



Managers' training evaluation in the context of Portuguese public sector

Toulouse

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Introduction

- In addition to applying public policies set by governments, Public Administration also plays an important role in its definition, being the link between political power and the citizen
- It is therefore important that public organisations become highly qualified, particularly within the designated “top public management” which is composed of people who perform their duties with great impact in the governance process . In this sense it is important that these professionals hold the necessary skills to carry out these functions.
- Portugal established as a requirement for the development of managerial functions specific training for managers of public administration for the first time in 2004 (according to the Law No. 2 / 2004 of 15 January). The law decreed that all public managers should attend a long training cycle program in order to maintain their roles as managers in the administration.
- Later, with the Law No. 51/2005 of 30 August, the courses for the training of public managers have been restructured, resulting in the courses that exist today.

The National Institute of Administration, I.P. (INA, IP), has been the pioneering institution in the implementation of these courses to the central administration

Introduction

- Since the 90's that OECD studied the profile of public leaders in the XXI century, suggesting that countries around the world should develop the identified profile in their public administrations.
- In 2003 and 2004 the public administration reform in Portugal was designed in order to introduce compulsory training to both top level managers and middle level managers, enforcing the need for training of leaders, in line with OECD suggestions.
- After 5 years it is necessary to do a reflection on the training process of public managers. Our study explores the assessment made by Portuguese public managers in terms of:
 - its response to training,
 - the level of importance of training in their learning
 - changes in their behaviours in working context and
 - the main training needs that still need to be developed in future actions.
- Through the application of a questionnaire survey to all public managers who attended training courses for leaders at INA, IP, between 2004 and 2009, this paper intends to explain public managers training evolution in Portuguese Public Administration as well as to present practical assessment of these training programs in the last 5 years, using the Kirkpatrick model of training evaluation.
- In our paper we will use the concepts of top managers, leaders, public managers and senior civil servants as synonyms.



The Public Administration leaders training in Portugal

- Recent studies show that in Portuguese Public Administration context, leaders (including top public managers) remain in managerial functions over an extended period of time.
- There is a considerable instability in the management functions but, at the same time, a strong stability of people performing these functions.
- In other words, despite the successive changes of government leaders, even if top public managers leave the places they occupy in a particular public body, they restart leadership functions within other public sector bodies in a short period of time.
- Historical and cultural heritage of portuguese administration: only in 1979 (in accordance with the provisions of the Law Decree No. 191-F/79 of June 26) managers of the Portuguese public administration left to be filled for life, being appointed on a three years' service commission.



The Public Administration leaders training in Portugal

- The discussion on the recruitment of middle and top-level managers in the Portuguese public administration has been a constant over the past three decades. Successive laws have been changing the ways of recruiting leaders.
- Law No. 2 / 2004 of January 15, provided for the first time, as a prerequisite for the exercise of leadership functions, the use of a training course for senior management in Public Administration.
- Law No. 51/2005 of August 30 emphasize the obligation to senior officials to enroll on training so they can exercise managerial functions in the Portuguese Public Administration.
- Unlike other countries, where the leaders themselves seek for training, the new legal framework, which makes training compulsory for Portuguese public managers, reveals that in the organizational culture of the Portuguese public administration, there was never a tradition to train senior civil servants.

Evaluation of training courses (2004-2009)

Methodology

Step 1: Reaction of trainees to the training

distinction between evaluation of the relevance of topics and the quality evaluation of the trainer



Step 2: Learning

attitudes that have been changed and the knowledge and skills acquired during



Step 3: Behavior Change in the workplace

distinguish between what is meant by 'learning of concepts, principles and procedures' and its use in the workplace (feedback of the trainee)



Step 4: Tangibility of organizational results from the training provided

(not included in our empirical research)
impossibility of separation of organizational variables
answer to this question can never be entirely clear

Evaluation of training courses (2004-2009) Methodology

Reaction of
managers/trainees to
the training

Electronic survey to all public managers/trainees in
the INA, IP courses (3604)

perceptions of
managers/trainees
regarding the level of
importance of training
in their learning

effective change in their
behaviors



Evaluation of training courses (2004-2009)

Methodology

Electronic survey
to all public
managers
(3604)

Population: 3604




580 have
responded
(18.4%)

Not delivered:
451 (Mailbox
does not exist;
Mailbox full;
error on E-mail
address)



3153 leaders
were asked to
respond

Sample characterization




Age

| | | % of answers | Total of answers |
|--------------------|--|--------------|------------------|
| Less than 30 years | | 1.03% | 6 |
| 30 to 45 years |  | 41.55% | 241 |
| 46 to 55 years |  | 45.52% | 264 |
| 56 to 65 years |  | 11.72% | 68 |
| More than 65 years | | 0.17% | 1 |
| N° of answers: | | 100% | 580 |

Sex














| | | % of answers | Total of answers |
|----------------|--|--------------|------------------|
| Male |  | 41.38% | 240 |
| Female |  | 58.62% | 340 |
| N° of answers: | | 100% | 580 |

Education level

| | | % of answers | Total of answers |
|------------------|--|--------------|------------------|
| Degree |  | 51.21% | 297 |
| PostGraduation |  | 30.69% | 178 |
| Master |  | 16.38% | 95 |
| Doctorates (PhD) | | 1.72% | 10 |
| N° of answers: | | 100% | 580 |

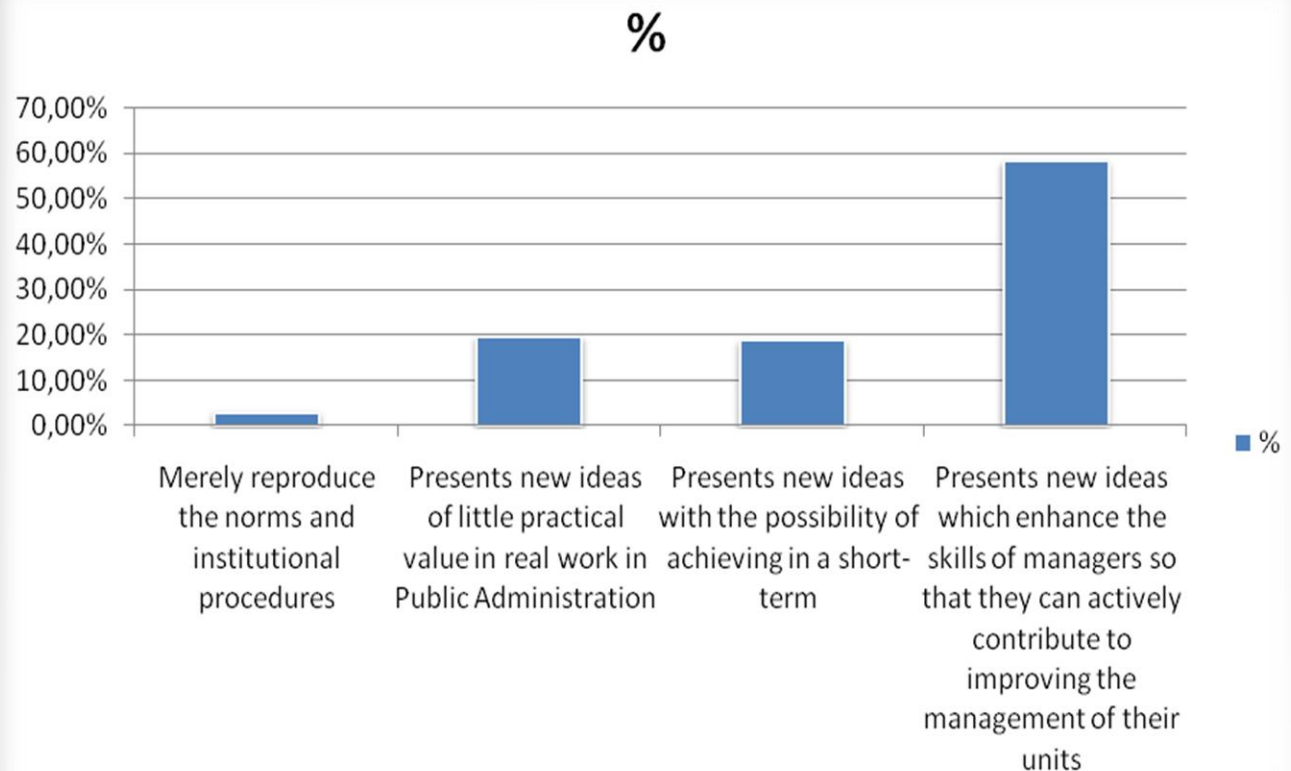
Sample characterization

Area of specialization

| | | % of answers | Total of answers |
|--------------------------------------|---|--------------|------------------|
| Public Administration and Management |  | 11.90% | 69 |
| Economics and Management |  | 22.59% | 131 |
| Architecture Arts |  | 1.38% | 8 |
| Natural Sciences |  | 2.41% | 14 |
| Education Sciences |  | 1.72% | 10 |
| Engineering |  | 11.38% | 66 |
| Law |  | 16.38% | 95 |
| Health |  | 4.31% | 25 |
| Psychology |  | 1.55% | 9 |
| Sociology |  | 3.28% | 19 |
| Languages and / or Literature |  | 3.10% | 18 |
| History |  | 4.66% | 27 |
| Another |  | 15.34% | 89 |
| N° of answers: | | 100% | 580 |

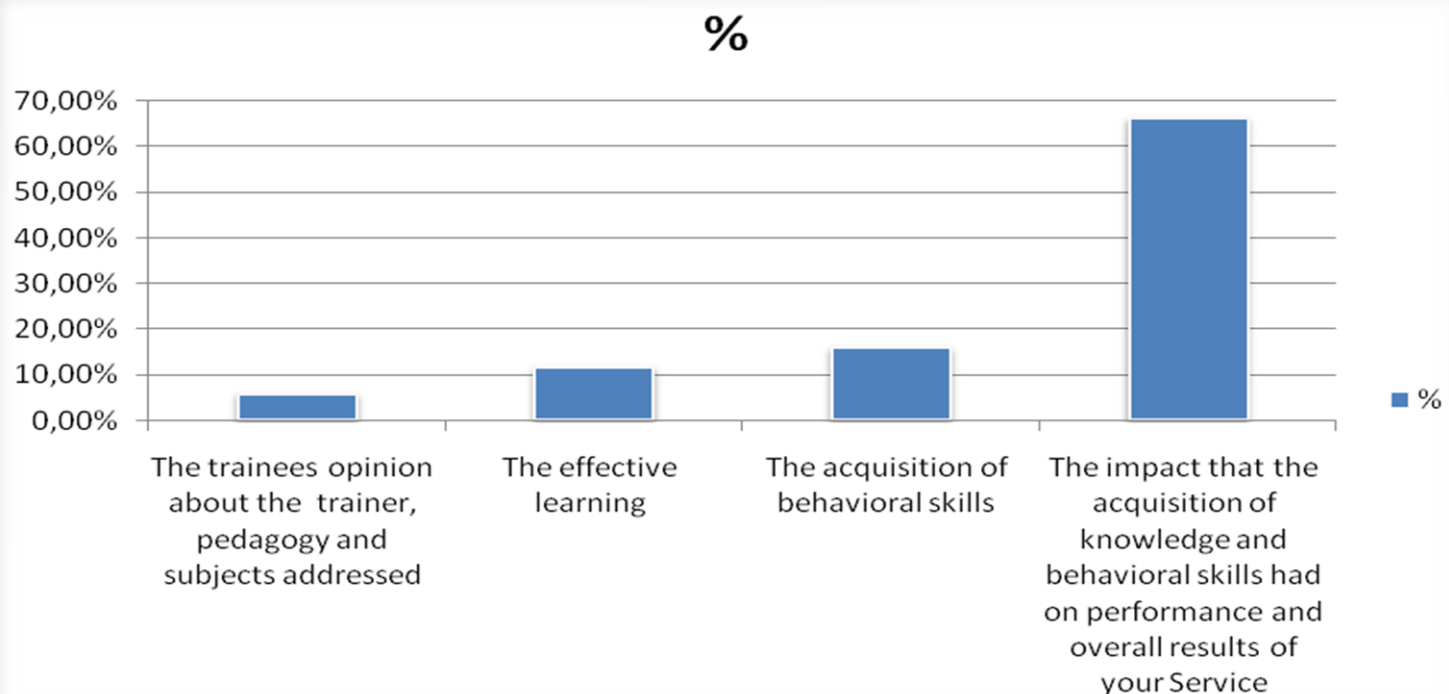
Findings

Main characteristics of “training for leaders” courses in the INA



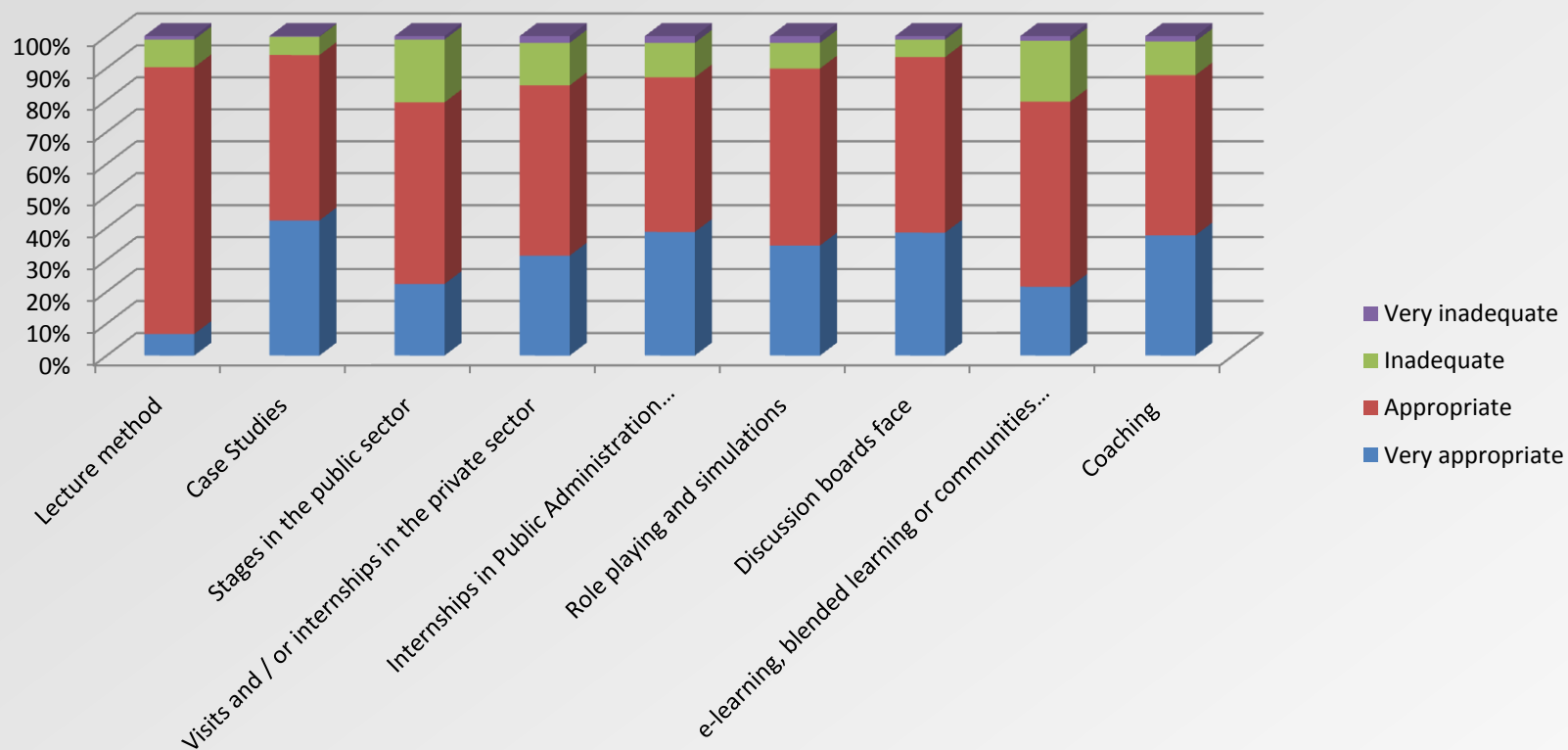
Findings

Strands to focus on the evaluation of training for managers



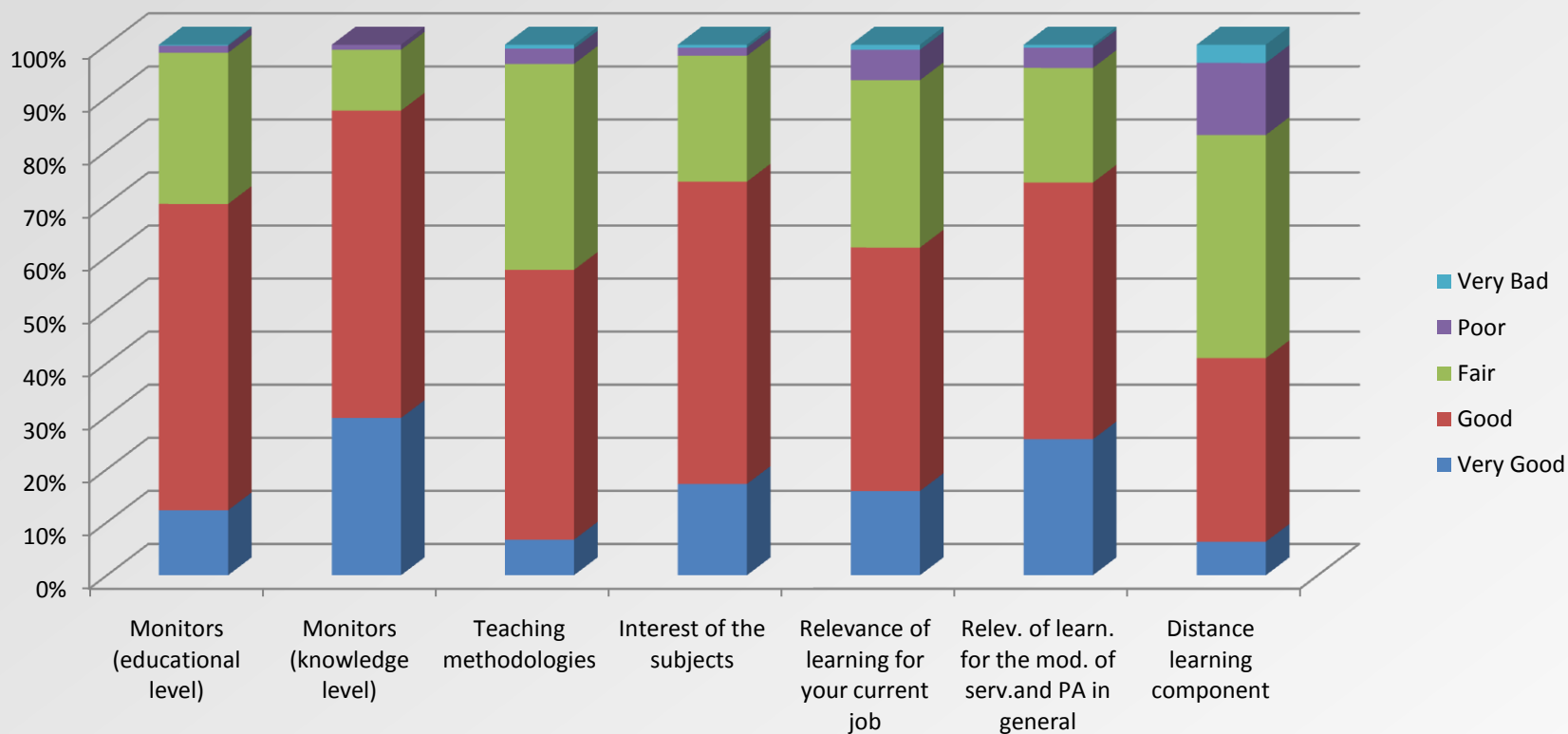
Findings

Evaluation of importance of learning methodologies



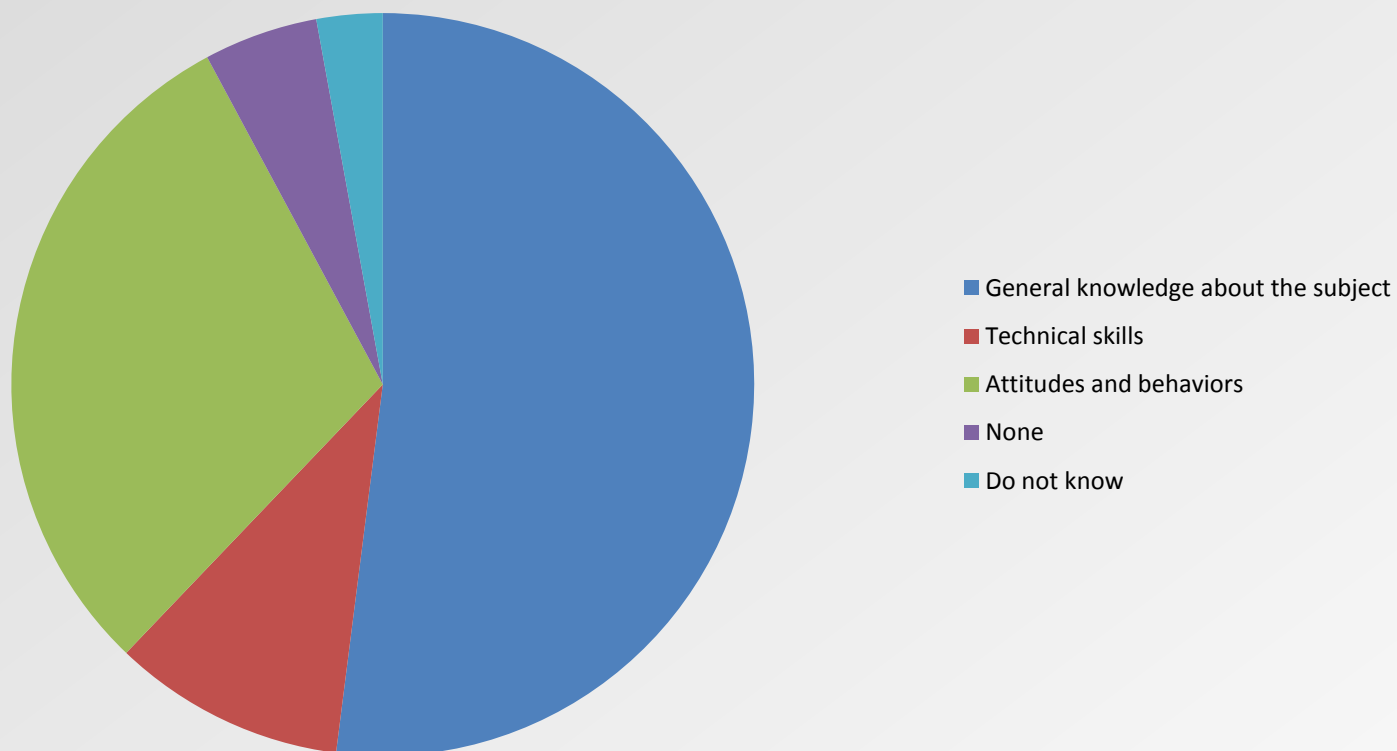
Findings

General assessment of training



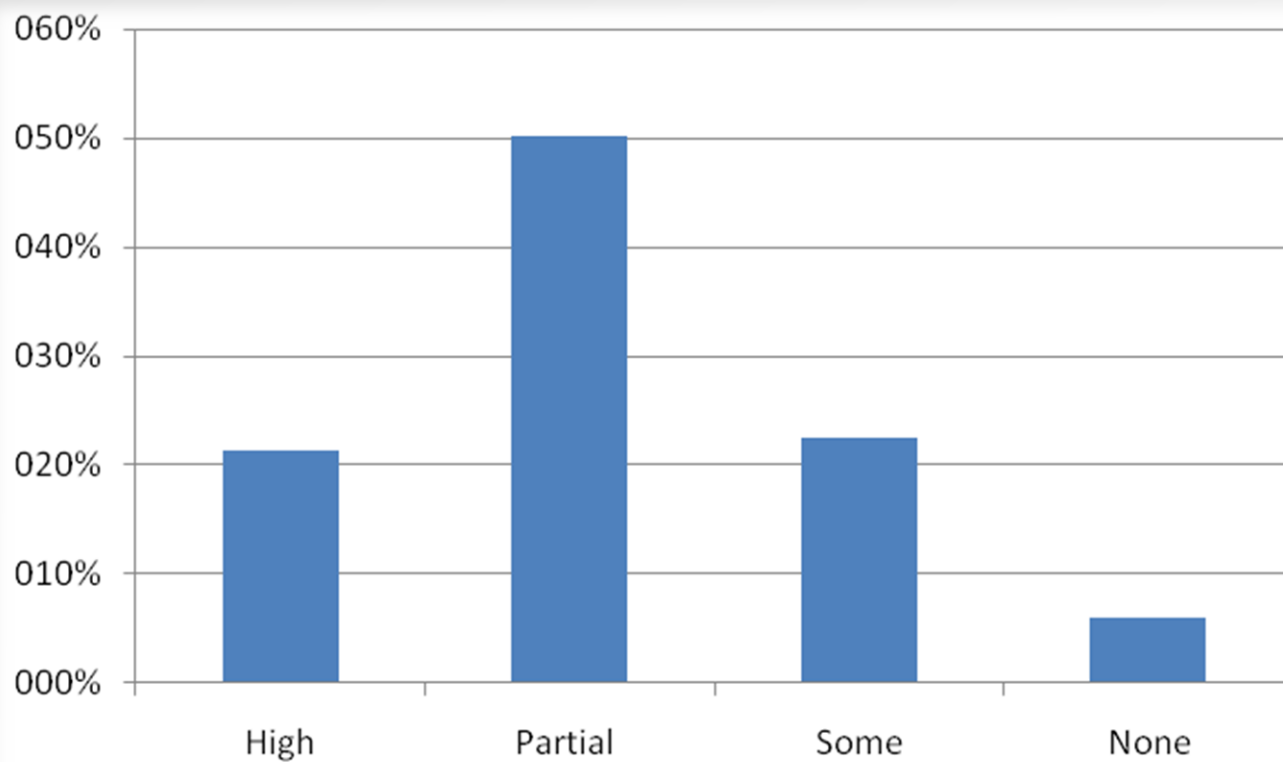
Findings

Areas of expertise further improved



Findings

Contribution of training to influence professional behavior



Findings

Most priority areas for leaders training according to their opinions

| Main areas | Frequency |
|---|-----------|
| Human Resource Management | 146 |
| Public management models | 65 |
| Management by objectives and performance evaluation | 63 |
| Ethics and citizenship | 47 |
| Strategic management | 38 |
| Financial management | 28 |
| Inovation and e-government | 25 |
| Planning | 20 |
| (...) | |
| Change management | 5 |
| Psychology | 3 |
| Sociology | 3 |
| Public Marketing | 3 |

Conclusion

1. For the majority of the respondents the training for leaders is perceived as something good and useful for their careers
2. The monitors, the teaching methodologies, the interest of the subjects, the importance and relevance of learning for their current jobs and the relevance of learning for the modernization of services and public administration in general are seen essentially as "good."
3. Distance learning component is perceived as "fair"
4. Major developed competences:
 1. general knowledge (more than a half of the sample)
 2. damage to attitudinal and behavioral skills
 - Administrative reform (in Portugal like in elsewhere) depends, most of all, on behavioral skills→ enforce the behavioral dimension
5. Contribution of training to change the professional behaviors is only partial
6. Managers want to be sure that the training effects can be assessed and evaluate in the context of real work. (this is the harder step of evaluation)