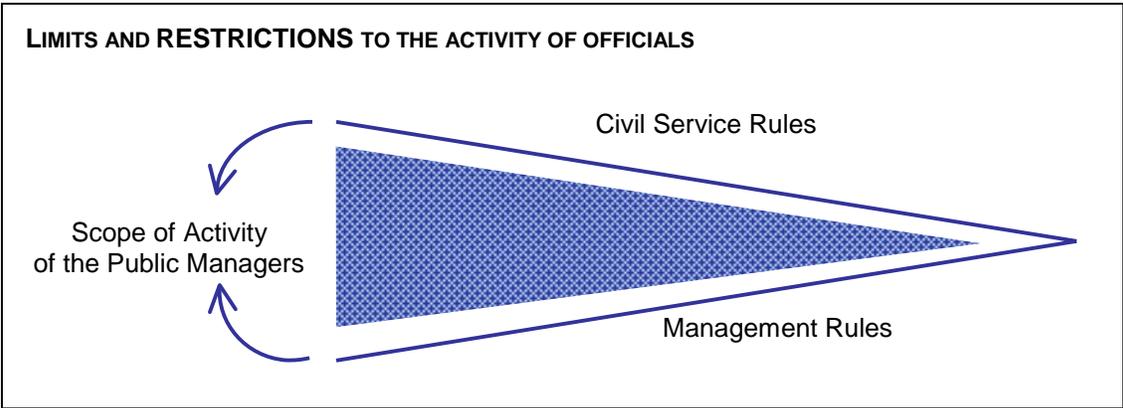
In the following, we refer to senior public managers as agents of change who are responsible for this emphasis and consequences.

III. COMPARISON OF THE DIMENSIONS OF PUBLIC MANAGEMENT

It is possible to observe the senior public management system (explicit or implicit) as a system that is interrelated with the Civil Service and Public Management systems. These levels may be expressed graphically as follows:

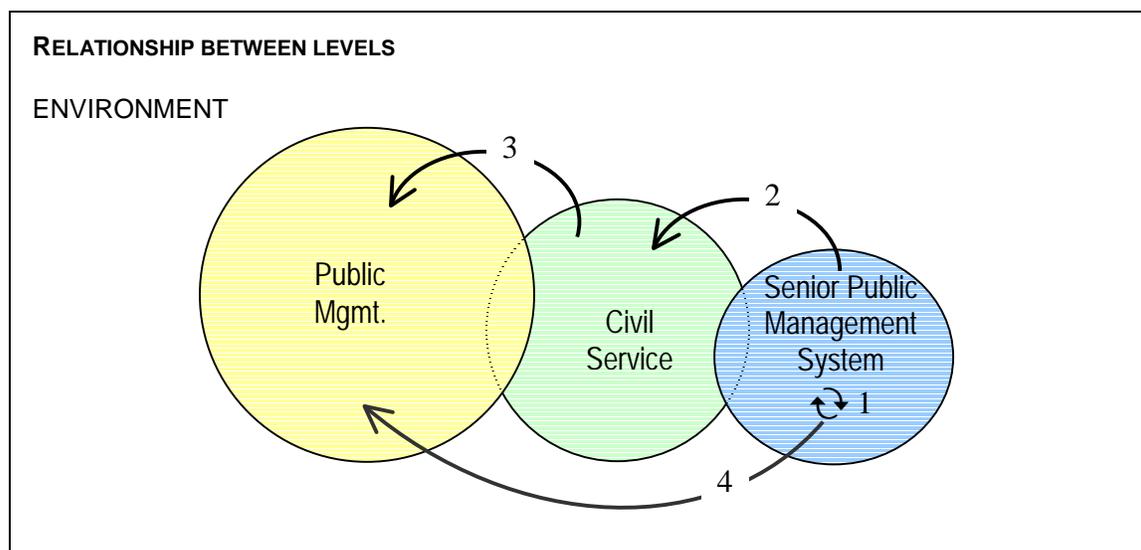


In effect, the senior public management models cannot be observed in isolation without considering both the Civil Service model and the overall Public Management¹ Model in which they are immersed, as well as the direct and indirect relationships between each of these levels and those [levels] within it. The preceding creates limits or restrictions to the activity of senior managers to the extent of how the system is managed.



Accordingly, the efficacy of the activity of the senior public managers will be determined not only by quality itself, but also by the condition (in terms of coherency and strength) of the relationships created between these systems. For these purposes, we have identified the following principal relationships:

1. **Internal Relationship of the Public Management Model:** In this relationship, there is an attempt to identify the degree of consistency between each of the components of the Public Management model, which are: Hiring, Development and Compensation:
2. **Relationship between the Public Management Model and the Civil Service Model:** It is given that any characteristic of the administration system of senior public managers should be coherent with those given for the civil service. The variables to be identified are the same as for the previous relationship.
3. **Relationship between the Management Model and the Current Civil Service Model:** The management model would, with its characteristics, determine the existing civil service model. Identifying the break points in this relationship would help identify incoherencies, which due to their relevance and impact affect the other relationships.
4. **Relationship between the Management Model and the Public Management Model:** In view of the fact that the management model defines which management model is possible in any country, looking for coherencies and incoherencies in this relationship can help determine to what extent the management model impedes or facilitates the development of the management function desired and vice versa. Finally, it is proposed that the relationship between these models determines or prefigures the application of a determined public management model.



To identify the degree of coherency in each of these relationships, the following variables have been identified:

1. To characterize the **Civil Service model and the Public Management model**, the variables to be identified in each of the models follow:
 - **Hiring**, which is comprised of the following elements
 - Recruitment
 - Selection

- Unilateral/bilateral nature of the contracts
 - Break or separation
 - **Development**, which is comprised of:
 - Evaluation and management of the performance
 - Training and qualifications
 - Career Tracks
 - **Compensation**, whether:
 - Monetary salary
 - Non-monetary
 - Benefits
2. To characterize the **Management Model**, the following variables shall be identified from the declared model:
- **Type of Budgetary Administration**, which may be identified as:
 - By results
 - By expenses
 - By programs/impact
 - Program
 - **Level of Decentralization**
 - Externalization of functions (what the government does and how it does it)
 - How the government shares functions with the private sector and civil society
 - **Relationship with Clients:**
 - Quality control mechanisms of the services
 - Complaint system and cash compensation
 - Organization of the users
 - **Participation and Citizen Control over the Management**
 - Social Control: In terms of resources available for its exercise, right to information from public management and discussion areas and validation of the subjects of social control system and cash compensation

IV. CHARACTERISTICS OBSERVED

In order to describe the current situation in the countries analyzed, the variables comprising each of the three models described previously including the Management, Civil Service, and Public Management models have been used as a basis.

1. BRAZIL

1.1 MANAGEMENT MODEL

A) Public Management and Financial Administration.

Basic Declarations:

Brazil is seeking to develop the principles of Management Reform by attempting to build a new public service based on basic values that can be summarized in objectives like management through results, transparency and social control, efficiency, efficacy and flexibility; horizontal structures; *empowerment*, management of talent, continuous training, decentralization.

The government's policy to improve the performance of the Federal Public Administration is governed by the following principles:

- The country's actions must be focused on the citizens.
- The actions of the state must be controlled principally through the evaluation of results.
- The services of the government must be decentralized.
- The capacity for planning and monitoring the entities responsible for creating policies and verifying results must be strengthened.
- There must be managed competition between government agencies.
- There must be accountability to the citizens.

Public Management

- Defines a guided management model with the characteristics of flexibility, responsibility and contracting.
- Focused on obtaining known results through inter-sectorial and institutional planning processes, which come to fruition in the definition of specific programs, which make it possible to measure short and medium-term goals and identify the performance level of the officials and personnel involved.
- Integrated management system, which makes it possible to plan and control the programs.

Financial Administration System:¹

- Multi-year planning of the budget. Prepared by the executive [branch] and discussed and approved by the legislative.
- Integration of the departments of Budget Planning and Management carried out by the Treasury Department in combination with the Department of Planning with effectively integrated administration logic.
- Program Definition of the Budget, which makes it possible to guide the expenses based on the defined results.
- Prohibits upon commencement programs or projects not included in the budget law or in the multi-year plan.
- Has an integrated financial administration system (SIAFI), which is used for the financial planning of the government.

¹ Much of this information is taken from the document "Presupuesto y Control. Pautas de reforma para América latina". Petrei Humberto. IDB

- Today, there are various initiatives in the scope of the multi-year plan: the law of budgetary guidelines, the annual budget law, the classification of expenses and the execution [of the same] therein.

B) Processes: Decentralization

The decentralization level of institutional decisions and budgetary autonomy, [which was] originally broad was drastically reduced by the effects of the crisis in order to reestablish the fiscal balance. A gradual process of decentralization is underway with the process of new economic reforms, and decentralization of the government social services through “social organizations” that have financial and administrative autonomy, and which have legal authorization to enter into management agreements with the executive branch (although this level of autonomy was in practice deactivated).

C) Client/User: Relationship with Clients

The client/citizen is the primary focus of the government’s attention, with the established objective of improving communication between the government and society.

D) Participation and Citizen Control of the Management

Recently in 2000, the government gave impetus to the Participation and Quality Program, which seeks better quality in the public services, including users in the process of defining, implementing and evaluating the public action.

1.2. PUBLIC MANAGEMENT MODEL

A) Hiring: Recruitment, Selection and Separation

It was observed that the contractual relationship consists of unilateral contracts in the activities of the strategic core due to acknowledging a bureaucratic model as the form of administration.

Recruitment: Special training is required for the duties to be performed, and in general, Profiles are determined.

Selection:

- For personnel in the strategic core, recruiting is based on competition and annual public selection processes for small groups;
- For institution directors, formal selection process according to professional criteria, but not necessarily within the country.

The appointment is made official by secretaries in the department of the position to be filled (for the activities exclusively).

Separation: The term of the duties will be suspended when performance agreements are not fulfilled. Those separated are entitled to compensation.

B) Development: Evaluation, Training and Tracks

Evaluation: Quantitative performance indicators for the exclusive activities of the government are defined and added to determining an overall budget, and are the basis for entering into a management agreement between the manager of the public entity and the respective government department.

Performance is measured by an evaluation system based on the development of performance indicators, which makes it possible to measure the degrees to which the institutional objectives are achieved.

The annual goals are linked to the annual institutional performance indicators.

Training: The institution responsible for supporting the development and training of the public managers is the Escuela Nacional de Administración Pública (ENAP).

A Management Development project has been developed to promote the training of [public] servants who perform management or supervisory functions.

Track: There is an implicit pursuit to develop a track for mid and high-level general and financial administrators who occupy the primary administrative and financial positions of all government departments.

Rules of Conduct: A specific code of ethics has been developed for managers. It is a code of adherence whose violation is not necessarily a violation of the law, only a breach of the moral and personal commitment assumed by the administrator.

This code is intended for the government ministers and secretaries with special duties, executive secretaries or similar authorities of the Management Group and Senior Advisors, chairmen and directors of national agencies, autocracies, public foundations, state-owned enterprises and companies and partially state-owned corporations. The Public Ethics Commission (CEP) is the entity responsible for overseeing compliance with this code.

C) Compensation

Strict limitations apply to of the compensation, including personal advantages, of public employees and members of the authorities to the level of compensation of the President of the Republic. No supplementary wages were reported for the high-level managers.

1.3 CIVIL SERVICE MODEL

A) General Characteristics:

There is evidence of a policy to make the public bureaucracy professional, establishing a career track system for the typical functions of the government.

The objective of the activities in the human resources department is to evaluate efficient public employees through citizen recognition, such as, for example, the quality program that rewards better experiences and that is linked as part of the process to the satisfaction surveys conducted with the citizens.

B) Hiring:

The contractual relationship is classically unilateral in the central government.

Recruitment: Through public competition and annual public selection processes for small groups. In this way, a permanent update process would be described for the government landscape.

Selection: The department head makes the decision.

Separation: Flexible stability of government employees, permitting dismissal not only for serious failures, but also for inadequate performance and for excess positions.

C) Development:

Evaluation: First, an institutional evaluation activity will be introduced with the objective of identifying the purpose of each organization of the public administration in order to promoting or (re)-align it with the highest objectives of the government. Then, an evaluation system will be established based on the creation of performance indicators, which make it possible to measure the degree to which the objectives are achieved.

Training: Responsible institution - ENAP. Its objective is to train and qualify public employees in order to develop a dynamic and efficient public administration. There is an Appreciation program for public servants, which has three special projects: *Training* (so that all employees have an average level of education), *Authorization* (making the employees professional) and *Life* (improving the quality of life of public servants).

The new operation model of the training areas envisaged the following initiatives: (1) a basic core with text summary of the values that comprise the new paradigm of the government management; (2) an educational technology department to support pedagogical activity; and (3) new evaluation tools based on reviewing the tools used in reactive evaluation and new tools that make it possible to evaluate the impact of the training.

Career Track: Career Track possibility only in the strategic core (Federal Public Administration). There is an institutional body responsible for policies of public employees.

The career track levels will be structured in a hierarchy of classes according to the nature and complexity of the duties, with a staggered distribution of the duties and employees among the classes; promotion to positions will be based on performance evaluation and passing specific courses.

The entry of external personnel not belonging to the administrative track is permitted.

Entering agreements facilitates transfers of personnel and duties between persons in policy positions of the federation, federal government, member states, federal district, and municipalities.

Rules of Conduct: There is a Federal Code of Ethics from 1994 to establish ethics in the public administration, relative to the behavior of the employees and managers. The government reform council is preparing a new set of recommendations.

D) Compensation

The compensation of public employees and members of the government authorities is strictly limited, including personal advantages, to the compensation of the President of the Republic.

Another point that stands out is the requirement of a law to establish or alter compensation. Another general law on the compensation system of the federal government is defined with a view to increase the transparency of the compensation and make the compensation ceiling effective.

2. COLOMBIA

2.1. MANAGEMENT MODEL

A) Financial Administration

Basic Declarations: The primary objective is to move toward an integrated Public Management directed toward results.

The modernization of the government would involve not only adopting policies, but also executing plans and projects with visible and quantifiable short, medium and long-term results according to the following criteria: redefining the role of the government; reducing duplicated functions, programs and projects; streamlining public expenses; developing the decentralization process; and the adequate and efficient provision of services and performance of duties.

The budget is designed in accordance with expenses; however, it is declared a tool to obtain results.

The executive has Efficiency Accords as “a management tool geared toward evaluating and improving the results of the National Development Plan based on a greater certainty relative to the amount and strategic distribution of the expenses and a better definition of the [entities’] physical goals”.

These accords establish quantitative commitments “between the authorities responsible for financing and scheduling the expense (Treasury Department), the planning and evaluation of the management as a whole (National Department of Planning) and the design and execution of the group policies (departments and entities)”.

A major modification of the government transfers system (Amendment to Law 60), which is directed toward transforming the “inter-government transfer system in an effective environment for decentralization,” imposes new roles and duties on the central government focused on citizens with the appropriate use of the resources and quality of the services (especially education and health), which are granted in a decentralized manner.

It is governed by the Internal Budget Bylaws (1996), which regulates the budget process, financial plan, investment operating plan and the annual treasury plan.

Preparation initiative falls under the executive branch and is subject to the legislative authorities.

The investment plan of the executive branch can apply if Congress does not approve it in a period of three months by decree.

The investment plant of the executive may be applicable by decree if Congress does not approve it within three months.

The budget process begins with the discussion of the large endeavors (National Council of Economic and Social Policy – CONPES), and then distributes the work between the Treasury Department and the National Department of Planning. An overall estimate of the investments is discussed and then the National Department of Planning makes divisions among the projects and the Treasury prepares the current expenses.

The indicative plan is established as a management tool. This tool intends to strategically organize the management of each of the entities to reach their objectives in a manner consistent with their mission and the National Development Plan:

“The indicative plans module is a two-way system of communicating objectives and results. On one side, it informs public managers on the management priorities of their group from which they must establish concrete and measurable responsibilities to specify and report on their contribution to the success of the objectives of the policies for which the corresponding department is responsible. On the other, it informs the secretaries of the success of the objectives of the group policy in terms of the results of the management of their attached and related entities.”

B) Processes: Decentralization

It attempts to strengthen regions and towns through decentralization programs whose objectives follow:

1. To legitimize the government through different measurements of democratic openness such as direct election of mayors;

2. To improve efficiency in providing basic public and social services to the people, in particular health and education services and drinking water;
3. To improve the distribution of resources between territorial entities and persons;
4. To stimulate the fiscal efforts of the territorial entities.

The progress of the decentralization process counts on the transferring 42% of the current investments of the country to regions, which is 5.9% of the GDP.

C) Client: Relationship with Clients/Users

The commitment to meeting the basic needs of the citizens depends on the good performance of the government entities. In this sense, the existence of an incipient institutionalization of handling clients by the public institutions was observed. The following may be mentioned as examples of initiatives in this direction:

- General Finance Office of the Republic: channels complaints, carries out special programs promoting participative fiscal control.
- Superintendence of Public Services: protects users from service-provider companies and assisting in applying social control through the Development Committees and Control Members.
- Social Solidarity Network: promotes supervision of the social programs that it administers.

D) Citizen Control of and Participation in the Management

There is evidence that application of the participative democracy model, which promotes control and social participation in public management, is a driving central theme. In Colombia, this intends to come to fruition through two action fronts:

- a) Creation of tools, training, organization and advising of citizen groups;
- b) Development of technologies and advising for public organizations in order to facilitate the right to oversight, evaluation and control of the work of the government.

The primary entities, groups or agencies of the government related to promoting social control are:

- The Country's General Accounting Office: produces tools that make it possible for citizens to interpret and analyze the accounting conditions.
- Citizen Defender: protects citizens' rights to exercise social control and oversee that the public servants comply with this obligation.
- Department of the Interior: facilitates conditions for social coordination, discloses citizen rights, prepares and develops standards in this area.
- Presidential Program to Fight Corruption: strengthens control activities and the sanctioning of corruption through social control.

This entire citizen control system is in the development phase, through a training process for the control of the public entities. To date, there is no or has not been a culture of requesting reports. Recently, the National Plan for carrying out social control in public management was completed.

2.2. PUBLIC MANAGEMENT MODEL

A) Hiring

The relationship between employees and the government is unilateral given the characteristic of free appointment and removal that is applicable for this type of employee. To date, no management relationship associated with results has been observed.

Recruitment, Selection and Separation: The exclusive responsibility of the President of the Republic. They are freely appointed and removed and extend all the way to first-rank directors.

Management duties, which by their nature involve a program different from that of the career track, they are exempt from the career track system.

B) Development

Evaluation and Management of the Performance: There are no explicit commitments by the Officials to fulfill objectives. There are efficiency agreements with each Department. There are no incentives to comply with these agreements, however, because the evaluation of the agreements is not linked to the assigned budget; awards and punishments are not related to performance.

However, the National Senior Management Award exists as a material example of the incentive policy for public management set forth in Chapter Five of Law 489 of 1998, which seeks to award administrative excellence, the management of new, more efficient management systems and management and modernization of the Public Administration.

The National Senior Management Award is the national government's annual recognition and celebration of the Public Administration agency or entity, which deserves to be distinguished and registered in the "Success Bank for its institutional performance.

Training and Qualification: The *Escuela de Alto Gobierno* is the institution created for this purpose (Law 489). The *Escuela de Alto Gobierno* is a permanent and systematic academic program, which is developed under the direction of the Administrative Department of the Public Function in coordination with the *Escuela Superior de Administración Pública* (ESAP), which lends support to and complements the senior management of the public administration in order to strengthen the leadership ability of government managers through the use of the latest technologies, in the environment of the challenges that demand a contemporary government, and within the framework of the reform and modernization of the government and Public Administration and the exchange of experiences in the field of administration.

The *Escuela de Alto Gobierno* offers the **Specialization in Senior Government Management** through which it attempts to convey updated, complete and in-depth knowledge and advanced techniques relative to senior management of the government.

Its objective is to contribute to the advanced training of the management group of the public administration, completing its leadership ability in order to manage processes of change in the public organizations of the country, including the latest worldwide public administration advances, so that they are able to apply them appropriately to the Colombian situation according to the constitutional framework and the management and government planes.

It also intends for the senior public managers to be competent in applying in their management the concepts and abilities provided by the specialization of the *Escuela de Alto Gobierno* in order to positively affect the transformation processes. The management development initiatives are concentrated on creating abilities in the decentralized entities, with no initiatives for the Public Management at the central level.

Career Track: Not defined as an independent process.

Rules of Conduct: A broad legal effort has been developed to stop corruption by imposing ethics rules for all public employees equally.

C) Compensation

Comprised of three principal elements: Basic benefit, Representation Expense and, Management Bonus. No variable benefits associated with performance are reported.

The increases for qualities and other compensation applicable to the senior management follow:

- Skill bonus for management levels, advisors or executives or their equivalents in the various agencies and branches of the public authority (except Departments of the office and Administrative Office Directors, which receive the Management Bonus).
- Skill bonus increase: up to 20% raise in the basic monthly benefit, in predefined percentages for each case, if the following conditions are given:
 - Academic degrees: specialization, masters or doctorate in areas directly related to their duties.
 - Publication in specialized international magazines with recognized circulation or books and in international-level national magazines (ISSN) in areas directly related to their duties.
- Service bonus, vacation bonus, Christmas bonus and bonus for services performed.

2.3. CIVIL SERVICE MODEL

A) General Characteristics:

All positions in government entities and agencies are in the administrative track, except those filled through popular election, free appointment and removal.

There is evidence that the administrative track must be developed based on the principles of morality, efficiency, economy, speed, impartiality, publicity, and fundamentally on those of EQUALITY and MERIT.

B) Hiring

Concerning the unilateral/bilateral nature of contracts, we observed the existence of established performance evaluation mechanisms, which refer [to] fulfilling individual objectives as an element of qualification, without being the only element. This mechanism makes way for the negotiation relative to the achievements desired by the employee without changing the unilateral sense of the relationship for the employee.

Recruitment: Through competition; includes a call for applicants, recruiting, the use of testing or selection tools, establishment of a list of eligible applicants and probationary period.

Selection: Proof of merit in providing administrative track positions. This selection will be carried out by the agency concerned under the supervision of the national or section commissions of the Civil Service.

Proven experience and academic training of the applicant is evaluated and assessed.

Separation: May only be carried out for violation of the disciplinary program, poor work performance and the other reasons provided by law. Governed by Decree 2169 (December 30, 1992).

C) Development

Evaluation and Management of Performance

For track and probationary employees, it is established that the output, quality of the work and work performance of employees must be subject to qualification, which will be carried out by the immediate superiors of the employees to be qualified. It must be taken into account to acquire the track rights, encourage employees, compete for promotions, create qualification programs, grant scholarships and study committees, evaluate selection processes and determine the continuation in the service.

To eliminate subjectivity in the work performance evaluation process of track employees, Law 443 orders that this evaluation must be carried out relative to objectives previously established between the boss and the employee, taking into account objective, measurable and quantifiable factors. This evaluation is conceived as a management tool intended to improve and develop career track employees, which allows those whose performance is evaluated as deficient to be removed from the service.

Training and Qualification: The *Escuela Superior de Administración Pública* (ESAP), attached to the Administrative Department of the Public Function is the institution created to carry out this function. The National Training and Qualification Plan of the Public Service outlines the major areas of involvement: organizational, personal and social. The training carried out to acquire and improve knowledge, skills and talent is considered an indicator of merit when competing for promotions.

Career Track: Defined as a technical personnel administration system whose objective is to guarantee the efficiency of the public administration and offer equal opportunities to access to the Public Service, training, stability of positions and possibility of promotion. All public servants are considered track employees with some exceptions (Law 27, 1992, Article 125). The Civil Service National Commission is the institution that administers and oversees this track (Article 130).

Rules of Conduct: A broad legal effort has been developed to stop corruption by imposing ethics rules for all public employees equally.

D) Compensation

Compensation scales establish basic benefits, salary and service schedules, special benefits and travel allowances.

It was also noted that there is an incentive (award) for better employees.

3. DOMINICAN REPUBLIC

3.1. MANAGEMENT MODEL

A) Financial Administration

Basic Declarations: It intends to achieve fiscal and financial modernization and to modernize, de-bureaucratize and decentralize the financial management, public investment and government control systems.

The public finances have been reformed, making the financial management of the government transparent, improving the levels of control and focusing public expenses according to the priorities of the planning of the development.

The country has a centralized budget, the services and national congress participate very little in its preparation, and there is uncertainty over the levels effectively assigned and possible to carry out for each area. Account 1401 permits broad flexibility in reassigning resources between institutions and programs after being approved by the legislative branch. (The President of the Republic was able to control 60% of the budget in this manner.)

Public Management is observed by the primary agents as fragmented and partial with limited interaction between the different departments. While special institutions have been created to coordinate the activities of the government, in practice, they have not worked.

B) Processes: Decentralization

Weak territorial organizations with limited powers and autonomy were observed. The modernization process intends to achieve a gradual decentralization of the public apparatus by strengthening the capacity of local management.

C) Client: Relationship with Clients

Basic Declarations: The country intends to increase the satisfaction level of the users. It also seeks the participation of citizens and their institutions in public activity through establishing official requests to surrender accounts and public sanctions. The citizen is the center of public management.

D) Participation and Citizen Control over the Management

Although the public machine has a historic debt of unsatisfied demands, no consolidated mechanisms to make it possible to channel a real level of control by the citizens were observed. There is evidence that the creation and encouragement of these aspects are part of the Government Modernization and Reform Process.

3.2. PUBLIC MANAGEMENT MODEL

A) Hiring

The relationships between the executives and the president of the republic are unilateral, with no performance agreements or other mechanisms that regulate the relationships observed.

Recruitment, Selection and Separation: The Public Officials are under the exclusive discretion of the President of the Republic and of the highest authorities of the public agencies; therefore, they are freely appointed or removed. Up to the level of department head, there are no profiles or prerequisites.

B) Development

Evaluation and Management of Performance: There is no performance evaluation.

Training: Conducted through the ONAP and the INAP.

Career Track: Not considered a career track as such.

Rules of Conduct: No laws have been developed with regard to ethical principles; however, national debates on the subject called “Reform Conversations” have taken place, but there are no standards from the legislative bodies or official codes.

C) Compensation

Competitive, similar to the private sector.

It is important to note that the Government Modernization and Reform project intends to make public management professional, reflecting some of the effects of creating human resources departments that have promoted a new organizational culture.

3.3. CIVIL SERVICE MODEL

A) General Characteristics

The career track system only exists in the central government. Its coverage is partial (1.5% of public employees of the central government attached to the civil service).

Two characteristics currently observed in this model are the high level of politicization in the appointments and the low level of employee professionalism.

B) Hiring

The relationship between the employees and the government is unilateral.

Recruitment: General and specific requirements are established (according to position to be filled). Open competition to enter the career track (but not to enter the civil service).

Selection: Ad-hoc committee. Six-month probationary period and one-[month] for professionals. Continuation [in the position] is based on evaluation.

Separation: Regulations relative to firing are infrequently applied.

C) Development

Evaluation and Management of Performance: There is evidence of performance evaluations for probationary employees. They are evaluated upon entering the career track.

Training and Qualification: The INAP and ONAP are the institutions in charge of this process.

Career Track: Positions and servants with permanent functions subject to the standards for selection, compensation, merit-based promotion and improvement in accordance with the provisions of the law and its regulations. The entrance, continuation and development of citizens must be based on personal merit. It has a tool, which is the National Register of Public Servants.

Rules of Conduct: No laws have been developed with regard to ethical principles; however, national debates on the subject called “Reform Conversations” have taken place, but there are no standards from the legislative bodies or official codes.

D) Compensation

Special incentives for track employees. Merit-based raises.

4. CHILE

4.1. MANAGEMENT MODEL

A) Financial Administration

Basic Declarations: It expects to ensure better management of the Public Services, which are efficient, transparent and guided toward the needs of the citizens, through improving the quality of its guidance and leadership.

Concerning the existing institution, it hopes to develop an institution that is responsible for the direct activity of the government; additionally, institutional redesign relative to competency and regulation, productive promotion, agricultural institutionalization and state-owned companies is required.

Budget: Despite still being structured with openness at the consumables level, the formulation, execution and evaluation of the expenses have increasingly incorporated direction and tools that tend to direct it toward results.

On the other hand, it has made significant progress in identifying and monitoring commitments arising from current financial decisions expressed primarily in additional commitments and deferred payment of public investment and contingent liabilities (basically arising from awards).

An original system of competing funds arising from reassignments (up to 2% of the budget) makes it possible to gradually modify the direction of the changing expenses and incorporate additional incentives to produce management decisions in the activity of the services.

Government Management:

- A Management Control and Planning System was recently implemented that improves the performance indicators system of the public sector (commencing in 1992). The system makes it possible to build indicators organized based on the desired results of the services, which arise from a process of strategic planning and assigning responsibilities by internal units of the same (Responsibility Centers).
- Since 1998, a Government Programs Evaluation Program has been carried out. The evaluations are made by panels of experts selected through a process of public competition that guarantees the selection of the best professionals and independence of opinion.
- Integrated Management Results. Annual report by institutions that considers the following:
 - Performance: through efficacy, quality, efficiency and economic indicators of the success of the relevant products defined for each service. The budget for the year 2002 includes 537 indicators for 109 public services.
 - Specific Evaluation Results of Government Programs.
 - Budget implementation.

A project called Information System on Successful Public Management Practices has begun to document, analyze and disseminate innovative practices.

B) Processes: Decentralization

It attempts to have a government, which being Unitarian distributes authority and powers from its center to the rest of the territory and lower levels of the hierarchy.

The system has made it possible for over 47% of the public investment to be made through the “Regional Decision Investment” mechanism.

C) Client: Relationship with Clients/Users

Basic Declarations: It intends to direct public management toward citizens by attempting to increase the quality of the services the government provides.

In this area, initiatives such as the following have been developed:

- User Bill of Rights in some services
- Award for Quality of Public Services
- Procedures simplified and facilitated electronically (Internet).
- Claims office in public services
- Project to Establish the Citizen Defender
- Law project study on citizen participation in Public Management

D) Participation and Citizen Control over the Management

Although a high level of maturity in the citizenry can be recognized with regard to the activity of the government, today there are no real instances of participation that have a substantial impact on the decisions and control of results of the government management by the citizens.

Strengthening this area is a concern of the current government. In this context, we can note two initiatives in development that are propelled by the Government Modernization and Reform Project: the creation of Citizen Defender and the Law Establishing the Guidelines on Citizen Participation.

4.2. PUBLIC MANAGEMENT MODEL

There is a bill-level proposal made by the Government Modernization and Reform Project through which the INNOVATIONS of this proposal are identified here.

A) Hiring

The relationship between the officials and the government is unilateral.

Recruitment: The following are considered specific requirements:

Origin of Candidates: The applicants may come from within the government administration or outside the public sector.

Incompatibilities: Each management position must state explicitly [that the employee shall be] dedicated exclusively to the position and that the position is incompatible with any other form of income [for the employee].

Selection: Because they are exclusively discretionary, there are no specific sources for the search aside from the wishes of the president.

Separation: Term conditions are explicitly established, except for exclusively discretionary positions, which are subject to the discretion of the president.

INNOVATIONS

The preparation of Position Profiles is considered. For exclusively discretionary positions, profiles are defined for the selection for appointment to these positions.

A Personnel Office of the Public Administration would support the recruiting and selection process.

With regard to separation:

- For dependent positions of department heads, when there are repeated negative evaluations on performance or for expressly justified reasons, the mandatory exit authority is established.

-A date limit is established in the employment contracts: For dependent positions of department heads, the limit will be three years renewable for equal periods, except when the department head, with justification, deems it appropriate to not renew.

There is progress toward a bilateral relationship by establishing performance agreements.

B) Development

Evaluation: There is no express evaluation.

Training: There is no expressly designed system.

Career Track: Not defined.

Rules of Conduct: Ethics regulations have been developed and put into practice for the entire public administration with some standards specifically directed toward senior managers. On December 3, 1999, Law No. 19.653 was enacted on Administrative Integrity applicable to the members of the government administration, which is responsible for sanctioning corruption.

INNOVATIONS

To measure performance, a performance agreement model is established, which is comprised of three stages: commitment, monitoring and evaluation of the performance.

A public official training system is promoted whose programs will be conducted by universities and other higher learning institutions to encourage the permanent improvement of public officials. The first Accreditation of Institutions and Post-graduate Programs in Public Management has taken place with the successful accreditation of 7 universities and 15 programs.

A formal planning system is considered for assuming public management positions.

C) Compensation

Compensation is subject to a fixed scale. There is no variable compensation beyond that for the other employees. Many public officials supplement their compensation with indirect payments.

INNOVATIONS

Confined to a lower limit, determined by the current compensation received according to the respective scale of the specific service, and an upper limit that would correspond to the amount of the compensation of the director of the supervising institution that receives the most. The compensation is comprised of two elements: base pay and additional pay for performance.

- Base pay relative to the market evaluation.*
- Performance pay would correspond to a flexible annual benefit that will be determined ex post for fulfilling the duties. This may not exceed 20% of their total earnings.*

An important advance of the project is the pilot plan developed in 2001 with 27 public services with which the management positions were identified to be admitted to the future government, and a total of 445 individual performance agreements were executed.

4.3. CIVIL SERVICE MODEL

A) General Characteristics

It is expected that the administrative track be governed by the principles of merit. The Human Resources Department is attempting to achieve the comprehensive development of workers of the public sector.

The organization of the Civil Service corresponds to traditional statutory systems, recognizing a general Administrative Statute and specific statutes for specific groups, such as physicians, professors, etc.

Three legal categories have been established: staff, contract and honorary personnel.

In December 2001, an accord was established between the government and the National Association of Treasury Employees (ANEF), which stipulated, among other things, the extension of the employee track to management positions that are currently exclusively discretionary, in

particular on the third level. It also stipulated studying the creation of an institution responsible for the administration of civil personnel of the central administration.

B) Hiring

The relationship between employees and the government is unilateral.

Recruitment: For staff positions, by competition. Appointment to contract and honorary positions is discretionary.

Normally carried out by government-regulated committees with externalization of some duties of the process possible.

Selection: A selection committee is responsible, which makes recommendation to the service head who makes the decision.

Separation: Grounds for dismissal set forth by law. Separation is possible for poor performance, expressed by very poor annual qualifications, but this procedure is rarely used.

C) Development

Evaluation: Called the Qualification System, it is carried out annually on a regular basis. A Qualifying Board is responsible, which processes a pre-qualification of the direct superior. The results must serve as the basis for promotions in levels, application in internal competitions and access to performance incentives.

Training: Function decentralized in each public service from the annual budget granted according to the training program that each service provides.

Career Track: Characterized by work stability that is immediately agreed to when entering a staff position. Has the traditional characteristic of the impossibility of removal.

There is no institution responsible for the administration of human resources as a whole.

Rules of Conduct: Ethics regulations were developed and put into practice for the entire public administration. On December 3, 1999, Law No. 19,653 was enacted on Administrative Ethics applicable to the members of the government administration, which is responsible for sanctioning corruption.

D) COMPENSATION

Income set by law through pay scales, which recognize differences according to specific groups (statutes of: professors, medical professionals, primary health, armed forces). The total salary resulting from the application of a distinct base salary for each listed level, to which are added benefits, some are applied generally and others are specific to the group or type of service.

There is an annual or biannual compensation adjustment system based on the negotiations of the government, which in practice has been transformed into an unregulated collective negotiation process.

Commencing in 1998, variable payments were established for the entire administration that are associated with individual and collective performance, which are applied each year and added to the general compensation.

IV. GOOD PRACTICES

The experience in the countries analyzed showed very different progress relative to senior public management systems. In some cases, significant transformations have commenced in the rules of the game or constituent–public official relationship (political power). In other cases transformations have been secondary or have been made within the Civil Service system without having been identified as problems themselves. Below, we have listed a set of initiatives, which independent of their phase of development, identify some essential items for strengthening the senior public management systems:

1. Identification and Formalization of a Regime or System of Senior Public Management

All systems recognize certain special rules applicable to senior public managers. However, in the case of Chile, an independent sub-system formalized by a law makes it possible to handle any problem of this critical stratum of the administration separately. This does not exist in the other countries; nevertheless, there are defined initiatives to address it. How formal the recognition of this sub-system is appears to be the key. Notwithstanding the existence of any minimal institutional nature that organizes and oversees the execution of policies of hiring, development and compensation of senior managers, it is important to advance in this area for the consolidation of the changes.

2. Competitiveness in the Appointment Mechanisms

The **competitiveness** mechanisms in the **appointment of senior managers** are strongly opposed to the predominant political culture in the region and no significant changes have been observed in this direction.

Two tools could help to advance in this area:

- **The definition of minimum competency profiles** (pre-established prior to the selection) to choose the public officials, [make them] professional and reduce the pressure spectrum by hiring employees who are not ideal. The effect would be profound if these profiles were published with the credentials of the applicants.
- **Technical influence of the selection** by committees and special bodies, together with the externalization of any evaluation phase of competencies for the position, reduces the risk of selecting employees who are not ideal. The effect is profound if the call [for applicants] is open to those who fulfill the requirements because this attracts new professionals, improving the possible selection level.

3. Contracts and Performance Evaluation

The definition of **performance agreements**, whether institutional or individual to the executives, is beginning to be incorporated as a practice that must be strengthened. When these agreements are incorporated in a new management practice and come to fruition as contracts, they make it possible to evaluate based on the desired results of each institution, and therefore, have a positive impact on the same. Even when they also appear as alternatives, they definitely have support and more possibilities overall with the incorporation of new professionals into the Administration.

4. Reward Mechanisms and Recognizing Good Institutional Management

The reward systems, whether institutional or pertaining to the individual management of the senior managers, are indirect performance evaluation mechanisms that have a strong motivating component for the Managers and employees of the institutions.

5. **Benchmarking**

Creating periods to exchange successful experiences, considered a development element, has good potential to accelerate and strengthen change processes generating a culture of cooperation and openness to common problems, while offering savings in relevant learning.

6. **Definition of Public Management Models**

It is appropriate to note the Brazilian experience, which upon distinguishing between different groups of the government and identifying what management systems would be the most appropriate for each, made it possible to adapt the general administration conditions of the same to the ideal management model, assuming the managerial bureaucracy or managerial direction work officials as applicable, and clarifying the competencies required to perform in these positions.

For example, in the group of activities exclusive to the government, the managerial was identified as the ideal management system, with the public employees being semi-contracted, related to the central management through management commitments, etc. In contrast, in the strategic core, whose ideal management model is bureaucracy, there is an administrative track for all public employees.

This situation is a big advance for Brazil, as the primary situation was a track system universally applied to all public employees with the consequent impossibility of employee dismissal. Although it meant a break in the work stability of public employees, it also involved a marked improvement in the image of employees in the opinion of the public as it permitted only the most talented to remain in the administration. Therefore, this control system and strong evaluation have caused the departure of poorly evaluated employees, ensured by annual employee recruiting processes.

7. **Transverse Nature of the Management of Programs**

The **horizontal nature of the management of programs** in the public administration is an experience that can be observed in Brazil. This case is emblematic, as it is the only one in which horizontal function of the administration has been put into practice in every sense of the word. Brazil worked through programs that commit different departments of the various departments (ministries) resolving social problems as a whole, and providing an integrated solution to a complex problem under the direction of a manager who has the ability to coordinate group efforts.

8. **Promoting the Training and Development of Public Officials**

Concerning **promoting the training and development of public officials**, three strategies are identified to address this need. First, we have the implementation of Training Schools dependent on the government, whose focus may be the entire group of public employees or, exclusively, the managers, as in the model from Brazil and Santo Domingo. Second, the absolutely individual strategy where the government has no relationship with the training systems for the senior management with the hope that the universities and training centers will provide good public administrators. An alternative strategy is being pursued in Chile with the establishment of the system of Certifying Institutions and Post-graduate Programs for public officials. Although these grades and degrees do not make it possible to organize the offerings and send a message to the system relative to the quality expected of public executives, the strategy attempts to respond through the national higher education system through the certification of courses offered by the various universities in the territory. Additionally, a third strategy could be given that will combine both methods through a Training School that decentralizes its functions in universities and regional institutes under their supervision, cases implemented by Colombia and existing in Chile in the judiciary (Academic Judicial).

9. Compensation

Concerning the **compensation of public officials**, some notable elements were found:

- A common reality is differentiated compensation of managers is according to various types of services to be provided. This differentiation opens the door to more flexible compensation systems like the system of groups proposed as an innovation in the senior managers project in Chile.
- Compensation linked to the success of management objectives is beginning to occur. This option has been considered in the Chilean experience and could be applied in some areas of government activity in Brazil. Significant resistance to this type of variable compensation for executives was not reported.
- The practice of parallel compensation that supplement formal compensation, introduces a serious distortion with regard to reducing the transparency of the system and generally transforming it into a system that is not equitable, which places the consistency of other initiatives in danger. In this sense, the proposals of honest compensation approaching the relevant market value together with a selection based on competency must be strongly supported.
- While there is no consensus relative to the compensation level that must be established for executives, three interesting rules stand out: first, the level determined must be associated with responsibility and competencies required for the career track and would ideally be expressed in percentages of a previously defined market; second, a rule that outlines the total minimum and maximum levels of the administration, [which] can help the stability of the system; third, a single rule that outlines the levels at the maximum amount able to be funded over the long-term.

10. Development and Modernization of Civil Service and/or Administrative Track Systems.

The push to modernize and consolidate the Civil Service in the different countries can become a good platform for strengthening the senior public management systems, especially if combined so that they are linked through open and flexible tracks for the entire administration including its management levels.

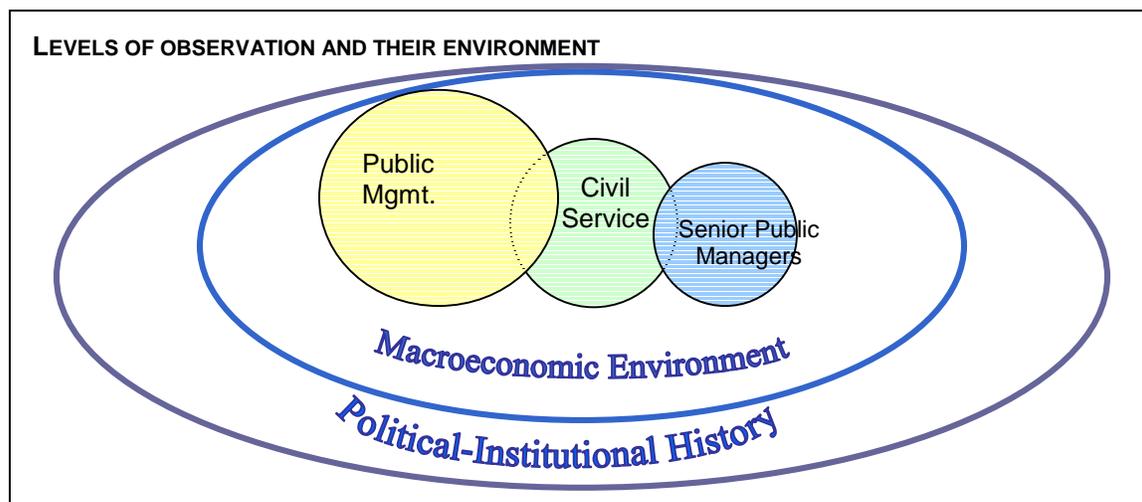
In the experience of both the Dominican Republic and Colombia, access to administrative tracks involved an entire process of restructuring and institutional evaluation, which could be presented as an opportunity for the development of public officials that would have some ability to influence this first major organization decision.

11. Participation and Citizen Control of Public Management

Relative to the **citizen control of managerial activity**, the development in this area in Colombia merits special attention. There is no doubt that the opening to the direct control of the users/clients necessarily makes the executives accountable relative to the results that are expected of them. In this area, the challenge appears to be finding the tools that move the systems in this direction.

V. PERSPECTIVES OF THE PROCESS AND CONCLUSIONS

The situation presented by the countries in each of these models must be analyzed considering two components of the environment including the macroeconomic environment that each presents in reality as well as the political-institutional historical evolution that characterizes it. The analysis logic can be presented in graph form as follows:



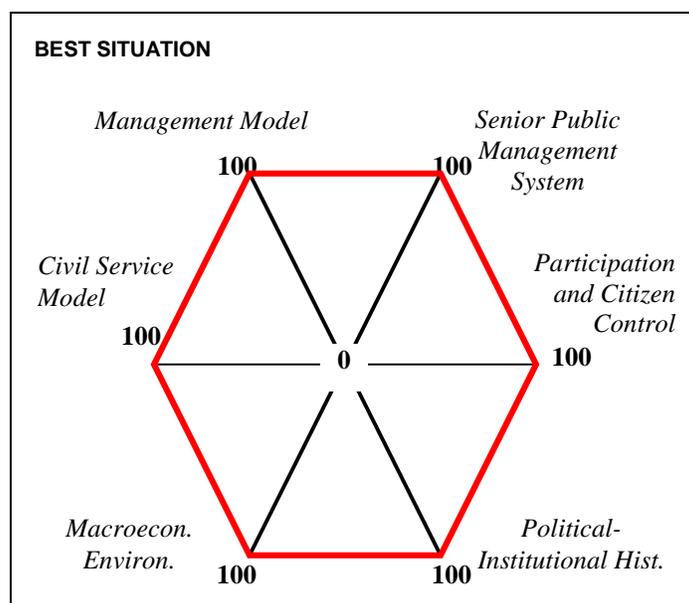
If we think in terms of time, the macroeconomic environment would correspond to the direct environment of the three models as it represents the conditions that affect their activity in the present. In contrast, the political-institutional history would correspond to the indirect environment, while representing the cultural forces and institutional modeling rooted in the past and, which at this time, conditions the form of “democracy building” characteristic of each country.

Based on this view, we can hypothesize that these five pressure elements can define the direction and scope that the modernization initiatives of public official systems can have.

In effect, based on the experiences observed in these four countries, it is possible to determine that the situations with the most potential for development and perspectives of a public officials system would be:

1. When the financial and management decisions linked to effective systems accountable for the activity of the officials is more decentralized.
2. When the Civil Service is more flexible about the possibility of managing persons [who are] part of the management team responsible for results.
3. When the senior management system is more contract-oriented, progressing toward a bilateral government/official relationship.
4. Paradoxically, more pressure for change would be desirable. When the macroeconomic environment is more critical, it can propel a sense of urgency for changes intended to obtain more results with less resources.
5. When the political-institutional environment is more developed, in terms of an institutional history linked to honesty in public service and stable administration rules.
6. Participation and citizen control is found when there is more development and institutional structure. This is a situation, which necessarily places the executives in positive pressure relative to the results expected of them.

Each of these characteristics would represent a force of change whose pressure would create the best scenario to develop the desired public official system.

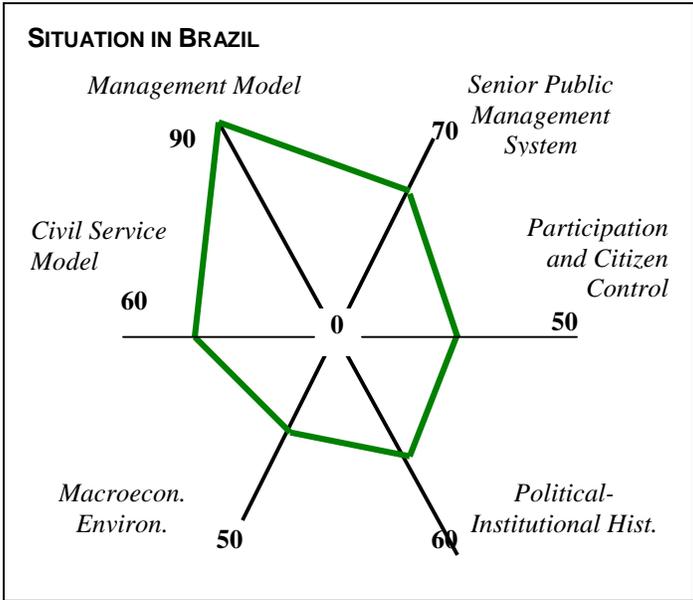
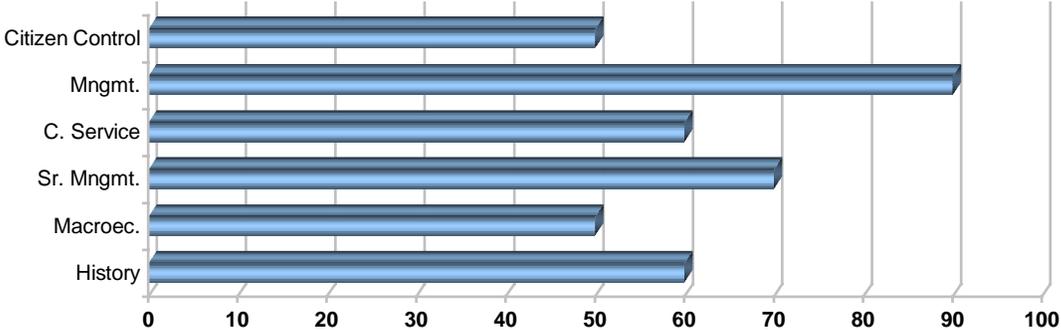


The proposal would consist of analyzing each one of these characteristics for each country through consulting, for example, a group of experts that would make it possible to form a quick diagnosis relative to the potential to strengthen the senior management system.

For practice only, and in order to visualize the experiences observed, we have created a very general approximation for each country visited with the understanding that this is a partial observation that could certainly be enhanced through debate. In this exercise, a scale is used where 0 represents an unfavorable situation and 100 is the most favorable situation possible for the installation and consolidation of a senior public management system. The results of this exercise are presented below.

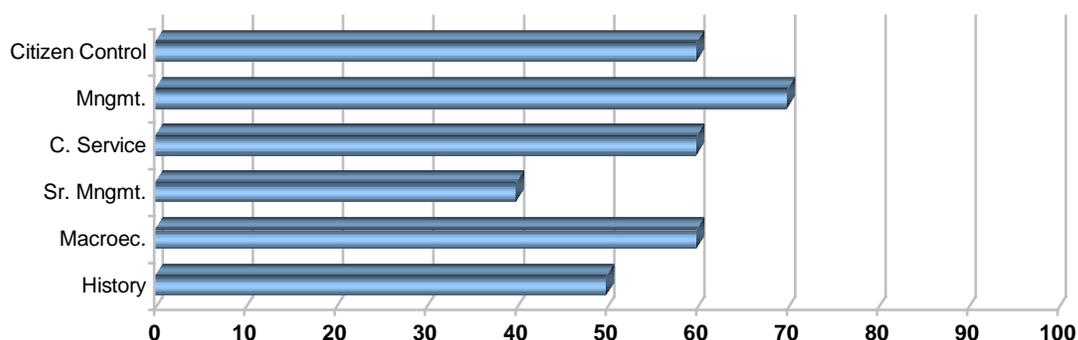
BRAZIL

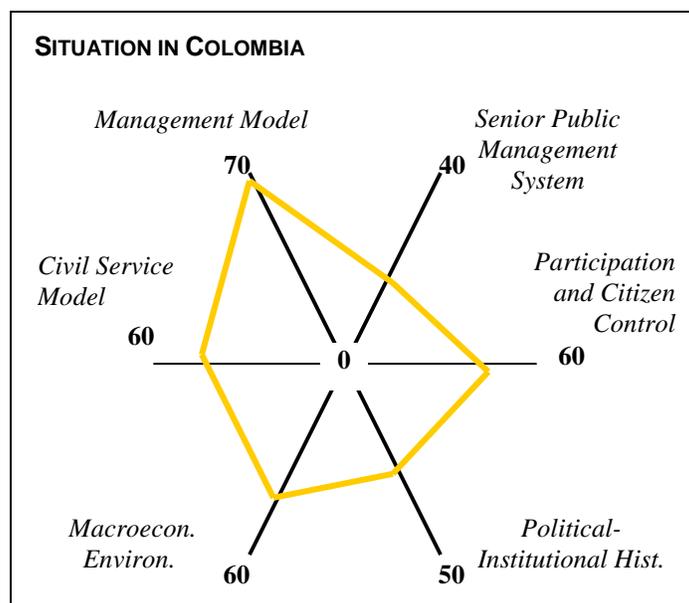
Brazil	Characteristics of the Country	Location on the Scale
Public Management Model	High with high decentralization	90
Civil Service Model	Model more flexible than traditional, with advances	60
Sr. Management System	Much progress with contracts for officials	70
Macroeconomic Environment	Relatively stable, but with various critical and underlying pressures	50
Political-Institutional History	In the last 25 yrs. major financing of public organization	60
Citizen Control	Certain level of development, each time requiring more decisions on the levels of citizens	50



COLOMBIA

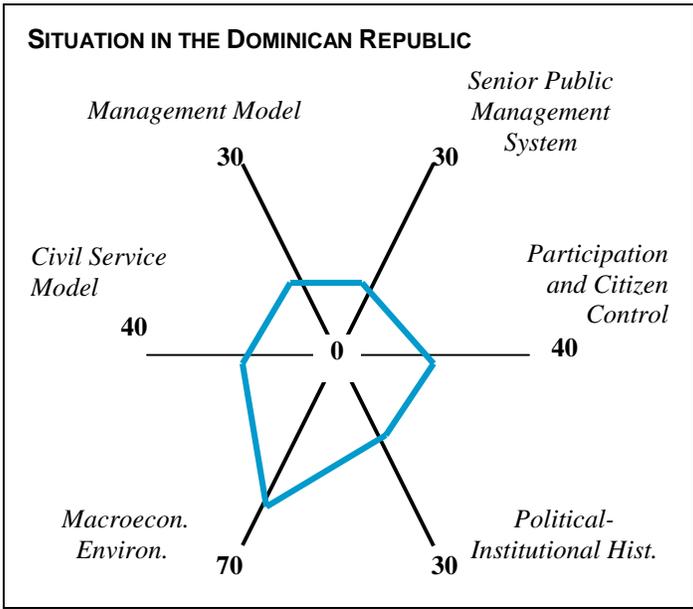
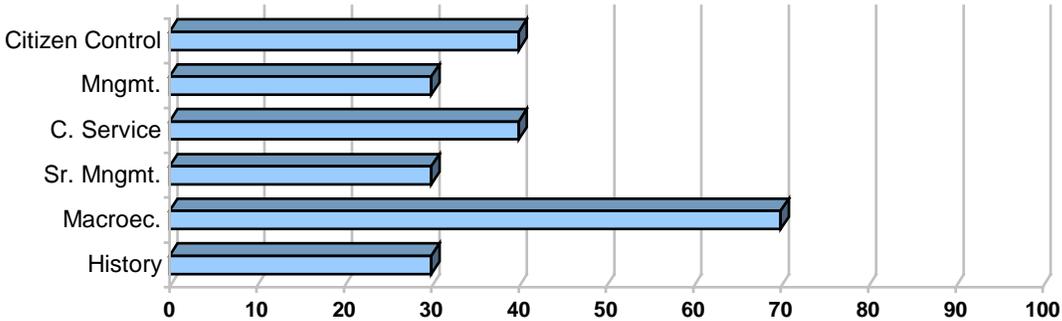
COLOMBIA	Characteristics of the Country	Location on the Scale
Public Management Model	Model with a very developed decentralization process	70
Civil Service Model	More flexible model with some advances	60
Sr. Management System	Model not contract-based, but with advances (performance agreements)	40
Macroeconomic Environment	Little stability. Significant presence of critical pressures	60
Political-Institutional History	Through a model of political and administrative decentralization in the last decade, there has been an attempt to overcome the historical conflict of a policy-concentrated system and administrative decentralization	50
Citizen Control	A broad social control model has been developed	60





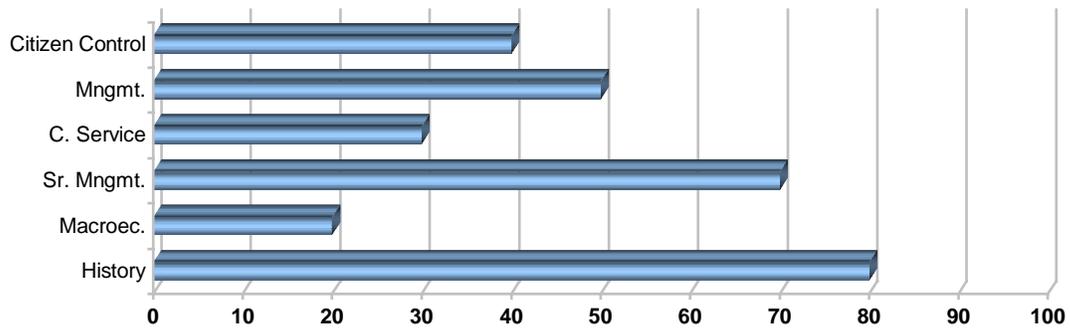
DOMINICAN REPUBLIC

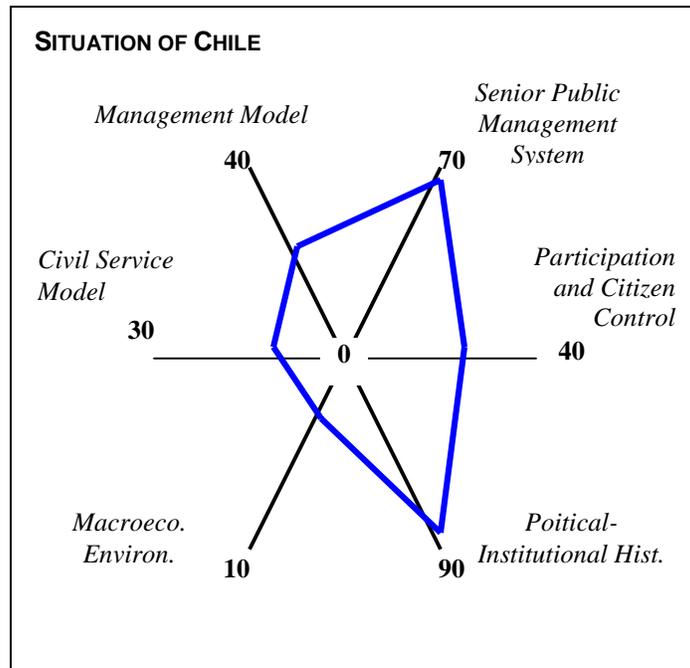
DOMINICAN REPUBLIC	Characteristics of the Country	Location on the Scale
Public Management Model	Centralized model with incipient decentralization efforts	30
Civil Service Model	Inflexible model with few advances that have not had a large-scale effect	40
Sr. Management System	Model not contract-based with few advances	30
Macroeconomic Environment	Major economic pressures. Critical scenario	70
Political-Institutional History	Little institutional stability, slightly development	30
Citizen Control	There is discernable concern in this area, [but] not yet at a mature level	40



CHILE

CHILE	Characteristics of the Country	Location on the Scale
Public Management Model	Rather centralized model	50
Civil Service Model	Inflexible model with some advances	30
Sr. Management System	Much progress in contracts for officials with the Public Official Statute initiative	70
Macroeconomic Environment	Sufficiently stable without critical pressures	20
Political-Institutional History	Broad institutional stability	80
Citizen Control	Civic maturity. There are no actual concrete mechanisms advanced in this area	40





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