Learning from Experience -

some reflections on how training can help develop administrative capacity

August 2008

With the exception of sections 14-16, the text of this paper has been drafted by Ronald Young, Team Leader, assisted by Daryoush Farsimadan and Zhechka Kalinova. Tatiana Kmetova has also contributed an important annex. He is grateful for their input and comments but takes sole responsibility for errors of fact, style and judgement. The EU takes no responsibility for any opinions or errors.
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Purpose of the project - and of this paper

Bulgaria became a member of the European Union in 2007 with most of the acquis embodied in law – but aware that laws do not implement themselves. They require not only adequate resources but knowledgeable staff with appropriate tools, skills and management support. Some sectors in Bulgaria have an institutional base for continuous training – for example public finance, the judiciary, customs and police – but few other sectors have such a system. Training, generally, has been ad-hoc and dependent on project support.

During 2008 the EU Phare programme supported the Institute of Public Administration in Sofia in developing a new network of regional centres – in Sliven, Plevin, Blagoevgrad, Veliko Turnovo, Varna and Smolian – which could enable the delivery of local training of state officials. The aim of the EU project was to – “build a system for in-service training of Inspectors and other stakeholders to satisfy clearly identified training needs and priorities in the field of acquis communautaire implementation”. Five fields were selected by the Institute for the initial development of training and training material –

- Food safety
- Environment
- E-government
- Consumer protection
- Equal opportunities

The project appointed Bulgarian specialists in these fields to manage this process of designing and delivering training. In six months the project was able to:

- Produce 18 training modules – listed in annex 3
- Draft Guidelines for assessing training: how to carry out assessment which helps improved training.
- Produce a Training of Trainers’ Manual; and a Coaching Manual
- Run 30 workshops in the 6 regions for 500 local officials
- Draft a Discussion Paper to identify the various elements needed to help improve the capacity of Bulgarian state administration. This offered examples of good practice in both training and implementation.

This publication incorporates relevant sections of that Discussion Paper but includes three new sections.

- Part II - a final analysis of how the project dealt with the various issues of needs assessment, course structure and development of modules – and what lessons that experience suggests for future practice here.
- Part III - some practical hints for trainers about how to make their courses more participative.
- three annexes – one demonstrating what is involved in a competence approach to training of environmental inspectors; annex 2 drawing some important lessons from recent training projects in the equal opportunities field; and annex 3 being a brief overview of how Scotland has handled different types of discrimination.

To some people, the title of this paper will seem a bit strange – but we have chosen it to emphasise the fundamental point that effective learning is based on reflection on actions. Modern training systems are based on the work of David Kolb and his cycle of action-reflection-learning. One of our main messages is that effective trainers are those who help set up learning processes – rather than teach per se. And good trainers understand that they have as much to learn (about both learning techniques and their own specialist subject matter) as those they are “teaching”.

GLOSSARY OF TERMS

Administrative capacity; what a state body has when it is able to use its (limited) resources in a way which achieves results. This requires leadership – supplying strategic vision – and management with good project management systems and skills.

Coaching; takes place when a manager takes time to meet staff – on an individual and regular basis – and creates an environment in which they are encouraged to set out their experiences of dealing with issues in such a manner as helps them develop their skills and perform better. The time invested by the manager is more than compensated by the time he saves in having things running more smoothly! See section 6.3 below for more.

Compliance; is achieved when people do what you want them to. In this case, when companies, state bodies and citizens observe and respect the legal obligations of the EU Acquis relating to the achievement of such things as free and fair markets; and safe living and working environments. See 2.3 below for more.

Enforcement; the legally-sanctioned punishment which follow when lack of compliance is noticed and acted upon.

Implementation; the process of transforming the good intentions behind a law into practice on the ground. Laws do not implement themselves. They require knowledgeable and skilful staff - supported by management and by budgets. Implementation can – and does - fail for a variety of reasons. Lack of trained staff is only one of these. See 2.1

Instructor; the person who is asked to transfer knowledge to those who are assumed to lack it. A good training system is one which checks who needs what knowledge (training needs assessment – see section 4); and how that knowledge is best gained (section 5). Instruction is going out of fashion – and self-instruction is receiving much more emphasis.

Network; an informal system consisting of those who choose to be members because of the mutual benefits it offers

Priorities; what any sensible person or organisation needs to have. Noone ever has sufficient time or resources to achieve everything desirable. And that is particularly true for new EU member countries trying to implement the acquis. Governments and State bodies have to decide what results are most important and/or achievable in a given period of time – and focus their energies and resources on these. Trying to do too much results in little being achieved.

Reflection; the process of thinking which uses everyday events as opportunities to learn.

Strategy; This generally refers to a written statement describing what an organisation wants to achieve – and how it is going to try to meet these goals. You can tell how seriously an organisation takes this document by checking the process it has used to produce it. If it rests on an intensive process of consultations both inside and outside the organisation, there is a chance of the strategy succeeding.

Trainer; someone who has the skills and experience to set up the environment in which people learn for themselves – through case-studies, role playing etc. Too often the word is used to describe “instructors”.
A Personal Introduction to the English version

Ambrose Pierce was an American journalist in the latter part of the 19th Century whose pithy and tough definitions of everyday words, in his newspaper column, attracted sufficient attention to justify a book “The Devil’s Dictionary” whose fame continues unto this day. A dentist, for example, he defined as “a magician who puts metal into your mouth and pulls coins out of your pocket”.

The rhetoric – and practice - of both old and new public management (NPM) is crying out for a similar puncturing. It is interesting that the EU funds TA projects in making management systems more effective – since its own management systems are so antediluvian and the language it uses so opaque.

In 1979 some British citizens became so incensed with the incomprehensible language of official documents, letters and forms that they set up a campaign called “The Plain English Campaign”. It was its activities in making annual awards for good and bad practice that shamed most organisations – public and private - into reshaping their external communications. Their website www.plainenglish.co.uk contains their short but very useful manual; a list of alternative words; and lists of all the organisations which have received their awards.

Words and language are what distinguish us from animals – but bureaucratic, political and commercial systems have powerful interests in keeping us passive and unquestioning and have developed a language for this purpose. One of the best attacks on this is George Orwell’s “Politics and the English language”. Written in 1947, it exposes the way certain clichés and rhetoric are calculated to kill objective thinking – for example how the use of the passive tense encourages fatalism and undermines the notion that it is people who take decisions and should be held accountable for them.

The importance of demystifying complex language was continued by C Wright Mills in the 1950s and 1960s who once famously summarised a 250 pages book written in tortuous syntax by the sociologist Talcott Parsons to 12 pages! And a south American priest Ivan Illich continued the work with his various books which eloquently argued against the damage done to learning by formal schooling methods – and to health by doctors and hospitals.

I’ve had 20 years as a (Regional) politician in Scotland trying to challenge and change complacent government systems – and another (almost) 20 years as a nomadic adviser on EU-funded projects trying to build administrative capacity in ex-communist countries. Sometimes I feel that the only useful topics are those on “critical thinking”; communications; and project management!

I have selected about 50 words which occur frequently in the discourse of public management; and which are too often used to close down – rather than open up - discussion. If the definitions are a bit tough on the language used by the EU, then that is because its shameful jargon reflects a system of technocratic power which needs to be ridiculed.

RG Young August 2008 Sofia
A draft “Devil’s Dictionary” of terms for good management of state bodies

**Accountability**: the requirement that those in power explain – in a transparent, regular, structured and truthful way – what actions they have authorised and why. The corollary is that any failure of their explanations to satisfy will lead to sanctions – including dismissal.

**Acquis transposition**: the transferring of 80,000 pages of EU obligations into national legislation.

**Agent**: an intermediary who performs actions on behalf of another. A huge theoretical literature was built around this concept in the 1980s – to try to demonstrate the way in which public servants developed interests separate from that of the public – and to justify privatisation and the separation of public budget-holders from those who supplied public services. Pity that there are so few of these academics now bothering to develop a literature about the self-serving behaviour of many of those who now own and manage the privatised bodies!

**application**: the act of trying to bring an intended state of affairs to fruition. The word used in the Slavic language perhaps is more powerful – execution!

**Coach**: The private sector’s constant search for a positive image has led it to suggest that good managers are like sports coaches. This involves using people’s immediate experiences as a learning tool – and giving feedback. The uncomfortable logic, of course, of the metaphor is that coaches of losing teams are often quickly sacked. But the private sector is less ruthless!

**Communications**: the first thing which people blame when things go wrong.

**Compliance**: consistency with a defined outcome. Traditionally called “obedience”.

**Consultation**: the skill of bouncing other people to agree with what you have already decided. This is, in fact, one of the famous rungs of the famous Arnstein “ladder of consultation” which ranges from “informing” through to “joint production”.

**Control** (verb): to ensure that people do what senior management wants. This used to be done by fear – but a range of clever carrots and sticks are now used. Control used to be “ex-ante” (detailed instructions before the event) but is increasingly “ex-post” – through monitoring and evaluation.

**Corruption**: a fashionable thing to be against. A new anti-corruption industry of consultants has arisen which reformulates the public administration principles to which NPM (see below) is opposed, thereby generating maximum confusion.

**Educationalist**: someone who transfers knowledge in a classroom situation.

**Effectiveness**: the quality of combining resources in a harmonious way to achieve specified objectives.

**Efficiency**: a positive ratio between output and input.

**Evaluation**: the process of finding out who is to blame. The EU has a very traditional model of evaluation – carried out by outside experts which takes so long (and is so long and tortuous in language) that its results cannot be used in the design of new programmes. See “learning organisation” below.
Executive; those who propose policy and resource strategies and implement new legal requirements. The term therefore includes both those who form the government of the day – and senior administrators who advise them and manage the system of policy implementation.

Expert; a term used to describe those with little knowledge – and even less wisdom and morality.

Government; those who hold formal positions of legitimate power whose continuation depends on the outcome of periodic public elections. Other positions of legitimate power – such as the judiciary – are protected from both political and public control.

Impact; the measured effect of an activity on identified groups.

Implementation; the process of applying or “executing” a law. In the 1970s political science developed an important body of literature which showed the various ways in which the good intentions of laws were undermined. The classic book by Wildavsky and Pressman had the marvellous sub-title – “how How Great Expectations in Washington Are Dashed in Oakland; Or, Why It's Amazing that Federal Programs Work at All”.

Input; the resources which are put into an activity

Learning organisation; something foreign to the EU since its understanding of organisations is trapped in the Weberian model. The last 15 years has seen management theory develop a view that the best way for organisations to keep up with social change is through valuing their own staff by delegation and strong ongoing feedback – not by commissioning external experts to conduct complex and irrelevant evaluations.

Manage; to make a mess of.

Mentor; someone admired by others – whose behaviour and advice has, as a consequence, a particular power.

New public management (NPM); the body of literature which has in the past 20 years replaced that of old public administration. It has borrowed its concepts entirely from private sector management and has encouraged governments throughout the world -

• to see the “citizen” as a “consumer” of services
• to reduce civil service skills to drafting of contracts; definition of policy targets; and regulation of for services which are managed at “arms-length” by the private sector, other state bodies or NGOs
• to set up reward systems and penalties to ensure targets are met

It slowly dawned on the NPM zealots that such an approach is positively Soviet in its inflexible emphasis on targets – and that the reward systems undermine teamwork and policy coordination which good policies require. There is now a backlash to NPM

Outcome; the wider societal impact which a policy seems to have.

Output; the immediate way in which the faithful implementation of a policy can be measured – eg spending of an agreed level of money.

Parliamentary power; when exercised negatively (in the critique and adjustment of incoherent government proposals), something to value very highly. When exercised positively (as legislative initiatives) something to treat as “pork-trough or barrel” politics.

Performance management; the system which sets targets and rewards and penalises accordingly.
**Performance-orientation**: a concern for the results of inputs and spending – generally in improved customer satisfaction.

**Policy**: a statement of the tools and resources which government is using to try to achieve an intended set of objectives.

**Policy review**: the critical assessment of the outcomes and outputs of a policy field. This can be carried out within government – or by academic bodies and think-tanks and commissioned by various bodies including government.

**Priorities**: “Gouverner”, as the French say “C’est choisir”. State bodies and services can never do equal justice to all the laws they are required to implement. Guidance has to be given by senior management to those legal requirements on which its staff should spend time, energy and resources. Many new member states continue to churn out strategic documents which are checklists of good intentions – with no such guidance.

**Public administration**: a phrase which reminds us that state bodies serve the public – not the state!!!

**Regulation**: as natural monopolies have been privatised, a vast system of public regulation has been set up to control the obvious consequences of private monopolies.

**Services**: what the outputs of government activities should give us – but rarely do.

**Social marketing**: public programmes of research and promotion which try to change public behaviour eg safe sex; reduced smoking.

**Strategy**: a statement of how an organisation understands the environment in which it is working; what problems or opportunities it sees as priority to deal with – and how it proposes to do that.

**Strategic management**: a proactive style of management

**Street-level officials**: a term used to describe those officials who are in close contact with the members of the public and have to exercise discretion and judgement in their behaviour (field; front-line). Its positive sense is that they often have a better sense of what the public needs than senior management. Its negative sense is that, distant from control, such officials can more easily engage in self-serving behaviour.

**Subsidiarity**: a term used by the Catholic hierarchy which is now part of EU rhetoric – can be used to legitimise the further stripping of state functions.

**Targets**: what those in power use to measure the performance of – and to blame - others

**Tools of government**: the various ways government tries to make you do what they think is good for you.

**Training**: “surgery of the mind”. A marvellous phrase an old political colleague of mine used to describe the mind-bending and propaganda which goes on in a lot of workshops.

**Transparency**: another EU buzz-word – meaning exposing the outside world to the tortuous procedures and language of the European Commission.
Acronyms

CFCU; Contracting unit at the Ministry of Finance

EC; European Commission

EU; European Union

HRM; Hyman Resource Management

ICT; Information Communication Technology

ILO; International Labour organisation

IPA; the Institute of Public Administration (Sofia)

MSAAR; Ministry of State Administration and Administrative Reform

TNA; Training Needs Assessment

ToR; Terms of Reference (ie technical specification of project)

WHO; World Health Organisation

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And, without Mirela and Dobri’s attention to detail at the final editing and printing stage, this would never have seen the light of day.
Some thoughts at the end of a project

The Bulgaria state system is suffering from “training fatigue”. Too many workshops have been held – and most without sufficient preparation or follow-up. Workshops with these features are not worth holding.

The Training materials, standards and systems developed by projects are hard to find. Too little material is shared and put on websites – let alone properly maintained ones.

Training is too ad-hoc – and not properly related to the performance of the individual (through the development of core competences) or of the organisation (through, for example, project management).

A serious effort needs to be undertaken to establish a network of training suppliers (or community of learners) which can, for example, share experience and materials - and help develop standards.

It is not enough, however, to operate on the supply side. Standards will rise and training make a contribution to administrative capacity only if there is a stronger demand for more relevant training which makes a measurable impact on individual and organisational performance.

In the first instance, this will require Human Resource Directors to be more demanding of training managers – to insist on better designed courses and materials; on proper evaluation of courses and trainers; and on the use of better trainers. A subject specialist is not a trainer. We hope this book (and the project’s paper on assessment tools) will help give some benchmarks.

It is critical that any training intervention is based on “learning outcomes” developed in a proper dialogue between the 4 separate groups involved in any training system (section 6 of the book).

HR Directors need to help ensure that senior management of state bodies looks properly at the impact of new legislation on systems, procedures, tasks and skills. Too many people seem to think that better implementation and compliance will be achieved simply by telling local officials what that new legislation says.

Workshops should not really be used if the purpose is simply knowledge transfer. The very term “workshop” indicates that exercises should be used to ensure that the participant is challenged in his/her thinking. This helps deepen self-awareness and is generally the approach used to develop managerial skills and to create champions of change.

Workshops have costs – both direct (trainers and materials) and indirect (staff time). There are a range of other tools available to help staff understand new legal obligations. These are outlined in section 9 of this book.

Laws do not implement themselves. They require political and managerial commitment and resources. Such commitment and resources are in limited supply. Organisations (state bodies) perform only when they are given clear (and limited) goals – and the commensurate resources and management support. This requires the systems and skills of strategic management.

Administrative capacity has become a major issue for Bulgaria. It can be developed only through senior management being properly encouraged to prioritise and draft realistic action plans – based on project management principles.

The core mission of the Institute of Public Administration is – or should be – to encourage and help senior management acquire these skills.
PART I – LEARNING FROM EXPERIENCE

1. Seeing difficulties as opportunities

2. How the project tried to identify needs - and design relevant learning experiences

3. Selecting the most appropriate structure for learning? Systems for on-the-job and off-the-job training for the acquis

4. Toward a community of learning – the importance of networks and Strategies

5. Thinking about compliance

6. How is good training practice achieved?
1. Seeing difficulties as opportunities

1.1 The project’s basic purpose
This project had some clear outputs – 6 new regional centres; a Management Information system; Training materials; trainers; 500 trained officials.
But none of these is an end in itself – they are all means to a wider purpose which was clearly expressed in the project ToR – “To build a networked system for in-service training of Inspectors and other stakeholders to satisfy clearly identified training needs and priorities in the field of *acquis communautaire* implementation”
An important part of the project has, therefore, been to -

- pose the basic question of “how can training actually contribute to implementation and compliance”? **How can training managers find out who needs what sort of improved knowledge and skills** in order to achieve new policy requirements and procedures?
- help **develop training modules** which seemed to **meet those defined needs** - which would serve as examples of “good practice” for other sectors
- run workshops for 500 local officials – at 6 regional centres – which would **test the relevance of the course structure and training material**
- identify lessons from this experience which could **help IPA manage its new network** in a way which ensures that training actually leads to improved performance.

1.2 Identifying the gaps - how to work out who needs what sort of help?
The process which should be undertaken when a state body faces the task of undertaking a new set of responsibilities is clear -

- The first step is for **senior management** of the relevant state body or bodies to identify what difference the new policy will make to ways of working. Who is most affected by the change – and what exactly will they have to do that is different?
- This would then be the subject of discussion with at least a **representative sample of those directly concerned** – to allow a note to be drafted giving detailed guidance on the requirements of the new procedures
- Depending on the scale of the change, some people might, at this stage, raise the question of **piloting the change** somewhere in order to identify and deal with problems before full-scale implementation¹.
- Alternatively some questions might be raised about **whether all of the staff concerned had the necessary skills** (eg communications) to manage the new procedures successfully.

Note the stage at which training comes into the picture. It is not – or should not be - the immediate reaction. The question we had was whether senior management was in fact operating like this in Bulgaria. The approach this suggested was laid out in para 4.4.3 of our Inception Report

“Before a training model and materials can be developed, we need to –

- understand how the new acquis are communicated down the line; with what changes in job specifications and training
- meet experts working on compliance and enforcement in the various levels of implementing bodies so that we can properly identify the target group and develop a profile of the typical individual the network will be serving – and their present and future job requirements
- identify the *weaknesses* of present communications and/or training systems
- understand the role of “off-the-job” and “on-the-job training” in solving these problems – and the link between them
- identify who exactly the **target groups for the 500 trainees should be**
- identify **other supporting actors** in the field (eg professional networks; Ministry training centres; EU projects (past and present); Chamber activity;)
- review the training material they have used
- check the role of the training in professional development and performance appraisal

¹ As is happening, for example, with E-government
That was a very ambitious methodology – but a necessary process if appropriate tools are to be developed for the achievement of better implementation. The process can be boiled down to three simple statements -
- First identify **what** it is that a particular group need to know to perform a new task.
- Then find out **who** lacks this knowledge or skills
- Then explore **how** the group can best be assisted reach that new state.

1.3 Using difficulties as an opportunity to learn
In the event, the project had neither the time nor the authority to carry out the sort of detailed analysis suggested in the Inception Report. In this respect, it was perhaps in a very similar position to that of IPA’s training managers Training managers throughout the world encounter certain common problems such as -
- inadequate TNA and, therefore, inappropriate course structure and material
- workshops being organised at short notice
- people being sent to courses who don’t want to be there
- participants with different levels of needs
- courses which rely too much on passive learning – and don’t use case-studies or exercises
- lack of systems to check that training material properly related to needs
- persuading trainers to use more informative assessment forms
- reluctance to confront the problem of poor trainers
- lack of follow-up to workshops

| The project approach has been to encourage its Training Coordinators and instructors to treat each workshop as an opportunity for them (as organisers) to learn more about the needs of the people they were dealing with and about what changes were needed in the way they responded to those needs. |

We shall now briefly describe the work of the project - focussing on the light the experience threw on these typical problems
2. How the project tried to identify needs - and design relevant learning experiences

This section raises issues relating to –

- the selection of the subject areas
- the identification of the target groups
- assessment of their needs
- the development of the training programmes and material

2.1 The selection of priority fields

Contrary to our expectations, there was no guidance from the Council of Ministers about priorities – and the project and the beneficiary were, therefore, left to make their own decisions. The project selected five fields: environmental protection; food safety; E-government; consumer protection; and equal opportunities. The justification for this is set out in table two.

<table>
<thead>
<tr>
<th>Table one: reasons for selection of fields</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Need</strong></td>
</tr>
<tr>
<td>environmental protection</td>
</tr>
<tr>
<td>food safety</td>
</tr>
<tr>
<td>E-government</td>
</tr>
<tr>
<td>consumer protection</td>
</tr>
<tr>
<td>equal opportunities</td>
</tr>
</tbody>
</table>

And Training Coordinators were appointed whose track record convinced us that they could manage curricula development and workshops in these fields.

2.2 Who were our actual target groups?

Compliance with EU norms requires the understanding (and one might add – commitment) of at least three very distinct groups of people:

- Senior management of state bodies; to ensure that strategies, action plans, management systems and budgets are in place to support implementation
- Local and regional officials; to ensure they understood the new law and had the skills to implement it
- Society at large – the citizens and organisations whose compliance with EU norms is sought

This project was required to focus on the second group – but, as the quotation from the Inception Report indicates, we consider it very dangerous to attribute any failings in implementation to middle and local levels of management! We tried to deal with that issue in Part One of the Discussion paper and return to it in section 17. Table 2 looks at what’s involved in each role.

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2 The process by which the project selected its “acquis-related sectors” was described in detail in section 1.2 of the First Progress Report.
Table two; Who needs to do what to achieve good implementation – and compliance

<table>
<thead>
<tr>
<th>Who?</th>
<th>What? (Role)</th>
<th>Result</th>
</tr>
</thead>
<tbody>
<tr>
<td>Senior management</td>
<td>Develop clear and achievable goals, tools and procedures – with enough staff and budget</td>
<td>consistent management guidance and support</td>
</tr>
<tr>
<td>Local officials</td>
<td>Understand the new technical and legal requirements</td>
<td>Knowledgeable officials</td>
</tr>
<tr>
<td>Local officials</td>
<td>Develop capacity and skills to implement</td>
<td>Officials with compliance skills</td>
</tr>
<tr>
<td>Public</td>
<td>Understanding and support for new norms</td>
<td>Compliance</td>
</tr>
</tbody>
</table>

The Inception Report has also explained that, with the beneficiary’s approval, we had adopted a broad definition of “inspector”.

- **environment** – one module was developed for environmental inspectors but we focussed mainly on middle managers drafting bids for Structural Funds – which fits the argument of the Inception Report (that knowledge of law does not necessarily get compliance – resources, political, managerial and public support, are more important than training).
- **Food Safety**; we have focussed on inspectors from the Ministries of Health; and of Agriculture.
- **Consumer protection**; where the focus was both the senior staff of the Consumer Protection Commission – to help them understand the implications of the Unfair Commercial Practices Directive - and local officials
- **Information Society**; The Electronic Government Act requires not only new knowledge on and understanding of the legal framework, but also mandates a wholesale internal organisational restructuring in administrative structures. Target groups for training were therefore not only legal professionals working in administrative positions but also ICT specialists and secretaries general.
- **Equal opportunities**; the work to identify the relevant target groups started only in mid-July

Table three; the project target groups

<table>
<thead>
<tr>
<th>Level</th>
<th>Field</th>
<th>Numbers trained in project</th>
</tr>
</thead>
<tbody>
<tr>
<td>Inspectors</td>
<td>Food Safety; environment; consumer protection</td>
<td>115 17 100</td>
</tr>
<tr>
<td>Senior management</td>
<td>Consumer protection</td>
<td>20 9</td>
</tr>
<tr>
<td>General experts</td>
<td>Equal opportunities; information services environment</td>
<td>18 106 100</td>
</tr>
</tbody>
</table>

2.3 How did we try to find out more about their needs?
Each Bulgarian state body is required to develop an annual training plan – based on a statement by each individual civil servant of his training requirements. These plans are sent to the Minister of SAAR who then sets a general training plan for the Bulgarian civil service. This helps IPAEL draft the annual Catalogue of courses which offers. Obviously some state bodies calculate training needs more carefully than others – which led the Operational Programme document on Administrative Capacity to state that “a comprehensive analysis of the training needs of state administration needs to be carried out”.

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3 “Those who work as experts in state bodies charged with overseeing the implementation and enforcement of a relevant part of the acquis”

4 the project has developed its own material for environmental inspectors which serves as a model for other types of inspectors

5 In article 35 (4) of Civil Servants Act of 2000

6 End of section 6.4 of Operational Programme “Administrative Capacity” 2007-2013
As the project did not have official status until the addendum of January 25 was received, it had to refine this needs assessment in informal ways –

- **Environment field:** In the light of the Operational Programme’s priorities and of the needs identified by previous EU project, a menu of 10 possible courses was developed by the project and sent to all municipalities to identify interest and priorities. A training programme was duly drafted – of 6 modules and 10 courses.

- **Food Safety:** The training manager in the National Centre for Health Protection – which services the work of inspectors in the Ministries of Health and Agriculture – was approached. Her involvement in the EU “Better Training for Food Safety” programme led her to suggest that “hazard analysis” should be the focus of training.

- **Consumer Protection:** we asked senior management and some people in municipalities – and got rather different answers about needs. The CPC needed an international consultant to help them clarify issues relating to the Unfair Commercial Practices legislation. As a result of such input, a module on this subject was prepared and delivered – as well as a more general one for local staff.

- **Info Society:** where the need was defined simple as preparing relevant staff to deal with the requirements of the 2007 law on electronic government

- **Equal Opportunities:** where, again, the need was defined as helping staff to understand the obligations of the various EU anti-discriminatory legislation.

Looking back, it is now possible to see that the project was working with three different types of need–

- For a **better understanding of the meaning of a new law** and identification of the sorts of changes needed in procedures and systems

- For the **dissemination of better tools and practice** which has been developed

- For officials to **develop knowledge and skills** to bid for and obtain the resources they need to develop missing infrastructure

<table>
<thead>
<tr>
<th>Table four: purpose of the training</th>
</tr>
</thead>
<tbody>
<tr>
<td>transfer knowledge</td>
</tr>
<tr>
<td>Environment</td>
</tr>
<tr>
<td>Food Safety</td>
</tr>
<tr>
<td>Information Society</td>
</tr>
<tr>
<td>Consumer Protection</td>
</tr>
<tr>
<td>Equal Opportunities</td>
</tr>
</tbody>
</table>

2.4 How were our training programmes designed?

The project was unable to start its training work until the CFCU allowed it to appoint its first 3 Training Coordinators – in March 2008. By then – with half of the project gone – there was little time left to spend on curricula design. We had to start the organisation of some workshops if we were to meet our target of 500 trained officials!

Our approach was, therefore, twofold –

- Brief the Training Coordinators and those drafting the training material about our requirements for the development of the curricula (modules)\(^7\).

- Encourage them to use each workshop in a systematic way to refine their understanding of needs and the training material “Everyone on this project – including the coordinators and instructors - will be learning as we go. The assumptions we make about who needs to learn what, how and why must be made explicit – and discussed. Training material will be drafted, discussed, used, reviewed, re-drafted in a never-ending cycle. And we want to encourage the various actors in the fields learn from

\(^7\) These had been clearly laid out in the Guidelines of January 2008 which can be found in the project’s paper on Assessment Methodology
one another’s experiences. Recording – and reflecting on – our various experiences during this process is, therefore, an important activity”.

Of course all of this will be done only by trainers with a commitment to that style of working. When the trainer is a subject specialist with a full-time job in state administration, it will not be easy to do”.

And this brings us to the heart of the matter – that those drafting the training material and delivering the courses on acquis-related matters in Bulgaria are rarely trainers (in the sense of our “basic definitions”). They are subject specialists – who need more guidance and encouragement than they are currently receiving in the very different task of understanding the needs of those they meet at workshops; designing material which meets those needs; and structuring courses which use “active learning” techniques.

Few of our “instructors” were willing or able, however, to avail themselves of the opportunities we offered for training in these fields. Perhaps, if the CFCU had not put a block for 4 months on our work, we might have been able to hold a public competition for instructors – and make it a condition of their employment that they first attended such training. As, however, it was March before the Training Coordinators had contracts we were only too grateful that they brought with them teams of colleagues who could design and deliver the training.

More than half of these instructors took part in the two Training of Trainer courses organised by the project.

One point on which we insisted was the need to draft clear “learning outcomes”. These are developed by the training managers and trainers (a) making explicit their assumptions about the skill or knowledge deficiencies of the learners and (b) then drafting a detailed statement about what the participant will know or be able to do at the end of the course.

Drafting learning outcomes makes everyone think more systematically about the assumptions they are making about the existing knowledge and skills deficiencies – and share that with the other people involved in training.

The last phase of the project saw intensive interactions between the team and trainers to ensure that the training materials reached the structure and standards laid down in the January note of Guidance.

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8 There is, therefore, a strong case for some organisation to create and maintain a website which could offer such individuals some assistance in understanding and dealing with the challenges they face. This book and the manuals listed at Annex 3 are being placed on www.acquisnet.org to encourage such a venture.
3. How do we identify the most appropriate structure for learning? Systems for both on-the-job and off-the-job training for the acquis

The project ToR understood that training should be a continuous process – that workshops should always have a follow-up if the learning that took place is to be sustained. Unfortunately this rarely happens. Training managers generally breathe a sigh of relief at the end of a workshop – and move on to planning the next one. The ToR envisaged that training events should be followed by coaching from the manager as officials start to apply the new procedures and knowledge they have obtained at the workshop. But the project identified other ways in which the understanding of officials about new tasks can be developed. They were set out as follows –

Table five; Tools for learning

<table>
<thead>
<tr>
<th>Tool</th>
<th>Advantage</th>
<th>Disadvantage</th>
</tr>
</thead>
<tbody>
<tr>
<td>“off-the-job” training/learning</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Lectures delivered at workshop</td>
<td>Administratively easy for training system</td>
<td>Relevance and quality difficult to control; learner passivity</td>
</tr>
<tr>
<td>2. Exercises</td>
<td>Engage interest; raise questions; simulate real world</td>
<td>Temptation to use only as “ice-breaker”. Should be used to help prepare a presentation</td>
</tr>
<tr>
<td>3. case-studies</td>
<td>If “failure” presented, can help pose key questions Active involvement of participants</td>
<td>Difficult to construct Can easily distort or miss key points – and become “propagandist”</td>
</tr>
<tr>
<td>4. Site visits</td>
<td>Seeing for oneself Inspiration</td>
<td>Needs good organisation to make connection to learning Interrupts dynamic of workshop</td>
</tr>
<tr>
<td>5. Action learning</td>
<td>Discipline of having to prepare coherent presentation Getting feedback and support Learning from practical examples</td>
<td>Requires careful facilitation if it is to be worthwhile</td>
</tr>
<tr>
<td>“on-the-job” training/learning</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Internet Training material (eg “Frequently asked questions”)</td>
<td>Very accessible Administratively easy for training system</td>
<td>Participation is voluntary – and only motivated staff will use it.</td>
</tr>
<tr>
<td>7. Coaching</td>
<td>High coverage of staff</td>
<td>Line managers may have difficulties in learning coaching skills</td>
</tr>
<tr>
<td>8. E-learning – with tutor interaction</td>
<td>Very accessible; cost effective</td>
<td>High demands on training management Does not allow use of some powerful learning tools</td>
</tr>
<tr>
<td>9. Regional consultations (see section 9.4)</td>
<td>Active involvement of participants</td>
<td>Takes instructing staff out of their work</td>
</tr>
</tbody>
</table>

Detailed assessment of each of these tools can be found at section 8 below. Our discussions have clearly indicated that - although there is a continuing need for technical training in new aspects of the relevant acquis - the greater need is to have support system for those officials at local level as they encounter and try to deal with the problems of compliance and enforcement.

One state body put this very clearly – “We understand the text of the various procedures on equal opportunities – but that is a completely different matter from the various levels of management
understanding why the various forms of discrimination occur; are unacceptable; and how they can and should be changed. Such support can be offered in a variety of ways:

- A website with Frequently Asked Questions
- Case-studies
- Surgeries or master classes (of visiting experts)
- Coaching sessions by managers

The project was able to develop a manual on coaching. Annex 2 presents and analyses the experience of two projects in equal opportunities which could be further developed as a case–study.

### 4. Toward a community of learning – the importance of networks and Strategies

#### 4.1 The strategic questions which lie behind a business plan

Current training of state officials in Bulgaria consists of short courses but, in future, could take various other forms – such as interactive modules; video conferencing; one-to-one advice in coaching. State bodies have their own training budget; are required to draw up annual training plans; and are free to select the training they consider appropriate. That training is currently provided by IPA and by training centres of state bodies (eg Customs; taxation; Ministry of Labour; Centre for Health Protection) and, to a lesser extent, by Universities, NGOs and the local government Associations. No precise figures are available for the total amount or type of training undertaken by each sector. None of the training centres or courses run by these bodies require accreditation by a Bulgarian body – although the centres managed by state bodies have all been strongly supported by international organisations such as the EU, WHO, World Bank, ILO and EU. A National Agency for Vocational Education and Training exists in Bulgaria – but its remit does not include training centres for short courses.

Even, however, if these courses do not require to be accredited, it is in everyone’s interests that some quality checks are developed and used to improve good practice. Quality control of short-course training for state bodies is taken very seriously in EU member states – but takes various forms.

The training which takes place in Bulgaria in the state training centres for Finance, Justice, Customs and Labour – strongly supported by international bodies - is what might call “vocational” ie relating to a body of knowledge and procedures which is integral to the job descriptions of the officials. The same might be said of food safety. Trainers for such functions have received extensive and high-level training.

Outside these broad functional areas, it is our understanding that few of those planning and delivering training courses for state bodies here have received training for this role. The vast majority of instructors are university people and subject specialists working as senior experts in state bodies. Few have been properly introduced to the process of adult learning. Few seem to have available manuals or procedures which cover the sort of good practice outlined in the project’s Discussion Paper. But it is perhaps time that this was the subject of proper study.

A concern for quality leads to three related sets of questions:

- What system is needed to ensure that courses (and the training material and case-studies) are designed and managed to make an impact (course design)?

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9 these are discussed in more detail in Part II

10 Subject to the compulsory IPA courses to which they are required to send, for example, those taking up management positions for the first time

11 Although the word used is “assurance” since “control” has connotations of “big brother”, “Assurance” focuses on the results and leaves open the question of means and roles.
• what system is needed to ensure that those designated as instructors (or tutors) and trainers have and retain the appropriate skills of these very distinct roles\textsuperscript{12} (trainer selection and control)?
• What system is needed to ensure that the training system is managed effectively – ie that priority needs are properly identified, course curricula effectively designed and trainers and relevant participants brought together in a manner which has a satisfactory outcome for the client organisation (training systems management)?

Hopefully the project’s various papers will help Bulgarian HRM Directors, training managers to deal with these questions.

4.2 The potential role of the IPA network
In our Inception Report, we sketched out a role which IPA could offer the wider system of training of civil servants in Bulgaria. We think these ideas remain valid – and strongly urge IPA to set up a network.

Box 1; the value which an IPA network will offer the civil service system in Bulgaria

- exchange of experience
- guidance on course evaluation
- guidance on development of training modules
- identification and development of case-study material for IPA teaching of policy implementation to senior civil servants
- Sustaining and developing an E-learning system – which would be available to a wider audience
- Offer TNA skills to MTCs
- – or be commissioned by Ministries to carry out TNA?
- training the trainer capacity

The Operational Programme on Administrative Capacity indicates the scale of training in general management areas in which IPA will play a significant role – and for which a network of regional centres will be very useful. The training currently being funded by the project at a regional level gives IPA a profile at that level which will be a very useful base for such a development.

4.3 IPA’s core business
It is reasonable to pose the question whether Bulgaria does not need a source of intellectual guidance and inspiration for public administration reform and improvement.
Most countries have had such an organisation. In Germany, the Speyer Academy – in UK INLOGOV. Both started (INLOGOV in 1970s; Speyer in 1980s) by producing inspirational papers on the change needed in local government - which attracted Chief Executives to come to explore, in seminar format, the issues and to share their experiences of change. Both are now flourishing and commercially viable centres. Neither started as money spinners; they were rather the expressions of a commitment to search for a new and better way of doing things. And to treat those who came to the workshops as colleagues on a journey – rather than as trainees.

This implies a network and programme approach. Instead of IPA EI mounting courses on (say consumer protection) it should perhaps be inviting the senior people with the responsibility inside Ministries for implementing “critical” new acquis obligations to form a network - which can help them

\textsuperscript{12} By “instructors” we mean subject specialists – who generally present their material by lectures; “trainers” use a wider range of “learning tools” to create the environment in which course participants learn for themselves. See table 5
develop the project/change management and communications skills to make sure that state bodies actually implement effectively.

**An example**

The “Unfair commercial practices” Directive offers an instructive example. One of the requirements of Bulgarian EU membership was transposition of this Directive. We understand that very little consultation was carried out – and, as a result, Consumer Protection officials have been left confused about various aspects of implementation. Countries such as Poland, Sweden and Germany have taken a very different approach – taking time to consult closely with those who would be charged with implementation - to ensure both that the transposed legislation is feasible AND that the implementing agency has the time to prepare properly for its new responsibilities. This example can be developed as a case-study for IPA to use in its courses on policy development.

Also teach compliance strategy – using the recent UK experience of radically reviewing inspection and risk management. The project work in the acquis fields could help develop case studies around problems of implementation – which IPA can also use in sessions with senior civil servants on change management and policy development.
5. Thinking about “Compliance”

5.1 The project as a pilot experience

This project’s purpose has been to help the Institute of Public Administration in Sofia to develop a regional and local training system which will help state bodies implement EU norms effectively in Bulgaria. This, logically, required the project to -

- look at the factors which constrain effective implementation of new policy and legal commitments arising from EU membership
- identify good practice in policy implementation from member states
- explore the role which training played in achieving this
- look at the range of training tools and systems available
- identify the systems and tools most appropriate for regional officials in Bulgaria

The project was required to provide training in a limited number of sectors but not as an end in itself but rather as a means to a larger end - namely assistance in the developing training guidelines and systems which could help Bulgarian state bodies achieve better compliance with new EU norms.

EU norms vary according to such factors as
- their focus (target groups) and
- the scope they give to member states to define implementation systems (autonomy).

The project was invited to select several sectors covering different aspects of EU policy. It selected five fields – some (like food safety; E-government) with clear and technical requirements for limited target groups; others (environment; consumer protection) laying down more comprehensive requirements on a much wider target group.

And the fifth field in which the project is engaged – equal opportunities – poses perhaps the biggest challenge of implementation – since it is attempting to change deep-seated prejudices people have about groups who, as a result, experience difficulties in accessing, for example, educational and job opportunities. Here we find the limitations about laws – that they will work only if they have the support of society.

5.2 The stages in achieving compliance

We have found it surprising just how little has been written about the application (or implementation) of the acquis in EU member states – presumably because no comparative data is collected about that critical stage of the process. There is a huge literature on reasons for variable rates of transposition – but papers on the real act of application are few and far between\(^{13}\).

The project’s involvement in five such diverse fields presents an opportunity to think systematically about the process of “compliance” – ie obtaining behaviour consistent with legal norms. It would be naive to imagine that all the citizens and legal bodies of the old member states all faithfully observe EU norms. Legal bodies – whether private companies or citizens – are not always able and willing to comply with new legal requirements. And the budgetary pressure on most state bodies means that they often turn a “blind eye” to lack of compliance.

Part I of the project’s Discussion Paper identified the only two EC Communications\(^{14}\) we have been able to find on the subject of Implementation. They are more concerned with the information and

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\(^{13}\) For a rare example, see “Making Europe work; improving transposition, implementation and enforcement” European Policy Centre working paper 25, June 2006. Also “Paths to Compliance: Enforcement, Management, and the European Union” by Jonas Tallberg (International Organisation; Summer 2002, pp. 609–643).

\(^{14}\) COM (2007) 502
reporting systems and networks which can lead to improved identification and reporting for infringement.

And there are, of course, two very different sorts of infringement – first when European Law fails to be transposed or is done improperly; and, second, where the correctly transposed law is not observed.

Various problem-solving mechanisms are mentioned – such as negotiations, out-of-court systems and the SOLVIT network of centres which deals with citizen problems with implementation of internal market issues.

However, real implementation lies in the large area between transposition and infringement – and was identified in the project’s Inception Report as the proper focus of the project’s training activities.

The table below represents our attempt to set out the different stages of implementation in order to achieve compliance –

**Table six: the stages of implementation for EU legislation**

<table>
<thead>
<tr>
<th>Stage</th>
<th>Comment</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 draft Directive or Regulation</td>
<td>Consultation is needed to ensure that legal draft is relevant.</td>
</tr>
<tr>
<td>1.2 Issuing of Directive or Regulation</td>
<td></td>
</tr>
<tr>
<td>1.3 legal drafting in appropriate member states (translation only in case of Regulation)</td>
<td>As Directives leave member states with considerable scope on implementation, such consultation is essential – and taken very seriously in northern EU states</td>
</tr>
<tr>
<td>1.4 parliamentary discussion and transposition</td>
<td></td>
</tr>
<tr>
<td>2.1 Development of action plan</td>
<td>One of the main conclusions of this project is for training to be set in the context of such plans</td>
</tr>
<tr>
<td>2.2 Training and information giving</td>
<td>For both officials and public</td>
</tr>
<tr>
<td>2.3 Information collection and analysis</td>
<td>Obtaining reliable and up-to-date statistics is always a problem – as is subsequent analysis</td>
</tr>
<tr>
<td>2.4 inspection</td>
<td>See the project material on this subject</td>
</tr>
<tr>
<td>3.1 Discovery of non-compliance</td>
<td></td>
</tr>
<tr>
<td>3.2 prosecution or resolution</td>
<td></td>
</tr>
</tbody>
</table>

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15 See basic definitions at page 4
16 Which the project developed from the excellent OECD Manual “Assuring compliance – a toolkit for environmental inspectors in central and east Europe” (2004)
5.3 The Importance of thinking in terms of compliance

The project’s Discussion Paper pointed out that EU member states are beginning to develop compliance strategies as basic tools of implementing European Community obligations. The box below presents a tool for thinking about compliance.

Box 2; A checklist for developing a compliance strategy

Aspects of spontaneous compliance
- Knowledge of the regulation
- Costs of compliance; benefits of non-compliance
- Degree of popular and business acceptance of the regulation
- Natural obedience of subject
- Extent of informal monitoring

Aspects of monitoring
- Probability of report through informal channels
- Probability of inspection
- Probability of detection
- Selectivity of the inspector

Aspects of sanctions
- Chance of sanctions
- Severity of sanctions

This constitutes what might be called a “marketing” approach to compliance – as distinct from the legal approach. The legal approach makes certain questionable assumptions about the behaviour of legal subjects – namely that they know about the law and are disposed to implement it faithfully.

The marketing approach starts with the subject whose compliance is needed and uses the 11 factors as a checklist which the state body and its officials can use (a) first to understand better the factors which reduce the chances of compliant behaviour (eg how well is the legislation understood?); and then (b) to adjust their implementation or action programme to focus on those factors (eg leaflets). On the basis of this understanding a strategy is developed to maximise the chances of compliance in that particular context.

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17 In risk assessment, this is known as the “table of eleven” – and is the basis, for example, of the Netherlands Compliance strategy in the Ministry of Environment (van der Schaaf).
6. How is that good practice achieved?

6.1 Recognise different roles

At least four different groups are involved in any training –

- The **client** – who commissions the training
- The **training manager** – based in the training centre: who helps define the learning outcomes; ensures the course structure is designed to meet these; selects and briefs the instructors; and gets the participants to the agreed location.
- The **instructor** (trainer) – who prepares and delivers the training material
- The **learners** – who should have control over the course structure and their learning process

With E-learning we add a fifth – the provider of the technical infrastructure.

The diagram overleaf looks at each of the four roles and tries to define (a) what each person needs to bring to the process if training is to be effective and (b) the results (or outputs) which should come from the dialogue which is needed between each group as we move through the training cycle. Learning outcomes, for example, come from a proper discussion between the client and training manager to which the latter brings questioning and analytical skills to make sure that the learning outcomes are relevant and realistic.

A problem frequently encountered is that training managers do not have the status, time and confidence to ensure good learning outcomes and monitoring of course structure and materials and trainer performance. Too often, too much, is left to the instructors – who, as subject specialists, are assumed to have the knowledge and skills to package their knowledge in a way which leads to effective learning. But being a subject specialist and being a trainer are two entirely different things!

6.2 Strengthen the role of training manager

How can training managers play a stronger role? One obvious answer is to have a written document which sets out a set of procedures and roles – and which the various people involved in training feel obliged to follow. This does not need to be official – it could be a professional code of practice.

The diagram also emphasis the importance of training managers and trainers commiting themselves to “continuous learning” – and treating every workshop as an opportunity of improving their understanding of needs and refining their learning tools and skills.

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18 Since they are adults
6.4 Strengthen the consumer voice
Achieving improvements in systems always requires operating on both the demand and supply side. So far, we have dealt only with the supply side – the activities, skills and behaviour required of trainers and training managers. But change generally needs pressure from the demand side. Clients, for example, need to know what it is reasonable to expect from training.

6.3 Create a “training community”– consisting of those involved in different roles in current training
A network of HRM managers in state bodies exists in Bulgaria and has an Annual Conference (organised by IPAEI) and we suggest that this should be strengthened - to create a real training community or network which can bring together the various groups listed above to supply a real impetus for change.

6.4 The role of certification and accreditation
Civil servants throughout Europe have been under increasing pressure in the last few decades. More is expected of them – and their training has, as a consequence, been given great importance. Training systems have become much more sophisticated – and are resourced accordingly. What were the factors in other countries at a similar stage of development as Bulgaria’s which gave the impetus to change and improvement?

What role did formal accreditation played in these countries in the development of civil service training systems?

This is a critical question – which leads us to make the distinction between “drivers of change” and “certification”. The latter is a check on quality which, of course, can act as an incentive for the improvement of quality for trainers and training centres. Historically, however, it has come into play only after the drive for improvement has reached a critical point – and when experienced trainers exist to act as credible certifiers. It has rarely (if ever) been a driver of change. Indeed it can, paradoxically, stifle the conditions for improvement!
Part II – Good Practice in Training

Part II of the paper is an overview of the key elements which we consider are needed in an effective training system. We focus in particular on three elements to which, we feel, insufficient attention is often given –

- Understanding learner needs
- Defining “learning outcomes” in a way which helps ensure that the training course is designed to meet those needs
- Ensuring that the relevant learning tools are used

Section seven of the paper sets out the various ways in which needs can be assessed and describes how the project tried to identify training needs in the 5 acquis sectors in which it worked. We would emphasise that, for us, understanding learner needs should be a continuous process for those involved in training – and not something done only at the start. That is why we emphasise the importance of “learning outcomes”. It makes everyone think more systematically about the assumptions they are making about the existing knowledge and skills deficiencies – and share that with the other people involved in training.

A precondition for the effective achievement of the goals of any part of the acquis, for example, is that relevant local officials understand the various legal and technical aspects of that acquis. That seems to suggest a simple process of in-service training whereby the officials absorb the latest relevant information. But increasing questions have been raised globally about the effectiveness of training. These questions have several levels –

- Questions about how people learn – and how to ensure that training interventions are effective. Courses can be structured in various ways – using a variety of tools. E-learning is developing fast. How do we know which is the most appropriate tool to use? A crucial issue here is motivation.
- Questions about how skills (as distinct from knowledge) are best developed. One of our project activities, for example, is to test a module in coaching which will help line managers develop the skills of their staff.

The rest of Part II deals with these questions:

7. What sort of learning gap – how do we know who needs what?

8. Defining Learning Outcomes

9. The “learning toolkit”

10. The role of E-Learning

11. Profile of a good trainer

12. Getting useful Feedback
7. What sort of learning gap – how do we know who needs what?

7.1 Overview

This is perhaps one of the most difficult and neglected part of the training process. The textbooks on training tell us to begin with a “training needs assessment” (TNA). But this phrase is actually a bit misleading – since a workshop giving knowledge or skills update may not actually be the real need of the department or the state body. What more often is needed is a refocussing of the organisation’s activities – with a concentration on some priorities – and a training programme to fit that broader objective.

The first step should, therefore, be to identify what is actually needed –

- skills or knowledge upgrading of specific members of staff who have had their “needs” signalled by some procedure\(^\text{19}\)?
- or, on the other hand, a programme of new systems and procedures and skills with consequential training needs for the structure as a whole?

And the answer you get to the questions posed about needs will very often depend on the person you ask.

Many TNAs fail to recognise that there are three different levels of perception, need and “interest” in organisations –

- That of the individual official
- That of his immediate boss
- That of the ultimate source of authority in the organisation – eg the Minister and/or official statements of strategic direction

Box 2 offers one picture of the varying results you could get from needs assessments conducted with different groups of people.

### Box 2: How position affects the definition of needs

<table>
<thead>
<tr>
<th>Ask -</th>
<th>And he will define the need as -</th>
</tr>
</thead>
<tbody>
<tr>
<td>The individual</td>
<td>Lack of knowledge</td>
</tr>
<tr>
<td>The individual’s manager</td>
<td>Lack of skills – or appropriate behaviour</td>
</tr>
<tr>
<td>The head of the organisation</td>
<td>Need for new procedures</td>
</tr>
</tbody>
</table>

Various mechanisms exist (such as the annual performance review) to try to bring these into line\(^\text{20}\).

Table 7 lists the more usual tools – and makes a brief assessment of each. TNA is a phrase which is used, rather loosely, to cover a variety of very different practices – from comprehensive studies of the legal, structural and managerial context in which a state body operates\(^\text{21}\), on the one hand, to the informal conversations and text, on the other hand, which justifies a list of training activities.

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\(^{19}\) Eg attestation

\(^{20}\) for example, the Bulgarian Ministry of Environment has developed a very interesting self-assessment process – ISPA Measure 2002/BG/16/P/PA/003

\(^{21}\) An example is “Report on admin capacity” (May 2007) accessible at [www.envtraining.eu](http://www.envtraining.eu)
### Table seven: TNA Tools – a brief overview

<table>
<thead>
<tr>
<th>Tool</th>
<th>Example</th>
<th>Advantages</th>
<th>Disadvantages</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. questionnaires</td>
<td>EU Environmental project, <a href="http://www.envtraining.eu">www.envtraining.eu</a></td>
<td>Precise questions can be posed</td>
<td>Respondents may not be aware of (or be willing to indicate) their gaps in knowledge or skills</td>
</tr>
<tr>
<td>2. personal development plans</td>
<td>Current Bulgarian requirement</td>
<td>Administratively convenient</td>
<td>As above</td>
</tr>
<tr>
<td>3. consultation with persons in key positions, and/or with specific knowledge</td>
<td>Process used here by Labour and Social Protection; and Food Safety</td>
<td>Can be done quickly</td>
<td>Too easily assumes that a knowledge-based workshop is the answer</td>
</tr>
<tr>
<td>4. direct observation</td>
<td>eg by line manager during annual performance assessment</td>
<td>Helps ensure training is relevant to organisation</td>
<td>The line manager may not have the appropriate skills to elicit the right answer</td>
</tr>
<tr>
<td>5. review of job specifications or of new requirements</td>
<td>Process used by Consumer Protection Commission</td>
<td>As 2 above</td>
<td>as 2 above</td>
</tr>
<tr>
<td>6. individual interviews</td>
<td>Eg by external consultant</td>
<td>Brings neutrality</td>
<td>Respondents unwilling to be open with strangers Costly</td>
</tr>
<tr>
<td>7. focus groups</td>
<td>Eg by external consultant</td>
<td>Brings neutrality Less costly</td>
<td>Could get “groupthink”</td>
</tr>
<tr>
<td>8. workshops</td>
<td>The initial workshops of this project</td>
<td>Participants have something tangible to react to and the time to think about their needs</td>
<td>The group may not be representative – or may not wish to offer negative comments</td>
</tr>
</tbody>
</table>

Many of these options require resources or skilled staff which are not available in Bulgarian state bodies at the moment. The challenge, therefore, is to develop a clear and easy-to-use framework for state bodies to use at this critical stage of the process.

We suggest later that this will require two major innovations –

- stronger interaction between the clients, training managers and trainers in the needs definition; and
- a recognition by all three groups that each workshop is an opportunity to test and improve understanding of both client needs and the performance of trainers.

This doesn’t happen of its own accord; it needs authoritative guidelines. And also training managers with the authority to implement them.
7.2 TNA in Bulgaria

Each Bulgarian state body is required\(^\text{22}\) to develop an annual training plan – based on a statement by each individual civil servant of his training requirements. These plans are sent to the Minister of SAAR who then sets a general training plan for the Bulgarian civil service. This helps IPA draft the annual Catalogue of courses which offers. Obviously some state bodies calculate training needs more carefully than others – which led the Operational Programme document on Administrative Capacity to state that “a comprehensive analysis of the training needs of state administration needs to be carried out”\(^\text{23}\).

7.2.1 The situation in the project’s acquis fields

The table below represents the project’s attempt to classify the type of TNA which has been carried out in the fields in which the project is working –

<table>
<thead>
<tr>
<th>FIELD</th>
<th>1. Special needs assessment for acquis carried out</th>
<th>2. Training Plan as required by law</th>
<th>3. General training needs assessment carried out</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Environmental Acquis</td>
<td>October 2007 Operational Programme identified priorities During 2007, EU project on “development of capacity to implement environmental acquis at local level” carried out an intensive assessment of needs of regional and municipal personnel</td>
<td>no</td>
<td>Not available</td>
</tr>
<tr>
<td>2. Consumer Protection Acquis</td>
<td></td>
<td>no</td>
<td>The CP Commission has not been able to develop a training plan Economic and Social Committee issued Opinion on CP in Sept 2007</td>
</tr>
<tr>
<td>3. Labour and social protection Acquis</td>
<td>Training plan drafted – but decisions on training programmes are set rather by Ministry assessment of priorities(^\text{24})</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Food Safety Acquis</td>
<td>Ministries of Health and Agriculture have been part of EU’s “Better Training for Food Safety Programme” which has laid down priorities</td>
<td>no</td>
<td></td>
</tr>
</tbody>
</table>

7.2.2 Case study in Coping - How the project has used that needs assessment to develop priority curricula

As the project did not have official status until the addendum of January 25 was received, it has had to refine this needs assessment in informal ways –

- **Environment field;** In the light of the Operational Programme’s priorities and of the needs identified by previous EU project, a menu of 10 possible courses was developed by the project and sent to all municipalities to identify interest and priorities. A training programme was duly drafted – of 6 modules and 10 courses.

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\(^{22}\) In article 35 (4) of Civil Servants Act of 2000

\(^{23}\) End of section 6.4 of Operational Programme “Administrative Capacity” 2007-2013

\(^{24}\) As set out in their “Action Plan for measures related to EU Membership” (July 2007)
• **Food Safety**: The training manager in the National Centre for Health Protection – which services the work of inspectors in the Ministries of Health and Agriculture – was approached. Her involvement in the EU “Better Training for Food Safety” programme led her to suggest two modules in this field.

• **Consumer Protection**: we asked senior management and some people in municipalities – and got rather different answers about needs. The CPC need an international consultant to help them clarify issues relating to the Unfair Commercial Practices legislation. But the real problem in this sector is the inadequate legal and institutional structure.

• **Info Society**: The Electronic Government Act requires not only new knowledge on and understanding of the legal framework, but also mandates a wholesale internal organisational restructuring in administrative structures. The project’s Training Coordinator is targeting *legal professionals working in administrative positions*. The law also entails a change in the use of information technologies, structuring it so that its implementation can be assured on the technical level. Therefore, the *topics and modules are targeted at ICT specialists*. Perhaps one of the most important and unique characteristics of this law and its relevant regulations is that it will lead to an overhaul of management procedures and approaches in the structures of the state administration – it will mandate the introduction of new administrative procedures, rules, guides, the setup of a new management structure, etc. Therefore, *one target group comprises secretaries general*.

• **Equal Opportunities**: Bulgaria has undertaken a lot of work in this field – and it is not immediately obvious what the training needs are. An appropriate starting point would be to bring key officials together with NGOs in a “search conference” – to identify and agree the needs. The project was able – in its final phase – to commission a prominent Bulgarian specialist to “map” and assess recent initiatives in this field and make recommendations about training needs. Annex 2 is an assessment she made of two recent training interventions.

### 7.2.3 What we recommend

From the experience of this project, we would strongly recommend that those concerned with the effects of new legislation adopt the following process -

1. Define the set of knowledge and skills which an official needs to be an effective practitioner or carry out a particular new (EU) task – let’s call this the *core competence*;
2. Draft a statement about which parts of that core competence the target group seem to lack;
3. Test that assumption in random (?) discussions;
4. Draft a “learning outcome” for a training event – ie a precise statement of the new knowledge or skills which those attending a training event will gain from the event;
5. Develop material which is relevant to this outcome;
6. Design a structure for the learning which ensures active learning;
7. Run the event – ensuring you start with a proper discussion of learning outcomes;
8. Test whether the outcome has been achieved;
9. Amend and try again!

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25 Annex 1 gives a very useful example of such a toolkit (for environmental inspectors)
8. Ensuring Learning outcomes - designing courses and training material which will give results

8.1 Defining the learner
It is one thing to define a general learning gap – it is quite another to develop an effective way of closing it for a specific group of people. Too many training organisations and HRM managers assume that a traditionally structured workshop is the answer to their problems. Table 4 indicates the different approaches which have been taken to learning – and tries to identify their defining features, starting with the (implicit) assumption they make of the person being “trained”.

Table nine: different learning approaches (“ideal types”)

<table>
<thead>
<tr>
<th>Approach</th>
<th>Education</th>
<th>Workshop</th>
<th>Coaching</th>
<th>Action learning</th>
<th>Organisational change</th>
</tr>
</thead>
<tbody>
<tr>
<td>How the learner is defined</td>
<td>student</td>
<td>Adult</td>
<td>Junior member of a team</td>
<td>Autonomous manager</td>
<td>The organisation (or part)</td>
</tr>
<tr>
<td>Purpose of intervention</td>
<td>Build understanding of particular knowledge field</td>
<td>Develop skills and understanding for work environment</td>
<td>Improved skills and behaviour for particular task</td>
<td>support innovative work</td>
<td>Improved organisational performance</td>
</tr>
<tr>
<td>Setting</td>
<td>University class-room</td>
<td>Hotel</td>
<td>Work-place</td>
<td>University or hotel</td>
<td>Generally Work-place</td>
</tr>
<tr>
<td>Process</td>
<td>Generally continuous – e.g. university year but can be a short course</td>
<td>Short experience (1-5 days) which throws people together generally with strangers</td>
<td>Short but regular one-to-one sessions between a manager and his staff</td>
<td>participants (from diff organs) come together at regular intervals taking turns to present a current issue (case-study) – and receive feedback from group</td>
<td>Intensive series of meetings – facilitated or non-facilitated- to identify the organ’s key problems and produce solutions</td>
</tr>
<tr>
<td>Key role</td>
<td>Traditional instructor</td>
<td>Trainer</td>
<td>Couch</td>
<td>Facilitator</td>
<td>Generally boss – and sometimes with help of facilitator/consultant</td>
</tr>
<tr>
<td>Teaching Style</td>
<td>Assertive and didactic</td>
<td>Challenging and participative</td>
<td>collegial</td>
<td>Dialogue</td>
<td>various</td>
</tr>
<tr>
<td>Assumption</td>
<td>That missing knowledge is best developed through courses and lectures presented by experienced and knowledgeable people</td>
<td>That a person performs (organ goals) better by facilitated groupwork with strangers</td>
<td>That new skills and knowledge are best developed through feedback to and dialogue about one’s actions from a more experienced person</td>
<td>That a person learns from presenting – and receiving feedback from peers and colleagues – in a carefully structured and managed process on neutral territory</td>
<td>That understanding of and commitment to new ways of doing things is best done by open dialogue between colleagues</td>
</tr>
<tr>
<td>Problem</td>
<td>Memory retention low. Passivity means that insights are second hand</td>
<td>Trainee returns to a work context which does not value his new insights and skills</td>
<td>Line management may find the new style too difficult</td>
<td>Good facilitator needed to be able to separate technical issues from social.</td>
<td>Consultation often nominal</td>
</tr>
</tbody>
</table>
8.2 Customising the training

Let’s face it – a lot of training is “hit and miss”. A course is offered – and specific individuals are told by the boss to attend. How do we really know that this particular subject – packaged (hopefully!) into a particular mix of presentations, discussions, tasks, working groups, case-studies etc; and led by individuals with a particular mix of knowledge and skills – will actually lead to results? And results, furthermore, at two levels - first for a group of people whom the trainers have never met before; and then for the organisations the course participants belong to?

The only answer is “custom-design” – ie that the course is designed with specific individuals in mind. All too often the focus of course design is simply the subject matter – what do people need to know, for example, to submit a successful bid for resources for a waste management plant? Such a question is, however, only the first question of the design process. Once it has been answered – and a list of “must-knows” has been drawn up, the next question is how much of this will the people attending the course already know?

And the only way, it seems, to answer that question is when the learners are actually sitting in front of the trainer. There is, however, a way out of the dilemma which includes some of the following options-

- Draft clear “learning outcomes”. These are developed by the training managers and trainers (a) making explicit their assumptions about the skill or knowledge deficiencies of the learners and (b) then drafting statement about what the participant will know or be able to do at the end of the course. Drafting such a statement has the additional advantage of making those providing the training understand that the course will need to use more than presentations to achieve results.
- Contact some or all course participants before the course and invite them to articulate some of the questions and issues they want the course to help them with
- Ensure that the workshop starts with a properly organised session which can help identify the key issues or questions the participants want the course to deal with (casual questions about “expectation” rarely work)
- Adjust the course structure accordingly
- Treat each workshop as an opportunity to refine your understanding of needs and adjust the programmes and use of tools accordingly
- Test the knowledge of participants before and after the course (see section 8 below)

Of course all of this will be done only by trainers with a commitment to that style of working. When the trainer is a subject specialist with a full-time job in state administration, it will not be easy to do. And training managers are normally reluctant to insist that the trainers operate in such a way. The roles of the training manager and of the trainer - and the relationship between them - is a crucial issue we dealt with in section 6 above.
9. The “learning toolkit” – selecting the right tool

Box two referred to the different types of learning requirements. Each needs a different approach.

- **For knowledge?** If staff need to be updated with some new legislation, it’s not immediately obvious that a workshop is the best way of doing this. Perhaps it would be better if someone was commissioned to draft a clear statement of the new policy/legislation and put it on the state body’s intranet – with “frequently asked questions”? Alternatively, a module could be developed and placed on an E-learning platform. Or the relevant subject specialist could be hooked into a discussion with staff throughout the country via a video conferencing facility.

- **For skills?** If, however, staff need some skill development, a workshop is almost certainly the answer – but it will need very careful choice of trainers, tools and structure if it is to be effective. The training process - or cycle – contains so many points at which things can go wrong.

- **For changed behaviour?** Increasingly governments are looking for a special approach from their public servants – based on a recognition that they are there to serve the public - and that citizens have increasingly high expectations which require qualities of initiative in public servants. You can’t get this sort of changed behaviour by running a few courses! That will just breed cynicism when the staff return to old-fashioned autocratic management. You will get it only when the leaders of state bodies demonstrate by their actions that they are in the business of change – and personally take charge of a change programme in which training is an integral part.

This section looks at the most frequently used tool for keeping local professional staff up-to-date with changing legal requirements - including

- Material on official website
- Lectures
- senior management briefing
- problem-solving sessions
- E-learning

Table 10 is a brief overview of the tools available to help spread understanding. The issues raised are developed in what follows.

**Table 10; Tools for learning**

<table>
<thead>
<tr>
<th>Tool</th>
<th>Advantage</th>
<th>Disadvantage</th>
</tr>
</thead>
<tbody>
<tr>
<td>“off-the-job” training/learning</td>
<td>Administratively easy for training system</td>
<td>Relevance and quality difficult to control; learner passivity</td>
</tr>
<tr>
<td>Lectures delivered at workshop</td>
<td>Engage interest; raise questions; simulate real world</td>
<td>Temptation to use only as “ice-breaker”. Needs to be preface to presentation.</td>
</tr>
<tr>
<td>Exercises</td>
<td>If “failure” presented, can help pose key questions Active involvement of participants</td>
<td>Difficult to construct Can easily distort or miss key points – and become “propoganda”</td>
</tr>
<tr>
<td>case-studies</td>
<td>Seeing for oneself Inspiration</td>
<td>Needs good organisation to make connection to learning Interrupts dynamic of workshop</td>
</tr>
<tr>
<td>Site visits</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Action learning</td>
<td>Discipline of having to prepare coherentent presentation Getting feedback and support Learning from practical examples</td>
<td>Requires careful facilitation if it is to be worthwhile</td>
</tr>
</tbody>
</table>
Our discussions have clearly indicated that - although there is a continuing need for technical training in new aspects of the relevant acquis - the greater need is to have support system for those officials at local level as they encounter and try to deal with the problems of enforcement. One state body put this very clearly – “We understand the text of the various procedures on equal opportunities – but that is a completely different matter from the various levels of management understanding why the various forms of discrimination occur; are unacceptable; and can and should be changed”.

The basic question we have to look at is what tool or structure is best able to ensure that the official is really motivated to understand and is able to use the new legal framework to achieve compliance?

Simply reading a new law, ordinance or set of guidelines – or listening to a lecture about new requirements – does not bring understanding or develop the skills needed to ensure compliance!

We will now look at the contribution each of these can make in a more integrated system of learning – and the role they might play in our project.

9.1 Lectures

Various criticisms are levelled against short-courses -

- They take people away from their work;
- They cost money which may not be in the budget
- They are often theoretical – not properly related to work problems;
- They rely too much on passive forms of learning – with participants quickly forgetting the material.
- Those attending rarely get a chance to shape the contents and structure of the workshop

Little can be done about the first two points – save to say that it is essential from time to time that people get the chance to reflect critically on their work away from their work context where they can be so easily distracted. It is doubtful whether a course can be justified which simply presents – by lectures - new legislation to officials. Such a presentation can be done much more cheaply by an explanatory paper or Guidelines – which can be circulated or made available online. The trouble with both these approaches – the lecture and the circular or online paper – is (a) that the learning is passive (with all that means about retention) and (b) we don’t know what has been understood – let alone retained.

A properly organised workshop offers various advantages –

- the agenda can be shaped by the participants
- the instructor can be questioned
- typical problems and cases can be analysed
- if role playing is used, participants get a chance to recognise some skill deficiencies and work on them
- questionnaires can identify the learning that takes place during the workshop - and also the retention.
A workshop with these features creates and active and motivated group of participants – who therefore learn and retain more. But these features require considerable prior organisation and skills. Workshops should not, however, be held unless the organisers are confident that (a) the features are in place and (b) will be carried out effectively.

9.2 Case-studies
The project’s Discussion paper indicated that we would be working with trainers to develop case-studies as one effective tool of training. There are at least very different three types of case study:

- Two sorts which try to develop analytical skills – and require the participant to apply various bits of knowledge to a concrete situation. One is historical; gives the participants basic information about a situation and the outcome (generally a failure) and asks them to identify the reasons for the failure. Another (known as the Harvard method) gives the participants very detailed technical information (mainly financial) and asks them to make a recommendation.
- The final type tries to develop skills and personal insights; gives the sort of information the Harvard case study gives – but then requires each of the participants to adopt and play a role.

In our Discussion Paper we distinguished three types or levels of training for implementation and enforcement of the acquis –

- Effective Management systems
- Legal and technical aspects of the particular acquis
- Enforcement and coaching

How useful can case-studies be for these 3 levels – and what sort of case-studies are available?

9.2.1 Effective Management systems
The last decade has seen the development of various tools to help state bodies operate more effectively. The Common Assessment Framework – developed by EFQM\(^26\) – is extensively used by European state bodies as a self-assessment tool. A national example is Dolphin software – managed by Civil Service College with self-assessment questionnaires completed by state bodies, returned to CSC who then gave feedback\(^27\).

For such a system to work, the usual two things are needed – a demand and a supply! Someone has to be capable of offering a service which people want and (presumably) are willing and able to pay for.

Another simple tool which has been extensively used is that of “peer review” – which also gives a useful base for case-studies.

9.2.2 Technical aspects of acquis
Section 9.4.1 below discusses one simple way in which problems being experienced in the field could form the basis of masterclass. The project could develop a simple proforma which could be used for this – and, with proper management, this could allow case-studies to be developed in a coherent way.

9.2.3 Enforcement systems
The good practice available on the acquis-related websites we have mentioned in 3.2 can easily be used in case-studies. Again, however, the linguistic issue arises.

\(^{26}\) European Foundation for Quality Management (EFQM); See recent paper - CAF Works (EIPA 2007) For one of the few neutral assessments, see “The introduction and use of quality management tools in candidate countries” C Engel (EIPA 2002). See also Administrative Capacity in the New Member States; the limits of innovation? (World Bank December 2006) Report number 36930-GLB

\(^{27}\) the project has the system
9.3 Coaching sessions by managers

9.3.1 What is coaching?

“Coaching” and “mentoring” have only recently been added to the list of management tools. The next table sets out some of the features of coaching compared to the more familiar roles of teaching and training.

Table 11; summary of different learning systems

<table>
<thead>
<tr>
<th></th>
<th>Education</th>
<th>Training</th>
<th>Coaching</th>
</tr>
</thead>
<tbody>
<tr>
<td>The subject</td>
<td>The student or practitioner</td>
<td>The practitioner</td>
<td>The practitioner</td>
</tr>
<tr>
<td>Focus of study</td>
<td>A field or body of knowledge</td>
<td>A set of skills</td>
<td>How problems are dealt with in everyday work</td>
</tr>
<tr>
<td>Setting</td>
<td>Class-room</td>
<td>Work-shop</td>
<td>Work-place</td>
</tr>
<tr>
<td>Process</td>
<td>Generally continuous – eg university year but can be short course for (say) new acquisition</td>
<td>Intensive 1-5 day experience which throws them together generally with strangers</td>
<td>Short but regular one-to-one sessions between a manager and his staff</td>
</tr>
<tr>
<td>Key role</td>
<td>Teacher</td>
<td>Trainer</td>
<td>Coach</td>
</tr>
<tr>
<td>Style</td>
<td>Didactic</td>
<td>Group Exercises</td>
<td>One-to-one and group dialogue</td>
</tr>
<tr>
<td>assumption</td>
<td>That missing knowledge is best developed through courses and lectures delivered by experienced and knowledgeable people</td>
<td>That a person performs better when (s)he understands themselves better – and will gain important insights from facilitated groupwork with strangers</td>
<td>That new skills and knowledge are best developed through feedback and dialogue about one’s actions</td>
</tr>
<tr>
<td>Problem</td>
<td>Passivity means that insights are second hand</td>
<td>Trainee returns to a work context which does not value his new insights</td>
<td>Line management may find the new style too difficult</td>
</tr>
</tbody>
</table>

Note; the author asserts his intellectual rights to this table

We must first appreciate that there are at least 3 very different coaching roles – which are best seen as points in a spectrum. Bulgaria is familiar with the first of these meanings – since, traditionally, the staff member to whom a new recruit was assigned at the induction stage was given that term. And a recent document indicated that this practice was to be introduced to state administration. The coach is supposed to introduce the new recruit to the procedures and expectations of the organisation – answer the recruit’s questions and help him or her deal with various problems which arise.

We are all familiar with the second meaning – which is found in the sports sector. Sports coaches deal with highly experienced and famous clients – giving them detailed feedback on their performance and offering them options for improvement; and the practice is spreading to the commercial sector. Some very senior managers recognise that the decisions they take are so crucial (and the pace of their life so fast) that even they need coaching – and some people are available to help them. Only a few people, of course, can aspire to be full-time coaches.

The third use of the term relates, however, to a method of managing teams. Too many of those who manage staff do so by instilling cultures of cynicism and fear; and this generally means poor performance and non-achievement of goals. In this style of management, problems pile up on the manager’s desk since staff do not feel confident to deal with them. “Coaching”, in this definition, is a set of additional skills for the manager to enable him to develop, in turn, the skills of staff to deal with problems in a more effective way. The modern manager or boss has to supervise staff in a way which helps them learn from their experiences - through advice, encouragement and organised feedback.

28 See page 8 of the Strategy for Training the Employees of state administration (undated – but probably 2005)
Good coaching skills create a motivated team – able to learn for themselves. And that, in turn, creates the environment in which other tools also come into play. Coaching helps make a reality of delegation – and gives the manager the time to operate more strategically. The project was able to develop and publish a Coaching Manual.

9.3.2 Is there a demand for coaching skills?
During the Inception stage we had some questions about whether line managers would be motivated to attend the courses we would offer in coaching skills. However, now that we have recognised that coaching skills are part of the essential toolkit of those charged with the responsible for enforcement of the acquis, we would judge that a module on this would be seen by managers to be very useful – but only if it is part of a wider and systematic support package. Although we have heard at least 2 Ministries indicate that they were giving priority to the development of a coaching role, we suspect that this refers to the traditional “role-model” for new recruits. And we do need to be aware of some of the cultural resistances to adopting what may by some older managers be seen to be a “softer” role.

9.4 Other tools

9.4.1 Surgeries or master classes (of visiting experts)
The Training section of the Ministry of Labour has decided to try out an experiment of sending some its specialists out into the field to hold question and answer sessions with field staff. This puts the onus on the local official to produce the raw material on which the session is organised and is therefore much easier to organise than a workshop of the sort just described. However it does require officials to prepare for the session properly – perhaps by sending an indication in advance to the visiting expert of the problems they are encountering. The project hopes to monitor and write up this interesting idea.

9.4.2 A website with Frequently Asked Questions
This is a streamlined version of the above – and can be provided either for open access (for public) or for more restricted access (officials).

9.4.3 Action learning
As the pace of modernisation steps up, the demands on middle and senior Ministry staff for good policy and organisational advice increases. This requires them to develop their knowledge in specialist areas. In the absence of real experts and trainers, motivation for attending traditionally-structured courses will not be high; and people in the middle of reorganisation will not be willing to allocate their scarce time to such an activity. This paper has indeed indicated that such courses would not be of much assistance to them!
A powerful method of learning can, however, be involvement in "networks of learning". There are several variants of this. In essence, it brings together - on perhaps a monthly basis - a small group of individuals who are involved in establishing something new. With the support of an expert/trainer, they reflect on the process and explore how they might be assisted in their work by further knowledge or skill development.
"Action learning" is a powerful learning process which allows managers (whether from the same or different organisations) to come together to shape their own agenda for learning.

To those accustomed to traditional forms of education it may look too informal if not anarchistic; it does, however, have clear conditions and rules such as -

- the support of top management
- structured input of participants
- a questioning dynamic
- a clearly defined role for the trainer

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29 see Action Learning by Weinstein
Such an approach is generally highly effective not only because it generates strong motivation: but also in developing good personal working relationships across departmental and agency boundaries.

- there is no need for a pre-defined syllabus to a learning programme: indeed it is constraining and unhelpful
- learning should start from the needs of the learner and the organisation: individual differences need to be recognised
- learners need to play an active role in learning: passive reception of knowledge encourages passivity in management
- learning needs structuring and supporting: it does not just happen. Liberating people from the constraints of traditionally taught courses does not of itself produce good learning.
- learning in collaboration with others is crucial: particularly if this is what we want in the work-place.
- resources are needed to support learning: but these may not be of the traditional sort.
- leadership is important: organisational leaders need to model good learning.
- all learners are able to draw up statements of their learning needs: and negotiate these with their organisation (as "learning contracts")
- the results of learning need to be assessed and evaluated: but this must be initiated by learners and not imposed.
- the roles of those assisting other people's learning are crucial. Helping someone to learn is not easy - and this process also needs to be learned.

Cunningham Ian

9.5 Conclusion

We said at the beginning of this section that the basic question we had to look at is what tool or structure is best able to ensure that the official is really motivated to understand and is able to use the new legal framework to achieve compliance? Simply reading a new law, ordinance or set of guidelines – or listening to a lecture about new requirements – does not bring understanding or develop the skills needed to ensure compliance!

We then looked at various training tools – but we need now to ask the question about “motivation”. A famous person once said “I love learning – but I hate being taught!”

If officials are motivated then they will positively search for ways to improve compliance – whether that requires them to improve their own understanding of the law or to look critically at the relevant and impact of the compliance procedures they are using.

So how can they be motivated? The answer lies in the actions of their boss and those in senior management. That’s why coaching is important.

That’s why compliance strategies should be developed in a participative manner. If staff feel their contribution is recognised – and are involved in the setting of priorities, monitoring and policy change – there will be a higher chance of compliance. The key, therefore, is the development of a learning – rather than training – strategy.

31 Winston Churchill
10. Distance and E-learning

10.1 Its role
E-learning has attracted a lot of attention and slowly becoming a reality. Most material on E-learning platforms is the subject of quality control that is often missing from workshops – which are less stringent in their approach to the quality of the teaching material. Those charged with funding and managing training events do need to be very rigorous in selecting the most appropriate learning structure for trainees. As a rule, when it is skills which need to be developed – eg coaching and training – face-to-face workshops are needed. The dissemination of knowledge can be done by distance and E-learning. Like everything associated with IT, there are quite a few examples of bad practice around. One of the main requirements is to ensure that the technology is the servant and not the driver of change. Separation between the trainee and instructor put more demand on design and delivery of the distance learning than conventional trainings and also coaching. Thus it is vital to follow certain principles in course delivery, and programme/course design.

10.2 a process for developing E-learning material

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32 For example, a DOLCETA E-learning system which purports to be a training programme for consumers but which is structured around the legal framework – rather than the typical problems faced by consumers.
33 See “The insider’s guide to becoming a rapid E-learning Pro” (online)
Roles and types of expertise needed:
Three groups of people are needed to produce E-learning modules – and they do not normally find it easy to work together!

- **Subject-matter expert**, responsible for developing the content of the course. Reviewer of the accuracy of the final content
- **Teaching/learning expert**: specialist in transposing subject-matter content into training material easy adaptable to e-learning model; creator of course script;
- **ICT Expert**: specialist developing course components: parts of screen, HTML codes, exercises, animations based on content provided, and course scenario, combining separate elements into aggregates (topics, lessons, and modules).

Preparation of e-learning course

*a. Division of responsibilities*

Development of electronic materials requires a continuous cooperation of the whole team consisting of specialists with certain knowledge, methodical competences, and technical qualities.

So the key thing for the successful development and implementation of e-learning is to:

- assign the roles and define the duties of each team member (on this basis we can specify the requirements for candidates for each position and draft a Job description) and the range of duties involved, what enables us to engage into a project only people with sufficient qualifications, skills and abilities needed for successful
- establish key dates

*b. The crucial role of the institution commissioning E-learning*

An institution interested in implementation of an e-course either for internal corporate purposes or for external target group has to define the overall goal of the courses and the profile of the target group (recipients), accept the e-course’s content, its scenario and the final version of the e-course.

*c. Preparatory meeting of the Team*

The most important thing though, is to make the experts aware of the fact that in e-learning courses we continuously concentrate on the needs of the learning person (trainee), who is the subject of the educational process. An e-course, leaves the student all by him/herself - so we must design the course in such a way to facilitate navigation within it: student must be able to find easily everything that he/she needs, both key and supplementary materials. We also should provide him/her with a possibility of auto-assessment and getting the feedback on the level of material’s apprehension.

At the meeting participants should discuss and agreed upon all relevant guidelines for the course, including:

- **the aims of the course**, i.e. the range of knowledge and particular skills, which the participants of the course will acquire – present the list of concepts to be comprehended, skills to be developed,
- meticulously described **target group**, to whom is the course designed for, since it will influence its style and a relative depth
- what is an intended **length of a learning unit** – how much time will the participant have to spend to do it and what the workload is supposed to be (an extremely important issue as far as courses designed for professionals are concerned);
- **present the tool** (provided that it is already available) that will be used to convey the course thoroughly describe the tool and explain its capabilities, e.g. possibility of using a chat-room or message board, various interactive exercises and tests. This will allow the expert not only to develop his/her own idea of the course but also to design it in a way that fully corresponds with the potential of the learning tool;
• emphasize the need to **design an attractive course**, i.e. the one that will utilize the elements which will captivate our attention and engrave gained knowledge in our memory. For that purpose you can use: text, graphics, audio and video. Jointly discuss what can be appealing for our target group.

• **define in details the requirements** posed to the authors of the contents

The best way to do it is to create a **manual**, or paper, or multimedia tutorial that will elucidate and clarify the conditions which the authors will have to fulfil; this will ensure that we obtain bespoke e-materials.

The document ought to contain all information concerning our expectations as far as the materials are concerned, in particular:

• the range and scope of the training,
• course’s time limits and structure— we indicate expected time framing of the whole course in general and of modules/units in particular (in practice it means that we specify the course as a thirty-hour long and expect the material to be designed in such a manner that a student will not need more time to finish it),
• linguistic specifications – we determine a certain language level (a style) compliant with the target group,
• depth of the course, i.e. a division between substantial and supplemental knowledge,
• additional materials essential for every e-course (including e.g. graphics illustrating the merit contents or – if they are unavailable – their detailed description),
• assessments and examination methods – self-check tests, assignments, tests, exams, etc.
• required formats for the materials, i.e. whether these should be *.doc, *.rtf, *.txt, or copy able PDF files,
• deadlines, schedule for further meetings that defines expert’s availability and sets out appropriate time for corrections or additions to the material he/she has delivered.

The whole team responsible for a preparation and implementation of the training should take part in the prefatory meeting. From the very beginning of the work on the e-course, it is vital for the responsible team members to know each other as well as to know precisely the task division.

**Developing the e-course**
This requires the close cooperation of the author and an instructional designer, who is simultaneously an advisor and a stimulator. The author and the specialist have to agree upon:

• structure and division of the material,
• graphics and multimedia,
• formats of interacting tools,
• course’s organization.

**a. Structure and division of the material**
The key questions to be solved is HOW knowledge is going to be delivered, how the materials are going to be divided (what the structure of the course is going to be like) a including division into sub-modules, chapters and ways of navigation among them.

Various structures can be applied such as: simple linear structure, complex structure, tree structure or multi-level structure - depending on the character and complexity of the didactic material, the way of organising the course and available tools,

Choosing any of them must serve a specific purpose; nonetheless we have to remember that applied structure must have certain invariable parts such as:

• **introduction** – this is where students begin, therefore it should describe unit’s main contents and learning goals, indicate key words that might be unintelligible. Moreover, we detail merit material and addressed issues;
main body – when composing main body do not forget that it has to be clear and understandable. In order to achieve it, divide the material into smaller, and hence manageable, units;

summary – in a summary we refer to the didactic goal indicated in introduction and explain how it has been achieved. This part should summarize/remind the most important issues addressed in the material (the main body);

assessment – this is an enormously important element of the given unit whose solely purpose is appraisal or self-check of acquired knowledge. Assessment may have various forms, e.g. test (multiple choice, single choice, true-false, object comparison), control questions, assignments, exercises or other available forms of verifying gained knowledge;

supplemental materials – in e-learning we ought to avoid a bulky course load. Therefore, a decision should be made which information will be incorporated directly into the lessons and which will be submitted as supplemental materials, i.e. bibliography (obligatory or recommended),

indexes, references, download (e.g. pps slide shows), etc When you choose the presentations and divide material, remember that the structure ought to be homogenous for the whole course. Applying particular type within one module/unit, we should build the consecutive ones upon the same pattern. It will prove not only the professionalism – we deliver well designed, orderly course – but also it will allow better navigation, and thus the students will easily be able to find the course issues that interest them.

Text layout is another significant element of the course’s structure. Too long paragraphs can daunt and discourage (bore) the student, thus so called atomization of contents is often recommended.

Course organization
Concept of the E-course has also to involve the vision of the training’s delivery, including: general admission requirements – advertising the course, application process, entry requirements and details on its administration. To clarify that the separate document has to be produced and specifying the application process in details, e.g. it can have a form of general terms and conditions, terms and conditions of undertaking the course, including: rules of logging into the platform, principles and ways of informing the students about the course’s progress, e.g. utilization of the calendar, internal post or messenger and all other available forms of elicitation such as message board, chat-room or teamwork.

Tools available in distance learning offer diverse capabilities under this respect. For example calendar – it enables the students with a possibility to follow all current activities as the course progresses (in calendar we can announce the opening dates of lessons, meetings in the chat-room or deadlines for assignments’ submission), messenger (internal post) – is a main mean of communication between the student and the tutor; messenger serves also to remind the students about certain events (e.g. approaching deadlines).- message board (separate for each module) – this is a space given to the student in order to give them a room for free exchange of opinions but also useful for assignments designed for teams, - chat-room – meant to provide a direct contact with the tutor in order to discuss with him/her the most problematic issues.
11. Trainer skills
The challenge facing all trainers is how to ensure that the participants on their courses are motivated to learn. Some of this lies outside the influence of the trainer – and is determined by the process which selected (a) the subject and (b) the participants. We have argued that if the training is linked to a change programme at the work place and the participants feel they have been able to shape the course agenda, motivation will be high. But motivation also depends on the attitude the trainer brings to the workshop.

There are lots of views about what makes a good trainer – box 3 is a typical list -

<table>
<thead>
<tr>
<th>Box 3; Profile of a good trainer</th>
</tr>
</thead>
<tbody>
<tr>
<td>♦ Well prepared sessions - and resources</td>
</tr>
<tr>
<td>♦ Variety of teaching methods used</td>
</tr>
<tr>
<td>♦ Good relationship with the trainees</td>
</tr>
<tr>
<td>♦ Interested in the needs of individual trainees</td>
</tr>
<tr>
<td>♦ Easy to understand</td>
</tr>
<tr>
<td>♦ Knowledgeable about the subject</td>
</tr>
<tr>
<td>♦ Makes students feel enthusiastic</td>
</tr>
<tr>
<td>♦ Create a good learning atmosphere</td>
</tr>
<tr>
<td>♦ Friendly and enthusiastic</td>
</tr>
<tr>
<td>♦ Uses appropriate language/humour</td>
</tr>
<tr>
<td>♦ Supportive</td>
</tr>
<tr>
<td>♦ Respectful of individuals</td>
</tr>
<tr>
<td>♦ Experienced</td>
</tr>
<tr>
<td>♦ Gives praise and highlights success rather than failure</td>
</tr>
</tbody>
</table>

That’s quite a demanding list! Annex 2 The project’s paper on Assessment methodologies contains forms to help training managers to assess the performance of a trainer – using some of these qualities. A critical question is how such qualities can be developed in trainers – particularly those don’t see themselves as trainers but as subject specialists.

A lot of “training of trainer” courses concentrate on the techniques - of presentation, for example. A lot of this can be helpful but we suspect that the main feature which creates a good trainer is an openness of mind.

Someone who is interested in a subject; is aware that he is always learning; and who see opportunities for advancing that learning in every encounter with another human being is the sort of person who most easily demonstrates the qualities needed from a trainer – respect, knowledgeable etc
12. Getting Useful Feedback

Most workshops will issue a brief questionnaire at the end of the workshop which asks participants such things as –

- were their expectations met?
- How useful they found specific sessions or trainers?

That is useful feedback (although participants are often too generous) – but it does not tell us whether learning outcomes were met. It is level one of the four-level model for evaluating training programmes which Donald Kirkpatrick developed in 1959 which is outlined in the table below. This is still the most widely used approach to training evaluation in the corporate, government, and academic worlds.

**Box 4; Kirkpatrick 4-level model of training evaluation**

**Level 1** Reaction: Did participants like it?
**Level 2** Learning: Did they learn?
**Level 3** Application: Did they apply the new skills or knowledge on the job?
**Level 4** Results: Did the change in behaviour positively affect the organization?

Kirkpatrick’s model provides a conceptual framework to assist in determining what data should be collected for evaluation purposes. This data collection and evaluation process must be planned as part of the design and development segment of lesson preparation. Otherwise, it is possible to miss an opportunity to collect data which is needed for the evaluation process.

**Table 12; Four Levels of Evaluation of Training based on Donald L. Kirkpatrick’s Evaluation Framework**

<table>
<thead>
<tr>
<th>level</th>
<th>evaluation type what is measured</th>
<th>evaluation description and characteristics</th>
<th>examples of evaluation tools and methods</th>
<th>practicability</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Reaction</td>
<td>reaction evaluation is how the delegates felt about the training or learning experience</td>
<td>eg., feedback forms also verbal reaction, post-training surveys or questionnaires</td>
<td>quick and very easy to obtain not expensive to gather or to analyse</td>
</tr>
<tr>
<td>2</td>
<td>Learning</td>
<td>learning evaluation is the measurement of the increase in knowledge - before and after</td>
<td>typically assessments or tests before and after the training interview or observation can also be used</td>
<td>relatively simple to set up; clear-cut for quantifiable skills less easy for complex learning</td>
</tr>
<tr>
<td>3</td>
<td>Behaviour</td>
<td>behaviour evaluation is the extent of applied learning back on the job - implementation</td>
<td>observation and interview over time are required to assess change, relevance of change, and sustainability of change</td>
<td>measurement of behaviour change typically requires cooperation and skill of line-managers</td>
</tr>
<tr>
<td>4</td>
<td>results</td>
<td>results evaluation is the effect on the business or environment by the trainee</td>
<td>measures are already in place via normal management systems and reporting - the challenge is to identify the trainee’s contribution</td>
<td>unrealistic to expect results without extensive training programme of all staff</td>
</tr>
</tbody>
</table>

The project has developed a Guidance paper on Assessment tools which is structured around the following questions –

- WHAT precisely should be assessed – and WHY?
• By WHOM?
• HOW can that assessment most realistically be done?
• WHEN is that best carried out?

The purpose of the paper is to set out and analyse 8 factors which it is realistic for normal training managers – faced as they are with deadlines and small budgets - to assess –

• **Relevance** (is the course material and structure likely to help the individual or organisation perform better?)
• **Participant Learning** (Did the course help the participants develop the understanding or skills the “learning outcomes” said it would?)
• **Training material** (do they reach an agreed standard?)
• **Use of agreed learning tools** (did the trainers do what they said they would?)
• **Participant satisfaction**
• **Performance** (how well did the trainers perform?)
• **Trainer learning** (what did the trainers learn about participant learning needs – and how they could better be met?)
• **Training institutions** (are they managing their staff and resources in a way which achieves results?)

The Table below suggests how each of these might actually measured.

**Table 12; an overview of assessment**

<table>
<thead>
<tr>
<th>Factor</th>
<th>Key question</th>
<th>How can it be answered?</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Course Relevance</td>
<td>Is the course material and structure likely to help the individual or organisation perform better?</td>
<td>The context in which the course participant is working is described. Missing knowledge and skills are then defined in a needs assessment; learning outcomes required – and a course structure and materials which allow these outcomes to be achieved.</td>
</tr>
<tr>
<td>2. Participant Learning</td>
<td>Did the participants develop the understanding or skills the “learning outcomes” said it would?</td>
<td>Test before and after the course OR Ensure that learning outcomes are presented and agreed at the start of the course; and that feedback forms ask about this</td>
</tr>
<tr>
<td>3. Training material</td>
<td>Did the handouts meet the required standard?</td>
<td>Standards are drawn up and used</td>
</tr>
<tr>
<td>4. Participant satisfaction</td>
<td>Were their expectations met?</td>
<td>They are asked at the beginning of the course what these are – and then asked about it at the end</td>
</tr>
<tr>
<td>5. Trainer Performance</td>
<td>How well did the trainers perform?</td>
<td>Ask participants to rate trainers on an agreed scale. Independent assessment</td>
</tr>
<tr>
<td>6. Trainer learning</td>
<td>what did the trainers learn about participant learning needs – and how they could better be met?</td>
<td>Develop a questionnaire for this purpose – and ensure that it is used</td>
</tr>
<tr>
<td>7. Use of agreed learning tools</td>
<td>did the trainers do what they said they would?</td>
<td>Guidance notes on use of “active learning” learning are developed – and are used. Trainers required to demonstrate how their course structure and use of learning outcomes will help achieve learning outcomes</td>
</tr>
</tbody>
</table>
The emphasis of the paper is on practicality. There are too many complicated systems around which, as a result, are rarely used. Our position can be summarised in four short assertions –

- assessment is important
- people are reluctant to practise it
- it cannot be done without clear written standards and procedures
- but they should be kept simple!

No effective assessment can be carried out without a detailed description of what is expected of the action being assessed. In the absence of such Guidelines, any assessment represents the arbitrary judgment of an individual or committee.

So the first step is to define exactly what the client or training manager expects at each stage. Best put this in the form of steps or checklists – “first do this, then that”.

<table>
<thead>
<tr>
<th>8. Training institution</th>
<th>Is it managing its staff and resources in a way which achieves results?</th>
<th>Self-assessment</th>
<th>Independent assessment</th>
<th>Both require a proforma</th>
</tr>
</thead>
</table>


PART III Delivering the training – some hints

“If you teach me, I will forget,
If you show me, I will remember,
If you involve me, I will understand”
Chinese proverb

13. Creating an active learning environment

14. Ten Icebreakers that work – with grateful acknowledgements to Elaine Biech and Wiley Publishing Inc

15. Ten ways to increase participation – with grateful acknowledgements to Elaine Biech and Wiley Publishing Inc

16. Ten Tips for adding humour to training – with grateful acknowledgements to Elaine Biech and Wiley Publishing Inc

Sections 14-16 are reproduced with thanks from “Training for Dummies” by Elain Biech (Wiley Publishing Inc 2005)
13. Creating an Active Learning Environment

13.1 First impressions count!
The success or failure of a training session is often determined long before the first participant sets foot in the training room. The trainer's job is to create and maintain an environment conducive to learning and to create opportunities for participants to experience personal growth, a sense of achievement and accomplishment, and recognition and rewards. This consideration of a positive learning environment becomes an integral part of the design process.

It is important that participants come to the training session with a positive mindset. Far too often, trainers find themselves facing participants who do not want to be there or do not even know why they are there. Although it's the manager's job to prepare the participant for the training program, rarely does this happen. This means that you are going to have to do what you can to involve the participants before the training session. You can send a letter and pre-session questionnaire to the participants, welcoming them to the session, providing an outline of the session and logistical information, and explaining anything that they should do prior to the session, such as reading assignments, self-assessment instruments, or the questionnaire.

When designing and developing a training program, pay particular attention to the opening activities. The opening activities are critical to setting the proper positive learning environment. Meaningful, well-planned, and relevant opening activities:
1. Help create a safe learning environment;
2. grab participants' attention and stimulate their thinking;
3. involve them in the learning process from the start; and
4. introduce them to the content.

13.2 Sequencing Instructional Events
Sequencing of activities within individual sessions is necessary in order to provide a framework for teaching the content. This first list follows Gagne’s ‘Nine Events of Instruction’:

1. Gain attention
Start by gaining your participants’ attention using an analogy, anecdote, paradox, photograph, magazine article, demonstrations or any other media etc. Display an outline of your lecture plan in a visual form (for example an illustration, a summary, a diagram, a map, or chart). This gives participants a framework into which they can organize subsequent content.

2. Inform participant of objectives
Describe what you plan to achieve, what participants will be doing, and what they may be using. State ‘At the end of the lecture you will be able to….’. Create expectancy via your objectives and description of the structure of the lecture.

3. Stimulate recall of prior learning
Relate your new session to situations or knowledge that your participants are already familiar with, ex: the previous session.

4. Present stimuli with distinctive features
Describe the key points in your session, emphasizing distinctive features, using a variety of techniques if possible (ex. use photos, drawings, the real thing etc.). Vary the format in order to maintain attention and to increase comprehension.

5. Guide learning
Present your instruction in small steps (chunking) leading from simple to complex.
6. **Elicit performance**
Involving participants in questioning, discussion, and demonstration to confirm that they have learnt from your instruction, to increase comprehension and to maintain attention through active participation.

7. **Provide feedback**
As participants respond to your questioning, provide them with reinforcement or remediation when necessary.

8. **Assess performance**
Use a quiz or assignment to confirm mastery of your objectives.

9. **Enhance retention and learning transfer**
Provide the opportunity for participants to apply the outcome of their training in a real world environment ex: realistic assignment using real data and equipment. Incorporate the full experiential learning cycle into activities so that participants are encouraged to reflect on and analyse their experiences.

### 13.3 Large Group Discussions

These can be used both to start and finish a session and also during proceedings at any point the trainer feels appropriate. Among the responsibilities of the trainer, is to decide which facilitation style is most suitable for the type of discussion being held. For example, the trainer might decide that it would be best to structure and control the discussion to a large degree. This may involve setting the agenda of issues to be debated and drawing delegates in when appropriate. Alternatively, the trainer could opt for a much more free flowing discussion with less trainer led structure. This would not be an opportunity for an argument but to keep things relevant or develop interesting or controversial ideas (intervention of the trainer, if needed). The trainer can also use body language for good effect (e.g. bringing in quieter group members by use of eye contact or pose, pause, pounce).

Another term for any large group discussion is a plenary, although it is most commonly associated with a session following on from some form of small group work.

**Recommendations for application**
- The trainer should watch delegate’s energy levels. In large groups it is too easy for some to dominate whilst others drift away.
- The trainer should consider having notes of key issues for discussion. This is particularly beneficial, if the large group follows small group work where the trainer has heard interesting ideas or conversations taking place, and thinks that they should be shared with the larger group.
- A brief summary from the trainer or delegate of what has been discussed sometimes helps to tune people back into the topic in hand.
- Special attention should be paid to the seating arrangements. Each member of the group should be able to see everyone else. The trainer should also think over where they will sit in the group.

### 13.4 Opening Exercises

These are similar in many ways to “ice breakers” that are used to start a course and allow group members to get to know each other quickly and thus help create a safe learning environment. Opening exercises are often used at the resumption of study, for example on Monday, to help the group return to its routine of study after the weekend. The exercises can be breezy (easygoing) and often involve some sort of physical activity. A good opening exercise can be related back to previous work covered, and/or act as an introduction to the work yet to come.
13.5 Open Learning
A method of learning that is being increasingly used in training generally, and encompasses other terms such as distance learning and self-teach packages. Common features associated with open learning include:

- The written text invites the reader to become involved in some form of activity, rather than simply being told about something.
- It often refers people to other sources for more in-depth information.
- Video and audiocassette material frequently support the written work.

There are a number of advantages with an open learning "package". The content is standardized so that all subscribers have the same basic material; yet they can learn at their own pace at a location of their choice, and at the time of day that suits them best. Also there is scope for individual learning needs to be pursued rather than group ones.

13.6 Role Play
Similar to the practical exercise, this allows work situations to be re-created in a safe environment, a role-play deals more with the affective learning domain. It does not have a script and allows the actors to react realistically to how they feel about the way they are being treated, and about the person selected to deal with the situation. Role-plays need careful monitoring and effective debriefing of the participants in the role, in order to receive maximum learning from the situation. The trainer decides when the actors must end playing their roles, before the end of the exercise.

13.7 Small Groups

a. Buzz Groups
As an interactive, thought provoking, student centred method of learning; work in small groups is one of the most effective mediums available. A simple example of this is a buzz group - a tutor less group of 3 - 6, who are able to discuss a topic for up to 15 minutes.

Such groups can be planned and given a structured task to complete or be formed spontaneously to address issues that emerge unexpectedly in the classroom.

The role of the trainer here is to monitor the work that is taking place. He/she should be careful with his/her positioning. The trainer can easily observe and listen to the groups without interrupting them and if necessary join a group to give guidance. Assessment data is often gathered in this way.

Frequently buzz group work is followed by a large group discussion where all the trainees discuss the whole or part of earlier deliberations.

Recommendations for usage
Give careful thought to the composition of the groups. For example, would it be best if groups were formed at random, or, on the basis of who sits next to whom, or, nominated by the trainer to develop individual skills and abilities by placing similar or dissimilar characters in one group.

What about the gender of group members? There are advantages and disadvantages in giving groups either identical or completely separate tasks. Whatever the trainer does, they should give thought as to how they can maintain interest levels and maximize the learning for all.

The trainer should also give some thought to how they will cope with groups finishing their tasks at different times.

b. Dyads
Dyads represent two delegates working together and can be used quite effectively for a number of purposes:

- In many “icebreaker” exercises.
- To develop communication skills.
- To practice interview situations or statement taking.
• To share ideas or experiences.

Paired work is particularly useful when "feelings based" exercises are being used.

c. **Horseshoe Groups**
When dealing with relatively large groups, rather than resort to a traditional lecture, the trainer can instruct smaller groups to carry out given tasks, each group sitting in the shape of a horseshoe. By having the open end of each horseshoe facing their position, the trainer will be a natural focal point and be able to join any of the groups in their deliberations without the need to rearrange or move furniture. Horseshoe groups generally have higher numbers than buzz groups.

d. **Syndicates**
A class can be divided into groups of 5 or 6 and asked to write and later present a joint report on either the same or different topics. Each syndicate can be thought of as a Government commission to conduct an enquiry and to report back to a Minister. Having formulated its strategy for completing the task, the group normally goes off individually to carry out the research. As this will often mean in depth reading and, later integration with other syndicate members, the syndicate method can be used to teach not only the primary content of their research, but also such things as:

- Teamwork.
- Committee procedures.
- Consensus achieving.
- Library and research skills.
- Law, interpersonal skills, social aspects, psychology etc.

**Recommendations for usage**
Where necessary, unambiguous instructions should be given and specific reference points to assist them in their work.
Similarly, the trainer should give careful thought as to how they will monitor the syndicates’ progress. Syndicate work is best suited to well-formed groups.
Time management, both of the trainer and the delegates will need careful attention.

e. **Triads**
Triads - the working together of 3 delegates. Often each of them has specific responsibilities (e.g. two participants being involved in some form of activity, and the third acting as an observer, who later provides feedback). This can be repeated, so that each person takes part in 2 activities and observes a third.
14. Ten Icebreakers That Work – Elaine Biech

In This Chapter

- Getting practical advice for selecting and conducting icebreakers
- Reviewing ten classic icebreakers that work
- Identifying criteria for measuring the effectiveness of an icebreaker

The room is set. Participant materials are in place. The projector with your PowerPoint presentation is focused, and the participants have arrived.

It's time to begin your training session, and first impressions will set the stage for the rest of the time together.

This Chapter introduces you to a number of elements that should be included in your opening. One of those is to help everyone get to know each other better. That is the key purpose of icebreakers.

I am convinced that training sessions are better when they start out with an icebreaker. Whether you use icebreakers created by someone else or you design your own, I suggest that you pay attention to some advice based on lessons I learned the hard way.

✓ Never ask anyone to do anything you would not want to do. This is cardinal rule number one. Isn't it amazing that participants will almost always follow a trainer's direction and do what they are asked to do? They believe that trainers always know what they're doing and that the things a trainer asks them to do will further their learning. If you hesitate for even a moment about conducting a particular icebreaker, don't use it. Your hesitation is a sign that it may not feel good to other participants as well. Participants trust trainers and trust that what we ask them to do is in their best interest. Don't break that trust.

I was once a participant in a training session in which the trainer asked us to get down on our hands and knees, make animal sounds, and find others who were imitating the same animals. As I was on the floor growling like a lion, I spotted the trainer laughing away. I felt duped and had much less respect for that trainer from that point on. Lesson learned?

Be careful what you ask participants to do; it should maintain their self esteem, build trust, and enhance what they are learning.

✓ Select icebreakers based on the type of group you're training. The participants who attend your training should help guide your decision. Executives will respond differently than factory employees, and employees in sales will react differently than those in engineering. Ask yourself a few questions about the participants to assist with your choice.

At what level are they in the organization? What jobs do they have? What is their cultural background? What is the age range? What gender? What educational level are they? What expectations will the participants have? What past training experiences have they had? Early in my career I did not take the time to ask these questions. I was asked to provide communications training to a group of engineers. Although I customized the training for the engineers, I used the same icebreaker that I had developed for a communication module for a sales staff. It fell flat. The analytical engineers were the exact opposites from the gregarious sales folks. Lesson learned? Know your audience.

✓ Relate the icebreaker to the content. I have always believed that ice-breakers should relate to content so that they serve as the introduction to the topic. Today there is a more practical reason for relating the ice-breaker to the content: time. In almost all organizations there seems to be more to do with less time to do it. Participants are busy, and it is a good possibility that the organization has asked trainers to squeeze more content into shorter sessions.

This means that it is wise to make every minute of your training session count. For example, if you're conducting a diversity session, select an ice-breaker that spotlights differences. If you're conducting a team-building session, select an icebreaker that addresses individual team skills or characteristics. When I relate the icebreaker to the content, the flow of the session is natural. However, when I don't, I create a problem for myself because I must force a
connection. Lesson learned? Make every minute in your training sessions count, starting immediately with a related icebreaker.

✓ **Use icebreakers to set the tone and to demonstrate the level of participation you expect.** The icebreaker can set the stage for how much involvement you expect of the participants. If you want them to interact with each other, you can select an icebreaker that gets them out of their seats and moving around meeting as many people as they can. In fact, the number of people participants meet during the icebreaker can be a part of the challenge. If you want participants to work in teams, you may design an icebreaker that encourages teamwork.

I remember using an icebreaker that was so funny it was difficult for any of us to stop laughing. Unfortunately, the topic was a serious one, and it was a challenge to make the switch for both me and the participants. Lesson learned? Select an icebreaker that sets the tone for the environment you're trying to create.

✓ Observe the group during the icebreaker to learn something about the group and the individuals. Icebreakers provide trainers with a perfect opportunity to learn about the group as well as individuals. In some cases the group will be outgoing and fun loving. In other cases the group may be defensive and negative. Trainers can observe individuals in the group to determine who seem to be the natural leaders, who has a tendency to dominate, or who is competitive.

At times I have gotten so involved in the icebreaker that I did not take advantage of this opportunity to learn more about the participants in the session. Later when I have had a problem behavior in the training session question whether I would have been able to head off the problem earlier if I had given more attention to the right things during the icebreaker.

Lesson learned? Attend to the personalities during the icebreaker — the individual participant personalities, as well as the group's personality.

✓ **Watch the time during an icebreaker.** You will have determined how much time you will spend conducting an icebreaker. However, if you have selected an energizing icebreaker, it is easy for time to get away from you in a couple different ways.

First, if you have individual report outs (as some of the icebreakers in this chapter call for), set a limit on the amount of time allowed for each. If a participant takes too much time, intervene tactfully to get the group back on track. If you have 20 participants and each report-out takes just 2 minutes more than you planned, you will be 40 minutes behind schedule before you have even completed the introduction! Individual report-outs in groups over 25 become tedious and boring. Try another format, for example, individual introductions, but reports by small group. Or you could have the individual report-outs occur in subgroups.

Just recently I had a time problem in a group of 18 in a training certificate program. The final step of the icebreaker involved participants introducing themselves: name, city they lived in, how long in the job, and the slogan that defined them. The first person stood and provided at least 25 percent of his life story. I did not (though I knew I should have) cut him off. His one-minute introduction lasted at least five minutes. Unfortunately, everyone else in the group expanded their introduction to be in line with the first person. At the end of the icebreaker, we were almost an hour behind schedule. Lesson learned? Time can evaporate during an icebreaker. Watch your time carefully.

Remember, an icebreaker's success depends on the trainer in two ways: ensuring that you have established a comfortable climate and that you have selected the right icebreaker. You must be able to quickly establish a climate that gives participants permission to step outside their comfort zone. When you announce that time has been set aside for participants to meet each other, you may look about and see some rolled eyes or hear some groans.

That means that a couple of participants would rather sit in their chairs than go out to meet others. Use a tone right from the start to establish a climate that ensures people feel
comfortable: a pleasant voice, a friendly smile, welcoming gestures, appropriate eye contact, and short, clear instructions all tell your participants that it is okay to play.

Finally, heed my advice throughout this chapter. It is based on the lessons I’ve learned over the years. Ask yourself these questions about the icebreaker you intend to use. Did you select one that is appropriate for the participants? Does the icebreaker allow you to establish a climate that gives participants permission to follow your lead? Have you simplified the directions so that everyone will experience success? If you can answer yes to all of these questions, your icebreaker will achieve the objectives you desire.

Good luck with your icebreakers. May they warm your training sessions immeasurably.

Avoid using the word "icebreaker" when introducing the exercise. Even though that's what it is, remember that the word itself is trainer jargon that may not be understood by everyone. Even more important, however, is that you will appear more professional if you smoothly introduce what you want participants to do and why you want them to do it without labeling it as an icebreaker, an exercise, an activity, or any other "thing" you want them to do. You can say something like, "During the training session, we will be working together and tapping into the expertise in this room. Therefore, it is important that we find out who else is here and what experiences they bring with them.”

**Bingo**

Bingo is probably the most used icebreaker of all the icebreakers. And the reason is, that it works. It has been around forever, and I do not know where it originated. Reproduce a Bingo card on a sheet of paper. Instead of having B-3 or N-13, each square has information. The information can be so specific that it matches individuals in the group, such as "drives a red Corvette" and "played a saxophone with Kenny G." The information can also be general so that it could match any number of people, such as "likes to drive fast" and "plays a musical instrument." Figure 23-1 provides an example of a Bingo card.

Participants move around the room and find a match to each of the criteria. In the first example, they would be looking for a specific person. In the second, several people may match the criteria. Individuals sign the appropriate square that matches their descriptions. It is a great way to meet and greet and learn something about others in the session to encourage additional discussion at the next break.

**Bingo icebreaker (figure)**

<table>
<thead>
<tr>
<th>Drives a sports car</th>
<th>Exercises regularly</th>
<th>Voted in the last election</th>
<th>Has attended a training for trainers</th>
<th>Has season tickets</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plays a musical instrument</td>
<td>Plays poker</td>
<td>Has run a marathon</td>
<td>Likes to ride horses</td>
<td>Enjoys working with wood</td>
</tr>
<tr>
<td>Teaches computer classes</td>
<td>Is a gourmet cook</td>
<td>Likes to eat spinach</td>
<td>Has owned a surfboard</td>
<td>Plays golf</td>
</tr>
</tbody>
</table>
You can easily tie these questions to the content, if you want. For example, if you're conducting a stress-management class, you could include squares that say "attends yoga classes," "goes for a walk at lunch," or "has used visualization successfully."

**Expectations**

If Bingo is the most used icebreaker, Expectations may very well run a close second. I learned this one from Ed Scannell and John Newstrom, authors of the wildly successful, very useful, and creative Games Trainers Play series. Buy any of them; you won't be disappointed.

In Expectations, participants identify what they really want to learn in the training session to make the day (workshop, training, week) valuable and useful to them. After you tell them what the objectives are for the session, have them form groups of two to four. Give the groups five minutes to list two or three expectations on a sheet of paper. As a trainer, you're trying to tap into their initial thoughts. If you allow more than five minutes, they will begin to go beyond the scope of the training. Also as a trainer you need to be prepared to adjust your training session to accommodate those that you can. You may be surprised that most of the participants' expectations will be covered.

**Hopes and fears**

The Expectations icebreaker taps into the cerebral desires that the participants bring with them to the training session. Hopes and Fears taps into the participants' feelings about the training.

Provide a handout to participants that provides space for them to list their hopes and fears as they relate to the training session. Tell them that whenever people find themselves in a new situation, it is natural to begin thinking about the things they hope will happen and the things they hope will not happen. This exercise is an opportunity to find out how similar everyone is. Allow about three to four minutes for them to complete the handout.

Have participants pair up with someone they do not know or do not know well to discuss their lists. Conduct a round robin, obtaining one item from each column from the pairs. You may want to post them on a flipchart. Discuss the items, informing them of the hopes that will occur or what you may be able to do about those hopes that are not planned into the session. Also, reassure them of the fears that are unfounded or quell fears that are not really going to be as bad as they anticipate. For example, if participants in a speaking class will be videotaped and that is a fear that arises, you can discuss the benefits of the videotaping and let them know that no one will watch it except them (if that is true).

Post the flipchart pages on the walls during the first break.
**Introduce Me, I Introduce You**

It is sometimes easier to introduce others than it is to introduce yourself. In this icebreaker, pair participants up and have each interview the other to learn enough about the person to introduce him or her to the larger group. You may want to suggest the information you would like them to obtain, for example, their names, how long they have worked for the organization, where they attended school, something interesting about them that may be just a little different than anyone else in the room, or what they are hoping to improve as a result of this training session.

Provide paper for participants to conduct their interviews. After five to ten minutes for the interviews, have participants begin to introduce each other. In an exercise like this, I generally ask for a volunteer to go first as opposed to assigning someone to start. Some people prefer to have a model.

**Go to Your Corners**

This is another icebreaker that has been around a long time. It is used for discovering participants’ common interests. Place four flipcharts in the four corners of the room. On the first page of each, write one of four words or phrases. They should be topics that would generate curiosity and/or tap into the interests of the group. You may use travel, reading, running, and gourmet cooking. Ask participants to choose one. After they select a corner, have them discuss why they chose that corner.

Have someone turn the first page on each chart to reveal the second round. These four pages could include something around the current events of the day. Again, have participants read the charts and select a new corner. Repeat the process.

I generally have the third and fourth pages relate to the content of the session. The third round may focus on needs the participants have and can be stated as "I hope we learn to ..." followed by four things participants may want to learn. Conduct a short debriefing, asking someone in the group to summarize why they made that choice.

The fourth round can again relate to the content. You may use "I feel good about..." or I think I am pretty good at...." These show the rest of the participants where the experts are in the group.

This icebreaker can also be used as an energizer if the pace bogs down, such as after lunch in a warm training room. When used as an energizer, identify content items that they can review in the four small groups.

**Little White Lie**

Allow participants a couple of minutes to think about this before putting them into groups of three. In the small groups, each person makes three statements about themselves: Two are truthful, and one is a lie. For example, my statement may be: I love to drive on icy roads; my hobby is gardening; and I think sleep is a waste of time and do not sleep at least one night each week.

The other two individuals guess which one is the lie. After a few minutes, the trios introduce themselves, playing off what happened in the activity.

I use this icebreaker to introduce a communication-styles workshop. The relationship is that if you know something about people’s styles, you will be able to tell something about their preferences.
Personal Coat of Arms
Creating a coat of arms is an icebreaker that is a true classic. Although it has been around for many years, it is just as effective as the first time it was used. Creating a Personal Coat of Arms is more serious than most other icebreakers. In it, the trainer asks participants to draw a coat of arms that represents who they are. Participants may want to use words or draw symbols or pictures.

You may want to distribute a shield-like sketch that is divided into four quadrants. Have participants address a different item in each of the four quadrants. For example, participants may identify themselves on their coat of arms by answering who they are at work, at home, at play, and in the future. The coat of arms could also display something about what they like to do at work, at home, at play, in the community. You may request four specific aspects, or you may ask for something more generic: "Draw a coat of arms that tells us who you are."

In this icebreaker, it is a good idea to draw your own coat of arms and display and explain it to the group. I may share a coat of arms that looks something like the one in Figure 23-2. I would tell participants that I am a positive person who loves to write. I live on the water and am learning to play tennis.

A coat-of-arms example (Figure)

You can do many things with this icebreaker, including relating it to the content or focusing all of the quadrants in the future instead of the present and/or the past.

Autographs
Autographs is one of the most practical icebreakers. It is straightforward and serves as a perfect bridge from introductions to content. You can easily design your own Autographs to match the content in the training program you're designing. I first heard of this icebreaker from Michele Wyman, a colleague and trainer. The goal of this icebreaker is for each participant to meet many participants by obtaining as many autographs as possible.

To customize Autographs for your use, create a handout that lists 15 to 25 questions or statements that can be "autographed" by participants who match the description. Provide a combination of personal statements and content-related statements. Personal statements may include "Has been to Europe," or "Has performed on stage." Content-related statements will match the training topic. A communications training session may include statements such as "Have been told I am a good listener" or "Spends at least 50 percent of on-the-job time communicating."
After brief hello-my-name-is introductions, distribute the handout that you created. Tell participants that they will walk around and meet others in the session. When they meet a participant who matches one of the descriptions, he or she will sign the sheet. To encourage participants to meet as many people as possible, they must have a different autograph after each statement.

**Name Association**

Name Association has the unique quality of using a method to help participants remember each others' names. This may be one of the oldest icebreakers ever developed. I remember playing a game similar to Name Association — and that was before icebreakers were even invented! Two alternatives are presented here.

The first is to have participants introduce themselves using a characteristic that helps to identify them. The characteristic could rhyme with the participant's name, such as Duane the Brain or Tall Paul. The characteristic could start with the same letter as the person's name, such as Happy Harry or Timely Terry.

The second association can be related to an imaginary event. Participants introduce themselves and identify something they will contribute to the event that rhymes with their names. For example, if the event is a party, participants may introduce themselves like this:

- "My name is Ned, and I'll bring the bread."
- "My name is Mark, and I'll ensure a spark."
- "My name is Linda, and I'll bring the Splenda."
- "My name is Maggie, and I'll bring the baggies."

Note that the names do not need to rhyme perfectly and the items don't even need to make much sense. The real reason for using a name association icebreaker is to help participants remember the names of the others in the session.

**Ask a Question**

There may be times when you're looking for something quick and easy. Perhaps you do not have much time up front, but you still want everyone to know something about each other. If the session is only a couple of hours long, you have only a few minutes for an icebreaker. And if you plan for interaction among participants, you may actually save time by conducting a quick icebreaker up front that allows participants to meet each other.

There may be other times when your participants all work together and know each other, and you may want to get them to a similar level of knowledge or take them to a personal level of knowing each other. In these situations you may decide to ask a question of participants. Again, remember you can use this technique and relate it to the content as described in the introduction to this chapter. However, if you're simply looking for a question to ensure that everyone knows something new about the rest of the participants, these questions have worked well for me over the years.

- What do you like to do for fun?
- If you could be any animal, what would it be and why?
- Can you describe your dream vacation? What do you like best about where you live?
- What would you do if you suddenly became a multimillionaire by winning the lottery?
- What was the last book you read, and would you recommend it to the rest of us?
- If you could have a party and invite any three people of your choosing, alive or deceased, who would you invite?
- What historical person could teach you something, and what would they teach you?
- How do you like to spend your Saturdays?
- If you could change the world, what would you do?
What do you believe was the turning point in your life?
What opportunity did you miss, and how would it have changed your life today?
What fictional character do you relate to most? Why?
Whom do you most admire, and why?
What's the most unusual thing that has ever happened to you?
How do you like to celebrate success?
What do you have in your billfold, pocket, or purse that none of us would expect to find there and why?
If you were wearing a T-shirt that displayed your life slogan, what would the words on the T-shirt say?
What is one interesting fact about you that most of the group would not know?
What is your all-time favorite movie and why?

This is just a small sample of the questions you could use. Perhaps this list will start you thinking of others. (I try to tie even these questions to the content, if at all possible.) These questions can be used at other times during a training session. For example, if you need a quick energizer right after lunch, try one of these.

Which icebreaker to use? The decision is up to you. Consider the time you have available, who's in your audience, the content of the training, what you want to accomplish, the location where the training will occur, and what you feel comfortable doing.

What should you accomplish with an icebreaker? There are many things to consider, but I try to accomplish the following as a minimum.

- Grab participants' attention
- Establish a participative climate in which everyone is involved
- Set the pace for the rest of the training session
- Put people at ease, and this includes me, the trainer
- Initiate personal interaction between the participants
- Complete introductions of all participants that go beyond just their names and where they work
- Ensure that everyone speaks at least once in the large group
- Observe the group to define its personality
- Identify the individual personalities in the group
- Share enough information so that everyone learns something about the other participants
- Establish a starting point for or a transition to the content

Create your own list of what you want to accomplish with the icebreakers you conduct.
15. Ten Ways to Increase Participation – Elain Biech

In This Chapter

- Identifying practical ways to increase participant involvement
- Ensuring that increased participation also increases the learning that occurs

“Learning is not a spectator sport!” Quoting John Newstrom, co-author of the Games Trainers Play series, he is quite serious about the purpose of increasing involvement through games or any other means. Retention is enhanced with an increase in participants' involvement.

Increasing participation is something that the trainer controls. And it all comes down to being prepared. The topic of increasing participation has been woven throughout this book. From a big-picture perspective, it includes such things as creating and maintaining a safe learning environment, being flexible enough to accommodate the range of needs and preferences in the room, and appealing to all learning modes.

The ideas presented in this chapter include how to lay the foundation of a participative environment, how to build on that foundation with participative activities, how to frame your comments to encourage participation, and how to continue constructing a participative session.

Begin to Encourage Participation Right from the Start

Creating and maintaining a safe environment starts the moment the first participant enters the room – no matter what time it is. Greet the first person, introduce yourself, and learn something about him or his drive to the session or other local information. As participants continue to arrive, introduce yourself to as many as you can. Invite them to have a cup of coffee if available. This small gesture sets the stage for creating an environment that encourages learning and participation. It demonstrates that you are open, accessible, human!

Once the session starts, get people up, moving about, and participating in the first few minutes. The icebreaker should at least provide an opportunity for everyone to get to know each other by name. Don't immediately worry about the logistical information (location of the bathrooms and the time for lunch); however, be sure that you take care of it before the first break.

Also, as a part of your introduction, express your interest in and the value of participation and the benefits of learning from one another. Ensure that participants have an opportunity to express their needs and/or expectations of the session. If you do these things, you will lay the foundation that encourages participation right from the start.

Cards for the Shy and Faint of Heart

Index cards can be a lifesaver for increasing participation. The participants in your sessions have different communication styles and preferences. Some participants are forming their thoughts as they quickly respond. Some need time to think about their responses before they say anything. And some participants just do not like to speak up at all. Most will respond if they have had time to think about what they will say. Unfortunately, if you ask a question, at least one-third of your participants will have an answer ready before the question mark punctuates it.

If you want everyone to have time to think about their responses to a question without being influenced by others in the session, have everyone jot down their answers on index cards. Then call on those first who usually do not speak up first. This is safe for the quieter participants because they have had time to think about their responses.
You may use index cards to increase participation in many ways. These are a few of my favorites.

- Take a poll.
- Ask for an opinion.
- Ask for their concerns, questions, or issues.
- Administer a mini–quiz (keep it fun).
- Conduct a midcourse evaluation.

What to do with the cards? Try these.

- Collect and compile them and report the responses.
- Collect, shuffle, and redistribute them, having participants read the card each received to the rest of the group.
- Pass them around the room and ask participants to add more information or answer the questions; then read them or return them to the original authors.
- Collect, sort, and prioritize the cards to create a customized learning module.

**Give your Role Away**

Find ways in which participants can take on the role of the trainer. A good trainer acknowledges that the collective group of participants in the room knows more than any single trainer. Creating ways that allow participants to take on the training role is a great way to gain participation and distribute the wealth of knowledge.

- Ask someone to facilitate a discussion. You can give the discussion a format; for example, ask how participants will apply this to their jobs.
- Encourage participants to speak with each other, rather than directing all comments to you. For example, if Maggie asks a question, ask Mario to respond by saying, "Mario, how would you answer Maggie?" After a few times, participants view this as "permission" to converse as a group. If the discussion is going well, you may even want to sit down or move to a side wall, providing further evidence that you approve.
- Have participants form teams of three or four participants and write review questions in an attempt to stump the other teams. Keep score numerically or use a graphic such as the old "hangman" game to track errors or a baseball diamond to track "hits."
- Assign various sections of the content to small groups who create and present the information. This not only allows for more participation, but it also demonstrates that the participants know the material. You can always add a fine point if something is missed at the end of the presentations.

**Participation; Repeat, Participation**

As you gain verbal participation, you want it to continue. How do you ensure that those who got involved and spoke up once or twice will continue? And how do you get those who have not been involved to jump on the participation wagon, too?

How you respond to participants who contribute to the session can encourage them to repeat their involvement and will serve as a model for those who have not yet participated. Try these three things.

- Thank the participant for the contribution. Use the person's name and make eye contact.
- Restate the comment and expand upon it. You can also use it later in the session: "As Suki mentioned earlier...."
- Acknowledge the contribution and then encourage others to add to a response or to share a different perspective. If it is a different perspective, always return to original participants to affirm their initial contribution.
On your feet!
Move participants around to encourage discussions with other participants. Physical movement keeps the blood flowing to the brain and prevents the afternoon blahs. In addition, you will find participation will increase.

✓ **Form small groups.** You do participants no favors by keeping them in the same area of the room. Most new groups you form should have a different number of people, include different participants, and be located in a different place in the room. If the room is large enough, have tables set around the room with chairs so that you can occasionally direct groups to the tables.

✓ **Include activities that have people standing.** Relay races, moving groups from place to place, recording information on a flipchart, or portions of a game show, for example Jeopardy!, in which reviews could be completed while standing.

✓ **Post flipcharts with issues and have participants move around in pairs to address and add their comments.** Sharon Bowman is a firm believer in moving participants around. She conducts an activity she calls a gallery walk. Participants complete an activity on a flipchart page and hang it in a hallway. Groups visit the charts and may add written comments to them. This allows people a different location and different vantage point. It may even encourage seeing the information from a different perspective.

✓ **Have participants stand for part of your presentation, but be sure you have a reason.** You could conduct a verbal pop quiz in which participants could find someone in the room who knows the answer. You could have them discuss something in pairs and constantly change the pairs.

Say a Lot Without a Word
Certainly what you say verbally, your compliments, thanks, paraphrases, elaborations, and even your disagreements, will encourage participation. However, your body language may speak louder than words. Use the power of nonverbal communication to encourage participation.

Use physical body language: Make eye contact with all participants. Fleeting eye contact will not obtain the involvement you desire. Allow your eyes to linger. Nodding your head shows that you understand and encourages participants to continue. Avoid defensive postures such as folding your arms. Stop talking and do not interrupt. Avoid distracting movements. Get out from behind a table (never use a podium) and move toward people to draw them into the discussion. Don't just listen. You need to look like you're listening. Avoid checking your watch – even if you're innocently trying to determine the time.

Learn to determine the time without obviously looking for it. For example, you could practice reaching for something (a glass of water, your notes) while stealing a glance at your watch. Or you can have your watch or other clock sitting unobtrusively on the table. I like to use the plastic stick–on clocks that are slightly larger than a quarter and stick them to the projector.

Don't just say you are interested. Look like you're interested. Later prove that you heard what was said by reiterating the comment or building on the idea with comments such as "Mario's question earlier..." or "To build on what Andre suggested...."

Remove the Tables
I use this technique when I really want to heat up the environment and send a message that the participation stakes have been raised considerably. Remove the tables from the participants. You may take them out of the room or push them against a wall in the room. I usually do this while participants are out of the room: during a lunch break or at the end of a day if participants are returning the next day. You could have participants assist if you want. I place the chairs in a circle, leaving only one chair width open for participants to move in or out of the circle.

This arrangement creates an informal atmosphere and encourages a high level of participation. The drawback is that participants no longer have a place to write. Plan this technique carefully in your
design. Tearing down and resetting tables can use up quite a bit of time. So it may be possible that you have little writing and more group activity during a specific portion of your training session, that is, a full afternoon or even between the final break for the day and the end of the session. This allows you to reset the tables before the next day's session.

**Attention–Getting Ansuters**
When asking questions, don't stop at the first answer – even if it is correct. This is a great way to start an interesting dialogue and get participants' minds engaged. The other more obvious reason is that those who have the fast, right answer will do most of the talking. Pausing after answers – even right ones – is a unique way to encourage more participation.

Sometimes when participants answer a question, you may feel a need to simplify their roundabout answer. If it is necessary, you could on occasion say, "Gee, I must be a bit slow today. Could you explain that again?" Two things will happen. First, you encourage the participant to re-examine the response and simplify it for the group. Second, you will gain the group's attention as members are drawn into the challenge you have just presented.

Use round robins regularly to encourage a word or two from everyone. Ensure that the responses asked for are short. For example, "Tell me one thing required for excellent customer service."

**The Quietest**
After the environment in a training session seems to be safe for even the shyest person, I request that the group decide at the beginning of the assigned activity who in the group has spoken the least up to that point in the session. The chosen individual will be the person who leads and/or reports out for the small group. Don't wait too long to use this technique. I am always surprised about the increased participation from that previously "quiet" person.

**Participation Right to the End**
There is no need for you to take over at the end. End your session with as much participation as you started. Ask participants to share something.

- One action each will implement immediately
- The most interesting fact they learned
- New questions they have as a result of the training session

Allow time for participants to say goodbye to others in the session. This could be an informal walkabout, or participants could have an assignment such as writing and distributing messages to others. If consistent teams were utilized throughout the session, have the teams create a goodbye skit, song, or cheer to present to the larger group. Encourage continued participation by distributing contact information for all participants.
16. Ten Tips for Adding Humour to Training – Elaine Biech

In This Chapter

- Identifying ways to interject humor into a training session
- Avoiding bombs when telling a joke
- Making humor a natural part of your presentation

Thomas Edison once said that he had never worked a day in his life. It was all fun! Wouldn't it be great if you could always say that? Adding humor to your training is one way in which you can add fun to your participants' days.

I have always believed that people should not have to get up and go to work in the morning. We should all love our jobs so much that we get up and go to play each day. Learning should be like that. People seem to learn more when they are having a good time. This chapter provides you with ideas for how to add humor and fun to your training session, how to feel like everyone has come to play for the day.

Laugh and Learn
When humor and playfulness are suppressed in traditional education and training, other traits are lost as well. Creativity, imagination, and inventiveness have a hard time surviving in a mirthless environment. Incorporate humor into a training session in several ways.

Focus on funny stories as opposed to jokes. Stories usually fit into the flow of events and have a purpose in training because they are generally used to make a point. So even if your participants do not find the story funny, you have made a point and not wasted participants' time. Unless the trainer is very skilled, jokes, on the other hand, tend to break the flow of the training. On top of that, if the joke bombs, you may have wasted participants' valuable time.

Relate humor to the training. Forget adding extraneous humor, such as an irrelevant joke at the beginning. The best humor happens as a result of what occurs naturally in the classroom. Trainers can have ready-to-go funny comments that work when a certain situation pops up in a classroom. Trainers can also relate humor to content in the session or to the processes used to deliver the training. Trainers should also be ready to laugh at themselves. Several ideas follow later in this chapter about how to build humor naturally into the session.

Start Off on a Funny Foot
Establish the atmosphere right from the start. Every session should start off on a high note to set the stage for the rest of the session. Be positive. You want to send the message that this will be fun. Your opening comments can have some planted humor such as when I let participants know how long I have been in the business.

Icebreakers are discussed elsewhere in this book. Icebreakers must induce a sense of fun in the session. Icebreakers should never be drudgery for participants. I like to use props in the opening at some point. Icebreakers seem to lend themselves to the use of props: blocks, t-shirts, bags, flashlights, tools, or dozens of other things.

Unless you are a professional comedian, forget the jokes. Tell a funny story but no contrived jokes. If you bomb, it may seem like a long time until lunch.

When listing the ground rules in my training sessions, if someone says, "We should have fun," I grab a red marker and write over the top of all the rest of the ground rules the word FUN, stating, "Above all, have fun." This drives home the message that I encourage humor and believe learning should be fun.
Why add humor to the opening of a training session?
✓ Relieves nervousness participants may feel
✓ Establishes the environment for the rest of the session
✓ Gets participants’ attention
✓ Models that although the session is serious, the trainer does not necessarily believe in being glum

I'm Lost!
Use humor to defuse unexpected situations. Here are some examples you may want to try.
✓ When you garble a sentence, you can say, "Later on I'll pass out a printed translation of that sentence."
✓ If you are using a microphone and it goes dead, you can say, "Evidently someone has heard this presentation before."
✓ If people are talking during your presentation, you can say, "Feel free to talk among yourselves." Or, "I see you're starting to break up into small discussion groups ahead of me."
✓ Or my favorite. When I misspell a word or need to write a word that I can't spell on a flipchart, I quickly write 10 to 12 arbitrary letters in an empty corner of the flipchart, for example, Q, B, R, J, Z, D, N, A, and say, "I'm not the best speller in the world, so if you notice that I have missed a letter someplace, just take it from this group of letters and place it wherever it belongs in the word!"
✓ If you give incorrect instructions, say, "Does everyone understand? Good. Now forget it. That was just a test to see if you can follow instructions. Now I will give you the actual instructions."
✓ If a participant answers a question incorrectly, you could say, "right answer, wrong question!" (Be careful with this one.)
✓ If the lights go out, you can say, "Why do I have the feeling that when the lights come back on, I'll be alone?" or "You thought you were in the dark before this session!"

Humor can turn an awkward situation into an enjoyable experience. The participants laugh. The laughter makes them feel good and eases the tension of a difficult situation for the trainer.

Get Participants in the Act
Don't feel as if you need to be the one responsible for all the laughs. Get participants in the act so all enjoy themselves. How can you do that?

One game that results in everyone laughing is called "Did You Shower Today?" Place one chair for each participant in a circle. Have all participants sit in the chairs. Begin giving directions for participants to change chairs. I have started you off with a few, but you can add or change them to personalize for your group. This activity helps participants get to know each other better and leaves them laughing because at times four of five people may be trying to sit on the same chair.
✓ If you showered today, move 3 chairs to the left.
✓ If you read a newspaper regularly, move 2 chairs to the right.
✓ If you traveled abroad within the past year, move 1 chair to the right.
✓ If you like chocolate, move 2 chairs to the left.
✓ If you have a pet, move 3 chairs to the right.
✓ If you like snow and winter weather, move 1 chair to the right.
✓ If you are a gourmet cook, move 2 chairs to the left.
✓ If you like to paint, move 3 chairs to the left. •* If you play a sport, move 1 chair to the right.
✓ If you are involved in a sport that does not require a ball, move 1 chair to the left.
✓ If you like Mexican food, move 5 chairs to the left.
✓ ... add your own ideas.
When participants say something funny, be sure that the entire group has heard it so everyone feels a part of the humor.

**Practical Humor**

Sometimes trainers facilitate energizers that are unrelated to the content or the process. You can do this, but with time often short, think of ways to energize the participants yet make it useful. Humor can be practical, such as when you are forming small groups or designating a leader for a small group. Here are two suggestions for designating a leader. Both get laughs. The first is to ask for someone to volunteer from each group. Tell them that you cannot say what they are volunteering for until after they volunteer. This always gets a laugh. After you get a volunteer from each group, tell them that they can select the leader for the group. That usually brings on lots of groans.

**Ten Tips to Make a Joke Fail**

How many trainers does it take to make a joke fail? Just one. But once is enough! Telling a joke is easy. Making people laugh is hard work. Professional comedians make it look oh so easy. But the truth is that few have ever ad-libbed a line in their life. They practice and prepare — just like great trainers do. If you are going to tell a joke, heed the following ten things that can go wrong. If you want your participants to laugh, don't do them!

- Announce that you are going to tell a joke.
- Don't practice; rely on your natural skills and your ability to ad-lib.
- Ensure that the joke has nothing to do with the content.
- Insult someone or, better yet, everyone.
- Use a sexist, ethnic, political, racist, or religious joke.
- Extend the joke, making it drag out.
- Garble the punch line.
- Don't research your audience; everyone loves a joke.
- Laugh your way through the joke.
- If your joke bombs, be sure to try to explain the punch line.

Here's to having only good belly laughs following all your jokes.

**Austere Attitudes**

Everyone who walks into your training session will not be interested in being humored. Some will bring attitudes that are barriers to having a good time.

- Training is serious business — just like work.
- Humor is a waste of time.
- Employees who have fun at work are not productive.
- We can't possibly accomplish our goals with all this raucous laughter.

What can you do to try to turn these attitudes around? Well, nothing new: Build trust, encourage participation, respect others' opinions, and ensure that participants take responsibility for their own learning. When using humor, it should flow naturally from the content. Humor should support, not replace, the learning objectives. Always have alternatives to humorous activities available if the humor isn't right for a particular group of participants.
PART IV Implementation and compliance

17. Good Practice in implementation

18. The role of information and networks

Conclusion
17. Good Practice in implementation

17.1 Why do programmes fail?
One of the assumptions which seem to lie behind the basic design of this project is that any problems in implementation and enforcement are caused by the poor understanding of state officials of the relevant technical parts of the acquis. And that training is, therefore, the answer. Clearly, however, that is only part of the story. Failure to achieve the intentions of specific parts, for example, of the Directives on water standards, is generally caused by lack of financial resources to invest in the necessary infrastructure. And failures in implementation can and do come from such factors as –

- Lack of political will
- Poor management systems
- The centre flooding regional and local officials (“street bureaucrats”) with so many instructions as to create serious “job overload”

The box below sets out the preconditions for effective implementation and enforcement of any new policy.

**Box 5: what do officials need for effective implementation?**

- Clear statement of political priorities
- Supported by the budgetary structure
- A communications system which ensures that those responsible at regional and local level for implementation and enforcement are aware of the priority acquis obligations
- A middle (regional) management system which identifies roles and tasks which give guidance on and support for these new obligations
- Formal and informal systems of training to reinforce this – and which help officials develop the relevant skills for achieving compliance
- Coherent enforcement systems which work

This does give us a checklist of a sort. It is reasonable to suggest that the absence of these features will lead to poor implementation. That’s why we suggested the introduction of compliance strategies in section 2.4 below.

17.2 Focussing on results – and performance
Component 7 of the project very clearly states that we should “specify good practice and cases relevant for implementation of acquis”. This, therefore, requires us to look first at good practice in implementation – and the implications for training methods as a consequence of that analysis.

The acquis is the body of Community Law. It is very detailed but serves some basic social objectives – relating to the security and mobility of citizens; and their market power. Both OECD and EU have been doing a lot of thinking about regulations and inspection in the past decade – from a concern both to reduce burden of these systems on business and to make sure that these systems actually achieve the intended results – which relate to the safety and wellbeing of the population. All too often in the past the application of laws was pursued mechanistically – and with little consideration of whether they were achieving their intended results.

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34 Few of the older member states, for example, have yet achieved the standards of the Bathing Water Directive – with the scale of sewage investment requirement being one of the main reasons.
35 Some 30 years ago, the issue of implementation failure began to develop a large literature – and one of the classic articles on the subject set out preconditions for good implementation – “Why is implementation so difficult?” Gunn, Lewis Management Services in Government, issue 33 (1978). For a review and practical application, see “Implementation Failure or policy-making? How do we theorise the implementation of the EU environmental legislation?” A. Jordan (google) and “Whatever happened to policy implementation?” P and L de Leon in Journal of Public Administration Research and Theory (2002)
36 80,000 pages (of English text) at the last count
37 For a good overview, see “How context matters – regulatory quality in the European Union” by C Radaelli
Nowadays much more emphasis is placed on the importance of state bodies focussing on results – by monitoring and feedback so that ineffective policies are identified and adjusted. The recently approved Bulgarian Operational Programme on Administrative Capacity put this very nicely – “Administrative structures should define few but achievable goals - addressing real problems.” Some countries have proved more radical than others in pursuing this agenda.

17.3 An example
The UK in particular has carried out a range of very critical assessments which have revealed poor practices by state bodies eg
- Too heavy a load on both businesses and local government from inspections from too many control and audit bodies
- Unnecessary visits to low-level risk areas
- Badly designed forms
- Poor quality inspection

As a result structures and procedures have been simplified – and a more strategic approach taken to regulations - based on proper risk-assessment. It is interesting, for example, to see how the UK Health and Safety Executive has developed its strategic tools since 2003.

And EU member states are beginning to develop compliance strategies as basic tools of implementing European Community obligations.

The clearest statement we know of these issues is contained in the Hampton report we have already mentioned - which presented the box below as “a tool for thinking about compliance”.

This constitutes what might be called a “marketing” approach to compliance – as distinct from the legal approach. The legal approach makes certain questionable assumptions about the behaviour of legal subjects – namely that they know about the law and are disposed to implement it faithfully.

The marketing approach starts with the subject whose compliance is needed and uses the 11 factors as a checklist which the state body and its officials can use (a) first to understand better the factors which reduce the chances of compliant behaviour (eg how well is the legislation understood?); and then (b) to adjust their implementation or action programme to focus on those factors (eg leaflets).

### Box 6: A checklist for developing a compliance strategy

**Aspects of spontaneous compliance**
- Knowledge of the regulation
- Costs of compliance; benefits of non-compliance
- Degree of popular and business acceptance of the regulation
- Natural obedience of subject
- Extent of informal monitoring

**Aspects of monitoring**
- Probability of report through informal channels
- Probability of inspection
- Probability of detection
- Selectivity of the inspector

**Aspects of sanctions**
- Chance of sanctions
- Severity of sanctions

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38 Section 5.1 (page 35) of English version of document approved in October 2007
39 See, for example, Reducing administrative burdens – effective inspection and enforcement (HM Treasury March 2005).
40 More often known as the Hampton Report
41 This is one of the objectives of the “impact assessment” discussed in section 5.3 of the OP on Admin Capacity

It now has an Enforcement Concordat and Simplification Plan
On the basis of this understanding a strategy is developed to maximise the chances of compliance in that particular context\(^\text{42}\).

### 17.4 Compliance as the key concept

The acquis – as transposed into national legislation – requires the legal subjects (physical and legal persons) of a member state to adapt their behaviour to the requirements of that new legal framework. The project’s first Discussion Paper\(^\text{43}\) made the point that *the ultimate objective of the system of implementation and enforcement is the compliance of subjects with the specific acquis requirements.* Specific state bodies are charged with the responsibility for ensuring effective implementation. The task of the officials of these “implementing agencies” is at least to

- Ensure that relevant subjects are aware of their new legal obligations – and rights
- Measure the compliance of subjects with these obligations – and the extent of activation of rights
- Take appropriate action in the case of non-compliance

Once transposition has taken place, effective implementation and enforcement of new acquis obligations requires implementing agencies to do three things\(^\text{44}\) –

- To employ sufficient staff to perform tasks which reflect a *clear policy framework* (effective management)
- To ensure that these officials understand the new legal requirements; are *able to use the tools which help subjects understand and comply with the new requirements*; and to monitor for compliance in a reliable way (training)
- To establish *workable enforcement procedures and systems* in case of non-compliance. These can be judicial or non-judicial. The non-judicial require negotiation and other skills

### 17.5 The limits of legal and administrative tools

It is here that state officials need to understand the limits of the traditional tools of legal regulations which public bodies have used over the past century. Governments face well-educated citizens whose attitudes and behaviour they try to change – eg with anti-discrimination and equal opportunities policies and laws. Increasingly, therefore, governments are drawn to consider more sophisticated tools and programmes.

If we wish to change people’s behaviour, we should look at all options – and, where behaviour patterns of non-compliers are strong, we often need to use a battery of tools. What is it that is most likely to make target groups change their behaviour? Simple instructions? Threats? Incentives? Explanations and understanding? Involvement in the decision-making? Moral exhortation? Or a combination?

Many people tell us that the only effective mechanism is that of the command - whether in the form of laws or injunctions from the boss (line 5.2 in the table). Other people would argue that *rational arguments* (eg in training sessions) or *leaders* make a difference – and can inspire those in the organisation to change (points 1and 2 in the table).

\(^{42}\) In risk assessment, this is known as the “table of eleven” – and is the basis, for example, of the Netherlands Compliance strategy in the Ministry of Environment (van der Schaaf).

\(^{43}\) Annex 1 of First Progress paper

\(^{44}\) We were encouraged in this argument by a paper - claiming to be the first attempt to define the basic components of *effective implementation capacity* - *Enlargement of the EU and effective implementation of community rules* by Phedon Nicolaides (EIPA 1999)
Table 13; Tools in the change process\textsuperscript{45}

<table>
<thead>
<tr>
<th>Motivating Factor</th>
<th>Example of instrument</th>
<th>Particular mechanism</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Understanding</td>
<td>1.1 Training</td>
<td>Rational persuasion</td>
</tr>
<tr>
<td></td>
<td>1.2 Campaigns</td>
<td>Appeal to common sense</td>
</tr>
<tr>
<td></td>
<td>1.3 Counting and comparing – producing league tables</td>
<td>Questioning when one’s organisation compares badly</td>
</tr>
<tr>
<td>2. Commitment</td>
<td>2.1 Leadership</td>
<td>Legitimisation; inspiration</td>
</tr>
<tr>
<td></td>
<td>2.2 Consultation and cooperation</td>
<td>Shared vision</td>
</tr>
<tr>
<td></td>
<td>2.3 Training</td>
<td>Pride in behaving professionally</td>
</tr>
<tr>
<td>3. Personal Benefit</td>
<td>3.1 Pay increase and bonus</td>
<td>Financial calculation</td>
</tr>
<tr>
<td></td>
<td>3.2 Promotion</td>
<td>ambition</td>
</tr>
<tr>
<td></td>
<td>3.3 Good publicity</td>
<td>Reputation;</td>
</tr>
<tr>
<td></td>
<td>3.4 Winning an award</td>
<td>Psychological</td>
</tr>
<tr>
<td>4. Personal Cost</td>
<td>4.1 Named as poor performer</td>
<td>Psychological (Shame)</td>
</tr>
<tr>
<td></td>
<td>4.2 Demotion</td>
<td>Monetary</td>
</tr>
<tr>
<td></td>
<td>4.3 “Report cards” on organisations\textsuperscript{46}</td>
<td>Pride</td>
</tr>
<tr>
<td>5. Obligation</td>
<td>5.1 Law</td>
<td>Courts</td>
</tr>
<tr>
<td></td>
<td>5.2 Orders and Action plans</td>
<td>Obedience to Managerial authority</td>
</tr>
<tr>
<td></td>
<td>5.3 Family ties</td>
<td>Social pressure</td>
</tr>
<tr>
<td>6. Peer influence</td>
<td>6.1 peer review</td>
<td>Pressure from colleagues to do behave the same way as them</td>
</tr>
<tr>
<td></td>
<td>6.2 bribery</td>
<td></td>
</tr>
<tr>
<td></td>
<td>6.2 Quality circles</td>
<td></td>
</tr>
<tr>
<td>7. Social influence</td>
<td>7.1 Opinion surveys</td>
<td>Feedback from public about service quality</td>
</tr>
<tr>
<td></td>
<td>7.2 Public demonstrations</td>
<td></td>
</tr>
</tbody>
</table>

In the field of European Law, the threat of financial penalties is assumed to be the ultimate sanction – but, in recent years, the European Commission has moved away from a reliance on such crude tools and has been encouraging persuasion (social marketing) and alternative forms of conflict resolution. And governments trying to improve the performance of state bodies have also made increasing use of “league tables”. This involves audit bodies, for example, collecting and publishing comparative information about the performance of individual schools and hospitals in an attempt to persuade senior managers to address the problems of poor performance (1.3 in table). This can also act as a market-type force - bringing the force of public opinion against the organisation (4.3 in table).

Some Discussion points -

- When state bodies draft their various action plans, do they consider these various choices?
- What scope for choice do regional and municipal structures of government have?

\textsuperscript{45} Source; this table appeared in an earlier form in the book Toward a Civil Service model for Azerbaijan in the 21\textsuperscript{st} Century by R Shabanov and R. Young (Tacis 2004, Baku)

\textsuperscript{46} “report cards” measuring citizen satisfaction with public services have become popular in many countries – both developing and developed.
18. The role of information and networks

18.1 Information is power

Every student learns that competition produces public benefit only when (a) there is reasonably free entry to the market; and (b) when consumers can and actually do understand the nature of what is being offered on the market. That is the basis of the EU’s internal market.

Improved systems and training of officials are a necessary part of effective implementation of the laws relating to the internal market – but are not sufficient without 3 other things -

- the understanding by the public of their rights
- systems of redress to allow them to pursue these rights
- visible results from such complaints

a. Knowledgeable officials

Economic actors (such as those who offer services and products) have to be informed of their obligations – and wider society has to be advised of their rights – under EU community law. This is achieved initially through ensuring that state officials in implementing agencies have clear information and explanations about these new obligations. These are often constrained by poor drafting and/or internal communications, management, and training systems.

Our discussions have clearly indicated that although there is a continuing need for technical training in new aspects of the relevant acquis, the great need is to have support systems for those officials at local level as they encounter and try to deal with the problems of enforcement. Such support can be offered in a variety of ways:

- A website with Frequently Asked Questions
- Case-studies
- Surgeries or master classes (of visiting experts)
- Coaching sessions by managers

b. Channels of information about rights

Information and Advice Centres; leaflets campaigns; websites are but a few of the tools which can be used to inform citizens of their rights – and to encourage them to use them.

The Commission has set up a network of offices in each member state to handle citizen queries – such as Europe Direct, Citizen’s Signpost, European Business Centres; and member states cooperate to find solutions for cross-border problems in the internal market through the SOLVIT system.

In Bulgaria, Europe Direct has resource centres in each of its six Regions – which allow any citizen to pose questions and access information about European matters.

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Clearly, sanctions will not work unless their positive results (upholding of rules) are loudly communicated to the public.

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47 these are discussed in more detail in Part II
48 www.ec.europa.eu/solvit
49 There are actually 11 centres in places such as Plovdiv, Russe, Veliko Tarnonvo etc For more information see www.ec.europa.eu/europedirect
50 more reliance is now being placed on these measures
d. Measuring the impact of centres, campaigns and use of redress systems
Surveys are needed to measure citizen understanding and use of these rights and use of complaints and redress systems. We recommend that the project uses its work in its first 4 fields - of consumer protection; labour safety; food safety; environmental protection – to explore –
• The tools used to ensure that the public are informed about their rights and how to use them
• The scale and use of complaints systems – judicial and alternative
• The publicity given to results

e. The quality of information
Sections 1.2.2 and 1.2.4 of this paper gave examples of apparent deficiencies of information – in the environmental and labour safety fields. But data collection and assessment is a subject which arouses heated argument. Everyone favours better information – but, equally, everyone is opposed to “bureaucratic interference and paperwork” – and governments work now with very tight financial and manpower restrictions. But, still, those of us who work in government all know of examples of useless data-collection.

18.2 Key points from the project analysis of European networks
The project is required to identify training networks in acquis-related matters - and to gather information about their activities in order to specify EU good practices and cases relevant to Bulgaria. Our analysis leads us the following tentative findings -
• any networks of regional training centres in EU countries are generally owned by municipalities in member states; and focus on capacity development rather than technical aspects of the acquis
• the phrase “acquis training” is rarely used in training systems in member states – which focus on general professional and managerial needs, of which specific parts of the acquis are only a part
• professional training (which covers relevant parts of the acquis) is sectoral; ie is undertaken by Ministries rather than generic training bodies
• the most effective training is conducted as part of a general change effort in a state body – not and ideally one which involves staff at an early stage so that they develop a commitment and sense of ownership to the change. Too much training is an isolated activity – whose benefits are lost when people return to an unreformed organisation.
• national networks of training centres undertaking acquis training do not seem to exist51
• networks relating to the acquis are generally to be found at a European level – and take more of an electronic than physical form;
• these websites contain very rich (and frequently updated) case material on the problems of implementing and enforcing the acquis – and on good practice.
• Although EU Directives are transposed into national legislation, national governments are left with considerable scope to determine delivery and compliance mechanisms. National practices therefore vary considerably – and the different experiences offer important lessons
• Some European networks exist to share that good practice52
• “Good practice” from this experience is of interest and useable only in regimes which encourage and practice delegation and feedback
• The predominant language of the websites is English – which poses a barrier to those who do not read such text easily.

51 of course, Romania and Poland do have networks of regional centres – but they belong to local government and do not specifically focus on the acquis
52 See 3.3.4 below
18.3 How do we ensure that relevant people are able to access and use good practice?

18.3.1 What exists?
A few minutes’ surfing on the internet can identify a veritable treasure trove of material. The question is how relevant Guidelines and good practice can be best identified and disseminated to appropriate people at both central and more local levels in Bulgaria?
To answer that question requires us to explore such questions as -

- Who accesses such websites?
- How effectively do they use the information on them?
- Who can disseminate the most relevant data to a wider – and more local - audience?

18.3.2 Who currently accesses and uses the information?
The answer would seem to be that the group most motivated to access these websites are younger people (with high proficiency in written English) working in Think Tanks, academia and as advisers in parliament. They are constantly on the lookout for new perspectives to justify their role as policy advice experts.
These individuals, however, operate at a national level – not local - and would not normally have any contact with officials working to implement and enforce the acquis in our 4 fields.

Our project is based on an assumption that two new groups can, if given the right support, play a key role in disseminating good practice in acquis-related fields –

- Trainers
- Line managers who have received training in coaching skills

Information about “good practice” therefore seems to face two barriers – linguistic and political. We must assume, first, that – however good the linguistic abilities of these local officials – they would not be able to read the English language material in their field on the appropriate websites. And, secondly, the present political and managerial culture in Bulgaria remains centralised – and local staff presumably have (or consider they have) little scope for discretion and local initiative.

18.3.3 Dangers of central prescription
A considerable literature has developed in the last decade about how those taking decisions can be informed about good practice – in a way which actually helps their policy-making. All too often the form and timing of evaluations of what works does not fit the world and requirements of busy policy-makers so are so often constrained by crises. As a consequence, think-tanks have developed – and academics have learned new communication skills. But this is only part of the answer – the real answer is to decentralise! Good systems of local government, after all, are “laboratories of democracy” – forming a market place of ideas and good practice. Democracy is best served when proposals for improvement come from below – not imposed from on high.
It is difficult enough for policy-makers at the centre to understand “what works”. It is even more difficult for them to understand and accept that what works varies from local context to local context and is often best left to local people to discover and pursue!! It is important, therefore, that this option is clearly presented when governments are considering legislation – should they prescribe or create the environment to encourage and disseminate best practice? The past decade has seen the British government, for example, try to move away from its over-prescriptive approach.

18.3.4 networks of learning and good practice
Apart from the good practice contained on the EU and government websites, a very powerful method of identifying and sharing good practice are the networks of good practice which bring specialists
together for that purpose. They are always funded by an international body – such as the EU, OECD, ILO or WHO.

- IMPEL offers a very interesting example – a network of environmental specialists in member states being funded by the EC to develop a database of good practice. Its most distinctive and impressive activity has been its **peer reviews of the national systems of inspectorates**. Since 2002, 6 such peer reviews have been carried out and published. And a review of that system is also available.  
- The OECD also brings specialists together – on a wider basis – and publishes important surveys and manuals on good practice in the environmental and other fields.
- The ILO does the same for labour safety specialists
- The EU also has its “Better Training for Safer Food” programme
- Such a network does not seem to exist for Consumer Protection

The question is what access relevant Bulgarian experts have to such material. How much of it is available in the Bulgarian language? The National Library has a list of texts published in Bulgarian every year – and we would suggest that this be made available on website so that relevant staff of professional associations and state bodies can help keep their colleagues up to date.

### 18.3.5 The role of regional resource centres

The project has helped IPAEI – in conjunction with local Universities, Regional Administrations or municipalities - establish six regional centres in Blagavograd, Plevden, Sliven, Smolian, Varna, Veliko Tarnovo. These are at an early stage of development – but will be equipped with PCs, printers and video conferencing facilities. The centres are places to which people can come for information relevant to their professional concerns. They can also serve as key information points on best practices for all stakeholders (local administration, students, NGOs, business, and the wider community). The content of the documents provided to the centre libraries within the framework of the project will be more or less specialized, concerning mainly administrative management and reform, training, project management, change management, risk analysis and management, implementation and enforcement of European law (in general, and in the priority areas of the project – environment, food safety, e-government, equal opportunities, and consumer management). Our vision is to structure collections in such a way as to serve as the core of the future resource centres which will develop according to local needs. The analysis of potential beneficiaries of the services of these centres will be an integral part of the strategic development plans to be developed within the project. Each centre will be furnished with modern ICT networked equipment, which will enable access to both print and e-resources in Bulgarian and other languages, free and commercial databases, and enable information sharing with similar resource/information centres in both Bulgaria and abroad.

The centres will be able to host specialized events for a variety of target groups, which will be an excellent venue to promote the services and capabilities of the resource centres – training, information, consultancy, sharing of good practices.

Europe Direct ([http://ec.europa.eu/europedirect](http://ec.europa.eu/europedirect)) is a good example in this context. In 2007 and early-2008, 12 local offices have been established in Bulgaria, which are fully open to the community and answer questions on the EU, its history and policy, provide practical advice and guidance regarding a number of issues (incl. recognition of educational credentials, procedures concerning complaints, networking, individual rights within Community law, etc).

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57 See bibliographical guide at end
Conclusion

We must never forget that compliance is a means - not an end. The end is a freer market or higher levels of safety. At the stage most new member states are at, they need to focus on those measures which have most immediate impact. They cannot do everything! How can the relevant Bulgarian officials set priorities and select the most effective part of the acquis? And how do then measure the results? For that they need some measures not just of compliance (outputs) - but of outcomes.

EU papers on evaluation set up very complex processes – something simpler is needed to allow field staff to analyse the impact of their work and feed it into their management systems to help create more of a learning organisation. They also need the management systems and skills to operate in a performance-oriented way.

The strategy documents we have seen suggest that the Bulgarian civil service is just at the start of this important discussion and change. This is perhaps a “horizontal” issue to which the project could and should contribute. It relates to type one training mentioned in our Discussion paper.

Our ToR require us to carry out very specific activities. But we must never lose sight of the fact that we are being asked to pilot/test a new approach to ensuring that Bulgaria is an active member of the EU. And this requires the development of effective tools. All social programmes require a coherent “theory of action”. One is emerging in our project work. It is based on the following statements -

- laws are enacted in order to achieve specific social purposes
- they are one tool amongst many to achieve such purposes
- and although EU law is dominant in many fields – particularly those relating to the single market – considerable scope is left to member states for complementary national legislation and policy-making
- this is particularly true of enforcement systems (in the general rather than legal sense)
- the transposition of EU laws in new member states outruns the capacity of institutions, budgets and societies to apply them in the manner intended
- derogations which were negotiated at the accession stage recognise this – but perhaps not fully
- governments in new member states are, however, hesitant about admitting too openly that they have to – and actually do - prioritise areas for improvements consistent with the EU acquis and good practice. Setting priorities is done in an ad-hoc and implicit manner
- transparency requires that this process of setting priorities is done more explicitly and openly – and reflected in the action plans
- such a process requires a realistic set of monitoring instruments
- effective training is linked to realistic action plans

And some tools enshrined in the acquis may not work in the specific context

Schon
Annex 1

A structured approach towards staff training in environmental inspectorates (2.4.5 of OECD paper)

Annex 1 was translated from section 2.4.5 of Assuring Environmental Compliance - a toolkit for building better environmental inspectorates in Eastern Europe, Caucasus and Central Asia (OECD 2004)
Training of inspectors and their managers is essential to developing and increasing the efficiency and effectiveness of inspections. Inspectorates should provide sufficient basic and continued training to all inspectors to improve skills, knowledge and (sometimes) attitude.

Training is often given at random and inspectors follow training that is momentarily available. On a personal level, it training can be very interesting, however does it also fulfil the actual training needs of the inspectorate?

What must inspectors know, what skills and competences must they have to perform their daily work on a high quality level? In this section information is presented on how to approach training in a more structured way, by making a training program for the inspectorate.

An efficient way to deal with inspector’s time and inspectorate resources, is to draft a training program. The program describes the training that is needed (per person and in an aggregated form) in the inspectorate. It prioritises training needs, so that training can be linked with the inspectorate’s inspection and enforcement program and its resources available. The training program has to assure that inspectors are competent for all of their duties and that a system is in place for assessing their competence and keeping it up to date.

In this context, it is important to recognise that the process around training must deliver two functions: training new inspectors and also refreshing and developing the skills of working inspectors.

This section outlines such a process and discusses its six main elements as follows:
1) **Definition of competencies to be trained**: Description of inspectors’ capabilities and activities that need to be of a satisfactory standard for effective conduct of his or her assigned duties.
2) **Personal development plans**: Statement of what an inspector needs to learn or become proficient in, together with a plan and programme for achieving it. This is based on assessment of current status of competencies and on management plans for his or her deployment. These should be prepared for all new inspectors and kept under review as part of a regular process of staff appraisal.
3) **Training**: Formal learning opportunities, such as structured courses, probably away from his or her job.
4) **Planned experience**: Learning on the job by doing it, with coaching and support from a manager or experienced colleague.
5) **Assessment**: Evaluation of competencies to check that required learning has taken place and has been effective (see previous section on competence management). This should also be carried out routinely, as part of the regular appraisal of staff performance, and the results fed back into personal development plans.
6) **Management of training programme**: Formal arrangements by which the regulatory body ensures that all elements of the process are properly conducted.

**Competencies to be trained**
Competencies in the context of the “Inspector Profile” cover:

**Personal competencies** required of any inspector. (Many of these are inherent in the character of individuals best suited to be inspectors and are often closely related to the general competencies needed.)

**Role-related, technical competencies**. The technical competencies are those associated with the duties of “inspection and enforcement” in a typical environmental inspectorate. They can be sub-divided into:

- **Core competencies** that all environmental inspectors should have. Clusters of competencies that relate to the duties of a typical, general site inspector engaged in inspection and enforcement.
- **Specialist competencies** likely to be confined to inspectors in defined specialist roles supporting the tasks of inspection and enforcement.
In addition to the personal attributes and competencies an inspector must have a range of relevant technical knowledge, skills and experience in order to be fully effective. The precise requirements will depend upon the range of duties he or she is required to undertake. This, in turn, will depend upon the precise remit of the regulatory body and upon the way it is organised and managed.

In the context of environmental regulation, however, the inspector’s main duties will normally be in the sphere of inspection and enforcement, but the knowledge, skills and experience necessary for these functions will equip him or her adequately for effective contribution to the other steps in the regulatory cycle.

The core competencies are required of all inspectors in an environmental inspectorate. They represent a basis of knowledge and understanding of the environmental regulatory role that may be used as a foundation for further development for a particular role. Clusters of role-related competencies are relevant to inspectors assigned to the related role. For the purposes of this toolkit, the relevant role is taken as “inspection and enforcement”. Other roles such as assessing license applications and the writing of licenses may require a (slightly) different cluster of competencies. Specialist competencies are required of those inspectors who may have a specialist role within the regulatory organisation or who may have a need for such competencies in order to carry out a particular assignment.

The portfolio of competencies required of individual inspectors may vary, at the level of detail, depending upon how the inspectorate is organised and upon the extent to which it relies on inspectors working in teams. In team-based organisations, the key requirement is for the team as a whole to have the full range of competencies and to be managed accordingly.

**Core competencies**

The core competencies include areas of knowledge that underpin, at a general level, most of the activities associated with environmental regulation. These include:

- **Environmental law**: This includes a general knowledge of the legislation relevant to the role of the inspectorate and of the statutory basis for its regulatory duties and powers;

- **Pollution control and regulatory principles**: This includes an understanding of the regulatory policies adopted by the inspectorate for pollution prevention and control, and for exercise of sanctions in cases of breach of the law;

- **Legal procedures**: This covers understanding of the legal process that applies in cases of non-compliance or legal breach. Where prosecution is a relevant sanction, it should include matters concerned with the proper collection of evidence and its production before a court of law;

- **Scientific and engineering principles**: This includes a basic knowledge of the behaviour of pollutants in the environment and of how to detect and measure them. It may also include some understanding of the chemical engineering of potentially polluting processes, together with relevant abatement techniques, and may extend to the principles of electrical or electronic engineering associated with process instrumentation, control and monitoring systems;

- **Risk assessment**: This aspect borders on a specialist area but it is desirable for an inspector to have some understanding of the relationships between sources of hazard, pathways in the environment, receptors or potential targets for impact, probability and consequent risk, including personal safety and occupational health;

- **Environmental management**: The general principles and logic of environmental management systems should be understood, from assessment of environmental effects, through development of environmental policies and targets, and organising and managing their delivery (e.g. through planning and prioritisation of inspections, inspection and enforcement strategy), to reporting on achievements and progress and identifying areas for further improvement;
• **Inspection techniques:** Inspectors will have to use a number of techniques to procure the information and to promote compliance. Training in communication and negotiating techniques, information collection methods, and observation techniques can provide this;

• **Team management:** This is relevant for inspectors destined to be managers of teams and should include knowledge or experience of organisation and management of multi-disciplinary teams, of finance and other resources, and of related performance statistics. It also includes roles and responsibilities of the inspection team in different inspection stages.

*Competencies related to inspection and enforcement (role-related competencies)*
This cluster of competencies is relevant to the main duties of an inspector under any form of environmental regulatory regime. The detailed specification of the cluster needs to be tailored to the particular remit, policies and objectives of the individual inspectorate but the essential elements are largely generic.

The key competencies, described here in terms of activities, are as follows:

• **Site assessment and advice to operators regarding permission to operate in compliance with specific legislation:** This involves assessing sites covered by environmental legislation, regulations or agreements, establishing appropriate contact with the site operator and informing him of the relevant legal requirements and of how to prepare and submit the necessary application for a license;

• **Assessment of applications and issue of licenses (where appropriate to inspector role):**
  - This requires checking and validating the content of an application for a license, specifying conditions and limits which apply to the license, specifying programmes for process improvement or modification, and determining the programme for monitoring of the process by the operator. It also involves all the administrative steps, including public consultation etc. associated with preparation and issue of the license;

• **Securing compliance with statutory and environmental objectives:** This involves keeping up-to-date with developments in technology, business operations and the economy of an industry sector, guiding operators towards continuous improvement and reviewing/revising regularly the terms and conditions of existing licenses. It also involves inspecting sites and assessing process releases for compliance with the require ments of relevant licenses, and inves tigating any breaches or complaints against the site operator. This includes inspection of the company’s registers and documents, environmental registers, and hazardous waste register;

• **Instigating formal enforcement action:** Discovered non-compliance may involve the issue of various kinds of formal enforcement notices ranging from a simple notice requiring some specified improvement, through to a prohibition notice requiring shutdown of a process in the event of imminent risk of serious harm to the environment. In cases where prosecution is intended, gathering and recording evidence of breach and eventual presentation of evidence in court may be needed;

• **Emergency response:** Where it is within the inspector’s remit, this means ensuring that the necessary action is taken to recover control of the source of emergency, to protect people and the environment and to keep the public informed. It then involves ensuring that any necessary remediation is undertaken, that all possible lessons are learnt and action taken to avoid repetition, and that any appropriate enforcement action is taken;

• **Monitoring releases and assessing their environmental impact:** This involves planning an environmental and release monitoring programme, reviewing the results of it and assessing the impact on the environment. It then means considering whether environmental objectives are being achieved by way of existing licenses and seeking their modification if necessary;

• **Representing the regulatory body at meetings with the public, local authorities and other bodies:** In situations where others need to be involved, consulted or informed about developments or incidents on sites under the inspector’s control, this generally requires explanation of the inspectorate,
of the events or developments of concern, of actions proposed by the inspectorate and of how others may make representations, and how they will be dealt with;

- **Contributing to the development and continuous improvement of regulatory policy and operations:** In the light of experience of the above activities, this involves feedback of information to those responsible for developing legislation, regulations and regulatory policies and procedures, with a view to improvement if necessary. It also involves sharing of experience and accumulated knowledge with fellow inspectors and specialist staff.

**Specialist competencies**

These competencies cover areas of specialist knowledge or skills required by the inspectorate for effective discharge of its duties. The acquisition and maintenance of such competencies is generally such that inspectors skilled in these areas are likely to provide an internal specialist advisory or consultancy service to more generally qualified colleagues who have the broader compliance and enforcement role. The range of specialities required will depend upon the remit of the inspectorate but typical specialist competences include the following:

- Sampling and analysis of particular pollutants in the environment (e.g. dioxines);
- Characterisation and modelling of groundwater movement;
- Modelling of pollutant dispersion in the atmosphere and aquatic/marine environments;
- Risk assessment;
- Detection of causes of ecological damage;
- Knowledge of major industrial processes and associated abatement techniques;
- Knowledge of contemporary continuous monitoring techniques and their application;
- Remediation of contaminated land;
- Drafting and issue of integrated permits;
- Presenting cases for prosecution in court;
- Management of research and development (R&D).

**Accreditation of inspectors**

Individual inspectorates will also have to decide, on the basis of their legal or constitutional situation, whether or not inspectors need to be formally accredited to carry out inspections. If accreditation is necessary, they will also have to decide what level of competence must be reached for this purpose, and by what means it should be tested and maintained.

Precise details of the competencies described above depend on the remit of the inspectorate and on the regulatory approach adopted. In the context of regulatory approach, the required range of competencies will be influenced, at the level of detail, by the policy choice between a traditional policing (“process”) approach and a more goal-based or educative (“outcome”) approach. In the case of the latter goal-based approach, inspectors are likely to have to be more knowledgeable about the effect of releases into the environment, about setting environmental objectives and targets, and about environmental management systems. In the traditional approach, the emphasis is more likely to be on knowledge of particular processes, plant operation and process control, treatment and management of waste, etc. In either case, however, training programmes for the staff of environmental inspectorates with a typical range of responsibilities are likely to have to include the subjects presented in Box 2-5. These are set out on a sector basis although, in practice, they may be applied in an integrated or cross-sectoral basis.
Box 2-5. Subjects to be included in training programmes

**Air Quality**
- Development and implementation of air quality management strategy;
- Securing of any statutory ambient air quality standards;
- Establishing conditions and limits for permitting of discharges into atmosphere;
- Ambient air quality monitoring and assessment;
- Preparing plans for dealing with exceeding air quality limit values;
- Establishing a system for public notification when alert thresholds are exceeded;
- Compilation of national inventory of emissions to atmosphere;
- Implementing phase-out of ozone depleting substances;
- Maintaining inventory of greenhouse gas emissions and preparing national programme for limiting emissions under Convention on Climate Change.

**Water Quality**
- Developing methodology for establishing water quality objectives;
- Establishing programmes for water quality protection and risk management;
- Establishing programmes for reduction of emissions to aquatic environment;
- Establishing and enforcing technical standards and codes of practice in relation to the achievement of water quality objectives (surface waters, ground water, bathing waters);
- Reducing and mitigating marine pollution;
- Deciding and establishing emission limit values;
- Establishing conditions for licensing of direct and indirect wastewater discharges;
- Maintenance of a discharge register;
- Notifying wastewater treatment plant about potential pollution incidents;
- Enforcing measures for emission control of priority substances.

**Waste Management**
- Assessing and verifying qualifications and suitability of license applicants and holders;
- Preparation of technical standards and codes of practice for waste management;
- Establishing conditions for licensing of waste management activities and establishments;
- Establishing producer responsibility and compliance schemes for recovery and recycling/treatment of certain waste categories;
- Controlling transboundary movements of waste;
- In-depth knowledge of waste streams management and recording.

**Pollution control and risk management on major industrial installations**
- Awareness of best available techniques for major processes;
- Identifying establishments with increased risk of major accident hazard;
Inspector’s personal development plans

The allocation of time for training depends upon the relevant knowledge and experience of inspectors and upon the complexity of the processes they regulate. It also depends on the technical development of processes and upon changes to the regulations. In fact, the purpose of a personal development plan is to bridge the gap between the inspector’s present competencies and the overall competencies he or she should have for satisfactory conduct of his or her assigned duties.

Against this background, and in addition to general induction training and learning on the job, a well resourced inspectorate might allow a yearly 6-7 weeks over a two year period for the technical training of a beginner engaged on inspection of basic processes, with a further 2-3 weeks for those engaged on more specialist or complex processes. For experienced inspectors, whose requirement is for training on new developments in technology and legislation, an allocation of 5-10 days per year may suffice, depending upon the extent of relevant developments.

Planned experience and training

Implementation of the training process first requires identification of the most appropriate method of developing the competencies. Planned experience, i.e. training on the job, will be appropriate for some, and structured education courses or seminars for others.

Planned experience means that inspectors and their managers have to look for opportunities for the inspectors to work on issues that have been identified in Personal Development Plans. Also, managers have to be able, and have to have the time, to coach staff to a satisfactory level. Otherwise, they have to be prepared to devote the time of experienced colleagues to it. Learning on the job is generally a progressive process involving, first all, an element of demonstration, or “showing how to do it in practice”, followed by an indeterminate period during which mentoring or advising is adequate. The
selection of competencies for development in this way, and the progression of the coaching and mentoring process, are essentially matters of judgement by the relevant manager or “competence assessor” having regard to the abilities of the particular candidate for training and to any other relevant circumstances such as the number of staff under similar training at the same time.

Training by way of courses or seminars is likely to include foundation or induction training for groups of new inspectors. The contents of such training will include practical information about the regulatory body and its administrative, financial, and management systems, together with appropriate elements of the core technical competencies, such as relevant environmental law, pollution control and regulatory principles, and legal procedures.

Other courses or seminars will need to address specific issues for the purpose of professional development. These may be relevant for both new inspectors and established inspectors. In the first instance, new inspectors will need to attend courses and seminars in order to complete development of their core technical competencies and to build the cluster of technical competencies relevant to their assigned duties. Established inspectors may need to develop a new cluster of technical competencies upon change of assignment or may need to refresh existing skills. Therefore, the design of training programmes needs to differentiate between:

- Basic technical training for new inspectors in general;
- More advanced technical training for inspectors likely to be engaged on complex duties, such as inspection of major industrial processes;
- Specialised training for specialist inspectors;
- On-going professional development of established staff, and refreshment of existing skills and knowledge.

Such courses and seminars can be delivered in various ways. They may be organised and taught internally by staff of the regulatory body or by invited lecturers. In the case of a territorial inspectorate this may be done at a local level or at a central, national level. They may also be organised and taught externally by way of colleges, training institutions, or industrial companies or associations. A variation of the learning process, which lies between planned experience and external courses, is secondment to another inspectorate or to an industrial company for experience.

The detailed design of an overall training and development programme is, therefore, largely a matter of choice by individual inspectorates and is likely to depend heavily on the size of the inspectorate, the rate of recruitment of new staff, the availability of in-house mentors and lecturers, and upon the financial resources available for procuring external training.

Assessment

Training and development is an on-going, cyclic process, and the step of assessment applies at the beginning and end of the cycle. It is the procedure used first of all to evaluate the existing competencies of an inspector to identify any outstanding requirements and then, subsequently, to confirm that training has been successful in bringing him or her to the necessary standard.

Ideally, the procedure should be carried out by the inspector’s manager, provided he or she has sufficient personal competencies to make a credible judgement. If this is not practicable for any reason, the manager may wish to delegate the task to another senior colleague. Assessment of new inspectors should be carried out upon recruitment and should be the basis of a first personal development plan. It should be carried out regularly, thereafter, as part of the routine appraisal of staff performance and updating of personal development plans.

This procedure is important for effective performance of any regulatory body, but it assumes a special significance if inspectors are warranted or accredited for their duties on the basis of having achieved defined standards of competence. Any regulatory body operating on this basis must have a policy for dealing with the possibility that an established inspector may fall below the required standard and be unable or unwilling, for whatever reason, to refresh his or her skills and to re-acquire the necessary
level. Such a policy will also have to address the possibility of appeal against the results of assessment.

Management of training programmes
Depending upon the size and complexity of the inspectorate, management may wish to make special arrangements for supervision of the training and development programme. Appointment of a competent supervisor is likely to ensure that assessments are undertaken when due, that appropriate courses or “on the job” training is organised, that personal development plans and records of training are kept up to date and, particularly where accreditation depends on the acquisition and maintenance of competencies, that management is informed of any difficulties arising from the assessment process.
ANNEX 2

TRAININGS ON IMPLEMENTATION OF THE ACQUIS COMMUNAUTAIRE IN THE FIELD OF EQUAL OPPORTUNITIES

An overview

Tatiana Kmetova
Training in enforcement of *acquis communautaire* in the field of equal opportunities

Review and evaluation of training materials for the application of *acquis communautaire* in the field of equal opportunities

The objective of the present paper is to serve IPA to identify the types and kinds of, thematic circle and target groups of training that will support the implementation of *acquis communautaire* in the field of equal opportunities, anti-discrimination and social inclusion.

To this end, training materials on the subject of “equal opportunities and anti-discrimination”, used for the development and progress of administrative capacity within the framework of various projects and programmes, mostly financed by the pre-accession funds (PHARE), as well as other EC programmes (EQUAL, PROGRESS etc.), can serve as source information about what has been done in this country so far.

1. **Identification of existing and accessible training materials**

Interviews with key administrative structures responsible for the policy of equal opportunities were interviews to identify the publications – directorates at the Council of Ministers, the Ministry of Labour and Social Policy, the National Council on Ethnic and Demographic Issues. Interviews were also held with representatives of nongovernmental organizations with abundant experience on the subject – the European Institute Foundation, the Media Development Centre, the Centre for Independent Life, the Centre for Policy Modernisation and the Centre of Women's Studies and Policies. Their projects with a training component of the last two years have been implemented independently or in cooperation with structures of the executive.

The training materials discussed below (Annex 1) have been selected according to the following criteria:

- They reflect the *acquis communautaire* in the field of equal opportunities;
- They have been developed for the ends of training of civil servants and municipal officials , or could be used by them;
- They have been developed over the past three years, which makes them sufficiently topical to use now;

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60 This paper does not aim to make a review and assessment of the lecture courses or multimedia presentations that are frequently part of the trainings because of lack of access to these. The Public Consultations Portal www.strategy.bg established in 2008 has a Publications section, with subsection Guidelines and Manuals: http://www.strategy.bg/Publications/List.aspx?lang=bg-BG&categoryId=11, but so far it does not feature manuals on the subject of equal opportunities and anti-discrimination.

61 Project Educational and Medical Integration of Vulnerable Minority Groups with the Special Focus on Roma – Component 3 Health Europeaid/121330/D/SV/BG: http://www.roma.ceen-consulting.com is a good practice in this respect.
• They have mainly been developed within larger projects financed under various EU programmes or EU member-countries and apply European standards in the field;
• Availability and accessibility.

The excerpt is not comprehensive because of the above-mentioned lack of a system to amass the respective fund of training and information materials developed within the framework of a certain administration, as well as because of the fact of the limited issues of the publication where these are published as independent publications intended for distribution among the participants in the projects. Nevertheless, it is sufficiently representative in respect to the character, objectives and subject-matter of the training courses for which the training materials were used, as well as in respect to the target groups of trainees and their needs.

2. **Review and evaluation**

The review covers the materials *existing* on paper medium and *accessible* online that fall within the following categories: *equality, equal opportunities, human rights, variety, vulnerability to exclusion*. The **Scope** column of the Annex refers to the main themes developed in the manuals, while the **Focus** column quotes the target groups at which they are aimed (mainly according to the indicators of discrimination referred to in the Protection from Discrimination Act and the national strategic documents for social inclusion/exclusion).

The materials in the excerpt are mainly *intended* for officials from the state – central and regional – and the regional administration. There are, however, also such whose target group are journalists, trade unionists or business. They have been included in the excerpt because these categories also have obligations and commitments on the implementation and enforcement of the *acquis communautaire* (for example, Directives 2000/43/EC and 2000/78/EC).

The manuals targeted at employers constitute a special group. They are referred to in the excerpt with a view to the opportunity of their being used in the training of officials from human resources development departments at the various units in the administration, who are among the main responsible officials for the enforcement of national and European anti-discrimination legislation. The objectives of training courses in anti-discrimination and equality include the creation of conditions for the administration itself to serve as a model of imitation as one of its roles is to set the model of values and conduct that is required to/should also be kept by society.

2.1. Most of the training materials presented in the tables attached are *information manuals* which feature principal points of the EU and Bulgarian policy and legislation in respect to equality and equal opportunities. Their authors and compilers usually also include good practices – mostly from EU member-countries. This type of manuals have a broader thematic scope, encompassing all or most of the indicators pursuant to the Protection from Discrimination Act on the basis of which discrimination is banned.

There are also information manuals focused on a certain group of people vulnerable to discrimination, unequal treatment, social exclusion (for example, disabled people, Roma, elderly). This is due both to the fact that the manuals are products developed within projects aimed at concrete target groups as end beneficiaries, and to the fact that there is higher quality **expertise** on certain subjects in Bulgaria. The produce of the Centre for Independent Life is an example in this respect: within several years it has implemented projects which resulted in manuals and guidelines for concrete activities and policies aimed at protecting the rights and the creation of adequate conditions for a life of merit and social inclusion of people with disabilities.

One should note that, as a whole, expertise on the subject of equal opportunities, anti-discrimination and social inclusion is more developed and more professional in the nongovernmental sector, which worked on the subject over the entire period of transition. It is an indicative fact that there are no representatives of the administration among the authors of the manuals in the excerpt.
Some manuals cover the theme more widely but present cases in respect to only one or several vulnerable groups. They are particularly appropriate to use as additional material in introductory training for basic knowledge on the subject for civil servants and municipal administration, and can serve as materials for self-education as they provide both theoretical knowledge and practical examples of integration of the problem-range of equal opportunities in policies and practices at national, regional and local level.

2.2. One should pay special attention to several of the manuals in the excerpt, which are aimed at capacity building, include examples of practice and have a modular structure. They are used in specialized training related to the development of skills for using a certain set of instruments (analysis methods and techniques) to formulate and implement the policies of equal opportunities and equal treatment and social inclusion.

A case in point is the manual Practical Approaches to Fighting Discrimination and Establish Equal Opportunities in Bulgaria. Cases and Good Practices. It contains valuable international comparative legal analysis of the application of the so-called positive measures – a subject that still is not understood well by either decision-makers or practitioners. The manual also contains a very abundant review of the legal regulation and practices, mainly in EU member-countries, in respect to using encouraging measures in various sectoral policies and towards different vulnerable target groups.

The approaches of the authors in delivering knowledge on the instruments for application of policies and legislation in the field of equal opportunities are very different. For example, unlike other manuals which describe the procedure of applying the instruments and give cases or examples, the authors of the Guidelines to Achieve Equality of Women and Men have chosen to analyse the situation in Bulgaria through the prism of sex. The manual practically applies the integrated approach to equal treatment of men and women (gender mainstreaming) and the analysis by sex method. This allows trainees to follow the logic of the analysis, to see the situation in the country in a new way and to be convinced in practice in what cases we can speak of unequal treatment, stereotypical conduct and attitudes or discrimination. The approach is valuable in that it naturally leads a trainee to formulating the measures for overcoming the respective deficit.

The excerpt also refers to manuals that are extremely specialized (for example, the manual for assessors of environment accessibility). Such are used in training the respective responsible officials with a view to the fulfillment of concrete measures (in this case expansion of competences in respect to providing equal opportunities to people with locomotive disabilities at local level).

2.3. The excerpt also includes some online manuals, both such of the possibly broadest scope (general information, definitions, glossaries of terms, etc.) and others that are aimed at a certain vulnerable group or that offer a set of tools. We have chosen only those that are accessible in Bulgarian. They serve as an example how online training could be developed on the subject of equal opportunities depending on the needs of potential trainees.

3. Conclusions

The existing and accessible manuals reflect what is still an initial stage in the development of knowledge and competencies in the field of equal opportunities. There is a prevalence of training courses for distribution of information about the legal framework and that is a main priority of actions for capacity building on the subject. There are still very few training courses that develop skills of handling a certain set of instruments when devising policies on the subject and expand the scope of competencies of the administration, particularly of responsible officials for the implementation of policies in respect to certain vulnerable target groups. At the same time, one should note that there is a complete lack of training for changing attitudes (probably because it is considered that the information courses also have this function and are sufficient).
The three types of training, however (for knowledge, competencies and motivation/change of attitude) are closely related to one another and can be offered both individually and together. But change of attitude is a main tool of organizational change. Regardless of the knowledge acquired and the developed skills, one could not expect the desired change in the implementation and enforcement of the acquis communautaire in the field of equal opportunities to take place without a change in the attitudes of trainees.

The review of the manual content in the excerpt shows that they prevalently feature information about European and Bulgarian legislation. There are still very few manuals that show/operationalize the manner of integrating the subject of equal opportunities in the cycle of strategic planning/policy formulation, that provide knowledge about certain methods and techniques of governance and that teach how these can be applied in practice; how application should be monitored and evaluated; how the measures for application should be selected, etc.

There is a lack of training materials that show how different indicators (for example, sex ethnic affiliation, disability, age, vulnerability to poverty, among others) are integrated in the process of planning together, and not separately, and how these could be related to other approaches – for example, sustainable development.

There is a lack of training materials that follow the process of integration of policy towards a certain vulnerable group horizontally (in different sector policies with connection between them) or territorially (system of measures in a certain region/municipality).

There is a lack of training materials that show the methods/instruments of evaluating the condition of a certain vulnerable group according to the commitments on the application of certain conventions or directives.

There is a lack of training materials that present comprehensively a certain instrument/method in short version and in full version, which could be adapted to the needs of the trainees and used by them on their own subsequently in their daily work.

The establishment of a network of IPAEI regional centres will necessitate the drafting of mandatory criteria of training standard. Currently, training quality criteria on the subject of equal opportunities are set by the trainers, i.e. on the part of the supplier of the service, not on the part of the trainee/consumer.

It is also indicative that the existing manuals do not refer to one another. There is an element of superstructure only in the publications of NGOs that specialize in a certain subject or work in the field of a certain indicator/vulnerable group.

4. **Recommendations**

4.1. The existing training materials, after the respective expert evaluation, could find application in the activity of IPAEI in several ways:

- To be used in the future for different target training courses;
- To be adapted to the identified (constantly changing) needs of the trainees;
- To be given to trainees as additional information or reference materials;
- To be recommended to officials as materials for self-education;
- To serve as a basis for suprastructure of knowledge and skills at the development of new training materials;
- To serve as examples of successful or not very successful practices from which the respective conclusions could be drawn.
4.2. The establishment of a database of training materials on equal opportunities for the public and municipal administration has a number of advantages:

- It would make the process of planning future training courses easier;
- It would optimize future investments in training courses;
- It would make the process of creating new training materials easier;
- It would contribute to the process of identifying the lack of information, knowledge and skills on certain subjects;
- It would facilitate the process of training by giving additional existing online information for self-education.

4.3. With a view to the needs and the degree of competence of trainees, IPAEl regional centres should offer training with the objective of acquiring knowledge, learning skills and competencies and change of attitudes. With a view to the needs of the target group of trainees, modules from the different types of training courses could be combined in the various courses and programmes.

4.4. On the basis of existing practice and according to the problem range and target group, the types of training courses on the subject of equal opportunities could be:

<table>
<thead>
<tr>
<th>Type</th>
<th>Target group</th>
<th>Problem range</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Informational</td>
<td>Civil servants and municipal officials who are not directly responsible for the implementation of the respective policy; professionals (journalists, medics, etc.); citizens⁶² with the objective of boosting their awareness on the subject.</td>
<td>EU and Bulgarian policy and legislation (documents, definitions, institutions); good practices</td>
</tr>
<tr>
<td>2 Introductory</td>
<td>For new/newly appointed officials responsible for policy aimed at a certain vulnerable target group; employers; trade unions; inspectors.</td>
<td>Concrete strategic documents, action plans, responsibilities.</td>
</tr>
<tr>
<td>3 Specialized/profiles</td>
<td>“factors of change”: responsible officials (coordinators, experts) in respect to a certain policy of the public or private sector; officials from departments for development of human resources in the various units of the administration.</td>
<td>Methods and techniques for analysis of the situation of certain vulnerable groups; practical resolution of cases; development of on-the-job culture which prevents discrimination, harassment and victimization.</td>
</tr>
<tr>
<td>4 Narrowly specialized</td>
<td>responsible officials (coordinators, experts).</td>
<td>Procedures on the implementation of certain measures on certain policies towards certain groups.</td>
</tr>
<tr>
<td>5 Managerial</td>
<td>For decision-makers in the administration; municipal councilors; directors, managers.</td>
<td>Techniques of including the aspect of equal opportunities and equal treatment at formulation of regional, local, organizational policies, programmes, development procedures and strategies; management of differences; organizational change.</td>
</tr>
<tr>
<td>6 Motivational</td>
<td>All groups with the objective of boosting their sensitivity in respect of the theme.</td>
<td>Identification of discriminating conduct, policies and procedures; change of attitudes; management of differences.</td>
</tr>
</tbody>
</table>

⁶² Because of the low level of information in respect to anti-discrimination legislation among the citizens, the directives obligate member-states to spread information among the public about the respective provisions in the directives by using all appropriate means to that end.
## Annex 1. Database of existing and accessible training materials

<table>
<thead>
<tr>
<th>No.</th>
<th>Title</th>
<th>Authors</th>
<th>Scope</th>
<th>Focus</th>
<th>Accessibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>European policies in equal opportunities</td>
<td>Lilyana Strakova, Stanimira Hadzhimitova, Nadezhda Harizanova, Anny Evgenieva, Kameliya Petkova, Anna Atanassova</td>
<td>Overview of European and Bulgarian legislation – and good practice - on equal opportunities (144 pages)</td>
<td>Gender; disabled; ethnic origin, age, sexual orientation</td>
<td>Publication of EU Phare project <a href="http://www.acquisnet.org">http://www.acquisnet.org</a></td>
</tr>
<tr>
<td>2</td>
<td>Practical Approaches to Fighting Discrimination and Establish Equal Opportunities in Bulgaria. Cases and Good Practices, 2006</td>
<td>Peter Kirchev, Kapka Panayotova, Daniela Mihailova</td>
<td>International comparative legal analysis of positive measures, good practices of inclusion in Bulgaria; the experience and practice of Bulgarian human rights organizations in support of the victims of discrimination (92 pages)</td>
<td>All indicators; disabled people; disabled children;</td>
<td>Publication of the European Institute Foundation; electronic version: <a href="http://diversity.europe.bg">http://diversity.europe.bg</a></td>
</tr>
<tr>
<td>3</td>
<td>Policies of Equality and Equal Opportunities. Manual, 2007</td>
<td>Team under project Institutional Capacity Building of the Ministry of Labour and Social Policy, in conjunction with the International Labour Organization</td>
<td>EU anti-discrimination policy; EU policy (legislation, documents, definitions, action plans, institutions, good practices) of equality and equal opportunities for certain groups</td>
<td>All indicators; disabled; ethnic origin, age, sexual orientation</td>
<td>Publication of the National Centre of Social Rehabilitation</td>
</tr>
<tr>
<td>4</td>
<td>Different and Equal. Manual of equal opportunities, 2007</td>
<td>Tihomira Trifonova, Vladimir Petrov, Stanka Delcheva, Nadezhda Gergishanova</td>
<td>Presents concepts and definitions of the concepts of equality, variety, discrimination, the types of discrimination; the indicators in which discriminations appears - racial, religious, age, sex, disabilities; presents perceptions and attitudes of discrimination in Europe; also contains FAQs and answers (104 pages)</td>
<td>All indicators</td>
<td>Publication of the Centre for Policy Modernization; possible to order by Internet: <a href="http://www.europe.bg/htmls/page.php?id=13250&amp;category=369">http://www.europe.bg/htmls/page.php?id=13250&amp;category=369</a></td>
</tr>
<tr>
<td>5</td>
<td>Method of Studying and Assessment of Climate</td>
<td>Y. Yanakiev, E. Gerganov, G.</td>
<td>The book is a teaching aid and contains information that aims to assist analysis of inter-ethnic relations in Bulgaria and the armed forces;</td>
<td>Ethnic minorities</td>
<td>Provision of equal opportunities for</td>
</tr>
<tr>
<td>Title</td>
<td>Author(s)</td>
<td>Description</td>
<td>Audience</td>
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<tr>
<td>Providing Equal Opportunities for a Career in the Army, 2005</td>
<td>Petkov</td>
<td>Analysis of good practices from the experience of EU member-states and the USA, as well as assessment of their applicability in the armed forces of the Republic of Bulgaria (volume of methodology 37 pages).</td>
<td>Professional career and non-permission of discrimination in the Bulgarian Army, Sofia, Animar Publishing House</td>
<td></td>
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</tr>
<tr>
<td>Manual of Applying Social Evaluation in Municipal Policy and Practice, 2006</td>
<td>Adapted publication based on materials of programme LGI OSI; EuropeAid project /122330/D/SER/BG</td>
<td>Methods, techniques and practices of pilot municipalities in the preparation of special analysis and social evaluation; evaluation of social services, evaluation of the needs of social services and access to them by the method of SWOT analysis.</td>
<td>Vulnerable groups National Association of Municipalities in Republic of Bulgaria</td>
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<tr>
<td>Introduction to Management of Differences, 2008</td>
<td>Yana Buhrer Tavanier</td>
<td>Presents the main notions and approaches for the management of differences with a special focus on European context. Clarifies concepts, strategies and main principles that are arguments for policies aligned with ethnic diversity (27 pages)</td>
<td>All indicators</td>
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<tr>
<td>How to Manage People? Manual of Action, 2006</td>
<td>Contains a chapter &quot;Equal opportunities, non-discrimination and diversity&quot;: the Bulgarian and European legal framework; employer</td>
<td>Contains a chapter &quot;Equal opportunities, non-discrimination and diversity&quot;: the Bulgarian and European legal framework; employer</td>
<td>All indicators Electronic version: <a href="http://www.i-">http://www.i-</a></td>
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<tr>
<td>Project ID</td>
<td>Title</td>
<td>Description</td>
<td>Key Stakeholders</td>
<td>URL</td>
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<tr>
<td>EuropeAid/113392/D/SV/BG</td>
<td>obligations at application of policy; good and inadmissible practices; sample format of drafting a policy document at organization level</td>
<td>Presents European and international standards, specific practices in European countries, ways of applying good practices in Bulgaria</td>
<td>Disabled people, representatives of minorities and vulnerable groups on the labour market</td>
<td>learn.co.uk/BulgariaBG/Activities/HR_Guide/</td>
<td></td>
</tr>
<tr>
<td>International team on project Europeaid/121556/D/SER/BG</td>
<td>presents European and international standards, specific practices in European countries, ways of applying good practices in Bulgaria</td>
<td>Presents European and international standards, specific practices in European countries, ways of applying good practices in Bulgaria</td>
<td>Disabled people, representatives of minorities and vulnerable groups on the labour market</td>
<td><a href="http://bezmonitor.com/books07/ravnivaz.htm">http://bezmonitor.com/books07/ravnivaz.htm</a></td>
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</tr>
<tr>
<td>International team on project Europeaid/121556/D/SER/BG</td>
<td>Principles of equal opportunities on the job; good practices on the job; benefits for business from disabled people</td>
<td>Principles of equal opportunities on the job; good practices on the job; benefits for business from disabled people</td>
<td>All indicators; disabled people</td>
<td>Publication of European Institute Foundation; electronic version: <a href="http://diversity.europe.bg">http://diversity.europe.bg</a></td>
<td></td>
</tr>
<tr>
<td>International team of project MATRA MAT05/BG/9/3</td>
<td>contains: 1) introduction to key concepts, terms and definitions related to the subject of gender equality; 2) profile of Bulgaria by sex (demographic characteristic of the population, family structure and households, education, participation in workforce, social policy and social assistance system, differences between sexes and decision-making); 3) application of the method of gender analysis to sectoral policies, strategies, action plans, and two annexes: Bulgaria’s commitments as an EU member-state on the application of gender equality in accordance with the acquis communautaire and practical examples for application of the aspect of sex to existing national</td>
<td>contains: 1) introduction to key concepts, terms and definitions related to the subject of gender equality; 2) profile of Bulgaria by sex (demographic characteristic of the population, family structure and households, education, participation in workforce, social policy and social assistance system, differences between sexes and decision-making); 3) application of the method of gender analysis to sectoral policies, strategies, action plans, and two annexes: Bulgaria’s commitments as an EU member-state on the application of gender equality in accordance with the acquis communautaire and practical examples for application of the aspect of sex to existing national</td>
<td>sex</td>
<td>Publication of MLSP</td>
<td></td>
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<tr>
<td>No.</td>
<td>Title</td>
<td>Origin and Author</td>
<td>Description</td>
<td>Sector</td>
<td>Publication Details</td>
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<tr>
<td>16</td>
<td>Communication manual for Gender Equality sector at the MLSP and for institutional coordinators on equality of sexes, 2007</td>
<td>International team of project MATRA MAT05/BG/9/3</td>
<td>Contains: communication planning (context analysis, development and application of communication strategy, monitoring and evaluation); communication activities (work with media, personal communication, communication materials); checklists with case analyses (52 pages)</td>
<td>sex</td>
<td>Publication of MLSP; Electronic version: <a href="http://www.mlsp.government.bg/equal/publ.asp?id=42">http://www.mlsp.government.bg/equal/publ.asp?id=42</a></td>
</tr>
<tr>
<td>18</td>
<td>Practical manual on application of equality of women and men in labour</td>
<td>Team of Association of Industrial capital in Bulgaria</td>
<td>Information manual: presents the results of an empirical social survey evaluating the level and components of discrimination in five industrial sectors – machine-building, construction, food industry, electromechanical and high-tech, as well as what anti-discrimination measures are applied in them with recommendations for changes; presents European and Bulgarian anti-discrimination legislation with a focus on the sphere of labour (25 pages)</td>
<td>sex</td>
<td><a href="http://bica-bg.org/uploads/Practical%20guide_Discrim_BICA.pdf">http://bica-bg.org/uploads/Practical%20guide_Discrim_BICA.pdf</a></td>
</tr>
<tr>
<td>19</td>
<td>European principles and approaches to disabilities, in Bulgarian</td>
<td>Anna Lawson, Vick Finkelstein, translated, publication of the Centre for Independent Life</td>
<td>Presents the European approach on the basis of human rights and strategies for development of a society of inclusion; presents the social model of disabilities (42 pages)</td>
<td>Disabled people</td>
<td>Publication of the Centre for Independent Life; Electronic version: <a href="http://www.cil-bg.org/bg/publications/europe.pdf">http://www.cil-bg.org/bg/publications/europe.pdf</a></td>
</tr>
<tr>
<td>21</td>
<td>Environmental</td>
<td>USA, translated</td>
<td>A collection of 31 forms (audit lists) for evaluating building in respect to</td>
<td>Disabled people</td>
<td>Publication of the Centre for Independent Life; Electronic version: <a href="http://www.cil-bg.org/bg/publications/dnev_en_red_22.pdf">http://www.cil-bg.org/bg/publications/dnev_en_red_22.pdf</a></td>
</tr>
<tr>
<td>Title</td>
<td>Author</td>
<td>Description</td>
<td>Audience</td>
<td>Source</td>
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<tr>
<td>Accessibility Notebook. Accessibility Auditor Manual., 2006</td>
<td>from English</td>
<td>their compliance with statutory instruments for developing an accessible environment.</td>
<td>for Independent Life τ</td>
<td></td>
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<tr>
<td>European concept of accessibility. Guide for technical assistance, 2003</td>
<td></td>
<td>Aimed at politicians, professionals, entrepreneurs, etc. Engaged in designing spaces and development of accessible environment.</td>
<td>Disabled people</td>
<td>Publication of the Centre for Independent Life</td>
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<tr>
<td>Manual for working with elderly and people with disabilities as a constant municipal activity, 2003</td>
<td></td>
<td></td>
<td>elderly; disabled people</td>
<td>Publication of NAMRP</td>
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</tr>
<tr>
<td>Promoting Local Partnerships and Action Plans to Combat Poverty and Roma Exclusion – prospects in policies, 2007</td>
<td></td>
<td>Practical presentation of the down-upward method for support and identification of local mechanisms to combat Roma exclusion; the method of participatory planning for Roma development who are frequently excluded from such processes; public-private partnerships; identifies and presents strategic partnerships between Roma NGOs and local authorities (21 pages)</td>
<td>Vulnerable groups; Roma</td>
<td><a href="http://www.pakivnet.org/docs/policyreportBG_final.pdf">http://www.pakivnet.org/docs/policyreportBG_final.pdf</a></td>
<td></td>
</tr>
<tr>
<td>Promoting Roma Integration at the Local Level. Practical guidance, 2007</td>
<td>Jennifer Tanaka</td>
<td>Presents educational practices from Bulgaria, Romania, Hungary about local partnership to boost access to Roma development (28 pages)</td>
<td>Vulnerable groups; Roma</td>
<td>Publication of Creating Effective Grassroots Alternatives Foundation CEGA; Electronic version: <a href="http://www.pakivnet.org/docs/Mestni%20partners.pdf">http://www.pakivnet.org/docs/Mestni%20partners.pdf</a></td>
<td></td>
</tr>
<tr>
<td>Stop Discrimination Guide, 2007</td>
<td></td>
<td>Contains: definitions of direct and indirect discrimination; definitions of main indicators according to acquis communautaire; manual for employers; FAQs and answers</td>
<td>All indicators</td>
<td><a href="http://www.stop-discrimination.info/6470.0.html">http://www.stop-discrimination.info/6470.0.html</a></td>
<td></td>
</tr>
<tr>
<td>Number</td>
<td>Title</td>
<td>Committee</td>
<td>Description</td>
<td>Author(s)</td>
<td>Website</td>
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<tr>
<td>29</td>
<td>Anti-discrimination Manual for People with Intellectual Disability, 2007</td>
<td>Team of Bulgarian Centre for Not-for-profit Law (BCNL)</td>
<td>contains: fundamental concepts and definitions of anti-discrimination legislation, procedures of seeking defence before the Commission for Protection from Discrimination, Bulgarian and international courts, explanation and interpretation of the EU Framework Directive on Equal Treatment in Employment; examples of cases of discrimination of people with intellectual disability; procedures of defence from discrimination</td>
<td>Disabled people; people with intellectual disability</td>
<td>Publication of Bulgarian Centre for Not-for-profit Law</td>
</tr>
<tr>
<td>30</td>
<td>Recognition and Opposition of Racial Discrimination. A short guide</td>
<td>Интернет страница на European Roma Rights Center</td>
<td>contains: definitions of racial (ethnic) discrimination; European legislation on the subject; recognition of indicators of discrimination by race (ethnic); protection from discrimination; examples</td>
<td>Roma</td>
<td><a href="http://www.errc.org/cikk.php?cikk=2233">http://www.errc.org/cikk.php?cikk=2233</a></td>
</tr>
<tr>
<td>31</td>
<td>Development of indicators to measure the degree of stigma and discrimination and programme impact for their reduction, 2007</td>
<td>International Federation of Red Cross and Red Crescent Societies; Global network of people living with HIV/AIDS; (UNAIDS)</td>
<td>contains: a review of projects and studies to date (69 pages)</td>
<td>People with HIV/AIDS</td>
<td><a href="http://www.gnpplus.net/component?option=com_docman/task_cat_view/gid,99/Itemid,53/?mosmsg=You+are+trying+to+access+from+a+non-authorized+domain+%28www.google.bg%29">http://www.gnpplus.net/component?option=com_docman/task_cat_view/gid,99/Itemid,53/?mosmsg=You+are+trying+to+access+from+a+non-authorized+domain+%28www.google.bg%29</a></td>
</tr>
<tr>
<td>32</td>
<td>How to work at local level to establish gender equality. Manual, 2005</td>
<td>International team</td>
<td>contains: the main concepts, strategies and recommendations for establishment of gender equality of the European Union and the Council of Europe; application of integrated approach to gender mainstreaming; gender budgeting or budgets as a main instrument for establishing the policy of equality.</td>
<td>sex</td>
<td>Publication of Women’s Alliance for Development</td>
</tr>
<tr>
<td>33</td>
<td>Gender mainstreaming. Methods and instruments. Practical manual of generally applicable policy of gender mainstreaming, 2005</td>
<td>Adapted version; Florentina Bocioc, Doina Dimitriu, Roxana Tesiu, Cristina Vâlceanu</td>
<td>contains: a history of origination of the concept of approach; conceptual framework; EU legislation; how a strategy for application of the approach is developed; glossary of terms; methods and instruments; gender analysis step-by-step; the 4P method etc.; good practices and cases from European national and regional policies; the approach in the European structural funds (74 pages)</td>
<td>sex</td>
<td>Publication of Centre of Women’s Studies and Policies</td>
</tr>
<tr>
<td>34</td>
<td>A guide of gender equality for local authorities, 2008</td>
<td>International team</td>
<td>contains: gender equality as an instrument of local development; principles of gender equality; gender equality and local self-government; analysis by gender, the 3P method, cases from Sweden, Lithuania,</td>
<td>sex</td>
<td>Publication of Centre of Women’s Studies and Policies</td>
</tr>
<tr>
<td>No.</td>
<td>Title</td>
<td>Author/Institute</td>
<td>Description</td>
<td>Country/Region</td>
<td>URL</td>
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<tr>
<td>35</td>
<td>Manual of legislation impact assessment, 2007</td>
<td>Institute of Market Economy team</td>
<td>contains: instrument definition and objective; scope; key steps; procedural phases; economic effects; social effects etc. (44 pages)</td>
<td>Estonia, Bulgaria; action plans;</td>
<td><a href="http://www.strategy.bg/FileHandler.ashx?fileId=558">www.strategy.bg/FileHandler.ashx?fileId=558</a></td>
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<td>resistance against work on gender</td>
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<td>equality and techniques of domination (103 pages)</td>
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<tr>
<td>36</td>
<td>Toolkit for Labour Inspectors, 2006</td>
<td>International Labour Organization, Ed. Annie Rice</td>
<td>contains: model of policy on application of labour legislation; guide for training and practical work; code of moral conduct. Special attention is paid to the equality of all; to labour rights of vulnerable categories of workers (92 pages)</td>
<td>Vulnerable groups; women;</td>
<td><a href="http://git-bg.info/document/5">http://git-bg.info/document/5</a></td>
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<td></td>
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<td>migrants and others</td>
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<tr>
<td>37</td>
<td>Toolkit on organizing meetings of older people from vulnerable groups:</td>
<td>AGE – European Older People’s Platform</td>
<td>contains: the context of the European process of social integration; instructions how to organize gatherings of older people living in poverty or in social isolation; gives guidelines on the main principles of these gatherings; questions that have to be born in consideration before the gatherings; useful advice and recommendations; sample plan of such a gathering; ideas for followings the results and monitoring (14 pages)</td>
<td>Vulnerable groups, elderly people</td>
<td><a href="http://www.age-platform.org/EN/IMG/Toolkit/81600_Final_Older_People_s_Workshop_Toolkit-BG.doc">http://www.age-platform.org/EN/IMG/Toolkit/81600_Final_Older_People_s_Workshop_Toolkit-BG.doc</a></td>
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<td>how to hear their opinion and stimulate their participation in the</td>
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<td>processes of policy-making in the field, 2007</td>
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Annex 3
Implementing Equal Opportunities - a 30 year case-study

Ronald G Young MA MSc

Summary
Equal opportunities legislation and strategies exist because of prejudice and discrimination – and the discrimination takes many forms. It can be aimed at women, ethnic minorities, religious groups, the unemployed, the elderly and other groups easily stigmatised. It can be passive or virulent. It is particularly active in the educational, job and housing markets. Laws, strategies and mission statements about equal opportunities abound. Less easy to find are descriptions of the experience of attempts to “mainstream” the values behind the strategies and laws. The Scottish culture offers an interesting combination of egalitarianism and discrimination – and has been trying to root out the latter in a systematic way for the past 30 years.

The West of Scotland was the industrial heartland of the country - and Irish (Catholic) immigrants were attracted there. But the dominant class was protestant – and discriminatory labour and housing markets soon therefore created ghettos and stigmatisation which were only compounded by the post-war “slum clearance” and creation of peripheral housing estates.

This paper is written by the politician who helped design Strathclyde Region’s “strategy for combating this discrimination” in 1976 and was responsible for its "Social Strategy" throughout the 1980s. He left Scotland in 1992 and has, since then, been based wherever his consultancy assignments have taken him. He is now resident in Sofia.

The experience shows the importance of “learning from doing” – and also some of the tension between the language of “equal opportunities” and social inclusion”.

1. A distant beginning

1.1 The Issue
In 1976, the newly established Strathclyde Regional Council (covering half of Scotland, including Glasgow) published its “Strategy for combating multiple deprivation”. This was a direct response to a UK publication called “Born to Fail?” which had drawn attention in 1974 to the way that the housing and labour market combined to create stigmatised areas or ghettos in which crime rates were high; services such as health and schooling inferior; and young people all too easily de-motivated. Access to the job market was difficult when your CV showed that you had attended a school in such an area.

1.2 Europe’s first anti-discrimination strategy
The new Strathclyde Region was determined to show that it could “make a difference” – and designated 45 “areas of multiple deprivation” which were the focus of a special programme and community participation structures. The council stated that the discrimination shown by public bodies and the private sector against those who lived in these areas must end – and that this was at the top of the council’s agenda.

It was the first time in Britain and, indeed, Europe that a government body had developed such a strategy. The document which launched it emphasised that there were no experts in this field – noone at that stage had a clear view of the problem or problems and the causes – let alone how to deal with it. The documents spoke of the long-term nature of the challenge. Twenty-five years was mentioned as

63 Leaders such as Hitler and Molosovic can bring the virulent strain out in people when conditions allow it.
64 This is the fashionable word now being used for implementation in this field.
65 See the list of articles and papers he had published on this experience in note on author at end of this paper.
the time-scale required to make an impact; and then only if there was proper support from central government.\(^{66}\)

#### 2. Key Dates

The commitment to deal with this complex problem has remained and indeed quickly extended to other councils in both Scotland and England who used the region’s experience to develop policies of their own. Key dates in the UK have been –

- **1982** – when the Council published its first review of the 1976 strategy - “Social Strategy for the Eighties”.\(^{67}\)
- **1991** – Strathclyde Region publishes “Social Strategy for the Nineties”.
- **1997** - creation of social exclusion unit in Cabinet Office of the new Labour Government
- **1998** - the new Labour Government invited one of its Scottish Ministers to lead a review of the lessons from such work which could be placed before the new Scottish government (Executive) which took up its powers in 1999 under the new Devolved system of UK government. The Scottish government accepted the recommendations in the Report on Social Exclusion and has put what it calls “social justice” at the heart of its strategy.\(^{69}\)
- **2006** the UK Commission for Racial Equality (after 30 years of separate identity) merged with the Disability and Gender Commissions to create an even more powerful UK Commission for Equality and Human Rights

#### 3. The learning curve in Strathclyde Region - 1976-1996

Strathclyde Region’s policies became both more focused and wide-ranging as it openly, critically and frequently asked what it was achieving – with its equal opportunities message becoming more obvious. The commitments to **positive discrimination** and **participation** were expressed initially in –

- appointment of 2-3 general community development staff to work in each of the 45 special areas
- establishment of special community structures which had exclusive access to certain budgets\(^{70}\)

After ten years we recognised that we seemed to be operating two parallel systems – the community-based structures producing innovative work and projects (with uncertain future), on the one hand, and the schools, police stations, social work offices etc where the 100,000 regional staff\(^{71}\) operated. The first system was experimental and had the involvement of local citizens and councillors – but, by virtue of these features, was viewed with some scepticism of not hostility by the second system. Those of us involved in the first system were still struggling to understand the wider lessons of the innovative work of our community-based projects. We knew that we were “fire fighting” to a large extent – i.e dealing with the symptoms rather than the causes.

#### 3.1 Summary of Social Strategy for 80s;

The experience of the implementation of deprivation strategy was reviewed in 6 major Community Conferences in 1981 leading to a reaffirmation of the council’s commitment in 1982 when it published “Social Strategy for the Eighties”. This document made explicit the importance of the regional council working in **income generating** and **confidence-building** programmes through, for example,

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66. Let alone a supportive regional and national economic environment! The government support needed was more of a policy than financial nature eg to assist the community enterprises and community banking ideas which were flourishing by the mid-1980s. It took another 15 years before national government created the proper environment for such developments.

67. Young (1989)

68. which produced various analyses and reports – such as one on social capital. Since June 2006, the unit has been a task force (still inside the Cabinet Office) of 20 civil servants seconded from various key Ministries. It issues annual reports.

69. “Social Inclusion – opening the door to a better Scotland” (1999). Later that year an action plan was published – “Social justice – a Scotland where EVERYONE matters” and a Minister for Social Justice appointed. Annual social justice reports have been published.

70. By the end of the 1980s, each of the 45 areas had about 10 specially funded projects focused on the priority fields of adult education, youth, elderly, pre-school, etc. These projects had been designed locally and won through a bidding processing. After 5-7 years the project (and staffing) was either mainlined or ended.

71. and a similar number of health and housing staff employed by the 5 Health Boards and 19 District Council within the Region.
encouraging the establishment of social enterprise and credit unions. Specially trained Community workers advised on this and also benefits claims.

Strategies and forums were established for the priority fields of youth; mentally and physically disabled; and senior citizens to ensure their interests were included in policy discussions. A further new priority for families in these areas was the improvement of pre-school services – since it was in the early ages that disadvantage seemed to take root. And, despite the Conservative government in power at the UK level from 1979, the decentralised system of government Scotland had enjoyed since the 1930s allowed good policy cooperation with the Scottish Office.

As a Regional Council we had more political and financial power than any other previous sub-national system of government – but, even so, it was, in fact to be 15 years before the diagram below offered the beginnings of an explanation of the way the various factors interacted with one another.

The 1980s was a very difficult time economically for the industrial heartland of Scotland – with massive job-losses in shipbuilding, textile, steel and coal industries. I will present at the seminar some lessons some of us felt we had learned at the end of our first decade of work. One quotation I used a lot then was -

- Programmes should be aware of this danger of building up dependencies - and look for ways in which their users can assume responsibility for the programme and themselves.
- One-shot, one-time programmes will have limited affects. While the complaint is often made that the poor are handicapped by a short time-span, they who are more frequently handicapped by the short time-span of public policies as policy attention wanders from one issue to another.
- Organisation is fateful. How programmes are organised affects what happens to those who deal with them. Where programmes are aimed at the short-run, have uncertain funding, high staff turnover and poor planning and organisation, it will be difficult for people to accept or benefit from them.
- People live in communities, in groups, in families. Programmes cannot successfully help them if they are treated as atomistic individuals.
- Ambitious, conflicting programme goals and activities lead to trouble. Most programmes have this

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72 a special Body – Strathclyde Community Business – was set up to assist and fund such enterprises. It employed about 50 community advisers and disburse the equivalent of about $20 million each year.

73 each year about $50 million of additional national benefits were claimed as a result of the special campaigns mounted by the bodies supported by the Council.

74 From Rowntree (1992/3)
• A programme is what it does; not what it would like to do or was established to do. The distribution of funds and staff time are good indicators of what an organisation actually does rather than what it believes it does or tries to convince others that it does.

3.2 The 1990s
Key elements in the Region’s Social Strategy for the 90s reviewed the experience of implementing Social Strategy for the 80s and brought racial discrimination within its scope. Unfortunately the relative policy autonomy which Scotland had enjoyed in the 1980s declined; Regions were abolished in 1996 and the 26 unitary local authorities which were created suffered a large financial crisis.

4. Summary of tools available to help improve access to jobs, education etc
A new Scottish Government then took up the fight with its social justice agenda from 1999. The experience at a UK level of fighting discrimination in the various fields of gender, race, disability is well captured in the series of reports available on the website of the new Commission for Equality and Human Rights. The table below tries to classify the various tools which these various strategies have used over this 30 year period – and I will try at the seminar to make comments on the experience of each.

<table>
<thead>
<tr>
<th>Removing constraints to –</th>
<th>Programme options</th>
<th>Comments</th>
</tr>
</thead>
</table>
| Access to Jobs           | • Active labour market  
                           • Social enterprise  
                           • Community business |          |
| Access to income         | • As above  
                           • Welfare rights campaigns  
                           • Credit unions  
                           • Micro-finance |          |
| Access to services       | • One stop shop  
                           • Local offices |          |
| Access to policymakers (policy clout) | • Special consultative structures (area or family-based)  
                                           • Senior citizen for a  
                                           • Youth councils and parliaments  
                                           • Geographically-based electoral systems |          |
| Access to self-esteem and healthy life | • self-help  
                                           • Adult education  
                                           • Health Promotion  
                                           • Anti-drug projects |          |
| Access to life chances   | • pre-school programmes  
                           • youth strategy  
                           • positive discrimination in education |          |
| Access to security       | • community policing  
                           • remote cameras |          |
| Access to good Role models |                       |          |

75 http://www.equalityhumanrights.com/
76 Drawing also on a very useful recent publication - Learning from experience; lessons in mainstreaming equal opportunities (Scottish Executive 2006) Available www.scotland.gov.uk/Publications/Recent
5. Underlying values

It would be wrong to pretend that those fighting for an end to discrimination are all on the same side. I well remember feeling some impatience in the 1980s with the new language of equal opportunities which came from middle-class women with an understandable agenda of getting better jobs – when we were trying in Strathclyde to create better conditions for 300,000 people affected by long-terms unemployment, addiction and mental health. Social inclusion is about access to the job market and elements of positive discrimination in sectors such as education for groups who suffer from low income. The gender aspect of equal opportunities is not so much about access to jobs as about access to good jobs and equal pay. It is interesting that the website dealing with these issues for the English system of government uses the language of “equality and diversity” whereas the website of the new Scottish system of government uses the language of social inclusion and justice.

And we equally have to accept that some groups are seen by society as more “deserving” than others. Despite the discrimination from which they undoubtedly suffer, disabled and elderly groups are seen as more deserving than roma and long-term unemployed. It is alleged that the latter are lazy and don’t want to work – and, in countries such as Britain and Denmark, loud questions are being asked about the willingness of some muslims to be integrated into the local society.

6. A “Pincer” strategy

When state bodies have a problem, they tend to issue instructions – either to their staff or (through regulations) to the wider public. One of the early assessment of tools for ant-discrimination policies talked about the preconditions of “understanding and commitment” – that if officials (particularly street-level bureaucrats) were to deal with discrimination they needed a better understanding of the reasons for the discrimination – and to be committed to fight it. But officials have problems understanding that citizens have ideas and are often better placed to produce solutions than the expert. The medical profession, for example, has long underestimated the importance of self-help.

One of the dangers of equal opportunity strategies is that they are implemented by technocrats in a mechanistic way. Equal Opportunities involved profound changes in people’s thinking and behaviour. That will come only from the people themselves. In this field it is the state’s job to create the conditions in which social entrepreneurs will flourish. Creating equal opportunities, therefore, requires a “pincer” strategy – pressure from above and from below.

About Ronald G Young

- 20 years’ public administration experience in Scotland as a senior policy-maker; and academic
- Secretary General of Strathclyde Region 1974-1990 (Europe’s largest local authority), he was responsible in for developing and managing an innovative community development strategy to help combat discrimination which has been taken up by the new Scottish government.
- team leader and resident expert for projects in public administration reform in Central and Eastern Europe since 1991 (eg helped set up Civil Service Commission in Azerbaijan in 2004/5and is personal adviser to its Chairman).
- Team Leader of Phare project in Bulgaria – helping develop training capacity for improved policy implementation
- Extensive experience of developing effective strategies for the public sector
- Teacher of public management on Degree course for 10 years. Hon Professorship of Presidential Academy of State Construction, Tashkent

He can be contacted at bakuron2003@yahoo.co.uk

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77 In that sense, you could argue that “social inclusion” is a first phase; and societies can expect results from “equal opportunities” only when the access problems have been solved.
78 INLOV
Annex 4

LIST OF PROJECT PUBLICATIONS

a. Environment (5 modules)
   • waste management
   • water management
   • the environmental acquis and its enforcement
   • programme and project management
   • information and communication

b. Food Safety (4 modules)
   • HACCP theory and practice

c. Information Society (3 modules)
   • legal regulation of E-government
   • interoperability and information security
   • re-engineering of the administration

d. Consumer Protection (2 modules)
   • general
   • unfair commercial practices

e. Equal Opportunities (5 modules)
   • The EU Antidiscrimination Policy
   • The EU Gender Mainstreaming polices
   • The EU equal opportunities policies for persons with disabilities
   • The EU anti-discrimination policies in the field of ethnicity
   • The EU anti-discrimination policies related to age and sexual orientation

Manual for Assessing training

Manual for training of trainers programme

Manual for development of coaching-skills

Manual for E-learning authors

These should be accessible at www.acquisnet.org
### PROJECT SYNOPSIS

<table>
<thead>
<tr>
<th>Project Title</th>
<th>Development of IPAEI in-service training centres network linked to the implementation and enforcement of the acquis</th>
</tr>
</thead>
<tbody>
<tr>
<td>Project No:</td>
<td>Phare 2004/016-919.04.01</td>
</tr>
<tr>
<td>Contracting Authority:</td>
<td>CFCU – Ministry of Finance</td>
</tr>
<tr>
<td>Beneficiary:</td>
<td>IPAEI - Institute for Public Administration and European Integration</td>
</tr>
<tr>
<td>Project starting date:</td>
<td>1.09.2007</td>
</tr>
<tr>
<td>Project duration:</td>
<td>12 months</td>
</tr>
<tr>
<td>Budget:</td>
<td>3.324.000 EUR</td>
</tr>
<tr>
<td>Country:</td>
<td>Bulgaria</td>
</tr>
<tr>
<td>General Objective:</td>
<td>To improve in-service training opportunities for inspectors and stakeholders working at municipal and regional levels</td>
</tr>
<tr>
<td>Specific Objective:</td>
<td>To build a networked system for in-service training of Inspectors and other stakeholders to satisfy clearly identified training needs and priorities in the field of <em>acquis communautaire</em> implementation.</td>
</tr>
<tr>
<td>Activities:</td>
<td>Training needs assessment; development of training modules; assistance in development of regional training centres, network and management unit; training of trainers and of civil servants, development of operational MIS; organisation of 3 study tours; organising conferences to disseminate findings, assistance in development of business plans</td>
</tr>
</tbody>
</table>
| Outputs:      | • A National Management Unit established at the IPAEI;  
• In-service training centres network established, with shared information;  
• Systems for both on-the-job and off-the-job training established;  
• Assistance provided for sustainable curriculum development in selected subject areas;  
• 500 beneficiaries provided with in-service training by the training centres.  
• Detailed, 5-year Business Plans developed for the sustainability of the NMU of IPAEI and its regional network of centres. |
| Inputs:       | • 7 key experts (total of 1,360 man days)  
• 2,100 Man days for short-term expertise – of which 900 for 6 regional coordinators  
• local support staff |
| Target Groups: | IPAEI staff; regional and local officials |