

2016

Headquarter-District Relations between Government Offices/Ministries - Short Policy Guide

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 <p>Tree of Knowledge</p>	<p>This Document was formulated as part of the 'Tree of Knowledge' program for formulating and writing policies regarding the management of human resources in the Civil Service.</p>
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Executive Summary

Within the framework of the implementation of The Civil Service's Reform in Human Capital Management, a team was initiated, as part of 'The Tree of Knowledge' program, in order to formulate a policy document regarding Headquarter-District relations, in order to examine the issue in depth and in order to establish an organisational-structural basis for the headquarters' and districts' operation in tone with the ministries' characteristics, thus minimizing the discrepancy, between the setting policy and its' actual implementation.

The premise on which this document was written is that there is a need for the existence of districts in order to provide the best service to those receiving the services and that the relations and delegation of responsibilities between the headquarters and the districts must serve this purpose.

The policy taskforce assessed the civil services' current situation and also conducted a benchmark research comparing headquarter-district relations in other countries. Among other things it seems that nowadays the main factor that influences the offices' structure and allocation of responsibilities is the identity of the people – the personnel factor.

In order to bestow uniformity throughout the various ministries, the taskforce decided that the first step would be to categorize the offices according to the characteristics of their work and the primary beneficiaries of each office's services. Three typological models were chosen ("Polis", "Province", "Headquarters-Ministry") according to which the offices would be categorized. The division into categories would be carried out by each office.

The policy will be expanded in the future with emphasis on widespread inter-ministerial collaboration throughout the various districts and even a reallocation of districts in accordance with operative criteria – all for the sake of becoming more efficient, implementing government policy and raising the level of services provided.

Background to Change

In 2013, the government decided to accept the majority of the **Reform Committee's Report** for the Improvement of Human Capital Management Mechanisms in the Civil Service (Resolution 481). The reform report stipulates rethinking the relations and work delegation between the headquarters and the districts.

In order to carry out government policies the current organizational structure of headquarters-district exists, but the lack of a clear guideline concerning their responsibilities and authority leads to inefficient and incorrect use of the various organizations, to a lack of cooperation between them and to ultimately impeding the quality of service the office is meant to be providing.

In order to examine the headquarter-district topic, the Civil Service Commission appointed a taskforce for the purpose of formulating a policy. The policy taskforce was commissioned to form a structural-organizational basis for the headquarters' and districts' operation according to the offices' characteristics, and in order to bring about the reduction of the gap between setting a policy to its implementation in order to provide the end user with optimal service.

The 2013 State Comptroller of Israel Audit Report¹ indicates that 50%-70% of all government decisions are not implemented.² Furthermore, when comparing to the 2014³ international SGI Index (Sustainable Governance Indicators, a report that assessed and rated the OECD countries according to criteria of government effectiveness) found there to be a lack of communication between ground and headquarters and decision makers in Israel and an excess of bureaucracy.

The difficulty in executing government resolutions on a ground level is in the gap between the headquarters that make and formulate the policies and their method of implementation to that of the districts that are not part of the decision making and

¹ State Comptroller of Israel Audit Report 64a' (2013) Knesset Committee for State Criticism Hearing Protocol, 18.01.2011, page 15.

² The range of percentages addresses the question of recouping government decisions that are of "declarative" nature.

³ Michael Lipsky, Model on Street Level Bureaucracy, 1969.

mainly deals with their implementation to end users (a Top-Down Model⁴) and receiving feedback back up to the headquarters (Bottom-Up Model⁵).

In order to formulate policy concerning the headquarter-district topic the taskforce initiated a mapping of the civil service's current condition by conducting meetings and interviews with those who possess knowledge regarding the organizational structure, position holders in the districts and headquarters and by examining an array of models from ministries across the world. The taskforce found that the structure and distribution of responsibilities between the headquarters and the districts are primarily influenced by the identity of the people occupying the various positions and their relations at a given point in time.

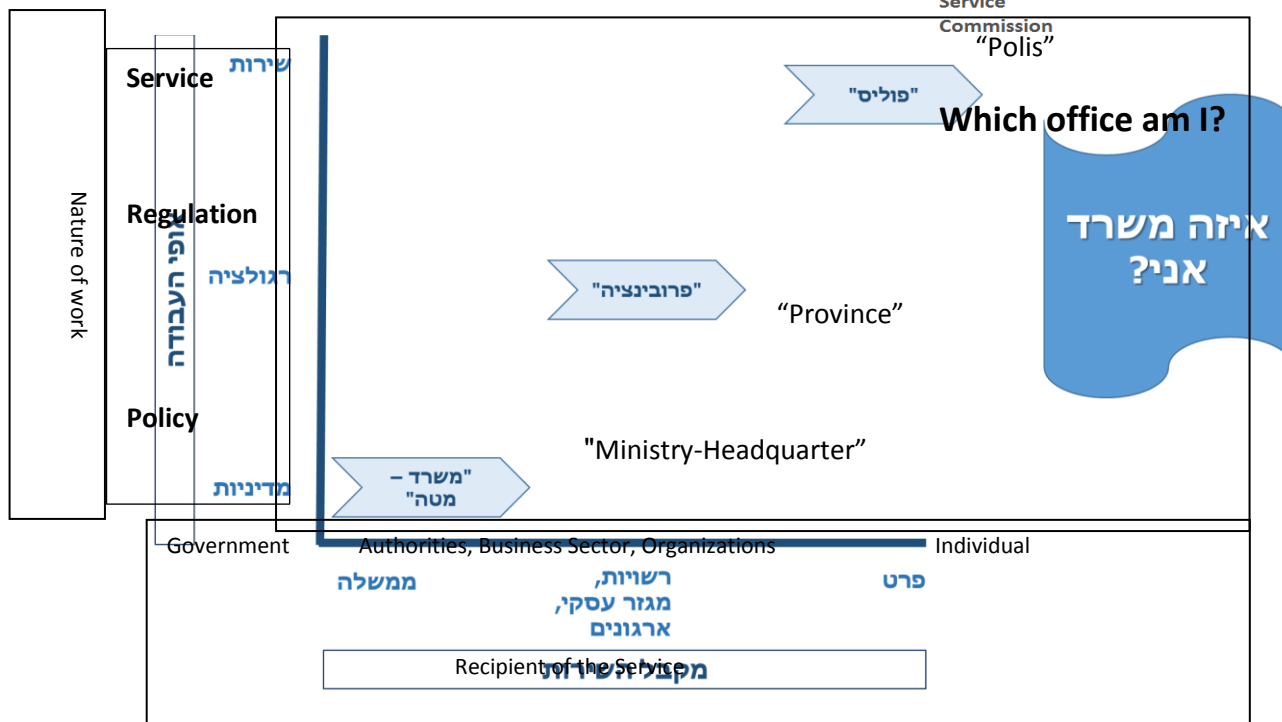
After defining the problem and researching the topic, in Israel and abroad, the taskforce formed a short, intermediate and long term plan. This document will address the short term plan; characterization, then classification, of government offices into three typological models ("Polis", "Province" and "Headquarter-District") that identify the borders of responsibility and authority between headquarters and districts, which will ensure the actual implementation of government policy. The main idea behind the solution presented is that the organizational structure is intended to provide the "end user" (citizens, various institutions and even other governmental offices) with the best service and support. The taskforce followed the notion that all the "end user's" needs must be, needs that are often addressed by more than one office or by the district and headquarter of the same ministry.

Method

Presented below are the three structural models, classified according to the ministries' characteristics:

⁴ Mazmanian & Sabatier, Implementation and Public Policy includes a thorough explication of the implementation process.

⁵ Top-Down, Public Policy Decision Making Model and its Impact on the Implementation Process.



1. "Polis" Model

The type of work such a unit does is providing service and its primary "end user" is the citizen (the individual). For example: education, healthcare, social services.

Characteristics:

- Headquarter:
 - A small headquarter structure, because it is not the executive body.
 - Mainly sets general and quantitative policies and goals for the districts.
 - Conducts control and supervision for the operations under the district's jurisdiction, predominantly on the results, not on the actual processes.
- District:
 - A broad district structure, because usually it is in direct and continuous contact with the individual and must in many instances execute judgment when setting priorities.
 - Highly independent, widespread operational authorities, high budgets and dedicated resources in order to ensure citizens receive efficient and optimal service.
 - A partner in shaping policies in collaboration with the headquarters by merit of being the executive power.

2. "Province" Model

The type of work such a unit does is regulatory and its primary "end users" are authorities, the business sector and organizations.
For example: environmental protection, construction.

Characteristics:

- Headquarter:
 - Multidisciplinary, dominant, centralized, with a direct managerial approach towards the districts and between them.
 - The headquarters will determine working procedures, conditions, resources, requirements and policies in order to ensure uniform regulatory procedures.
 - Conducts controls on processes and outcomes.
- The District:
 - Is directly subject to the headquarters.
 - The headquarters implementation and operational force when facing various authorities and corporations.
 - Granted limited freedom for taking action, every deviation from protocol must be authorized by the headquarters.
 - It is advisory that district employees be recruited from the headquarters or other districts.

3. "Ministry-Headquarter" Model

The type of work such a unit does relate to policy (coordination, integration, initiating processes) and its primary "end users" are other governmental offices. For example: Prime Minister's, Finance, and Social Equality.

Characteristics:

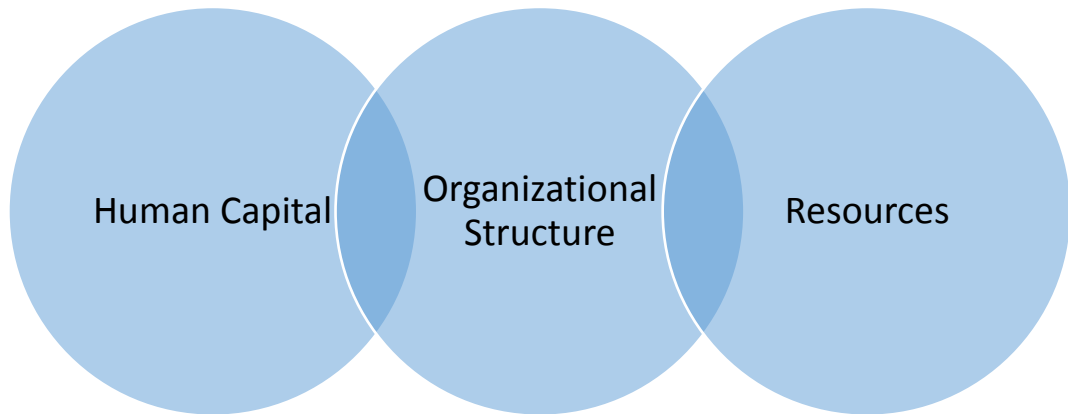
- Headquarter:
 - Takes part in district inter-ministerial forums in order to initiate processes that are within its jurisdiction.
- The District:
 - There is no need for districts according to this model.

Categorization of Offices into the Various Models

Classification of offices into the various models will be conducted by the offices themselves, each office will be permitted to position itself on a continuous graph, and to correspondingly define the nature of their activity and distribution of responsibilities between headquarter and district.

Classification of offices into the various models will be conducted by means of "round tables" in the presence of the ministries executive management, representatives of the civil service and professionals in the field of organization. Then the office's CEO will fill out a directive questionnaire that will be formulated by the Civil Service Commission.

The classification process has ramifications in three primary areas:



- Human Capital:
 - Developing the human capital
 - The classification will enable the location of the most appropriate candidates in accordance with the position's and office's requirements.
 - Training and developing the employees will be done in accordance with the office's model. For example, developing leadership, initiative and independence skills for "Polis" office model position holders. Developing integration and implementation skills for "Province" office model position holders.
 - Senior positions:
 - The promotion and service track will be determined according to the office's classification. With emphasis put on prior experience relevant to the senior position in a number of positions in both headquarter and district in order to create an administrative rank that is connected and familiar with both organizations, and has a broad and professional understanding of the office's activity.
 - A combination of changing positions, both horizontal and vertical, and between headquarter and district (in accordance with the reform in human capital's recommendations) as a condition for advancement.

- Organizational structure

- The adaptation of the office's organizational-administrative structure and the distribution of responsibilities respective of their classification, so as to contribute to the ultimate implementation of tasks and objectives.
- Resources:
 - The classification of offices and their adaptation to the model does not entail the investment of substantial resources.
 - The resources required for the implementation:
 - Selecting the three models —> Forming an organizational-administrative structure for each model —> Creating an administrative doctrine for each model
 - > Formulating a human resource development doctrine for each model —> Integrating and implementing the classification.

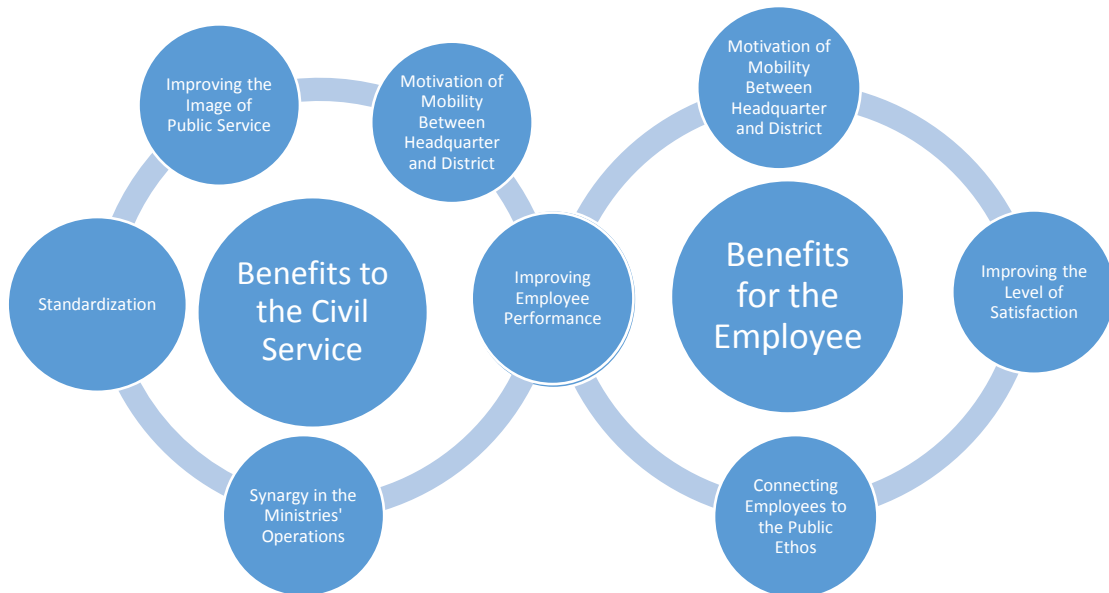
In the Future:

In the intermediate future the focus will be on inter-ministerial horizontal collaboration throughout the districts in order to raise the level of service provided to those receiving the services by means of an integrated approach, while among other things the establishment of an inter-ministerial district forum.

And a remapping of the various districts based on demographical data, administrative data and needs, for the long term.

Benefits Derived from the Implementation of the New Policy

Institutionalizing a headquarter-district relations policy has a number of benefits. These benefits can be categorized in two major fields:



Benefits to the Civil Service

- **Improving the image of the public service** – categorizing the offices into the appropriate models will lead to the desired change in the organizational-administrative structure, establishing more efficient relations and distribution of responsibilities and authority between the headquarters and districts, will strongly contribute to the employees' commitment, increase their productivity and subsequently improve the level of service. As a result, the move will lead to the improvement of the public service's image in the eyes of the employees as well as through the eyes of the public.
- **Creating synergy between the offices** – this process will help building processes of cooperation between the ministries and the districts, retaining and sharing knowledge while building professional ties and correspondence amongst the various offices.
- **Motivation for mobility between headquarter and district** – due to the fact that the process encourages tailored training for each office's characteristics and position holders with a broad and professional understanding of the way the

offices work, the policy could strengthen quality employees' motivation for moving between headquarter and district.

- **Standardization** - the implementation of a uniform policy throughout the public service, coupled with defining the office model according to the characteristics of its work, will lead to the standardization and the provision of efficient, quality, and consistent service for end users in all fields.
- **Improving employee performance** – custom tailored training to suit each office's characteristics and activity will improve the employees' effectiveness, raise the level of service provided and the level of execution of the office's tasks to the highest level.

Benefits for the Employee

- **Connecting employees to the public ethos** – by connecting the employees to the process of making the public service more efficient and adapting the working environment to the nature of work, we strengthen the employees' deeper connection to the sector of activity to which they belong.
- **Improving the level of satisfaction from work** - an organizational-administrative structure with suitable content and appropriate training, in addition to an advancement and development track between headquarter and district, will strengthen the employee's motivation and commitment to the unit and the civil service, thus contributing to improved employee satisfaction.
- **Improving employee performance** – given the assumption that employees who work in a place that is adapted to the nature of their work and receive training tailored to their tasks and even a horizon for development and mobility will improve their performance and raise productivity.
- **Motivation for mobility between headquarter and districts** – due to the fact that the process encourages tailored training for each office's characteristics and position holders with a broad and professional understanding of the way the offices function, the policy could strengthen quality employees' motivation for moving between headquarter and district and to create both horizontal and vertical horizons for development in the civil service.




How it used to be and what has changed

We will review the major changes between the former work process to that of the new work process with all that concerns the issue of headquarter-district relations:

Subject	Current Situation	Predicted Situation
<p>Structure and Delegation of Responsibilities between the Headquarter and District</p>	<p>The structure and distribution of responsibilities between headquarter and district is influenced primarily by the identity of people occupying various positions and the relations between them at that time. This damages the ability to implement policies.</p>	<p>Categorizing the offices into three different models will lead to the appropriate and effective distribution of responsibilities and authority between headquarter and district based on each ones relative advantage and will raise the level of service.</p>
<p>Developing Human Resources</p>	<p>Orientation and vision of the offices' structure and characteristics are not taken into account when planning training.</p>	<p>Focus on the development of human resources for the unit's purpose and tasks will enable not only the development of a proper managerial backbone but would also considerably contribute to the regional development and to the improvement of the government's work.</p>
<p>Map of Districts</p>	<p>The districts' domain were set back in days of the British Mandate and do not take into account changes to size, boundary and composition of the population.</p>	<p>Remapping the districts map based on demographic and administrative considerations, will lead to uniformity, order and a uniform "language" in the government and will promote a better manner of regional development.</p>

<p>Promotion Track</p>	<p>Does not require prior experience within an office, both headquarters and districts, and does not always enable lateral advancement between the bodies.</p>	<p>The advancement and service track will be determined by the classification of the office with emphasis on prior experience for senior positions in a number of positions in both headquarters and districts. And an integrated approach consisting of lateral and vertical movement between positions in order to increase employees' options for advancement.</p>
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Tools

	<p>Systematic Headquarter-District Relations Policy</p>	<p>A systematic, uniform and detailed policy that would bind all the offices and lead to their uniformity.</p>
	<p>Typological Models</p>	<p>The ability to classify and characterize the office according to its manner of conduct in order to improve the office structure and the implementation of its objectives.</p>
	<p>Structured Questionnaire</p>	<p>In order to make optimal classification, after the round table meetings.</p>