



5G. Workshops

Editors' Introduction: We decided to introduce readers to *Yehezkel Dror Workshops* for several reasons. The primary reason is that Dr. Dror has been providing global workshops covering the entire spectrum of public policy subjects and issues over his entire career. The audiences for those workshops have been students, university faculty members, policy organizations and agencies, professional societies, international organizations, advisors to national rulers, and national state rulers themselves. A few of those workshop descriptions ended up in publications. The greatest majority did not, for privacy reasons linked to the audiences.

The secondary reason is that personal workshops are a very important medium for the thinking, knowledge, theories, diagnoses, and prescriptions of Yehezkel Dror to be converted into specific applications by others. They are critically important for the education of any academic or practical forum.

The third reason is that Bob Krone has had long-term personal mentoring by Yehezkel Dror, and both he and Gordon Arthur advocate inclusion of his works in graduate-level study and teaching as well as research in major universities.

The fourth reason, elaborating on the one above, is that a public policy school or program that does not introduce its students to the Singularity together with Dror's key ideas, as elaborated in his books and in the following chapters on Singularity and Singularity policy professionals, is guilty of dereliction of duty.

Bob Krone's learning from Dr. Dror began in one of his doctoral program courses at the University of California in Los Angeles, on November 13, 1969. The subject of the workshop for the class was "The Optimal Model of Public Policymaking." Bob wrote the following statement, in his notes, from Dr. Dror's introduction to the workshop:

What is needed is a model which fits reality while being directed toward improvement, and which can in fact be applied to policymaking while motivating a maximum effort to arrive at better policy. The model should combine realism with idealism, should be near enough to reality to serve as [a] feasible [guide] for action, and at the time it should aspire decision makers and managers to a higher quality of public policymaking and serve as the means for achieving that quality.

This statement, and the Dror 1969 UCLA course, inspired Bob Krone to commit himself to follow Yehezkel Dror's career and publications, to make the Policy Sciences a concentration in his Political Science PhD program, to use all Dror's works in his own later university teaching, writing, and consulting, and to devote this special issue of the *Journal of Space Philosophy* to the legacy of Yehezkel Dror. We provide to readers here two illustrations of Yehezkel Dror consultative mission recommendations and one illustration of a workshop. ***Bob Krone and Gordon Arthur.***

Upgrading Policy Planning in India

Mission Report by UN Consultant

Yehezkel Dror

Project No. IND/93/007

I. Introduction

1. This mission was different in nature and objectives from my first one (December 28, 1990 to January 20, 1991): Following the recommendations of the first mission and in line with the terms of reference of the second mission, the main purpose of the second mission was to give two demonstration workshops – to help the Indian authorities to make a decision on going ahead with activities to upgrade policy planning and analysis.
2. In addition, the mission included a number of lectures and seminars before senior audiences, presenting main ideas on capacities to govern and policy planning, with tentative applications to India.
3. It is not for me to evaluate these activities and their possible implications for upgrading policy planning and analysis in India. The Indian authorities will collect and process feedback and make their decision. However, thanks to the learning opportunities provided by the meetings and many discussions in workshops, lectures. etc., I would like to add some recommendations on possible steps to upgrade policy planning and analysis professionalism in the Indian government, should a decision be taken to move ahead in that direction.
4. While I accept full responsibility for these recommendations, I would have been unable to make them without the learning opportunities provided at this challenging, interesting, intense, and very well-organized mission. May I thank all the officials I met, who willingly shared their wisdom with me.

II. Recommendations

5. The recommendations are operational, and they focus on the subject of the mission. However, they should be considered within the broad approach suggested in the report of my first mission, as revised and summed up in the Appendix. I formulate the recommendations as applying to the Indian Administrative Service (IAS), mainly at the union government level. However, with some adjustments, the recommendations may also apply to other central services and to state governments.
6. A first set of recommendations deals with steps that might be taken within present structures and policies, with the aim to upgrade the policy planning and analysis capacities of IAS staff:
 - a. Training of IAS probationers in LBSNAA, Mussoorie, should include a module in policy analysis, introducing the subject, together with a student project

- subjecting a select decision issue to systematic analysis. About two weeks, with preparatory readings, should be allocated to this subject.
- b. Before appointment as Joint Secretary, IAS officers should undergo professional studies in policy planning and analysis, within an applied approach as fitting highly experienced officials. About one month of studies, under residential conditions, including time for applied projects reconsidering some main policy issues, should be allocated to this subject.
 - c. A different type of recommended activity is “policy colloquia” on defined policy spaces for senior officials in charge of them. Such colloquia should be “policy reconsideration” rather than “training” oriented, with main outputs being new perspectives on specific policies and, hopefully, policy improvements. Such policy colloquia should include some mix between policy planning and analysis “mentoring” and work by the participants on the substantive policy domain, this mix depending on the policy domain and the backgrounds of participants.
 - d. Mentors (a term I prefer to “trainers” when dealing with policy planning and analysis) to provide suitable teaching should be urgently developed. This can be done by a modular series of workshops, covering sequentially main areas of policy planning and salient disciplines and tools within a coherent learning design, combined with advanced studies abroad for a few candidates. The same mentors should teach probationers and joint secretaries, as well as additional groups. This is recommended both for reasons of efficiency and to provide the mentors with diversified experiences, necessary for their continuous development.
 - e. The group of mentors in policy planning and analysis also constitutes a group of policy planning and analysis professionals. The mentors should divide their time (and/or rotate) between mentoring and working on substantive policy issues, either within suitable positions in the various ministries or as special work teams and task forces.
7. A second set of recommendations deals with building up an infrastructure for developing policy planning and policy analysis professionals and introducing them into appropriate positions in government:
- a. A high-quality graduate teaching and advanced research program in public policy, with emphasis on policy analysis and planning, should be set up at one of the universities, preferably in Delhi.
 - b. This program should, inter alia, provide a two-year master’s program in public policy, with at least half the students coming from the IAS and other central services, as a mid-career learning phase.
 - c. In select union ministries, special policy planning and analysis positions and units should be set up, to be staffed in part by graduates of the university public policy program.

III. Next Steps

8. It is up to the Indian authorities to decide if and how to go ahead with upgrading policy analysis and planning professionalization in the IAS and elsewhere. But may I mention my feeling that no further demonstration workshops and related activities will provide critical new inputs. The time may be ripe for a decision in this matter.
9. If the Indian authorities decide to go ahead, a multiple approach may be advisable to proceed quickly, to meet urgent Indian needs:
 - a. Immediate action to prepare mentors. Given suitable candidates, as widely available in India in the IAS and outside it, one possibility, as used in an UNDP project I headed in a Latin American country, is to design a set of six workshops to be given by different “mentors to mentors” to the same group of future mentors. The workshops should present different subjects and approaches, adding up in a modular way to a comprehensive study program in advanced policy planning and analysis. In the workshops, attention should also be given to teaching and training methods adjusted to policy planning and analysis. Each workshop should last between seven and twelve days, preferably residential, with an interval between the workshops of one to two months, during which the participants divide their time between regular jobs, or special policy planning assignments, on one hand, and guided readings and projects to prepare them for the next workshop, on the other. Alternatively, eight weeks of residential or quasi-residential intense studies can serve to prepare mentors rapidly in policy planning and analysis. It is also possible to combine the two designs, such as having an initial four-week residential learning period, to be supplemented by a number of modular workshops.
 - b. In tandem with preparation of the mentors, one should proceed with developing a detailed curriculum for policy planning and analysis courses at the probational and advanced (joint secretary) level, selecting an institute to provide the courses, and running – in both the beginning and advanced courses – by the mentors, with further assistance as may be initially needed. It might be advantageous to have one institute specialize in policy planning teaching, for probationers, for joint secretaries, and for other audiences – all the more so, as the same group of mentors should give all the courses, as indicated above. However, if it is more cost-effective to provide the different activities at various locations, this can be done without difficulty – with the mentors moving to different institutes to give the courses as necessary.
 - c. Long-term steps, to be started as soon as practical, but with results to be expected in two to three years, include (1) setting up a graduate public policy program at a university, and (2) sending two or three persons for advanced public policy studies abroad.
 - d. Special activities, to be taken when opportune, depending on interests and opportunities, include building up strong policy analysis and planning capacities

in interested key union ministries, and, perhaps, redesigning the Planning Commission in the direction of functioning as a policy planning think tank.

IV. Conclusion

10. Various further possibilities to upgrade capacities to govern, such as possible redesigns of union ministries and further developments of the IAS, came up during the mission and its preparation. Indeed, within a broader perspective, upgrading of policy planning should be considered within upgrading of capacities to govern as a whole. But these are subjects outside my mission terms of reference, which I leave for other opportunities.
11. These tentative operational steps presented in the report too need further study and elaboration. But first, it is up to the Indian authorities to take a decision to go ahead. However, if any further elaborations and explanations may be of help in reaching a decision, I will be glad to try my best to be of assistance, as may be required.
12. Let me conclude by expressing my gratitude for this mission: it was exciting. Certainly, I learned a lot, more than I can hope to contribute. For this I am very grateful.

Yehezkel Dror
Jerusalem,
February 28, 1996

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Appendix: Policy Planning for the 21st Century: Some Tentative Thoughts for India

(Revised Version, February 1998)

Yehezkel Dror

1. Rather than incremental decisions and quasi-random improvisation, trajectory setting is the task of statecraft under the expected situations of the 21st Century. This applies especially to a country-continent such as India, aspiring for accelerated advancement while facing serious problems on one hand and great opportunities on the other. Advanced policy planning can and should serve as a professional support for superior statecraft facing such challenges.
2. Four frames of thinking illustrate approaches to policy planning for the 21st Century, tentatively applied to India: evolutionary-potential mapping and mutation, strategies for handling external dynamics, competitiveness upgrading vs. inner-directness, and critical shock choices vs. comprehensive approaches vs. incrementalism.
3. Evolutionary potential mapping involves exploration of ranges of possible futures, including much uncertainty, with mapping of reality-shaping variables and policy instrument identification and selection. But more is needed to escape the cages of the past: realistic visions and nightmares are to be constructed and applied as open-ended positive and negative policy compasses (as well as energy mobilizers and support recruiters).
4. When the requirement is for “jumping” concrete evolutionary potentials, as in part in India, more radical thinking is required. For example, in such cases, free markets are basic but inadequate, inter alia industrial-social policies being perhaps essential. Acquiring the very high-quality governmental capacities required for sophisticated “non-interventionist governing of the market,” as best illustrated by the success stories of East Asia,¹ poses a main challenge to governance redesign.
5. All national grand-strategic thinking must be based on handling external and internal dynamic environments. This requires some mix between four main strategies: pre-adjustment, rapid post-adjustment, shaping of environments, and some self-isolation from environments. This is clearly the case in India, where a complex mix between sectors opened to globalization and sectors protected from adverse external influences is necessary.
6. To succeed within a rapidly shifting world, societies and governments need capacities to estimate and understand main relevant dynamics, the ability to develop innovative policies and institutions, and, hardest of all, self-change capacities.

¹ See Robert Wade, *Governing the Market: Economic Theory and the Role of Government in East Asian Industrialization* (Princeton, NJ: Princeton University Press, 1990).

7. Competitiveness, in multiple dimensions, is an additional main approach to the “rise and decline of nations.”² Building up socio-economic competitiveness is closely related to “jumping” evolutionary potentials, as illustrated by Singapore.³
8. However, a country-continent such as India, as mentioned, has also options of inner-directed policies, with some isolation from global competition. Asian cooperation offers additional options. These constitute critical choices leading into alternative trajectories. But thinking them through may be hindered by “motivated irrationalities” as well as “dominant ideologies” and interest networks. Governmental and societal capacities to analyze such alternatives and choose among them may therefore require significant upgrading.
9. The appropriate mix between critical shocks vs. comprehensive approaches vs. incrementalism adds another dimension to the “gambles with history” facing India. Here, governments need high qualities of “legitimation,” “social mobilization,” and “democratic power concentration” capacities, in addition to outstanding policy thinking abilities. The problem of birth rates illustrates this urgent need in India.
10. Relevant requirements are illustrated by the “social time” needed for achieving substantial results, which is longer than “human time” and “political time.” This requires social, political, and governmental capacities not easy to achieve.
11. All governance around the world needs quite radical changes to fit the conditions of the 21st Century.⁴ Countries aspiring to radical self-transformation are in especially acute need of upgrading governmental capacities. This probably applies also to India.
12. Governance redesigns to be considered include, for instance, constitutional-political institutions providing central democratic power-concentration while advancing local initiatives, an updated highly professional high civil service elite, upgrading of citizen participation combined with policy enlightenment, and extraordinary measures to contain and eliminate corruption.
13. I can perhaps be more specific on the more limited, but crucial, need to upgrade policy planning. The following prescriptive conjectures, based on international studies and experience,⁵ as well as some study of the Indian situation, may serve as a basis for exploring needs and possibilities:
 - (1) Compact cadres of highly trained policy-professionals must be prepared at tough public policy graduate programs and through special intensive courses, as part of the IAS and similar services and as a separate group.

² See Michael E. Porter, *The Competitive Advantage of Nations* (London: Macmillan, 1990).

³ See Kernial Singh Sandhu and Paul Wheatley, eds., *Management of Success: The Moulding of Modern Singapore* (Singapore: Institute of Southeast Asian Studies, 1989); Beng-Huat Chua, *Communitarian Ideology and Democracy in Singapore* (London: Routledge, 1995).

⁴ As discussed in my book *The Capacity to Govern: A Report to the Club of Rome* (London: Frank Cass, 1994).

⁵ See my *Policymaking Under Adversity* (New Brunswick, NJ: Transaction, 1986).

- (2) Islands of policy planning professionalism in the central mind of government are to be built up, with special attention to the Prime Minister's Office.
 - (3) Essential are independent, but government-oriented, Policy R&D Organizations (think tanks), composed of a critical mass of interdisciplinary high-quality policy professionals, together with politics-practitioners, working full time on main grand-policies in partial isolation from the pressure of current issues.
 - (4) Crisis management units in the central mind of government are a must, including integration with the policy planning high-staff units and based in part on the work of the Policy R&D Organization.
 - (5) Budgeting may require radical reform to serve as an instrument for priority setting and policy innovativeness, in addition to its economic implications. Inter alia, multi-year budgets in some domains are essential, combined with uncertainty-handling features.
 - (6) Interfaces between knowledge and power and between "politics" and "policy" need restructuring within democratic norms, such as with the help of a National Policy College for policy elites, including elected politicians. As a first step in this direction, multi-day retreats and workshops for the higher policy elites are recommended.
14. India has great achievements from which much can be learned by other countries, such as the Indian Administrative Service. Recent policy innovations further testify to the high levels of statecraft of India. All the more so, these are only some hesitant thoughts, offered as a tentative input into the thinking of the persons who know India and are in charge of taking care of its future.

Yehezkel Dror
June 26, 1998

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Report on Yehezkel Dror UNDP Mission to a Major Latin American Country, 1998

I. Terms of Reference

1. Following meetings with the Resident Representative and his staff and contacts with the Director of the UN Division for Public Economics and Public Administration, the Terms of Reference of the Mission were reformulated to focus on four main assignments:
 - (1) Giving a number of lectures, engaging in “exchange of views” meetings and interviewing a number of high-level officials and presidential advisors, with the main aim of adding perspectives to the governmental reform, with special attention to cognitive capacities for top-level strategic decisions.
 - (2) Studying the overall state reform design, to give advice on its principles and overall approach.
 - (3) Taking a preliminary look at some of the staffs serving the Office of the President, to give advice on possible improvement avenues.
 - (4) Advising the president personally on upgrading policy making and critical choice processes
 - (5) On the basis of the mission as a whole, suggesting main possible activities with which the UN may be of help.
2. At the suggestion of the Resident Representative the program was kept elastic, the expectation being that a set of initial lectures and meetings would provide access to further “inner” and “higher” circles of government. This strategy proved itself well: access was gained to senior officials and presidential advisory staff, providing sufficient information for a lengthy personal meeting with the president on the main mission recommendations.
3. However, it is to the UNDP staff in ... that main credit is due for facilitating the mission and providing crucial informational and support. And it is the minister and the senior staff of the government reform project and of the Office of the Presidency and related units that provided the learning opportunities essential for the mission. Above all I appreciated the opportunity to have two lengthy private meetings with the president. To all of them I am most grateful. Many of the ideas and proposals presented in this report are based on their innovative thinking and rich experience.

II. State Reform

4. The state reform as designed and as being implemented is without doubt the best overall administrative reform that I have ever seen in Latin America, and one of the best on a global scale. It is utilizing modern experiences and ideas in policy making

improvement, without being captivated by some of the fashionable dogmas. The reform is comprehensive, but it has built in modules in ways providing elasticity and permitting implementation in phases. The units to be reformed are full partners in the activity. International experience has been taken into account. And the reform senior staff is highly professional and competent, and I have much to learn from them.

5. In short, I am very impressed by the reform, and I regard it as an excellent investment of international cooperation resources. Other countries, in Latin America and elsewhere, have much to learn from this reform as it will unfold.
6. During meetings and seminars with senior staff, a number of suggestions were made for possible improvements in the reform. Leaving aside minor and technical issues, my main recommendations can be summed up under seven headings: (1) broaden and deepen the range of experiences of other countries that should be taken into account; (2) strengthen attention to the cognitive dimensions of government; (3) pay more attention to increasing creativity and learning, and also to “informal” processes as a whole; (4) integrate budgeting redesign more fully into the reform; (5) facilitate a special project on the cognitive facets of the Office of the President; (6) strengthen overall reform monitoring, including close oversight of main contractors; and (7) provide the ministers and the senior advisors of the president with study opportunities, in the form of intensive off-the-record workshops on policy making and critical choices.

(1) Broaden and deepen the range of experiences of other countries that should be taken into account.

7. As mentioned, the reform is based inter alia on good familiarity with some main relevant experiences in other countries, such as the United States, the UK, and New Zealand. But the experiences of additional countries may be quite relevant. Thus, I think that the reform could benefit from the experiences of India and Sweden.
8. Also, some deeper study of the experiences of the UK, Canada, and New Zealand, including recent developments, may provide important inputs. This is all the more the case as visiting experts and lecturers may provide incomplete perspectives.
9. Therefore:

Recommendation 1: Some senior staff should go on an intense, but in-depth, study mission to India, Canada, the UK, Sweden, and New Zealand. Also, exchanges of experience with the Public Management Service (PUMA) of OECD and with other international and comparative public administration centers should be strengthened.

(2) Strengthen attention to the cognitive dimensions of government.

10. The reform takes into account the need to improve policy making, as evidenced by the following statement in one of the reform documents: “Strengthening policy-formulating cores requires these to become able to evaluate risks, to assume future scenarios and to estimate the impact of a given policy over different scenarios.”
11. However, in trying to move from “bureaucratic” to “managerial” forms of administration, the necessity to develop a compact but very high-quality distinct cadre of “policy professionals” for staffing main policy development units, may require more attention. The efforts to differentiate between “executive agencies” on one hand and ministries on the other make this all the more crucial, as the latter will have to concentrate on policy making – which makes suitable professionals essential.
12. Therefore:

Recommendation 2: More attention should be paid in the reform to the cognitive dimensions of governance, with special emphasis on developing a small but very high-caliber cadre of advanced policy professionals.

13. This recommendation is closely related to some others to be presented in Chapter 4, where developing policy professionals is discussed.

(3) Pay more attention to increasing creativity and learning in government, and also to “informal” processes as a whole.

14. A main need in modernizing the state is to make it more creative and innovative in seeking, developing, and adopting new policies for meeting changing values and needs within shifting environments. This has important implications for structure, incentive systems, career patterns, and “organizational culture.”
15. Related is the need to make government and public administration more into “learning states,” with systematic evaluation of the results of main policies and their improvement through well-designed feedback.
16. Upgrading of learning has important implications for reforming the state. Thus, main policy decisions should include estimates of main impacts on defined populations, independent bodies should map actual results, and semi-structured processes should engage in drawing lessons from experience, with care being taken to avoid “blame or praise” from corrupting learning.

17. However, creativity, learning, etc. are largely a matter for informal processes and organizational culture. The reform avoids the main disease of most administrative reforms in Latin America, namely preoccupation with formal structures and regulations. Still, it puts a lot of emphasis on formal structures, management contracts and agreements, work plans, etc. This is essential, given local traditions and conditions. But it might be a good idea to counterbalance this need with more attention to informal structures and processes, incentive structures, administrative leadership, and organizational culture – together with some relaxation of select formal and legalistic elements of the reform.

Recommendation 3: More emphasis should be given to encouraging creativity and learning in governance.

Recommendation 4: Informal structures and processes and organizational culture may require some more attention, with some de-emphasis of the formal-legal dimensions of the reform.

(4) Integrate budgeting redesign more fully into the reform.

18. The reform encompasses an important and even crucial dimension of fiscal management, including budgeting. However, a broader approach to budgeting as a main instrument for setting national priorities, of policymaking, of administrative direction, and of serving as an incentive may be advisable.
19. Redesign of budgeting should be an integral part of the structural reforms on one hand and of improving effectiveness and efficiency on the other – in combination with techniques such as life-cycle costing, multi-year budgeting, etc.
20. Getting a good consultant with a broad approach to budgeting and wide familiarity with international experiences with budgeting reforms should be urgently considered. Let me add that this consultant must be an expert in government budgeting, business management experiences and doctrines being quite misleading in this matter.
21. Therefore:

Recommendation 5: A broad approach to budgeting as a main instrument of decision making and management should be integrated into the reform.

(5) Facilitate a special project on the cognitive facets of the Office of the President

22. One of the main limitations of government reforms is their neglect of crucial “weaving the future fuzzy gambling” decisions. Therefore, they suffer from the danger of bringing about more effective and efficient implementing of policies that may be wrong. This is well illustrated by the experiences of the UK, Canada, and New Zealand – where it is increasingly realized that so-called “new public-sector management” makes upgrading of crucial choice capacities all the more necessary. (Therefore, my recommendation in Section 8 above to provide reform staff with opportunities to study recent rethinking in the countries that pioneered the “new public management” approach).
23. This requirement applies to all state ministries. But, given the presidential regime and the political culture and tradition, the paradigmatic case is provided by the cognitive facets of the Office of the President.
24. I discuss this challenge in Chapter 3 below. Therefore, let me limit myself here to three preliminary comments:
 - One. In considering the Office of the President, a distinction should be made between its nature as a management system and its nature as a cognitive system. While there is quite some overlap between these two, it is important to distinguish the “central brain of government” aspects from the “bureaucratic-managerial” aspects. Quite different knowledge and approaches are needed for improving them.
 - Two. Within the state reform as a whole, much attention should be given to protect the central brain functions of the Office of the President from being disturbed by overloading the office with many non-essential tasks and structures. It is important to resist the tendency to put into the Office of the President functions that do not easily fit anywhere else and the importance of which one wants to augment. But putting too much into the Office of the President not only hinders its main mission of providing overall national strategic directions and handling critical choices, but in effect, it also leads to the neglect of tasks put there – which will not receive adequate attention. This may apply also to state reform – which, I think, should not be put into the Presidential Office.
 - Three. The state reform should include as a crucial component upgrading of the core competencies of the Office of the President with special attention to staff work. However, this is a sensitive project that requires special handling as a separate endeavor.

25. Therefore:

Recommendation 6: Upgrading strategic choice core competencies of the Office of the President should be a major component of the state reform, as crucial in itself and as a paradigmatic example for main ministries. This is quite a distinct endeavor from improving the Office of the President as a managerial system.

Recommendation 7: In the state reform as a whole, care should be taken not to overload the Office of the President by locating there functions and units that are not essential to its main mission to serve as the central brain of government.

(6) Strengthen overall reform monitoring, including close oversight of main contractors.

26. A number of important reforms seem to be under consideration that are not fully integrated into the main project. This is not necessarily harmful, all the more so when involving distinct entities and sensitive subjects. Still, mutual learning should be assured, both informally and by overlapping advisory bodies.

27. All the more so, overall monitoring of the reform itself is essential. The unavoidable reliance on a multiplicity of contractors, mainly consultants with largely business enterprise experience, makes careful monitoring all the more essential – especially in respect to large projects.

28. Much of the monitoring will have to be done by contractors. This requires all the more care in selecting “monitoring consulting groups” that have much experience, are completely free of conflicts of interest, and are highly competent both in monitoring consultative projects and in public management and governance domains.

29. The reform is quite extensive. Therefore, there is a need for “monitoring of the monitoring”; what can be called “meta-monitoring.” It may well be that the Governance and Public Administration Branch of the Public Economics and Public Administration Division of UN New York can and should be of help in meeting this important, but not simple requirement.

30. Therefore:

Recommendation 8: Mutual learning between the main reform and other reform activities in government should be assured, such as by overlapping membership in advisory bodies.

Recommendation 9: Careful monitoring of main projects undertaken by sub-contracted consultants must be assured, with the help of separate monitoring consultants.

Recommendation 10: The scope of the reform requires meta-monitoring, that is monitoring of the monitoring. It may be preferable to have this activity done under the responsibility of a UN unit, such as the Governance and Public Administration Branch.

III. Staffs for the President

31. Having had the privilege of meeting the president and some of his senior staffs, there is no doubt in my mind of their high quality. Still, there may be scope for considering a number of improvements.
32. This conclusion of mine is based on the opinion of the president himself and the advisory staffs I met, as expressed both in seminars and in individual interviews. To explain the method: both in lectures followed by seminar discussions and in personal meetings, I presented various ideas and received feedback. This is the empiric basis for my overall impression that the president has excellent staff, but there is scope for improvements.
33. It should also be taken into account that in one year there will be elections for the president. Comparative experience indicates that the best opportunity for upgrading presidential staffs (and candidates) is shortly after elections, which requires that carefully considered proposals should be prepared in advance. But intense workshops for acting ministers, if possible with the personal participation of the president, have proven very helpful in a number of Latin American countries in which I have advised the government.

34. Therefore:

Recommendation 11: A project on further improving the presidential staff should be undertaken, with an effort to have proposals ready for further development and implementation soon after the elections.

Recommendation 12: Intense workshops for ministers, if possible with the president, should be carefully prepared and provided. This also applies to candidates before elections, with adjustments.

35. Main improvement possibilities concerning staffs within the Presidential Office which may be considered include the following:

- Setting up a professional policy planning unit providing national long-term perspectives and evaluations on main policy issues and strategic choices.
- Setting up a “national estimation advisory unit.”
- Building a professional crisis-management team.
- Engaging in national priority setting combined with goal costing.

36. These units and functions can be combined in various ways, can in part be based on existing structures, and should work in close cooperation with the inner circle advisors of the president.

37. Most important of all, the staff system must fit the preferences of the president and enjoy his full support and confidence. Indeed, a project on improving the presidential staff should be undertaken only on the explicit instructions of the president and after discussing with him the directions in which he would like the project to proceed.

38. Therefore:

Recommendation 13: Subject to the approval and directives of the president, a project should be undertaken on strengthening the professional staffs in his office.

Recommendation 14: Inter alia, the following possibilities should be considered: setting up a professional policy planning staff, a national estimation unit, and a crisis management unit; and engaging in national priority setting and goal costing.

39. Decision process improvement is another avenue to providing the president with more supports, all the more so as upgrading professional staffs and bettering decision process management go hand in hand.
40. A good illustration is the introduction of standard minimum formats for main proposals submitted by ministers to the president, on line with “Cabinet Memoranda Drafting Instructions” as used, for instance, in Canada. This can assure better presentation of background material, more attention to costing, search for alternatives etc. – and thus it can not only help the president in reaching a decision, but also motivate the ministries to upgrade their policy development processes.
41. Another illustration is provided by the problem of decision implementation monitoring, which for instance requires streaming of decisions according to their importance and sensitivity. This is an area where much experience is available that can be applied without too much difficulty.
42. Therefore:

Recommendation 15: Decision process management should be evaluated and improved, with special attention to submission of major decision proposals, implementation monitoring, and more.

43. Whatever is or is not done in respect to the in-house staff of the president, some kinds of national policy creativity, development and research organizations (think tanks) are essential – to engage in deep consideration of main national problem spaces with overall, long-term, and interdisciplinary perspectives.
44. Such high-quality units do exist in ... and engage in very important work, such as the Furthermore, ... is rich with foundations and academic bodies engaging in policy-relevant research, as well as many individuals doing policy thinking and study.
45. Therefore, a good basis for upgrading exists. Existing bodies and networking may well meet needs, with some UN help to be provided – such as study missions to outstanding think tanks in other countries. However, to identify needs and develop improvement options, a separate mission by a suitable consultant, to be carefully selected, is necessary.

46. Therefore:

Recommendation 16: ... is well equipped with think tanks. However, there is scope for improvement, such as in strengthening interdisciplinarity, upgrading policy professionalism, and building up networks.

Recommendation 17: A carefully selected consultant should evaluate in depth existing think tanks and similar facilities and prepare improvement proposals.

47. To provide some further background ideas on possible approaches to improving the Presidential staff, I have written a draft paper "Design For a Presidential Office." However, to my regret, my mission was too short to arrive at the knowledge and understanding needed to adjust this paper and its general ideas to the particular needs and realities of the Presidential Office of

IV. Developing High Quality Policy Professionals

48. I am quite hesitant about my recommendations concerning the staff system of the Presidential Office, not being sure I acquired sufficient knowledge on the actual situation to justify the "hubris" of my recommendations. I have fewer doubts about possibilities to help with advancing the policy professionalism of existing and future advisory staffs, in the Office of the President, in think tanks, in ministerial policy planning units, etc.

49. This is not the place for an exposition on the nature of advanced policy professionalism, all the more so as I discuss the matter in publications of mine.

50. In short, advanced policy professionalism requires extensive knowledge in a range of subjects, from thinking-in-history to policy-gambling, from rise-and-decline-of-nations theories to managing complexity, with outstanding skills to apply abstract and generic knowledge to concrete policy spaces.

51. Because of the demanding nature of advanced policy professionalism, there is a constant need for further study and development, also when good policy professionals are available. All the more so is there much scope for improvement when public policy university programs are not fully developed and when staffs working on policy issues are highly professional in traditional disciplines, but they often lack advanced training in many policy professionalism subjects.

52. I was unable during the mission to arrive at a reliable estimate on the availability of advanced policy studies at universities in But, clearly, this is an important subject that requires evaluation and, probably, improvement.

53. Therefore:

Recommendation 18: Existing public policy programs at universities in ... should be mapped and evaluated, and upgrading proposals should be developed by a suitable consultant.

Recommendation 19: Inter alia, setting up a top-quality advanced post-graduate public policy school at a university in ..., in cooperation with the government, should be considered.

54. Upgrading of policy professionalism programs at universities is in the longer run essential for high-quality policy thinking and planning. However, this will take time. Therefore, intense retooling and upgrading in advanced policy professionalism for existing and new staffs in policy units in the Office of the President and the government as a whole should be considered.

55. Assuming that participants are experienced persons with good academic backgrounds, intense studies taking, for instance, the form of a series of five- to ten-day workshops can well meet the requirements and significantly improve policy professionalism in a very cost- and time-effective way.

Recommendation 20: Intense programs to upgrade the policy professionalism of policy staffs should be undertaken, taking for instance the form of a set of workshops.

56. Let me add that there is quite some experience available with such endeavor, also within the UN family, and suitable mentors can be found, though much care is needed in their selection.

57. To conclude this chapter, may I emphasize that upgrading the policy professionalism of compact policy cadres can significantly improve crucial cognitive capacities in government, also without structural changes, while structural changes without high-quality policy professionals are of very limited utility in respect to policy making quality, and they can also become easily counterproductive.

58. Therefore:

Recommendation 21: Upgrading of policy professionalism should be a main component of reform of the state, with special attention to presidential staffs and think tanks

V. Supporting Societal Policy Thinking

59. In a democracy, good governmental policy making depends on the quality of societal policy thinking as a whole, and on different levels of governance and in the political and policy elites. This is all the more true in

60. Hence, a variety of different broader approaches should accompany those focusing on central government as explored in my mission and discussed in this report. Thus:

- The applicability of the various issues and recommendations to state, city, and local governance should be considered.
- Ways to help the work of the Party Institutes, now quite well supported by public funds, should be considered. Inter alia, exchange of experiences with the Austrian Political Party Academies may provide some relevant ideas.
- Projects for legislatures might be strengthened.
- Citizen education in secondary schools and universities should be evaluated and improved.

And so on.

61. Therefore:

Recommendation 22: Broader approaches to upgrading policy thinking on the societal and political levels should be considered.

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Syllabus of a Ten-Day Workshop for Senior Decision-Makers, Policy Planners, and Strategy Advisors on Statecraft, Weaving the Future, Policy Planning. 10 Hours Per Day and a Number of Evening Exercises – Residential in Convenient Facilities

Yehezkel Dror

Preparatory readings are selected to fit profiles and reading potential of participants. Each subject is presented in class, discussed in light of experience of participants, applied to given situations in individual and group exercises, and reconsidered after the exercise. Three integrative multi-stage evening exercises sum up clusters of subjects, with an 8-hour overall summing up exercise.

1. Statecraft Between “Blowing Bubbles” and “Weaving the Future”

Governments always engage in some mixture of blowing bubbles, fighting fires, distributing goodies, and weaving the future. However, modern developments, such as mass media, result in blowing of bubbles increasingly displacing weaving the future. There are dangers of “multi-media mass democracy.” Hence the need for counter-measures strengthening weaving the future capacity, as in part developed in this workshop.

2. Groundings for Statecraft and Advancing Towards Humanity-Craft

The idea of statecraft and its adjustments to “humanity-craft.” Main bases: understanding the Singularity and its implications; values and goals; will to influence the future for the better; understanding of historic processes and estimation of opportunities and dangers; innovative intervention options; intervention resources including power. Need to upgrade moral and cognitive capacities; to move towards “statecraft professionals.” Next step: produce Singularity policy scientists (as discussed in coming chapter).

3. Improving Capacities to Govern: Preliminary Look

The real issue is one of “incapacities to govern” and not “ungovernability.” The growing impact potency of governance without choice improvements produces a dangerous hiatus. A very small number of politicians and other governance staffs unavoidably make critical future-influencing decisions, all the more in respect to critical and also fateful Singularity issues. Hence the need for a broad approach to improving governance, including taboo subjects such as upgrading the moral and cognitive faculties of senior elected politicians. Exercises explore the possibilities.

4. Strategic Policies as Setting Trajectories in Time

Strategic policies as attempting to influence the future and setting new trajectories into time, by “intervening with deep history.” Exercises explore capacities to engage in strategic choice and the main problems of doing so.

5. Outlook: A Glance Towards the Future

Main “deep drivers” of the future: demography, science and technology, values and ideologies. Main Singularity features and their potentials for better and worse. Main features of present and foreseeable global and local dynamics, such as Kafkaen processes. Need for thinking in terms of hyper-Heraclitean perspectives, together with awareness of many relative stabilities. Globalization. Alternative geo-strategic and geo-cultural futures: Regionalization. Decline of the West? Turbulence, uncertainty, incomprehensibility, and inconceivability. Exercises explore some main challenges, threats and opportunities.

6. Diagnostics of Dynamics

Policies must be based on knowing and understanding of salient processes, instead of “estimates of situations.” Problems of intelligence estimates and their improvement. Interface between estimations of dynamics and decision-makers. Exercises discuss intelligence failures and designs for improved diagnostics.

7. Thinking-in-History

Thinking-in-history as an essential basis for policymaking. Problems of appropriate time horizons. Common misuses of history and their prevention. Exercises consider pressing policy issues within long-term and deep history.

8. Decision-Making Regimes

Selection of decision-making regimes fitting situational dynamics, with incrementalism on one extreme and break-out radicalism on the other. Exercises identify main issues in need of different decision-making regimes, with emphasis on radicalism-requirements posed by the Singularity.

9. Debugging Choice

Identification of main choice pathologies, such as “motivated irrationality,” and their reduction, as an essential approach to policymaking improvement. Other main approaches: approximating preferable models and setting normative rules.

10. Advanced Policy Cogitation Frames

Main frames for policy planning and strategic choice, such as evolutionary potential mapping, design of realistic visions, competitiveness, rise and decline of nations, and the future evolutionary alternative trajectories of the human species. Exercises apply some of the frames.

11. Critical Choice and Agenda Setting

Critical choices as crossroads in time and opportunities to shape the future significantly, as contrasted with hard problems lacking options. Agenda setting between the urgent and the important. Improvement of problem images, attention allocation, and apportionment of decision-making resource. Uses of policy R&D to

generate new options. Exercises identify main critical choices and hard issues, applying protocols for allocating decision resources accordingly.

12. Basic Deliberator and its Uses

Core elements of decision-making, their nature and improvement. The basic policy analysis schemata. Common-sense, pragmatic, rationality, optimal and genius-dependent prescriptive models. Exercises explore the possibilities and limits of quantitative decision-making and of decision support systems, applied to obscure policy spaces and quandaries.

13. Augmenting Heuristics

Heuristic as central to complex strategic choice. Relations to other “extra-rational” dimensions of strategic choice, such as intuition, creativity and inspiration. Special value judgment features. Ways to stimulate them, including metaphoric thinking. Need for multiple “languages” and multiple “cultures.” Exercises explore the use of “metaphors” for exploring enigmatic policy issues.

14. Realistic Visions and Nightmares

Design of realistic visions and nightmares as providing policy compasses. Their political uses and misuses. Exercises work out realistic visions and nightmares and examine their action implications.

15. Alternative Futures: Between Necessity, Contingency, Chance, and Choice

The “policy cosmos” as between necessity, contingency, chance, and choice. Main cartography for mapping the future, including uncertainties, incomprehensibilities, and inconceivabilities. Exercises map selected policy domains in terms of alternative open-ended futures and surprise potentials.

16. Policy-Gambling: Strategic Choice as Fuzzy Gambling with History

Fundamental view of decision-making as fuzzy gambling, with the essence of strategic choice being fuzzy gambling with history for high stakes. Radical implications for all of policymaking and politics. Exercises examine main protocols for improving policy-gambling and apply them to crucial choices.

17. Crisis Steering

Crisis steering as the ultimate mode of coping with uncertainty and inconceivability. Crisis instigation as a breakout strategy. Professional supports for crisis steering and their prerequisites. Night crisis exercises present major crisis situations in stages, demonstrating difficulties of crisis steering and potentials of improvement proposals – summed up in a design exercise.

18. Policy Creativity

Policy creativity as essential for coping with novel situations. “Analysis” vs. “innovation.” Creativity as a “black box.” Main ways to increase options and to

encourage policy creativity. The roles of special policy R&D organizations (think tanks). Societal thinking as a critical resource.

19. Value Judgment Upgrading

Value judgments are decisive, but they pose special problems, all the more so in respect to Singularity policy spaces. Distinction between “external” and “internal” views of values. Values as policy target vs. values as policy base. Value analysis as permitting improvement of value judgment without interfering with political prerogatives. Political costs of value deliberation improvement. Moral reasoning within policy thinking. “Moral luck” and “tragic choices.” Contextual approach to moral choice. Virtues and vices in policymaking and the “fragility of the good.” Exercises explore select value judgment issues and ways to cope with them better.

20. Systems View and Policy Coherence

Systems view of policy issues and of policymaking. System optimization vs. sub-optimization. Self-regulating systems vs. systems requiring detailed management and architecture. System thinking methods and frames. Time dimensions. Exercises work out conceptual systems models of select policy domains.

21. Complex System Transformation Reformcraft

Special issues of policymaking under conditions of radical change, when overall societal and political systems undergo transformation. Directed radical social change as supreme challenge: special Singularity issues and problems. Exercises consider reform and transformation policies and design decision fitting systems.

22. Policy Learning

The problem of “changing one’s mind” and “exiting oneself” as fundamental to essential policy learning. Barriers and ways to reduce them.

23. Cultural Settings

Policymaking and strategic choice as an existential expression of culture and increasingly of human evolution, seen within a comparative perspective. Possible cultural prerequisites for high-quality policymaking and strategic choice. Exercises explore possibilities of achieving needed “cultural requirements” within policy planning enclaves.

24. Advising Rulers

The crucial and growing importance of rulers in critical choices, as well as in setting policy styles as a whole, also in democracies. The importance of advisors to rulers. Main roles of such advisors: informers, mentors, support providers. Dilemmas of advising rulers. Appropriate structures. Professional ethics for advisors to rulers. Exercises deal with problems of designing an office for a president or prime minister.

25. Institutionalization of Advanced Policy Planning and Statecraft-Professionalism

Main features of policy professionalism: building bridges between abstract knowledge and concrete issues; being “cold” on hot issues; doubting “common sense.” Need for professional ethics. Relationship between professionalism and creativity. Implications for learning and career patterns. Also for each policy-professionalism aspirant. Application to Singularity policy scientists.

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