1. Consulting and Policy Advice
2. Quality management of PA Training Courses – Some Lessons from University-based Programs
3. Continuous and Executive Education – Developing, Delivering and Managing Courses for Civil Servants

Some basics of the civil service in Germany
- Two different personnel categories parallel on all levels of public administration: civil servants (Beamte) and "contractual staff" - "public employees" (Angestellte)
- All regulatory and supervisory administrative functions (involving the exercise of sovereign authority such as police, prison service, financial administration etc.) must be fulfilled by civil servants, other functions open for public employees
- Nearly 60% of all public servants are public employees and 40% civil servants, but much variety: 68% civil servants at federal level, but only 15% at local level
- Size of total public sector workforce: about 4 Mio (=12% of total labour force), heavy downsizing in last years (-30%)
Some basics of the civil service in Germany

Civil servants:
- duty of obedience and hierarchical authority (line of command)
- division of labor and specialization
- lifetime occupation
- must examine the lawfulness of each official act
- not allowed to accept rewards or gifts
- loyalty and political neutrality (may engage in political activities but must not express any political opinions when performing duties)
- no right to strike
- appropriate salary according to the maintenance principle (Alimentationsprinzip)

Towards a neo-Weberian state?

- stronger orientation towards "customers"
- combination of representative processes with active participation of citizen
- professionalization of civil servants as "public managers"
- strengthening of principles of effectiveness and efficiency

Some basics of the civil service in Germany

Recruitment of civil servants (Beamte) by a four-layered career based system
- the ordinary service,
- the intermediate service,
- the higher intermediate service and
- the higher service

Recruitment for first grade group of general category: regular background studies in law: 1st state examination, preparatory service of 2½ years and 2nd state examination on level of Bundesländer. Recruitment of successful candidates for federal government in strict selection process.
Layers of Civil Service in Germany with pre-entry Education Requirements

- Master's degree (plus preparatory class)
- Bachelor's degree (plus preparatory class)
- secondary school plus 2 years clerical apprenticeship (dual mode)
- secondary school plus 2 years apprenticeship (dual mode)
- Upper and top positions
- middle management
- clerical
- manual
- higher service
- higher intermediate service
- intermediate service
- ordinary service

Layers of Civil Service in Germany with pre-entry Education Requirements (after "Bologna"):

- Preparatory Service
- College / University of Applied Sciences for Public Administration
- Vocational School for Public Administration
- Basic Education

Education and Recruitment Patterns

- Long standing preference for recruiting junior staff with strong legal profile: "lawyer’s monopoly"
- Legalistic approach in education is still prevalent: legally trained generalist administrator as basic educational idea.
- "Lawyer's monopoly" particularly at senior level of federal and Länder governments
- Strong legal patterns also at elevated and clerical level
- Recruitment of successful candidates for federal government in strict selection process
### Education and Recruitment Patterns

- For decades, the share of lawyers was at federal level around 60% (top bureau-crats)
- Recent decline to 52.6%
- At Länder-level: 48.4%

#### Example: Recruitment of legal staff for the Federal Ministry of the Interior (BMI)

- Recruitment within the framework of an Assessment Center procedure (AC) as a method of forecasting career success
- Advertisements: Annually or twice a year; pre-selection following online application
- Procedures of eligibility diagnostics in order to assess social, leadership and management skills
  - Group Exercise (all participants)
  - Complex Case
  - Role Play
  - (English Language Test)
  - Interview
- Set of Criteria Operationalization: Assessment sheet

### Education and Recruitment Patterns

- As much as the legal framework of the civil service is quite uniform in Germany, the practice of education and recruitment are highly diverse!
- Each federal state (Länder) and the federal government has its own education/training concept and its own institutions
- Each ministry and each local government are recruiting junior staff on its own (Ressortprinzip)
- No central CS-commission or state-run government schools for pre-entry education, e.g. ENA in France or SNA in Italy and in many Central & Eastern European countries (e.g. Poland) with traditions of National Schools of Public Administration (with the exception of internal civil service colleges for mid-level administrators)
### Higher Intermediate Service

#### Education and Recruitment Patterns
- Altogether about 50 study programs at B.A.-level for PA, most of them in polytechnics
- 2/3 of programs have a focus on law (> 50% of the content = constitutional, administrative and civil law), some of these programs offer a "LL.B." degree, others a "B.A."
- Plus intensive bureaucratic socialization in long internships (one third of whole study time)
- 1/3 of programs have a focus on public management or generic PA
- Internal polytechnics: high study load (2200 contact hours in 1.5-2 years) → passive learning attitudes
- Most authorities prefer to recruit junior staff for executive class with a major in law and they prefer graduates of their own internal polytechnics

### Pre-Service Training

#### Law
- Hundreds of law schools in universities: two phases, each ending with a state exam: (1) 4.5 years university studies, (2) two-year preparatory phase in courts, law offices and government departments (Rechtsreferendariat)
- Political Sciences with major in Public Administration or Public Policy (offered by about 15 university departments in Germany)
- Business Administration with major in Public Management (about 6 university departments)
- Very few Master study programs in "Public Administration", e.g. Universities of Konstanz, Speyer, Potsdam (see next slide)
- Few other disciplines like economics/public finance, sociology, eGovernment

#### Master Degree
- Entry requirement for administrative class; for future civil servants additionally a two years pre-entry preparatory phase (Referendariat); but only rarely for non-law graduates
- Very few Länder offer traineeships for non-law graduates (Verwaltungsreferendariat)
- Some traineeship programmes during the 2-years' probation period (3 stages plus training)
Demand
- strong interest in legally trained staff at all levels
- Higher Intermediate Service: majority with legal profile
- Higher service: 2/3 of recently recruited junior staff with a law degree

Supply
- partly very legalistic content
- but also broad choice of programs from different disciplines
- sufficient opportunities

1. Training Civil Servants in Germany
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Towards a neo-Weberian state?
• Globalisation, decentralisation, more intensive use of IT….
  • new opportunities and obligations to deal with international implications of policy issues
  • at the same time: increasing fragmentation of policy responsibility posing challenges of co-ordination, accountability and coherence

• Classical leadership (“command and control”) is losing ground in the decentralised, knowledge-intensive, and “webbed” societies of OECD countries

Towards a neo-Weberian state?

• Changing expectations and values (“legitimacy”, “trustworthiness”, “accountability”, “the enlightened client”

• Changing work circumstances: organizational uncertainty, permanent reorganization

• Changing leaderships paradigms towards adaption and social influence

• Changing skills: matching soft skills (facilitating, negotiation, communication and brokerage) with new organisational settings (“governance”)

• Dealing with other (national public service) management styles
  • For example: differences in power distance, uncertainty avoidance, gender egalitarianism across national leadership cultures (Global Leadership and Organizational Behavior Effectiveness, GLOBE project)

• High tolerance of ambiguity (facing up paradoxes and unreconcilable interests)

• Multiplicity and variety of roles... (role-awareness)

• Dealing with other (national public service) management styles
  • For example: differences in power distance, uncertainty avoidance, gender egalitarianism across national leadership cultures (Global Leadership and Organizational Behavior Effectiveness, GLOBE project)
Executive Education...

- ...for civil servants traditionally have been offered by the State Academies of Public Administration (LAköVs), the Federal Academy of Public Administration (BAköV) and private non-profit institutions but...
- in-house programs have come under more pressure
- teaching and learning cultures are changing (frontal mass lecturing vs. more discoursive and seminar-style teaching in the social sciences)
- increasing divergence with regard to education institutions
- institutionalization of "public administration & management" as an academic discipline;
- growing emphasis on mid-career and executive training programs.
- universities are becoming stronger players in public sector education markets

Executive Education for the Civil Service...

...and two examples to ensure alignment, efficacy, efficiency and quality....

Example 1:
Executive Coaching
Executive Coaching

- Managed by the Federal Academy of Public Administration and/or (internal) academies of respective ministries or state academies
- Delivered by certified executive coaches as one-on-one counseling as an educated “dialogue about the joys and the suffering in the life of work” or as a team coaching
- In Germany: grounded in a systems-oriented approach to process-counseling

Example 2: Postgraduate University-degree programs

Postgraduate degree study programs

- Developed and Managed by private Universities or public Universities with their private (non-profit) institutions or firms, sometimes by multi-university consortium
- Sometimes co-developed and/or mandated by government (authorities)
- Delivered by university professors and associated experts
## Research

- Governance
- Organizational Development and Research
- Organization and Reform of Governments and Administrative Systems
- Public Policy
- Local Government and Administration
- Public Enterprises
- Non-profit Organizations, Third Sector and Civil Society
- Government Regulation and Deregulation
- Development Policy and International Relations

## Graduate and Executive Education

- Graduate Master’s Program in Politics, Public Policy, National and International Administration
- Master of International Relations (two years with HU and FU)
- Executive Master of Public Management (MPA)
- Executive “Joint Degree” Master of European Governance and Administration (MEGA)
- Short-term executive courses and Summer Schools

## Consulting and Policy Advice

- National government and international commissions and boards
- Transparency International
- UNDP
- ECFA
- OECD-SIDMA
- ECPR
- UNEPA
- GIZ
- and many more

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## Master of European Governance and Administration (MEGA)

- Bilingual Postgraduate Dual Master Degree with the following partners:
  - École Nationale d’Administration (ENA)
  - Université de Paris 1 Panthéon-Sorbonne
  - Federal Academy of Public Administration (BAkÖV)
  - Humboldt Universität zu Berlin (HU)
  - University of Public Administration, Speyer
- Full-time program of 12 months (2005-2011)
- 110 Graduates from 15 different countries
- Restart as part-time program (two years) in 2013
- Target Group: public servants of the higher service layer of Germany, France, other EU member states or EU candidate countries

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Master of European Governance and Administration (MEGA)

- 2004: Experts’ Report on German-French Qualification Program and “Agreement”
- 2005: Approval of Study Rules and Regulations by University boards and State Ministry of Science and Education
- Start of the “Master of European Governance and Administration” (MEGA) in Paris
- 2005: 2013: Relaunched as a part-time study program and “JointDegree”
- 2016: Graduates from:
  - Germany
  - France
  - Albania
  - Belgium
  - Estonia
  - Greece
  - Italy
  - Luxembourg
  - Netherlands
  - Austria
  - Poland
  - Hungary
  - Romania
  - Serbia
  - Slovenia
  - Turkey

Master of Public Management (MPM)

- International postgraduate Master program with three streams:
  1. Public Policy and Administration – PPA (since 1996)
  2. Global Public Policy – GPP (since 2003)
  3. GeoGovernance – GG (since 2011)
- Target group: mid-career professionals with a background or career plans in the public sector or international organizations
- Funding and scholarship support: InWEnt/GIZ (1999-2011), Siemens AG (2003-2005), Potsdam Research Cluster for Geocrine Analysis, Environmental Change and Sustainability, PROGRESS (2010-2014)
- 365 Graduates from 72 different countries
Customized Programs

Partners and Clients (selection):

- Office of the Civil Service Commission (OCSC), Thailand
- European Fund for the Balkans (EFB) – Fellowship Programme for Government Officials from the Western Balkans
- Civil Service Agency, Kazakhstan
- German International Cooperation
- Summer School “Decentralisation & Local Governance”
- Transforming Administration, Supporting Innovation (TRANSFORMASI), Indonesia
- Strengthening Public Administration Education in Afghanistan
- “Project 165” of the Vietnamese government
- TRAIN – Training & Research for Academic Newcomers (King-Baudouin-Foundation)

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Mandated PA programs are confronted with conflicting goals
Lessons from University-based programs

- Accreditation
- Reporting
- Quality assurance boards
- Advisory council
- Outreach to principals
- Alumni survey
- Follow-up seminars

"Assure academic excellence - at no cost for me!"
"Create an impact along our purposes - and become independent from our grant."
"Contribute to a better civil service!"
"Get me prepared for a better job – and serve me!"
"Train my staff up to the task!"

"Create an impact along our purposes - and funds available for it"
"Management of mandated PA program"
"Qualifying Students"
"Better Faculty"
"Better morale"
"University"

Principal

seeks reputation and academic excellence (in research)
want better services and better government
wants qualified personnel to maintain and develop the organization
wants management qualification in general and career development in particular
"Create an impact along our purposes - and funds available for it"