

**Public
Service** Yearbook
2008





Publisher: The State Chancellery of the Republic of Estonia
Editor: Anneli Sihver
Translator: Jaanika Soever
Board of Editors: Airi Alakivi, Maret Pöder, Eleka Rugam-Rebane
Design: Marketing Communication Alliance Ltd
Print: Print House Ltd
ISSN 1406-6157

© All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form or by any means, mechanical, photocopying or otherwise, without prior written permission of the publisher.

State Chancellery

Public Service Yearbook 2008

Tallinn 2009



Dear Officials!

We all know that world economy is going through a time of a profound decline and in connection with that Estonia must also make complicated choices. To activate the freezing economy, the government must act purposefully, make decisions reckoning with the future challenges, among which one concerns necessary preparations for joining the euro zone. We do this for the greater well-being of our people. However, no abstract state brings us important decisions, but they are born with essential contribution of our officials. As a result of a work well done by you!

In the current situation, the need to cut back spending must be kept in mind at all times and we also can feel it on our own. I present a recent example: the government was forced to make the decision to reduce the salaries of the officials of ministries and also the ministers. Preparing of state budget during a crisis requires unpopular decisions and thorough calculations. Tough measures for cutback of spending must in one or another way affect every area in our state.

During difficult times it is necessary to be flexible, to react to the changing circumstances as accurately and quickly as possible. All in the name of one goal: to overcome the crisis stronger. I am convinced that the Republic of Estonia will achieve that goal with your help, dear public servants!

A handwritten signature in blue ink that reads "Andrus Ansip". The signature is written in a cursive, flowing style.

Andrus Ansip
Prime Minister

22 May 2009





Dear Colleagues!

The year 2008 was ceremonial and serious at the same time for Estonia – we celebrated 90th anniversary of Estonian Republic and faced the global financial crisis.

During the anniversary year of the state we had to start looking for possibilities of spending cuts, and make reduces in the state budget. Such decisions are painful but unavoidable. In making tough choices, solidarity, involvement, and co-operation become important.

That is why two chapters of the current Public Service Yearbook have been dedicated to adapting to the changing economic circumstances, and to involvement as key to good governance.

Estonian public service is facing changes. The government has submitted new draft Public Service Act to *Riigikogu*. By the Act the scope of public service will be confined and the remuneration policy will be modernised. In addition, the responsibility for developing the public service should transferred from the State Chancellery to the Ministry of Finance in order to ensure the clear division of responsibilities for co-ordinating the development of the public service.

The year 2008 will also be reminded by a special Public Service Forum which was influenced by the anniversary year. The forum ended with the speech of President Toomas Hendrik Ilves who said the following words, "I believe that you have heard many acknowledging words about yourself. I would like to join the ones acknowledging you. My own immediate experience allows to confirm with full sincerity that the Estonian public servants are conscientious, wise and good persons. They realise the full responsibility of their job. They know that serving the state is also a matter of honour and a mission, in addition to the remunerative work."

Estonian officials have been doing a good work and it is also reflected in the improved opinions of the Estonian inhabitants. In 2008 the percentage of positive opinions on the competence of public officials increased from 49% to 60%, and the percentage of positive opinions on the trustworthiness of public officials from 30% to 49%. Continually the dedication of officials has improved.

The improvement of opinions gives reasons for being satisfied and inspires to achieve more.

Full of hope,

A handwritten signature in blue ink, appearing to read 'Heiki Loot'.

Heiki Loot
State Secretary

TABLE OF CONTENTS

Chapter I. BUDGETING AND PLANNING IN CRISIS SITUATION

About State of Affairs of Estonian Economy	6
Urmas Varblane	
What the Government Did for Promoting Entrepreneurship in 2008?	8
Siim Raie	
Budgeting in Crisis Situation	9
Ivar Sikk, Kadri Maasik	

Chapter II. INVOLVEMENT – KEY TO GOOD GOVERNANCE

Involvement Is Open Decision-Making	13
Hille Hinsberg	
Useful Assistant of Involvement – Blog	15
Gea Otsa	
Energy Blog – an Opportunity to Express Your Opinion	16
Märt Ridala	
Safer Estonia by Mutual Co-operation!	17
Lauri Lugna	
Involvement of Non-Governmental Organisation Estonian Neighbourhood Watch into Preparing the “Main Guidelines of Estonia’s Security Policy”	18
Tiina Ristmäe	
Beautiful Estonian Sentence – Language Initiative	19
Toomas Liivamägi	

Chapter III. PUBLIC SERVICE ON THE THRESHOLD OF CHANGES

Basis of New Draft Public Service Act	22
Monika Tõniste, Signe Reinsalu	
Difficult Times Demand Extraordinary Humanity	24
Sten Hansson	
Estonian Special Mission in Afganistan	25
Interview with Daniel Erik Schaer by Mariann Sudakov	
A Glimpse into the Daily Work of an Official of Labour Market Board	26
Inna Erik	
Co-operation in the Area of Public Service Human Resource Management	28
Anu Peljo	
Essence of the Central Training Programme	31
Helena Kivinuk	
Experience of Centre for Development and Training of Public Service in Implementing Projects of Central Training Programme: Training Projects of Internal Security Agency and Prison Officers	32
Tanel Oppi	
Overview of Estonian Public Service in 2008	35
Angeelika Lipp	
Public Service Training in 2008	44
Helena Kivinuk	

CHAPTER I

Budgeting and Planning in Crisis Situation





About State of Affairs of Estonian Economy

Urmas Varblane,
Professor of International Business,
University of Tartu

In 2007, the working group of the Faculty of Economics and Business Administration of University of Tartu compiled a report commissioned by the Estonian Development Fund titled "The Estonian Economy. Current Status of Competitiveness and Future Outlooks"¹. It was concluded based on the analysis that the main threat to the sustainability of the economic growth of Estonia lies in the economy itself and is connected to the current economic structure that modernises too slowly. During the time period 2003–2007 the economy of Estonia lost a balanced development direction and grew far above its actual capacity level. It was enabled by the rapid growth of the loan burden (Chart 1) that created an abnormally big domestic demand and drove the price level up.

As a result of these changes the connection between the growth of salaries and the growth of labour productivity was lost. Such overheating of the economy signalled entrepreneurs that being oriented towards the domestic market is the basis for success. The economy's orientation towards export as well as competitiveness of export decreased. The need for the structural changes became more and more obvious – large sectors of unskilled labour must be replaced by high-productivity industrial and service sectors. In this situation the keywords for further economic development became additional internationalisation and innovation of processes, products and services.

Unfortunately, in autumn of 2008 in the starting phase of structural changes, the world economy was struck by a financial crisis that is escalating into the biggest economic crisis after the Great Depression. This makes performing the structural changes in Estonian enterprises much more difficult. On one side, the demand of our main trade partners is decreasing and on the other side, it is much more difficult for our entrepreneurs to receive the financial support for carrying out their restructuring. In the current situation, the future of the Estonian economy is directly dependent on how the global problems of the world economy will be solved. Our domestic market will not recover so soon because the loan money dried up very abruptly (Chart 2) and it is unlikely that foreign banks operating in Estonia would be able to and wish to restore the previous situation.

In such a situation it would be natural to put the emphasis on the exporting of goods and services trying to compensate the weaknesses of domestic market. However, it is likely that the comprehensive support measures of the developed industrial countries will not turn their economies towards growth trends again during the year 2009, and this will make the situation of the Estonian exporters even more difficult. The situation is currently easier for such companies who in the growth stages of economy were conservative and did not invest all their profits earned into real estate for making a quick profit. Companies in difficulties started working part-time basis already in the last quarter of 2008 and these arrangements will not end soon. Some companies may hope that in the conditions of decreased labour costs and increased labour supply, it is not necessary to make fundamental structural changes and it is possible to continue the same way. On the other side, the large amount of labour force that has entered into the labour market, among whom there are relatively many "white-collars", enables to start offering more knowledge-intensive new products and services. Preconditions emerge for the development of "new entrepreneurship", which will start relatively independently from the earlier basis of offering products and services.

It is essential at the moment that the Estonian government takes the situation very seriously. Simultaneous activities directed to several areas are necessary. On the one side the public expenditures must be taken into accordance with the economy's ability to create revenue. It is a painful activity, but at the same time helps to re-establish international trustworthiness of Estonia. On the other side it is important to maintain the stability of the Estonian kroon – internationally it is the indication of the future stability of our economy. In addition, it fosters the increasing the loan resources issued by the banking sector to Estonian enterprises and private persons, and prevents the further roughening of loan conditions. Setting the adoption of the euro as a clear priority is a very important step in terms of re-establishing the country's trustworthiness.

Besides budgetary policy measures it would be necessary to maintain active role of the government in developing the economic structure and quickly start the activities, which would support the

1 "The Estonian Economy. Current Status of Competitiveness and Future Outlooks". Estonia in Focus No 1, 2008, Estonian Development Fund, Tallinn, 2008.

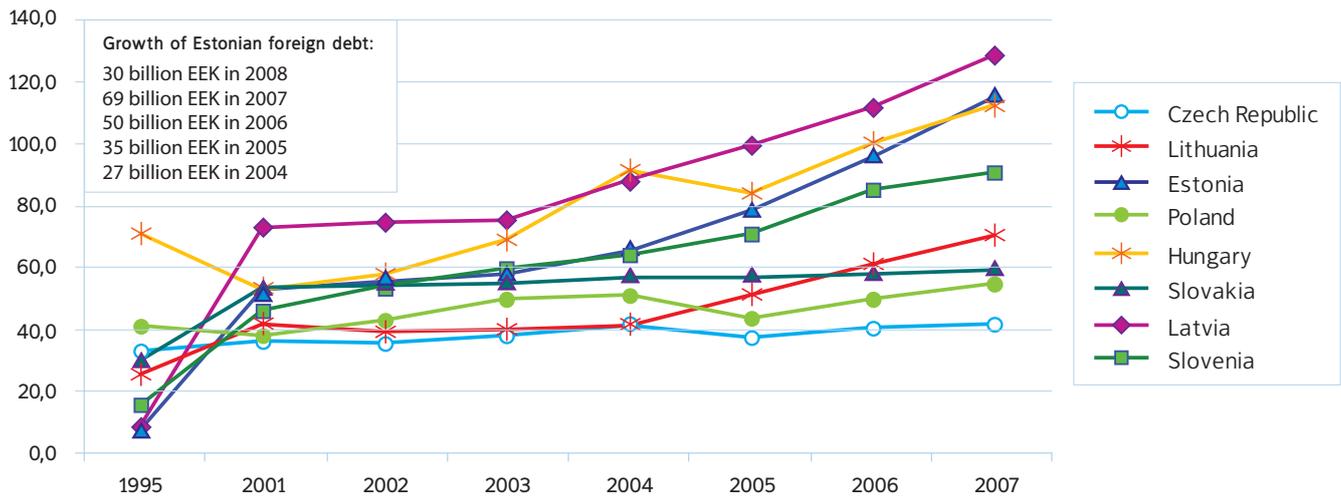


Chart 1. Growth of Estonian foreign debt in 2004–2008 in billions of kroons and compared to other European Union new member states 1995–2007 (% of GDP)

economy to overcome the crisis – for example the quick applying of measures that support the internationalisation of enterprises, rapid activation of activities directed towards foreign investors, increasing of investments into the technology-intensive projects, etc. Public investments should be preserved as much as possible. Also, the imposition of new taxes and other hidden burdens on the enterprise sector should be avoided, and a constant dialogue between the state and the representatives of the enterprise sector should be initiated. Furthermore, the reasons for the slow implementation of the European Union structural funds and possibilities for accelerating the process need a very thorough analysis.

Estonia is not capable of using big amounts of direct and large-scale financial assistance for entrepreneurship as many rich countries of Western Europe have announced. This would drive our state budget into such a steep deficit that would rule out the adoption of the euro for a long time. This in turn would drastically worsen the trustworthiness of the state. However, it is necessary to think about joint projects where the Estonian government could involve

commercial banks and the financial funds of the private sector (for example, by supporting the re-building of housing to be more energy-conserving). By including private sector funding, it would be possible to use financial contribution of the state as an amplifier. The general keyword would be the more efficient implementing schemes of various foreign aid programs so that the money allocated for support would get to the recipients faster. In addition to measures for increasing competitiveness it is also necessary to think about the employment of the rapidly growing number of the unemployed – the active measures of labour policy should be enhanced, starting from further training and re-training programs and ending with the engagement of people who have been unemployed for a long time in the activities of work clubs and public work.

If the above-mentioned activities succeed and in case our main trade partners' measures of stimulating economy start to have an effect, then by the end of 2010 we could expect the improvement of the situation of the Estonian economy. If we can maintain the

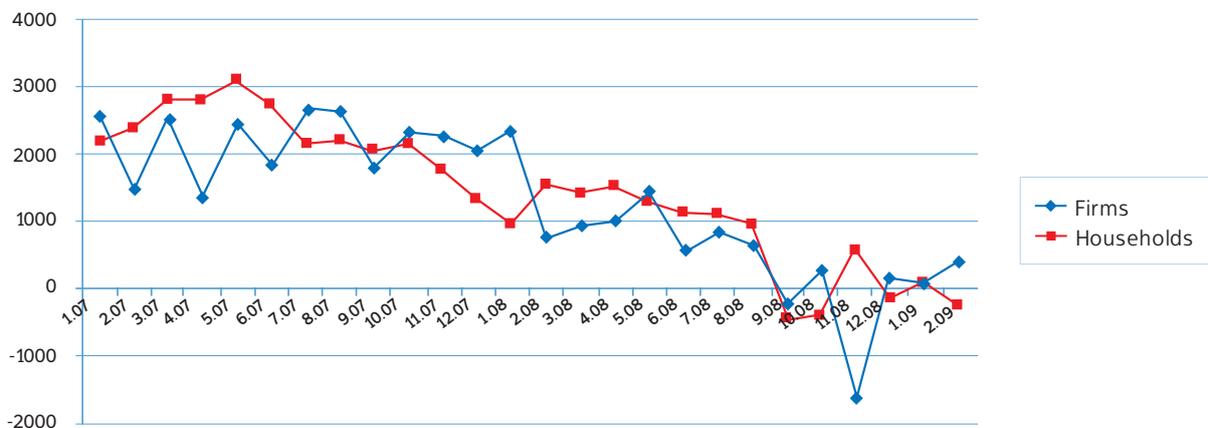


Chart 2. Growth of loan balance of private persons and companies 2007–2009 (million kroons per month)

budget deficit within the limits of the Maastricht criteria and the inflation is extremely low, the Estonian economy may get the possibility to adopt euro, which in turn would restore the trustworthiness of the Estonian economy in the world. The adoption of euro would bring necessary investments to Estonia again – on the one hand foreign investments would increase, on the other hand the improved loan conditions would open an access to cheaper loan

resources to the Estonian enterprises. Such positive changes would foster increasing the security of consumers, activating the consumption and taking the economy on the growth direction again. To sum up, in that case the conditions of financial crisis could support the fast restructuring of the economy, which will restore the competitiveness in some areas. Still it is going to be very costly for Estonia both in economic and social terms.

What the Government Did for Promoting Entrepreneurship in 2008?



Siim Raie,
Director General,
Estonian Chamber of Commerce
and Industry

While in the beginning of 2008 the term “cooling-down” was carefully used when speaking about Estonian economy then in the middle of the year the term “adjusting” was used and by the end of the year nobody was afraid to call the situation a “crisis”. In the light of the global financial crisis, the situation in the Estonian economy has worsened faster than anybody could have anticipated. Naturally, this has forced enterprises and the whole state and the public sector to review their activities.

The changed economic conjuncture is also clearly visible in policy-making – the topics of economy are on the agenda. It makes me, as a representative of an organisation that represents entrepreneurs, anxious, because many politicians and public servants do not have the necessary immediate contact with the business sector or the sufficient knowledge to give competent opinions about economy-related topics. Additionally, the understanding of the Estonian entrepreneurship is often limited with the level that is covered in the media and the persons figuring there. It would be natural that in such a situation the demand for involvement would increase – in order to involve the corresponding competence outside the public sector. Unfortunately it is not always so or the engaging of the private and non-profit sectors takes place only formally.

Looking back to the year 2008, especially the summer months, when discussions about the state budget and the tax issues connected with it emerged, the most negative that is remembered is that the entrepreneurs were not spared. Within a couple of weeks

all possible tax increases and many other proposals were covered in the media, which in turn created confusion among small entrepreneurs. Fortunately the changes occurred were smaller than expected and because of the pressure from entrepreneurs, the government also began to examine and to reduce the public expenditures. Positive developments appeared in both areas that are always the most important for entrepreneurs – tax and labour force policy. The enterprise income tax system will remain unchanged and the new Employment Contracts Act and concurrent flexibility should support the coping with the crisis.

In 2008 several positive developments appeared in the reduction of bureaucracy. The government applied measures to reduce the entrepreneurs’ administrative burden concerning the submission of the financial statements and statistical reports. Having been stressing the need to review the requirements and the necessity of the licences and registrations, it was pleasant to see that the state had applied relevant measures in this direction. It is essential to continue reducing the administrative burden in the future and assessing the impacts of revised legislation. In addition to legislation, this should be apparent on the operation of executive agencies as well – in order to avoid a situation where in one end everything is simplified and in the other, the administrative burden increases.

In representing the interests of entrepreneurs I am often concerned because of the lack or somewhat insufficient co-operation between the Estonian authorities and ministries. It is not rare that you have to be the mediator in a situation where you would expect the awareness and knowledge by the parties concerned. Like in business it is not possible to get to know the clients by sitting at the desk and reading studies, similarly, the ability of the public sector to understand economic processes depends on the tight daily contact with the business sector, for which I would like to encourage all readers.





Budgeting in Crisis Situation

Ivar Sikk,
Acting Deputy Secretary General for State Fiscal Policy,
Ministry of Finance



Kadri Maasik,
Acting Head of the State Budget Coordination and Monitoring Department,
Ministry of Finance

Essence of Budgeting Process

The process of drafting state budget lasts practically the whole year, starting from preparing of organisational development plans of the area of governments. These plans include the description of state of affairs of the policy areas in the areas of government, the objectives for the following four years and the activities needed to achieve these objectives. This is the most important basis document for drafting the state budget in which the priority areas and activities for the following four years are agreed.

When the ministries determine the objectives and activities of their area of government in the organisational development plan then it is also important to ask – how much it costs. In the cost prognosis of the planned activities, the direct and indirect expenditures in connection with the measures are presented.

Afterwards, the organisational development plan and the cost prognosis of the ministry are submitted to the Ministry of Finance for analysis. Subsequently, the Minister of Finance and the minister of the corresponding area of government meet to agree on the expenditure framework of the area of government for the following four years. The state budget strategy containing specifically the organisational development plans is approved at the latest on 31 May. Depending on the scarcity of resources, negotiations and the decision of the Government of the Republic, not all activities and expenditures in the development plans of the area of governments

might not fully be included in the state budget strategy.

Once the government has approved the budget strategy, the ministries and constitutional institutions begin drafting the next year's budget application, which is based on the activities and financing agreed in the framework of the first year's budget strategy. Together with the budget application the ministries submit an action plan, which is also the implementation plan of the organisational development plan for one year approved by the Government of the Republic after the budget is passed in December or January. Similarly to the proceeding with the state budget strategy process, the Minister of Finance and the minister of the corresponding area of government meet to discuss, specify, and analyse the financing necessities of the area of government. After the forecast of public sector revenue of the Ministry of Finance in August, more exact financing possibilities of the state become clear, which may not conform to the plan agreed in the framework of the budget strategy and therefore the previously set priorities may need additional analysis. Generally, during September the Ministry of Finance submits a budget project of the corresponding year with explanatory memorandum to the government for approval. After that the budget is submitted to the *Riigikogu* for legislative processing and passage, at the latest in December. If necessary, it is possible to amend the classification and state budget, or draft a supplementary budget.

After the end of the financial year, the ministries submit a report

on the implementation of the action plan in the beginning of next year to the Ministry of Finance, in which it appears whether the expected situation was achieved, and if the necessary measures and/or activities for achieving the objectives were carried out in the sufficient volume. In addition, an overview is given of the bottlenecks and whether the activities cost as much as was planned.

About the Budgeting Process in 2008

Considering the critical developments affecting the situation of the world economy, including Estonia, the processing of the 2008 state budget was very different from the usual. "Spring 2008 Macroeconomic Forecast of the Ministry of Finance of Estonia"², which was published on 3 April 2008, indicated clearly that in addition to negotiations on the "State Budget Strategy for 2009–2012", it is also necessary to start negotiations on financial possibilities of 2009 state budget as soon as possible. As appeared from the spring economic forecast, the planned objectives and activities in the "State Budget Strategy for 2008–2011"³ had to be critically reviewed in order to maintain a balanced budget. Consequently, to find solutions several discussions took place on different levels in the spring of 2008. Working groups were formed which included specialists from different fields. In addition to conventional discussions in the government and consultations on the level of public servants, a working group was formed consisting of representatives of the coalition parties (in media the nickname "crocodile commission" was given). The working group was responsible for reviewing the political decisions concerning government expenses which were necessary for drafting the state budget strategy, and making proposals on the improvement of the situation. As a result of the process the Government of the Republic approved the "State Budget Strategy for 2009–2012" at the end of May.

The tension of the situation is apparent since at the same time with the state budget strategy, also the draft Supplementary 2008 State Budget Act was prepared which aimed to balance the financial position of public sector. Negotiations took place during April mainly on the level of the Government Cabinet and the coalition council. The State Chancellery and ministries submitted proposals to identify possibilities for reducing the financing of activities, additionally proposals for increasing the effectiveness of the implementation of activities were expected. As a result of several tense discussions, the government approved the draft Supplementary 2008 State Budget Act⁴ in May and *Riigikogu* passed the corresponding act in the middle of June.

Unlikely from customary budgeting process when during the first half year only the state budget strategy is approved, in 2008 two important and labour-intensive documents were approved by the first half of the year. In June, discussions about the necessary amendments in expenditure and revenue policy continued and at the same time the Decree of the Minister of Finance was enforced, which established the conditions for drafting the budget project for 2009⁵, so that the areas of government could start drafting their

budget projects. At the same time, discussions about the financing possibilities of 2009 state budget continued in the aforementioned working group and government. As a result of these discussions, in July the conditions for drafting budget projects, restrictions set for constitutional institutions and government areas of the ministries were specified and the Decree of the Minister of Finance for drafting the budget was amended according to the situation.

By the beginning of August, ministries and constitutional institutions submitted budget projects for 2009 about their area of administration or government. Unfortunately, it appeared from "Summer 2008 Macroeconomic Forecast of the Ministry of Finance of Estonia"⁶ as of 25 August that the public sector 2009 budget position had worsened by 4 billion kroons compared with the spring forecast. Therefore, at the end of August and beginning of September negotiations between ministers took place aiming at finding a balance between two complicated choices: on one side the expense needs of the area of governments and on the other side the budget balance of public sector. In parallel with the negotiations and also afterwards, during September government discussions took place to find possibilities for improving the 2009 state budget position. After long and tense discussions the draft 2009 State Budget was approved in the beginning of September at the Government session and it was submitted to *Riigikogu* for legislative proceeding.

At the same time, in the middle of September, also the preparing of a draft 2008 State Budget Amendment Act took place, which was submitted to *Riigikogu* for legislative proceeding in the middle of October after several consultations and meetings between public servants, and the approval of the government.

Altogether 24 Government Cabinet meetings were held. Several tense discussions lasted for nearly two months in the working group composing of representatives of the coalition parties. Discussions between the Minister of Finance and other ministers took place twice and several discussions and consultations were organised among public servants and ministers.

Experience, Lessons and Future Challenges

In 2008, the process of budget drafting due to its extraordinary nature was an experience not only for the Ministry of Finance, but definitely for all public servants, politicians and the media. Discussions about the budget led to better awareness of the budgeting as a process and to recognising it as one of the most important components in economic development.

All participants of the budgeting process were forced to step out of their own area of expertise and look at the state budget as a whole to identify the possibilities for cutting down expenses and to guarantee as solitary approach as possible towards budgets of all area of governments.

2 „Spring 2008 Macroeconomic Forecast of the Ministry of Finance of Estonia“, <http://www.fin.ee/?id=79456>.

3 "State Budget Strategy for 2008-2011", <http://www.fin.ee/doc.php?78476>, approved by the Government of the Republic on 31 May 2007 order no 275.

4 Supplementary State Budget Act 2008, <https://www.riigiteataja.ee/ert/act.jsp?id=12988256>.

5 Decree of the Minister of Finance, No 13, June 11th 2008, The Conditions for Drafting the Budget Project for the Area of Government of a Ministry, the Term of Submission of the Budget Project and the Procedure for Preparation of an Investment Plan, <https://www.riigiteataja.ee/ert/act.jsp?id=13010682>.

6 "Summer 2008 Macroeconomic Forecast of the Ministry of Finance of Estonia", <http://www.fin.ee/?id=619>.

Co-operation between various structures and flexibility became important keywords. Specialists and experts of different areas were more engaged in the budget drafting process and the inter-departmental and-ministerial co-operation strengthened. It can be said with full certainty that financial and line departments of all state administrative agencies co-operated substantially more than in previous years.

Specialists received profound knowledge of the content behind the numbers in the framework of drafting the plan for cutting down expenditures, and the line departments planned their programs and activities in an even more detailed way, reviewing critically the expenditures needed for achieving the objectives. Resulting from the saving plan and looking for solutions also the organisational development plans were reviewed to achieve objectives with lesser resources, at the same time increasing the implementation of foreign aid in the areas of eligibility for assistance. The importance of financing based on foreign aid increased in all fields.

To sum up it can be said that the painful 2008 budgeting process designed a new, more professional profile of a budget official. The whole process demonstrated that today, the budget officials must be primarily flexible. In addition, the budgeting specialist must have knowledge about different areas, be able to act operatively to change and be ready to offer solutions to eliminating bottlenecks,

at the same time without sticking strictly to traditional planning principles.

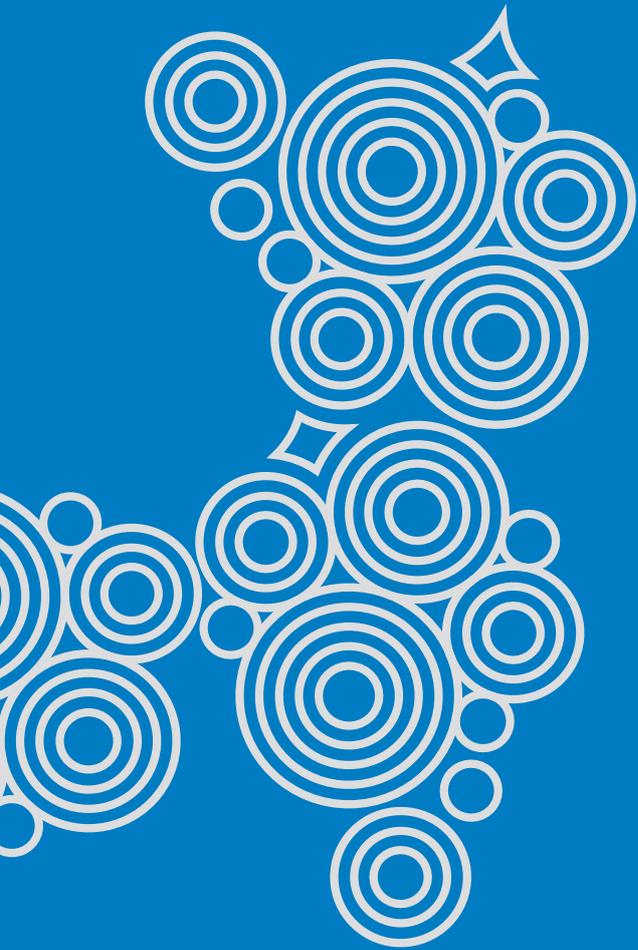
Following the fast economic growth period of previous years, everybody had to acquire new skills and knowledge about economy, including the field of budgeting. At the same time, no experience or development process is final and the work in increasing the flexibility and simplification of budget drafting process continues. It is good to recognise that taking into account the experiences of 2008 and considering the 2010 budget process, the co-operation related to improvements between ministries is already ongoing.

Finally it must be said that irrespective of the criticality of the situation, the changes occurred were handled very flexibly. For that, all public servants involved in the process of state budget planning, who often had to make amendments resulting from decisions on the account of their personal time and being often forced to work late hours, must be acknowledged. The contribution of politicians, journalists and the whole publicity to achieving the best solution cannot be underestimated either. However, long budget discussions have not received positive feedback in the media. Nevertheless, we can say today that the decisions affecting us for years were not made hastily without assessing their impact or without informing the publicity.



CHAPTER II

Involvement - Key to Good Governance





Involvement is Open Decision-Making

Hille Hinsberg,
Officer of Government Communication Office,
State Chancellery

In a democratic state, everybody has the right to express their opinion and thoughts freely. Also, the legislative drafting must be open, understandable for citizens and enable active participation. Since these main conditions have been met in Estonia then the public is more and more interested in observing **how** involvement works in practice: whether all affected parties have been involved in the policy making, whether the dialogue is substantial and if an agreement is reached regarding the decisions. Observing these principles is a feature of developed administrative culture.

When to Involve?

It is recommended to start the involvement as early as possible – already when the problem that needs solving is described and the possible impacts of the decision are evaluated. The analysing of impacts enables to understand what kind of changes the planned decisions may really bring about and who will be most affected by these changes. Also, the analysis of the impacts enables to present occurring risks, revenues and expenses emphasised by the parties affected by the decision. Affected parties are the ones who have the necessary information and experience which in turn fosters the preparation of legislation in the right direction.

For example, when compiling the annual report about the implementation of “Development Plan for Combating Trafficking in Human Beings”, the Ministry of Justice involves partners in both, mapping the problems and also offering solutions to the problems. Solutions and proposals how to move on originate mostly from the reports submitted by partners.

Second example: For Fathers Association of Estonia was actively involved in preparing the draft Family Law Act. They submitted several proposals to the Legal Affairs Committee of *Riigikogu* from which a considerable number were included in the draft act. Consultations with the ones preparing the draft legislation took place. Also, the representatives of the association introduced their opinions in the media. Though the initial proposals of amendments were taken into consideration only partially, the association was satisfied with the opportunity to be engaged in a constructive discus-

sion. Additionally, it is a positive result that members of the association are better informed about the objectives of the act.

It is possible to read about the involvement practices of government agencies in the public consultation website www.osale.ee. Thirteen stories about the implemented involvement cases in 2008 have been assembled there. They describe the public servants’ co-operation with citizen associations and interest groups in terms of preparing of different decisions – legal acts, development plans, training arrangements.

For example, Silja Kralik who prepared the “Concept of Environmental Fee” believes that as a result of involvement the draft act was of a better quality. An important contribution was given by the specialists from the Ministry of the Environment and experts from several research institutions.

A good result was received from engaging interest groups in the solving of problems. This confirmed the fact that raising questions in public requires a very thorough “homework”. Involvement also fostered to get better acquainted with the co-partners, their expectations and readiness for co-operation.

Does Involvement Improve Results?

In the public sector, involvement creates the opportunities to make better decisions and avoid mistakes. Correcting mistakes after the passage of decisions and legislation is time-consuming. The motivation of uninvolved parties to improve decisions that were made hastily, is mostly low. They ask justifiably why their opinion is needed now.

On one side, the thorough discussion and clarification of a draft act or development plan makes the preparation process longer and more expensive. On the other side, experience shows that well-organised involvement of the public enables to

achieve a better result in the phase of applying the law and implementing development plans.

To achieve a good result, firstly the aim of involvement must be made clear and a unified understanding of it must be reached with the participants. The aim of involvement might be, for example, to collect information about the situation, generate new ideas, receive feedback about the possible solutions or find a solution together.

For example, when preparing the “National Health Development Plan”, the Ministry of Social Affairs set an objective to map the factors affecting health by involving the social partners and asking, what everybody can do for their own health.

According to the public servants of the Ministry of Social Affairs, the co-operation when preparing the development plan, was hurried and emotional, very different opinions were presented. The development plan was amended drastically during two years resulting from the presented proposals, and in its final version it definitely reflects the opinions of the public.

Involvement via Web

In Estonia, new possibilities are constantly created for holding a dialogue between the citizens and the government via the Internet. The public consultation website www.osale.ee is the central channel of government for involvement and open decision-making. Here, the government can ask to submit opinions about draft laws and policy documents. All Estonian citizens can make proposals to the government to improve the life in Estonia. [Osale.ee](http://osale.ee) enables people to gain a better understanding of the activities of administrative agencies. Representatives of the administrative agencies, however, gauge the expectations of the public better.

Over 60 consultations have been carried out during the one and a half years that the public consultation website has been in use. This means that in the course of drafting legislation or preparing development plan, it is published on the public consultation website and all interested parties can present their opinions. After the consultation the ministry publishes feedback about all submitted opinions. The summaries of the consultations of public consultation website are included into the explanatory letter of the draft act.

Public consultations have been held by all ministries, additionally, informal web-discussions have taken place. For example, Estonian National Committee for UNICEF arranged youth assembly meetings with ministers. Before each meeting the youngsters also had the opportunity to ask ministers questions via the participation website.

A single consultation is visited approximately more than 4,000–5,000 times. The consultations that are read the most, are for example the consultation on the E-Citizen Charter (more than 15,000 visits) and the Employment Contracts Act (9,500). The public consultation website has about 2,500 registered users. Some of them represent an organisation, for example, business organisations or

citizen associations.

The administrative agencies are obligated to respond to proposals submitted on the public consultation website, similarly as to memorandums or requests for explanation. The difference from ordinary correspondence lies in the openness of such a dialogue and in a consultation that is open for observation to all who are interested.

The public consultation website is used more actively when a person feels that the state cares about their opinion and the public servant is willing to communicate. The state, in turn, keeps developing e-tools to interact with the public more efficiently. One of the last initiatives is exemplified by the Energy Blog of the Ministry of Economic Affairs and Communications, the Ministry of Internal Affairs' blog for discussing the administrative reform and the Ministry of Justice's blog for introducing the Public Service Act.

What are the Success Factors of the Involvement?

If involvement is not thoroughly planned or it is done superficially, it may result in slowing down the work, confusion, discontent and worsening of relations with co-operation partners. Studies indicate that the success of involvement depends on experience. Therefore it is necessary to carefully plan and skilfully carry out involvement procedure. In such a way positive experience is gained, which in turn makes involvement a routine for a public servant.





Useful Assistant of Involvement – Blog

Gea Otsa,
Counsellor of the Public Relations Department,
Ministry of Economic Affairs and Communications

In 2008 we prepared two comprehensive and important development plans in the field of energetics at the Ministry of Economic Affairs and Communications – “National Development Plan of the Energy Sector until 2020” and the “Development Plan of the Estonian Electricity Sector 2008–2018”. Estonian energy sector was on the crossroad in terms of several important questions: if and how to continue with oil shale energy and how we will be affected by the European Commission’s climate and energy package, which brings about complete opening of the energy market in 2013, what is the standpoint concerning sharing nuclear power stations in the neighbouring countries, etc.

Since both development plans affect all Estonians and have a long-term effect, then the Energy Department and the Public Relations Department of the ministry paid attention even more than usual to involvement. We considered it important to take the opinions of the interest groups into account at the earliest possible stages of compiling the development plans and additionally, we wished to encourage a wider public debate.

In the spring and autumn of 2008 we organised four public free-of-charge Energy Forums for everybody who is interested in energetics. The aim was to gather input for development plans, but also to express opinions about the further development directions of energetics. We did not expect to achieve a consensus at the Energy Forums, but we were hoping to share policy makers, participants in the market, and interest groups more information about the topic, which would promote forming an opinion about the development directions of the field. We achieved these objectives.

From the standpoint of public relations, the Energy Forums were important for strengthening the image of the Ministry of Economic Affairs and Communications as an open organisation that considers involvement to be important. We were also interested in the discussion spreading also to outside the Energy Forum. Therefore we decided to create an Energy Forums’ Blog energiafoorum.blogspot.com.

The idea of Energy Blog was raised spontaneously about a week before the taking place of the first Energy Forum. We had previ-

ously discussed the use of theme blogs at the ministry and now it seemed to be the right time to use the Energy Blog as the pilot project of theme blogs. Since there were no separate resources in the budget for building a new website then the blog was launched using a freeware www.blogger.com. Such a solution was slightly characterised by a lot of manual work, but on the other side the use of Blogger, freeware, carried a message that involvement and innovation can be connected also without any additional expenses. Additionally, the blog in the popular Blogger environment was familiar and inherent to the users.

Usability of the Energy Forums’ Blog

The Energy Blog was quickly accepted by those interested in energetics. Since the launch of the blog on 9 March 2008 until 19 January 2009, the blog was visited by 3248 visitors on 8086 occasions. The average time spent in the website was 2 minutes and 21 seconds. It could be expected that a large portion of the blog’s visitors got acquainted with the materials available more thoroughly. As expected, the rush hours for visiting the blog were days when Energy Forums took place and the days that followed, however also in between forums 30–40 visitors visited the blog every day. At that time we published 98 articles in the blog, which received comments on 55 occasions.

Introducing the Energy Forums’ Blog to the Public

With the first press release introducing the Energy Forum we forwarded also information about a specialised blog, presenting it as a site aimed at all interested in the future of Estonian energy for expressing their opinions. The blog was also mentioned in press releases connected with the following three Energy Forums and invitations. The co-operation partners in the field of energetics were specifically notified of the Energy Forums and the activities in the blog. Additionally, the blog was registered and advertised in the biggest Estonian blog catalogue blog.tr.ee.

Before the Energy Forum, the Deputy Secretary General for Energy Einari Kisel published an article¹ in the blog to promote discussion.

1 Einari Kisel. Three Difficult Questions, <http://energiafoorum.blogspot.com/2008/03/einari-kisel-kolm-keerulist-ksimust.html>.

The deputy secretary general raised three important questions in the article: whether the exporting of oil shale energy is grounded, how much could Estonia depend on importable energy and whether Estonian economy is energy capacious. Solutions to the problems in the article were hoped to find at the Energy Forums. Additionally, a contribution to the blog was made by a journalist from Eesti Ekspress Toivo Tänavsuu, whose critical column² helped to start the discussion.

Blogging took place at the same time with Energy Forums, therefore summaries about the presentations and discussions were published in the blog in real time. A great challenge was to keep the blog active during the time between the forums. For that we used a more personal approach with interest groups and representatives of companies, by asking them to contribute.

Topics of the Energy Blog and the forums were also covered by the online media. The news portals delfi.ee and postimees.ee used the blog's texts as a direct source, which in turn increased the media coverage of the Energy Forums. The format similar to news used for covering the forum directly justified itself because it was comfortable for journalists to use the blog's texts.

Lessons of the Blog as an Involvement Tool

Keeping a blog active on such a specific and technical topic as energetics is labour-intensive. In between forums the aim was to publish at least two articles per week, but due to the lack of time and other work tasks it was difficult to do. In case of more time resources the initiator of the blog could have promoted the website's interactivity even more – by asking the parties for more comments, organising surveys, also adding more videos, photos, etc. Therefore, in case of the next similar project it should be considered that making a blog interactive presupposes more time and labour resources.

Still, the users of Energy Blog have praised the user-friendliness of the blog and the possibility to find all necessary information in one place. Also, the blog created by the Ministry of Economic Affairs and Communications favoured the communicating of a specific topic to the media. In a wider perspective it should be noted on the basis of the Energy Blog that it enables to reach a number of interested parties at the same time and to promote a specialised discussion, which is a useful input in the future for the policy-making process.

Energy Blog – an Opportunity to Express Your Opinion



Märt Ridala,

Citizen interested in energetics,
a blog user

Strategic choices of energy sector are a very important topic for Estonia and the whole world, therefore it is extremely necessary to gather as much knowledge as possible for making decisions. The Energy Blog launched by the Ministry of Economic Affairs and Communications was innovative due to several reasons. Firstly, the use of public forums and blogs for preparing national strategic development plans is unfortunately not wide spread in Estonia yet. Initiatives such as the Energy Blog and Energy Forum enable a wide discussion about the possible development directions of energetics, open to all people interested in the field of energetics. Above-mentioned initiatives favoured the starting of the discussion about energetics issues and enabled to get acquainted with the opinions of different parties. Secondly, the information technology solution of the Energy Blog can be considered innovative and advanced. The free-of-charge Blogspot

environment was used as the platform of the Energy Blog. The use of information technology solutions offered as services in the internet is very welcomed in the public sector because such services are very reasonably priced or even free of charge and their implementation is fast because there is no need to go through time-consuming installation and application launch processes.

In the case of the Energy Forum and Energy Blog it was not very clear what happened to the ideas collected from different parties afterwards. Involving process of drafting development plans would presume the clarification of principles right at the beginning, how the opinions of parties will be taken into account when drafting the strategies, or whether they will be taken into account at all. On the other side, to increase the quality of opinions, the forum could have contained links to sources about the same field.

In the interest of direct democracy the process of transparent decision-making should also be more favoured, more non-state experts and interest groups should be involved, and the citizens' opinion should be asked. The more transparent the decision-making process and the more non-state experts are engaged, the better the quality of the decisions will be and the more accepted they will be.

2 Toivo Tänavsuu "Nuclear Power Plant or a Gastric Wind Station?", <http://energiafoorum.blogspot.com/2008/03/toivo-tnavsuu-tuumajaam-vi-peerujaam.html>.



Safer Estonia by Mutual Co-operation!

Lauri Lugna,

Head of the Rescue and Crisis Management Department,
Ministry of Internal Affairs

On 10 June 2008 Estonian Parliament *Riigikogu* approved the "Main Guidelines of Estonia's Security Policy until 2015". All factions represented in *Riigikogu* supported the resolution. For the first time, *Riigikogu* issued a guideline to the Government for protecting internal peace and enhancing the safety. Previously, the role of the parliament in this matter has been limited to establishing legal environment and replying single interpellations. This time the Government was given a clear message to reduce the number of accidents that involve fatalities and injuries. At the same time the Minister of Internal Affairs was given the responsibility to report to *Riigikogu* once a year about the implementation of the main guidelines of the security policy.

"Main Guidelines of Estonia's Security Policy until 2015" specifies the unified principles of the security policy and long-term effect-based objectives which must be adhered mainly to the public sector, however at the same time, without the co-operation with non-profit and private sectors, achieving these objectives is difficult if not impossible.

The vision of the security policy is to decrease accidents involving fatalities and injuries. Simultaneous measures in eight directions foster to achieve it – improved sense of security, enhanced traffic safety, enhanced fire safety in the living environment, better property protection, fewer accidents, a safer state, faster emergency aid and enhanced security policy. The main guidelines of the security policy direct us to strive for ensuring the safety of all members of the society by the co-operation of the public, private, and non-profit sectors. At the same time, threat prevention must be the recurring when ensuring the security. The abilities of the inhabitants to react to emergency situations must also increase. It means that the abilities of the individuals to help themselves and others in need, must increase. The most important precaution for preventing accidents is a sense of responsibility and behaviour, by which it is possible to minimise the likelihood of hazardous situations. Prevention begins from each person's awareness of the need to plan life. We must understand that the improving the security of the society is possible only as a result of coordinated and long-term activities. First of all, it means the continuous planning of the state budget in the field of security policy, taking into account the changes in the external environment, and openness for new solutions.

Why Was Comprehensive Involvement Such Important for Preparing the Security Policy?

The population of Estonia will not increase remarkably in the longer prospect and the economic situation is unsteady, therefore in the field of security policy, achieving a qualitative improvement can only be realised through more efficient co-operation and involvement. Public offence cannot be avoided or remarkably reduced by the executive power alone. Individuals and communities are usually more informed about the problems in the specific area. Therefore residents, local governments, private and non-profit sectors must be involved in the creating of a safe living environment, and enable them to take part in making the decisions that affect them. A characteristic of good co-operation is finding a common part in activities related to ensuring the public order and safety, the co-ordinated planning and implementation of measures, and mutual consulting and gaining mutual benefits as a result of co-operation.

How Were the Main Guidelines of the Security Policy Prepared?

The compilation of the main guidelines of the security policy emanated from the drafting of the "Internal Security Development Plan" in the spring of 2007. For that 17 thematic co-operation chambers were formed where representatives from private and public sector were invited – altogether over 200 people. More than 80 organisations were involved in preparing the development plan, only half of which were administrative agencies, the rest were representatives of the private and third sectors and research institutions. Co-operation chambers were formed according to the topics, by mapping the possible interest groups previously. For leaders of co-operation chambers -who were experienced officials of the Ministry of Internal Affairs, Police Board and Rescue Board - specific expectations and the objectives of activities of co-operation chambers were specified. Co-operation chambers assembled and co-ordinated the principles of how to enhance safety and security.

A long term objective set was that co-operation chambers would continue to operate as permanent working groups. In practice it has not gone fully this way, though active communication is continuing in different form on most areas covered in main guidelines of security policy. Council of Counter-Terrorism, Road Traffic Com-

mittee, Crime Prevention Council, Internal Security Advisory Chamber, Government of the Republic Crisis Management Committee, Fire Safety Co-operation Chamber, etc. are functioning. One of the lessons is that not all co-operation partners might be connected to a more specific topic, therefore their interest in contributing to the process would be small. However, in the framework of thematic co-operation chambers, discussions about specific problems should be continued with those co-operation partners who have close practical experience with the corresponding field. It should be noted as well that when dealing with very specific topics, the roundtable discussions with the target groups are efficient because their role is visible to everybody.

In the framework of compiling the main guidelines, a conference was organised, "Safer Estonia by Mutual Co-operation" where members of all co-operation chambers participated. The name of the conference "Safer Estonia by Mutual Co-operation" was future-oriented, setting an objective that Estonia must become safer than it is today. It was decided at the conference that the biggest obstacle to enhance safety is related to great number of fatalities or injuries mainly caused by the external factors. The main reasons for fatalities and injuries are traffic and fire accidents. Above-mentioned and several other topics were discussed more thoroughly and solutions were sought. The recurring idea from the conference is the need for prevention and making professional co-operation more efficient.

The draft of the main guidelines of security policy was also published at public consultation website osale.ee in the autumn of

2007, but the feedback received was modest. This could have been due to the fact that by the time the security policy was being drafted, the public consultation website had been operating for a relatively short time and it was not too widely known. Ministries presented a bigger interest who submitted several amendment proposals before bringing the draft before the government.

In order to enhance the safety of the individuals, protect property and assure the safety of the state, it is insufficient to be limited with the activities of the Ministry of Internal Affairs and its area of government. Achieving these objectives also presupposes a contribution from partners who through their main activities to a smaller or bigger degree support the establishment of a safer living environment. The area of government of the Ministry of Internal Affairs mostly deals with the consequences of unpleasant events and affecting the factors directly causing them are beyond the direct area of our responsibilities. Therefore the only option is to involve our partners. The form of the co-operation chambers was a good choice for compiling the security policy. The next challenge will be how to guarantee the implementation of main guidelines also on the regional and local levels, and if necessary, to create also the corresponding co-operation chambers there.

By co-operating we enhance security and create the conditions for stable development in the whole Estonia.

Involvement of Non-Governmental Organisation Estonian Neighbourhood Watch into Preparing the "Main Guidelines of Estonia's Security Policy"



Tiina Ristmäe,
Managing Director,
NGO Estonian Neighbourhood
Watch

The Ministry of Internal Affairs made a proposal to the NGO Estonian Neighbourhood Watch to participate in compiling the "Internal Security Development Plan" which we accepted happily and with a great willingness to co-operate. We were widely represented in the drafting process of the development plan. Three levels had been established for compiling the main guidelines – council, steering group, and co-operation chambers. Our representatives were involved in the work of both the steering group as well as the co-operation chambers.

For us, the involvement plan of the Ministry of Internal Affairs was logical, the tasks and expected objectives were clearly defined. Being involved in the activities of the steering group meant for us that our opinion is expected also on wider topics, not only about the specific field of expertise. Based on the good involvement practice, it can be said that different organisations had the possibility to participate in compiling the main guidelines of the security policy.

In our opinion, the pre-information about the drafting, was accessible to all interest groups and when setting the time-schedule concerning the proposals and comments, also the vacation period was well taken into account.

Referring to the good involvement practice, there are still some areas where involvement of the organisations can be further improved. In the starting phase of the drafting of the "Internal Security Development Plan", the necessary background information was quite accessible, but later on the communication and the information sharing about the status of the document was insufficient. Information about further activities was lacking especially in the case of co-operation chambers. In the future, we recommend to pay more attention to the communication management, and if necessary, to include the minimum briefing plan into the drafting process as early as possible.

Even though the "Main Guidelines of Estonia's Security Policy" was approved by Estonian Parliament *Riigikogu* in the summer of 2008, no further co-operation has followed for the Estonian Neighbourhood Watch with the Ministry of Internal Affairs to carry out the activities. In our opinion, however, each activity indicated in the development plan should involve detailed overview about the implementation and co-operation with the involved organisation when implementing the development plan.



Beautiful Estonian Sentence – Language Initiative

Toomas Liivamägi,
Adviser to the Minister,
Ministry of Education and Research

The Estonian language for us is something very usual and customary. We do not notice its existence when we use it every day. However, we notice its absence. Orthography and written Estonian is often the object of discussion in the media. We think about our language in more general terms rarely and even then in most cases we are worried about its preservation. During recent years, technology connected to language has developed rapidly, we talk about digital text corpora, machine translation and semantic web. In this keyboard-based world of technology speech synthesis and speech recognition or spoken digital language has remained in the shade. The language initiative was born from the previously described ideas.

An undertaking popularising the Estonian language and language technology suited very well into the 90th anniversary of Estonian Republic. As a recognition that we think in the same pace with the rest of the world, in February while preparing for the language initiative, a notification was received that UNESCO has proclaimed 2008 to be the International Year of Languages. The importance of linguistic diversity, and language technology was stressed in the proclamation of UNESCO.

The idea of the language initiative was that all those interested in the language, especially school children, could find sentences that are characteristic of the Estonian language, and also beautiful-sounding for Estonians. Afterwards, we asked the language technologists of different countries to let the speech synthesisers of their language pronounce these sentences. Finally, the Estonian Public Broadcasting recorded the results of the language project – sentences and different sound files, and their analysis and discussions on that topic – on one DVD and also made a TV programme about the same material.

A Beautiful Sentence

The call to name sentences that are beautiful-sounding and characteristic of the language was responded to and thus, in a little longer than a month 316 sentences were submitted to the Ministry of Education and Research. In several cases the submitted sentences had been selected together as a joint effort, and submitted by a school or grade. From schools I would name separately Tallinn Joint Gymnasium, Viljandi C. R. Jakobson Gymnasium, and Tihemetsa Basic School. A lot of letters submitted included many

sentences. These were proof of the fact that language is important to Estonians and we are worried about the Estonian language and its development.

The submitted sentences varied a lot, among them were “excessively” beautiful sentences, clever poetic expressions, speech exercises, and pure joy of the language. From the submitted sentences, language specialists selected 30 most characteristic and from those the Estonian Language Council selected the following ten sentences beautiful and characteristic of the Estonian language:

Ämber läks ümber.

[A pail turned over.]

Kuula, kulla külanaine - kuuled külla tulnud vaime.

[Listen, dear countrywoman – you can hear the ghosts visiting you.]

Pöidlad pihku põialpoisid!

[Keep fingers crossed, dwarfs!]

Millal maksan memme vaeva.

[When can I pay for mamma’s trouble.]

Küll küllale liiga ei tee.

[Enough is never enough.]

Mahlakas jõhvikas maitses soisel kaldal hää.

[A juicy cranberry tasted good on a swampy shore.]

Üle oja mäele, läbi oru jõele.

[Over the brook to the hill, through the valley to the river.]

Kalli ema hella soojust jagub üle mitme põlve.

[The tender warmth of a dearest mother is enough for several generations.]

Ema tuli koju.

[Mother came home.]

Tilluke talleke tatsas tasasel pinnal.

[A little lamb toddled on a smooth surface.]

Even based on the superficial analysis of the sentences, it can be said that Estonians intuitively sense pretty well what makes the Estonian language unique and beautiful: differences of second and third degrees of quantity, palatalisation, diphthongs characteristic to Estonian and often missing in other languages. These

are peculiarities which the synthesisers of other languages may have trouble with.

Beautiful Estonian Sentences to the World

To get more international resonance for the undertaking we also turned to ministries of education of other countries for them to give us contacts of their country's speech technology centres. We received 16 replies from countries in the European Union in which our interesting undertaking was acknowledged.

To receive the speech synthesis sound files we sent the selected sentences as text and phonetic signs to about twenty speech technology centres. Thus, the DVD-s sent to schools contain the beautiful Estonian sentences pronounced by speech synthesisers from Denmark, France, Germany, Czech Republic, Sweden, Lithuania, England, the Netherlands, Latvia, Finland, Greece, Poland, Flemish, Bulgaria, and Norway. The whole material can be used for teaching the native language as a foreign language.

In Conclusion, What Did We Find Out?

Of course the language initiative was not study a serious scientific research, it was directly meant as an undertaking for making the

native tongue more popular, and as such, it definitely fulfilled its purpose.

The most important is perhaps the fact that all of us who were connected to the undertaking, the confidence about the future of the Estonian language increased. In comparison with other 6,000 languages in the world, the Estonian language is definitely among the top 50 most developed and vital cultural languages.

Secondly, it became a lot clearer how important speech technology is and that speech technology cannot be "bought in", it is so language-specific that it must definitely be developed by the speakers of the corresponding language.

Finally, it could be said that despite the seeming superficiality, Estonians sense their language and its "beauty" pretty well. Also they are willing to speak about the topics of their native tongue. A positive experience is definitely the fact that the undertaking received such good resonance internationally. All the abovementioned allows us to assume that similar undertakings would be successful also in the future.





CHAPTER III

Public Service on The Threshold of Changes





Basis of New Draft Public Service Act

Monika Tõniste,

Adviser of Public Law Division, Legislative Policy Department, Ministry of Justice



Signe Reinsalu,

Adviser of Public Law Division, Legislative Policy Department, Ministry of Justice

Smaller or bigger amendments of the Public Service Act have been planned for more than ten years. During that time several concepts and strategies of the public service have been compiled and once a draft of the Public Service Act has been submitted to Estonian Parliament *Riigikogu* where it passed the first reading.

How the draft Public Service Act Was Born This Time?

In 2007 a comparative analysis of the public service was completed at the Ministry of Justice to find out to which principles and criteria the regulation of Estonian public service should conform, to be contemporary and in accordance with the international recommendations. Based on the analysis of public service regulation of seven countries (Finland, Denmark, Slovenia, Switzerland, Germany, Austria, and the Netherlands), a concept for modernising the public service was compiled in 2007. On 13 October 2008, the draft of the new Public Service Act was published in website of draft co-ordination information system e-Law. The draft act received active feedback: the table of co-ordination turned out to be almost 200 pages long. From December 2008 until February 2009, meetings were held between representatives of ministries and other institutions, where the submitted proposals and remarks were discussed. Drafts of implementing acts were prepared by the officials from the Ministry of Finance and the State Chancellery. On 18 March 2009, the Minister of Justice submitted the amended and improved

Public Service Act draft to the government.

What is the Basis of the Draft Act?

In the public service, the aim is to develop a unified basis for personnel policy corresponding to contemporary circumstances.

Open Public Service

Public servants are selected via a fair and open competition. When recruiting new public servants and employees a competition must be held, at the same time equal access to posts is granted both to Estonian and European Union citizens. Movements between the private and public sector are favoured and benefits depending on the length of service are discarded.

Definition of a Task-Based Public Servant

Originating from the narrow definition of a public servant, a public servant is only responsible for executing public authority. At the moment, many among public servants fulfil work tasks that do not presuppose authorised powers. Therefore, in their case, limitations, additional requirements, and benefits are not grounded. The aim of the draft act is to define a public servant not according to where they work, but according to their work tasks. With employees of administrative agencies employment contracts are signed based on the Employment Contracts Act and compared to the private sec-

tor single exceptions are prescribed on signing the employment contract based on the Public Service Act.

Transparent Remuneration Policy

The remuneration of the public servants has to be in accordance with their work duties, responsibilities, and performance. The relation of the salary components has been fixed by the act: the basic salary must form at least 70% of the total salary, and the additional remuneration 30% at the maximum. For taking the performance into account a possibility is provided to pay the public servant performance-related pay, but only on the condition that this possibility was agreed on when setting long-term objectives. To ensure the possibility to compare positions, the Ministry of Finance will develop the corresponding methodology. The salaries of public servants are made public on the public service website according to the salary components.

Responsibility for the Development of the Field

Ministry of Finance will be responsible for developing the public service and co-ordinating the human resource management. The following measures are foreseen for strengthening the co-ordination of the field: as a part of the State Budget Act an annual human resource plan will be compiled; administrative agencies must co-ordinate their remuneration guidelines with the Ministry of Finance. As a means of parliamentary audit the Minister of Finance annually reports to *Riigikogu* about the competitiveness of salaries paid in administrative agencies as compared to the general salary market. In the framework of co-ordinating the human resource management, the Ministry of Finance will analyse the implementation of legal acts regulating the public service, assemble and mediate information related to human resource management, consult administrative agencies, and enforce recommended guidelines.

Other Important Amendments

In addition to the afore-mentioned, many changes can be pointed out compared to the existing Public Service Act. For example, legal grounds are created for compensating a long-term and expensive training in a situation where a public servant leaves their post. A possibility for intra- and inter-organisational rotation is enabled to develop public servants and enhance their know-how. The strict and actually non-functional system of evaluation is replaced by a development and assessment conversation carried out at least once a year. To guarantee the competence of officials a mandatory, 6-months probation period is foreseen. The principles for transferring officials within and between the institutions have been expanded to ensure the ability of the state to function effectively in changing circumstances. In case of the lay-offs, the tendency is towards re-training, also the compensation principles in case of the lay-offs have been co-ordinated with the new Employment Contracts Act. Concerning the ancillary activities of the officials, the scope of allowed activities has been expanded and the notification system has been specified.

What are the Implementation Principles of the draft act?

The term the new Public Service Act enters into force and the principles of implementation are prescribed in implementing legisla-

tion of the Public Service Act. The corresponding draft legislation is planned to be completed by the summer of 2009. Therefore, in the explanatory letter of the draft Public Service Act prescribes only the most important implementation principles. For example, after the new Public Service Act enters into force the administrative agencies have a one-year transition period to review the staff of the institutions and evaluate who of the officials remains a public servant and with whom an employment contract should be signed. Additionally, the administrative agencies have to co-ordinate their internal regulations with the requirements of new legislation. Changes concerning the benefits of the public servants, will fully apply only to those officials who start their service at an administrative agency and employees commencing work after the act has entered into force. To ensure the equal treatment of all current public servants, regardless of whether they continue as public servants or employees after the legislation enters into force, the draft legislation contains the following benefits:

- salary – the whole amount of the current salary is maintained;
- vacation – extra vacation days earned by the time the act enters into force remain, but in the future the length of service is not taken into consideration for determining vacations on more beneficial terms;
- writing off study loans – people continuing as public servants or employees in an administrative agency are enabled to write off their study loans on the same terms for two years after the new law enters into force, in case if the study loan has been contracted before the act enters into force and the person works at an administrative agency at the time when the law enters into force;
- pension – a person who has, by the time the new act enters into force, earned a more favourable pension according to the current Public Service Act, will receive it after retiring. For persons who work in public service at the time when the new act enters into force, the length of service will be taken into account for increasing the pension as long as they continue working in the public sector, but no longer than for five years starting from the enforcement of the act.

In Conclusion

To enable people to express their opinion about the reform and to obtain information promptly about specific questions about the draft legislation, in October 2008 we launched a public service blog on the Ministry of Justice website in parallel with publishing the draft act in the E-Law system. In this gateway, but also via other channels, we have answered many questions about the draft Public Service Act and we will happily continue to do so.

We wish all related parties good luck and a peaceful mind for the future! Public service needs changes and hopefully in 2009 our spirit is finally ready for it.

Difficult Times Demand Extraordinary Humanity

Sten Hansson

*There's power of life and law
faith – faith and simple goodness*

Such poetry was written by August Sang, 1914–1969, an Estonian poetry classic who deserves admiration already only because during the dark ages of the Stalin regime he put humanity first in his life and creations. Difficult times demand extraordinary humanity. Understanding the “power of life and law” is necessary also today.

“Faith” may not necessarily mean anything specifically religious or mythical. Estonian society is held together by the faith of our people that we have a future together in the shaping of which we can all participate. Even the preambula of the Constitution of the Republic of Estonia begins with words affirming that: “With unwavering faith and a steadfast will to strengthen and develop the state, which is established on the inextinguishable right of the people of Estonia to national self-determination...”

Such faith makes many people commit to their mission in the public service (which presupposes on entering the service even taking an oath to be faithful to the constitutional order of Estonia), in other institutions in the public sector, and non-governmental organisations operating in the best interests of the public. For people committed to working in the public interests, the aims, future prospects, reputation, and well-being of their state are important.

A devoted person sees development opportunities for oneself, the family, and loved ones in the state. The well-being of fellow citizens is important. Therefore devoted person participates mentally and

physically in establishing a fair society, defending internal and external peace, developing the social success and general benefit of current and future generations, and tries to ensure the preservation of the Estonian nation and culture throughout the times. They believe that it is right and necessary, and do not become frightened if someone should criticise or depreciate their work.

But the unwavering faith and steadfast will is not of much use when there is no “simple goodness” – the other half of the “formula of the power of life” by poet Sang.

“Simple goodness” means empathy in the first place – that we wish to and are able to understand the feelings and needs of other people and take them into account in our own activities. Secondly, we want to be good (or even the best of the best) in terms of our professional knowledge and skills – “simple goodness” also means competence.

We expect simple goodness from representatives of each profession, whether they are a teacher, shoe sales person, journalist, lion tamer or secretary general of a ministry. But the cultivation of our dedication, empathy, and competence must be started from only ourselves every day.





Estonian Special Mission in Afghanistan



Daniel Erik Schaer,
Estonian Chargé d’Affaires in
Afghanistan



Mariann Sudakov,
Press Secretary of Press and
Information Department,
Ministry of Foreign Affairs

Interview with Daniel Erik Schaer

The special mission of the Republic of Estonia in Afghanistan started in 2006. At first it operated in the centre of Helmand province in Lashkar Gah. The first Estonian Chargé d’Affaires in Afghanistan was Toomas Kahur. Starting from 2007 the representation was moved to the capital of the country, Kabul. In 2008, Harri Tiido the Deputy Secretary General in Political Affairs of the Ministry of Foreign Affairs was appointed as the Estonian Ambassador in Afghanistan who resided in Tallinn. In March 2008, a healthcare expert who works in Lashkar Gah joined the mission. The special mission is responsible for all civilian activities in Afghanistan focusing on bilateral relationships, development co-operation, and the restructuring. At the moment the Estonian Chargé d’Affaires in Afghanistan is Daniel Erik Schaer.

Why is it important for Estonia to be represented in Afghanistan?

Estonia has several important reasons for being in Afghanistan. Firstly, we participate with partners in the most important foreign mission of NATO in Afghanistan – ISAF¹ mission – 150 members of the Security Forces to help Afghans stabilise the security situation in the country, including the fight against terrorism and drug smuggling. Most of Estonian members of the armed forces serve in the Helmand province in Southern Afghanistan where for a long time co-operation with British soldiers has been going on. The Helmand province is one of the most problematic areas in Afghanistan in terms of security.

Additionally, overall re-building of the state of Afghanistan is very important. Afghanistan is one of the four development aid priority countries for Estonia. From the Estonian civilian contribution almost three quarters are aimed at re-building the medical system of the Helmand province. The Estonian healthcare expert, whose job is to co-ordinate the reception of international medical aid, also works in Helmand. We have several development co-operation projects, for example, on the civilian side we also participate in the European Union police mission EUPOL.

How does an Estonian Chargé d’Affaires’ typical work day look like and how does it differ from a job in any other Estonian foreign mission?

There is a lot to do and a lot of meetings. It is important to maintain relationships and ties with everybody, and to exchange information. There are a lot of meetings with the European Union, NATO, UN and other international contributors, and with representatives of the authorities of Afghanistan. There are several such meetings each day, and an overview of everything must be reported back to Tallinn. A couple of times a year more important visits take place where, for example, representatives of the Estonian government arrive to Afghanistan. Planning and organising of visits is also a very important part of the job.

As a principal difference of the Estonian foreign mission compared to others is the bigger importance of development co-operation. In addition to developing the aforementioned health field, we support, for example, the establishing of the new building of the Kabul University Afghanistan Centre, and the supplement of the Afghanistan national archives and the mobile library. The main difference from other Estonian foreign missions lies in the security, everything else is usual. Meetings and trips must be planned ahead all the time here, you cannot just go for a walk. I usually drive to meetings and move around with two armed members of the close distance protection unit, and an armoured vehicle. Since I work in the special mission in Kabul alone, aside from everything else I must also deal with administrative issues and accounting.

What is the most important for you about your job?

I think the wish of Estonia to help and the transparency of that help. Helping people is very important. Our niche here as a small country differs somewhat from the big countries since the possibilities for funding projects are smaller. Therefore we can undertake things, which the big countries might not be interested in, for example, contributing to supplementing Kabul’s mobile library.

We definitely plan to continue developing health care. We are looking for new projects and opportunities. From more interesting ideas we could point out the distribution of emergency kits to schools, and the basic health care training for teachers who would pass the knowledge on to students. We also plan to continue with

1 ISAF – International Security Assistance Force in Afghanistan. Starting from 2003 Estonia participates in International Security Force (ISAF) led by the NATO, which has by today become the most important foreign mission of the Alliance. As a member country of the NATO, the participation in ISAF is one of the priorities of Estonian foreign policy.

developing the field of education.

What have your contacts with the locals been like?

Human relationships, as many as there can be in the current situation, are very important. Here, also the consistency is important. People are really friendly in Afghanistan. When we went to South (Helmand, Lashkar Gah) for the first time, the healthcare expert (back then Argo Parts) took us to the Bost hospital. Among other things, Estonia has supported the operations of the Afghanistan Malaria Centre, and in the Bost hospital we met one of the doctors who works in that centre. The doctor's wife had made preparations for our arrival and hospitably set the table with chicken marinated in peppermint and other things. It is a big thing when you are welcomed and treated like that on the first day. It is also a sign of the quality of work done so far and how many good relations have been established.

Afghanistan is a very beautiful country and the people are very friendly. I hope I can come back here some day as a tourist.



Daniel Erik Schaer and representatives of the Bost hospital
Photo: Ministry of Foreign Affairs

Estonian Chargé d'Affaires Daniel Erik Schaer keeps a blog of his activities in Afghanistan. You can visit the blog at <http://blog.vm.ee/>

A Glimpse into the Daily Work of an Official of Labour Market Board

Photo: Tairu Lutter



Inna Erik,
Head of Lääne-Virumaa Department,
Labour Market Board

Everyday work of a county department of the Labour Market Board is miscellaneous and often very intensive. The main task of head of the department is to ensure fluent operation of service starting from the moment a person enters the department. The client cannot feel that they are in the "wrong place" when they have decided to ask for advice and counselling. It is important that they feel cared about and that together it is possible to find a suitable solution to their problem. However, there are plenty of problems, especially during the current financial crisis and time of increasing unemployment.

Losing a job may also bring about an emotional crisis and vulnerability, therefore the officials' communication skills, empathy, and fluent division of work are very important. We have tried to avoid struggling and waiting lines at the information desk – when they occur, an available colleague rushes to help. A couple of years ago we installed a play corner for children in the service hall with colour books and toys – this enables the parent of a small child to talk to the consultant without interruptions.

When the institution has a good reputation and the attitude of the officials is encouraging, the unemployed person is also co-operative and understands that there are no hopeless situations. A good example of how an apparently difficult situation may turn out to be the start of something new comes from last summer when in a small town the grocery store employing five people closed. The manager received encouragement and support for his new business idea to open a home kitchen in the same facility. He participated in our entrepreneurship training programme, compiled a business plan, and received start-up grant of 70,000 kroons. He said that he would not have had the courage to carry out his dream about his own company if they had not lost his previous job.

The start-up grant that has been entitled to 15–20 applicants a year based on a business plan, is only one of the thirteen labour market services. To support the client, often one service is not enough, and for sustainable continuation of work it is necessary to combine several measures. Continuing with the previous example - for the company established with the assistance of the grant, we suggested a young unemployed person as the cook's assistant in the framework of professional traineeship, which enabled the entrepreneur to train the suitable employee with the assistance of the state. After the traineeship we are considering the possibility to employ the trainee at the employer by the aid of salary support scheme. This way the starting entrepreneur will not face difficulties at once and their trust in the Labour Market Board will increase.

From us, dealing with such comprehensive questions demands co-operation of the whole department, thorough discussion of

cases and selecting the most suitable action plan for people who turn to us.

I am especially happy for the success of those clients whose options on the labour market are limited because of a handicap. I will present an example of a woman with a speech defect who had been unemployed for a while and who did not have a speciality. She also had problems with job interviews. As a result of a consultation, she participated at a maid training course, which she successfully completed. The counsellor accompanied her to several employers to help out with the job interviews. A four-month professional traineeship was agreed as a result of which the employer hired the woman by the aid of salary support scheme.

Employment mediation is successful only when the employers of the county department are known, they are communicated and held meetings with. We make site-visits to get acquainted with employers and their work conditions to deliver more thorough information to our clients. We also send the job-seekers to open house days at companies. Our department holds annual labour and occupational fairs with employers and vocational schools which have become a tradition.

Establishing and shaping of relations can be considered one of the keywords in the managerial work. The ones directed outside the department – establishing an open and trustworthy com-

munication with local governments, various unions and training institutions – but also the ones directed towards the department – maintaining positive relationships and atmosphere among the personnel. Good relations with job-seekers, employers and your own colleagues foster finding best solutions that support the increase of employment in Estonia.

I also think that it is very important for people not to be left in “no-man’s-land” with their problem if solving it is the responsibility of another agency. It is often so – there are many legal acts concerning the social field, over-regulating causes too much bureaucracy and loses the person from sight. Many overlapping action and coping plans must be compiled for a long-term unemployed persons by both the social worker of the local government and also the official of the Labour Market Board. Social workers often visit the Labour Market Board – whether youngsters who dropped out of school need to be found a job or traineeship or to find a possibility to practice working for a long-term unemployed persons.

I have been working in labour market institutions for a long time and thanks to my team, I have also developed as a manager. I admire my colleagues every day – despite the stressful job and piles of paper waiting to be filled in, they still have a lot of enthusiasm and willingness to help, which gives the security that they always put the person in need first.





Co-operation in the Area of Public Service Human Resource Management

Anu Peljo,
Adviser of Department of Public Service,
State Chancellery

The system of Estonian public service is rather decentralised and each organisation separately is responsible for arranging the human resource management. The responsibility for developing public service has been divided between the State Chancellery, Ministry of Justice, Ministry of Finance, and Ministry of Internal Affairs. The tasks of the State Chancellery in developing the field of human resource management involve the co-ordination of the recruitment, selection and evaluation, training and development (including the recruitment, selection, and evaluation of top officials) of public servants, and co-operation of personnel and training managers, and co-ordinating the collecting of public service statistics. The department of public service of the State Chancellery deals with the mentioned topics.

Co-operation and conscious co-ordination are the key factors for the success of a decentralised system. A systematic overview of the public service and development needs of the officials are requested both internally by the public servants, and also externally. It is important for the personnel specialists of various agencies to be aware of the developments on different levels, to be able to establish and improve valuable contacts, exchange views and ideas on important topics, and share best practices. Therefore co-operation in the field of human resource management is one of the priorities of the Department of Public Service of the State Chancellery. We have created several different opportunities for the operating and developing co-operation.

Co-operation of Personnel Specialists

Co-operation among personnel specialists has several forms. Quarterly information days are held for the information to reach an audience as wide as possible. Information days that are free of charge take place in Tallinn as well as elsewhere (for example, in Tartu), and are open to all personnel specialists of the public service. At information days, different topics are discussed, starting from introducing draft legislation and different projects to practical recommendations about how to support the management and personnel in change management process, or how to plan time that seems to be disappearing.

Comment by a participant: I received new information, also the pointing of the direction from where it is possible to find info, if necessary, was excellent.

In addition to information days, trainings and seminars on important topics are held for personnel managers and specialists. The main emphasis of the seminars is on sharing best practices. For example, experience is shared about how to market competition advertisements, how to carry out an interview, what is the value-based management and how to implement it or how to hold negotiations as personnel managers, and discussions are held also on many other important topics.

Comment by a participant: A lot of useful knowledge both for work, and also daily life. Knowledge about how to achieve positive results with the opposite party at negotiations.

In the spring of each year the traditional spring seminar for personnel managers is held. The aim of the spring seminar is to give a thorough and systematic overview of the newest trends in a specific field of personnel work. Thus, in the recent years, for example developing of competence models and compiling of personnel strategies have been more thoroughly examined. At the 2008 spring seminar, the focus was on mentorship and supervision.

Comment by a participant: I received many ideas how to carry out the discussion of the organisational development plan. The large proportion of practical work gave added value to the importance of the topic.

In January 2008 the co-operation body of personnel managers, Personnel Managers Society (PMS) was established and by the end of

the year the society had already 24 members. PMS operates independently and its activities are co-ordinated by the council elected each autumn. The aim of the society is to support the development and valuing of human resource management in the public service, and to increase the professional know-how of the members of the society and other personnel specialists. Regular meetings of the PMS take place in afternoons in rotation in one of the state or local government institution. One topic of the agenda always involves the overview of the activities of the organisation that is hosting the meeting.

Please see more information about the society at www.avalikteenistus.ee/pjs.

Comment by a member of the society: How have I benefited from such a co-operation form? First of all, I must admit that during the previous six years in the personnel work in the public service I had not met so many colleagues of the same field as I have with this last year. It is much more pleasant to do the job if there is someone to consult, ask for their opinion, discuss, share experiences with. I have been able to visit, see and hear immediately how other organisations operate, what the principles of the employment and human resource management in those organisations are like.

The round tables of the ministries are flexible and unofficial forms of co-operation aiming to consult the personnel managers of ministries about important matters and involve them in the development of the public service. At the recent round tables, the draft legislation of the new Public Service Act has been introduced, and discussions about the further development activities of the electronic personnel accounting of the public service have been held.

Sometimes it is important to forward information to colleagues, which is urgent by nature or does not presume a discussion (for example, notifying about the trainings or recruitment needs). The mailing list personal@riik.ee of the personnel specialists of the public service is used for forwarding such information.

In December of 2008, the first newsletter of personnel management was published. The newsletter contains news and information about previous and upcoming events, examples of best practices and experience of other countries, overviews of scientific articles or surveys carried out in Estonia or on the international level, etc. In the first number, co-operation partners of the newsletter were introduced: Assembly of Training Managers, the PMS, Department of the Public Service of the State Chancellery, Department of Public Administration of the Ministry of Finance, Legislative Policy Department of the Ministry of Justice, and the Centre for Public Service Training and Development of the Public Service Academy. Each of them has their own column in the newsletter.

The newsletter was established and will continue to be compiled in tight co-operation of the representatives of columns and also all interested parties. The newsletter is published electronically and can be accessed at www.avalikteenistus.ee/?id=14991.

Co-operation of Training Managers

Similarly to personnel managers, there is also co-operation between training managers. Assembly of Training Managers was established already 8 years ago when 23 founding members approved the principal activities and goals of the assembly. The Assembly of Training Managers assembles employees who deal with developing personnel and trainings in administrative agencies. The Assembly of Training Managers has three main goals: firstly, to raise awareness about the principles of life-long learning and valuing the development of human resource in administrative agencies. Secondly, to support the administrative agencies in achieving their goals by developing an in-service training system and creating a beneficial learning environment, and thirdly, to develop the specialised knowledge and skills of its own members.

Members of the assembly meet each month to exchange experience and to solve problems that have risen. In autumn and spring two-day seminars are held where significant topics are discussed and new training locations or trainers are introduced. Members of the assembly are each other's supervisors, consultants, and teachers, using the diverse work experience in the training field and different educational background.

International Co-operation

In addition to national co-operation it is without a doubt essential to know how personnel management functions in other countries and what we could learn from each other. Aiming at exchanging practices a study seminar for training managers was held in Ireland, and a study seminar for personnel managers in Finland in 2008, where the participants met with colleagues from the Ministry of Finance of Finland, State Office (*Valtiokonttori*), and training centre HAUS. At the study seminar, the Finnish public service, its development, and the activities of the human resource management were introduced. Experiences were exchanged among other topics about the tasks of the public service human resource management, strategies of developing management, remuneration policy, values and public service ethics. The training facilities and possibilities were also introduced at the training centre HAUS. In addition, the participants attended the Finnish Personnel Managers' Forum where they made a presentation about human resource management system and challenges of Estonian public service.

Other countries have shown interest in the best practices, experiences, and challenges of the Estonian public service human resource management, therefore we have been hosting delegations from Georgia, Vietnam, Norway, Croatia, Bulgaria, and Tadjikistan.

It is definitely necessary to continue international co-operation and the exchange of best practices. In addition to establishing contacts in the field of human resource management in different countries, the Department of Public Service of the State Chancellery is also involved in several international human resource management co-operation networks. For example, working groups established by the European Union - Public Administration Network Human Resource Working Group (EUPAN HRWG), and European Personnel Selection Office (EPSO), additionally the European Union Staff Regulations working group. Estonia is also a member of European Institute of Public Administration (EIPA) and the Department of Public Service of the State Chancellery participates in the work of

the EIPA Council.

Conclusion

Even the best professionals sometimes face with situation where counselling or advice is necessary to answer the questions that have arisen. As the saying is, there is power in unions and two heads is better than one. The State Chancellery has tried to promote the operating of different co-operation forms, which can be used to deliver information related to human resource management, introduce the best practices, and exchange experiences.

Speakers at seminars, trainings and information days have often been from among the personnel specialists themselves. I would like to use this chance to acknowledge and thank them for it. At the same time, I can assure that there are many competent and

dedicated personnel specialists and managers in the public service – people who give their best in managing and developing the personnel in their organisation, and also on the wider scale so that everybody would receive the best service.

More information about the co-operation of personnel specialists and training managers can be found on the website of the public service www.avalikteenistus.ee under the sections of news and human resource management.



Personnel Managers Society on a study visit in Finland at the training centre HAUS



Essence of the Central Training Programme

Helena Kivinuk,
Adviser of Training Unit of Department of Public Service,
State Chancellery

When enhancing administrative capacity of the administrative agencies it is important that while preparing changes and new legislation, and carrying out reforms, the changes are also consciously managed and centrally pro-active training and development activities are planned, which on the one side support the successful carrying out of reforms and on the other side, enable to use training resources of the state more sparingly. Centrally, it is rational to carry out projects that are strategically important from the point of view of development of administrative agencies and the public service, which would support the significant improvement in selected areas and have a long term effect.

During 2005–2008² the central training programme aimed to support the training and development activities in areas approved annually as the public service training priorities by the Government of the Republic. The activities were aimed at shaping the public servants' uniform know-how, developing their professional skills and developing the quality of management, co-operation, and coordination. Also, the planned activities supported training of top officials whom could be considered as strategically important target group for developing public administration and increasing the administrative capacity of the state.

In addition to training and development activities, which support the implementation of innovations and changes, the programme includes the activities that have grown from development activities carried out during previous years, and also activities that continue to be included in each period's programme because they are of vital importance to the public service, such as ethics trainings, trainings for new state and local government officials, etc. Such a structure of the programme guarantees the sustainability and long-term effects of the activities.

Satisfaction with trainings in the framework of the central training programme has always been very high. About 94% of participants rated trainings very good or good. In terms of years the satisfaction percentage has been the following: 2005 – 92%; 2006 – 96%, and 2007 – 94.8%.

Both, centrally organised trainings, and trainings organised by institutions support the principles of life-long learning and favour the development of a trustworthy and competent public service where professional and ethical state and local government public servants work.

² The time period September 2005 – March 2008 was divided into three sub-periods, where the activities of the central training programme were funded from the budgets of the European Union Social Fund (75%) and State Chancellery (25%).

Training area	Number of officials trained
Public service ethics	873
Public service human resource management	422
E-documentation	86
Training about the European Union	116
Administrative capacity of the local government units	286
Quality of public services	26
Impact analysis of policies and legislation (and involvement of parties)	266
Public procurements	201
Strategic management	255
Development of public service top officials	428
Internal auditing	143
Total of officials trained	3102
Total of training budget	9,562,704.19 kroons

Table 1. Number of officials trained via the central training programme, and the budget during 2005–2008

Experience of Centre for Public Service Training and Development in Implementing Projects of Central Training Programme: Training Projects of Internal Security Agency and Prison Officers



Tanel Oppi,
Acting Director of Centre for
Public Service Training and
Development,
Public Service Academy

The Centre for Public Service Training and Development (CPSTD) of the Public Service Academy already has some co-operation experience with the State Chancellery in developing and implementing different training programmes in the framework of the central training programme. Generally, we have been dealing with “fine tuned” training programmes that have been prepared over a longer time period and are based on feedback of the target group, corresponding in every way to the main objective of the central training programme: to significantly increase the administrative capacity in the Estonian public sector through horizontal training.

In August-September of 2008, the State Chancellery submitted several extraordinary design contest notices to the CPSTD. Three of them were based on the need to support the establishing the internal security agency by merging the Police Board and Board of

Border Guard in the area of government of the Ministry of Internal Affairs, and the Citizenship and Migration Board. Eight design contest notices were connected to prisons in the area of government of the Ministry of Justice, more specifically the training of prison personnel of Tallinn, Tartu, and recently opened Jõhvi prison.

The primary aim of the training projects of supporting the establishment of Board of Police and Border Guard was to back up the merging process of two areas. The most capacious activity turned out to be the preparation of senior and middle managers for the merging activities of 2009, where the emphasis is on directing the internal working groups of the organisations to guarantee their participation, and maintaining the motivation of employees. The creating of so-called “analytics” as trainings of an input for the managerial decisions served a similar purpose, but in terms of different target groups (primarily the analytics specialists of the organisations). To promote co-operation in the area of law compliance and public order, and to guarantee the quality of the public service, trainings for border guard Board officers covered the topics of law compliance and public order.

The eight training projects aimed at the development of competences of prison officers can conditionally be divided into three parts: trainings of the psychology of prison officers whose work presumes contacts with imprisoned persons, self-defence trainings, and trainings for the officials of the Prisons Department of

the Ministry of Justice. The general objective of both projects was to enhance the professional competence to guarantee improved administrative capacity in offering public services.

What Made the Above-Mentioned Training Projects Extraordinary?

Firstly, the dimension of time. Due to the fact that the planned funding was related to the use of structural funds during the period 2004–2006 and even with the lengthening of the period of eligibility, the whole process - starting from the receiving of the design contest notices by the CPSTD, preparing tenders, initiation of the project until reporting - took place during a remarkably short period of time.

Secondly, the dimension of volume. In both cases we could assemble the sub-training projects under single denominator for ourselves, but in terms of project management resources still had to be found for the simultaneous implementation of eleven projects. Volume denominates in terms of the extraordinariness of these projects also the number of target audiences and training days, which basically had to be fitted into three autumn months of 2008.

Thirdly and most importantly, the measure of substantiality must definitely be pointed out. This is especially the case concerning the project of the governing area of the Ministry of Internal Affairs. In Estonian terms, the Ministry of Internal Affairs had started a very large-scale project of organisational changes. In terms of people involved, budgets, and impact on the offering of public service, nothing on this scale had been done before in the Estonian public sector. The implementation of the project was largely affected by the fact that the establishment of the joint agency had reached the stage by the time of the training when answers to principal questions were started to be found, and aims set for the future.

Due to the afore-mentioned, we had to seriously consider our capability to start working on such large-scope and resource-demanding projects in CPSTD. The small staff (eight employees) had already planned several training projects to the autumn. Developing, staffing, and implementation of high quality trainings programmes take usually more time. We still dared to take on the projects and based on our evaluation, several important lessons can be pointed out.

The most important of them is definitely the recognition that prioritisation on the highest management level is necessary for a capacious in-service training project. The officials on key positions in the ministry and executive agency must understand the objec-

tive of the project, its content, and at the same time also, how by means of the in-service training the important objectives of the organisations will be attained. In that sense, in-service training is part of the management process that offered added value. It is nobody's private pleasure to be tolerated in the interests of political correctness ("because trainings are important ..."). To balance the previously mentioned, on the opposite: in-service training is not a magic wand that in a short time solves all problems originating from the structure and culture of the organisation.

Secondly, the importance of co-operation and trust can be recognised. Important keywords on one side are tight co-operation between ministries, institutions, the State Chancellery and lecturers, and on the other side, the preparedness to change the plans, if necessary, find time for meetings and stick to the deadlines. In terms of success of capacious projects, it is important to trust that all above-mentioned aspects work, and that involved parties make the maximum effort. Co-operation and trust were on the central elements in the implementation phase for the projects to be successful.

In conclusion, it can definitely be said that in quantitative terms these projects of central training were successful: with minimum time, the maximum effect was achieved in terms of the target group and training days. Training projects with such large scopes involving different organisations and even different geographical locations are not initiated or implemented very often. However this time. In qualitative terms, from the point of view of achieving objectives of different sub-projects, at least based on the feedback of trainings an initial positive assessment could be given. The target groups understood the need for the training, appreciated the work of lecturers highly, and in most cases foresaw also a positive implementation practice. The organisations must find out the long-term effects of the training when the internal security agency has started functioning and new senior and middle managers have been hired, also prison officers have put the knowledge and skills received at the training into use in their work.

The initiative of the State Chancellery, Ministry of Internal Affairs and Ministry of Justice can only be acknowledged in starting such projects, which value in-service training as a preventive measure in implementing strategic changes. In the form of the above-mentioned and also other central training programmes, CDTPC has the experience of managing and carrying out wider public servants training programmes, which are very important for planning future training projects in terms of the continually changing and developing public service.



Comments of the projects' partners

As a manager I think that when making changes it is important to think through and analyse all stages of the process and as a result of that uniform opinions should be formed. In daily work, it is not possible to try out all stages of change management – need, future vision, preparation, implementation, evaluation. The organised training, however, was the perfect opportunity for it.

Implementation of changes is successful only when the team is oriented towards the objective, and the training also gave a good overview in that respect. Additionally, the managers and the management itself must be ready to change! The change currently ongoing, in the framework of which the training was held, is special because the planned change merges history, different working cultures, and memories. I received affirmation for myself once again that involving of employees, giving overviews and feedback about the developments is the key to success.

Elmar Vaher,
Police Chief of Northern Police Prefecture

Before attending the corresponding training and based on my experience in the Border Guard Board, I was of the opinion that specialists who are very familiar with the topic deal with compiling analyses. But during the training I found out that for compiling a good analysis the team must contain excellent specialists and also analysts with special education. Only in such cases it is possible to carry out analyses in organisations that support the senior managers in making decisions, by being based on an adequate analysis.

As an added value, the established contacts with specialists of other organisation must definitely be pointed out, especially from the Police Board with whom tight and effective co-operation has continued after the training. Especially in establishing the information system TEEM.

Rando Kruusmaa,
Border Guard Captain, Board of Border Guard

The Police Board participated rather actively already in the preparing of the analysis training. Under the instruction of the trainer by using data of our own organisation it was possible to get acquainted with different analysis techniques. We received several ideas about creating prognosis models. For example, we analysed the patterns of offences and based on that, evaluated the possible share of juveniles in undetected crimes, and whether it is an increasing or decreasing trend. This provided the management with the basis for the decision that dealing with juveniles should be a higher priority to catch the juveniles on their first offence, and prevent them from choosing the criminal path.

Marilis Sepp,
Senior Superintendent, Police Board

The training project connected to the establishing of the joint agency has created preconditions for the border guard officers for a successful co-operation with the police. From now on, border guards have a better idea how the police solve certain situations. The training established a basis for taking co-operation to the next level. In the light of the acquired knowledge, the police and border guard understand each other's tasks better, which make co-operation easier, and help to grow into one organisation.

Rein Orav,
Border Guard Colonel, Chief of Staff

Estonian prison service has undergone comprehensive changes in the recent years: the security and safety of prison adhere to stricter requirements. Additionally, we have strengthened the rules of procedure of the prison and restrictions for prisoners. The development of the know-how and physical condition of prison officers has received a lot of attention lately.

In the near future the aim of the prison service is to develop our employees further because in prisons of the new type, the prisoners also must be treated differently. Restrictions on imprisoned persons are much tighter now: prisoners cannot continuously interact with one another, their movements are extremely limited, and supervision is strict. Without a doubt, such organisation helps to better carry out the aims of imprisonment and direct criminals on the law-abiding path. On the other side, tight limitations and strict order may result in dissatisfaction and aggressive behaviour in prisoners.

About 350 prison officials were trained in the framework of this project. Topics included for example, imposing oneself, resolving arguments and violence, and communicating with the prisoner taking into account the aims of imprisonment and the requirements for guaranteeing the security of the prison.

Elina Siimon,
Adviser of Legal and Development Division, Prisons Department, Ministry of Justice





Overview of Estonian Public Service in 2008

Angeelika Lipp,
Department of Public Service,
State Chancellery

The State Chancellery has been collecting and analysing personnel statistics of the public service already for 12 years, as long as the Public Service Act³ has been in force. Since 1999 the public service personnel statistics has been a part of the Public Service Yearbook and the tradition also continues this year. The following article gives an overview of the more important personnel indicators of the Estonian public service as of 31 December 2008⁴. The data of 2008 is also compared with the previous years⁵.

Sampling and Data Processing

First of all it is important to explain the terms *public service* and *public servant*⁶. According to the Public Service Act, public service means working for the state or local government administrative agencies. Administrative agencies are considered to be institutions financed from the state budget or local government budget and the function of which is to exercise public authority. A public servant is a person who performs remunerative work in a state or a local government administrative agency. Public servants in turn are divided into officials, support staff, and non-staff public servants. Official is a person appointed or elected to an office of an administrative agency. Support staff, however, is a clerical staff employed under employment contracts in a support staff positions on the staff of an administrative agency. Non-staff public servant is a person who is employed in the service for a specified period of time on the basis of appointment or an employment contract to perform those functions of an official or member of support staff which are not permanent by their nature.

In analysing the data, officials (such as border guard officials, police officers, officials of the rescue service, prison officers, public prosecutors, judges, assistant judges – from now on, *specific types of pub-*

lic service) whose service relationship is regulated by specific acts in addition to the Public Service Act have also been included.

Since only officials deal with exercising the public authority and their work is related to public interest, making up the majority in the public service, the following statistics analysis focuses primarily on officials.

As of 31 December 2008, there were 68 state administrative agencies in Estonia. The number of local government units was 227, which in turn were divided into 194 parishes and 33 towns. All state and local government administrative agencies have been asked to participate in the survey of the State Chancellery. To submit data, the institutions had to fill in an electronic form containing data about the number of public officials, length of service, distribution by gender, level of education, entering the service and leaving the post, and the number of posts. All government agencies responded to the survey. Concerning the local government administrative agencies all of them submitted data about the number of public officials, almost all (97.3% of local government units) submitted data correctly about the length of service and distribution of public officials by educational level, and 164 local government units (72.3% of local government units) submitted data about the entering into the service, leaving the service and the number of posts.

Overview of the 2008 public service personnel statistics is presented according to the following categories of institutions:

- Ministries with their area of government – 11 ministries and executive agencies, inspectorates and other government institutions within the area of government of the ministries (in total, 35 subordinate agencies of the ministries submitted data)⁷. Data about the officials in

3 The Public Service Act entered into force on January 1st 1996.

4 More thorough personnel statistics (without comments) is published on the Public Service website www.avalikteenistus.ee and in the appendix to the current publication "Public Service in Figures 2008".

5 Data of 2007 have been corrected.

6 Hereinafter the terms *public servant* and *public official*, *state public servant* and *state official*, *local government public servant* and *local government official* are used interchangeably.

7 The total of the Police Board includes data from 7 institutions (including the Central Personal Protection and Law Enforcement Policy and Central Criminal Police) and the total of Defence Forces data from 19 institutions. Totals of the Rescue Board and Border Guard Board have been compiled based on 6 institutions. The total of prisons was compiled based on 5 prisons, and of courts based on 4 county courts, 2 administrative courts, and 3 circuit courts.

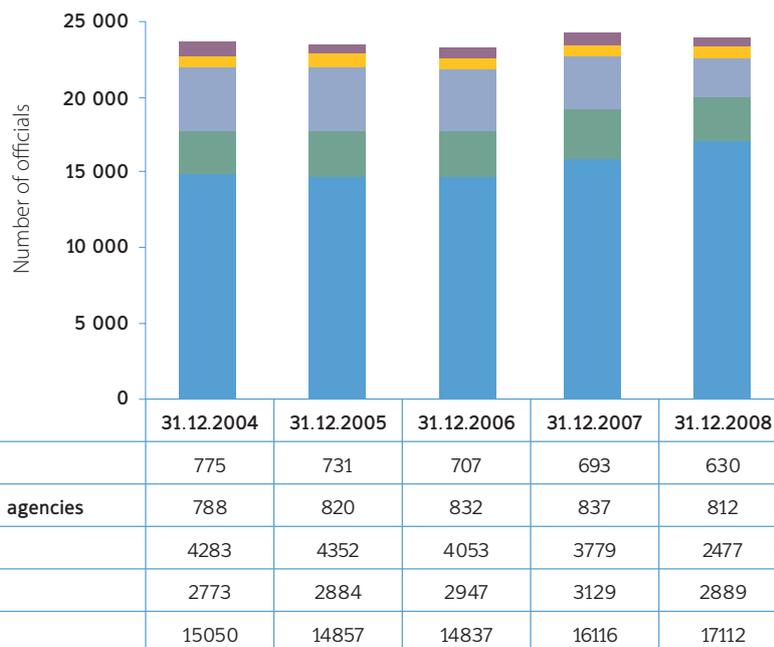


Chart 1. Number of state officials according to institutional groups 2004–2008

specific types of public service are also described here;

- Constitutional institutions and the State Chancellery with its area of government – Chancellery of the *Riigikogu*, Office of the President, Supreme Court, National Audit Office, Office of the Chancellor of Justice, and the State Chancellery. National Archives under the administration of the State Chancellery is also considered as a constitutional institution;
- County governments – 15 county governments;
- Local governments – 33 towns and 194 parishes.

Data Characterising the Staff of Public Officials

As of 31 December 2008, 23,920 public servants (Chart 1)⁸ were employed in state administrative agencies (including specific types of public service), and 5,464 public servants in local government administrative agencies. Thus, as of December 31st 2008 in total 29,384 public servants were employed in the public service.

The total of state and local government officials decreased by 619 officials compared to 2007. In 2007, the total number of public officials was 30,003 (state and local government officials).

Since 2005 it has been studied how many non-staff officials have worked in administrative agencies in a year. When in 2005 and 2006 the number of non-staff officials formed about 2% of the officials of the state administrative agencies and in 2007 the corresponding indicator increased to 2.5%, then in 2008 there were 636 non-staff officials or 2.7%. With the officials in specific types of public service, the non-staff officials form 3.2% of the state officials.

In 2008, the number of officials decreased in most administrative

agencies. When in 2007, 23,023 officials worked in ministries and their area of government then in 2008 the figure was 22,478, therefore we can conclude that in this institutional group the number of officials decreased by 545 (2.4% in total). In ministries there were 3,129 officials in 2007, but in 2008 the number decreased to 2,889 (7.7% in total). Similarly to ministries, the decreasing of officials characterises also the county governments. In 2008, the number of officials in county governments decreased by 63, which is 9.1% compared to previous year.

In terms of administrative agencies, the number of public officials decreased the most in courts (in total by 318 officials, forming 23.7% of the court officials) and in the Police Board (in total by 320 officials, 7.2% of the police officers). In comparing the areas of government of the ministries the biggest decrease expressed in percentage appears in the area of government of the Ministry of Finance (in total 7.7%). 8.8% of officials from the Tax and Customs Board and the Ministry of Finance left the office due to the lay-offs or expiry of the term of service. In county governments, the biggest decrease in percentage occurred in the Rapla county government (the number of public officials decreased by 20%).

In terms of administrative agencies, the number of public officials increased the most in prisons (in total by 411 officials forming 31.3% of prison officers) and Estonian Public Service Academy (in total by 27 officials forming 64.3% of the officials of the institution). One of the reasons why the number of officials decreased in courts and increased in prisons could be the related to structural reforms due to which the probation supervisors previously employed in the court system commenced working in the prisons. The number of prison officers increased also because of the opening of Viru prison.

8 The number of officials in ministries with their subordinate agencies, constitutional institutions and their subordinate agencies, and county governments.

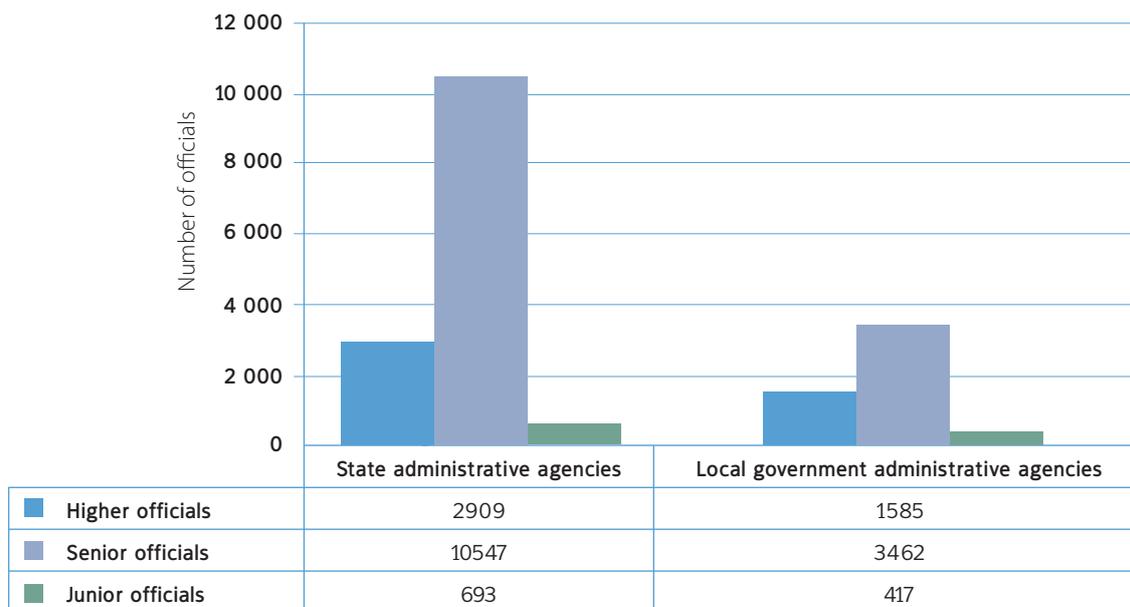


Chart 2. Distribution of state and local government officials according to the basic categories of offices of public servants in 2008⁹

Concerning the area of government of the ministries, in percentage terms the number of officials increased the most in the area of government of the Ministry of Defence (in total 8%), both in terms of the officials employed based on the Public Service Act, and in terms of regular members of the Defence Forces. In 2007, there were 2,363 regular members of the Defence Forces in the General Staff of the Defence Forces, and 1 regular member of the Defence Forces in the Defence Resources Agency. In 2008, the corresponding figures were 2,473 and 4, which shows a 4.8% increase in the number of professional military.

In local governments, the number of officials has increased by 16.

2008 brought about changes also in the number of officials in both bigger and smaller state administrative agencies. The biggest administrative agencies in 2008 were continually the Police Board (with the area of administration) in the area of government of the Ministry of Internal Affairs with 4,132 officials (including 3,128 police officers) and the Estonian Tax and Customs Board in the area of government of the Ministry of Finance with 1,941 officials. Compared to 2007, the number of officials decreased in the Police Board by 320, and in the Tax and Customs Board by 175. Administrative agencies with more than thousand officials were courts of first and second instance, prisons, Rescue Board and Border Guard Board. In 2008 the smallest state administrative agency was the Public Procurement Office with 17 officials, followed by the Language Inspectorate with 18 officials. Regarding the ministries, the biggest number of officials was again employed in the Ministry of Foreign Affairs and the Ministry of the Environment (correspondingly 552 and 467 officials), and the smallest was the Ministry of Culture with 60 officials.

In the group of local governments, the biggest local government

unit of Estonia according to the number of officials is Tallinn City Government with 1,426 officials (4 officials less than last year), followed by Tartu City Government, where in 2008, 307 officials were employed (22 officials less than last year). From the local governments that submitted data, the smallest were the Ruhnu rural municipality government in Saare county with 3 officials, and the Lavassaare rural municipality government in Pärnu county with 4 officials.

Nationality of Public Officials

Since joining the European Union (May 1st 2004) and according to the Public Service Act citizens of EU member states may also be employed as state or local government officials, provided that they correspond to the requirements of public servants prescribed in Estonian legislation. However, legal acts limit this freedom for positions related to the directing of the administrative agencies and state supervision, and for posts connected to the national defence or judicial power, processing state secrets or representing public prosecution or diplomatic representation of the country. Additionally, citizens of foreign countries cannot be employed on posts in which an official has the right to guarantee public order and security, to restrict the basic rights and freedoms of persons.

When in the end of 2007, 7 non-Estonian officials worked in state administrative agencies then in 2008 there were 4 officials with foreign citizenship in state administrative agencies of whom 2 worked in ministries and 2 in executive agencies or inspectorates.

Among the staff of local governments who submitted data were 3 officials who had citizenship of another state. In 2007, 5 citizens of another state were employed in local government agencies.

9 Here and hereafter the analysis focuses only on public servants excluding regular members of the Defence Forces.

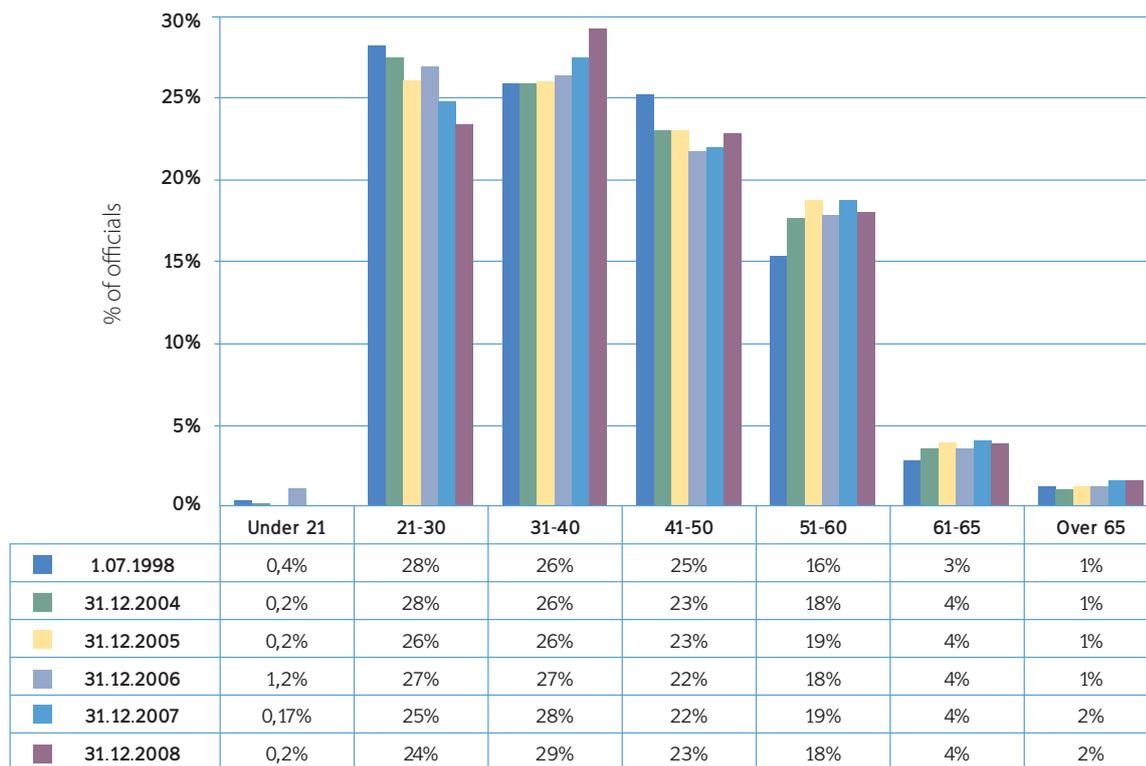


Chart 3. Distribution of state officials according to age in 1998–2008

Distribution of Public Officials According to Basic Categories of Offices

Since the officials of specific types of the public service are not divided into basic categories (higher, senior, and junior officials) as officials employed based on the Public Service Act, then in the following sections data has been presented only about the distribution of those officials for whom the Public Service Act applies.

In the end of 2008, 2,909 higher officials, 10,547 senior officials, and 693 junior officials were in the service of state administrative agencies. When 11 years ago the proportion of higher officials among all officials was 14.6%, and 6 years ago 16.1%, then now it is 20.6%. Throughout the years the most numerous has been the main group of senior officials, forming almost three quarters (74.5%) of all officials in 2008. In the perspective of 11 years the opposite trend is noticeable among junior officials who in 1997 formed one third (33.7%) of all officials, but whose percentage has fallen to 4.9% today. Such a decrease could partly be explained by the remuneration principles of the public service, which unfortunately does not enable to pay competitive salaries to junior officials. The percentage of the support staff of all officials is 8.2%.

Structure of officials of local governments showed the trend of stabilisation in recent years, also in 2008. Of all local government officials, 29% belonged to the category of higher officials, 63.4% to the category of senior officials, and 7.6% to the category of junior officials. Compared to 2007 there were no drastic changes (corresponding data 29%, 63% and 8%).

Support staff in the service of local governments formed 17% of

all local government officials, increasing by almost 1.3 percentage points in a year.

Distribution of Public Officials According to Age

In the age structure of state officials no noticeable changes have occurred in many years: Estonian officials can still be considered relatively young (Chart 3). 2008 was relatively stable in terms of distribution according to age. When last year 52.6% of Estonian officials belonged to the age group 21–40 years, then in 2008 the figure was 52.8%; including regular staff of the Defence Forces the corresponding figure was 55%. 39.6% of the state officials (including regular staff of the Defence Forces) were 41–60 years old, and 5.3% were older than 61 years. As in 2007, the percentage of officials younger than 21 years was 0.2% of all officials. In 2006, this group formed 1.2% of all officials.

The youngest public servants still work in ministries and constitutional institutions, where the percentage of officials 21–30 years old is correspondingly 32.9% and 22.2% (in 2007, correspondingly 36.8% and 25.6%). 66% of officials of ministries and 52.1% of officials of constitutional institutions were under 40 years old. The percentage of officials under 21 years was the biggest among regular staff of the Defence Forces (0.4%). Compared to other institutional groups, the relatively oldest officials were employed in county governments also in 2008. Officials over 41 years formed 76.2% of all the officials there.

41–60-year-old officials formed the largest portion of the local government officials. 8.6% of officials were older than 60 years, 20.6% were 31–40 years old, and the percentage of under 30-years was 14.3 %.

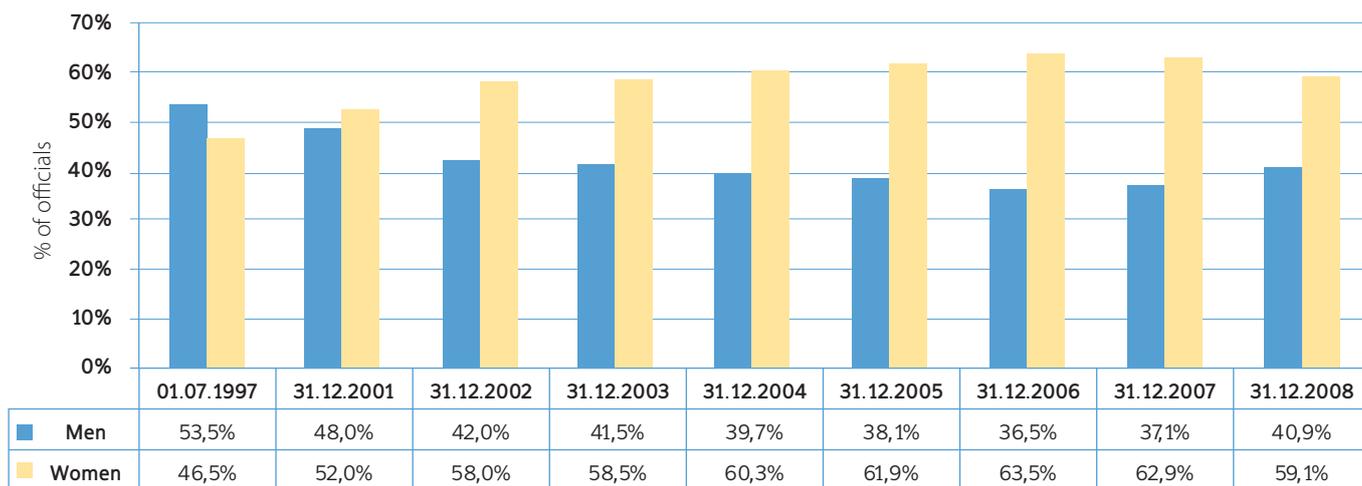


Chart 4. Distribution of state officials according to gender 1997–2008

Distribution of Public Officials According to Gender

When 11 years ago there were more men than women in the public service, and 9 years ago there was practically an equal number of men and women, then by today 40.9% of public servants are men and 59.1% are women (Chart 4). Compared to 2007, the proportion

of men in the public service has increased (in 2007, the percentage of men was only 37.1%). If we include the regular members of the Defence Forces among public servants, the proportion of men of all officials is 45.4%. It can still be said that there is imbalance in the distribution of officials according to gender.

The predominance of women is noticeable in all institutional groups.

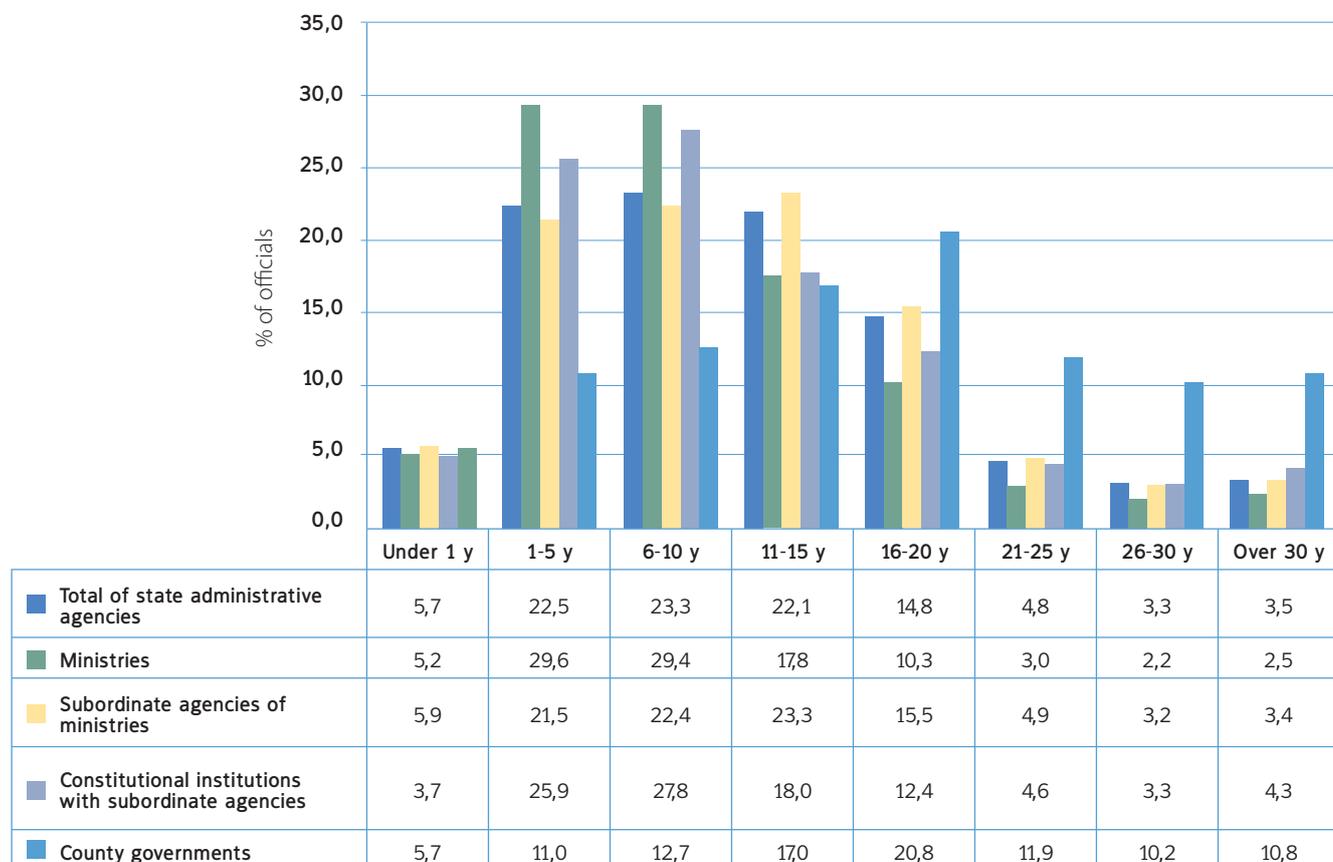


Chart 5. Distribution of state officials according to the length of service (as of 31 December 2008)

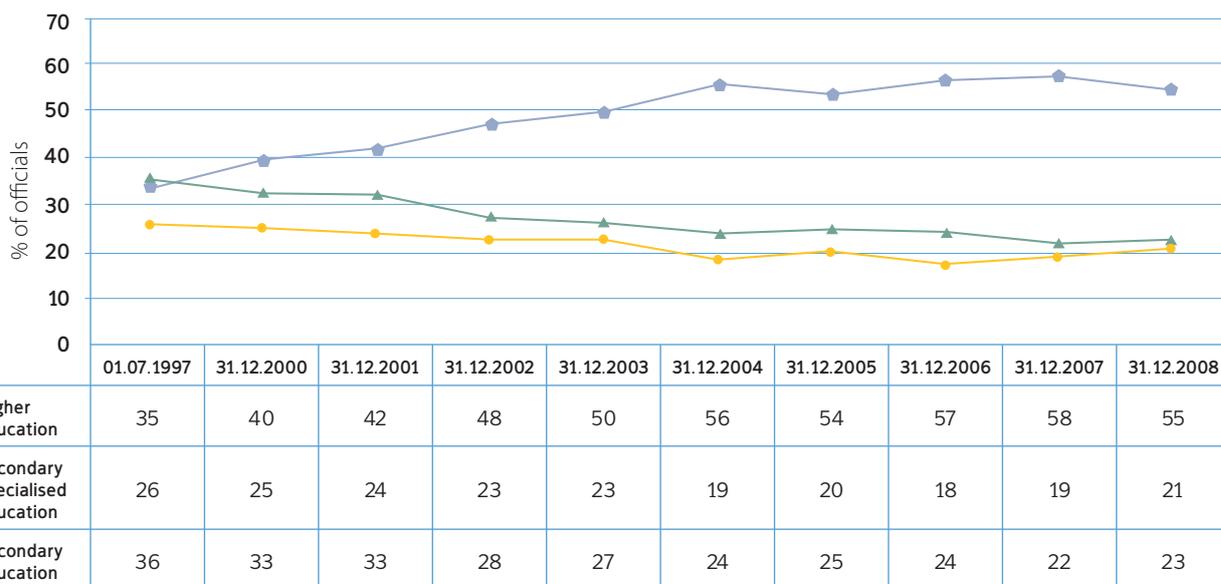


Chart 6. Division of state officials according to educational level 1997–2008

The most women work in county governments and constitutional institutions, forming 74.9% of county government and 70.3% of constitutional institution officials. In ministries, the percentage of women is 66.7% and in executive agencies and inspectorates 56.8%.

In terms of percentage most men (41.6%) were employed in public service as higher officials. Among senior officials 24.1% were men, and among junior officials the figure was 17.7%.

In the regular staff of the Defence Forces which is 84.4% made up of men, and 15.6% of women, no remarkable changes in figures have occurred. Compared to 2007, the corresponding percentages were 82.1% and 17.9% from which it can be concluded that the percentage of men in this group has decreased by 2.3 percentage points.

Concerning the distribution of local government officials, there is also imbalance in terms of gender – women form almost three quarters (72.7%) of the officials of local government administrative agencies. Proportion of men is bigger in the group of higher officials (46.1%). In the groups of senior and junior officials the proportion of women is correspondingly 78.7% and 93.8%.

Length of Service of Public Officials

In indicators of the length of service of officials, 2008 brought about fluctuations. When in 2007 state officials whose length of service was between 1–10 years formed 48.2%, then in 2008, the percentage was 45.8% (Chart 5). Compared to 2007, a 2.4% decrease could be indicated in this category. When in 2007, officials with both 1–5 and 5–10 years length of service were distributed equally – both formed 24.1% of all officials, then in the end of 2008, they formed correspondingly 22.5% and 23.3%. Since then the number of state officials with shorter length of service has decreased. Percentage of officials with length of service under 1 year has decreased by 0.9 percentage points, forming 5.7% of all officials. The most officials with length of service under 1 year were employed in executive agencies and inspectorates where they form 5.9% of officials. According to institutional groups, the proportion of most officials

with length of service under 5 years were employed in ministries and constitutional institutions, forming correspondingly 34.8% and 29.6% of all officials.

In 2008, public officials with the length of service of over 10 years formed 48.5% of all officials. Compared to 2007, the figure has increased 3.2 percentage points. Officials with the longest length of service, similarly to previous years, were employed in county governments, where the proportion of officials whose length of service is over 10 years, formed 70.7%. The least officials with the length of service over 10 years were employed in the ministries, where they formed 35.8% of all officials. Compared to 2007 the figure has increased 2 percentage points. The above-mentioned tendencies refer to a higher mobility among officials with length of service up to 10 years, and the remaining in service of officials with longer length of service (over 10 years).

In addition to general length of service, also the length of service in a given organisation of officials is presented. As of the end of 2008, 65.8% of officials have been employed for 1–10 years in a given administrative agency. At the same time, the length of service of 31.7% of officials in a given organisation remains between 1–5 years, and the length of service of 23.5% officials remains between 5–10 years. The percentage of officials who have been employed in a given organisation for under a year, was 10.6% in 2008. 31% of officials had been employed in a given organisation for 10–20 years, and only 3.2% of officials over 20 years. The most officials with the length of service under a year were employed in executive agencies and inspectorates, namely 10.8%. The most officials with the length of service of 10–15 years in a given organisation were employed in executive agencies and inspectorates (20.5% of officials), the most officials with 15–25 years of length of service in a given organisation were employed in county governments (28.9% of officials).

48.9% of officials in local government administrative agencies had the length of service under 10 years, 51.1% of officials had length of service over 10 years. The biggest proportion of local government

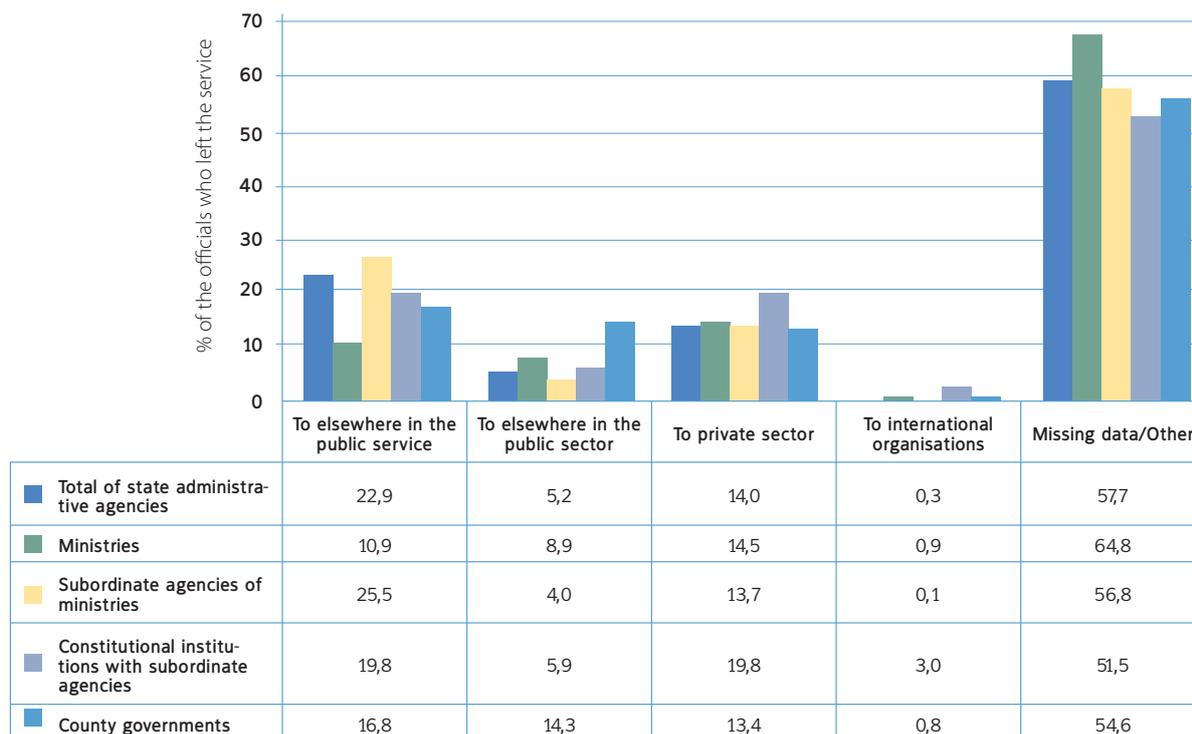


Chart 7. Distribution of state officials left the service in 2008, according to their new position

officials had the length of service 1–5 years or 10–15 years (both 22.9%). The figures of length of service under or over 10 years in a given organisation were correspondingly 58.7% and 41.3%. In terms of length of service in a given organisation, the biggest proportions of local government officials had the length of service 1–5 years and 10–15 years, forming correspondingly 31% and 20.7% of local government officials.

Distribution of Public Officials According to Educational Level

The indicators of educational level of official have shown positive development trend for a long time, however decreasing a couple of percent in 2005 and 2008 (Chart 6). Persons with higher education in the public service in 2008 formed 55.4% of all officials, being 2.9 percentage points lower than last year.

Analysing data according to the basic categories of offices (excluding the officials of specific types), a tendency towards the increase of number of officials with higher education can be noticed. In the group of higher officials, in 2008 92.7% of officials had higher education, which shows a 1.1 percentage point increase compared to 2007. From senior officials 58.4% had higher education, and from junior officials 20.5% (increase of the percentage of officials with higher education compared to 2007, correspondingly 5.2 percentage points and 3.1 percentage points).

The most officials with higher education were employed in ministries, forming 83.4% of officials in ministries and increasing 1.2 percentage points compared to 2007. The least officials with higher education were employed in specific types of public service, where 36.9% of officials had higher education, and in executive agencies

and inspectorates (percentage of officials with higher education was 49.2%). Compared to 2007, a 3.1 percentage point decrease in officials with higher education could be seen among officials of executive agencies and inspectorates.

Public servants with secondary education formed 23.2% of all officials in 2008. Their number has increased by 1.1 percentage point within a year. The percentage of officials with secondary specialised education has also increased (by 1.9 percentage points), forming 21% of officials. The most officials with secondary education were among officials working in specific types of public service (35.5%), and among officials working in executive agencies and inspectorates (26.2% of officials). The most officials with secondary specialised education were also among officials working in specific fields of public service (26% of officials) and in executive agencies and inspectorates (24.2% of officials).

There were 75 officials with basic education in state administrative agencies, which formed 0.3% of all officials. In 2007, the number of officials with basic education formed 0.5% of all officials. According to the Public Service Act, Estonian public servants must have attained at least secondary education, but an exception is made for officials who were employed when the act entered into force on 1 January 1996, and who corresponded to other service conditions and requirements of fulfilling the official duties. Since the act entered into force 13 years ago, the decrease of the number of officials with basic education is understandable.

In local governments, 63% of officials had higher education, which is the same compared to 2007 (decrease 0.7 percentage points). Among executive officers and advisers, the percentage of officials with higher education is 78.7% (compared to 2007, increase is 1 percentage point), among senior officials 60.2% (compared to

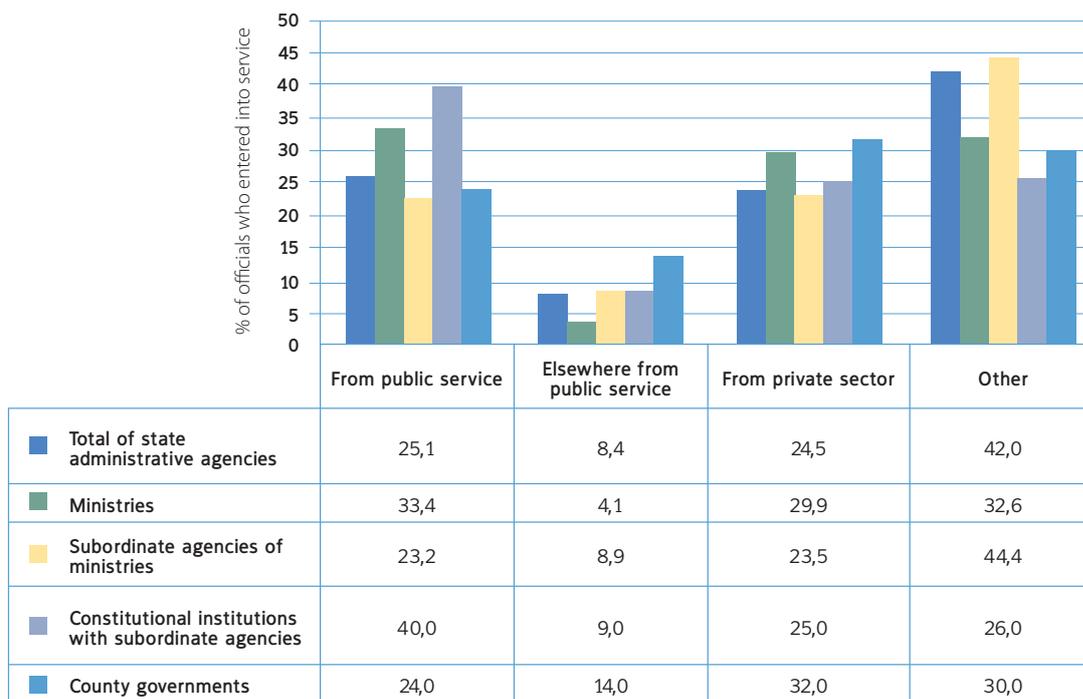


Chart 8. Distribution of state officials entered into the service in 2008, according to their previous position

2007, decrease is 1.7 percentage points), and among junior officials 27.1% (compared to 2007, decrease is 0.9 percentage points).

8.1% of all officials were attaining formal education within the adult education system. The most officials acquiring formal education within the adult education system were employed in ministries (12%), and the least in county governments (3.5%). In local governments 6.4% of officials were acquiring formal education within the adult education system.

Mobility of Public Officials

Concerning the state administrative agencies the number of officials entering into the service and leaving the service is in balance. In 2008, 2,905 officials (14% of all officials) entered into the service, and 3,030 officials (14.8% of all officials) left the service due to various reasons. Total number of officials entered into the service decreased by 1.6 percentage points compared to previous year. Proportionally, the mobility of the officials was the highest in the group of county governments (17.2% left the service and 7.2% entered into the service), followed by executive agencies and inspectorates (15% left the service and 14.9% entered into the service).

Comparing the categories of administrative agencies, the most stable mobility indicators characterise the constitutional institutions - during the year 12.1% of officials left the organisations due to various reasons. In 2007, the number of officials who left constitutional institutions was 13.8%. The constitutional institutions were followed by the ministries by 14%.

The administrative agencies were asked to specify the previous post or employer of the officials who entered into the service as well as new post or employer of the officials who left the service.

Additionally, it was studied how many of the officials left due to expiry of term of service, winding-up of administrative agency or lay-off.

10.6% of officials acquired new post in public service. This was probably related to the merging of agencies in the area of government of the Ministry of Economic Affairs and Communications, and different intra-organisational structural reforms. From the officials who left the service, 22.9% acquired new post in public service again, and 5.2% started working in the private sector. 14% of officials acquired new job in the private sector. In 2007, the corresponding figure was 23.4% and in 2006 even 26.2%. Acquiring new job in the European Union or other international organisations has decreased - in 2008 only 10 officials (0.3% of the officials leaving the service) (Chart 7). As of 2007 0.9% of officials acquire new job in the European Union or other international organisations, which shows a 0.6 percentage point decrease. Based on the figures of 2008, it could be concluded that the mobility of officials from the public service to the private sector has decreased. Rather, they acquire new post in the public service or move to the third sector (53.7% of officials leaving the service).

It is pleasant to recognise that 25.1% of officials entering into the service have previous work experience in the public service. 24.5% of officials entered into the service from the private sector, and 42% from elsewhere.

For the first time, we have calculated a more specific indicator of personnel turnover based on the data of the left officials. For calculating the personnel turnover we excluded the officials who left either due to expiry of term of service, winding-up of administrative agency or lay-off. Afterwards we divided the result by the average number of officials of the corresponding year. In 2008, 803 officials or 26.1% left due to expiry of term of service, winding-up

of administrative agency or lay-offs. Using the previously described formula for calculating the personnel turnover in state administrative agencies, the result is 10.6%. The personnel turnover was the highest among officials (13.1%) working in specific types of public service, and among officials of executive agencies and inspectorates (11.1%). County governments (personnel turnover 2.4%) and constitutional institutions (personnel turnover 8.6%) represented the institutional groups with the most stable personnel.

According to the basic categories of offices of officials, the mobility within the public service was the highest among junior officials. In 2008, there were 12.2% of junior officials who entered into the service and 13.1% of junior officials who left the service. Correspondingly there were 9.2% and 6.5% of higher officials who entered into the service and left the service. In total, there were 11.2% of senior officials who left, and 9.6% of senior officials who entered into service. The percentages of officials entering into service from the public sector were 36% among higher officials, 25.8% among senior officials and 15.5% among junior officials. The percentage of officials who entered into the service from the private sector was 29.5% among higher officials, 26.2% among senior officials, and 39.5% among junior officials. The highest (9.3%) intra-organisational mobility occurred in the category of higher officials, followed by senior officials with 5.7% and junior officials with 4%.

Conclusion

The statistics of 2008 once again indicated the fixation of the recent development trends of Estonian public sector. The personnel structure in the Estonian public service is relatively stable. The year 2008 first and foremost brought about the decreasing of the number of officials – in total by 619 officials. It could be related to the merging of agencies in the government area of the Ministry of Economic Affairs and Communications and different intra-organisational structural reforms, mainly caused by the extensive financial crisis.

In 2008, positive trend occurred among the officials who remained in the public service or in the public sector after leaving their previous position. When in 2006 most of officials leaving their position acquired new job in private sector then in 2007 and 2008 the number of officials who entered into service or acquired new post in the public service or public sector exceeded the number of officials who acquired new job in the private sector. Even though there is still a relatively large predominance of women in the distribution of officials by gender, the continuous decreasing of the imbalance could be considered a positive development trend.





Public Service Training in 2008

Helena Kivinuk,

Adviser of Training Unit of Department of Public Service,
State Chancellery

The State Chancellery has been collecting data characterising the training of public servants already from 1999. Information requested from administrative agencies and the analysis method have remained basically the same over ten years, which guarantees the comparability of data. The following analysis of training statistics presents the comparative analysis of the last five years' (2004–2008) training data of the public service.

At first, the overview of the funding of trainings in the public service in general is presented. Next, the training volumes according to training areas and training forms are analysed and finally, the training institutions with the largest training volumes in terms of time and money have been elicited.

Starting from 2005, the analysis contains the foreign aid allocated by state and local government administrative agencies for training purposes. The analysis does not include the monetary resources allocated in the framework of "National Development Plan for 2004-2006" from the priority axis for "Enhancing Administrative Capacity"¹⁰ in connection with the resources allocated into the central training programme of the State Chancellery, and resources allocated into the management training sub-measure of the local government associations, and resources used from budgets of the administrative agencies to train officials of other institutions because they form only about 1% of the total training costs of the state and local government institutions. However, the analysis contains the training volume in hours.

All state and local government administrative agencies, in which the employment is considered public service, were asked to participate in the survey of training statistics. Data was submitted by all state institutions and by 89% of all local governments.

The analysis of the data has been presented according to institutional groups – ministries (MIN), executive agencies and inspector-

ates (EAI)¹¹, county governments (CG), constitutional institutions (CI)¹² and local governments (LG).

Funding of Training

For 2008 about 6% less monetary resources were planned for the funding of trainings compared to previous year (Table 1). Planned training budget decreased in the executive agencies, inspectorates, county governments as well as constitutional institutions. The opposite development occurred in case of the ministries and local governments which planned training budgets increased about 19% compared to 2007. In total, about 16% more monetary resources (including foreign aid) were used for training activities in 2008 than a year before. Better usage of funds may be due to the fact that in many institutions, in the second half of 2008, the training budgets were reduced, therefore institutions submitted data to the State Chancellery about the decreased budgets and thus, a situation occurred in which the institutions seemingly planned fewer resources for funding trainings.

In addition to the budgetary resources, the foreign aid¹³ in the sum of 39,259,395 kroons was spent to train officials in 2008. This figure is 71% more than in 2007. The biggest sum of foreign aid to finance trainings was spent by executive agencies and inspectorates (34,631,921 kroons) followed by ministries (3,099,601 kroons), local governments (1,200,055 kroons), county governments (285,902 kroons) and constitutional institutions (497,426 kroons). The use of foreign aid decreased significantly in constitutional institutions in about 92%. Foreign aid formed approximately 28% of the monetary resources that state authorities spent on training their officials.

In total, the training budget of 2008 was 163,932,205 kroons¹⁴ (including foreign aid 39,259,395 kroons), increasing by 19.3% compared to 2007.

10 See <http://www.avalikteenistus.ee/haldusmeede>, Enhancing Administrative Capacity.

11 Including other state administrative agencies in area of government of the ministries.

12 Including the State Chancellery and the National Archives in the area of government of the State Chancellery.

13 Data were submitted to the State Chancellery only if an administrative agency had received foreign aid.

14 The sum does not contain expenses of the State Chancellery from the central training programme.

Institutional group	Year	Budget	Spent
EAI	2004	42,220,875 EEK	39,293,399 EEK
	2005	58,421,507 EEK	51,007,294 EEK
	2006	72,259,375 EEK	69,019,476 EEK
	2007	90,447,541 EEK	81,175,632 EEK
	2008	82,204,986 EEK	73,409,256 EEK
LG	2004	13,904,208 EEK	11,755,427 EEK
	2005	12,207,877 EEK	10,479,258 EEK
	2006	17,677,019 EEK	15,989,106 EEK
	2007	25,918,966 EEK	20,564,788 EEK
	2008	30,794,441 EEK	27,461,767 EEK
MIN	2004	11,798,829 EEK	10,930,371 EEK
	2005	13,829,000 EEK	13,371,767 EEK
	2006	15,950,146 EEK	15,518,779 EEK
	2007	16,806,813 EEK	15,064,252 EEK
	2008	20,048,171 EEK	17,111,130 EEK
CG	2004	2,063,794 EEK	1,758,173 EEK
	2005	1,948,070 EEK	1,741,680 EEK
	2006	2,114,320 EEK	1,860,498 EEK
	2007	2,074,140 EEK	1,964,641 EEK
	2008	1,709,916 EEK	1,502,951 EEK
CI	2004	3,785,000 EEK	3,389,947 EEK
	2005	4,130,000 EEK	3,632,466 EEK
	2006	4,670,000 EEK	4,679,285 EEK
	2007	7,246,954 EEK	7,325,681 EEK
	2008	6,033,365 EEK	5,187,706 EEK
Total	2004	59,868,498 EEK	55,371,890 EEK
	2005	78,328,577 EEK	69,753,207 EEK
	2006	94,993,841 EEK	91,078,038 EEK
	2007	116,575,448 EEK	105,530,206 EEK
	2008	109,996,438 EEK	97,211,043 EEK

Table 1. Training budget according to institutional groups 2004–2008 (in kroons)

In total, state and local government administrative agencies spent on the average of 2.5% of their annual payroll on training in 2008 (Chart 1¹⁵). In terms of percentage, the training budget from the annual payroll decreased by 0.4% compared to 2007.

In 2008, the state administrative agencies spent 937,315 kroons on the trainings of the top officials¹⁶. Training expenses of top officials formed 0.7% of the training expenses of ministries, executive agencies, inspectorates, and county governments.

In 2008, 89 top officials attended at least one training course: 13 secretary generals, 45 deputy secretary generals, 19 director generals, and 12 county governors. Average number of training hours

per participant is continually the highest among secretary generals – 94.5 training hours (18% more than in 2007), followed by the director generals with 63.2 hours, deputy secretary generals with 51.6 hours, and county governors with 48.9 hours. In 2008, the training volume per participant decreased in case of the county governors (by approximately 72%). Concerning the deputy secretary generals and director generals the average number of training hours was approximately on the same level as the year before.

Training Volumes According to Training Areas

Annual training volumes of internal auditing and education increased correspondingly by 27.6% and 22.4% (Chart 2). During

15 In 2006, 2007 and 2008, the total cost of trainings was taken as the basis for calculating the percentage.

16 Top public officials include secretary generals and deputy secretary generals of the ministries, director generals of executive agencies and inspectorates, and county governors.

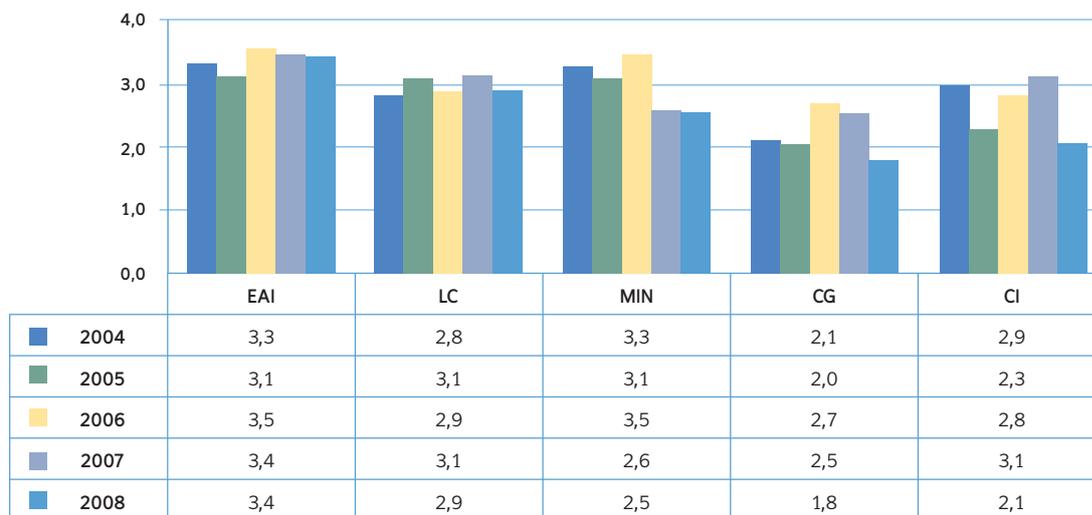


Chart 1. Money spent on training (percentage of the annual payroll) in 2004–2008

the years 2005–2006 the volume of the “other” training areas¹⁷ increased gradually, but since 2007 the opposite trend has occurred. In 2007 and 2008 the training volumes of the “other” fields have decreased by 7.3% and 72% correspondingly. In 2008, the areas with the highest training volumes were trainings connected to the main activities of the organisation, followed by language learning. The training volumes of the communication psychology and eco-

nomics were more or less on the same level as in 2007.

Induction trainings for new public servants, about which data was submitted for the third year successively, formed again on average 1% of the total training volume. Volumes of induction trainings have been on the same level during all three years. In terms of institutional groups the officials of the county governments have

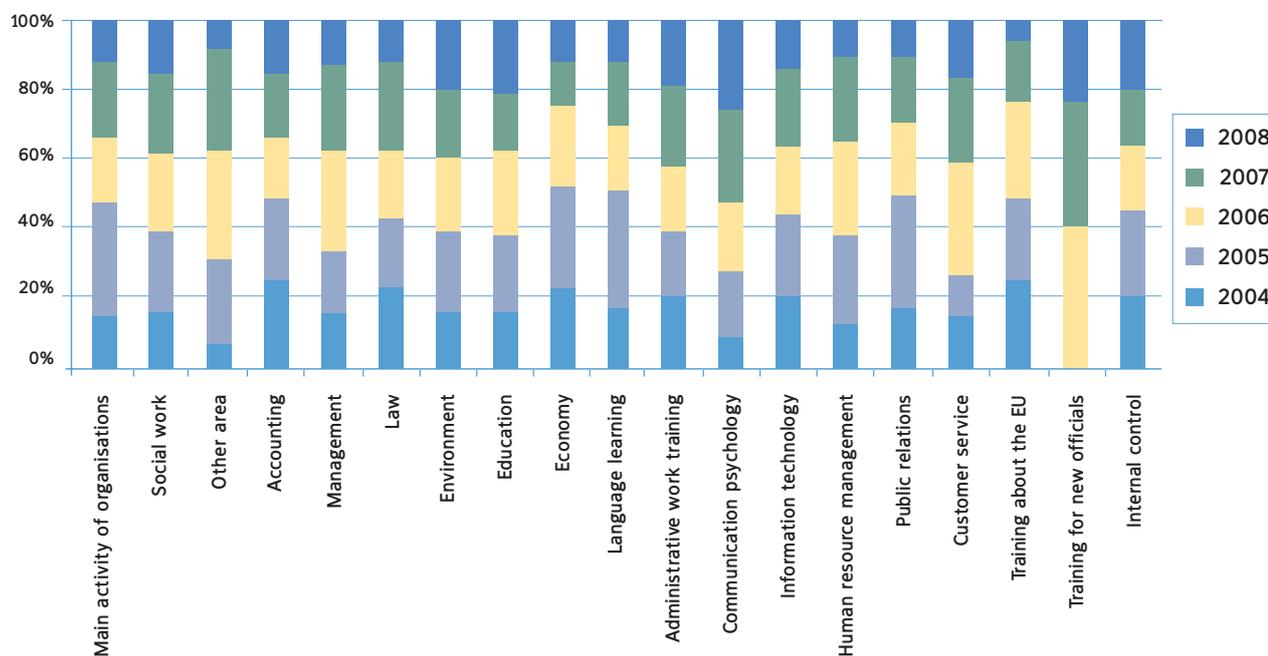


Chart 2. Training volumes according to training areas in 2004–2008

17 The training area “Other” include topics that are not covered with 18 main training areas.

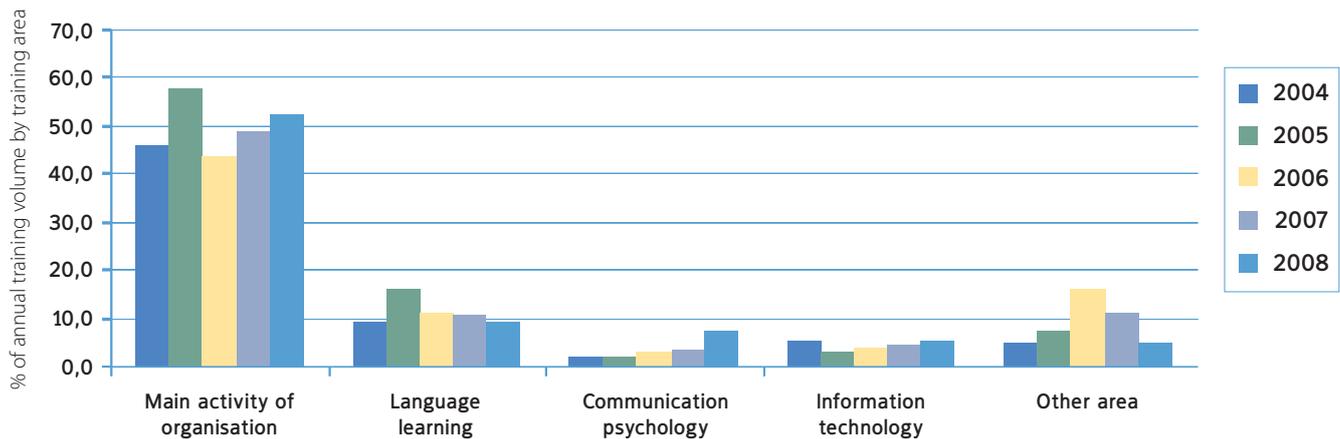


Chart 3. Five training areas with the largest training volume in executive agencies and inspectorates in 2008

most actively participated in induction trainings for new public servants - the induction training formed 1.5% of the total training volume. Participation rate of the induction training is the lowest among local government units, forming only 0.6% of the total training volume.

Concerning the executive agencies and inspectorates, the training volumes of the internal auditing and the area of education increased in 2008 (by approximately 24% and 16.7%, correspondingly). Nevertheless, those areas are not represented among the list of five largest training areas. Similarly to 2007, trainings about main activities of the organisation form the biggest percentage of annual training volume, by increasing to some extent in 2008 (Chart 3). The volume of EU-related trainings decreased the least. Similarly to 2007 the area with the smallest training volume was continually the area of education. Among executive agencies and inspectorates, the volume of the five biggest training areas formed an average 79.5% of total training volumes.

In the ministries the volume of language learning remained the on the same level as in 2007, being continually the area with the largest training volume and forming 33.8% of total training volume (Chart 4). Comparing various training areas, the volume of the EU-related trainings increased the most, still

remaining one of the training area with the smallest training volume. In terms of other training areas, the officials of the ministries participated the least in environment- and education-related trainings. Five areas with the largest training volume formed about 74.8% of the total training volume of ministries.

In the constitutional institutions, the volume of the five largest training areas formed 68.1% of the total training volume (Chart 5). Volume of the language learning remained more or less the same as in 2007, forming the biggest percentage of the annual training volume (31.3%). Officials of the constitutional institutions participated the least in training about accounting and social work. During the year there were no participations in trainings related to the area education.

In county governments the training about management has been the area with the largest training volume during the previous three years. In 2008, however, the volume of training about management fell on the fifth position, forming only 7.9% of the total training volume (Chart 6). The training volume of the human resource management increased remarkably - almost 2.5 times. Five areas with the largest training volume formed about 58.3% of the total training volume. The areas with the lowest participation were trainings about public relations and environment.

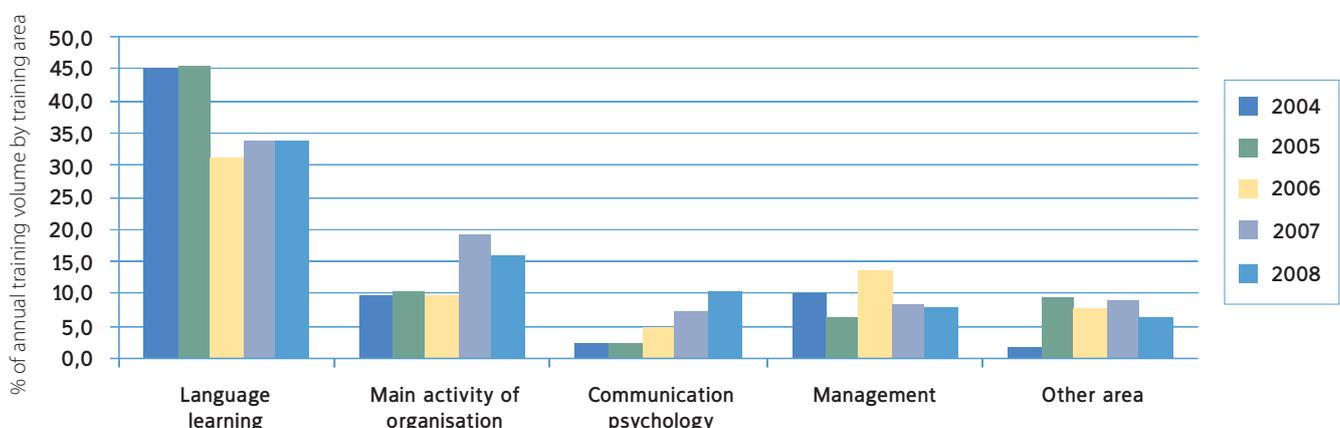


Chart 4. Five training areas with the largest training volume in ministries in 2008

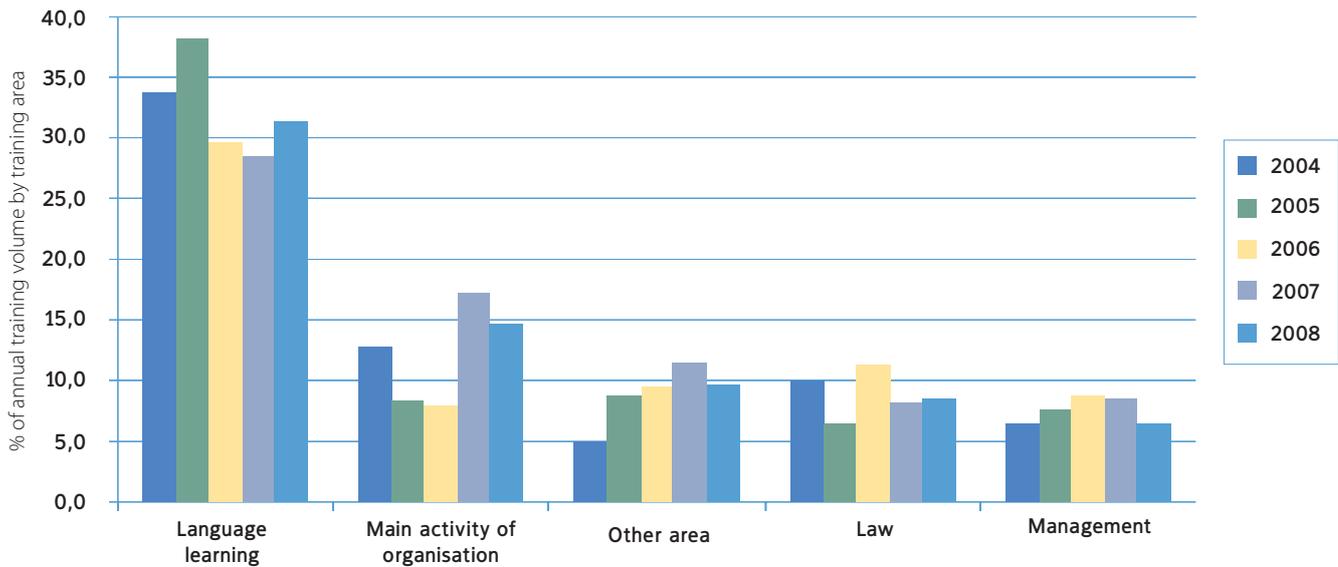


Chart 5. Five training areas with the largest training volume in constitutional institutions in 2008

In local governments, the volume of the five biggest training areas formed on the average 58.3% of the total training volume. The volume of “other” training areas decreased significantly, forming 11.5% of the total training volume (Chart 7). Area with the largest training volume was training about main activities of the organisation. Similarly to the previous two years, officials of local governments participated the least in trainings about internal auditing. While in 2007 the volume of language learning decreased significantly then in 2008 the training volume of this area increased almost 2.3 times. At the same time language learning does not belong to the five training areas with the largest training volume.

Training Volumes According to Training Forms

While in 2006–2007 the training form with the largest volume was commissioned training¹⁸ then in 2008 the officials attended more open trainings¹⁹ (Chart 8). Volume of open trainings formed about 39% of the total training volume. The volume of open trainings increased the most in local governments (by approximately 16.8%) and in constitutional institutions (by approximately 7.8%). In county governments the volume of above-mentioned training form decreased (by approximately 7.2%). In all constitutional institutions the volume of commissioned trainings remained on the same level as in 2007, forming approximately 36.4% of the total training vol-

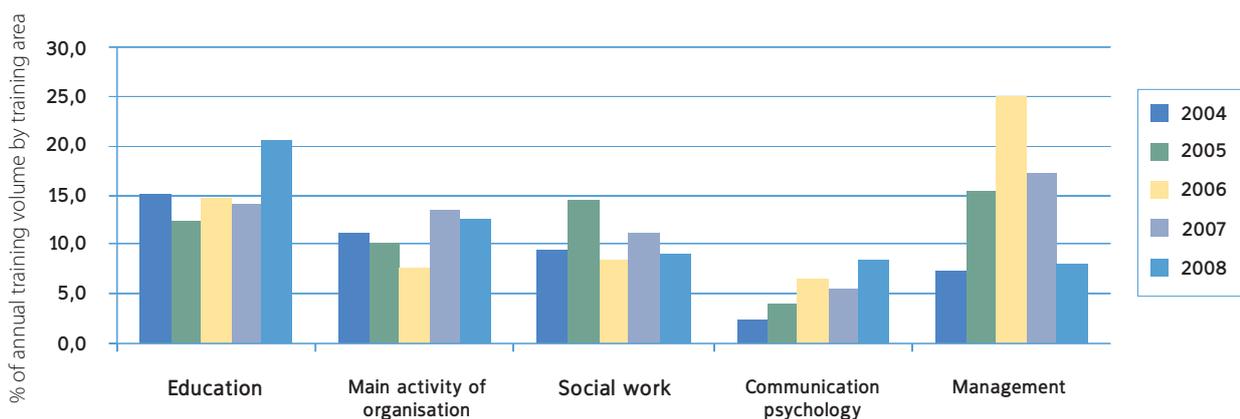


Chart 6. Five training areas with the largest training volume in county governments in 2008

¹⁸ Commissioned training – form of training in which the participants are from one organisation and the trainer is external.

¹⁹ Open training – form of training in which employees from different organisations participate.

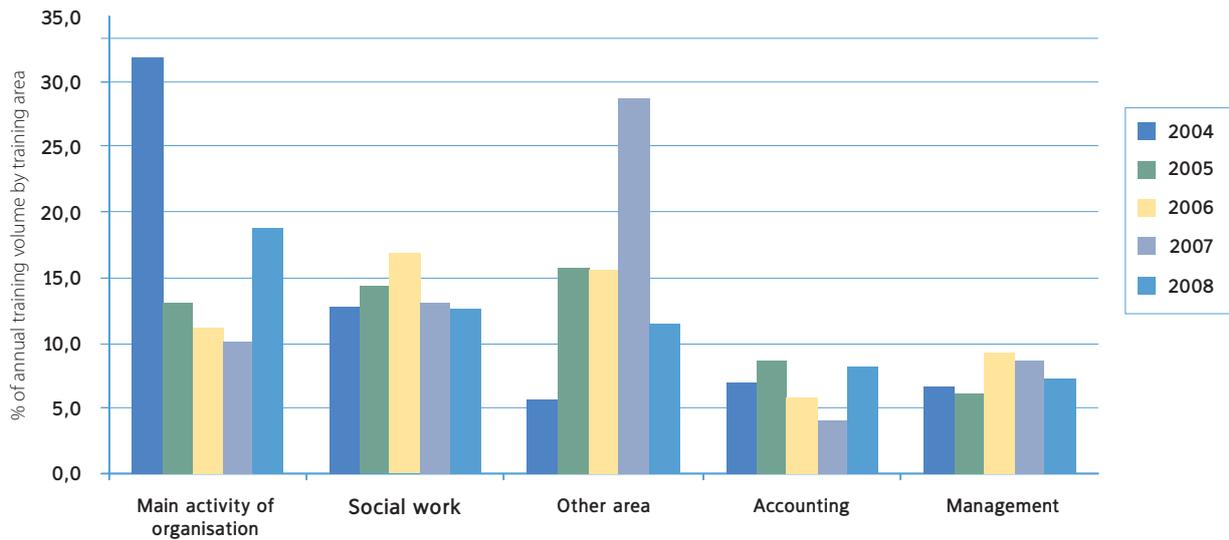


Chart 7. Five training areas with the largest training volume in local governments in 2008

ume. In local governments the volume of commissioned trainings decreased the most, namely by 12.2%. Volume of internal training²⁰ decreased by 5% forming on the average 16% of the total training volume. Volume of e-learning increased in executive agencies and

inspectorates almost by 11.8%. Volume of independent learning was continually small in all institutional groups.

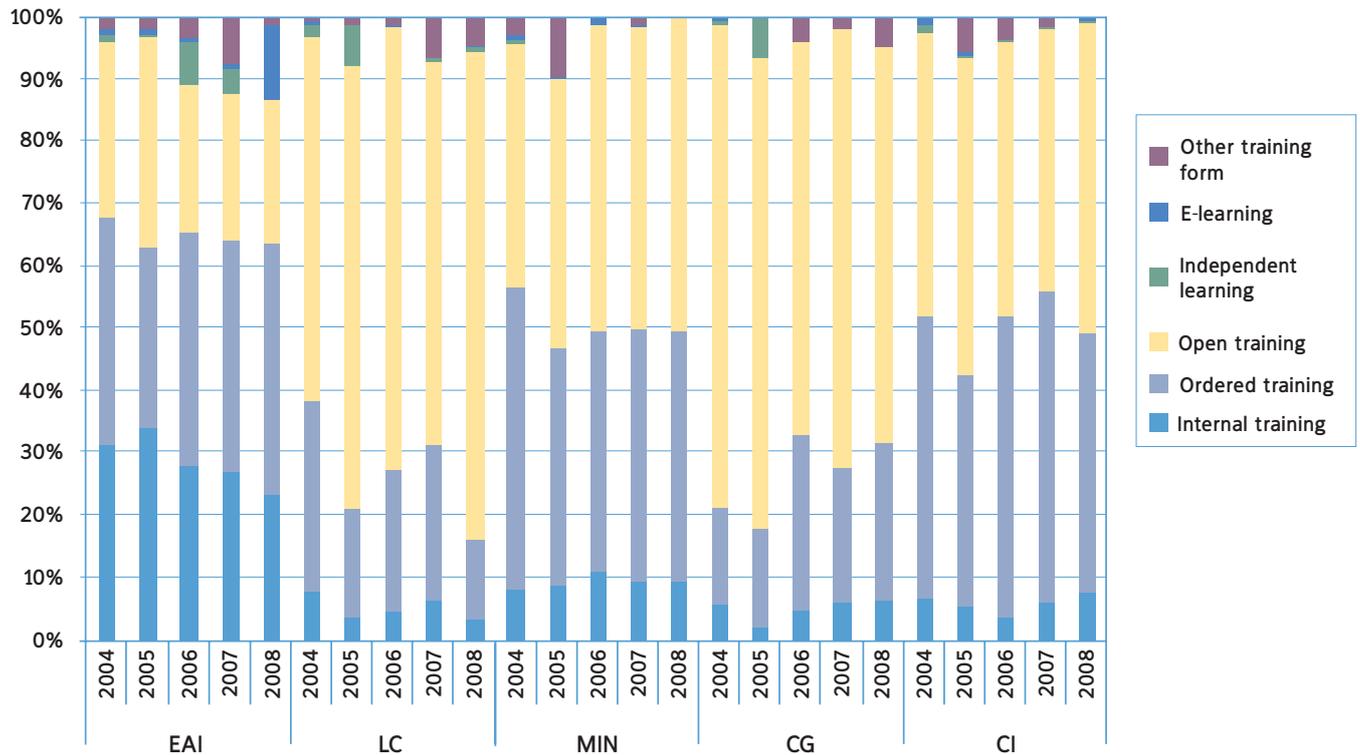


Chart 8. Volume of trainings (in hours) in institutional groups 2004–2008

²⁰ Internal trainings – form of training in which both the trainer and participants are from the same organisation.

Number	Training institutions	Training volume in kroons ²¹
1	Public Service Academy (including CPSTD)	3,226,572
2	Stern Koolitus Ltd	1,790,384
3	Invicta Ltd	1,554,488
4	Inscape Koolitus Ltd	1,462,607
5	PerCapita Ltd	1,028,889
6	Addenda Ltd	962,705
7	Äripaev Publishing House Ltd	798,175
8	Tallinn University	796,864
9	Estonian Debating Society	714,483
10	Preismann Koolitus Ltd	661,072

Table 2. Ten training institutions with the largest monetary volume

Trainers of Officials

During the last four years the trainer of state and local government officials with the largest monetary and time volume has been the Estonian Public Service Academy (including Centre for Public Service Training and Development (CPSTD)). Ten training institutions with the largest monetary volume formed 14.2% of the total monetary volume.

Ten training institutions that trained state and local government officials in terms of the largest time volume in 2008 have been presented in Table 3. Ten training institutions with the largest time volume formed 24.4% of the total hourly volume.

339 different trainers were named among five biggest trainers monetary- and time-wise.

Conclusion

The review of the training activities of previous years includes an overview of the training areas, resources spent, and the main changes in figures. In 2008, one of the biggest changes in executive agencies and inspectorates was the increase of using e-learning tools, which indicates that institutions are looking for innovative training forms that enable to save time and money and make the training of officials more flexible.

Number	Training institutions	Training volume in hours ²²
1	Public Service Academy (including CPSTD)	69,362
2	Estonian Debating Society	41,868
3	North-East Border Guard District	29,151
4	Personal Protection Service	21,604
5	French Cultural Centre	20,691
6	Northern Police Prefecture	18,846
7	Estonian Law Centre Foundation	12,438
8	Southern Police Prefecture	12,385
9	International Language Services Ltd	7,426
10	Northern Border Guard District	7,414

Table 3. Ten training institutions with the largest time volume

²¹ The collected data do not reflect the total monetary volume of training institutions in absolute figures, but proportionally.

²² The collected data do not include the total time volume of training institutions in absolute figures, but proportionally.

Even though the resources planned for the training and development in 2008 were somewhat smaller than in previous year, the resources spent have increased from year to year, also in 2008. The use of foreign aid increased significantly in 2008, namely by 72%, which indicates that institutions have started to use alternative training resources in addition to their own budget.

As in the previous years, in 2008 the trainings about main activities of organisation were with the largest training volume, followed by

the language learning and communication psychology. In 2008, the volume of "other" training areas decreased significantly. It could be expected that the institutions have specified the contents of the trainings more accurately and do not take the easy way out by marking "other" as the training area.

The State Chancellery thanks everybody who responded to the survey!





www.avalikteenistus.ee

