Challenges in increasing adminstrative capacities:
Public employee training in China's State Forestry Administration

Research Questions: *What's the role of cadre training in the party-state's efforts to operationalize its concept of sustainable development? What's the orgine and nature of the training system? How do central mandates translate into training activities and how are conflicting goals of sustainable politics dealt with? What's the impact of human capacity building measures on the enforcement and implementation of sustainable policies at the local level?*

Theory: *Administrative capacity is set of skills and competencies that bureacracies are expected to have in order to facilitate and contribute to problem-solving (Governance Report 2014).*
**Methodological design:** *document analysis, qualitative field research ((30 expert interviews), qualitative curricula analysis of training plans*

Department of East Asian Studies, University of Vienna
julia.marinaccio@univie.ac.at

Leadership vs. Stakeholder Training

Knowledge Transfer

Local Training Institutions

China's training system combines structures of leadership and stakeholder training, disposing of an extensive web and different sets of training institutions that share responsibilities over training. Training tasks are distributed according to rank, position, and function of public employees, but also according to training category and training goal. Leadership training predominantly addresses public employees in executive positions. Training contents do not relate to the specific work fields of the participants, but aim at providing a "holistic" instruction with a combination of ideological and executive leadership. Stakeholder training on the other hand is carried out by functional bureaucracies. Training is not limited to party and government cadres, but also addresses technicians, researchers, administrative personnel who work inadministrative offices and the government department's subsidiaries.
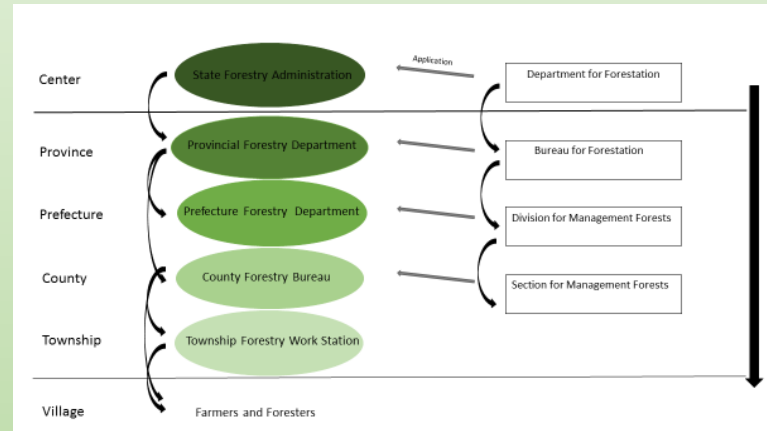
Forestry development, in contrast to other policy fields, relies to great part also on people whose lives and incomes are dependent on forest resources. Hence, a particularity of the State Forestry Administration is that the training system extends into society. Origin (1950s) and revival (1980s) of the forestry training structure were motivated by a lack of personnel resources. At times of fundamental or critical change, the training system served to support the state in creating and building human resources that were needed to staff the administrative apparatus.
Training authority is decentralized, according to which each level of administration is responsible for its own personnel and for leading cadres of the subordinated forestry offices. The state at central and provincial level "overrules" the one-level-down principle by regularly summoning up cadres in key positions from sub-provincial offices to the central and provincial-level

training institutions. Grassroots organizations carry out training of social stakeholders. Lack of personnel and poor training results in a "thinning" of knowledge and skill training down the vertical structure of the knowledge transfer system. Training assignments are attributed to position, work unit and responsibilities.
The distribution of forestry training institutions and allocation of training budgets underlie regional disparities. Local forestry training supply is linked with the political importance of the forestry department of a jurisdiction, and political importance in turn is manifested in revenue generation. Hence, provinces with high timber output provide more training than regions with little output. Resources spent on training are also much dependent on the heads of the local forestry departments/bureaus and whether they attach importance to training or not.