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## *The use of Human Capital for Good Governance*

**Clemens Roos**

**Supervisor: Dr. K. Biekart**

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## SUMMARY

The concept of Human Capital is an important factor in the several Public Administration concepts such as Governance, Good Governance and New Public Management, but it is not identified as such. To get a view of the position of this concept, this thesis is concentrated around the role political loyalty plays in relation to knowledge, expertise and experience when the making appointments for senior positions in the government.

It turns out that political loyalty prevails over education and experience when senior positions are staffed and that there is no policy, or policy intention regarding Human Capital.

Further outcomes were that personal records from civil officers, kept by the Ministry of Home affairs are in most cases not up to date and incomplete and that not all assessed ministries had job descriptions and requirements.

Deputy Directors who were in position for long periods without additional trainings were replaced only at their retirement. Also officers holding insufficient university degrees from unrelated disciplines and a lack of experience were not unfamiliar. Most of the policy advisors were retired political loyalists without sufficient education.

It is a regular habit to ignore functional requirements when staffing high level positions, to facilitate political allies. There also exists a population of so called ghost officers, who receive a monthly salary, without delivering any performance, what puts a burden on the financial resources and has developed into a form of rent seeking.

With the above sketched situation with no place and attention for Human Capital, achieving Good Governance will be difficult or maybe impossible.

Improvements can be made by introducing a transparent selection procedure with a system of checks and balances for applicants. Another option is to create a pool of professionals that are trained for the high level positions, regardless of political affiliation. In the aspiration to Good Governance, the New Public Management principles must be implemented more intensive to eliminate the burden on the government caused by the inefficiency in the civil service. New Public Management implementation must lead to a smaller government making it unattractive to appoint political loyalists to high level positions.

Finally a policy concerning Human Capital must be developed, because it is required to perform Governance or other public management principles.

## **List of abbreviations**

CBO – Community Based Organization  
CSME – Caricom Single Market and Economy  
CSFE - Central Staff organ Formation affairs and Efficiency  
HRM – Human Resources Management  
HC – Human Capital  
ICT – Information and Communication Technology  
IDB – Inter American Development Bank  
IDA – International Development Agency  
IFI – International Financing Institution  
IMF – International Monetary Fund  
MAPP – Multi Annual Policy Plan  
MBA – Master of Business Administration  
NGO – Non Governmental Organization  
NPM – New Public Management  
OECD – Organization of European Community Development?  
PSR - Public Sector Reform  
PSMSP - Public Sector Management Strengthening Program  
PSRS - Public Sector Reform Suriname  
UN – United Nations  
UNDP - United Nations Development Program

## INTRODUCTION

### 1.1. Background

A requirement for lending countries to obtain loans from International Financing Institutions (IFI) is the establishment of Good Governance through the implementation of New Public Management (NPM) principles. Good Governance and NPM are results of the changing role of the government to answer the demands of society, both locally and globally. Changes and developments in society affected the performance of governments and to prevent their self from walking behind, they had to adapt to the changing environment. Inevitably they had to change their visions on how to manage their organizations in order to adjust to the reality of society. One outcome was that Human Resources Management (HRM) developed into a specialization emphasizing the value employees represent in organizations, private or governmental. However the value of an employee depends on the knowledge, skills, relations and experience of that particular employee and that can be summarized as being the capital factor that person represents.

The introduction of the NPM principles in the public sector, led to the use of management approaches of the private sector in governmental organizations. Using these principles can only be successful if the governmental officers have the required knowledge and skills. Public officers on high ranked management positions represent not only knowledge, but moreover they form the Human Capital (HC), on the upper level. To achieve optimal results from NPM, they should be managed to get the right person on the right position. This comes mainly to the management of knowledge and it comprises of the development, application and combination of knowledge resources (Mouritsen et al, 2004: 382).

Suriname as a developing country is facing the challenges of the still changing economic and political developments. To keep pace with the rest of the region and the world, it is necessary to not only develop a policy in which development goals are defined, but also to practice Good Governance. NPM is supposed to improve the level of governance towards Good Governance, because of the combination of the private sector principles and getting the right person on the

right position. However the IDB Report on Governance in Suriname (2001: pp.7-8), mentions the existence of patron-client networks as an obstacle to Good Governance.

## **1.2. Problem Statement and Research Question**

Every five years general elections are held what leads to changes of, or adjustments in administrations. Political loyalty, for this research defined as a person's commitment and devotion to a political party, or its leaders There seem to be a tendency that high level positions in the civil service are staffed with political loyalists to the party that is ruling a government ministry. By acting so not only skilled and experienced officers are put aside, but also the learning process within the government and the process of building up a pool of HC are disturbed.

Not always these loyalists have the knowledge and experience required for those positions, while qualified personnel is put aside or even fired. This is not only a waste of capital, but it also contributes to the low level or even absence of Good Governance as experienced by society. However it can be explained from the patron-client relation, where every coming minister is the patron bringing in his own network of clients, while the leaving minister's clients network is collapsing because it is not being accepted and so unable to attach to the coming patron.

Taken into consideration that a proper use of HC in the staffing of senior positions is assumed to contribute to Good Governance in Suriname, the main question which will be answered is:

**What is the role of political loyalty versus knowledge, expertise and experience in the appointment of senior positions?**

## **1.3. Research Objective**

HC is a relatively unknown concept in Suriname, especially in the civil service, while Good Governance is promoted by the government (MAPP-III: 17). It is a fact that high educated civil officers are present in the service, but there is little known about the management of this group, while this is the HC source that is to be used for the staffing of high level positions.

The focus of this paper is twofold; first to view the staffing of high level positions with respect to the high educated civil officials which form a substantial part of the HC within the government. Secondly, a picture of the political loyalty which seems to prevail over functional requirements in the staffing of senior positions within the government is drawn.

Since there are complaints about the performance of consecutive administrations, an assessment of the use of HC is meant to result in recommendations for future administrations to implement procedures for the staffing of high level positions in their respective ministries. This is supposed to result in a more efficient and effective use of HC within the government, regardless of political preferences.

Therefore the objective is to draw a picture of the use of HC on this level for the staffing of positions, with respect to education and political loyalty and how this affects governance and Good Governance.

#### **1.4. Research Methodology**

As stated before, the concept of HC is relatively unfamiliar in Suriname and therefore there has not been any research about this concept to build upon. Good Governance and NPM are concepts which are promoted by the IFI's and they are set as a requirement for loan approvals. To get a good view of the context within which the HC is situated, the literature review comprehends the concepts of Intellectual Capital and HC which relate to each other, Good Governance and NPM. Also the available Multi Annual Policy Papers (MAPP) of the government will be analyzed on the issues of HC, Good Governance and NPM. The purpose of this analysis is to assess the governmental policy regarding the high level HC.

Regarding the staffing of high level positions in the Government, from five Ministries records will be analyzed over the administration periods, from which data is available. These are the Ministries which responded to my request and from which data is available.

## **1.5. Chapter Outline**

To get the picture of the concepts of governance, HC and NPM, it is necessary to outline and place them within the framework of this paper. So in advance of this chapter, in the following chapter the concepts of governance, NPM Good Governance and HC are discussed.

Chapter three discusses the public sector with a special look at the way Suriname deals with Good Governance and NPM. Because NPM is implemented in the wake of PSR's, this process is also discussed.

In chapter four the research outcomes are covered, with an analysis and finally in chapter five the conclusions are drawn and recommendations are made.

## 2. THEORETICAL FRAMEWORK

### 2.1. Introduction

Good Governance and NPM are concepts which are promoted by IFI's as a requirement for lending States to get loan approvals. Governance is present wherever there is a government ruling a State, but the style and standards vary and are adapted to the specific political, cultural and other features of the respective State. Good Governance is on the one hand a perception of IFI's about the way governance is implemented by lending countries while on the other hand it reflects the stage of transparency, accountability, honesty, effectiveness and equitableness that developed countries have reached in the management of their public administration system.

To achieve Good Governance the old way of managing the public sector was transformed into a more businesslike approach. For that reason principles of the private sector management were introduced and the role of the state in the provision of services and goods was revised. This introduction of private sector management principles and the restructuring of the public sector are labeled New Public Management in contrast to Old Public Management, being the traditional way in which the governmental organization used to be managed.

To implement the above mentioned concepts the use of HC is important, because it represents the investments in people to gain knowledge, skills and experience for an added value to make the implementation possible and successful. That is why this chapter starts with discussing the concepts Governance, NPM and Good Governance while it ends with of HC.

### 2.2. Governance

Governance is commonly accepted by the definition of the World Bank (1994: vii) as the manner in which power is exercised in the management of a country's economic and social development, which is a national, comprehensive definition. In the UN definition (1994: 1), Governance is more processual and consists of two processes; first decision making and second the implementation or non implementation of those decisions. In both processes formal and informal actors are involved, using formal and informal structures to achieve own goals or to obstruct the implementation of decisions. A third definition from Nath (2001: 3) is in terms of society where

Governance is the way in which society works and is organized, including all levels of the exertion of power.

For the scope of this thesis, the World Bank definition will be used, because it is about the management of knowledge within the governmental organization. As a consequence of the accepted definition, Governance comes to the way things are done; the processes that are implemented to get things done. In this case it relates to governmental processes, which are not restricted to the government only since they affect society.

There are several ways Governance is used and in Pierre (2000: 14-19), Hirst identified five versions of Governance usage from which two versions are applicable to this thesis.

First is the use in the context of economic development where effective modernization is promoted by IDA's as Good Governance. Secondly the use of Governance in relation to the rise of NPM strategies was identified, which brought forward two main characteristics. The privatization of governmental services and state owned enterprises together with the regulation of service providers as first and the introduction of private sector management styles and practices in the public sector as the second.

In the above mentioned definitions, HC plays a central role because individuals with their skills, experiences, knowledge and relations are making and implementing policy decisions and so make the governmental organization function. Clear function descriptions, qualifications and appointment procedures are essential requirements, to prevent this organization from failing to function and to fulfill its tasks and responsibilities properly.

### **2.3. New Public Management (NPM)**

With the introduction of NPM, governments committed themselves to introduce businesslike approaches in their organizations. In private business corporations, HC is used as an intangible asset but in governments there is little recorded and reported about this issue. Governments are characterized as inefficient organizations which are subject to several forms of political influencing. To make them operate efficient and effective, private sector principles were introduced as NPM, aimed to realize efficiency, effectiveness, transparency and accountability. Understanding of the implementation of NPM processes, needs a closer look at this concept.

There are different views about the basics of NPM, but all turn out to result in a more efficient and effective performance of governmental organizations. According to Schubert (2007: 2), the core of NPM is twofold: first a reduction of the decision making competencies of state authorities and secondly the strengthening of internal hierarchy in state organizations. Kolthoff, Huberts and van den Heuvel (2006/2007: 3) stated that the principles of NPM are managerialism and indirect control instead of direct authority.

Whatever descriptions are given, commonly NPM is characterized as a concept, aimed at increasing the efficiency of governmental institutions by introducing private sector management principles and by reviewing the role of the state, in the sense that the state is taking a more retreating position. Privatization and decentralization and liberalization are thus, central features in NPM, as means to create a minimal state, taking care of core responsibilities.

Borins (1995: 2-3) identified five major characteristics of NPM for governments as to be the provision of high quality services, the demand of improved organizational and individual performance, managerial autonomy, facilitation of managers with human and technological resources and finally upholding the receptiveness to competition and keeping an open mind for the public purposes to be performed. These characteristics do not stand independently, but they serve each other and when implemented, organizational and individual performance should be demanded and rewarded. In this situation agency controls are reduced, more autonomy for the managers is created, and they are assumed to perform; but if they fail, competition should be introduced from the private sector.

As key elements of NPM, Larbi (1999: iv) identified first the different forms of decentralization of management, secondly the use of competition in the public sector and finally the emphasis on performance, output and customer orientation.

The above mentioned characterizations of NPM, make clear that there is no univocal definition of NPM, because the different points of view to this concept do not exclude each other.

Implementation of NPM within governmental organizations requires good knowledge of the human potential and expertise. Based on this, the implementation can be planned and an estimate can be made of the need for expertise to implement the planning and upgrade the quality level.

The concept of NPM can be seen as emphasizing the organizational and operational aspects, but paying little if no attention to HC. Formulation and implementation of a strategy regarding the status and further development of this capital must be carried out and this can take place parallel with the implementation of NPM principles.

Governmental performance is a dynamic process which has to adapt to changes in society, because current society demands differ from those of generations or even a few years ago. Implementation of NPM principles has implications for not only this performance, but also for the approach to policy issues and executive behavior, because results are now taking a central position. NPM promotes privatization, decentralization and liberalization what means a retreating government, taking a less central position, giving power away and thus operating on one level in a network with governmental actors. The implication is that when this stage is achieved, Good Governance is established.

Taking into account the World Bank's definition of Governance, NPM is an instrument in the implementation of Governance, serving as the road map to Good Governance. Implementations of NPM principles are steps in the process of creating the environment to foster the principles of Good Governance. When these principles become effective, society will experience the public sector as operating properly, because of the ability to adapt more easily to the changing needs and demands of that society, whether they are imposed or coming from domestic developments. Also Good Governance is assumed when in the public sector, NPM principles are implemented, to anticipate to upcoming or existing changing trends in the management of this sector. The fact that they are both requirements to achieve each other, makes clear that NPM and Good Governance have an interchangeable relationship.

In the implementation of Good Governance and NPM, HC plays a central role, since the required knowledge, skills and experience, all come together in the involved individuals. Investments in officials to create and consolidate sufficient knowledge within the governmental organization are therefore crucial and should get special attention from policymakers.

## 2.4. Good Governance

With the World Bank definition as a basis, Good Governance can be defined as the exertion of power by various levels of government and that is effective, honest, equitable, transparent and accountable. To reach a level of Good Governance a framework of clear rules and regulations is required which creates the perception of these characteristics by clients of the state's institutions. Clients can be either citizens or organizations, who need the services provided by these institutions.

Even if the legal framework is in place, the implementation and approach of the civil servants, is crucial for the realization of Good Governance. That counts not only for the approach of civil servants in interactions with service seekers, but also for that of the policy makers. Therefore investments in personnel are important for the understanding, the interpretation and the appropriate application of regulations.

In the economical context as brought forward by Hirst (2000: 14), Good Governance is basically the creation of a sound environment that prospers economic development. The role of the state is in the provision of an effective political framework, an efficient state administration and a strong rule of law. Furthermore it should limit itself to the scope of its capacities and abilities and concentrate on market facilitation.

When Governance is in the context of NPM, Good Governance is perceived to be the ultimate phase of privatization and usage of private sector management styles.

The sound environment that prospers economic development, is a matter of a policy framework that can have shifting focal points, depending on the orientation of the ruling political parties (Hirst, 2000). Whatever the political orientation may be, continuity in the economic development is the core of any form of Governance and that means that interruptions in the staffing of positions must be prevented as much as possible.

For all the above stated, proper HC must be available and thus it forms a prerequisite to Good Governance. With regard to this issue an interesting publication was of the Independent Commission for Good Governance in Public Services (OPM and CIPFA, 2004), where six principles of Good Governance were emphasized as being:

- focusing on the organization's purpose and on outcomes for citizens and service users;
- performing effectively in clearly defined functions and roles;

- promoting values for the whole organization and demonstrating the values of Good Governance through behavior;
- taking informed, transparent decisions and managing risk;
- developing the capacity and capability of the governing body to be effective;
- engaging stakeholders and making accountability real.

These are the goals governments generally set to achieve, with NPM in their pursue for Good Governance. HC is contained in the fifth principle and when implemented continuous attention must be payed to this issue because it is dynamic and needs constant adjustments.

## **2.5. Human Capital (HC)**

HC is described as being part of the broader concept of intellectual capital which represents the value of knowledge and products, closely related to knowledge. In different definitions of intellectual capital the central role of the human factor is mentioned (Webster, 2002; Loverde, 2001; Sveiby, 1997), giving it a central role in this concept, but HC was described before.

During a long history HC evolved into its present state, with several published definitions, descriptions and elaborations (Le, Gibson and Oxley, 2003), but for this thesis that will be left out of discussion. Definitions worth to mention are from Stewart (1999: 93), who defines HC, as the knowledge people need to serve customers and benefit themselves. Marr and Starovic (2003: 6) defined HC as the knowledge, skills and experience of employees. While some of the knowledge is unique to the individual, they argue that some other is generic, but both are characteristic to the individual and represent the economic value of that individual. Thus HC as being the capital a human being represents, has two parts, the educational part, formal or informal and the personal part, the personal traits.

Out of this it can be concluded that HC includes the knowledge, skills, abilities and experiences someone has and which are tied to that person so they move together away with that individual.

The educational part is not only what one learns trough formal or informal education, but also the way in which that knowledge is applied to generate economic results. With the personal part of HC the knowledge gained through education, must be applied what requires certain personal abilities. Together these parts comprise the HC, which can be on three levels, low, mid and high.

On all levels performance is related to some kind of investment in formal or informal education, which results in knowledge and together with the personal traits, forms the added value that is capitalized. The idea behind the division is that knowledge gain, leads to an added value for the individual, increasing labor value and opening opportunities to a higher income level and social status.

Lower level HC consists of the craftsmen and low-level administrative clerks, while the middle class HC includes the midlevel administrative, technical and management workers and managers. High level HC consists of the highly educated and skilled management, who are regularly the policy makers and implementers in private companies and the government. It is on this level that this thesis will concentrate mostly, but where necessary a step down will be taken to the midlevel.

Although there are other definitions of HC, the definition will be used in which it comprehends the knowledge, skills, competencies and attributes of individuals, which give them the possibility to create personal, social and economic well being (OECD, 2001: 18).

The concepts discussed in the previous paragraphs, cannot be implemented without HC, being people who are committed, qualified and motivated. HC relates to all the concepts because it is the driving force that makes the difference between failure and success. Especially for Good Governance and NPM, HC should be used in a fair and objective manner to equip the involved institutions with people who know how to do their job, without political distortions.

Patron-Client networks in this instance, are not only contaminating Good Governance, but also interrupting successful implementation of NPM, because they do not guarantee that capable people will be appointed to certain positions. These networks have sometimes been sources of political stability across history, but the recent occurrence of these networks, seem to undermine political stability and hamper the processes of Governance and Good Governance especially in developing countries. For this reason the recent networks are included when speaking of patron-client networks.

The relationship between HC, NPM and Good Governance, can best be illustrated schematically as:

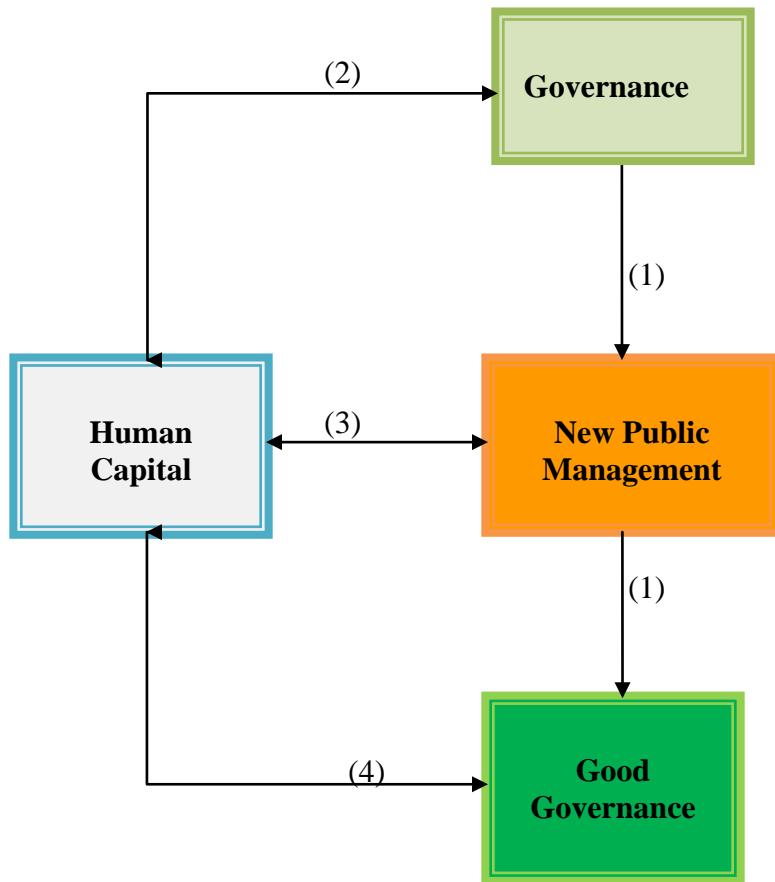


Fig.1: Relationship between HC, NPM and Good Governance

Starting point of figure 1 is that NPM is the driving force from Governance towards Good Governance (1). In Governance there is Human Capital that may not be used and managed as effective and efficient as it should (2). Implementation of NPM needs HC input, but it also makes clear the need to start the building up of HC (3) which can be added to that process. When the stage of Good Governance is achieved with HC inputs, it must be sustained what means that out of this it must become clear how the HC must be improved and extended (4).

## 2.6. Conclusions

There are several definitions of Governance but for this thesis the management process and style of the governmental organization in order to perform its tasks and fulfill its responsibilities are used.

The usage of Governance is twofold, first in the context of economic development with the promotion of effective modernization by IDA's as Good Governance. Secondly it is used in relation to NPM strategies including the introduction of private sector management styles and practices in the public sector, resulting in the privatization of governmental services and state owned enterprises.

Good Governance is achieved through a process of decentralization and privatization of governmental enterprises, and the introduction of private sector management styles in the governmental organization. This process, known as NPM, is the instrument in the improvement of Governance and serves as a road map to Good Governance.

HC consists of three levels but for this thesis, only the high level HC is taken in consideration. In the process from Governance to Good Governance when NPM principles are implemented, HC plays a profound role first as a requirement for NPM and second in the improvement and sustaining of Good Governance where it not only needs to be present and available, but it must also be kept up to date and eventually extended.

### **3. THE PUBLIC SECTOR IN SURINAME**

#### **3.1. Introduction**

In the previous chapter several theoretical concepts have been discussed, but the link to the public sector in Suriname was not made. The following paragraphs will give more inside if and how HC, Good Governance and NPM found their way into the civil service of Suriname, with the emphasis on the four assessed MAPP's. The basis for the governmental policy is laid in the Multi Annual Policy Papers (MAPP) which are supposed to pay attention to the mentioned concepts in one way or another. Multi Annual Policy Papers (MAPP) represent the strategy for sustainable development of the government of Suriname, over an administration period. They reflect the policy intentions over a period of five years and the strategies to follow in realizing these intentions. The Ministry of Planning and Development Cooperation produces these papers in close cooperation with all Ministries, with final approval from the Council of Ministers and the President. MAPP's cover the comprehensive national development policy intentions and strategies as well as specific sectoral intentions and strategies of the specific ministries.

Paragraph 2 takes a look at the place of HC within the MAPP's of the last two administrations. Before implementing NPM principles and achieving Good Governance, some actions need to be taken to create an environment in the public sector that enables successful implementation and this is the PSR. This process is discussed in paragraph 3 with special regard to Suriname. Following this the NPM implementation is discussed and finally Good Governance in relation to Suriname is discussed.

#### **3.2. Multi Annual Policy and Human Capital**

The current administration is in power for the second consecutive term, with some adjustments, because the coalition has been extended after the last elections. In this case the MAPP's of four periods, namely 1994-1998 (MAPP-I), 1999-2003 (MAPP-II), 2001-2005 (MAPP-III) and 2006-2011 (MAPP-IV), are taken into account with respect to HC.

MAPP-I was released in September 1993, divided in two main sections; first the Macro Economic and second the Sectoral and Regional Explorations. The sections were subdivided in several chapters, where the policy intentions were explained, also regarding short term training

intentions. Neither one of these sections however, payed clear and specialized attention to structural development and improvement of HC as a factor for development.

The administration that took office in 1996, with an administration term until 2001, presented the 1999-2003 MAPP. Unfortunately this administration was replaced in 2000, so its MAPP was not really implemented. In chapter 3 of this MAPP the Public Sector was discussed without paying attention to any reform, Good Governance or NPM. Annex I of this MAPP represented the investments in the Public Sector, but again without a place for Good Governance, NPM or HC.

In July 2001 MAPP-III was released starting with a statement about the effects of this plan and mentioning several aspects, except the impact on HC. Neither in the education nor the societal indicators one word was spent on the impact on the knowledge status of the population.

Chapter two of this plan, containing the policy intentions on Good Governance, did not mention HC, while this concept is assumed to be one of the basic tools in the process towards Good Governance. PSR mentions in chapter six, paragraph 2 (p. 95) the rationalizing of the civil service. Only shortly it mentioned some intentions that can be related to HC, namely the compulsory re-education of civil service officers in order to improve the efficiency and effectiveness of the service (p. 97) and the implementation of functional courses by the section Formation and Education. However no further guidelines are given for the organization, implementation and the intended goals of this topic.

In the MAPP-IV, statements are made about the development vision, its mission and the strategy to follow (p. 4). As one of the basic conditions for successful implementation of the development strategy, the human development is mentioned. It is stated that human development is aimed at the development of skills and the enhancement of skill opportunities. Education and training, culture and sport and recreation are the three main opportunities for human development (p. 22). Chapter five of this paper, named The Social and Human Development, discusses the policy intentions in the areas of poverty reduction, education and development, health care and social protection. This chapter is supposed to be important for the human development especially the educational with the expectation that it would contain the policy intentions regarding this issue. Paragraph two of this chapter discusses the section of education and community development,

starting with a statement about the degree of literacy and the fact that despite this high degree the education system does not apply to the requirements of society. Furthermore brief intentions are given about the future situation of the education system, also with regard to higher education, related to the Caricom Single Market and Economy, CSME. The main part of this paragraph discusses the restructuring of the education system, restricted to primary and secondary education. Concerning the development of knowledge on the higher education levels there are no further statements about an intended policy. Also no further comments are made on knowledge creation and management.

No further plans or papers have been retrieved regarding the development of HC as a policy objective, so it can be question how the PSR is being implemented.

### **3.3. Public Sector Reform Suriname, PSRS**

Public Sector Reform PSR, is the process in which the public sector is adjusted to become suitable for implementing NPM principles and to achieve Good Governance. PSR is the umbrella under which processes are conducted to create the environment to apply NPM principles.

The question can be raised whether PSR is part of, or a prerequisite for NPM. Since this is not of main relevance here, answering this question will be left in the middle, but still it is useful to take a closer look at PSR in the context of Suriname.

MAPP-I payed no attention to specific PSR's and it was in MAPP-II that the role of the State was brought to discussion, but the proposed intentions did not fit any concept.

In MAPP-III chapter six, the reforming and modernization of the public sector, to guide and facilitate the development process in Suriname, are mentioned.

Over the years the government implemented a policy of active involvement in the socio economical life, what resulted in many state owned companies. These companies were not functioning properly, so the government had to subsidize them substantially. The need to reform was motivated from five perspectives (Ministerie van Binnenlandse Zaken, 2003) which were as first administrative, covering effectivity and appropriateness, transparency, accountability and customer service. Citizen participation in policy processes, customer service quality, policy transparency as well as the responsible government and involved CBO's and NGO's, are

included in the social perspective. The technological perspective includes the use of ICT in the implementation of civil service tasks, HRM systems, co-ordination and steering of policy and management information. Within the political perspective were the retreating government, facilitating and conditioning of the private sector, introduction of public private partnerships and the privatization of state owned companies. The economical perspective includes the anticipation on international economic developments, new partnerships with donors, environmental consciousness and the pursuit for a higher level of welfare.

The PSR Suriname PSRS, was prepared in collaboration with the IDB, with the purpose to establish an effective and efficient public sector which aims, guides and facilitates the development process of Suriname. A steering group is responsible for the decisions regarding the PSRS, directing of the implementation, the control mechanism and the coordination of the several donors. Five sectors are identified for the implementation of the PSRS and these are decentralization of government, reorganization of the civil service, rationalization of the state owned section, stimulation of the private sector and finally the institutional strengthening of the planning and financing procedures.

Within the reorganization of the civil service the Civil Servants Development Policy is part of a strategy that takes care of a balanced development and participation of civil service officers. This development links to the HC component and for the higher level it is covered under the chapter of cadre and implementation development.

For the implementation of PSR, a special Bureau PSR was initiated to engineer this process, but it took four visits to speak an official of this bureau without getting significant information. At the first three visits, after ringing the bell at the front, and waiting for 3<sup>m</sup>58<sup>s</sup>, 4<sup>m</sup>02<sup>s</sup> and 3<sup>m</sup>55<sup>s</sup>, respectively still no officer showed up. It was after 3<sup>m</sup> 18<sup>s</sup> at the fourth visit that someone showed up, but was unable to provide any necessary information, stating that there was not much done.

Another part of the PSR is the decentralization which is implemented in a separate project, financed by the IDB. It is aimed at giving the districts more sovereignty in budgeting and spending their own incomes.

### **3.4. NPM in Suriname**

Suriname's civil service counts for 40% of the working class so a substantial part of the public funds is allocated for salaries (MAPP-IV: 36). The Surinamese government has acknowledged that the public service is too big, ineffective and inefficient and therefore has initiated a program on PSR, which is based on the MAPP-III.

Like other developing countries with ties to the IFI's, Suriname obliged itself to implement NPM principles in order to get loans and Technical Assistance. MAPP-I, labeled "Suriname on the turning point", did not mention any principle related to NPM. Although in MAPP-II one chapter was spent on the governmental outline that could not be accounted to NPM, because it contained no clear references to this concept.

It was in chapter six of MAPP-III that the PSR was covered, divided over three sections, namely macro-economic planning and monitoring, rationalizing of the civil service and of the state enterprises. A list of policy intentions on these sections was generated, but the issue of capacity building and in particular HC, was only addressed in common terms without specifications (p. 99). This raises the question how to realize the intentions if no heed is payed to the workforce needed to bring them to a good end. Although one intention was the evaluation and adjustment of the civil officers courses, that would not be sufficient because these courses are for low to mid level officers.

The Public Sector Management Strengthening Program PSMSP, formulated and approved by the IDB, was an outcome of MAPP-III. While in 2004 the secretariat PSR was installed, the launch of the PSMSP, was delayed until 2006, covering four components:

- Civil Service Reform;
- Improvement of Civil Registry;
- Improvement of the Public Procurement system;
- Connectivity Backbone and Public Sector Readiness Assessment.

As a matter of fact in MAPP-IV, Chapter three, almost the same policy intentions are back and this chapter shows substantially significant similarities with the corresponding chapter of MAPP-III. This raises the question whether during the MAPP-III period, results were achieved or not and for what reasons

Concerning the HC, the intention is to attract and train cadre for the high level management positions, but no further plans concerning this matter are revealed. Whenever the NPM principles proceed in implementation, the need for qualified personnel will grow and then the consciousness on building conserving and further development of HC, will inevitably start to emerge. Implementation of NPM principles will put new management styles and approaches on the foreground and accountability, responsibility, privatization and decentralization will become fashionable concepts. HC will play a prominent role, because in the new management situation it will be necessary to place skilled, experienced and educated people with an open mind to accept and implement developments. The composition of the several selected Ministries to assess, will give a picture, how far the staffing of the high level positions answers this requirement.

Currently two projects, in the implementation phase regarding NPM, are the PSR project and the Decentralization Project, both financed by the IDB.

### **3.5. Suriname and Good Governance**

In April 2001 the IDB released a country report about Governance in Suriname in which they concluded that “Suriname suffers from deficiencies in a number of aspects of Governance and these have adversely affected Suriname’s economic and social development” (p. xi). Also they concluded that patron client networks “have had a profound effect on governance” (p. xi). Three main problems were identified as obstacles towards Good Governance (p. 4) being the:

- incompleteness and vagueness of the Constitution on important matters, leading to a Constitutional crisis in 1999;
- lack of effectiveness of the three branches of government, caused by conflicts such as a failure to obtain quorum in the legislative body since 1998 and which is again occurring, conflicts over procedures between the executive and judiciary branches in the appointment of judges, and an inter relationship between the legislative and the executive since members of the legislative are also senior officers in the executive branch;
- conflicts of interest in some government entities, caused by political influencing in the appointment of certain officers who are expected to be objective and independent.

Besides the prevalence of the patron client-networks; other obstacles identified are the ethnic fragmentation and the process of rent seeking (pp.7-10).

Chapter one of the MAPP-III starts with a statement of Good Governance and what that means for the administration. Also a summary is given of the principles of Good Governance which form the basis for the implementation of this plan. In chapter six the administrative usage formulated as the PSR, and to which extend this has been realized with respect to HC, must become clear after analysis of the research results.

In MAPP-IV no specific attention is payed to Good Governance but however in chapter three, covering the Governance, again PSR's gets special attention. Based on this it may be concluded that the policy intentions formulated in MAPP-III were not yet realized. It would go beyond the scope of this thesis to answer the question for what reasons those intentions were not realized.

### **3.6. Conclusions**

The four assessed MAPP's did not mention NPM, PSR or Good Governance in the sense as it is internationally known and also HC was not mentioned.

In collaboration with the IDB the implementation of PSR was initiated with a special unit to engineer this process. Waiting 3<sup>m</sup>58<sup>s</sup>, 4<sup>m</sup>02<sup>s</sup> and 3<sup>m</sup>55<sup>s</sup>, respectively at the first three visits without seeing an officer and 3<sup>m</sup> 18<sup>s</sup> at the fourth visit before speaking anyone, and then being informed that there are no reports or information available to the public, questions rise about the chance of succeeding for this project.

The PSR and the Decentralization Projects are the NPM implementations in Suriname sponsored by the IDB who identified three main problems as obstacles towards Good Governance:

- incompleteness and vagueness of the Constitution on important matters;
- the lack of effectiveness of the three branches of government;
- conflicts of interest in some governmental entities.

Patron client networks forms another obstacle to Good Governance since here they contaminate the implementation process of NPM principles.

## **4. ASSESSMENT OF MINISTRIES**

### **4.1. Introduction**

To carry out the survey, a letter was sent to all the Ministries requesting their cooperation to provide the required information. Not all Ministries responded to this request, while some referred to the Ministry of Home Affairs, stating that this Ministry was the office where the records were kept. The Ministry of Home Affairs cooperated, but however not all records were sufficiently and so it was not possible to assess all those Ministries. Before investigating the records, information was gained from Ministry officials about the organization structure to obtain an outline of the Ministries. Finally the resulting Ministries were Natural Resources, Trade and Industry, Foreign Affairs and Home Affairs. Some Ministries, had job descriptions and requirements available, as a result of the assessment conducted by the Central Staff organ Formation affairs and Efficiency (CSFE) in the period October 1988 until April 1989. The job descriptions for the Ministry of Trade and Industry were the result of a similar assessment conducted by Delloite & Touche.

In 2005 the organization structure of the Ministry of Natural Resources was changed significantly when a substantial part separated and transferred to the newly formed Ministry of Spatial Planning, Land and Forestry Management. Because of this division, this newly created Ministry was also taken into the assessment. The information regarding this Ministry was obtained only from the records kept at Home Affairs.

Given the fact that the Surinamese community is very small and retractable, the data is kept as anonymous as possible, to prevent from identifying individuals out of the data presentation. For this reason the Ministries, the Directories and the Sub Directories were randomly numbered. Although it is tried to keep the data as anonymous as possible, it may be inevitable that data be related to certain individuals.

This chapter covers the assessment of the five mentioned Ministries, over the following paragraphs, numbered Ministry-I to Ministry-V. The collected data is schematically represented in Annex 2 for the staffing of the ministries and Annex 3, for the relation between education, experience and political loyalty.

## **4.2. Ministry-I**

During the Military Period, some Ministries were restructured, reformed and reshaped into new Ministries and then this Ministry emerged. It underwent some changes and adjustments until it stabilized at the current form with an organization structure which was implemented in 1996. In this structure under the Minister there is one General Director and four Sub Directorates, headed by Deputy Directors.

Over the period preceding the 2000 elections, there is no information available about the policy advisors. In 2000 when the Ministry was taken over, there were four policy advisors from whom two were academically educated in law and chemistry. One advisor came over from the Ministry of Regional Development and claims to earn a university degree in sociology, but it is doubtful because there is no evidence of any kind about his education. All these advisors were devoted loyalists of the ruling party and they formed a powerful group around the Minister. When the Minister was appointed to another Ministry he took them with him as his client network.

Currently there are only two policy advisors, being a doctor economist and a university educated in statistics, in the age of 60+ and 40+.

Furthermore in this ministry there are a few departments which are staffed with political loyalists, so their management is changed every time the minister is replaced or another party rules this ministry.

Out of tables A2-1 and A3-1 it can be seen that this ministry is political sensitive, since it is preponderantly staffed with political allied personnel, lacking experience. This implicates that if there is objectivity in the staffing, it is restricted to the coalition political parties. Moreover, out of the information gathered, there was no notion of HC and there was also no approach to it.

## **4.3. Ministry-II**

Also as a result of the reforms in the military period, this Ministry emerged and currently there is one Director, and four Deputy Directors, with several agencies regarding them. The current Director was appointed at the end of the 1980s, as Director of one Directorate. At that time there were two Directorates with two appointed Directors.

Looking at the Deputy Directors, Deputy Director I is, now General Manager of a state owned Company and his political affiliation is unclear. Number III, already retired, was at the time not related to any political party, but since the last elections he is appointed as policy advisor in the newly created Ministry. Number IV was appointed on the basis of his political preferences, until he left for the private sector and ever since the position is open.

The open positions were not staffed since then, but the now serving Minister wants to be careful in making appointments.

During the 1991-1996 administration there were three policy advisors all from the ruling party and it was out of this group that the Director was selected and appointed. Two of these advisors were university educated one in law, while from the third one the educational record was unknown.

The succeeding administration from 1996-2000, was characterized by policy advisors from whom no records were kept and as a consequence little is known about the educational level. The two leftover policy advisors from the former administration were replaced and the then most important policy advisors were a low ranked soldier and someone with an unfinished high school record. From none of them records are kept, but they were no graduates from universities.

In the 2000-2005 administration these advisors were replaced with university educated and skilled advisors and there were not more than two.

What happened in this ministry is that especially from a political view sensitive services were staffed with political loyalist, so with every administration change, the heads of those services were replaced.

Now the Minister is replaced but this Ministry is still under the rule of the same political party and so there are no significant changes in the staffing. Still there are the departments, staffed with party loyalists, but as far as known, this minister did not appoint personal favorites into positions.

The departments of this ministry are staffed with directors who are directly related to the ruling party and as a consequence shortly after every election the management is changed to facilitate own political loyalists.

Looking at table A2-2, it shows that some positions are vacant for more than five years now, what indicates that over time there is no priority to fill them, because it is unimaginable that the required knowledge is absent in Suriname. If there was a policy regarding knowledge management and HC, it would have been reflected in the staffing of these positions.

#### **4.4. Ministry-III**

For this Ministry there is no CSFE report with job descriptions and requirements, so there is no reference to rely on. The current staff is taken with the minister from his former ministry, and it is fully staffed with party loyalists. During the 1991-1996 administration there was no special director for Sub Directorate II, until in 1996 a political appointment was made for this position. In the following period, for political reasons this position was held vacant and the candidate was appointed as Deputy Director. The reason was that this officer had not enough political backing for the position of Director.

In 1992 the Deputy Director I passed away and since then the position was vacant, until 1998 when an engineer of an unrelated discipline, but a political ally of the ruling party was appointed. When the administration changed in 2000, this officer was put aside, however still in function and up till now he has not been rehabilitated and is still ignored.

Concerning the Sub Directorate II, in the 1991-1996 period the deputy director, with regard to education, was the right man on the right place, although his appointment was for political reasons. The succeeding administration did not make use of this officer and left the position open until the next administration when this position was staffed again. The then appointed Deputy Director also had the right education for this position, but still it was a political appointment and after the last elections he was replaced by an economist. Although freshly graduated and without any experience, but being a member of parliament for the ruling party this appointment was approved.

Sub Directorate III is responsible for personnel and administration affairs and it is headed by a party member graduated in diplomacy.

A graduate in law was appointed to Sub Directorate IV, who also is a strong loyalist to the ruling party and formally employed at the Ministry of Public Works, without a formal transfer. While

being Deputy Director, this officer is fulfilling a lawyers apprenticeship to pass the bar examination.

The last Sub Directorate is headed by a party loyalist, with sufficient education and experience, but appointed on the basis of political ties.

The ruling of this party is characterized by a systemic replacement of department directors by party loyalists and where this was not immediately possible, the positions were left open. Furthermore there was an influx of party loyalists in these departments, who were appointed as policy assistant, but with unclear educational levels.

In Policy Advisors this Ministry is the front runner with a total of sixteen and a variation in backgrounds. Table A2-4 gives an overview of the policy advisors in age, and professional background and it shows that none of them is educated or skilled in the fields of spatial planning, forestry, land management or land related issues. It is striking that although all those advisors are involved in land lease issues, constantly there are incidents in this area and some of these advisors are allegedly involved in corruptive practices and one is even being suspended.

The qualifications raise several questions and the first one is how these advisors can contribute to the policy formulation and implementation of this ministry given their backgrounds in relation to the policy areas of this ministry.

The most important question however is: Why and for what are these people appointed as policy advisor? In practice there is no concrete effect in the performance of this ministry, while on the contrary some of them are regularly named in land related corruption allegations.

These backgrounds, related to the ages, are disquieting and that raises the question whether it is possible to formulate and implement a cohesive and comprehensive policy, since they represent very little of the policy areas. The ability to formulate policy objectives and recommend about the implementation is at the core of this question.

Tables A2-3, A2-4 in combination with table A3-3 implicates that regarding HC, there is no policy and that political loyalty prevails.

## 4.5. Ministry-IV

This Ministry has a particular structure with only one General Director, one Deputy Director, Heads of Divisions and Policy Advisors. Of the few ministries with CSFE function descriptions and requirements, this ministry is one so there is some reference to test the qualifications of the several officers. Over the period preceding the 2000 election, there are little records available, for unclear reasons. The Heads of Divisions are with the exception of one, law graduates while the one exception is in the graduation process for a law degree. Although there have been mutations over the past eight years, the education level for the several divisions was still on university level, mostly in law. This trend which was initiated in the 1996-2000 administration, was boosted during the 2000-2005 administration, and is still continuing.

In the assessed periods the Directors had sufficient qualifications, but in the former administration period that changed when shortly after coming into power a Director was appointed who served the Ministry already for a while, but was lacking the job qualifications and who had passed the retirement age also years ago. This Director was only a few months ago replaced by a law educated officer who also holds a masters degree in public administration and served long terms in overseas offices.

Although the requirements for the policy advisors are clearly described in the CSFE report, there are nine advisors with not one who fully fits these requirements. Describing the situation would take too much so table A2-6 is created to give an overview of educational background of the policy advisors from which data was retractable. Most of these policy advisors are also from previous administrations and they can be recognized as the inactive.

With the exception of one advisor, the policy advisors are 50 years or older, what should not have been a problem if it were experienced people, but instead it is a selection of party loyalists who are appointed for unclear reasons. In one instance, the advisor was deputy director in another ministry, but when he was put aside because another party took over the ministry, his party accommodated him at this ministry. This is a strange case, but rather usual and more recently the director who was put aside in one ministry, was covered by his party and accommodated in a ministry ruled by that party.

Given the backgrounds and ages of the advisors, the implications of table A2-6 are that the performance of this ministry will be poor if it is based on the inputs of these advisors. Apart from the capability issue, the ages and backgrounds of the advisors indicate that there is no special policy on knowledge creation and management.

In the administration period 2000-2005, the section heads within this ministry were detached to foreign posts and they were replaced by young graduates, by the then responsible minister. Regardless of the political preferences, all these officials had a law background what gives the best basis for these functions (table A2-7). In contrast to the policy advisors, the section heads are qualified for their functions but it seems to be a coincidence rather than the result of policy, because it does not synchronize with the advisors.

#### **4.6. Ministry-V**

Like Ministry-IV, it looks like this ministry has a small organization, but that is untrue. Consisting of only one General Director and three Deputy Directors, this Ministry holds at least eight sections, regards directly under the General Director. It is common that from these sections the heads are substituted depending on the party that rules the Ministry after every election. This Ministry was characterized by the fact that it lacked a sufficient recording of its officers, making the data difficult to find. A reconstruction of the several deputy directors in particular was difficult, since the records to be kept were in most cases absent.

Out of table A2-8 it would be likely to conclude that this Ministry is not plagued as much with political appointments as other Ministries, but here it has another form. During the assessment it became clear that several policy assistants, policy advisors and heads of departments are appointed who are all party loyalists. Background information about these officers was not available, so no further comments can be made about education and age.

Remarkable is the fact that a department that was formerly with another Ministry, was switched over to this Ministry when the former was taken over by another party. This switch was only to sustain the rule of this political party over this department, with its management overwhelmingly staffed by party loyalists.

Table A3-5 indicates that this ministry is political stronghold, because since 2000 it is staffed with party loyalists and the only officer related to the opposition is put inactive. This politically related staffing also indicates an absence of HC principles and policy in this ministry.

#### **4.7. Conclusions**

Overall it can be concluded that the record keeping in the Ministry of Home Affairs is insufficient and somewhat problematic with an increased risk of unreliability.

Also descriptions of functions and requirements for high level positions are not available for every position, so there is no standard for appointments.

Shortly after elections changes in the staffing of positions are visible in the assessed Ministries what can be contributed to the changes in administration, or ruling parties who facilitate their own loyalists to staff ministries. This make it seems like qualifications don't count at all, but although it does, the political loyalty weighs more then qualifications. This is underpinned by the appointments of unqualified officers, while there are qualified persons who do not favor the ruling political parties.

Positions are held by officers for a long time until their retirement, leaving no room for young people to introduce new ideas.

In the aspiration to facilitate party loyalists, positions are regularly staffed with candidates who lack qualifications, while qualified and experienced officers are put aside. This indicates the existence of patron client networks, where the patron is the Minister and the clients are the officials he appoints. A clear example is the Minister of Ministry-III who was first serving on Ministry-I and then took with him his client network when he moved to Ministry III and appointed the clients as Director and policy advisor, while none of them fulfilled the requirements. Annex 3 shows that the combination of education and experience is often not matching the requirements, sometimes lacking experience, but often lacking the education. For proper qualification, the education and experience were taken into account and that resulted in more then half the positions being insufficiently staffed.

In two ministries more than ten policy advisors are counted with insufficient qualifications, but political loyalty to the ruling party or the minister. This seems to underpin the notion that political loyalty prevails over qualification.

Another phenomenon that came up is the fact that members of parliament are regularly assigned as policy director, deputy director or policy advisor to a ministry. This goes against the division of branches, a fundamental principle of democracy. Besides it raises questions about the effectiveness of the Governance and the implementation of PSR principles.

In departments of the Ministries, with the change of a ruling party, the heads are replaced by political loyalists and so extending the patron-client relations.

A negative consequence of this phenomenon, is that policy advisors, directors, heads of departments and other officers who are put aside, then form the so called “ghost officers”. They receive a monthly salary, without delivering any performance and this turned out to become a form of rent seeking, because they have all benefits of their civil officer status, but do not contribute to the daily tasks or whatsoever in any way.

## 5. CONCLUSIONS AND RECOMMENDATIONS

### 5.1. Conclusions

Based on the data gathered from the assessed ministries, an answer can be formulated and explained for the central question:

**What is the role of political loyalty versus knowledge, expertise and experience in the appointment of senior positions?**

Out of the data, schematically represented in Annexes 2 and 3, it can be concluded that political loyalty prevails over education and experience when senior positions are staffed and that there is no policy, or policy intention regarding HC.

Personal records from civil officers, kept by the Ministry of Home affairs are in most cases not up to date and incomplete. For a proper management of HC it is required to keep records on track in order to have up to date information available.

Not all assessed ministries had job descriptions and requirements, resulting in a lack of terms of references and leaving room for arbitrary appointments.

In all assessed ministries some Deputy Directors were in position for twenty years or more and were replaced at their retirement, without periodical vocational trainings. This phenomenon forms an obstruction to refreshment and changes in policy, as there is no rotation of young officials to apply new approaches. Circulation of officers through several positions seems to make more sense because they then have to change their mindset in every position what keeps them alert and open for differing views.

In some positions officers were holding an insufficient university degree, because it was from an unrelated discipline. For instance in ministries with technical or specific land related tasks, almost all the officers were holding non technical degrees, while specific technical degrees were required. Beside this difference in educational requirement, there was also the experience factor which many lack at their appointment.

Especially most of the policy advisors were lacking sufficient education, raising the question what their contribution could be in the policy development and implementation of Suriname.

It is common that retired political loyalists whether they are former civil officers or not, are being appointed as policy advisor by some ministers.

Every change of administration, causes changes in the staffing of positions and appointments of people with lacking educational requirements. This can be explained as political changes allowed by the political leaders to facilitate party loyalists.

The main consequences of the above mentioned phenomena are that keeping people for a long time in the same positions hampers the flexibility in policy implementation and can even lead to obstruction. Also this is a barrier to the introduction of new visions and ideas by young professionals with up to date knowledge and management visions.

Changing people for positions because of political reasons every administration term, results in an interruption of the knowledge and experience building process. It also interrupts the policy implementation process, and causes a setback, since the new appointed officers need to get into the matter before performing.

The fact that inexperienced people with unrelated or insufficient education, are appointed on high level positions, results in government that lacks the ability to formulate and implement policy in a proper way and that will be dictated by external institutions. Given this situation it will be difficult or even impossible to achieve Good Governance.

It is a regular habit that functional requirements are not taken into account when staffing high level positions and officers are replaced when another administrations or party ruling ministries, change.

A negative consequence of this replacement is the formation and preservation of the so called “ghost officers” who receive a monthly salary, without delivering any performance. This has turned out to become a form of rent seeking, because they have all benefits of their civil officer status, without any labor contribution.

## **5.2. Recommendations**

Recommending on this issue is difficult since staffing of high level positions is political sensitive, but still there are some remarks to make.

First a transparent selection procedure must be introduced with a system of checks and balances for applicants. This should also count for the staffing of the departments, since it turns out that with a change of party, departments directors are also replaced for political loyalists.

A second option is to create a pool of professionals that are trained for the high level positions, regardless of political affiliation. These candidates must pass through a selection procedure to make sure that they have the personal skills for such positions. Even if political appointments are made out of this pool that may not hamper the Governance quality because the officials are qualified for the positions.

The third and most important remark is in that the aspiration to Good Governance, the NPM principles must be implemented more intensive to eliminate the burden on the government of inefficient departments used to facilitate political loyalists. NPM implementation will lead to a smaller government what will make it less attractive to appoint political loyalists to high level positions, because the influence that causes the attractiveness will be reduced.

Finally and very important, a policy concerning HC must be developed, because HC is the driving force of society, since knowledge is required everywhere. To perform Governance or other public management principles, always HC should be required, and therefore a policy on HC will be inevitable.

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## **ANNEX 1: Requesting Letter**

Aan de Minister van Binnenlandse Zaken

ir. Clemens Roos

Drs. M. Hassankhan

Blauwvinkstr. 27

Alhier

Morgenstond - Paramaribo

Onderwerp: MPA thesis

Paramaribo, 3 april 2008

Excellentie,

Hierbij verzoek ik beleefd uw medewerking inzake het volgende:

Mijn naam is Clemens Roos en ik ben student Public Administration in Governance aan het FHR Lim A Po Institute for Social Studies. Als afsluitend onderdeel van deze studie doe ik een onderzoek getiteld: "Human Capital als instrument voor Good Governance" "De plaats van Human Capital op beleidsniveau binnen de overheid van Suriname."

Middels dit onderzoek wil ik inzicht verkrijgen in de management van Human Capital op de hogere niveau's binnen de overheid. Daarvoor heb ik uw medewerking nodig om de benodigde informatie te bestuderen met name bij het Centraal Staforgaan Formatiezaken en Efficiency.

Het onderzoek betreft met name de functieveristen voor de hogere overheidsfuncties met name op het nivo van beleidsadviseur, directeur, onderdirecteur en eventueel diensthoofd. De centrale onderzoeksvraag is wat zijn de functie vereisten voor de beleidsfuncties en hoe wordt daarin voorzien?

De onderzoekstijd zal afhangen van de beschikbaarheid van de informatie en ik zou gaarne rond 9 april 2008 met dit onderzoek aanvangen.

Gaarne verneem ik van u of het onderzoek vanaf de voorgestelde datum mogelijk is.

Met vriendelijke groeten,

ir. Clemens Roos

Tel. 08602960/08738585

## ANNEX 2: Overview of the staffing of the assessed Ministries

**Table A2-1: Overview of staffing of positions in Ministry-I**

	Director	Dep. Dir I	Dep. Dir II	Dep. Dir III	Dep. Dir IV
-1996	> 30 yrs: secondary school/vocational trainings	unknown	Open: Coordinator with University degree.	High school/ University Law Degree	> 30 yrs: secondary school/vocatio nal trainings
1996-2000	Economist	Teachers degree/Law Degree/ MP > 20 yrs in service	University Law Degree	Unknown	Undergraduate : HRM/Environ ment
2000-2005	MBA				
2005-			Economist		

**Table A2-2: Overview of staffing in the Ministry-II**

	Director	Dep. Dir I	Dep. Dir II	Dep. Dir III	Dep. Dir IV
Period Before		Open	Secondary school and vocational trainings. For 25 yrs in function and retired.	University Degree Engineer	University Degree Engineer
1996-2000	±20 yrs now: University degree in engineering. No additional education known.	Geologist University degree	Open		Open
2000-2005		Open			
2005-					

**Table A2-3: Overview of staffing in the Ministry-III**

	Director	Dep. Dir I	Dep. Dir II	Dep. Dir III	Dep. Dir IV	Dep. Dir V
1991-1996	Vacancy	Vacant from 1992	University Degree Land Development			Not existed
1996-2000						Biologist
2000-2005	Vacancy	Land use Engineer (University)	University Degree Urban & Rural Planning			Vacancy
2005-			University Degree Economy	University Degree Diplomacy	University Degree Law	University Degree Forestry + MPA

**Table A2-4: Overview of policy advisors of Ministry-III and professional background**

Advisor#	Age	Profession/Education
1	50+	Entrepreneur
2	50 +	Law Graduate/Prosecutor
3	60+	Retired Director of Ministry, Engineering Graduate
4	± 50	Law Graduate
5	± 50	Unknown
6	± 40	Schoolteacher/Law student
7	± 50	Vocational education
8	60+	Retired Unknown
9	60+	Retired Police officer
10	60+	Retired elementary school principal
11	40+	Economist
12	60+	Retired undergraduate
13	60+	Retired Head of department
14	40+	Law student
15	60+	Retired Engineering Graduate
16	50+	Law graduate

**Table A2-5: Overview of staffing of positions in Ministry-IV**

	Director	Dep. Dir
Period Before		
1996-2000	University Educated	With intervals as Policy Advisor:
2000-2005	International Law	Teachers degree Secondary school
	Law	
	Teachers degree Secondary School	
2005-		
	Law + Public Adm.	

**Table A2-6: Educational background of the policy advisors in Ministry-IV.**

Adv. #	Age	Education	Since
1	50+	Bachelor Int'l Relations. Transferred from other ministry in 2002. Inactive since 2005.	2002
2	± 70	Bachelor in Social Science.	2005
3	±55	Unknown education. Party loyalist. Became advisor since March 2005.	2005
4	55+	Biologist. Was inactive in other ministry and then transferred. Party loyalist.	2003
5	55+	Other political party inactive since 2000 when current coalition took power.	
6	55+	Businessman. Party loyalist. Unknown educational background	2002
7	70+	Unknown. Party loyalist and former member of Parliament. Interrupted during 1996-2000 administration.	1991
8	45+	Undergraduate Social work. Party loyalist and former member of Parliament.	2001
9	70+	Under Graduate in Linguistics/Former General Director/ Party loyalist	2007

**Table A2-7: Educational background of the section heads in Ministry-IV.**

Head#	Age	Education	In period
1	35+	Masters degree in Law	2000-2005
2	35+	Masters degree in Law	2000-2005
3	30+	Masters degree in Law. Serving as section head.	2000-2005
4	50+	Masters degree in Law. Serving Coordinator	2000-2005
5	35+	Masters degree in Law. Acting section head. Party loyalist Since 2007 transferred to the State Council	2000-2005
6	±35	Law student in Graduation Process	2000-2005

**Table A2-8: Overview of staffing of positions in Ministry-V**

Period Before	Director	Dep. Dir I	Dep. Dir II	Dep. Dir III
1996-2000	Since 1993: Under graduate Constitutional law	With intervals from being put inactive: Assistant Teachers degree Elementary school, Vocational Training	1993-1997: Advanced education in Law	1991-2004: Advanced Education in Local Government Registration and Constitutional Law
2000-2005	Law	Law, unexperienced.	Law	Law
2005-				

## ANNEX 3: Overview of Education, Experience and Political Loyalty

The tables give an overview of the education (Ed), Experience (Exp) and the loyalty (L) of the different officials, over the assessed Ministries.

Options for the Education, Experience or Loyalty can be:

C = loyal to coalition; IN = inactive; N = neutral; No = No; NS = not sufficient; O = opposition; P = Loyal to ruling party; S = sufficient; U = unknown; V = vacant; Y = Yes.

No means that the official is not experienced

**Table A3-1: Ministry-1**

	Director			DD-I			DD-II			DD-III			DD-IV		
	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L
96-00	S	No	P	NS	Y	O	NS	No	P	S	Y	P	U	Y	U
00-05	S	No	C	NS	No	C	S	No	C	S	No	P	U	No	U
05-	Y			S	No	C		No					S	Y	N

**Table A3-2: Ministry-II**

	Director			DD-I			DD-II			DD-III			DD-IV		
	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L
96-00	S	Y	O	V			U	Y	U	V			S	Y	O
00-05	S	Y	C	S	Y	U				V			V		
05-				V						V			V		

**Table A3-3: Ministry-III**

	Director			DD-I			DD-II			DD-III			DD-IV			DD-V	
	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L	Ed	Exp
96-00	NS	No	P	NS	N	C	V										
00-05	V			IN		O	S	No	P								
05-	U	No	P			O	NS	No	P	S	Y	P	NS	No	P	S	Y

**Table A3-4: Ministry-IV**

	Director			DD-I		
	Ed	Exp	L	Ed	Exp	L
96-00	S	Y	P	NS	No	U
00-05	S	Y	P			
	S	Y	P			
05-	U	Y	P			
	S	Y	N			

**Table A3-5: Ministry-V**

	Director			DD-I			DD-II			DD-III		
	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L	Ed	Exp	L
96-00	S	Y	U	U	Y	C	S	Y	U	S	Y	P
00-05	S	No	P	IA	Y	O	S	No	P	S	No	P
		No						No			No	