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PUBLIC GOVERNANCE AND TERRITORIAL DEVELOPMENT DIRECTORATE  
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**FICHES DE DONNÉES PAR PAYS  
COUNTRY FACTSHEETS**

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*Ces fiches de données ont été préparées par les pays eux-mêmes. Elles sont présentées au Comité pour information.  
These country factsheets were prepared by the countries themselves. They are presented to the Committee for information.*

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## AUSTRALIA

### **Workplace agreement-making**

During the year to March 2004 there were 99 certified agreements operating in the Australian Public Service (APS), each applying to an individual APS agency or part of an agency. Around 85 per cent of these are stand alone agreements that displace other workplace relations instruments. In addition, there were about 8805 operative Australian Workplace Agreements (AWAs) with individual employees, with 6993 covering staff below the Senior Executive Service (SES) level.

## AUSTRIA

On 30 June 2003, the Austrian Convention started to work with its first, inaugural meeting in Vienna's Parliament. The Convention was established by a Founding Committee on 2 May 2003 which laid down the tasks and composition of the Convention.

The assembly – chaired by Dr. Franz Fiedler, the President of the Austrian Court of Audit - consists of 70 representatives of Austria's public and political life such as the federal chancellor, the former vice-chancellor, the 3 presidents of the National Council, provincial governors as well as representatives of associations of cities, towns & municipalities and the heads of major democratic institutions. Also the leaders of all political parties represented in the Austrian National Council are partaking. Even NGOs are invited to special hearings to certain topics.

The **Convention's tasks** are to work out proposals for reforming the Austrian state and constitution. Therefore, the Austrian Convention is also called 'Constitutional Convention' by the public.

The current Austrian constitution was mostly drawn up by the jurist Hans Kelsen in 1920. In its version of 1929, it is still valid today. However, the Austrian constitution has been changed more than 80 times. Today, it consists of more than 1,000 constitutional provisions and is thus somewhat confusing. Thus the Austrian Convention was inaugurated on 30 June 2003 to restructure the constitution. Subsequently ten working groups were formed. **Until the end of 2004, the members of the Convention as divided into the ten working groups will go through the constitution, to define the relation between federal government, provincial diets and the European Union, and to work out responsibilities.**

With the future constitution, the Austrian state will be able to fulfill its tasks in a cost-effective, transparent and citizen-friendly way.

### **The Austrian E-Government Act**

**Federal Act on Provisions Facilitating Electronic Communications with Public Bodies** entered into force on 1 March 2004.

The object of this Federal Act is to promote legally relevant electronic communication. Electronic communications with public bodies are to be facilitated, having regard to the principle of freedom to choose between different means of communication when making submissions to such bodies. Thus a multi-channel-access to public bodies is ensured. The Act deals with issues like the identification and authentication in electronic communications with public bodies as well as the use of the citizen card functions in the private sector and according penal provisions.

In order to improve legal protection, specific technical means shall be created to counter the risks associated with an increased use of automated data processing for the purposes of achieving the above mentioned aims and implemented where other precautions do not already provide adequate protection.

With respect to implementation of the aims of this Federal Act, measures shall be taken to ensure that, by 1 January 2008 at the latest, official Internet sites which provide information or electronic support for procedures are structured in such a way as to comply with international standards for access to the worldwide web, including unhindered access for disabled persons.

## BELGIUM

### General context

For the year 2004 economic prospects are positive for Belgium, with economic growth rising and a the budget which is predicted to present a surplus, as was the case since the year 2000.

The federal government, that entered into office in June 2003 and which is composed in the same way as the previous government but without the ecological political parties, continues to pursue the reform-process the federal public administration that was started by the previous government.

### Important topics

#### *Plan, enveloppe et anticipation des besoins en personnel de l'Administration fédérale*

Le plan de personnel connaît une première implémentation opérationnelle uniforme.

Les Ministres du Budget et de la Fonction Publique ont, par une circulaire « Plan de personnel », synthétisé les acquis de base en la matière, et fixé le rôle de l'ensemble des décideurs aux niveaux P&O, B&B et IF sur les bases budgétaires, réglementaires et opérationnelles minimales du plan de personnel.

Bien que minimal, ce premier modèle de plan de personnel constitue un ensemble cohérent dans lequel chaque aspect a fait l'objet de développement, de modélisation, de validation et de concertations approfondies avec les SPF, les directeurs et staffs P&O. Ces aspects sont listés brièvement ci-dessous:

- Intégration du plan de personnel dans la réglementation statutaire, définition générique uniforme du mécanisme de nomination statutaire en lien avec le plan de personnel.
- Intégration du lien plan de personnel – enveloppe de personnel, définition finalisée du suivi de l'enveloppe, projet pilote d'intégration automatisée des coûts en personnel à partir des données du payeur central, Projet inter-fédéral permettant une définition et une évaluation commune des coûts en personnel. Mise en place des enveloppes de personnel et suivi à long terme du mécanisme budgétaire. Mise en place d'un network de mise en commun des problèmes et solutions en matière de suivi des enveloppes.
- Développement d'un corpus méthodologique et administratif de base en matière de gestion et planification du personnel : Modélisation, catalogues et définitions uniformes du corpus des données de base relatives à la planification du personnel, Modélisation et réalisation d'un ensemble d'outils génériques définissant les objets et paramètres relatifs à l'inventorisation et la planification des ressources (VTE et budgétaires).
- Finalisation d'un instrumentaire répondant à la définition d'un plan de personnel minimal et validation de cet instrumentaire par le développement d'un système d'administration, de planification et suivi du plan de personnel pour le SPF P&O

Personne de contact : Etienne Orianne, Directeur Planning et Sélection, etienne.orianne@p-o.be

### ***Le recrutement : Selor***

SELOR a pour mission essentielle d'exécuter les sélections internes et externes pour les administrations fédérales de l'Etat belge ( les services publics fédéraux et les organismes d'intérêt public soumis aux mêmes dispositions statutaires). Il s'agit tant du personnel statutaire que du personnel contractuel, suivant des modalités particulières à chaque catégorie de personnel.

Il a également compétence en ce qui concerne l'organisation des sélections pour les différentes entités fédérées ( régions et communautés).

Il réalise cette mission par la mise sur pied de processus de sélection qui répondent aux spécificités des demandes de ses différents clients et qui se basent sur l'évaluation des compétences caractéristiques des différents postes à pourvoir.

Ainsi contribue-t-il de manière active à l'élaboration de la politique au sein du fonctionnement intégré de P&O pour l'autorité fédérale.

Il vise à atteindre le plus haut niveau de professionnalisme dans un souci permanent d'améliorer son expertise en sélection. Pour ce faire, il développe au sein de ses services différents projets qui se focalisent sur le développement de méthodes de sélection modernes : par exemple l'acquisition d'une maîtrise dans le domaine de l'assessment center, la mise au point de banques de données de questions fermées sur des bases scientifiques, l'apprentissage d'une méthodologie de construction de questionnaires permettant d'évaluer des compétences génériques propres à un niveau global de formation .

Les valeurs qui sous-tendent ses actions sont :

- l'indépendance ;
- le professionnalisme
- l'orientation vers le client
- la transparence
- l'accent mis sur le talent du candidat.

### ***Le développement du personnel***

La Direction Développement du Personnel du Service Public Fédéral Personnel & Organisation (SPF P&O) a pour mission le développement de la politique, de la méthodologie et des directives relatives au développement de la carrière, au management des prestations, à l'accompagnement de la carrière, à la formation et au développement des compétences du personnel des Services publics fédéraux belges.

Son action s'inscrit dans la nouvelle gestion des Ressources humaines de l'Administration fédérale et se concrétise en étroite concertation avec l'IFA, Institut de Formation de l'Administration, afin d'offrir aux personnes la possibilité de continuer à s'épanouir et de développer leurs compétences.

Cette nouvelle gestion des Ressources humaines repose sur les éléments suivants :

*a) Une nouvelle politique de carrière et de rémunération*

La nouvelle politique se distingue de l'approche traditionnelle au sein de l'administration fédérale.

- Dans la carrière de niveau A : par les filières de métiers et la classification des fonctions.
- La possibilité pour les agents de développer leur carrière dans un domaine d'expertise bien précis ou faire le choix d'une carrière axée sur la direction pour les niveaux 1/A. Les collaborateurs pourront en outre passer d'une carrière à l'autre.
- Allocation de compétence : des mesures de compétences ou des formations certifiées sont organisées afin de stimuler les collaborateurs à continuer à développer leurs compétences. La réussite de ces mesures de compétences ou formations certifiées donne droit à une allocation de compétence annuelle.
- Cette rémunération sera conforme aux conditions du marché du travail.

*b) Les Cercles de développement*

L'objectif des Cercles de développement est d'une part, la promotion du développement des compétences des membres du personnel, et d'autre part la réalisation des objectifs du service public fédéral. Une meilleure prestation, la motivation et l'implication accrue des collaborateurs en seront les résultats.

La direction Développement du Personnel a développé la méthodologie et les outils nécessaires à l'implémentation des Cercles de développement. Par ailleurs, elle offre une aide concrète, des conseils sur le terrain tout en favorisant et organisant la concertation entre les services publics. Elle se porte garante du respect de la philosophie du nouveau système et en assure le suivi.

*c) Un processus de développement de chaque membre du personnel*

Le développement de la carrière des collaborateurs nécessite un accompagnement du développement de leurs compétences individuelles et des compétences collectives de l'organisation. Une confrontation continue de leurs ambitions personnelles et des objectifs de l'organisation doit aboutir à un plan d'action individuel et collectif. Le chef fonctionnel, soutenu par les cellules d'encadrement Personnel & Organisation, détermine avec ses collaborateurs les actions et moyens à mettre en œuvre. Un soutien de l'individu, de son chef, de l'équipe et de l'organisation sont nécessaires.

La Direction Développement du Personnel développe trois projets en concertation avec les services publics :

- **Le plan individuel** de développement : il s'agit d'un outil qui tente de faire d'une part, la synthèse des besoins de l'individu et de l'organisation en vue de la réalisation des objectifs personnels et de ceux de l'organisation, d'autre part de définir les actions et moyens à mettre en œuvre pour réaliser les objectifs de développement définis.
- **Un plan de développement** des compétences **des équipes** est actuellement en phase d'élaboration.



- **Le plan global de développement:** ce plan vise à ajouter aux plans de formation existants ( qui sont plutôt opérationnels et à court terme) une dimension stratégique ( jusqu'à une perspective de 5 ans pour les actions de changement de culture ) :
  - en convertissant des actions ponctuelles de formation & d'apprentissage en projets ou trajets de développement avec des objectifs globaux et des objectifs intermédiaires ( 6 mois à 1 an) de changement de comportement observable sur le lieu de travail
  - en reliant ces projets de développement interne explicitement aux préoccupations managériales ( interrogation des managers) qui priorisent les projets
  - en créant, par projet ou groupement de projets, une structure de suivi sous la responsabilité des managers de ligne (contrairement aux formations ponctuelles organisées par les service de staff)

Sur le plan de **l'accompagnement du personnel**, le soutien aux dirigeants est assuré grâce à l'attribution d'un budget s'élève à 860 000 euros dans le cadre des Projets d'Investissement en Formation. Ces projets ont pour objectif de développer les compétences managériales des chefs fonctionnels.

D'autre part, une attention est portée à **l'accueil et à l'intégration**. Dans cette optique, le stage des agents de tous niveaux fait l'objet d'une revalorisation (programme de formation adapté). De plus, une brochure d'accueil est en voie d'élaboration sous un format informatisé, qui soit adaptable par chaque organisation selon ses spécificités.

En toile de fond des différents projets menés par la Direction, une méthodologie de description des fonctions, uniforme pour toute l'administration fédérale, a été élaborée comme outil de base des différents processus RH.

Personne de contact : Maryse Krutwage, Directrice Développement du Personnel, maryse.krutwage@p-o.be

### **La formation des fonctionnaires fédéraux : l'IFA**

L'IFA, Institut de Formation de l'Administration Fédérale, fait partie du Service public fédéral Personnel & Organisation.

#### ***a) Formation initiale des fonctionnaires stagiaires de niveau universitaire***

Pour ces nouveaux fonctionnaires, l'IFA est chargé de l'accueil initial, de l'organisation et du suivi des formations destinées à les intégrer dans le milieu administratif fédéral, de la réception de leur mémoire de fin de stage, du suivi de la procédure d'évaluation finale ou, dans certains cas, de la procédure de prolongation du stage ou du licenciement du stagiaire. En 2003, le nombre de ces stagiaires était de 148.

Les stagiaires du SPF Finances reçoivent une formation spécifique à l'École nationale de fiscalité et des finances.

#### ***b) Formation permanente de tous les fonctionnaires fédéraux***

L'IFA offre chaque année un éventail de formations diverses : en 2002, plus de 15.000 fonctionnaires y ont participé.

Dans le cadre de la réforme de l'administration, l'IFA a mis sur pied de vastes projets de formation, concernant par exemple :

- la gestion des ressources humaines,
- les formations « certifiées » (formations où un test final évalue les compétences acquises, et qui donnent droit à une allocation),
- l'introduction d'un nouveau système d'évaluation des agents.

### *c) Soutien aux services de formation décentralisés*

L'IFA apporte sa collaboration aux différents services de formation décentralisés, qui peuvent demander des projets sur mesure. Environ 70 demandes ont été enregistrées en 2003. Ces projets prennent généralement la forme d'un accompagnement d'ensemble ou d'une formation adaptée.

Contact : IFA, Bd Bischoffsheim 15, boîte 1 - B 1000 Bruxelles, 00322 229 73 11,  
info@ofoifa.fgov.be

### **Les fonctionnaires dirigeants**

La direction HRM-topmanagement du Service Public Fédéral Personnel et Organisation (SPF P&O) a pour missions principales de contribuer au développement d'une nouvelle culture managériale et de soutenir les nouveaux titulaires de mandats de l'administration fédérale belge dans l'exercice de leur fonction.

S'inscrivant dans une nouvelle politique de gestion des ressources humaines, elle traite de tous les aspects stratégiques de cette gestion pour ce public cible particulier et plus précisément du développement des compétences managériales, de la politique de recrutement et de sélection, de l'évaluation des mandataires et de la mise sur pied d'une structure de travail en réseau de ces fonctionnaires dirigeants.

Les principaux axes d'actions de la direction sont les suivants :

#### *a) Assistance dans le processus de recrutement et de sélection des titulaires de mandat*

La direction HRM-topmanagement intervient à quatre moments du processus de recrutement et de sélection :

- Lors de l'élaboration du profil de fonction : première exigence dans un processus de recrutement, l'élaboration d'un profil de compétences (puis d'une description de fonction) doit faire l'objet d'une vérification de la qualité avant d'être validée.
- Pour la pondération des fonctions : sur la base de la description de fonction et des éléments obtenus à cet effet la fonction doit faire l'objet d'une pondération sur la base de 13 critères définis, qui donne lieu au classement de la fonction dans une bande de salaire. Ce travail s'effectue en collaboration avec le Service Public Fédéral Budget et Contrôle de la Gestion. Il nécessite également un benchmarking constant du marché de l'emploi pour assurer la cohérence entre les bandes de salaires proposées et les pratiques du marché du travail.

- Lors du recrutement : soutien au SELOR, service public chargé du recrutement, et aux mandataires en fonction lors du recrutement et de la nomination des nouveaux titulaires de mandat.
- Pendant tout le processus et après : suivi de toutes les procédures et maintien d'une base de données concernant les nouveaux fonctionnaires dirigeants nommés.

#### ***b) Développement des compétences en management***

Afin de contribuer au développement d'une nouvelle culture managériale, les compétences en management doivent être continuellement actualisées. Les principaux outils de développement sont :

- Le coaching : pour aider au développement de compétences particulières et personnelles, les titulaires de mandat peuvent recevoir une formation en coaching suivi d'un coaching de groupe ou individuel selon les cas. Ce coaching permet l'approfondissement des méthodes managériales les plus récentes.
- Des formations : sur des sujets précis tels que la gestion de projet, la communication, planifier et atteindre les objectifs, etc....
- Le fonctionnement en réseau : mise en place d'un réseau physique et virtuel assurant le partage d'expériences et d'informations entre les mandataires.

#### ***c) Canaux de communication pour les mandataires***

La direction HRM-topmanagement a mis sur pied différents canaux d'information sur et à destination des fonctionnaires dirigeants :

- un call-center pour toute question sur les fonctions à mandat
- la diffusion d'information sur les réformes en cours
- une information sur le portail fédéral
- une e-community réservée aux titulaires de mandat pour le partage virtuel d'information et le travail en commun.

#### ***d) Evaluation des titulaires de mandat***

Les fonctions de management sont des fonctions de mandat évaluées tous les six ans, assorties d'évaluation intermédiaire tous les deux ans. Les critères d'évaluation, associés aux plans de management, doivent être pertinents et permettre l'ajustement des plans de management si nécessaire. A ce niveau, la direction HRM-topmanagement est responsable de la création d'une méthodologie d'évaluation qui réponde à ces exigences et soutien leur implémentation.

Personne de contact : Peter Samyn, Directeur HRM-Topmanagement, peter.samyn@p-o.be

#### **e-HRM**

Entreprise Resource Planning (ERP) projects in the field of Human resources management are launched in the federal services of the Belgian administration. The strategy has been defined, and has been

followed by comparative inquiries on operational set-up. We are currently busy with defining of the federal needs in the field of HR automation.

HR automation (eHR) within the Belgian Federal Authority stands for definition, implementation, and follow-up of HR tools, through centralised use of Information Technologies which are adapted to distributed automation of HR processes.

The aims of such a program are two-fold. Firstly, efficiency and effectiveness improvements of the local data management (inside a typical Public Services Institution) and central data management (Federal perspective).

The second objective aims at re-focusing the role of the local HR function from administration towards added-value aspects such as Career and Succession planning, Talents Development, Scorecards, etc.

The implementation of the ERP/HR solution is planned within a matrix which three dimensions are Time, Organisational progression, HR Features progression.

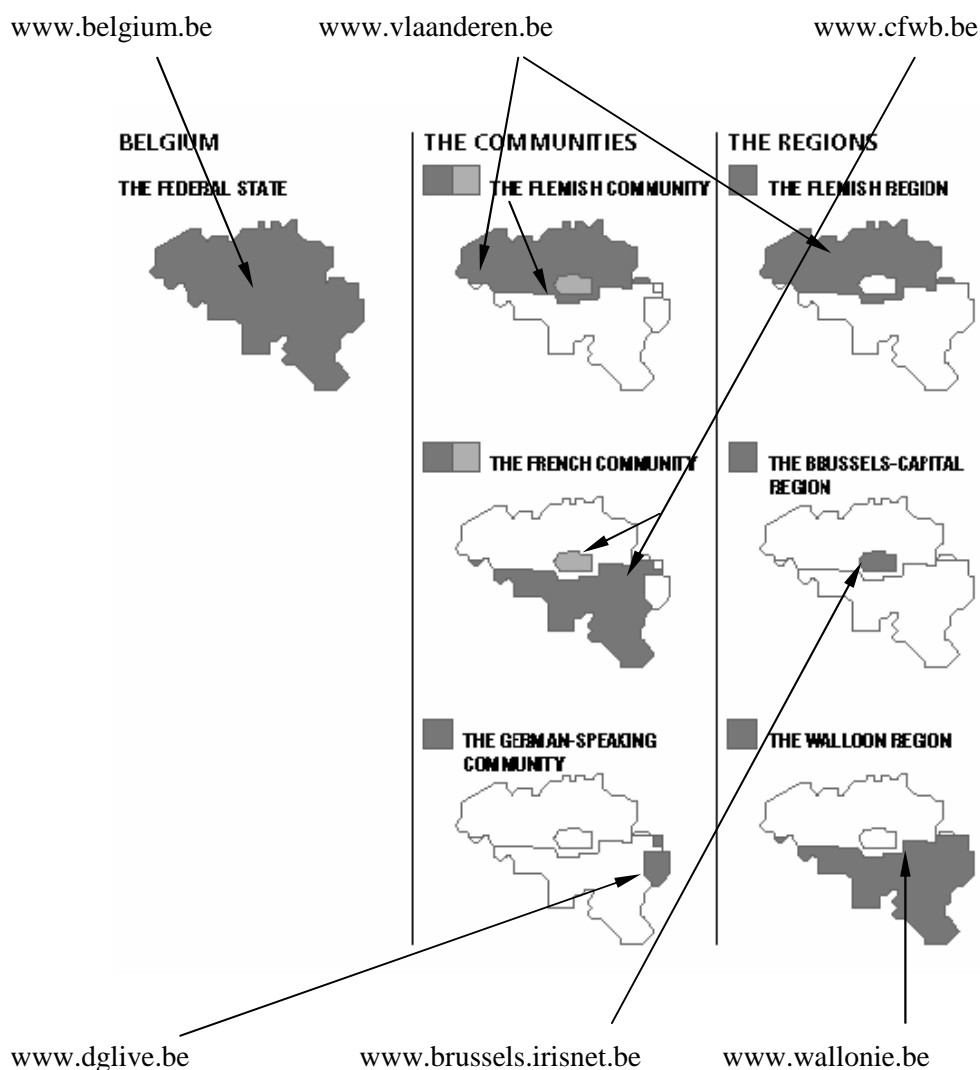
HR modernisation will cover all domains of Personnel Management (from Administration to Self-Services aspects) and integrate those within a single information repository. By doing so, eHR will address the current situation in which «in-house», isolated and non-evolutive HR systems do neither provide consolidated management information, nor support modern Personnel Management, nor enable local core services improvement, and this for a Total Cost of Ownership (TCO) that represents a fraction of the current one.

Information on this program can be obtained by contacting the general manager of the eHR group within the Personnel & Organisation Federal Public Service : Daniel.braun@p-o.be

## **Belgian federal structure and general data**

### *General and political aspects*

- Constitutional monarchy since 1830.
- Federal state, composed of a central federal authority and regional and community-based authorities, with own competencies, parliaments and governments.
- Local level composed of 10 provinces and 586 municipalities and cities.
- Territory : 33.990 sq. Km. (of which 30.528 landsurface).
- Borders (from N to W): the Netherlands, Germany, Luxemburg, France, North sea.
- Inhabitants : 10.355.844 (July 2003), of which 5.995.553 in the Flemish region, 3.368.250 in the Walloon region (incl. German-speaking community) and 992.041 in the Brussels capital region.



**Economic data**

- Gross domestic revenue (GDR) : € 260.744 mio. (2002)
- Economic growth : +1,1% (2003).
- Balance of international trade : € + 17.700 mio (2002)
- Unemployment (definition ILO) : 7,6% (2002)
- Budget result (surplus or deficit) in % of GDR : 0,0% (2002)
- Gross Public dept in % of GDR : 105,8 % (2002) (previson 2004 : less than 100%)

(source : statbel.fgov.be)

**Interesting internet-sources**

- [www.belgium.be](http://www.belgium.be) : federal portal (use top navigation frame to access to the part of the portal which deals with “fonctionnaires”, or use left navigation frame to access the websites of all Belgian public services)
- [statbel.fgov.be](http://statbel.fgov.be) : website of the agency for statistics
- [www.diplobel.be](http://www.diplobel.be) : website of the federal public service for foreign affairs
- [www.p-o.be](http://www.p-o.be) : website of the federal public service for Personnel and Organisation
- [www.fedict.be](http://www.fedict.be) : website of the federal public service for ICT
- [www.kafka.be](http://www.kafka.be) : website for administrative simplification

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- *OECD-representative to PUMA : [frank.franceus@p-o.be](mailto:frank.franceus@p-o.be)*
- *International coordinator : [jacques.druart@p-o.be](mailto:jacques.druart@p-o.be)*

04/2004

## CANADA

### New developments in Canadian public management

#### Public Service Modernisation Act (PSMA)

- Passed in November, 2003; took effect April 1, 2004
- Designed to:
  - facilitate hiring the right people when where they are needed
  - promote more collaborative labour-management relations
  - focus on learning and training for employees at all levels
  - clarify roles and accountability
- Includes a new *Public Service Employment Act*
  - clarifies responsibilities and eliminate inefficiencies, while retaining core values of merit, non-partisanship, excellence, representativeness and bilingualism
  - gives new focus for merit, away from rules-based, to values-based, allowing hiring more quickly
  - new mechanisms for staffing recourse (including new Public Service Staffing Tribunal)
- Includes a new *Public Services Labour Relations Act*
  - enables co-development of workplace improvements and enhance conciliation
  - provides for negotiated essential services agreements
  - establishes a new Public Service Labour Relations Board
  - establishes more comprehensive unfair labour practices provision, as well as grievance and adjudication mechanisms
  - requires a secret ballot before a strike
- Creates a new Canada School of Public Service (CSPS)
  - responsible for integrating and delivering learning activities for all employees in the public service
  - created through the amalgamation of the Canadian Centre for Management Development; Training and Development Canada, and Language Training Canada
  - CSPS will provide core learning for employees at *all* levels, and will include curriculum focused on public administration, public sector management and leadership development
- Amends the *Financial Administration Act*
  - puts direct responsibility for aspects of human resources management in the hands of deputy heads (i.e. development requirements, granting awards, standards for discipline), within broad Treasury Board guidelines
  - requires annual report to Parliament by the President of the Treasury Board on the application of the human resources management provisions of the Act
- Further information on the *Public Service Modernisation Act* can be found at:
  - [http://www.tbs-sct.gc.ca/psma-lmfp/index\\_e.asp](http://www.tbs-sct.gc.ca/psma-lmfp/index_e.asp)

### **Public Service Human Resource Management Agency of Canada (PSHRMAC)**

- Created in December 2003 to implement, in consultation with unions and public servants, newly legislated human resource reforms (i.e. PSMA)
- Composed of the following components from Treasury Board Secretariat:
  - Human Resources Management Office, **except collective bargaining components** (Labour Relations and Compensation Operations; Risk Management; Pensions and Benefits Division; Compensation Planning Division)
  - Official Languages Branch
  - Office of Values and Ethics
  - Public Service Integrity Office
- Reports to the President of the Queen's Privy Council (rather than Treasury Board)
- For more information, see:
  - [http://www.tbs-sct.gc.ca/pshrmac-agrhfpc/index\\_e.asp](http://www.tbs-sct.gc.ca/pshrmac-agrhfpc/index_e.asp)
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### **Establishment of Ethics Commissioner / Senate Ethics Officer**

- In March 2004, legislation was passed (awaiting Royal Assent), creating an independent Ethics Commissioner, and a Senate Ethics Officer
- The Office of the Ethics Commissioner replaces the existing Office of the Ethics Counsellor
- The Ethics Commissioner will report to the House and, once a code of conduct for the House is adopted, will have authority to review the actions of all Members of Parliament, including Ministers, backbench MPs, and opposition members
- The Senate Ethics Officer will oversee members of the upper House
- Both officers will be appointed by the Prime Minister after consultations with opposition leaders
- The Senate Ethics Officer will be selected from a shortlist submitted by the Senate
- For more information, see:
  - [http://www.pm.gc.ca/eng/eth\\_conduct.asp](http://www.pm.gc.ca/eng/eth_conduct.asp)

### **Expenditure Review Committee**

- New, Cabinet-level committee created December 12, 2003
- Responsible for reviewing all federal spending, in order to:
  - ensure value-for-money for taxpayer investments
  - identify opportunities to re-allocate federal spending from lower priority to higher priority programs
  - recommend ways to strengthen management, oversight and effective delivery of programs and services
- Assesses existing programs based on policy tests and implementation tests
- Will also perform:
  - Departmental review of 30 largest departments
  - Small number of horizontal policy and program reviews
  - Government operations reviews
- Hopes to identify and deliver at least \$3 billion in savings within four years
- Expenditure Review Committee chaired by the President of the Treasury Board
- For more information, see:
  - [http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324\\_e.asp](http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324_e.asp)



### **Streamlined Treasury Board Secretariat (TBS)**

- TBS re-mandated in December 2003 to focus on providing more rigorous oversight of government expenditures
- Will be responsible for continuous reallocation and realignment of spending from lower priorities to higher priorities
- Will allow the Secretariat to better support the Expenditure Review Committee and the government's plan to strengthen public sector management
- To strengthen TBS's oversight function, the government will also:
  - develop and strengthen the 2003 Management Accountability Framework to assess management practices and promote improvements in them
  - create a new risk management assessment for individual departments and agencies
  - reform its policy suite to streamline reporting requirements, provide greater policy clarity, and focus on key risk areas
  - manage the development of a new "enterprise wide" expenditure management information system
  - establish a new business process for the Treasury Board to allow Ministers to focus more attention on broader management and expenditure issues
  - rationalize the management and administrative support of small agencies through the establishment of common management services
- Secretariat will also establish an enhanced form of comptrollership, including a toughened internal audit function, in order to serve as a focus for financial oversight
- For more information, see:
  - [http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324c\\_e.asp](http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324c_e.asp)
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### **Strengthening Comptrollership and Oversight**

- A number of changes were announced in Budget 2004 with regard to strengthening financial comptrollership and oversight
- Will re-establish the Office of the Comptroller General of Canada to rigorously oversee all government spending
- Will appoint professionally accredited comptrollers to sign off on all new spending initiatives in every government department
- Will reorganise and bolster the internal audit function on a government-wide basis to ensure comprehensive audit programs, based on sound risk analyses of all departmental activities, with the authority to delve into every corner of every portfolio
- Will introduce modern, timely, "enterprise-wide" financial and human resource information systems to track all spending and provide appropriate tools for effective scrutiny and decision-making
- Will introduce new corporate governance rules for Crown corporations and require their five-year, special audit, conducted by the Auditor General, to be tabled in Parliament and posted on their web sites.
- Other changes will take effect in the longer term, including:
  - automatically and publicly disclosing all contracts entered into by the Government of Canada for amounts over \$10,000, with only very limited exceptions such as national security

- establishing professional certification standards for departmental comptrollers before the end of the year and ensuring that these standards are met within three years
- auditing all annual financial statements of departments and agencies within five years
- strengthening internal audit and evaluation capacity across the public sector
- For more information, see:
  - [http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324c\\_e.asp](http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324c_e.asp)
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### **Review of Financial Administration Act (FAA)**

- Review is examining how to strengthen the rules governing compliance, including the prevention and sanction of mismanagement
- Under this review, the government will assess whether current legislation and policies - including investigative and disciplinary authorities - effectively support a modern approach to comptrollership
- The *Financial Administration Act* is the statutory framework for the general financial management, accountability, and oversight of the public service and Crown corporations
- Review will also seek to determine:
  - what compliance mechanisms are more likely to prevent and deter mismanagement in the public sector
  - whether criminal sanctions for breaches of the Act need to be updated
  - ways to hold former public servants, employees of Crown corporations, and public office holders accountable for past breaches of the Act
  - options to facilitate financial recoveries in instances where mismanagement has resulted in the loss of public funds
- For more information, see:
  - [http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324d\\_e.asp](http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324d_e.asp)
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### **Review of Crown Corporation governance**

- Review is assessing the governance and accountability regime for Crown corporations under Financial Administration Act (FAA) and other Privy Council Office, Department of Finance, and Treasury Board policies and guidelines
- The review will include:
  - assessment of the capacity of Boards of Directors, Ministers, the TBS, the Department of Finance, the Privy Council Office and Parliament to effectively fulfil their responsibilities
  - ways to strengthen management, transparency and oversight of the governance and accountability framework for Crown corporations
- For more information, see:
  - [http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324d\\_e.asp](http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324d_e.asp)

### **Review of Accountabilities and Responsibilities of Ministers and Senior Public Servants**

- Review is seeking to clarify the roles, responsibilities and accountabilities of Ministers and senior public servants
- Review will be supported by independent, third party experts in parliamentary affairs and public administration

- Review is examining:
  - who is accountable for what and to whom?
  - how well are accountabilities and responsibilities understood by Ministers, political staff and senior public servants?
  - what changes are needed to strengthen the accountability of Ministers and/or public servants?
- A broadly based consultative process, inside and outside government, developed with the assistance of think tanks and policy groups, is planned
- The government will actively seek the views of Parliamentarians, academics, the Auditor General, other interested stakeholders, and Canadians
- Other Ministers, Parliamentary Secretaries and Members of Parliament are also being enlisted to take a leadership role on individual expenditure reviews or other aspects of this work
- The three reviews are to be completed in September 2004
- For more information, see:
  - [http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324d\\_e.asp](http://www.tbs-sct.gc.ca/spsm-rgsp/media/0324d_e.asp)

## CZECH REPUBLIC

### Central state administration reform

During its session on 17 March 2004, the Government of the Czech Republic approved a document entitled *Approach to Central State Administration Modernisation and Reform*. Enactment of this concept paper should create space for realisation of the Government Policy Statement that presented a target to commence the central state administration reform. The main objectives of the concept are rationalisation, improved effectiveness and better horizontal co-ordination in central state administration using modern management methods and information and communication technologies. It focuses on overall raise of quality in central state administration as a public service.

The tools and methods to be applied to help transforming the administration from the supply-based model to the demand-oriented one include, *inter alia*, performance audits, ex-post evaluation and control and improved knowledge management. The quality of regulation should be also improved while at the same time methods to fight against existing “regulatory pollution” will be implemented. Transparency and openness to civil society structures should be also improved.

The approach is based on project management methods and sets the agenda for the period of 2004 – 2010. The competence over co-ordination of the reform process was transferred from the Ministry of Interior to the Prime Minister and the Government Office respectively. The Project team consisting of Deputy Ministers has been established to co-ordinate activities in the area of central state administration reform.

The agenda is divided into particular projects with concrete goals and outcomes as well as the co-ordinating body assigned to each of them. These projects are grouped into five main areas:

1. *Rationalisation of processes in central state administration*. This area includes mainly setting of a mission of each central state administration authority, audit of processes in state administration including identification of critical processes, creation of agencies and transfer of competencies from ministries to those agencies.
2. *Improvement of management in central state administration*. This includes introduction and improvement of modern management techniques, better horizontal communication and co-ordination, better communication and co-ordination with territorial administration, and knowledge management.
3. *Improvement of quality in central state administration*. Except introduction and development of quality management this includes also regulatory reform and e-government agenda.
4. *Implementation and improvement of civil service*. This set of projects is aimed mainly on smooth implementation of the Civil Service Act.

5. *Rationalisation of the finance and budgetary procedures in central state administration*, namely introduction of performance and result-oriented budgeting and management, public-private partnership and strengthening of control and audit, including ex-post performance audit.

Respective teams and task forces are currently being established and the very first outputs of the project should be visible in the near future.

## DENMARK

### 1. Efficiency and effectiveness in national government

In October 2003, the Government published its guidance on improving efficiency and effectiveness in national government. The guidance seeks to better integrate and coordinate a number of management tools, including:

- Ministerial strategies for efficiency and effectiveness
- Performance management
- Outsourcing policies
- Procurement policies

#### *Strategies for efficiency and effectiveness*

As of March 2004, all ministries are obliged to publish strategies on efficiency and effectiveness. The strategies must outline how each core department of a ministry manages/steers its ministry. With some exceptions, the strategy must cover all agencies and other institutions receiving funding from the budget of the ministry in question. Ministries are obliged to include the following four elements in their strategies:

- How they work with performance management.
- An outsourcing policy.
- A procurement policy.
- How they work with setting clear targets for service delivery to citizens<sup>1</sup>.

In addition, ministries are encouraged to include a boarder perspective on how they work with improving effectiveness and efficiency. At the time of writing, 14 out of 18 ministries have published their strategies on their respective homepages and most have chosen to include a broader perspective than implied by the minimum requirements.

For further information please contact Special Advisor Jens Kromann Kristensen, jkk@fm.dk

#### *Performance management*

Performance management in its present form was initiated in 1992 with the concept of performance contracts between core departments in ministries and their agencies. Today, most agencies have entered into a performance contract. The following are the main adjustments to the performance contract concept:

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<sup>1</sup> Whereas the other requirements are mandatory as of March 2004, this minimum requirement enters into force later in 2004.

- Contracts are to focus on outputs. This is opposed to focusing on internal management issues, which the present performance contracts tend to do.
- An outcome orientation is introduced with a recommendation that contracts should include the “mission” of the agency in question and that the outputs should be linked to that mission.
- Parties to the performance contracts are encouraged to consider whether contracts on performance pay for directors of agencies can be linked more directly to the performance contract of the agency he or she is heading. To the extent possible, the targets in the two contracts should be the same.
- The parties to the contracts are encouraged to consider whether the number of targets can be limited to 5-10.
- Agencies are encouraged to consider whether contracts can be formulated on a better understanding of the relationship between the costs, inputs, outputs and outcomes of their production.
- In time, performance information and financial information should be better linked in contracts as well as in the annual financial statements of the individual agency.

For further information please contact Special Advisor Jens Kromann Kristensen, jkk@fm.dk

### ***Outsourcing policies***

A new circular has made it mandatory for institutions in central government to draft policies for the future use of market testing and outsourcing.

The policy must include a mandatory review of each institution’s portfolio of tasks in order to categorise tasks and activities in one of the following three categories:

- Suitable for outsourcing (A)
- Maybe suitable for outsourcing (B)
- Not suitable for outsourcing (C)

Each institution has to produce an annex to the policy, where the result of the review is reported. The annex is based upon a template with predefined categories for tasks and activities, which are judged to be either suitable for outsourcing (a positive list) or only in principle-suitable for outsourcing.

The complete initial review has to be finalised, within a five-year period. No task or activity should after this initial period be in the “maybe suitable (B)” category. Institutions have an obligation to substantiate why a task or activity included on the positive list has been judged not suitable for outsourcing by the institution.

For further information please contact Head of Section Mads Lyndrup, mal@fm.dk

### ***Procurement policies***

By March 2004, each ministry must publish a procurement policy covering all state institutions under its authority. The procurement policy must be supported by implementation plans.

The procurement policy makes it mandatory for all state institutions to use electronic trade where possible and economically profitable. To further promote electronic trade the government has launched The Public Procurement Portal in cooperation with the private sector.

State institutions must also use centrally coordinated agreements in a number of areas, e.g. telephony, where the Danish government has entered into such agreements on behalf of all state institutions.

For further information please contact Head of Section Adam Lebech, adl@fm.dk

### ***Clear targets for service to citizens***

In Marts 2004, the government has presented a strategy for creating a more open and transparent public sector. The strategy includes the following five elements:

- Agencies must identify which activities involve interaction with citizens and/or companies.
- Agencies must set up clear targets for their services and results in regard to these activities.
- The targets must be published on the Internet as well as in other relevant places, e.g. at signs in the public offices and in official letters.
- Agencies must follow up on the individual targets.
- Agencies must publish on the Internet how they perform in regard to the targets.

For further information please contact Head of Section Rikke Ginnerup, rgi@fm.dk

## **2. Outsourcing**

New legislation has been passed to underpin the government's ambitions to enhance private sector participation in the provision of publicly financed services, e.g.:

- Legislation granting private companies the right to challenge state and local government services in terms of price and quality.
- Legislation requiring local government to publish public strategies to improve efficiency and quality of local services, including an outsourcing strategy.

Furthermore, the Minister of Finance has set up an independent advisory board with a mandate to give advice on outsourcing and competition in the public sector at large. The advisory board's tasks include the following:

- Promote the debate about outsourcing and competition in the public sector.
- Advice on new policies and other initiatives regarding outsourcing and competition.
- Analyse and present knowledge on how outsourcing can be used as an instrument to promote efficiency and quality in the public sector.

For further information please contact Head of Section Rikke Ginnerup, rgi@fm.dk

## **3. Top Executive Management**

Forum for Top Executive Management is a two-year project initiated by Local Government Denmark, Danish Regions and the Ministry of Finance. The project puts forward senior executive management as one important answer to the major challenges facing the public sector in Denmark. The challenges include tighter budgets, demographic developments, increasing complexity in the organization of the public administration as well as demands from citizens emerging as a consequence of the development of the knowledge society.



The project aims to create an understanding of how to address existing and emerging challenges through the development of a common language and culture among senior executives across the entire public sector. The Forum will develop a code of conduct for the most senior level executive managers in public organisations across the three tiers of government, highlighting the issues necessary to address these challenges. The impact of such a code of conduct and the contribution to the development of a common culture is secured through continuous involvement in, and dialogue with, the target group through network activities, workshop conferences, e-surveys, focus groups and expert panels on the challenges of their work. Two Danish research teams and one American/British research team will give their contributions to the development of a Danish code of conduct for senior executives in August 2004. These contributions will go through thorough debate among the members of the target group. On these grounds a final code of conduct will be drafted and published in early 2005 to be a point of departure for debate in the media and among the members of the target group about good top executive management.

For further information please contact Senior Advisor Tine Vedel Kruse, [tiv@fm.dk](mailto:tiv@fm.dk)

#### **4. Citizens' choice**

The government has implemented a range of reforms under the heading of "Welfare and Free Choice", allowing citizens to choose between various public and private providers in a number of welfare service areas. This includes health care, where patients can choose freely between public hospitals and – if the public hospital system is unable to offer treatment within two months – private hospitals and hospitals abroad. Elderly people are given a free choice with regard to housing (e.g. nursing homes) and home help (including private home help services). Other areas with extended rights to choose include childcare, assistance to disabled persons and unemployment insurance.

Among the areas where the government wants to extend the citizens' rights to choose are childcare (including private firms) and primary schools (including schools in other municipalities).

For further information please contact Head of Section Peter Stensgaard Mørch, [psh@fm.dk](mailto:psh@fm.dk)

#### **5. Regulation of ministerial advice and assistance from the civil service**

In January 2003, the Danish Parliament unanimously passed a resolution according to which the government should set up an expert committee on the regulation and organization of ministerial advice and assistance in Denmark.

The committee shall analyse and assess the need to give a more explicit formulation of the regulation of three interrelated issues in regard to ministerial advice and assistance, including:

- Ministerial advice and assistance from the permanent civil service
- Ministerial advice and assistance from special advisers
- Civil service conduct towards the press, especially with regard to the principles of impartiality and non-discrimination

The report will be published by June 2004.

For further information please contact Head of Section Adam Lebech, [adl@fm.dk](mailto:adl@fm.dk) or Head of Section Peter Stensgaard Mørch, [psh@fm.dk](mailto:psh@fm.dk)

## **6. Regulatory reform**

A recurring feature in the ongoing efforts of the Danish Government to simplify regulation as well as the regulatory burden on citizens and businesses is the adoption of a rolling Action Plan for regulatory simplification.

The first Action Plan was introduced in August 2002. A second Action Plan was presented in October 2003. This Action Plan contains almost 200 initiatives, all involving some form of simplification of existing rules and regulations. All of the initiatives in the Action Plan aim to obtain a clear goal within a fixed deadline.

New initiatives include:

- Simplification of the application procedure for environmental permits for businesses
- The exemption of 31,000 small businesses from VAT registration
- Giving the unemployed the option of registering with the employment exchange via the Internet

Studies have shown that competition in Denmark in a number of important sectors is below average compared to other OECD countries. In order to change this, the Government has commissioned the Ministry of Finance and the Ministry for Economic and Business Affairs to examine the effects of regulation on competition in Denmark.

Twelve different areas of economic activity have been selected for an in-depth analysis, among them whether lawyers should retain their monopoly on imparting legal advice, the rules pertaining the physical planning of the retailing business, as well as the regulation of such diverse groups as cab drivers and dentists.

A decision by the Government as to what regulatory changes – if any – are necessary to improve the current situation is expected before July 2004.

For further information please contact Head of Division Peter Kjærsgaard Pedersen, pkp@fm.dk

## **7. Accrual accounting and budgeting**

As part of the modernization program for the public sector, the Danish government has decided to implement accrual accounting in both central and local government. In addition, the government is seriously considering a move to accrual budgeting for the central government sector.

For central government, the reform is primarily aimed at increasing efficiency by changing behavior at the micro level. A pilot project has been launched in which thirteen agencies and departments prepare financial reports on a full accrual basis for the fiscal years 2003 and 2004.

In May 2004, the government will seek parliamentary approval of a full switch to accrual accounting by 2005 and accrual budgeting by 2005-2007.

At the local government level, opening balances are prepared by 2004. By 2006, accrual accounting should be fully implemented. Here, accrual accounting is seen primarily as a basis for using benchmarking and for the promotion of free choice and competition in the delivery of public services. A move to accrual budgets

at the local government level is yet to be negotiated between representatives of central and local government organizations.

For further information please contact Senior Advisor Jonas Fallow, [jfa@fm.dk](mailto:jfa@fm.dk)

## **8. E-government**

In February 2004, a new eGovernment strategy for the public sector (2004-06) was launched. In the strategy, the government and the municipal parties present a vision for the role of digitalisation in creating an effective and coherent public sector with a high quality of service focusing on citizens and businesses.

The challenge ahead is to realise the potential by moving focus from the technical aspects towards leadership, skills and organisational processes. This perspective is reflected in the strategy.

The 2004-06 strategy for eGovernment emphasises that the technological potential must be exploited in order to harvest gains in the form of increased efficiency and improvements in quality.

The vision above is expressed in the strategy's five signposts:

- Citizens and businesses must experience coherence in the public sector's services.
- eGovernment must increase the standard of service and quality, and release resources.
- The public sector must work and communicate digitally.
- eGovernment must be based on an infrastructure that is coherent and flexible.
- Public sector managers must lead the way and ensure that their organisations can realise the vision.

Furthermore, efforts must be documented in order to intensify the focus on digitalisation and ensure the realisation of the strategy. Accordingly, a number of specific and measurable goals have been drawn up.

Download the new Danish eGovernment Strategy from the national eGovernment website [www.e.gov.dk/english](http://www.e.gov.dk/english)

For further information please contact Head of Division, Thomas Nielsen [tmi@tforce.dk](mailto:tmi@tforce.dk)

## **9. Structural reforms of municipals and regions**

In connection with the opening of the Danish Parliament on 1 October 2002, the government appointed a Commission on Administrative Structure. The Commission was set up charged with the task of providing a technical and expert analysis to be used as a decision basis with respect to changes of the framework for the performance of public sector tasks. According to the Terms of Reference, the Commission should assess "advantages and disadvantages of alternative models for the organisation of the public sector. Against this background, the Commission should present recommendations for changes that will remain sustainable for many years"

The Commission has made a comprehensive analysis of the current distribution of tasks in the public sector and the challenges that the public sector will be facing in the coming years. On this basis, the Commission has identified a number of weaknesses in the structure related to the current size of counties and municipalities and the distribution of tasks between the municipalities, counties and the State. The weaknesses of the existing structure are expected to be intensified by future challenges in the public sector.

With the Terms of Reference as the point of departure, the Commission has prepared a number of models for the structure and distribution of tasks in the public sector, and it has assessed appropriate sizes for the municipal and regional units in the various models.

On the basis of the Commissions recommendations the government is expected to present its proposals for the structure of the public sector in April 2004.

For further information please contact Special Advisor Kristian Lyk-Jensen, [klj@fm.dk](mailto:klj@fm.dk)



## FINLAND

### **Recommendation on the openness of the code and interfaces of state information systems**

*As part of the open source project pending in the Ministry of Finance, a study was made into the use of open source methods in the development of tailored applications for State administration. A system built using open source methods was found to be a viable alternative especially when the service is needed by several administrative organisations, when open source components for the system already exist and when the transparency of the system is of particular significance.*

Even when a system is not built using open source methods, one should ensure that the buyer obtains possession of the source code of the system and that he has the right to make modifications in the system or to have them made. As regard to standard software, the right to possession of the source code may result in unreasonable expenses. In these cases attention should at least be paid to the accessibility of critical system codes with Escrow arrangements.

The Working Group considers that an input in the development and maintenance of system architecture is a prerequisite for the cost-effective development of information systems, the promotion of the shared use of data and a transfer to an open architecture.

### **Perspectives on the Suitability of Open Source Methods**

In the present system, where the agencies experience the maintenance of information-system architecture challenging and there is little software development, no extensive utilisation of the source code is considered possible between the agencies. On the other hand, ownership of the source code is useful in many respects:

- the code could be checked
- the maintenance of the system could be submitted to competitive bidding
- it would be easier to construct new partial systems, because the designers of the interfaces could see the structure of the system
- it would be easier to connect totally new systems to existing systems.

Different estimates have been presented as to how much more expensive it would be to produce a publishable code. According to one estimate, the cost would be at least twice. This will, of course, pay itself back in the long term through easier maintenance.

Making the source code publicly accessible in the network can be seen to bring both potential benefits and risks:

- An outside party might be interested in the development of the code and it could give valuable support to software development

- As far as we know, the quality of the programming code will increase significantly when the programmer knows that the code will be publicly checked
- A hacker could for example look for signs indicating weaknesses in the system directly in the source code.

It is not likely that the software products of State administration would be generally interesting to the open source community. It is likely that the systems will also in the future be purchased from software companies and no extensive changes are foreseen in the present model. Some projects might be highly interesting to the open source community. An example of this is the customer terminal software of libraries.

### **Proposals for further measures**

The starting point cannot be that ordering tailored software based on an open source would be made the prevailing practice in State administration. The model should be kept in mind, and it can be used at least in the case of a project which may be thought interesting to the open source community in the long term or one with existing open-source components. The model is suitable for projects characterised by multiplicity and modifiability. In a situation where the citizens may harbour even great mistrust against the system (for example electronic elections), it is worth publishing the source code to the extent possible in order to eliminate the mistrust.

The starting point of tender inquiries and contract negotiations on software to be tailored for State administration should – not only in projects based on an open source - be that the State obtains the source code or at least ensures access to it by means of escrow arrangements. In this way it is possible to avoid being tied to the maintenance services of one supplier and to ensure the possibilities for the further development of the system. Also the other benefits are indisputable and the risks to software companies are exaggerated. In order to ensure that the source code is functional and complete, it should be compiled in the hardware of the buyer after the software is completed.

When the General Terms and Conditions of Government Procurement of Information Technology VYSE98 are reviewed, different licensing models should be considered as well as the question whether State administration needs its own license to the open source or recommendations thereon.

Management of system architecture requires further inputs. If the organisation does not itself have the necessary knowledge or skills, these can be acquired from third parties separately from actual software projects. Inputs are needed in component-based development and the further utilisation of components

#### Website

[www.vm.fi](http://www.vm.fi) (English -> Public Management Reforms-> Steering Government Information Management)  
Direct link is: <http://www.vm.fi/vm/liston/page.lsp?r=65052&l=en&menu=3433>

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## **Towards Professional Management In Central Government In Finland**

A ministerial working group has decided that the reforming of the Senior Civil Service will continue according to the following outlines.

In 2002 the Ministry of Finance launched a project and a working group to create a strategy for development of management within central government. The project was based on a Government Resolution on State personnel policy, dated August 30, 2001.

The working group submitted its proposal for a management development strategy to the Ministry of Finance in 2003. The proposed strategy was based on a following vision: "Professional management guarantees the productivity, well-being and constant renewal of government operating units. Systematic development of management ensures the availability of future leaders and their commitment to a common management culture." The vision can be broken down into the following goals of management development:

1. Professional and systematic development of managers and management throughout central government.
2. Effective, versatile use of management resources.
3. Managers are management professionals. Management processes and sub-processes (especially strategic management, management by results and personnel management) are integrated into concrete management practices.
4. Managers who retain their working capacity throughout their careers.
5. Development of common management competences and culture for central government.
6. Management duties in central government that are attractive and make the government a competitive employer.

The working group identified following critical success factors and changes in the management environment in 2002-2012: demand for greater competitiveness and productivity in central government, adapting management to a networked information society, a need for a new leadership culture, and a challenge to recruit of skilled managers: an estimated 85% of present senior managers will be retiring from government service by 2012.

The Ministry of Finance has continued the preparation of the management development strategy focusing on the Senior Civil Service, of approximately 200 senior civil servants. At the first phase, the target group consists of 70 senior civil servants in the ministries. The Ministry of Finance has introduced its proposal for the outlines of a new system for the Senior Civil Service under a heading "Professional public managers as resource for the Government". The system would include the following reforms:

1. A creation of common management resources for the Government i.e. a conversion of the senior civil service posts at ministries into joint Government posts.
2. Top management duties will be changed for a fixed term; the time spent in one job should not exceed eight years. The starting point is to distinguish between civil service posts or service relationships and managerial assignments.

3. Personal management contracts will be drawn up for all top managers in central government, in accordance with the following principles:
  - Contracts should be made for a fixed term of four years (e.g.)
  - Contracts should agree on both personal performance targets and a manager's personal development targets.
  - Contracts should be reviewed in connection with performance appraisals and evaluated in their entirety six months before they expire.
4. Systematic development and career thinking would help managers advance towards new competence goals, which emphasise management skills.
5. Management development in central government will be promoted by coordination and joint development services.

For further information please contact the State Employer's Office:

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## The Values for Daily Job project in Finland

### *Background*

The common value basis for the Finnish state administration was redefined in a decision in principle on state personnel policy taken by the Finnish Government in 2001. The decision states that *the activity of the state administration is value-oriented and ethically high-calibre*.

Effectiveness, quality, strong expertise, service mindedness, transparency, reliability, equality, impartiality, independence and responsibility constitute the corner stones of the ethic values of the State administration.

The activity of the Finnish state administration has traditionally been of an ethically high standard. In addition, according to an international index assessing perception of corruption, Finland has been the least corrupt state in the last four years. Our objective is to maintain this high ethical standard in future as well, and this calls for values and ethics to be highlighted in practical work.

The Ministry of Finance set up a working group in 2002 to carry out the objectives of the Government's decision. State Employer's Office was responsible for the project.

The objective of the project was

- to maintain and to promote high civil service ethics and to find ways to integrate the values into the practical work of the operative units

The means to attain the objective were

- to look for methods how the agencies' own values could be integrated in practical activities and how to define good working practices
- to look for ways how to maintain and to strengthen the common values of the State administration

Furthermore, in a larger perspective objectives of the project also include the promotion of productivity, quality and reliability in State administration and thereby the competitiveness of the State as an employer.

The mandate of the Working Group was **to initiate five pilot projects**. The pilot agencies were the National Bureau of Investigation, the Sanctions Agency, the Economic and Development Centre for Lapland, the University of Jyväskylä and the Ministry of Transfer and Communication. The work of the pilot projects was the basis for the working group's conclusions.

### *Conclusions of the project*

The vision of an ideal outcome of the process was a common idea of "our way" which is accepted and adopted by both management and staff.

The conclusion of the Values for Daily Job working group in a nutshell is that incorporating value-steered activity and management into everyday work calls for a conscious investment in promoting the matter in numerous sub-areas of personnel policy. Each unit must itself go through its own process and thereby gain a common understanding of the practical significance of the values in their work.

The unit's values steer its activity and take precedence over the individual's values in conflicting situations at work. **Once the values steer the activity and have been internalised, the activity also meets a high ethical standard.** Implementation of values also requires individuals to know what their role in the work organisation is and how they can implement the values in their own work.

The results of the project comprise

- **presentation of the benefits** of the value debate and of tools suitable for managing the value process with,
- the working group's conclusions and proposals and
- **the good practices of the agencies** participating in the project for putting the values into practice

The working group's **conclusions and proposals** are divided into three parts:

1. Values as a tool of management
2. Values as an official's moral code and
3. Monitoring implementation of values

### **1. Values as a tool of management**

Implementing the values in the activity means that they are used as a tool of management. This calls for directors and supervisors to commit themselves solidly to activity according to the values. The working group has gathered its proposals and conclusions into a list of measures. It presents the matters that are the minimum required for incorporating the values into practical activity, to steer the activity. Especially important measures are the directors' example, incorporation of values into management by results, value debates that covers the whole personnel of an agency and incorporation of values as a part of the development of directors and personnel. The objective is that everyone in the workplace knows what the values mean and that any activity contrary to values is interfered with by the management. Values are also taken into account when building new remuneration systems in Finland.

### **2. Values as an official's moral code**

Crystallising the unit's values and their practical significance into a moral code fosters internalisation of values. One example of a moral code is **a map of rules** with a brief description of the content of the value and also a list of practical procedures describing the visibility of each value in practice.

**3. Monitoring implementation of the values** means that implementation of values is monitored among other things in everyday work.

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## FRANCE

**Les grands chantiers de modernisation de l'Etat portés par le gouvernement depuis deux ans sont :**

- la modernisation de la gestion publique et des structures de l'Etat ;
- la simplification des procédures et des démarches administratives, et l'amélioration du service rendu à l'utilisateur ;
- le développement de l'administration électronique ;
- la rénovation de la gestion des ressources humaines.

**La modernisation de la gestion publique et des structures de l'Etat*****a) Les stratégies ministérielles de réforme (SMR)***

Par une circulaire en date du 25 juin 2003, le Premier Ministre demandait à chaque ministre d'identifier les réformes à engager par son département ministériel et de fournir des engagements précis et mesurables, sur une base pluri-annuelle. Les SMR s'articulent autour de trois grandes priorités: l'analyse des missions et les propositions de réforme en terme de structures, la gestion des ressources humaines (GRH), et l'intensification de la démarche qualité.

Le principe des SMR est d'adapter les missions ministérielles aux évolutions des besoins du service public en vue d'accroître l'efficacité de l'administration. Il s'agit notamment de recentrer les administrations centrales sur leur cœur de métier : certaines missions peuvent être renforcées mais d'autres peuvent être exercées différemment par l'affirmation des échelons locaux.

Ainsi, au cours de l'année 2004, ces SMR, et plus particulièrement le volet relatif au réexamen des missions et structures, feront l'objet d'une phase d'approfondissement, en fonction notamment des recommandations et des orientations qui auront été formulées par le Parlement. L'exercice SMR pour 2004 s'accompagnera d'un audit spécifique des missions, des moyens et de l'organisation des services.

Cette action s'inscrit à la fois dans la durée et dans le respect du dialogue engagé avec les différents acteurs. Les SMR reposent ainsi sur l'implication personnelle des ministres, la concertation avec les agents, et l'implication du Parlement, à qui les SMR sont présentées dès cette année, au moment du vote de la loi de finances. Il s'agit là d'une démarche nouvelle qui va dans le sens d'une meilleure « gouvernance »

***b) La réforme de l'administration territoriale***

Un plan de réforme de l'administration régionale a été présenté au conseil des ministres le 28 janvier 2004.

La région devient l'échelon majeur de l'organisation territoriale de l'Etat. Les structures régionales de l'Etat sont rationalisées. Certains services seront supprimés ou intégrés à d'autres. Les autres services régionaux et interrégionaux sont regroupés en huit pôles placés sous la responsabilité de chefs de pôle, concernant :

- l'éducation et la formation,
- la gestion publique et le développement économique,
- les transports, le logement et l'aménagement,
- la santé publique et la cohésion sociale,
- l'économie agricole et le monde rural,
- l'environnement et le développement durable,
- le développement de l'emploi et l'insertion professionnelle,
- la culture.

A plus long terme, cette réforme se poursuivra au niveau départemental pour aller vers une administration de proximité plus performante.

### *c) La mise en œuvre de la LOLF*

Le ministre du budget et de la réforme budgétaire a présenté le 21 janvier 2004 la nouvelle architecture du budget de l'Etat, première grande étape dans la mise en œuvre de la loi organique relative aux lois de finances (LOLF) qui doit être effective pour le budget 2006.

La réforme conduit les administrations à passer d'une logique de moyens à une logique de résultats ce qui répond aux préoccupations de transparence financière et de performance de l'action publique.

Le budget de l'Etat se présente désormais par politiques publiques, selon trois niveaux d'organisation budgétaire :

- -à chaque politique publique correspond **une mission**,
- -les missions sont composées de **programmes**,
- -les programmes sont déclinés en **actions**.

Le budget général comprendra 32 missions dont 8 missions interministérielles et 126 programmes (succédant à quelques 850 chapitres budgétaires).

Le travail de réflexion sur les objectifs et les indicateurs de résultats est engagé.

<b>La simplification des procédures et des démarches administratives et l'amélioration du service à l'utilisateur</b>
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### *a) La simplification des procédures et des démarches administratives*

Enjeux essentiels de la réforme de l'État, la simplification du droit et des formalités administratives et l'amélioration de la qualité du service public se sont vus, depuis l'année 2003, placés au centre de toutes les attentions. Cette mobilisation vise des objectifs précis:

- simplifier les procédures à droit constant et non constant;
- moderniser l'administration par le recours aux nouvelles technologies ;

- rendre plus clair le langage administratif ;
- simplifier la réglementation nationale.

Un vaste travail interministériel est depuis 2002 engagé afin d'élaborer un projet de loi annuel habilitant le gouvernement à procéder par ordonnance à la simplification du droit et à poursuivre l'œuvre de codification. Chantier d'une ampleur sans précédent depuis une vingtaine d'années, il a ouvert la voie à 40 ordonnances dans la première loi du 2 juillet 2003.

L'idée centrale est de s'interroger de manière systématique sur l'ensemble des procédures, et de supprimer, d'assouplir ou d'unifier toute procédure législative trop complexe.

Aujourd'hui, une deuxième loi d'habilitation est déposée à l'Assemblée nationale et la préparation d'une troisième est lancée. Ces nouveaux projets poursuivent et amplifient le mouvement de simplification entrepris avec l'adoption de la loi du 2 juillet 2003.

Le second projet s'articule autour de trois axes principaux : simplifier les procédures avec la refonte du permis de construire, outil fondamental de l'urbanisme, une meilleure sécurité juridique pour les entreprises avec l'extension du rescrit social et fiscal et la modernisation de l'administration avec notamment la réorganisation des enquêtes publiques.

#### ***b) L'amélioration du service à l'usager***

Les citoyens expriment de légitimes exigences sur les prestations qui leur sont produites. L'amélioration des relations avec les usagers demande donc une vigilance particulière sur la qualité de service. Il s'agit, à la fois, d'être efficace et transparent, de garantir la fiabilité, l'accessibilité et la rapidité des services produits, et de prendre en amont les dispositions nécessaires en matière de pilotage et de management.

#### *Concernant la qualité des relations usagers/administration*

La volonté est de mettre en place des documents de référence définissant des principes transversaux pour l'accueil du public :

- En premier lieu, une charte « Marianne » constituera un cadre générique fixant les engagements d'accueil dans les services de l'Etat. Cette charte fixera un tronc commun d'engagements concrets et réalistes correspondant à ce que les usagers sont en droit d'attendre de tout service administratif accueillant du public. La charte Marianne doit être prête à l'automne 2003. Elle sera expérimentée dans plusieurs départements avant révision au vu du retour d'expérience et généralisation en 2005.
- En second lieu, est prévue l'élaboration d'un référentiel certifiable sur la qualité de l'accueil dans les services de l'Etat. C'est une étape complémentaire à la charte puisqu'il en reprendra les engagements en des termes plus précis propres à faire l'objet d'une certification. Le référentiel doit être abouti au premier semestre 2004.

### Le développement de l'administration électronique

Fin 2003, la situation générale de l'administration en ligne était la suivante :

- Plus de 200 téléservices publics et 5 500 sites internet publics (en progression de 17 % depuis 2002).
- Plus de 90 % des formulaires administratifs disponibles en ligne (contre 74 % en avril 2002).
- Près de 2 millions de visiteurs par mois consultent service-public.fr le portail de l'Administration française (progression de 54 % en un an).
- Plus de 600 000 Français ont payé leurs impôts en ligne en 2003, soit 5 fois plus qu'en 2002.
- 50 millions de cartes Sesam Vitale ont été distribuées à ce jour.
- Plus de 50 % des feuilles de soins sont traitées au travers de Sesam Vitale, soit plus de 600 millions de feuilles maladie, ce qui a permis une réduction des délais de remboursement de deux mois à sept jours.
- La moitié des demandes de certificat de non gage (plus de 2 millions de demandes par an) s'effectue désormais par internet avec le service téléc@rtegrise.

Afin de donner une impulsion décisive à la politique de mise en ligne des services publics, le Gouvernement a lancé au début de 2004 le projet ADELE. Ce projet, qui décline 140 mesures pour la période 2004-2007, traduit la nécessité de donner un cadre pluriannuel, cohérent et coordonné au développement de l'administration électronique en France.

ADELE repose sur un objectif simple : mettre en œuvre une administration électronique pour tous et passer ainsi d'une administration de l'information à une administration interactive qui favorise l'accomplissement des démarches à distance.

Le programme ADELE n'a pas pour vocation d'être au service des seuls internautes. Il s'adresse, au contraire, à l'ensemble des usagers, citoyens, entreprises, associations ou collectivités. Il doit surtout répondre aux attentes que ces derniers expriment dans leur vie quotidienne, et non pas, comme cela a été trop souvent le cas, satisfaire uniquement aux préoccupations des structures administratives.

D'un coût global de 1,8 milliard d'€ pour les quatre ans de mise en œuvre, ce plan est aussi une opportunité de dégager d'importants gains de productivité : le Gouvernement entend réaliser de 5 à 7 milliards d'€ d'économies sur le budget annuel de l'Etat à partir de 2007.

Le projet ADELE s'articule autour de quatre exigences :

- Être à l'écoute constante des usagers ;
- Rendre les services accessibles à tous ;
- Créer un pacte de confiance avec les Français ;
- Faire mieux en maîtrisant les dépenses de l'État.

Parmi les 140 mesures inscrites dans le projet ADELE :

- le numéro de téléphone unique, le 3939, baptisé “Allo, service public” permettant à tout citoyen d’obtenir en moins de trois minutes une réponse ou une orientation à toute demande de renseignement administratif ;
- le service personnalisé mon.service-public.fr qui, sur le portail de l’administration française [www.service-public.fr](http://www.service-public.fr), permettra d’offrir aux usagers un accès personnalisé à l’ensemble des services en ligne mis en place par les administrations ;
- la carte nationale d’identité électronique, CNIE, sera en 2006 le nouveau format de la carte d’identité, permettant aux citoyens de disposer d’une carte d’identité et d’obtenir d’autres titres, dont en premier lieu le passeport, dans des conditions sécurisées et simplifiées ;
- le service unique de changement d'adresse permettra à l’usager de sélectionner les administrations qu’il souhaite informer en ligne de son changement d’adresse ;
- la mise en place de la carte de vie quotidienne pour effectuer ses démarches administratives à partir de bornes interactives dans les rues, les commerces et les services publics ;
- le titre emploi - entreprise couvrant toutes les formalités et englobant cotisations et contributions vise à transférer toute la complexité administrative sur l’administration et à simplifier la vie des petites entreprises ;
- le journal officiel électronique, ayant la même valeur juridique que la version papier, sera diffusé sur une plus grande échelle et permettra d’économiser, à terme, 6 tonnes de papier par jour.

La coordination du projet ADELE a été confiée à l’ADAE – Agence pour le développement de l’administration électronique – service interministériel placé auprès du Premier ministre, créé par le décret du 21 février 2003.

## La rénovation de la gestion des ressources humaines

### *a) L’impact de la loi organique relative aux lois de finances (LOLF) sur la gestion des ressources humaines*

La réforme budgétaire va de pair avec la réforme de la gestion des ressources humaines. La responsabilisation des gestionnaires au niveau opérationnel constitue un point commun entre les deux réformes. Dans la nouvelle architecture budgétaire, les crédits de personnel sont intégrés dans les programmes (deuxième des trois niveaux de la structure du budget). Les responsables d’un programme peuvent faire des économies sur les dépenses de personnel pour les investir ailleurs, mais ils ne peuvent pas augmenter les dépenses de personnel en prélevant sur d’autres crédits : c’est le principe de la « fongibilité asymétrique ».

#### *- Moderniser la fonction GRH*

Les responsables de programme chercheront à optimiser l’appariement des profils des agents avec les exigences des postes occupés. Les directions chargées des ressources humaines auront donc à

développer leur gestion prévisionnelle des effectifs, des emplois et des compétences (GPEEC) et animer un réseau des responsables RH des programmes. Ce travail en réseau et la gestion précise des crédits de rémunération nécessiteront la mise en place de systèmes d'information sur les ressources humaines (SIRH). Il y aura un SIRH par ministère, un pilotage d'ensemble étant assuré par un infocentre GRH interministériel.

*- Prendre en compte une approche par métier*

La notion de métier, mentionnée par la LOLF, permet de mieux prendre en compte le contenu du travail et les compétences requises pour occuper un certain genre de postes. Des fonctionnaires issus d'un même corps peuvent exercer des métiers très différents, mais le cadre juridique de la GRH s'est trop focalisé sur l'approche par corps, au détriment de l'approche « métier ». Les demandes des responsables de programme et le développement de la GPEEC favoriseront un rééquilibrage sur ce plan.

*- Déconcentrer la GRH opérationnelle et le dialogue social*

La LOLF vise à responsabiliser les gestionnaires locaux en leur donnant plus de marge de manœuvre dans la poursuite des objectifs qui leur ont été fixés. Cette responsabilisation doit inclure le champ de la gestion des ressources humaines. La fongibilité des emplois se décline au niveau local dans les budgets opérationnels de programme (BOP).

A terme, les décisions de gestion du personnel seront prises, en plus grand nombre, au niveau local. Pour cela les chefs de services déconcentrés pourront s'appuyer sur les SIRH, et devront mesurer les résultats de leur gestion à l'aide d'indicateurs communs avec les autres services comparables. La fusion de corps est un levier important de cette déconcentration de la gestion, en ce qu'elle fait augmenter le nombre d'agents qui relèvent d'un même corps au sein d'un service local. Ceci permet de comparer la situation de ces agents et de prendre des décisions au niveau local dans le respect du principe d'égalité.

***b) Les stratégies ministérielles de réforme***

Dans leurs stratégies ministérielles de réforme (SMR) soumises au Premier ministre et au Parlement en octobre 2003, les ministères ont pris des engagements concernant la modernisation de la gestion des ressources humaines. La prise en compte du mérite individuel dans l'avancement fait partie des outils qui visent à améliorer la motivation des agents. Ainsi, le ministère de l'économie, des finances et de l'industrie va se doter d'un dispositif complètement rénové de notation et d'évaluation harmonisé qui sera appliqué dès 2004. Il reposera sur un barème clair et transparent, un entretien individuel contradictoire et des avancements bénéficiant aux agents les plus motivés. Un groupe de travail avec les fédérations syndicales ministérielles participera à la mise en place de ce nouveau dispositif.

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## GERMANY

### Scoreboard of the “Initiative to Reduce Bureaucracy“

In March 2004 the Federal Cabinet adopted the first interim report of the *Initiative to Reduce Bureaucracy*. After the first year of cutting red tape, the overall balance is very good indeed. Out of 54 projects, nine have already been concluded successfully. Alongside the interim report the Federal Cabinet has adopted 14 new projects which the Initiative will bring forward in addition to the 54 projects of the first year. These new projects include

- the organisational reform of the statutory pension scheme,
- simplifying the new state subsidy for private pension insurance (“*Riester*”-*Rente*),
- a new scheme to simplify the granting of housing benefits,
- reforming the Act on Legal Counselling (*Rechtsberatungsgesetz*),
- introducing standardised balance sheets as well as profit and loss accounts,
- promoting volunteerism at the Federal Agency for Technical Relief,
- debureaucratizing the care for the elderly,
- strengthening honorary activities aimed at the integration of migrants,
- the new regulation of the law on traffic statistics,
- the merging of the building authority at the Berlin Regional Finance Office with the Federal Office for Building and Regional Planning,
- regulatory impact assessments of tax laws,
- modernising the German system of metrological and calibration services,
- the Act on the restructuring of the German accreditation regime, and
- enhancing the coordination of international personnel policies.

By the end of the year, some 40 percent of meanwhile 68 projects will have been implemented; the intention is to conclude all projects by 2006.

### The Prevention of Corruption in the Federal Administration

The **Federal Government Directive concerning the Prevention of Corruption in the Federal Administration of 17 June 1998** is currently being further developed in the light of findings following its entry into force and against the backdrop of international developments.

The major intended amendments and additions can be found in

- No 4: Specification on the regulation governing the rotation of staff,
- No 5: Defining the independence of contact partners from mandates and the direct right of advising and informing their office management,
- No 8: Further specifications on the regulation on altering and informing staff,
- No 9: Enhancing training measures by specific reference to the users including supervisors and managers.

For further information on the currently applicable version please click:  
[http://www.bmi.bund.de/dokumente/Artikel/ix\\_93290.htm](http://www.bmi.bund.de/dokumente/Artikel/ix_93290.htm)

Since 11 July 2003 **the General administrative regulation to promote activities by the Federal Government through contributions from the private sector (sponsoring, donations and other gifts)**, adopted by the Federal Government, has provided for transparency in sponsoring services for the Federal Administration which are solely admissible outside the freedom-restricting administration (“Eingriffsverwaltung”) anyway. Sponsoring is admissible, for instance, to carry out representative events for portraying the Federal Republic of Germany to foreign countries, to support public relations, and to support campaigns for health education. As from 2005 the Federal Ministry of the Interior will report to the German Bundestag and the public in two-year intervals on sponsoring services to the benefit of the Federal Administration.

Links: [http://www.bmi.bund.de/dokumente/Pressemitteilung/ix\\_93097.htm?printView=y](http://www.bmi.bund.de/dokumente/Pressemitteilung/ix_93097.htm?printView=y)  
[http://www.bmi.bund.de/dokumente/Pressemitteilung/ix\\_93283.htm?printView=y](http://www.bmi.bund.de/dokumente/Pressemitteilung/ix_93283.htm?printView=y)

## GREECE

### **Greek Administrative Reform Policy**

The Ministry of the Interior, Public Administration and Decentralization is implementing since 2000 an Operational reform Programme called "POLITEIA".

The Politia Operational Programme is the main element of a co-ordinated effort to promote reform of the structure and activity of public administration, with the primary aim to improve services offered to the public. This constitutes the central aim of our reforms, through which we hope to turn the currently inward-looking administrative environment into a modern outward-looking one, which focuses itself on the community.

As part of this aim, the Citizens' Service Centres, (known as KEP, from the initials of the Greek name for the centres), which will be used to integrate all administrative procedures gradually into the dispatch system (the system which prepares, classifies and dispatches official paperwork), will operate using up to date information and communication technology. The necessary infrastructure will be constructed and the staff will receive suitable training and support. Innovative systems for administration and communication with the public will be adopted. The whole plan is underpinned by the Operational Programme for the Information Society, and its goal is to harmonise fully the workings of the two programmes.

Some important initiatives within this programme are:

#### **e-Government**

The Greek state, has already undertaken the first steps towards implementing the principles of 'e-democracy' in its day-to-day operations. The main steps taken by it are as follows:

#### ***The provision of Online Services for Users***

The Ministry of Finance has implemented a considerable number of IT projects in the fields of taxation (TAXIS programme), customs offices, treasury-budget, etc., as part of the "Klisthenis" programme, financed by the 2<sup>nd</sup> CSF. Such projects refer to critical areas of the public sector and significantly contribute to the improvement of services provided to all parties carrying out transactions with the Ministry, the effective support of the decision-making process, the stamping out of tax and duty evasion, and the curtailment of public expenses.

Furthermore, the Ministry of Finance has promoted the development of a portal ([www.taxisnet.gr](http://www.taxisnet.gr)) for the electronic exchange of receipts and, in particular, the electronic filling of Value Added Tax statements (e-VAT). The Ministry is also currently considering the possibility of supplying taxpayers with a smart card identifying its holder in order to allow economic transactions and the issuance of standardised tax certificates at special points of service.

It is important to mention the effort of the National Printing House ([www.et.gr](http://www.et.gr)) regarding the online provision of legislation and official government texts through “Electronic Subscriber”.

Finally, it is worth pointing out that the one stop shops (Citizen Service Centers – KEP) deal with the on line submission of a series of certificates which can be summarized as follows:

1. Supply of birth certificates copies
2. Supply of death certificates copies
3. Supply of marriage certificates copies
4. Issuing of tax clearance
5. Application form for certification of no debt for individuals and individual firms that are not registered at the Social Security Foundation (IKA).

#### ***Internet Portal Sited for Users and Administration***

Almost all public services in Greece have their own internet web sites, where citizens can seek and find information about matters and procedures that concern each of the above public services

- [www.kep.gov.gr](http://www.kep.gov.gr) is the official site of Greek one-stop shops (K.E.P) where citizens can find the application forms of the 849 standardized administrative procedures that the K.E.Ps carry out. The citizens can also be informed about the secondary documents which are needed for obtaining licences, certificates etc from the competent public service.
- [www.government.gr](http://www.government.gr) informs citizens on the development of the Government Policy in various fields and provides information about public administration (i.e. links of ministries, offices, organisations, etc.).
- [www.gspa.gr](http://www.gspa.gr) and [www.ypes.gr](http://www.ypes.gr) are the official sites of the Ministry of the Interior, Public Administration and Decentralisation. It provides information and links about all main public services
- [www.infosociety.gr](http://www.infosociety.gr) aims to initiate the active participation of citizens in the creation of Information Society, Public Internet and Information Access Points.

#### ***Electronic Signatures***

The existing regulation (Law 2672/98) already authorises and supports the use of e-mail communication and the e-application/distribution of a limited (in classified categories) number of documents with public administration.

The Presidential Decree 150/25-6-2001 fully adopts the directive 99/93/EU about the framework legislation for the implementation of digital signatures.

The Presidential Decree 342/22-11-2002 “Forwarding of documents among public services” specifies categories of digitally signed public documents and certificates that can be shared via e-mail among public services and the private sector (persons or legal entities).

The recently published Law 3230/2004 has increased the number of papers which can be sent by electronic means.

### ***Intranets and other operational systems***

Many efforts are taken to transform Greece's administrative system into an *electronic one*. For this purpose significant projects, such as the "Syzefxis" programme, the National Municipal Registry, the Special Registry, Local Administration IT systems, (Municipalities and Prefectures), Regional IT systems and the technological structures that support Independent Authorities (Supreme Council for Personnel Selection – ASEP and the Ombudsman), are being established to create digital networks for the linkage of all relevant public services.

### ***Citizen's fora***

The next step is to encourage citizens to express their views about new measures whether these relate to legislation or programmes. For this reason, the Ministry of the Interior, Public Administration and Decentralization has developed a special e-forum, which has been in operation over the last 10 months, where citizens have the opportunity to put forward their proposals about service provision issues, and to express their views on the effectiveness of implementation of all measures taken to improve both the network and the methods for providing top-quality services.

Also, a Citizen's Barometer has already been implemented and offered valuable information for the operation of the Citizens' Service Centres. The Citizen's Barometer is ready to be implemented in other public agencies too.

## **Improvement of Quality of Services**

### ***Better Regulation***

During the Greek Presidency, a follow up report on the implementation of the Mandelkern Report on Better Regulation in the EU member-states has been conducted. This study shows that Greece has been actively participating in the relevant discussion, even though the idea of a standardised model for better regulation, which will be followed at a national level has not matured yet.

In Greece, the principles and criteria of better regulation have been known since the late 90s. Since then, there has been a limited number of initiatives, the most important of which was a draft bill of 2001 on Better Regulation that was never voted through.

At national level, a regulatory impact analysis involves a thorough fiscal analysis as well as the preparation of a preamble for every major law. The depth of the analysis of the preamble varies, in direct proportion to the subject of each law. The only standardised type of analysis other than the fiscal one, which has been conducted since 1990 is the Environmental Impact Analysis. EIAs always accompany big public and private projects or investments and are submitted to the Ministry of the Environment, Physical Planning and Public Works for review and approval or public consultation.

Nevertheless, a thorough regulatory impact analysis is conducted by a number of Greek Independent Regulators, such as the Regulatory Authority for Energy (RAE) and the National Telecommunications and Post Commission (EETT).

**Citizens' Centres: A fundamental measure for the improvement of state – citizens relationships and for the implementation of the e – government policy**

Up to now, 1014 Citizens' Centers are fully operational that provide 900 administrative services with 900 digitalised forms. The forms are provided electronically through the portal of the Ministry of the Interior, Public Administration and Decentralisation ([www.kep.gov.gr](http://www.kep.gov.gr)). The portal offers information on several citizen-oriented subjects (e.g. citizen rights, tax information, administrative procedures, insurance, etc) and also informs citizens about the simplified and certified administration procedures and provides them with the corresponding electronic forms.

Citizens' Centres (CCs) use a front end, internet based application, named eKEP, that collects and processes statistics concerning citizens' transactions and procedures. The eKEP application records transactions and affairs that citizens request, through a face-to-face presence within CCs. The deployment of this monitoring application among the CCs started on April 2003. Currently, and after electronic training sessions, more than 600 CCs use this application and over 3300 employees update its statistics on a daily basis.

The Citizens' Service Centers aim at reducing citizens' movements in order to have access to the services, so that the citizen's affairs can be handled without him/her having to travel for this purpose by the mediation of these centers. This measure is very useful for people who live in big cities, mountainous areas or isolated islands.

In this framework, the institution of Citizens' Service Centers is a fundamental instrument of the public sector to deploy electronic government services. At this moment, the Ministry of the Interior, Public Administration and Decentralization coordinates technically, procedurally and legally the deployment of Information Systems that will allow the Citizens' Service Centers' employees to access information databases, in order to support citizens' transactions.

The main available services, which are provided by the Citizens' Service Centers for the citizens, are:

- Accurate and prompt information on all administrative procedures, through the use of the appropriate and constantly updated databases.
- Completion of a digitized and simplified application form, for the issuance of certificates, licenses or other public sector documents and its submission (electronically or not) to the competent authority.
- Retrieval of the supporting documents issued by other agencies, through electronic means, if considered necessary.
- Transmission of the completed application folder, electronically or not, to the competent authority, for the issuance of the required document.
- Monitoring of the citizens' matters expediting procedures, through contemporary electronic means and appropriate applications.
- Receipt of the issued document from the competent service, by any appropriate telecommunication mean and its delivery to the interested citizen.

Through these actions the Citizens' Service Centers' employees co-ordinate the transfer of all the electronic forms, certificates and documents between public services that are required.

The positive results from the operation of the citizens' centers are:

- The improvement of the image of the administrative authorities and of the civil servants. The daily observation of the centers' operation has showed that the citizens are very satisfied with the services offered.
- Feedback from the employees indicated that they are highly motivated.

### *Simplification of administrative procedures*

Article 25 of the Law 3200/2003 provides for the interoperability among public services. Supporting documents required for citizen's applications are not provided from the citizen. Instead public services in charge of handling the application, exchange the required information and grant it or not without the participation of the citizen.

In 2000 a major "simplification of procedures" programme has started with the purpose to reduce administrative burdens for citizens and businesses. The method followed was the re-examination of a given legal framework. After recording and elaborating the procedures, new legislative actions were established, based on quality criteria (i.e. responsiveness to citizens' needs, effectiveness, transparency, applicability, and simplicity), which provided the possibility of digitalising the necessary forms to the citizens when interacting with services.

Until now almost 1000 procedures have been registered. Through this registration, it is much easier to control and then to avoid their further complication as well as to proceed to their simplification by reducing different certificates and required documents. It is, indeed, the first time that a registration on this scale is taking place in Greek public sector. Furthermore, up to now (450) Administrative Procedures have been simplified. The output of these procedures concern to a great extent certain types of services such as certificates, licenses, registration, social benefits and retirement, using the end-users criterion.

### *The "1564" telephone center*

A 24 hours telephone centre is in operation responding to citizens' enquiries concerning administrative issues, as well as on personnel recruitment in the public sector.

### *The "1502" Telephone Application System*

In the "1502" Telephone Application System citizens can request today almost 60 different certificates. From the year 1998 until the end of July 2003 the call centre have received more than 2.730.000 telephone calls, from which more than 1.360.000 were applications, because the people call not only to ask for a certificate, but also to be informed about the relevant procedures.

This centre was the first winner of the United Nations Public Service Awards for the year 2002, to the category "Improvement of Public Service Results" in the geographic area of Europe and North America.

### *Compensation Committees of the article 2 of Law 2690/ 1999*

Laws 1943/ 1991 and 2690/ 1999 obliged public administration to reply to citizens' queries within a period of 60 days. With the recent law 3230/2004 this period has decreased to 50 days. Those laws also established a compensation committee in the Ministry of the Interior, Public Administration and Decentralisation, which examines applications of citizens that complain for the delay of administration to handle their cases. If such a delay is confirmed, the Committee decides for a symbolic compensation to the citizen. The Committee of the Ministry of the Interior, Public Administration and Decentralisation has

been functioning since 7/12/1999 for the examination of applications concerning possible delays in handling citizens' issues.

### **Human Resources Management**

Together with a policy of human resources development based on the principles of responsibility and efficiency, all of the above constitute feasible tasks, which will change perceptibly the landscape of public bureaucracy.

In this scope we develop the following:

#### ***Collective Bargaining in the Greek Civil Service (Law 2738/99)***

The collective Bargaining Law constitutes a landmark in the Greek administrative system.

Greece, in accordance with European developments in the issue of rights of civil servants has validated through the Laws 2403/96 and 2405/96, the 154 International Labour Convention concerning the "institutionalisation of collective bargaining" and the 151 International Labour Convention concerning the "protection of the right to organise and to determine the labour conditions in the civil service".

Through the validation of these International Conventions by the Greek Parliament, Greek Civil Service accepts the exercise of the right of the civil servants for collective bargaining regarding the labour conditions between the Civil Service (public sector, legal persons of public law and organisations of local authorities) on the one side, and the labour unions of the civil servants on the other.

Formal collective bargaining procedures for the public sector have been introduced and are regulated by the law 2738/1999. The negotiations between the state and employees representatives take place once a year and lead to the conclusion of special collective agreements and contracts. Negotiations take place between the state and employees trade unions at two levels: between the state and ADEDY (the Supreme Administration of Greek Civil Servants' Trade Union) and between the state and trade union federations.

The issues that are negotiated are the following:

- Education and training.
- Health and safety conditions.
- Issues of social security with the exception of issues concerning pensions.
- Trade unions' rights.
- Leaves and working time issues, as well as issues concerning the mobility of personnel (placement and various forms of internal mobility).

The Supreme Civil Servants Trade Union (ADEDY) and other twenty (20) labour unions of civil servants participated in the first implementation of this institution in 2000. The result of the collective bargaining procedure was the signing of three (3) Special Collective Contracts and three (3) Special Collective Agreements.

In 2001, ADEDY and other twenty five (25) trade unions of civil servants participated in a negotiating procedure, better organised as it was based on the experience of the previous year's first implementation of the institution. The result of the negotiating procedure in 2001 was the signing of four (4) Special



Collective Contracts and (15) Special Collective Agreements. These results indicate that the trade unions were convinced that their demands could be effectively promoted through the new institution.

From the negotiating procedure of 2002, nine (9) Special Collective Contracts and fourteen (14) Special Collective Agreements have been signed.

Finally in 2003, thirty one (31) trade unions have submitted their demands for the next round of negotiations. On the contrary, ADEDY has not submitted any demands and denied to proceed to negotiations, as the new payment law was at that time elaborated. Due to that, the negotiating procedures with the 31 trade unions have not been realized.

### ***Access of European Union's citizens to the Greek public services***

According to the law 2431/1996, citizens of all European Union's member states have the right to be employed in the public services, legal persons of public law, public enterprises and legal persons of private law. Positions and specialities to which the appointment and employment is allowed, are defined by presidential decrees which defined all positions European citizens have the right to access.

These presidential decrees also define concrete job positions in the public services, which because of their public interest are not allowed to European citizens.

Almost all the Ministries have defined, by presidential decrees, the specific job positions which European citizens have the right to access.

### ***Introduction of performance measurement in the public sector***

In order to improve the productivity and efficiency of the public sector the ministry of the Interior, Public Administration and Decentralization has established by the Law 3230/2004 the system of "Management by Objectives" (MbO). The MbO is a system that sets performance measurement criteria of public services and employees. This involves measuring performance, prompt feedback on achievement, and a clear link between individual and organizational objectives.

The highlights of the above - mentioned system are:

At the beginning of the year, every civil servant sets objectives for their work. These must tie in with the greater objectives of their directorate and their department. They must be specific and realistic, they must take forward the business of the department, and they must be agreed between the employee and the manager.

- Managers are required to check with their staff at least twice a year on how well they are meeting their objectives. Objectives can be changed or added to throughout the year as demands and priorities change. At the end of the reporting year, the manager and the employee talk through how well the objectives were met. The performance indicators are being differentiated according to the nature of the duties or competencies of the employee.
- Civil servants who succeed high performance as well as public services that achieve the prearranged objectives will be rewarded.

The Ministry of the Interior Public Administration and Decentralization has the overall responsibility for the implementation of the MbO in the public sector. In this scope will be established a Central Efficiency Unit in the ministry of the Interior, Public Administration and Decentralization and Specific Efficiency Units in every ministry. The performance-based management also will be the fundamental

principle of the new assessment system of civil servants, which is going to be established by presidential degree.

### ***The Secondary Disciplinary Committee of Public Administration***

The Secondary Disciplinary Committee is situated at the Ministry of the Interior, Public Administration and Decentralization, General Secretariat of Public Administration and Electronic Governance. The Committee has been established with law 2839/200 and operates since 1.1.2001. Its main aim is to defeat all kinds of corruption in the Civil Sector, as well to ensure the compliance with the disciplinary laws.

The Secondary Disciplinary Committee consists of Legal Advisors of the State, higher level public employees and elected representatives of the public servants.

The Committee is responsible for controlling all disciplinary cases that are referred to it either by the punished public servants or by the Public Administration Agencies. Moreover, it may impose penalties to members of first degree disciplinary councils who do not carry out their disciplinary duties within the specified time.

Until today, 152 public servants have been punished with final dismissal, while others have been punished with other sentences according to the severity of the disciplinary sanction.

### ***Education and training for the Local Public Administration***

The Greek Ministry of Interior, Public Administration and Decentralisation gives special importance to the education and training of all civil servants and the quality of their training.

With the new Law 3200/2003 the National School for Local Administration has been created as one new unit of the National Centre of Public Administration, the special agent for the implementation of the educational policy that functions since 1983. The aim of this action was to reinforce with specially trained staff the local public administration in order to respond to the new developments and challenges.

The School is of post-graduate status. After a national entrance exam it will admit as students university graduates (private individuals or civil servants with experience). After the completion of their course, graduates will be positioned in the Local Governments of 1<sup>st</sup> and 2<sup>nd</sup> degree (municipalities and prefectures).

The same law also provides for the introduction of a new system of training needs analysis in the Greek public administration and the certification of knowledge and skills acquired in life-long training. Furthermore, it legislates the possibility of the NCPA to execute training programmes for the elective of local administration (prefects, mayors, municipal/prefectural councillors, etc.).

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## HUNGARY

The modernisation of the public administration system has been identified by Government in its programme as one of the primary goals to be accomplished. The modernisation of the public administration system includes amongst others the updating of the central and local level of state administration, along with that of the local governmental system - including issues of its financing - and public services.

In order to implement the goals the tasks of the elaboration of the theoretical foundations for the transformation were carried out by the work team of the IDEA programme. After an extensive social and professional debate of the alternative proposals elaborated by the working committees of the programme and as a result of the coordination negotiations the Government decided, by its Resolution No. 1113/2003. (XI. 11.), on the programme of the modernisation of public administration services, identifying the objectives and priorities of the reforms, as follows:

- high quality services should be accessible for all citizens;
- unjustified social and territorial inequalities should be reduced;
- the development of social resources should help providing for the requisites for the exploitation of EU funding sources;
- the quality standards of the services should be improved without material additional expenditure, through the application of criteria of economical service provision.

In order to accomplish the goals so established the Government Resolution identified two directions for modernisation:

- establishment of a legally defined and regulated sub-county 'small region' level of administration;
- creation of development regions that are suitable for the implementation of spatial development and other sectoral programmes along with the efficient preparation of the various forms of financial assistance to be provided by the European Union, for coordination and for the necessary decentralised decision making functions.

A very large number of municipal governments are operating in the Hungarian local governmental system in small villages with small populations, where the local governments are functioning with a small capacity and some of them are simply not capable of providing the necessary public services at the required quality standards, owing to factors beyond their control. For this reason, the goal of the reform is to enable residents of such small villages to access public services that cannot be provided locally, within an accessible distance and at the universal quality standards. In view of the relationships between local governments and the requirements specified by public administration the Government established, in its

Decree No. 244/2003. (XII. 19.), the 168 legally defined small regions fully covering the entire territory of the Republic of Hungary. Groups of adjacent municipalities so established, in strong functional links with one another, will become capable of performing district type duties.

A small region plays three dominant functions, including the performance of local governmental public services, the operation of the spatial development function and the performance of state administration tasks necessitating special skills and knowledge.

The multifunctional association of municipal governments constituting a small region offer an optimal framework for the performance of the local governmental public services, where the most expedient approach is the performance of tasks covering the whole of the given small region.

Following the theoretical groundwork a number of public administration experiments will be launched, three of which will be aimed at the establishment of multifunctional small regional associations and another three will implement individual small regional pilot projects. The majority of the model experiments will be completed by the end of this year.

From experience accumulated so far it has been concluded that the strengthening of a small region makes it possible in the field of health and social services for everyone to quickly access basic services and it also enables the acquiring of medical instruments providing for higher standard services, coordination of development projects and the improvement of professional standards. The possibility of organising home care provision on a small region level along with the signalling system based social attendance service for people living alone, is an important step in the desired direction.

Another advantage for citizens is the development and expansion of the community infrastructure as a result of coordinated development within a small region. Sewerage systems are constructed and the industrial development of a small region is promoted by adequate road networks..

The coordinated operation of a small region facilitates the resolving of the employment problems of the region concerned and can effectively tackle employment tensions. The creation of a coordinated subsidy system as well as an enterprise-friendly environment facilitates the resolution of such problems.

The Government has prepared and submitted to Parliament a package of legislation in view of the above consideration and the package is now under discussion in the House. The proposal would ensure the coverage of the whole of the territory of Hungary by small regional associations, in a system where each municipality is involved in one complex association.

This solution would constitute a major step towards the elimination of the disadvantages of the fragmented local governmental system and could function as a means for the elimination of unjustified territorial inequalities, making it possible to optimise institutional structure and improve the efficiency of operations. The resources so released could be used for the resolving of local problems. Normative funding of associations could be introduced, resolving the problems of the currently somewhat over-complicated structure of the financing of local governments.

## IRELAND

### eGovernment

The Reach agency has awarded a contract for the development of the first phase of the Public Service Broker. Completion is expected by quarter 3, 2004.

A central group drawn from the Information Society Policy Unit (ISPU) of the Department of the Taoiseach and from the Technology Policy Division of CMOD, Department of Finance has been established to resolve key 'corporate' eGovernment policy issues. The unit is in the process of developing draft policy positions on Interoperability and Identity Management following a number of consultative workshops in the latter part of 2003 and a range of bilateral stakeholder meetings in January 2004. These workshops were based on opening position papers that had been circulated to all public service agencies. The Draft Policy Positions will be circulated to all stakeholders for consultation before final versions are presented to Government. It is hoped to complete these activities by the summer of 2004.

The Central Unit has also begun working with a number of key stakeholders to progress policy development on the use of smart cards. A Memorandum to Government seeking approval to develop a framework for smart cards in conjunction with an Interdepartmental Committee of these stakeholders is being drafted at present. CMOD, Department of Finance has partnered with the Department of Social & Family Affairs and the Reach agency to define a Terms of Reference for this Interdepartmental Committee. It is anticipated that the Framework will be developed within 6 months.

The Department of the Taoiseach is developing a system for the electronic management and operation of Cabinet Committee meetings, known as eCabinet. This system is currently in pilot with a number of Government Departments and is expected to go live by the middle of 2004.

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### E-Procurement by Government Agencies

The roll-out of a national strategy for implementing procurement management reform (including building on existing eProcurement initiatives) is proceeding as follows:

In the central government sector, the focus is on four key elements: (a) organisational capacity building; (b) training and development; (c) procurement aggregation and (d) eProcurement. A procurement specialist from Queensland Purchasing is working with the Department of Finance, spearheading a number of initiatives and it is envisaged that eight procurement projects will be completed before end 2004.

A new contract for the management and development of the Irish Public Sector Tender Portal (www.etenders.gov.ie) was awarded in September 2003 and a revamped website was launched in January 2004. A facility for the online creation and submission of OJEU and below-threshold notices has been developed and is expected to be implemented shortly. A pilot facility for the electronic submission of tenders by suppliers is being developed and further enhancement of the site in 2004 and 2005 will see it developed to a level of functionality that satisfies long-term public sector needs.

Strategies for the health and local government sectors have also been developed and a number of eProcurement Initiatives are underway in both sectors, partly funded by the Department of Finance which is working closely with the sectors to coordinate efforts, ensure consistency and manage sharing and re-use of technological developments.

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### Information Society Fund.

The Information Society Fund was introduced, by Government decision of 21<sup>st</sup> July 1999, as a dedicated resource, to progress specific aspects of the Government's first Action Plan for the Information Society covering the period 2000-2002. A new Action Plan 'New Connections' was approved by Government on 7<sup>th</sup> March 2002 covering the next three years 2003-2005.

"New Connections" focuses on initiatives in the areas of Electronic Government, Electronic Commerce, Lifelong Learning, eInclusion and, to date, over 200 projects have been approved under the fund at an overall cost of €190m.

<b>Table 1: Information Society Fund Expenditure 2000-2003</b>					
	2000	2001	2002	2003	2004
	€m	€m	€m	€m	€m
<b>Total Expenditure</b>	11.9	53.1	47.2	35.8	42.2

### Scope of Fund

The main areas identified for funding have been:

- E-Government projects providing for the electronic and integrated delivery of public services;
- The introduction of electronic procurement across all of the public service;
- Initiatives to improve access and to address social inclusion;
- New legislative and regulatory measures in the areas of electronic signatures and electronic writing, electronic evidence in courts, data protection, copyright and telecommunications;

- Developing e-Commerce in the business sector, particularly in SMEs.

Key services which have emerged to date under the Action Plan include:

- The Revenue Online Service (ROS) enabling businesses to make tax returns online;
- The E-Procurement portal for the Public Service advertising all public contracts on the Internet (over €10,000) representing the first stage of a full-cycle E-Procurement facility providing for the electronic submission of tenders and exchange of contracts;
- E-Recruitment service introduced by the Civil Service and Local Appointments Commission providing for the announcement of competitions and an on-line application facility for some posts;
- Land Registry's Online Search service for property folios with over four thousand subscribers from the legal profession;
- The OASIS and BASIS online information bases presenting information organised around 'life-events' and 'business episodes' for citizens and businesses;
- Provision of public internet access points in over 300 public libraries.
- On-line driving test application;
- On-line driving licence and motor tax renewal (currently piloted in 3 counties and will be rolled out nationwide during 2004);
- The Reach Agency – a cross-departmental agency charged with implementing the Public Services Broker designed to provide a single electronic gateway to all public information and services;

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### **Management Information Framework**

Proposals for **the Management Information Framework (MIF)** were approved by the Irish Government in July 1999. The Project aims at ensuring better outcomes for the public from the use of State resources by:

- i) Improving the quality of decisions about allocation of resources by improving the quality of the information and indicators on which they are based;
- ii) Improving the management of resources once allocated; and

- iii) Providing a better basis for increased transparency in and accountability for the use of the resources.

The Government has imposed a deadline of 31<sup>st</sup> December 2004 for the acquisition and installation of MIF-compliant systems, although most of the Departments and Offices have specified installation dates well in advance of the deadline.

### **Essential features of MIF:**

The essential features of the Management Information Framework are:

- i) An Accounting Framework: This common framework will facilitate accruals and cash based reporting and capture direct and indirect costs, distinguishing between current and capital costs;
- ii) Management Reporting: The system will provide periodic reports during the year for all levels of management showing initial objectives, performance targets and associated budgets, ongoing performance and associated expenditure, reasons for variances, additional proposals and associated performance and expenditure, and budget profiles;
- iii) Financial Reporting: The system will cater for both statutory and non-statutory financial reporting (Appropriation Account and Financial Statements);
- iv) Cost Allocation and Budgeting: The system will cater for cost allocation on a programme, project or individual cost centre basis using an approach that facilitates the possibility of cost and performance measurement comparisons. Systems should also have the facility to devise budgets and provide budgeting information to managers.
- v) Performance Indicators: The system will incorporate non-financial data, as appropriate, for each accounting period and for each budget-holder's area of responsibility so that expenditure can be related not only to inputs but to outputs and outcomes. This performance information should be available for inclusion on management reports, so as to cater for performance reporting against stated objectives.

### **MIF Structures:**

Considerable work has been done to move the agenda forward and plan for and prepare to install the necessary systems. The MIF project covers 29 Government Departments and Offices.

- i) Each Department/Office has a MIF Project team and Steering Group which drives the implementation process;
- ii) A high-level Consultative Committee which is representative of all Departments and Offices and chaired by the Department of Finance, oversees progress on the MIF project and reports to a Financial Management Sub-Group of the SMI Implementation Group of Secretaries General;
- iii) A MIF Project Management Group, comprised of all Departments' and Offices' Project Managers, manages the implementation of the project on a practical level;
- iv) Centrally, the Department of Finance, through the MIF Central Unit, co-ordinates the MIF preparations across Departments and Offices, administers the cross-departmental committees, prepares papers and reports on various MIF issues and ensures that Government is kept up-to-date with regular progress reports;



- v) Along with MIF Central Unit, a number of cross-Departmental technical issues are also carried out by ad-hoc working groups.

### **Systematic Monitoring of MIF Project;**

Arrangements are in place for the regular reporting of progress on MIF implementation - to senior management in Departments (bi-monthly) and to Government every six months.

### **MIF phases:**

The MIF Project Plan is currently being updated to cover the period from 2004 - 2006. The updated plan looks at the process of MIF implementation up to and after the introduction of new financial management systems and sets out the issues to be addressed. These include Systems Installation, Training, Resources, Performance Indicators, Management Reporting, Post-Implementation Reviews, Accrual Accounting and Future Developments that may impact upon MIF.

6. Installation The initial stage of the Project involves installing a modern MIF-compliant financial system or upgrading the existing financial one. Some Departments have already installed their financial system and most are target to have completed installation by end-2004;
7. Systematic Monitoring of MIF Project Arrangements are in place for the regular reporting of progress on MIF implementation, through senior management in Departments to the Department of Finance on a bi-monthly basis and by the Department of Finance to Government every six months;
8. MIF Training and Communications MIF Training courses for senior and middle management are being developed in time for inclusion in the Autumn 2004 Departmental Training Programmes;
9. Performance Indicators Each Department and Office has established a Performance Indicators Group or similar mechanism, the purpose of which is to co-ordinate the development of Performance Indicators in the Department/Office; provide guidance on Performance Indicators; assess the quality and appropriateness of the Performance Indicators being set for the Department/Office; and ensure that Performance Indicators are aligned with the organisation's strategic objectives;
10. Development of the Management Reporting Framework An effective management information framework requires that performance indicators be presented regularly to management with comment and recommendations in the form of management reports. The following is required to put in place:
  - i) Each Department is required to have a system of regular management reporting of information to inform decision-making regarding the allocation and use of resources;
  - ii) management reports should contain performance information, both financial and non-financial, as required, alongside other management information from other office systems;
  - iii) the form of management reports is to be decided by each Department in line with its individual requirement, but should be flexible enough to meet on-going changing needs of management.

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### **Gender Equality in the Irish Civil Service**

In 1996, the second report to the Government of the Coordinating Group of Secretaries *Delivering Better Government - A Programme of Change for the Irish Civil Service* noted that while the civil service had been to the forefront in developing and implementing policies to achieve greater equality of opportunity, nevertheless women employees remained concentrated at lower levels. In view of the need to redress the imbalance, *Delivering Better Government* recommended that appropriate strategies be put in place. It was in this context that research was commissioned on the under representation of women in the grades at and above HEO level. The report *Gender Equality in the Civil Service*, published in 1999, is the outcome of this research.

The main research findings, together with a package of measures based on the recommendations in the report, were endorsed by the Government. A high level Management Group developed a new *Gender Equality Policy for the Civil Service* and, following consultations with the Civil Service Staff Unions, the new policy was formally launched in September, 2001.

The new policy forms part of an integrated human resource strategy for the Civil Service and applies to all staff. The *Gender Equality Policy for the Civil Service* is supported by: (i) a Guide to Government Departments on setting equality objectives and best practice in affirmative action and (ii) Mechanisms for the allocation of responsibility, accountability and monitoring in respect of gender equality.

The *Gender Equality Policy* commits the civil service to the adoption of strategic objectives, including equality goals, at the level of individual Department/Office. It also commits the civil service to the development of a programme of affirmative action in the main human resource management policy areas to support these equality objectives and goals.

Under the policy, responsibility for the effective implementation of the gender equality lies with the Heads of Departments, supported by their senior management teams. The achievement of equality goals and objectives will be reported on through the existing mechanisms for reporting progress on Strategy Statements.

A particular focus of the new policy is to address the serious under representation of women at senior management levels. In order to tackle this imbalance, the Government set a target for the key Assistant Principal grade with the aim of increasing the number of women in the pool of potential candidates available for promotion to the more senior levels. Under the Government target, Departments must work to ensure that, by 2005, 33% of Assistant Principal posts are filled by women.

The Equality Unit in the Department of Finance is responsible for the implementation and monitoring of the policy and for promoting best practice in gender equality across the civil service.

During 2002 the Equality Unit held a series of meetings with Government Departments and Offices on the policy. The aim was to identify and build on existing best practice and to exchange ideas on how best to implement the policy, with particular emphasis on the need to tackle the imbalance at the higher management levels. Following further contacts with Departments and Offices during the year, the Unit is

finalising a report which summarises initiatives being taken by Departments and makes proposals about what more could be done. The report will be circulated to all Departments shortly.

These discussions have shown that Departments are implementing the policy effectively and are addressing issues across a broad range of human resource management areas. As part of their strategic planning, Departments have drawn up equality objectives and goals and have introduced a variety of initiatives to support these objectives. Progress is also being made on the Government's target for women in Assistant Principal posts: in June 2000, the percentage was 27%; figures from March 2002 show that women fill 30% of these posts and figures for December 2002 show an increase to 32%.

Research into the representation of women in the I.T. sector in the Civil Service was commissioned by the Equality Unit earlier this year. The purpose of the research is to establish why there is an under representation of women in these positions, and to make recommendations on the best means of addressing the imbalances. An interim report will be available shortly.

As part of its role in supporting gender equality, the Equality Unit has responsibility for the development and implementation of Work-Life Balance / Family Friendly Schemes and of the Civil Service Childcare Initiative.

The Equality Unit encourages governments Departments to give positive consideration to all requests for access to Work-Life Balance / Family Friendly Schemes. The schemes include flexitime, part-time working, 'term time' working, career breaks for domestic purposes and paternity leave. A number of small scale pilot e-working schemes are also underway. (These schemes are in addition to statutory entitlements, such as maternity, adoptive, parental and carers leave). A review of several of these schemes is currently being undertaken with a view to establishing areas where access to the schemes might be broadened.

The Equality Unit provides the support for the Civil Service Childcare Initiative. In the 2001 Budget, the Government allocated €12.7m to provide up to 15 crèches for the children of civil servants. Currently, four crèches have been opened, with two more crèches scheduled to be in operation by autumn 2004.

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### **Civil Service Modernisation Programme**

The modernisation programme for the Civil Service can be traced back to 1994 when the Strategic Management Initiative (SMI) was launched. In 1996, a policy document entitled *Delivering Better Government* (DBG) provided a framework for the modernisation programme which was built around the following six organisational themes i) Openness, Transparency and Accountability, ii) Quality Customer Service, iii) Regulatory Reform, iv) Human Resource Management, v) Financial Management, vi) Information Systems Management.

In March, 2002, an independent Evaluation of the modernisation programme was completed which concluded, inter alia, that although the Civil Service is better managed and more effective than it was a decade ago, implementation of the programme was not complete.

***Modernisation Agenda in new Social Partnership Agreement “Sustaining Progress”***

The latest national social partnership agreement entitled “*Sustaining Progress*” was ratified in March, 2003. It provides for implementation of a range of initiatives aimed at ensuring the continued modernisation of the Civil and wider Public Service. In relation to the Civil Service this includes:

- revised recruitment procedures to enable Departments to recruit directly from the labour market as opposed to through the current centralised system. It is envisaged that this will increase the ability of Departments to recruit staff with the necessary skills to suit their own business environments in a more timely and efficient manner,
- greater use of open recruitment, beginning with the Information Technology, Human Resources and Financial Management areas,
- greater use of competitive, merit-based promotion systems within Departments to provide wider career development opportunities,
- devolving responsibility for appointments, performance, discipline and dismissal and provision of appropriate safeguards by an extension of the scope of the Unfair Dismissals Acts to cover civil servants,
- widening the range of disciplinary sanctions and having a fuller range of sanctions available in serious cases of underperformance.

It is important to note that the pay increases provided for public servants under *Sustaining Progress* from January, 2004, to June, 2005, **are not automatic** and are conditional on:

- the maintenance of stable industrial relations and the absence of industrial action in respect of the matters covered by the agreement,
- co-operation with flexibility and ongoing change,
- satisfactory implementation of the modernisation agenda contained in the Agreement.

Performance Verification Groups (PVGs) were established across the public sector to verify delivery of the modernisation agenda contained in the Agreement. Under the first phase of the verification process the increases due from January, 2004, were approved with the exception of a small number of cases where the PVGs were not satisfied with the level of progress achieved. The PVGs are continuing to monitor progress with implementation of the modernisation agenda with a view to determining whether the increases due to be paid from July, 2004, are warranted.

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## “Better Regulation” in Ireland

A Government White Paper, entitled “*Regulating Better*”, was published in January 2004. ” [see [www.betterregulation.ie](http://www.betterregulation.ie)]. This is the culmination of a process of public consultation and policy development since completion of the OECD’s peer review of Ireland’s regulatory regime in 2001 (“*Regulatory Reform in Ireland*”). The Government White Paper was informed by the deliberations of a *High Level Group on Regulation*, which comprised senior officials from key government departments, independent sectoral regulators, the competition authority and consumer affairs office.

### “Flow” of new regulation.

A model system of RIA has been developed for piloting in a number of Government Departments. The RIA approach suggested includes undertaking public consultation, the consideration of alternative types of regulation and alternatives to regulation, and Cost Benefit Analysis. This will be refined in light of a pilot experience with a view to mainstreaming it during 2004. In preparation for this, greater attention is being given to **capacity building** in the area of evidence based policy making and a number of specific training initiatives are now in place.

### “Stock” of existing legislation

Work on the stock of existing regulation is continuing through a programme of **Statute Law Revision**. This includes ongoing consolidation work as well as specific projects such as reviewing all pre-1922 legislation with a view to repealing redundant laws and re-enacting / codifying those that are still relevant.

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## Quality Customer Service

The continuous improvement of Customer Service was specifically addressed in the policy document ‘*Delivering Better Government*’ (1996) and a Working Group was set up in that year to draw up detailed plans for further action in this area. In 1997, the Quality Customer Service (QCS) initiative was formally launched.

Since the introduction of the QCS initiative, studies have confirmed significant improvements to the quality of service provision and delivery from civil service Departments and Offices. The QCS initiative continues to be one of the cornerstones of the Government’s programme of change and modernisation and proposals for further improvements continue to be progressed.

***Recent developments include:***

- Following the announcement of the introduction of the Customer Charter initiative in December 2003, a comprehensive guide to the development of Charters was produced by the Department of the Taoiseach in September 2003 and circulated to all Departments and Offices. In October 2003, the Public Service Modernisation Division of the Department of the Taoiseach, in association with the Centre for Management and Organisation Development (CMOD), commenced a series of two-day training workshops to assist Departments and Offices in the preparation of their Customer Charters. In February 2004, a second series of Training modules on Customer Charter preparation, 'Setting Service Standards' commenced. CMOD have consulted widely regarding the format and content of the courses and have agreed to provide specifically tailored courses for some of the larger Departments, with other smaller Departments catered for in small groups.
- The 3<sup>rd</sup> Quality Conference for Public Administration in the EU will be held in Rotterdam, in September next. The Irish Public Service has been invited to make three presentations to the Conference. The Public Service Modernisation Division and CMOD have co-operated to find the three best Irish public service projects to be showcased at the Conference. Submissions were invited from all across the Civil and wider Public Service, leading to an extremely positive response, with a total of 81 projects nominated. This level of interest shows that there is a great desire among public servants to implement change in their organisations and to share this experience with the wider public service. In the summer, we plan to hold a national showcase of the best 15-20 of these projects.
- In January 2004, a new publication on Internal Customer Service was launched. The booklet, '*Our Commitments to our colleagues*' emphasises the growing importance of the Internal Customer Service issue within Departments and Offices and will be very useful, particularly in the context of decentralisation. Copies of the booklet have been distributed to all Departments and Offices and it has met with a very positive response, with numerous requests for additional copies. To complement its production in hard copy and ensure as wide a circulation as possible, the booklet has also been reproduced electronically in PDF and in HTML formats.

Copies of this and other publications, as well as more information on QCS and on the wider public service modernisation programme, can be found on our website, [www.bettergov.ie](http://www.bettergov.ie)

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## ITALY

### **The case of the Italian Cabinet Office: a new organisational model in the management of general services.**

The Italian Cabinet Office is the institutional structure which supports the activities of the Prime Minister of Italy. It is divided into several Departments and Offices and employs approximately 4,000 staff.

In 2002, the Procurement Office was established within this structure. It has been granted responsibility for the activities relative to the procurement of goods and services, including IT, as well as management of the properties used by the Cabinet Office and it is divided into Offices and Services, employs approximately 500 staff.

A significant change to the current structure is planned through the implementation of a project which introduces a new organisational model for the management of general services.

The project concerns the establishment of a private public partnership with a majority public holding (Italian Cabinet Office 51%, another public partner 4% and private shareholders 49%), to which the management of general services to support the Italian Cabinet Office is entrusted through a specific agreement.

The project's objective is the establishment of a dedicated structure able to obtain: savings in the management of services; efficiency of services (clearly quantifying the service levels expected and continuously monitoring the levels obtained); savings in the procurement of goods and services.

The objectives of the project and the relative results can be obtained through: optimisation of the exclusive responsibilities and specific skills of administrative personnel (staff qualifications); management of services with programming and control criteria, as well as measuring of results, both in terms of service levels and in terms of their cost (management structure); the full involvement of private partners in the economic and financial results of the private public partnership (entrepreneurial logic).

The activities, whose management will initially be entrusted to the private public partnership, are those related to acquisition of goods and services, facilities management, IT systems, general support services. Over time, other activities shall be included if it is felt necessary or appropriate to entrust their management to the same private public partnership. It should contain six organisational units and employ approximately 40-60 staff.

In any way, the project does not seek to reduce the professionalism and skills available to the Cabinet Office, but rather to make better use of such resources through profitable exchange with the private sector.

Thus, the project shall allow the Italian Cabinet Office to maintain strategic control and general programming of activities through a specific Interface Office, which shall define the service contract and monitor its observance.

## JAPAN

### A. New Developments

#### 1. Policy Evaluation System

Since April 1, 2002, under the "Government Policy Evaluations Act" and the "Basic Guidelines for Policy Evaluation", each administrative organization has prepared a mid-term basic plan and an annual implementation plan to conduct its own policy evaluations. Almost all of the organizations have prepared and published their evaluation reports.

The Ministry of Public Management, Home Affairs, Posts and Telecommunications (MPHPT) prepared the first report to the Diet on the progress of policy evaluations and how the results of such evaluations had been reflected in policy planning and development in June 2003 under the Act.

MPHPT, which is responsible for complementing self-evaluations by Ministries, also conducts evaluations to ensure uniformity and comprehensiveness of Government policies. MPHPT has published six evaluation reports by February 2004.

It also engages in activities to ensure the objective and strict implementation of policy evaluations by Ministries, which include review focusing on proper implementation and improvement in the quality of evaluations.

#### 2. Promulgation of "Act for Protection of Personal Information Held by Administrative Organs"

"Act for Protection of Personal Information Held by Administrative Organs"(Act No.58 of 2003, hereinafter called "the new Act") was passed the National Diet on 23-May-2003, and promulgated on 30-May-2003, that is a fully revised act of "Act for Protection of Computer Processed Personal Data Held by Administrative Organs" (Act No.95 of 1988, hereinafter called "the present Act").

The new Act is expanded and reinforced as follows in comparison with the present Act,

- the object of protection extends from Computer Processed personal data to all personal information held by Administrative Organs,
- besides the right to Request disclosure, the rights to request correction and suspension are newly established,
- Penal provisions to employees or former employees of administrative organs are newly established.

Moreover, in "Act for the Protection of Personal Information Held by Incorporated Administrative Agency, etc." (Law No.59 of 2003), the strict rule for handling personal information in incorporated administrative agency, etc. is established in accordance with the new Act.



From now on, the Ministry of Public Management, Home Affairs, Posts and Telecommunications intends to establish promptly guideline of security, train government officials to understand aims of the new Act, etc. in order to enforce the new Act at 1-April-2005.

### ***3. Regulatory Reform***

The Council for Regulatory Reform has ended its three-years term last March and was taken over its role by the newly established body, Council for Promoting Regulatory Reform from this April. During its three-years term, CRR produced three reports in every December, which determined and described detailed reform proposals which accumulated to more than 900 in every field. Based on the proposals of CRR, 'Three-year Programme for Promoting Regulatory Reform' was revised twice, first in March 2002 and secondly March 2003, and the new 'Three-year Programme' from FY2004 to FY2006 was decided last March, taking the last Report of CRR into full account.

The newly established CPRR continues to have an important role in regulatory reform. The council is composed of knowledgeable persons from the private sector and its core theme will be the issue of opening the public-sector-driven market to the private sector. Also Headquarters for regulatory reform will be newly established, where relevant ministers will get involved in discussion and decision making under Prime Minister's leadership. Those two bodies are expected to be mutually supporting driving forces of regulatory reform in Japan.

### ***4. Disciplinary Actions***

As part of measures for fostering public trust in the public service, the National Personnel Authority developed a 'Guideline for Publicly Announcing the Details of Disciplinary Actions,' for the purpose of being conducive to the appropriate announcement of disciplinary actions made by Cabinet Office and Ministries, etc., and announced it on November 10, 2003. This guideline sets out elemental handling of public announcement of disciplinary actions, in order to restore public trust in the public service, promote public employees' compliance with the provisions on service disciplines, and to prevent recurrence of similar misconduct by publicly announcing the details of disciplinary actions imposed on public employees who have misconducted themselves. It also states that it should be made public in principle, any disciplinary actions against misconduct of performance of duties and related to performance of duties, and disciplinary dismissal and suspension from duty against misconduct that is unrelated to performance of duties, etc.

Furthermore, the National Public Service Ethics Board developed a guideline for public announcement that includes disciplinary actions against violation of the National Public Service Ethics Law should be made public in principle, and announced it to Cabinet Office and Ministries on November 13, 2003.

Presently, Each Cabinet Office and Ministry publicly announces the details of disciplinary actions in accordance with these guidelines.

## KOREA

### **Innovation and Decentralization of the Public Sector in Korea**

Korea has been innovating and decentralizing central authority since February last year under a new administration(the Participatory Government) based on different principles compared to the past.

#### ***Objective and Vision of Government Innovation and Decentralization***

The Korean government has established a vision for 「Efficient Government with the People」 and is carrying out reforms on the basis of self-regulation and decentralization.

- First, the basic direction of innovation and decentralization of the Participatory Government will be based on self-regulated reform with civil servants in the reform process.
- Second, emphasis will be put on improving organization culture and form rather than short-term reforms such as restructuring.
- Third, we will propagate a culture of "dialogue and discussion" based on principles and trust, a basic value of democracy that is also a basic principle of government administration.

#### ***Achievements of the Past Year***

1. We built an implementation system for autonomous reforms that can be carried out anytime.
  - The Presidential Committee on Government Innovation and Decentralization (PCGID) was created directly under the President as think tank and counsellor in the public sector.
  - Headquarters for Administrative Innovation have been established under the Ministry of Government Administration and Home Affairs(MOGAHA) to assist self-regulated reform.
  - Government-wide organizations for innovation were created in each line ministry.
2. We have especially concentrated on carrying out legislations for fostering innovation and reform
  - Enactment of "Special Law on Decentralization" : stipulation of basic principles on transfer of work and authority, local public finance, resident participation, restructuring special local administrative organizations and so on
  - Amendment of the "Government Organization Act" : consolidation of HR management under the Civil Service Commission and general management of administrative reform and e-government under a newly created headquarters for administrative reform
3. Other areas

- Introduction of the "Senior Executive Service(SES)" program for senior civil servants, 3rd grade and up, in order to enhance expertise in the public sector and interchange of civil servants between different ministries
- Amendment of laws centered on off-line public service delivery(requirements on documents and visits to public offices) to online environment

*Important Tasks of this Year*

- 1. Restructuring of Government Organizations and Functions**
- 2. Introduction of Autonomous Police System and Improvement of Education Autonomy**
- 3. Reorganization of Finance**

In order to expand autonomy in public finance management, full implementation of a top-down budget system will be carried out this year.

- 4. International Exposition on Government Innovation**

We plan to hold International Exposition on Government Innovation in Seoul at the COEX Building from 12th to 17th of July, 2004

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## MEXICO

Since President Vicente Fox took office in December 2000 his Administration has actively encouraged management reform and innovation. Mexico has benchmarked reform initiatives in countries world-wide, implemented strategies that have radically transformed traditional systems of public management, and established a new culture where public servants put citizens at the center of their work. With this, Mexico has been working towards the consolidation of a new culture of service that has renewed commitment and enthusiasm.

There are two key differences in President Fox's management reform effort to those carried on in other countries. The first is the entire Cabinet has negotiated measures with the President and reports regularly on the results achieved. The second is that Mexico has developed networks of officials at all levels of government who come together to learn from each other and solve problems together. The culture of measurement combined with a strong emphasis on learning and teamwork has allowed government agencies to quickly transform structures that have proven faulty and were out of date. As a clear signal of the importance the President assigns to this effort, he created the Presidential Office of Innovation in Government. This office heads the government's reform process that is empowered to get results across agency lines. Its proximity to the President has allowed it to put in place strategies that benefit Mexico's economic, social and political agendas. The work of the Executive Branch has begun to influence transformation of local governments, as well as the legislative and judicial branches. These efforts represent a conscious decision among public sector entities to join forces towards a lasting change in the political structure that can help Mexico increase its competitiveness.

Mexico calls its strategic plan for change the "Good Government Agenda" (Agenda de Buen Gobierno), which calls for the truly democratic participation of society, as well as the renewal of the social contract that binds a country to its Government.

On 6<sup>th</sup> November 2002, the President announced the Good Government Agenda at his annual Innovation and Quality Conference, in order to ensure public servants' commitment to building a government that is closer to the people, focused on the people, and that meets people's demands for results. The 6 main strategies that the Agenda proposes are;

- *Government that costs less.* This means restructuring government to reduce overhead and make all government processes as efficient as possible. It means doing more with less. Since 2001, the Fox Government has been able to save and reallocate 3.6 billion USD, to health and education programme budgets and infrastructure investment. Mexico has also reduced an oversized federal government by 160,000 positions.
- *Quality government.* This strategy insures that government agencies will exceed the expectations of citizens in delivery of services and transactions. In the past three years Mexico has raised the number of government processes that have been certified with ISO 9000 to 1 080 from 360 certified in the year 2000. The certified processes are located in 39 government entities. In 2000 only 2 entities had certified processes.

- *Professional government.* In October 2003 Mexico passed its first government-wide Professional Service Law. This law will assist the government in attracting and retaining a cadre of civil servants recruited on merit and promoted on results. This new law has been heralded as a law for a civil service for the 21<sup>st</sup> century. For the first time, Mexican citizens will have the assurance that public servants are not appointed through non-transparent methods but subject to an open and just mechanism of incorporation, development and tenure.
- *Digital government.* Today, technology and information are powerful allies in reducing corruption and making government more transparent. They are also crucial to allowing it to improve service to citizens. In June 2003, Mexico announced the "E-Mexico" Satellite Web portal. This ambitious Internet project, will reach more than 10,000 communities by the year 2006, and is part of an important effort that will help narrow the digital gap that currently exists in Mexico. Also, there are currently 523 government on-line services and transactions. Almost 30% of all government public solicitations are done through electronic channels. In the past year, the UN rated Mexico 4<sup>th</sup> among nations in the amount of content it has on line and the Accenture Consulting Group announced in its recently released e-government study that Mexico is the country that has made the most progress in e-government.
- *Government with regulatory reform.* The Fox government has committed to reducing bureaucratic processes and red tape, improving citizen service, and providing a secure and transparent system. Out of more than 10 000 processes included in public institutions' internal regulation inventory in 2001, 5 300 have been reengineered and validated in 2003. This equates to a regulatory improvement of almost 50% in 32 public institutions.
- *Honest and transparent government.* A non-negotiable commitment to honesty, transparency and accountability is a key factor that underlies recovering the trust of the Mexican people. The Fox Government is putting an end to impunity and creating a new set of values and ethics for government. In order to increase the capacity of its government to address this issue, President Fox created an Intersecretarial Commission for Transparency and Corruption Mitigation immediately after taking office in December 2000. In June 12, 2003, the Mexican Congress passed the Law for Transparency and Access to Public Information, which ensures President Fox's commitment to accountability.

With 3 additional years in its term these efforts demonstrate tangible results and a clear roadmap for the future. The Mexican government faces many challenges but through the work of committed public servants, the gap between the needs of the Mexican society and the capacity of its government to address them is being narrowed. The 6 strategies of the Good Government Agenda have created a strong foundation for results and stand as pillars to support Mexico's new approach to public policy reform and implementation.

More information on the Presidential Office for Innovation in Government, the Good Government Agenda, and the results that Mexico has achieved in these areas, is available at [www.innova.gob.mx](http://www.innova.gob.mx) (information only in Spanish for now), or please contact:

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## THE NETHERLANDS

### **Standard Cost Model: A method for quantification of administrative burden for enterprises**

The Dutch government has decided to reduce the administrative burden for companies (red tape) with a quarter between 2003 and 2007. Calculations show that cutting red tape with more than 4 billion euro (a quarter) will have positive long term effects on economic growth, employment and income. In the long term labour productivity and national income will increase with 1,7 % and 1,5 %. In the collective sector (especially health care) a labour force of 24.000 people will be available for delivering services instead of filling out forms.

A recent inventory by all ministries involved led to the conclusion that the administrative burden for companies amounts to 16,4 billion euro on a yearly basis. More than 40 % of this burden originates in harmonised European legislation, often replacing original Dutch rules.

For the quantification of the administrative burden the so called *Standard Cost Model* has been applied to all Dutch legislation. This methodology is also used for identifying the scope for reduction in the relevant areas and for monitoring purposes.

A first package of more than 130 concrete measures has recently been sent to Parliament. These measures will reduce the administrative burden with 3 billion euro. These measures are identified in close co-operation with business. They involve the withdrawal of obsolete laws, and the more efficient organisation of information requirements in useful rules.

Additional measures will be identified during the next year. In particular by:

- identifying more concrete measures,
- applying ICT in order to increase the efficiency in fulfilment of information requirements,
- avoiding overlap in legislation in an interdepartmental approach, and
- focusing the existing European simplification programme on administrative burdens for companies.

The Dutch Standard Cost Model is also available in English.

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## NEW ZEALAND

### New Developments

This factsheet focuses on the following new and ongoing initiatives in the New Zealand Public Service:

1. Human Resources Management Framework;
2. E-Initiatives;
3. Evaluation of Managing for Outcomes; and
4. Emerging work (Public Service Futures, and Managing an Ageing Workforce in the Public Service).

### *Human Resource Management Framework*

One of the recommendations of the Review of the Centre (see OECD Factsheet for New Zealand, March 2002) was the development of an overarching human resources framework in the Public Service. This means that while different agencies would continue to employ and develop their own staff and undertake their own human resource planning, there would be greater adoption of common standards, sharing of good practice, and development of joint systems and programmes. In May 2003 Cabinet agreed to implement a Human Resources Management Framework across the Public Service. The rationale for the human resources framework included:

- developing the Public Service as an employer that competes in the broader labour market for its share of good people;
- focusing on career enhancement for Public Service employees, providing a diversity of rewarding work and planned development opportunities;
- reducing barriers to career mobility and progression within the Public Sector; and
- being cost effective and efficient—avoiding every agency reinventing its own HR systems where in reality there is huge commonality.

There are currently a series of coordinated projects that make up the HR Framework; these can be categorised as being incorporated in three broad areas: capability, employment relationships, and employment conditions.

#### 1. Capability:

- a. Structured secondments (the purpose is to create a system to advertise secondments and accompanying resources and guidelines);
- b. Common core induction modules that can be used across departments;
- c. Common capability and competencies, with focus on three deliverables:
  - a set of core Public Service competencies able to be used by all departments for recruitment, training, induction, etc.,

- definition of roles and responsibilities for people development by central agencies and within departments, and
  - a system to identify current and future training needs for people development across the Public Service;
- d. Internships, scholarships, and graduate development (with a focus on coming up with a centrally coordinated system);
  - e. Recruitment, development, and retention of Māori, including conducting research on current good practice and an implementation plan for use in departments; and
  - f. Career, learning, and development services (to be a resource for public servants including on on-line career planning, and coordination of learning and development for employees below the senior level).

2. Employment Relationships:

Broadening and deepening “Partnership for Quality” (PfQ) with the Public Service Association (PSA) (including problem-solving training, and sharing of PfQ experiences by senior public servants and PSA staff).

3. Employment Conditions:

- a. Work-life balance (with a focus on generating resources to aid practical implementation);
- b. Remuneration systems good practice principles (including preparing a good practice database that departments can use);
- c. System for identifying remuneration pressures, including prioritising them;
- d. New leave arrangements (including identification of good practice leave arrangements that reflect requirements of modern workplaces, and mechanisms for improved consistency of leave provisions across the Public Service);
- e. Redeployment options (with a focus on creating a transparent system for matching surplus staff with departments which have demand for their skills); and
- f. Recognition of service (including developing mechanisms to support consistent departmental approach to recognising previous service).

An HR Framework launch is planned for June 2004, with four of the projects that will be ready for implementation, and a staged rollout of the other projects throughout the year. It is important not to see the various projects as being the beginning and end of the HR Framework. There are already many standards, guidelines, and programmes that provide commonality across Public Service HR practices, e.g., the provisions of the State Sector Act set out good employer responsibilities, and the Code of Conduct is a Sector-wide standard. The Public Sector Training Organisation (PSTO) and Leadership Development Centre promote capability and competency across the Public Service (and the wider State sector in the case of PSTO). The HR Framework projects add to these existing mechanisms. It also has a future focus and will identify new initiatives over time to further State sector performance, capability, and collaboration.

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## **E-Initiatives**

In June 2003, the Government approved the second revision of the E-government Strategy. A major feature of the revision is that the goals of the New Zealand E-government Programme now extend out to 2010, and explicitly recognise the potential scope for E-government in transforming government.

As the E-government Programme passes its first major strategic milestone (the 2004 goal of improving access), the focus of the Programme has already moved to developing and implementing the common foundations and exploiting opportunities relating to the 2007 and 2010 goals. This work is based on a “service delivery architecture” that will inform how government delivers services electronically. This architecture will be supported by development of a range of standardised technology components shared by government agencies.

Priorities for the Programme and the E-government Unit for the next 12–24 months are focused on supporting electronic delivery of government services and on changing the ways that services are governed and managed, and how they are packaged and presented when they are delivered electronically. Therefore, work on standards and architectures, governance and management, and on leveraging the portal infrastructure to provide technology components for use across government, will continue.

The existing architectures, standards, and policies will continue to be extended to support electronic service delivery by single agencies, collaborative delivery by a number of agencies, or a mix of agencies and non-government organisations or service delivery providers, as well as the provision of all-of-government services such as authentication. The work will also provide foundations to support multi-channel delivery where the Internet augments, but does not replace, other service delivery channels.

The E-government Unit has commenced research on the demand (client/recipient) sides of the transaction or interaction as well as the supply side (government/provider). As well as initiating a research programme to gain a better understanding of demand patterns for electronically delivered government services, the current policy work on addressing issues around trust, integrity, and security that may impact on the effectiveness of E-government will continue, as will work on participation, service design, and a range of other emerging issues.

The E-government Unit will continue to develop and extend the functionality of the government portal, and to make technology components available to support collaborative service design and delivery.

### ***Digital strategy***

Work is being led by the Ministry of Economic Development (MED) on the development of a national strategy that will set the direction of government policy on its role in increasing the uptake and smart use of Information and Communications Technologies (ICTs) by New Zealand businesses and citizens. The E-government Strategy and programme provide a major plank of this overarching national strategy.

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## **Managing for Outcomes evaluation**

In the October 2002 factsheet for New Zealand we talked about the initial evaluation of a major new initiative called the 'Managing for Outcomes' (MfO), which involves improving the performance of Public Service departments via a new approach to departmental planning and reporting. This new approach involves a mindshift—from managing outputs to managing for outcomes. This gives Ministers greater opportunities to engage with departmental Chief Executives on, amongst other things, Ministers' desired outcomes and the mix of interventions that will be most effective in achieving them. It also seeks to provide Ministers with more non-financial information about departments' performance.

Last year, there were two substantive evaluations of the programme, which yielded interesting results. The first one was an independent evaluation of departments' uptake of the MfO initiative, and the second was a formative one of the support rendered to departments in the MfO exercise. Both evaluations were commissioned by the MfO Steering Group.

The major findings of the evaluation on departmental uptake were as follows:

- The MfO is a long-term process, and that the benefits of the approach, in terms of discernible changes in departmental impacts and results, may take at least 6-10 years to emerge in most sectors. Hence, judging the overall efficacy of the MfO approach at this time is difficult in view of these time lags.
- The MfO model is more readily applied in a service delivery context, and that application to policy/regulatory/funding agencies raises challenges in defining intervention logic.
- The approach taken by the surveyed departments in describing their strategic frameworks varies considerably, particularly in terms of the level of analysis and detail that accompanies each department's intervention logic.
- The quality of a department's intervention logic is a significant factor in knowing how and where to proceed beyond the Statement of Intent (SOI). Departments with mostly high-level outcomes tend to focus on high-level measures, acknowledging limited attribution. However, departments with better-articulated and more detailed intervention strategies face more complex measurement tasks. The latter approach promises greater long-run gains.
- For most departments, developing an SOI has increased and improved dialogue amongst senior managers concerning departmental purpose and focus. It has been especially useful for new CEs undertaking organisational reforms and for bringing peripheral units or activities into a common purpose.
- SOIs have provided a useful communications tool for dialogue with other sector agencies around outcomes issues and, to some extent, helped clarify some departmental responsibilities and resourcing issues within the sector.
- Some "good practice" models are already emerging. These include: tighter specification of departmental contribution to outcomes, identification of key interventions for building system capability, outcome-related "visioning" of future policy and operational environments amongst managers, increased focus on outcome-related risks and risk management needs, and use of internal policy coordination ("theme") managers.

The second evaluation was a formative one of the MfO project support for departments and stakeholders for 2002-03. The purpose of the evaluation was to improve MfO project support in 2003/2004 and beyond. The evaluation encompassed all Public Service departments, and it also evaluated the views of key stakeholders for the project (such as Central Agency teams, officials from the Office of the Auditor General, Select Committee Members and Clerks, and Departmental Chief Executive Focus Groups). The evaluation looked at three specific aspects of the MfO programme: (a) the worth of the MfO planning process to departments, (b) improvements in the quality and level of implementation of MfO, and (c) the quality of the Statements of Intent of departments.

The core findings of the evaluation included:

- On the worth of the MfO planning processes to departments
  - a. A significant number of departments in the evaluation had not attempted strategic analysis based on outcomes in advance of exposure to the MfO expectations and guidance. As a result, departments both registered the worth of MfO support and identified positive planning process change linked to MfO expectations. Some of the positive changes in departmental planning that were linked to their new MfO expectations were: a longer-term outcomes focus to planning; better mapping of outputs to strategy; greater senior management engagement in the planning process; and a greater awareness of sector issues and a greater sector focus.
  - b. A majority (80%) of the departments said that the potential benefits of pursuing MfO through planning processes significantly outweighed additional costs. A number of core benefits were identified by respondents, including: improved clarity in the strategic direction of the organisation; more robust and broader communication tools for internal priority setting; and improved impetus for cross-agency coordination.
  - c. There was in evidence improved stakeholder consultation and management; better linking of outputs to outcomes; improved relationships with stakeholders; and better alignment of business to policy and intervention frameworks.
- On improvements in the Quality and Level of Implementation of MfO
  - a. Generally, departments observed that the support for the MfO project was much better than in previous years. However, departments did indicate that MfO support could be enhanced in a leadership, standard setting, brokering, and direct assistance sense.
  - b. In particular, departments indicated that benchmarks and better practice examples would be a welcome supplement to current MfO guidance. They also wanted a clearing-house of practical, better practice examples of achieving MfO expectations. Joint or shared outcomes were considered to have been difficult to put into practice; and Ministers in the main were not brand aware of MFO, and very few had had enough time to be fully engaged in the SOI development process.
- On the Quality of Statements of Intent
  - a. While there were a few better case examples of departmental efforts in particular MfO areas, the quality of SOIs as accountability documents was considered somewhat poor. Many SOIs, for example, did not meet technical expectations, as specified in the guidance.
  - b. The majority of departmental SOIs were yet to meet the full set of MfO expectations adequately. There was considerable variability in the quality of SOIs—varying from excellent attempts to meet all expectations, to rudimentary approaches that either retrofitted existing planning documents or simply ignored essential components of MfO expectations.

- c. There were, however, some positives as well. There were a number of better case examples of departments across a number of SOI components. Some departments had also demonstrated particular strengths in particular components of SOIs. Some components of SOIs were done well consistently, notably environmental scanning and strategising, and there was an outcome frame in SOIs and most SOIs clearly stated the outcomes that departments aimed to bring about or contribute to.

Central agency support to departments (in the form of guidance, for example) in the pursuit of MfO has been strengthened as a result of the two evaluations. The evaluations can be accessed at: <http://www.ssc.govt.nz/display/document.asp?navid=208>.

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**Emerging Work**

### **Public Service Futures Programme**

Over the last few years the State Services Commissioner has been active in getting together the Chief Executives of Public Service departments and engaging with them in conversation on topics of importance to the whole cadre. In the last year some of these conversations have focused on understanding emergent trends and exploring assumptions about the way they may play out. This has started to build a shared understanding of the possible futures the Public Service could face.

This work is to be complemented by exposing second tier managers in the New Zealand Public Service to this thinking through the Public Service Senior Managers' Conference later in the year, and by building capability for forward thinking at the practitioner level in agencies, through the Future Practitioners' Forum that the Commission has recently established. The hope is that the shared understanding of possible futures built from this work will help to increase the ability of the Public Service to be anticipatory and responsive rather than reactive, to work more effectively across traditional agency boundaries, and to encourage cohesive, outcome-focused responses to future opportunities and risks amongst Public Service leaders.

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### **Managing an Ageing Workforce in the Public Service**

In the previous factsheet, we mentioned the work of the "Managing an Ageing Workforce in the Public Service" project. Practically all advanced jurisdictions have reported an ageing workforce, but the situation in New Zealand appears to be less dire. All advanced jurisdictions face a situation where the proportion of older workers in the labour force will rise more rapidly than any other age cohort. Evidence shows a higher proportion of older workers in the public sector labour force than in the private sector, and the education sector tends to have the highest proportion of them. Solutions to the ageing workforce

problems have centred on manipulating factors such as removing previous incentives to early retirement and encouraging later—and flexible—retirement, and curbing age discrimination.

The Managing an Ageing Workforce Study, which looked at practices and trends across the New Zealand Public Service, confirms some of our own thinking on what is happening in the Public Service:

- The pattern in age profile change since 1995 shows that, in less than a decade, the proportion of older workers in the Public Service as a whole has increased from 7.4 percent to 14.3 percent.
- The average proportion of workers 55 years of age or over in the Public Service is 10.6 percent; in the next ten years, this is expected to rise to about 24 percent.
- Work/life balance and flexible work practices are considered the most important factors in managing an ageing workforce, and remuneration the least important.
- Almost all departments feel that reduced hours and/or flexible work arrangements are the most practical solutions to the concern of an ageing workforce.
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The report will be available on the SSC website later this month (at [www.ssc.govt.nz](http://www.ssc.govt.nz)).

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## NORWAY

### New developments:

#### *A committee proposes a New Act relating to Working Environment, Working Time and Employment Protection*

The committee's proposal intends to further develop and simplify the current law. The committee's aim has been to propose an Act that, overall, provides a reasonable balance between the employees' need for protection, the obligations imposed on the employers and the needs of the society as a whole. The majority's proposals emerge as a comprehensive solution, in which the proposals tied to the different clauses concerning employment protection and transfer of undertakings should be viewed in connection with the other proposals within these areas. Some of the issues are:

1. Among the committee's proposals are changes that include measures to **prevent working environment problems** like harassment and violence, relations to customers and clients etc. The committee also proposes to strengthen the requirement for individual adjustments during processes of change and readjustment, e.g. requirements for information, individual participation, competence development etc. The committee also proposes a further development of the present rules and regulations as to employee participation (safety deputy and work environment committee).
2. A majority proposal will allow employers a somewhat greater freedom to make use of **temporary employment**. Included is a special provision that would give an employee the right to permanent employment if he or she has been employed in accordance with this provision for a total period of 12 months in the course of a three year period. The committee also proposes that an employee who has been temporarily employed for more than 4 years should be granted the same protection against unlawful notice as those permanently employed.
3. The committee's majority proposes a continuation of **the right to retain one's employment** as long as the legal process to terminate the employment is going on. As a general rule, however, the employee will not have the right to stay in his job if the dismissal is approved by the first judicial authority. In that case, the employee will have to seek the court's permission to retain his employment.
4. The committee is of the unanimous opinion that employment protection should be the same in all sectors of working life. With certain exceptions, it is proposed that **the special employment protection provisions for state civil servants** be harmonized with and replaced by the provisions in the new Act.
5. The committee proposes a new provision that **pension rights** as a general rule be continued by the new employer in cases of transfer of undertakings.
6. **Working hours** An unanimous committee proposes that employees should have the right to flexible working hours if this is not of significant inconvenience to the undertaking. Further, an

unanimous committee proposes that working hours regulations should be applied to leaders as well. The majority proposes changes that would provide greater flexibility for the employees as well as for the undertakings.

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### **Public information on SMS**

www.norge.no is the main entrance on Internet for public information in Norway, but the public can use telephone, telefax and e-mail as well. norge.no will guide you to the right homepage where the information is located. The newest service on norge.no is SMS (Short Message Service), and you will receive information on your mobile phone by sending a question concerning public information to the number **1980** (in Norway).

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## POLAND

### **The Civil Service training strategy for the years 2004-2007**

The Civil Service training strategy for the years 2004-2007 sets the main directions of permanent learning in the civil service in the first years of Poland's membership of the European Union and provides an useful tool for governmental agencies' general directors and specialist human resources management and training functions in implementation of the postulates herewith adopted for training policy in the civil service. The strategy focuses on mid- and long-term training needs that must be satisfied in order to achieve strategic objectives of the civil service and governmental administration and does not address short term objectives that shall be provided for by specialist training programs run exclusively by governmental agencies' general directors.

The civil service mission is to ensure effective functioning and management of the state, regardless of the political condition and government rule succession. Challenges for the civil services are defined by country development directions and strategies set by each subsequent government.

The following civil service strategic objectives are set for the years 2004 – 2007:

- to ensure effective functioning of civil service corps members in the European administrative area (including improved foreign language knowledge)
- to ensure high level of knowledge and skills in the area of general standards of work - management, monitoring, and controlling
- to enhance the professional civil service ethos
- to involve the civil service in active implementation of governmental programs to facilitate business operations, labour market growth, social aid, etc.
- to ensure constant improvement of quality of public services provided by the administration
- to implement in the civil service the rules of equal rights and no discrimination

### ***The 2004-2007 strategy priorities***

The basic purpose of training in the civil service is to achieve the best possible performance in fulfilment of the civil service mission, including also good preparation of civil service corps members for appropriate performance of tasks following from Poland's membership of the European Union. Training programs and all training and development oriented activities implemented in 2004-2007 under this strategy shall contribute to increased knowledge of clerks with regard to the areas that are crucial in view of effectiveness of Poland's membership in the EU, shall spread skills that may be required for such effectiveness, as well as reinforce and promote individual habits that'll ensure effective operations of governmental administration agencies and adherence to high ethical standards. The training strategy postulates implementation of the following measures within the following four priorities:



*1. Counteracting corruption – reinforcement of the professional civil service ethics.*

The objective to be implemented under the priority is to enhance and promote in the governmental administration such habits and operating standards that reinforce ethical attitudes and generate adequate conditions to eliminate attitudes that are in this regard unwanted.

Implementation measures: Distance learning program of „Counteracting corruption and ethics in the civil service”, a series of conferences/workshops/seminars in issues of ethics, anti-corruption actions, and professional civil service, training in the distance learning mode involving discussions with experts at „chat-rooms” on issues of work ethics, organising ethical audits, organising organisation culture audits, as well as planning, organising, and making available a database of the best relevant practices.

*2. Ensuring high level of knowledge and skills in the area of general standards of work, management, monitoring, and controlling.*

The objective to be implemented under the priority is to constantly improve operating efficiency and effectiveness of governmental agencies (modernization) by improving quality of civil service corps members' and whole teams' work. It is necessary to identify feasibility and scope of work standards' implementation through training programs. Catalogues of mandatory training programs shall be developed for each job at each agency.

Implementation measures: a series of seminars for governmental administration management in human resources management in governmental administration, publishing a web periodical on human resources management, recruitment, and development in the civil service, establishing a „Trainer” group – periodic meetings on management of training in governmental administration.

*3. Ensuring effective functioning of civil service corps members in the European administrative area.*

The objective to be implemented under the priority is to ensure the administration's capability to effectively co-ordinate the national policies with regard to the EU, to effectively participate in the EU decision making processes, and the fullest possible use of Community funds and programs.

Implementation measures: organisation of a series of information/consultation meetings for targeted participants of the European Education Network, development of basic EU relevant educational materials and publication thereof on the Committee for European Integration Office (UKIE), Civil Service Office (USC) and National School of Public Administration (KSAP) webpages for use in self-learning process; spreading information on availability of educational project funding with EU funds on the UKIE and USC webpages, spreading information on training programs in European issues organised for governmental administration on the UKIE, USC, and KSAP webpages, spreading information on postgraduate studies in EU matters on the UKIE and KSAP webpages, permanent learning in the public governmental and self governmental administration in EU matters.

*4. Training program management, effective training policy.*

The objective to be implemented under the priority is to determine the scope and rules of co-ordination of training programs of agencies in charge of organising training for civil service corps members. Also shall be laid down the rules of possible public/private partnership in training program implementation. The areas of training activity shall be identified that require determination of standards, as well as those areas that require no such standardisation. Better co-ordination shall be ensured of the processes of training needs' identification in the civil service, of formulation of training programs adopted as results of such identification, and training program implementation. In the framework of activities undertaken within the priority the criteria that standardise content-related quality of training shall be

changed. The training offer shall be extended with programs that take into consideration new trends in public administration human resources training: interdisciplinary training, diagnostic training, practical problem solving training, education/consultancy training, habit, skill, and attitude forming programs, training to individualise training process, „on the job” training, coaching and mentoring, as well as underlining the importance of self-learning and sharing knowledge with other employees. The system of information on professional development opportunities shall be improved and actions undertaken in order to encourage agencies to develop their own training programs based on this strategy.

Implementation measures: development of training activity standards and spreading the same on the USC webpage, development of the training program organisation and implementation standards, development of the standards of appraisal of immediate and intermediate training outcome, development of the standard of appraisal of training program content quality, development of the guidelines for assessment of training needs at governmental agencies, development of the guidelines for Individual Programme for Professional Development (IPRZ) execution, development of the rules of recruitment for training, promotion of self-learning and creativeness in planning and shaping own professional development, building the environment of coaches for candidates in the preparatory service, building the environment of mentors in the governmental administration, development of the internal trainers' network in the civil service.

***Postulates concerning implementation of the training strategy in the civil service***

Implementation of the training strategy for the civil service shall be funded by the state budget allocated to the provisions dedicated to training of civil service corps members. Training programs implemented under centralised training schemes and within the strategic management studies shall be funded by funds controlled by Civil Service Head and funds procured from bilateral co-operation and EU resources.

Training programs, implementation of which is entrusted with general directors shall be funded by the state budget allocations to each general director and agency manager. In the event of opportunity of training program implementation's co-funding with the European Union's funds, consolidation shall be considered of some funds outside of Civil Service Head's control.

The Head of Civil Service shall encourage governmental administration agencies to organise on their own (or in co-operation with other agencies) training programs in the preparatory service within their own organisational structures or using their own training units. Training activities performed by a civil service corps member to the benefit of an agency, where the same is employed or at request of the director general thereof should be performed as part of the civil service corps member's service duties – unless such activity requires a special preparatory effort and/or development of training materials and programs.

The Head of Civil Service shall monitor implementation of the Civil Service's training strategy for the years 2004-2007 and file annual reports thereon with the Prime Minister. Since 2005 training programs of effectiveness appraisal of training implemented under this strategy shall be carried out under Civil Service Head's supervision.

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## PORTUGAL

### I –Public Administration Reform

#### *1-Measures passed and about to be passed*

The Public Administration reform and modernization process started last June with the definition of the major guidelines primarily concentrated on the following objectives:

- a) to dignify the public administration and its staff;
- b) to rationalize and modernize structures;
- c) to re-assess State functions;
- d) to foster a culture of assessment and accountability by rewarding merit and excellence.

A number of legal texts have already come into force and effect, and introduce considerable changes in the areas of Organization, Leadership and Accountability, Merit and Qualification, aimed at implementing a new management model based on management by objectives logics. The legal texts passed are as follows:

- Law establishing the principles and norms that the **Organization of Direct State Administration** must comply with
- Framework – Public Institutes Law
- Law passing the Management Staff Status for Central, Regional and Local State Administration Services and Organizations
- Law setting up the Integrated System for Performance Appraisal in the Public Administration (SIADAP)
- Regulatory Decree relating to Performance Appraisal System for middle level managers, civil servants, contractual staff and other workers in Direct State Administration and public institutes.

Simultaneously, study, reflection and decisions are being carried out on matters pending or to be implemented in a subsequent stage that include the following:

- Law on **Independent Regulatory Bodies**, which will complete the normative framework in matters pertaining to the organization of the Administration
- Law introducing the Employment Contract in Public Administration

- Law on legal system of Non Contractual Civil Liability by the State
- Decree-Law on adaptation of the Management Status in Central, Regional and Local State Administration Services and Organizations to the specificities of local authority administration

## ***2- Measures to be implemented in 2004***

Priority is now given in the Public Administration Reform Programme to the application, execution, follow-up and control of measures passed.

In the course of 2004 to 2005 reforms to be carried out by stages will encompass:

- Identification and assessment of State functions, with a view to the adequacy of its size relating to the demand for quality and the correct application of available resources;
- Reorganization of internal service structures to comply with Direct Administration organizational norms;
- Reassessment of the usefulness and suitability of Public Institutes in the ambit of the framework law so as to achieve standardization;
- Development of training plans and the availability of training and refresher courses for new and present managers, by following Reform guidelines to make qualified vocational training compulsory for managers;
- Development of systematic performance appraisal training initiatives, including production of texts on support and monitoring of the application system to ensure equity and rigour;

Development of a vocational training policy in the ambit of Public Administration aimed at the professional upgrading and motivation of human resources;

Concrete measure to eliminate time-wasting formalities and disproportionate demands by reducing response-waiting time and compliance with legally set time limits.

## ***3. Reform Operability***

A document entitled "**Operability of Public Administration Reform - Areas of Activity and Application Methodology**", was passed by Resolution of the Council of Ministers with a view to facilitating cross-sectional and uniform application of the guidelines of the Reform. This document encompasses rules and procedures to be adopted by Public Administration services and organizations, to serve as a basis for any necessary areas of intervention to comply with the legal framework and to provide continuity and strengthening of procedures for change common to all areas of the Public Administration.

The general, systematic and on-going follow-up of the various stages of Reform is incumbent upon The Structure Mission for the Follow-up of Public Administration Reform set up by Cabinet Resolution.

In each Ministry, a Reform Follow-up Unit (NAR) is to be set up, to foster and coordinate procedures for change, in compliance with the guidelines and general procedures set out in said document.

Assessment of the need for each service, with identification of functions and organizations to be maintained, changed or eliminated is a priority and implies:

- Definition of the essential objectives of each organic unit;
- Reassessment of structures with a view to management flexibility, reduction of hierarchical levels and the simplification of decision-making procedures;
- Identification of redundant or overlapping functions in different services;
- Sharing of integrated services to be structured in the secretariats-general;
- Redefinition of main procedures;
- Upgrading of Information and Communication technologies;
- Improvement and integration of information systems.

In the ambit of public institutes, it is incumbent upon the commission for reassessment of public institutes, provided for in Article 50.º of the Framework -Law of Public Institutes, to submit, by 15<sup>th</sup> of April 2004, in its working programme, the analysis methodology and the fundamental elements to be taken into consideration for assessment.

Public Institutes assume the responsibility by 30th of April 2004 to forward a report on their justification as well as on changes to be introduced in order to comply with the framework-law system.

It also stipulates that the development of human capital is to be ensured by means of suitable training, solely by the National Institute of Administration (INA) and with the Local Authority Study and Training Centre (CEFA), or in partnership with other public or private institutions; priority training areas are:

- Training of managers particularly with regard to management by objectives, performance appraisal schemes and staff management and assessment systems;
- Organizational development based on behavioural models and operating patterns, by creating esprit de corps and improving team work;
- Refresher and specialization training initiatives for senior staff by adapting their competencies to new needs as well as by providing mobility;
- Specific vocational training for those who wish to enter the Public Administration;
- Innovation and assessment training at all Public Administration levels;
- Training on new administrative technologies, by stimulating information and communication technologies.

#### ***4-Implementation of the Citizen's Portal***

Following the passage, in June 2003, of the Action Plan for E-Government, projects set out therein are being implemented and include the Citizen's Portal.

The Citizen's Portal is an access point to electronic public services based on citizens' needs, congregating services provided by the Central Administration and other entities or companies that provide

services of a public nature, either to the individual citizen or to companies. These services are available electronically and provide services through the Portal or provide information on a given service.

The Portal integrates all contents and services relevant to the Public Administration, citizens and companies that was previously available on the Integrated System of Administrative Information (INFOCID), as well as on Public Service on line, also available on INFOCID.

The Portal is aimed at citizens and companies.

The Portal, in the case of the citizen, is related to important events in life (birth; death; moving house; first job, etc.) or to areas of interest (the environment; justice; consumer support; taxes; health; education, etc.).

In the case of companies, the Portal provides information according to the company situation: Formation; "Production"; Suspension / Winding up.

In both cases, a simple and advanced research service is available, as well as a list of services available and the entities responsible for their provision.

The Citizen's Portal includes more than 700 services

- Nearly 50% of services provide information;
- Nearly 30% of services are inter-active (the citizen starts the service on Internet, but does not end it on the Internet);
- Nearly 20% of services are of a transactional nature (the citizen starts and ends the service on the Internet).

Many services are made available from sites on the Internet external to the Portal (the responsibility of participating entities); the Portal ensures redirection to the relevant page.

The first cross-sectional service of the Citizen's Portal is a Request for Change of Address, where the process is initiated on the Portal, by means of filling in a form, from the entity/entities indicated by the citizen (from a number submitted to the citizen) that provide the service. This printed form will be delivered to one of the network posts of the Public Service, which in turn, will redirect it to a control structure, which will subsequently carry out the electronic communication, with each of the Service provider entities.

15 entities joined this first version of the change of address service.

In the course of 2004 new services will continue to be integrated, with a view to meeting citizens' and companies' needs.

## ***II – Further Measures***

### **1- Adoption of a special System for the incurrence of expenses, in the ambit of the National Programme of Electronic Procurement, Citizen's Portal Project and projects related to the Rationalization of Communication Costs in the Public Administration.**

The cross-section and size of projects such as the National Programme for Electronic Procurement, the Citizen's Portal, the Rationalization of Communication Costs in the Public Administration make public

tendering procedures more complex and therefore time consuming, as a number of organizations are involved, each with its own particularities.

A special system has been adopted regarding expenses incurred to comply with the aims of these three structuring initiatives.

In the case of the National Programme for Electronic Procurement, the waiver of the aforementioned procedures will test the impact of small changes in public contracting legislation in controlled and confined pilot projects

## **2.-Setting up of the Health Regulatory Entity.**

The Health Regulatory Entity was set up for the Health sector and granted independent administrative authority to define the participation and activity of private and social operators in the provision of public health services.

The regulation of the sector is based on the following principles:

- Separation of the State function as regulator, in relation to its functions of operator and financier, by setting up a "dedicated" organization;
- Grant of considerable independence to the regulatory organization, so as to effectively separate the functions mentioned, as well as ensuring independent regulation both with regard to State-operators and operators in general.

The regulatory entity relies on the following principles:

- Rigorous boundary lines between, on the one hand, the definition of strategic guidelines and policies for the sector – which are the responsibility of the Government – and, on the other hand, the task of "secondary" regulation, which must be the responsibility of one organization independent of political power;
- Organic independence of the regulatory body, the members of which must have a relatively long term of office and may not be removed from office, except on the grounds of serious misconduct;
- Functional independence of the regulatory body, within legally set limits, the functions of which shall be immune to governmental interference and are not subject to guidelines or ministerial supervision;
- Guarantees of independence in relation to operators, by establishing the necessary incompatibilities, periods of "quarantine" following the termination of functions, etc.;
- Definition of suitable mechanisms for public accountability of the regulatory entity, either for the transparency and justification of its decisions, particularly those of a regulatory nature, or through the obligation to publish an annual report on its activities or through being convened to appear before a competent parliamentary commission.

The action of the regulatory entity set up for the health sector is extended to all health sub-sectors including institutions and public and private establishments that are providers of health care. This includes clinical and medical private practice to ensure equity of access to such health care for patients, as well as compliance with quality requirements and the guaranteeing of safety and rights.

## **SLOVAK REPUBLIC**

### **Development of Structure of Public Administration in the Slovak Republic**

The public administration in the Slovak Republic is undergoing through extensive changes.

On the central level further independent central administration bodies are created, next to existing ministries and other central administration bodies being established in 1993 together with birth of the Slovak Republic, to adjust its structure promptly to requirements and practise of the European Union, part of which the Slovak Republic should be in 2004. This way the Office of Geodesy, Cartography and Cadaster, the Office of Public Procurement, the National Security Office, the Telecommunication Office, The Office for Regulation of Network Sectors, the Post Office, the Office for Financial Market, the Aviation Office, the Office for State Civil Service and further offices have been established.

The Office for State Civil Service was set up in 2001 by the Law on State Civil Service regulating status of state administration officials in complexity. At the same time there has been adopted the Law on Civil Service regulating status of majority of employees of territorial self-government as well as of various facilities established by public administration bodies; this law was replaced by the Law on Service in Public Interest in December 2003.

On the regional level and the level of local state administration since 1999 gradual disintegration of state administration has occurred by repeated establishing of independent bodies of specialised state administration (veterinary offices, educational inspection, public procurement, cadaster offices, monument offices, fire protection offices being transformed into Fire and Emergency Brigades of the Slovak Republic).

National Council of the Slovak Republic approved in the end of 2003 some laws concerning local public administration reform: on regional offices and local offices of state administration, on social affairs, family and employment, on state administration in education and educational self-government, on state administration in spatial planning, building order and housing, on state administration in environment, on organisation of state administration in road transport and road communications; on forestry management and forestry state administration; on land changes, land registry, land register offices, land fund and land associations.

According to these laws the integrated state administration became extinguished by deleting all 79 district offices and by transformation of regional offices; at the same time in each of mentioned sectors there was established the independent network of bodies of regional specialised state administration organised mostly on two regional levels managed only by sectoral ministries. Regional tier is represented by 8 independent bodies in each sector; local tier has in different departments independent bodies of specialised state administration, with various territorial competence, varying from 36 to 50.

In sectoral competence of the Ministry of Interior there are only activities of general internal administration, activities of entrepreneuring administration, civil protection as well as governing of the



state in crisis situations. Their performance is executed by 8 regional offices and 50 offices of local state administration with further more than 60 steady or temporary workplaces.

The territorial self-government being exercised since 1990 only by one tier - towns and villages (altogether almost 2900) - was supported by 1 January 2002 by formation of 8 self-governmental regions. Since 1 April 2002 till 1 January 2004 the large-scale sequential decentralization of many tasks of state to self-governmental regions and to municipalities was in progress in 5 steps.

The decentralisation on the regional level comprises tasks of economic management (including establishing function for cultural facilities, operation of secondary schools and school facilities, social facilities and health-care facilities, management of 2<sup>nd</sup>, and 3<sup>rd</sup>, category roads), organisation and administrative tasks (regional development, co-ordination of tourism development, civil protection /partly/, regional transport, health-care).

Towns and villages received tasks of economic management (including establishing function) for social facilities of local importance, water supply networks and sewage networks, senior and health-care service, operation of primary schools and school facilities, regional development, co-ordination of tourism development, water management, minute waterflows, construction procedure (general and special one in the area of local and special roads), registry agenda as well as further organisation and administrative tasks.

The radical taxation reform is planned in 2004: there should be prepared important financial laws – law on budgetary specification of taxes, law on budgetary rules of territorial self-government and the law on horizontal financial equalization – introducing since 1 January 2005 the new system of financing of territorial self-government. In this new system the territorial self-government would receive much greater contribution of local taxes and shares on national taxes. At the same time the range of means offered to self-government as non-entitled funds would be diminished.

According to the Decree of Government as of May 2003 the governmental plenipotentiary for decentralisation of public administration should advance for the meeting of Government till 31 March 2004 the proposal of communal reform (reform of local self-government) as continuation of the public administration reform.

## SPAIN

### **Citizen's Charters**

#### ***Objectives:***

The Citizen's Charters Programme aims to inform user-citizens of the services carried out by the organisations of the General State Administration, the quality commitments in providing these services and the rights bound up therewith.

#### ***Results:***

Since this Programme came into force (July 1999) a total of 160 Citizen's Charters have been published and a further 43 are in the pipeline.

The ministries with the greatest number of letters approved are Employment and Social Services (Social Security Area), Public Administration (Government Delegations and Sub-delegations) and Education, Culture and Sport (Archives and Museums).

The third monitoring procedure of declared commitments, concluded in June 2003, showed a commitment fulfilment ratio of 77.4%.

Actions to be carried out:

As well as the maintenance and consolidation of the service the short term aim is to ensure that there is no ministry without a service letter in any of its units and that the number is increased in those that have the least.

### **Electronic Services Charter**

#### ***Description:***

The aim of the electronic services charters is to inform citizens of the electronic services that are available to them and make known the technical operation requirements, indicating the quality commitments assumed in providing them by public bodies and departments.

#### ***Objectives:***

Ensure that potential users of electronic services are uniformly aware of their availability and what they consist of.

**Results:**

Since this Programme came into force (September 2003) a total of 10 Services Charter have been published and a further 17 are in the pipeline.

The Ministry of the Presidency is the ministry with the highest number of letters approved.

**Implementation of the Self-Assessment Procedure According to the EFQM and CAF Excellence Models****Objective:**

The aim of this programme is to increase use of the self-assessment procedure of the units making up the General State Administration as a tool for the diagnosis and improvement of quality, using to do so a reference model widely used by the private and public organisations of the whole of Europe. The EFQM excellence model has been adapted to the Public Administration context by means of a Self-assessment Guide for the Public Administration, an inhouse development that has already had three print runs.

The fourth edition, including the recent updatings (refreshing review) proposed by the EFQM, is now in the press and is soon to come out. A new practical case will be distributed separately as a complement to this edition of the guide; this has been drawn up by a team including representatives of the local, regional and central government, coordinated by INSCAL (Inspection, Simplification and Quality of Services) and supervised by the Club Gestión de Calidad (Quality Management Club).

The Ministry of Public Administration is also promoting the implementation of the CAF model in local government. To this end the CAF guide has been translated into Spanish and an agreement has been set up with the Spanish Federation of Municipalities and Provinces (Federación Española de Municipios y Provincias: FEMP), which also includes training actions for the dissemination thereof.

A practical case has also been drawn up to accompany the CAF guide and facilitate the learning task. The final touches are also being put to an electronic application for on-line self-assessment and for feeding the results into a database that will then be used as the basis of benchmarking.

**Results:**

From July 1999 to date over 90 EFQM-model assessments of administrative units have been made.

The number of public servants of the General State Administration who have received self-assessment training by INSCAL amounts to about 2000.

**Actions to be carried out:**

The objectives are quantitative and qualitative and common to both models: firstly, to step up the number of units using the self-assessment programme, both in the General State Administration and Local Government and secondly to set up the corresponding networks and platforms for interchanging good practices, so that all organisations can mutually benefit from the improvements introduced as a result of the self-assessments.

## **Quality and Good Practice Awards**

### ***Objectives:***

The Quality Award and the Good Practice Awards were created in 1999 in the General State Administration to round out the two former programmes. The aim of this initiative was to institutionalise public recognition for organisations' improvement efforts, to encourage self-assessment and furnish information on good management practices. The awards have no money prize; they consist of an accreditative plaque and diploma and their advantage resides in the fact that the award winners are then entitled to cite this fact on their site and in their publications and printed matter, and also in that the corresponding recognition can be recorded in the individual proceedings of the persons taking part in the award-seeking activities.

### ***Results:***

The Quality and Best Practice Awards were held for the first time in 2000. Four organisations of the General State Administration competed for the Quality Award, the eventual winner being the Provincial Directorate of the INSS (National Social Security Institute) in Guipúzcoa. In the Best Practice awards there were 21 candidatures, 12 of them winning awards. The awards were handed over in a public ceremony held on 28 June 2001.

The Awards were held for the second time in 2001. Ten organisations competed for the Quality Award, the winner being the Port of Castellón and with honourable mentions for the Inland Revenue Office (Delegación de la Agencia Tributaria) of Almería and the Provincial Directorate of the General Treasury of the Social Security (Dirección Provincial de la Tesorería General de la Seguridad Social) in Córdoba. There were 40 candidatures for the Best Practice Award, 15 of them eventually winning an award. The awards were handed over by the Minister of Public Administration in a well-attended ceremony held on 20 May 2002, and widely reported in the specialised media.

At the third time of asking, in 2002, there were 14 candidates for the awards, with an ex aequo award going to the Provincial Directorate of the General Treasury of the Social Security of Valencia and the Inland Revenue Office of Almería.

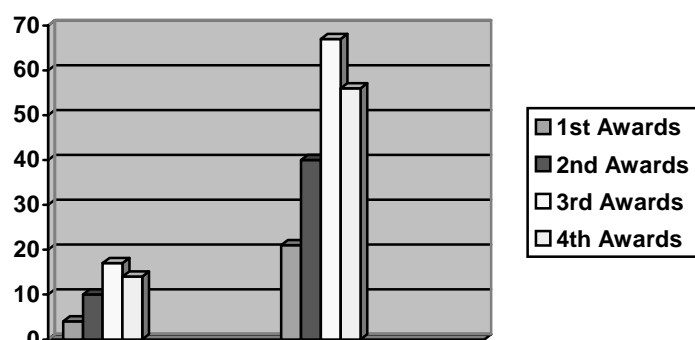
A new feature in this third year of holding the Quality Award was a agreement between the Ministry of Public Administration and the Club Gestión de la Calidad (National Partner Organisation of EFQM in Spain) whereby the latter organisation provided each assessment team with a qualified person to act as supervisor of the assessment process for each candidate organisation. This ultimately enabled nine of the award candidatures to obtain a Seal of Excellence on the basis of the score obtained in the final report of the assessment team.

For making the Seal of Excellence arrangements the Club Gestión de Calidad has an ongoing agreement with the accreditation entities BVQI, LRQA, SGS and TÜV Internacional.

There were 63 candidatures for the 3<sup>rd</sup> Best Practice Awards, 12 of them eventually winning an award.

The announcement of the 4<sup>th</sup> Awards was published in November 2003, coinciding with the European Quality Week. The number of candidatures for the Quality Award amounted to 12 while there were 56 applications for the Best Practice Awards.

### *Candidature Trend*



#### Quality Best Practices

The steady upward trend in the number of award candidatures through the four years of holding the awards shows the magnificent reception that this activity has had among the units of the General State Administration. It is clear that the introduction of self-assessment systems in the organisations has had a strong modernisation effect.

For carrying out the activities involved in the award arrangements a collaboration agreement has been signed with the Club Gestión de Calidad (Spanish representative of the European Foundation for Quality Management, EFQM ) under which accredited training in the EFQM model has been given to 150 public servants who have taken part or are going to take part in the external assessments of the award candidatures in the four years it has been held. The Club also puts forward experts on the matter for sitting as jury members.

The Ministry of Public Administration also publishes a guide to drawing up the obligatory reports for Quality Award candidatures, according to the EFQM model, updating the contents thereof in line with the modifications made to the criteria and criteria parts of said model.

#### *Activities to be carried out:*

The management and assessment process for the fourth Awards will last for the first half of 2004. Once the assessment process is over, after next summer, the jury will announce the winners in the two categories; the formal award-giving ceremony will be held in the last quarter of the same year.

Once the 2003 awards have been handed over, arrangements will start for the fifth year of the awards, following a similar timetable to that used for the fourth.

Royal Decree 209/2003 of February 21 on telematic registries and notifications, as well as the use of telematic means instead of individual certification procedures

The telematic filing system has certain notable advantages for public management purposes. It would facilitate the administrative steps and cut down the time taken in decision and notification procedures. It represents the promotion of a new administrative culture in which hard copies are being replaced as far as possible by telematic documents, saving both storage room and money. This decree also deals with telematic registries for filing texts, communications and applications relating to administrative procedures included in setting up regulation. This represents a step forward in the implementation of a telematic administrative procedure. The registries are open 24 hours a day all round the year. Finally, it regulates

data transmissions for the exchange of information between the various bodies of the General State Administration, thus relieving citizens of the burden of providing this data. The new system is expected to eliminate 5 [ ? ] certifications. The implementation of this regulation means that citizens no longer have to provide tax and social security certificates in administrative procedures. A total of 500 administrative steps will be affected, mostly in the field of subsidies.

Since the Royal Decree has come into force, both the Tax Authority and the Social Security Authority have approved the necessary instructions for the data transmissions required in this regulation. In the first year since approval of the Royal Decree telematic registries have been created in the following ministries: Economics, Finance, Science and Technology, Interior and Public Administration. Approval procedures are currently underway for registries in the ministries of Employment, Justice and Education, Culture and Sport.

According to the draft legislation currently in the pipeline the single electronic address and telematic notifications will come into operation in the next months.

### **Updating and upgrading of the Citizen Portal ([www.administracion.es](http://www.administracion.es))**

The citizen portal has continued to evolve in 2003, with the following improvements:

- New interactive services for personalised attention: user register, on-line help.
  - The user register allows users to subscribe for a notification service on notices of open competitions for public employment, on the monitoring of competitions for public employment and the selection-exam preparation service.
  - A personal space is also provided in which registered users can enquire about the situation of their applications.
  - On-line help for contacting a citizen-portal operator on line (chat room) and even sending in documents and internet pages.
- Increase in the number of referenced links, categorised by material, including links to the telematic registers created in the General State Administration.
- Development of a new version of the citizen portal in an attempt to improve various aspects thereof: a single version accessible on “design for all” principles, a citizen-centred system with main browsing by materials, personalisation of contents, interrelation of all portal contents and implementation of the portal and contents management tools.

### **New reference and enquiry service for the General Catalogue of Official Publications.**

The General Catalogue of Official Publications offers the possibility of consulting all the official publications of the General State Administration. The catalogue is built up by pooling the descriptions of the publications given by the various publishing units of the ministries. Citizens can, if they so desire, order and acquire on line the publications that are currently on sale and in stock. The payment is made by connection to the publications sales service of the Official State Gazette (Boletín Oficial del Estado: BOE), which in turn acts as distributor of the order.

The number of publications of the General State Administration currently adds up to 30,000, of which 3,000 are sold through the BOE.

The system affords the following advantages:

- Standardisation of the description of the publications in all centres.

- Construction of a general publications catalogue.
- Electronic sale of publications included in the catalogue and sold through the BOE. If the sale is not made through the BOE, the address of other points of sale is given or the order is forwarded thereto.
- Promotion of the publications of the General State Administration
- Increase in sales.

This service is set up as a service of the citizen portal ([www. Administracion.es](http://www.Administracion.es))

### **Change of address service**

The telematic “communication of change of address” service is one of the twenty basic services of eEurope. It is defined as the standard procedure for informing the Authority of a new postal address by citizens that have moved home.

The aim of this service is to establish a single point in internet through which citizens can simultaneously contact the various general government levels (bodies of the General State Administration and Regional Ministries [Consejerías] of the Self-Governing Communities) to communicate their new addresses.

The importance of this project largely resides in the fact that it involves the three levels of general government in Spain, whereby it can be seen as an experiment in setting up a multi-administration service.

Basically the service consists in a “change of address” application made by the citizen, who selects a set of institutions that he/she wishes to inform of his/her new address. This communication will lead to automatic updating of the information in the administrative units it has been sent to and, where applicable, will also initiate the necessary administrative procedure for renewing personal documents (driving licence, healthcare card, etc), which must under law be updated to the new address of the person concerned.

This service might cut down the need for on the spot attention for issuing local registration certificates required by other general government bodies and issued by councils as holders of the municipal register.

The service could also be extended to other organisations of the private sector with which citizens normally have to make contact when a change of address occurs: gas companies, power-supply companies, telephone companies, banks, insurance companies, etc.

A pilot project has been carried out to demonstrate the viability of the service. An initial version of the service is scheduled to be brought into operation in the first half of 2004, involving the participation of the Ministry of Public Administration, the Inland Revenue, the police, the National Social Security Institute, the Road Traffic Authority and the City Council of Madrid.

According to the figures of the National Statistics Institute (Instituto Nacional de Estadística) there were 3,255,168 changes of address in Spain in 2002. We hope that this system will forestall the issuing of up to 10 million local registration certificates a year, the only purpose of which is to prove the citizen’s address to other general government bodies in a host of proceedings.

### **Interchange of certificates – data transmission**

The aim of this project is to define a system whereby general government units can swap information on citizens and other legal persons. This would then eliminate the need for hard copy certificates when there is an electronic equivalent, in accordance with Royal Decree (Real Decreto) 209/2003 of 21 February.

The objective is to free citizens or companies from the need of furnishing documents with information already in the possession of the general government, providing that the parties concerned express their consent for this procedure.

The system is mainly directed at bodies of the General State Administration that carry out procedures requiring citizens to present hard copy certificates with information already held by the general government. The objectives of the project are:

- To standardise and generalise the use of data transmission in the field of the General State Administration.
- To define functional specifications allowing any body of the General State Administration to replace hard copy certificates by electronic alternatives, with the legal guarantees laid down in Royal Decree 263/1996 (as amended by Royal Decree 209/2003). Elements will be defined to make it easy for any organisation to set up the system.
- To use standard XML based standards for accessing data and open technologies such as web services. A web services directory will also be drawn up to make it easier for them to be published and found.
- To use administrative intranet as a communications infrastructure.
- An operational prototype will be set up in 2004 to demonstrate the viability and usefulness of the proposed system and the web service directories.

It is worthy of note that individuals and companies have had no obligation since February 2003 to furnish inland revenue and social security certificates.

Nearly five million taxation and social security certificates are currently being issued a year, for citizens to furnish them in many administrative procedures. This is the amount that was eliminated forthwith upon the coming into force of Royal Decree 209/2003 (1-3-2003).

#### **Decentralised information and service spaces in the Public Employee Portal (FUNCIONA)**

Funciona is a web portal designed to furnish public employees with useful tools for carrying out their work and improving their dealings with the general government.

The Public Employee Portal is made up by a Common Virtual Space (hereinafter CVS) and by several Decentralised Information and Service Spaces. Both are accessible through the administrative intranet and set up on web architectures.

The Common Virtual Space comprises common applications and content for all employees of the General State Administration.

The Decentralised Information and Service Spaces (DISS) are made up of contents and services geared towards specific groups (state attorneys, property registrars, etc) organic groups (Women's Institute, Road Traffic authority, etc) or non-labour groups (fans of Sevilla Football Club, Friends of the Book, etc).



The aim of the DISS is to draw up a user-friendly model for the development of decentralised web spaces. These decentralised web spaces must be easy to set up for bodies and working groups of the General State Administration by using standard technology; they must have low maintenance costs and be fully integrated into the virtual Funciona environment.

This will make it easier for internal webs to be set up in the work centres of the General State Administration, generating economies of scale and reducing the design and implementation efforts that the centres need to make. It will also facilitate the development of communities of interest and channels within the General State Administration as a form of exploiting the management of the organisational knowledge. Finally, it will standardise information architectures and browsing models of the webs disseminated by intranet, fully integrating them into the general model of Funciona.

The DISSs include several types of service: a) common services, offered in standard form in the basic product and capable of being fed from standard applications distributed by the Ministry of Public Administration (NEDAES – Standard Decentralised Payroll of the State Administration: decentralised personnel management system BADARAL, etc) or applications or databases of the centres themselves, and b) services specifically developed by the centres themselves.

#### *Pension Scheme of the General State Administration*

Final work is now underway on defining specific aspects and the scheme is due to be brought on line during this year. These aspects include the contributions that will be charged to each employee, the organisation to take on responsibility for its management, the pension funds in which it will be integrated, rights corresponding to participating employees and the setting up of the participant's office.

In 2004 the General State Administration will earmark 0.5% of its total public-employee payroll for financing contributions to the pension scheme. The amount to be contributed by each employee will be determined in relation to the base salary (proportionally) and the number of three-year periods thereof (same amount per three-year period for all employees), giving priority in the latter case to those with the greatest seniority. These contributions will be made directly by the government without being conditional upon the employee making any personal contribution, which will always be voluntary in nature.

#### **Think Tank for Studying the General Government Reform Lines**

The Think Tank for Studying the Main Reform Lines Of General Government completed its remit in February 2004.

The results of this work are due to come out soon and we will then pass them on ourselves.

#### **“MUFACE awaits you” Project:**

This project is an on-line attention system based on interactive enquiries, giving Spanish Mutual Insurance Company for Civil Servants). Easy to access by personalised attention to the users of the website of MUFACE (the browsers, it will permit an all-in management of the user-attention procedure, with functions such as the following:

- Call processing logic: the distribution algorithm implemented in @tiéndeme allows the call to be routed to the appropriate operator in view of the attention sought, always seeking the free operator.
- Document backup: the system operator is able to send the user documents, links to pages or the website of MUFACE itself, which will automatically open in the user's browser.
- FAQ for automatic responses to the most frequently asked questions.

This system has been up and running since February 2004.

### **“Implementation of a telematic transmission system giving information on contributions to MUFACE” Project:**

This project is currently in test phase and is due to be put into operation in the first half of 2004.

Order APU/284/2004, published on 2 February (BOE [Official State Gazette] of 14 February 2004), deals with the procedure for the payment of associates' contributions to the General Mutual Insurance Society for Civil Servants (MUFACE in Spanish initials).

This is a telematic transmission system by INTERNET for the management and control of information on contributions, permitting instant transmission and validation.

The following results are sought with this new procedure:

- Reduction of contribution-information processing times.
- Improvement in the control of MUFACE contributors.
- Reduction of the amount of information containing errors.

### **“Prevention of cardiovascular risk” Project:**

As a continuation of the report issued in November 2003, the presentation took place on 21 November last of the results of the first phase of the procedure to widen the take-up of the Cardiovascular Prevention Guide among family practitioners and doctors of general medicine, internal medicine and cardiology belonging to the Insurance Companies that are signatory to the Healthcare Accord with MUFACE in the Self-Governing Community of Madrid and the provinces of Segovia, Guadalajara, Cuenca, Toledo and Ciudad Real.

The first-stage objectives were the following: Widen the use of the guide amongst the selected doctors, assess the impact of doing so in terms of the degree of doctor participation, level of use of the Guide and the recommendations and degree of satisfaction of the doctors participating therein. The most noteworthy preliminary results show that this initiative has been well received, that participation of doctors in the training seminars has been high and that most doctors have expressed the need for an implementation reinforcement programme, which programme is currently in execution phase.

The second extension stage will be initiated in April 2004 and last until the end of the year. The implementation strategy is substantially the same as in the earlier stage, albeit with some improvements and significant changes on 2003. The objectives for this stage are: Extend the use of the Prevention Guide to all doctors of the aforementioned specialities working in the Self-Governing Communities of Catalunya,

Valencia, Murcia, the Balearic Islands and the provinces of Almería, Málaga, Granada and Jaén, and also to continue to carry out implementation reinforcement activities for the doctors of the provinces selected in the earlier stage to encourage them to use the guide.

The assessment of the results of this new stage is due to be presented in a Review Meeting to be held in early December 2004 with the participation of the members of the Steering Committee, the Scientific Committee, the Project Advisory Group and representatives of the interested institutions.

## SWEDEN

### **Making e-government happen in Sweden**

Sweden's approach to e-government has been characterized by a high degree of decentralisation with independent agencies working under a performance management regime. This approach has proven successful and has catered for rapid development of e-services, but it has also resulted in fragmented development and poorly developed collaboration between national, regional and local government. To accelerate the development of e-government, the Swedish Government has taken measures to strengthen central co-ordination of the development. Notably, a 24/7 Agency Delegation and a Board for Electronic Government have been set up.

#### **The 24/7 Agency Delegation**

In order to engage actors across society in wide-ranging collaboration, the Government has set up a high-level delegation comprising representatives of central government, municipalities and county councils, academia and business sector. The Delegation's task is to serve as a driving force in the public sector's e-service development and use. The Delegation's mandate lasts until 1 November 2006. The Delegation will have several tasks, including:

- Try new ways of enhancing collaboration between central and local government, and between the public sector and other actors.
- Initiate joint projects with the business sector.
- Promote the transfer of knowledge between research and development, on the one hand, and production of practical and beneficial e-services on the other.

#### **Board for Electronic Government**

To ensure interoperability, the Government has set up a new board comprising representatives for large central government agencies that provide extensive e-services. The Board will issue regulations and recommendations on standards for the electronic communication between central government agencies and between agencies and citizens. The Board is supported by the Agency for Public Management. The areas with a need for common standards are:

- Electronic identification and signatures.
- Secure and reliable communication between agencies.
- Storage and labelling of information.
- Quality norms for agencies' websites.

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## TURKEY

### **Electronic Signature Law**

The Electronic Signature Law regulating the legal and technical procedures of the electronic signatures was enacted on 15 January 2004. The law, issued in the Official Gazette on 23 January 2004 (Number: 25355), will come into force on 23 July 2004.

Regulating the transactions concerning the electronic signatures and the activities of electronic certificate service providers, the law further states the technical and legal aspects of the electronic signatures that comprise the main element of the "e-government" project, without having to regulate the overall electronic trade.

With the advent of the Internet and computers in the economic and social life, developments and changes in these areas have gained momentum. Especially the usage of electronic signatures in various fields necessitated some new regulations.

In order to improve the electronic trade and to encourage the users to adopt the electronic signature it is necessary to establish trust towards the open network system. This is only possible through the legal regulations protecting the discretion and integrity of the exchanged information and securing the authenticity of the users' identifications. It is already obvious that in the near future the users will prefer electronic signatures seeing that it saves time and work force in legal and commercial transactions.

The law does not envisage an overall regulation of the electronic trade, it regulates the procedures concerning the electronic signature as the main element of the "e-government project" to be implemented in electronic trade and public sector, paving the way for other legal regulations regarding the electronic trade. The objective of the law is to regulate the legal and technical structures of electronic signatures and the activities of electronic certificate service providers.

The law, which will be effective after six months of its publication, sets forth that the electronic signature shall be as legally binding as the hand signature. On the other hand, legal transactions and contracts under guarantee that require a formal procedure shall not be valid unless signed with handwriting.

The law defines "electronic certificate" as an electronic attestation which links signature-verification data to a person and confirms the identity of that person whereas "certification-service-provider" means a public institutions, agencies, real or juridical persons that issue certificates or provides other services related to electronic signatures.

The law lays down the requirements for qualified electronic certificates, the liabilities of certification service providers and conditions for annulment of qualified electronic certificates.

The law also introduces provisions on the protection of information according to which certificate service providers shall not demand any additional information other than required for the issuance of electronic certificates and not seek to obtain such information without the consent of the client. The liabilities of certificate service providers to the owner of the certificate are subject to general provisions.

Certificate service providers are obligated to obtain "Certificate Financial Liability Insurance" to bear the risk of liability for damages. This insurance shall be made by insurance companies authorized to work in the relevant sector. Qualified electronic certificates issued by certificate service providers settled in a foreign country shall be subject to international agreements for purposes of legal proceedings.

The Telecommunication Authority is entrusted to keep under review the carrying on of activities of certification-service-providers, with the power to supervise certificate service providers when it deems necessary. The Telecommunication Authority shall be in a position to demand any kind of information either in writing or orally, to go through documents, records and accounts, to take samples if needed as well as to enter into business premises.

The law also sets forth sentences for fraud.

The law involves parallel regulations with the relevant laws. Secured electronic signatures shall serve as a method of authentication just like the hand signatures. Electronic data signed by electronic signatures shall carry the force of bond, such data shall be considered as evidence in legal proceedings unless otherwise is proved. If a party in a lawsuit denies such electronic data as an evidence against themselves, the provisions of The Codes of Civil Procedure on denial of signatures shall be applied by analogy.

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### **Public Finance Management and Control Law**

Public Finance Management and Control Law, enacted on 10 December 2003 by the Parliament, regulates the structure and functioning of public finance management, preparation and implementation of public budgets, the upgrade of all financial transactions into the accounts, the reporting procedures of the accounts and financial controls with an aim to ensuring accountability, financial transparency and an efficient, economical and effective usage and obtainment of public resources in accordance with the policies and objectives laid down by development plans and programs. The law issued on 24 December 2003 on the Official Gazette came into force as of 1 January 2004; some of the provisions shall be effective as of 1 January 2005.

By means of extending the budget scope the law envisages to make the best usage of the right of budget, enhance effectiveness in preparation and implementation of budgets, ensure transparency in financial management, re-establish the balance between power and responsibility in spending procedures with the help of a sound accountability mechanism, develop a functional inner control system and hence to establish a new public finance management system in conformity with contemporary developments.

This law refers to the finance management and control of central public administrations, social security institutions and local administrations.

The General Accounts Law no. 1050 dating back as early as 1927 sets forth the Turkish public finance management system with only a few amendments made throughout the decades. Since 1927, there have been significant changes in public finance management and in the numbers, qualifications and

organizational structures of the public administrations. On the other hand there have been important developments in finance management and control system all over the world.

In Turkey, in addition to the general and annexed budget administrations forming the consolidated budget, there are also various types of budgets such as circulating capitals and funds attached to these administrations, local administrative budgets and budgets of the administrations with corporate powers. Among these, only general and annexed budgets are approved by the Parliament, others are approved by relevant administrative authorities. Besides, the implementation procedures and principles of these budgets also vary significantly.

The main inadequacies of the system lie in the fact that there is a lack of connection between development plans and the budgets, that certain financial transactions are not mentioned in the budgets, that the budget implementations are constrained by the financial year and that there is not a multi-year budgeting system in place. The current budget classification and the accounting system do not technically allow for a medium required for fully informing the public or the financial management in matters of public expenditures and incomes.

The Public Finance Management and Control Law aims to change the current system into a more efficient one and to establish a public financial management and control system in conformity with the European Union norms and international standards as stated in the National Programme and the Policy Document.

In order to make the best of the right to budgeting, The Central Administrative Budget Law, to be submitted to the Parliament, envisages an extension to the budget scope and new regulations as stated below:

- Budget types are redefined and classified in line with the international standards. In this context, annexed budgets are invalidated and changed into general budgets or special budget administrations according to the administrative and financial status of public administrations that fall within this range. In addition, the revenues and expenditures of the enterprises with circulating capital and funds are incorporated with their respective administrative budgets, to be liquidated after a certain period.
- The overall revenue and expenditure of public administrations are stated in their budgets, preventing any out-of-budget income or spending.
- The last two-year budget transactions of public administrations in the general administration and the next two-year estimates on revenues and expenditures shall be in annex to the Central Administrative Budget Law.
- The Parliament is informed of the budget capacities of local governments and social security institutions.
- Although the regulatory and supervisory bodies are subject to the articles of the Law, they are usually considered out of the scope of Law, there are not any provisions causing any threat for their financial autonomy.
- Public income schedule that was abandoned before because of tax exemptions, exceptions, discounts or similar procedures is now being added again to the Central Administrative Budget Law.

In order to increase efficiency in budget preparation and implementation, studies for budget preparation are commenced earlier, more elaborate studies and estimates are carried out on the budgets of public administrations and a transfer to a multi-year budgeting system in financial management is underway. Within this context, the public administrations shall develop strategic plans and base their budgets on these plans, strengthening the relation between planning-budget. Public administrations are given some guidance by middle term programmes and financial plans as to how and under which economic conditions their objectives would be accomplished in relation to their budget sizes and sustainable financial plans.

On the other hand, an internal control system in line with the international standards and European Union norms is now being developed and public administrations will be showing more initiative on budget implementations. In addition to their present tasks of budget preparation and implementation, public administrations now have the supervisory power on ex ante expenditures together with a new system of interior audits.

Mission statements, authorities and responsibilities in public finance management are now defined more clearly; the balance between authority and responsibility is re-established. Accordingly, the financial transactions of public administrations will be handled by financial service units that are soon to be established, managers given allocations according to the budget classification shall have the power to make decisions as the spending figure, and transactions shall be carried out by relevant officials as instructed by the spending authority.

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## UNITED KINGDOM

### Introduction:

1. Over the past few years the UK has seen an unprecedented rise in public spending. The Prime Minister and Cabinet want to use this money to achieve a dramatic improvement in public services, with a greater focus on responsiveness to customers. The aim of the current wide range of reforms is to improve the benefit to the public of the work the Civil Service does. There has been major investment in public services, and there is a corresponding and proper pressure to see that the benefits are delivered.

1.1 There are two routes by which we are doing this. First, we are entrenching the core values that are an enduring strength of the Civil Service. Secondly, we are raising the capacity of the Civil Service to secure outcomes and its ability to adapt to changing circumstances.

### Overview

2. The UK programme of work to transform public services is informed by the four principles set out by the Prime Minister for public service reform. These are:

- **High national standards and accountability** – so that all our operations are raised to the performance of the best, giving all customers access to high-quality services;
- **Devolution to the frontline** – with the centre of government letting go and giving frontline professionals freedom to tailor services to customer needs;
- **Flexibility** – by removing artificial bureaucratic barriers which prevent staff improving local services and by being flexible about how we provide services so that the public can access them when and where they need to;
- **Choice** – so that customers are increasingly given the types of options they take for granted when interacting with the private sector.

To support these principles, a number of pieces of work are taking place. These include:

2.1 Working with the frontline to **improve the customer experience**, using tools like Charter Mark to improve services across local government, crime, health and other public services, and designing new services in response to customer demand.

2.2 **Electronic service delivery** has the potential to add significant and measurable value to the delivery of core public policy objectives. The use of IT also has the potential to achieve long-term cost savings, but both these benefits will only be realised when Government services are moulded around the needs of citizens and not the structure of departments. Reflecting this mission, the 2002 Spending Review set a new, more demanding target for the delivery of e-services as part of the Cabinet Office's overarching aim to support the Government's delivery and reform programme: '100% capability by 2005 with Key Services achieving high levels of use.' Government will focus on driving use of a set of Key Services which are likely to have most impact in terms of user benefit, Government efficiency and alignment with

overall policy priorities. Key services include areas such as: services to business; benefits and personal taxation; transport; education; health; land and property; agriculture and e-democracy.

2.3 **The e-Government Delivery Programme**, co-ordinated and managed by the Office of the e-Envoy, is driving the delivery of the electronic service delivery target. Chaired by the e-Envoy, the Programme Board consists of representatives from the Government departments responsible for delivering Key Services, Number 10 and HM Treasury.

Recent Programme highlights include the launch of the Directgov and BusinessLink websites. Directgov will become a “destination site” for all citizens wishing to interact with Government electronically, whether central or local Government or as an entry route to devolved administrations. Its sister site, BusinessLink, launched with a similar vision for business customers. In addition to increasing take-up of electronic services, these sites will lead to greater efficiency by eliminating the duplicative effort of developing and maintaining many separate Government web sites.

The Programme has also developed a set of central IT platforms for use by public sector bodies in delivering services electronically. These provide a common transaction engine, an integrated content management system and cross-Government knowledge sharing. Usage of these platforms has increased significantly with more than 3.2 million transactions handled by the transaction engine since inception and major departments adopting the content management system.

The Programme has also developed standards to allow interoperability of IT systems across the public sector and guidance to enable departments to create and implement multi-channel service delivery strategies that meet customer needs and are cost-effective for Government.

For the latest information on our work to deliver e-Government please see the Office of the e-Envoy's website: [www.e-envoy.gov.uk](http://www.e-envoy.gov.uk) or visit [www.ukonline.gov.uk](http://www.ukonline.gov.uk).

2.4 **Improving Delivery** by setting clear national standards and targets, supported by: robust plans for delivery; owners of key targets – with access to training in the necessary skills; monitoring, which leads to interventions when targets are not on track; and joint reporting to the Prime Minister on progress. **“Gateway Reviews”** to ensure that all major government projects are rigorously tested through a series of “gates” at critical points during projects. Reviews are carried out by independent, experienced people. Gateway Reviews will enable government to save £500 million a year.

2.5 **The Efficiency Review** is a major joint Cabinet Office and HM Treasury initiative to identify major opportunities across public services to:

- recycle substantial resources into frontline public services; and
- improve the co-ordination between the agencies that deal with frontline staff.

This review represents a radical and fundamental challenge to the way the government does its business. By 2005/6, UK government will be spending £320 billion on public services – with £70 billion directly controlled by central government and £250 billion devolved to local bodies in health, education, policing and local government. Even a small proportional efficiency saving would generate major opportunities for re-investment in high priority frontline services. Opportunities are being sought to improve efficiency which can be delivered in the next 3 years and release substantial new resources by 2007/8 and beyond. The review has targeted the following **priority areas and is working with government departments to develop proposals on:**

- **Procurement:** to look at how better value for money could be achieved by more collective and professionalised purchasing across the public sector.
- **Back office functions:** such as HR, finance, ICT, and estate management
- **Transactional services:** such as the payment of benefits and collection of tax revenues, which have the potential for complete transformation through ICT.
- **Policy, funding and regulation of devolved public services:** simplifying requirements and reducing the bureaucracy imposed on frontline providers.
- **Policy, funding and regulation of the private sector**
- **Productive time:** increasing time spent meeting customer needs and reducing time spent serving the organisation.

Details of the Review are at: [www.civilservice.gov.uk/reform/efficiency.asp](http://www.civilservice.gov.uk/reform/efficiency.asp)

2.6 **The Devolving Decision-Making Review** involves a major strand of work on ‘refining targets and performance management’, carried out jointly by the Cabinet Office and HM Treasury. This work explores how best to achieve decentralised delivery and responsive local and regional services in a way that is consistent with equity and efficiency, against a clear framework of national standards. The review recommends that as public services improve, the overall approach to performance management should evolve by:

- refining Public Service Agreements (PSAs – encapsulating the Government’s objectives for key national outcomes) through increased consultation in target setting, focusing exclusively on outcomes and using standards to monitor key national priorities once targets have been met;
- within the framework of national PSAs, substantially reducing all input, output and process targets and controls;
- releasing high performers from further targets, instead using robust, regular, published data to provide incentives for continuous improvement; and
- increasing the scope for local organisations to set targets and measures on local priorities against which they are held to account alongside national PSAs.

As PSAs are refined and focused on outcomes and other national controls are increasingly removed, it is crucial that accountability both to the public and along delivery chains and incentives to improve are strengthened by:

- publishing regular and robust data to increase transparency and encourage public engagement to drive continuous improvement from the bottom-up;
- sharpening rewards and sanctions, based on assessments of absolute performance and performance improvement; and
- identifying the appropriate organisation in local government or the intermediate tier to performance manage front line delivery with central government becoming more strategic and only intervening as a last resort.

Finally, local performance management capacity needs to be strengthened by:

- identifying and building on existing good practices across the country and abroad by creating incentives for local organisations to develop skills and capacity for robust performance measurement and management; and
- creating greater transparency of organisational capacity and performance improvements through supportive and more tailored inspection.

Following publication of the review's recommendations alongside the Budget on March 17<sup>th</sup> 2004, implementation is being taken forward by Government Departments. A full copy of the report can be found at:[http://www.hm-treasury.gov.uk/budget/budget\\_04/associated\\_documents/bud\\_bud04\\_addevolved1.cfm](http://www.hm-treasury.gov.uk/budget/budget_04/associated_documents/bud_bud04_addevolved1.cfm)

## 2.7 **Performance Partnerships. The agenda is set out at [www.civil-service.gov.uk/reform/event.asp](http://www.civil-service.gov.uk/reform/event.asp)**

Performance Partnerships set out what the civil service reform agenda means for each department. The agreement sets out what is to be done, why and how; and how the centre will help.

A Performance Partnership Agreement (PPA) forms the single, agreed vision of how a department needs to develop to meet the challenges it faces, and the priority actions that need to be taken to achieve that vision. It is an agreement between the Cabinet Secretary and each Department's permanent secretary (endorsed by Ministers) and, as such, forms the basis of the personal objectives on which their pay is determined.

The PPA - a short, summary document cross-referenced to departments' more detailed plans - brings together:

- the department's forward strategy
- the outcome targets for the delivery of its strategy
- plans for achieving departmental fitness for purpose in support of strategy and targets, including changes in structures of, and relationships with, delivery partners
- support and challenge to be provided by the Centre.

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2.8 **Improving skills in the civil service:** A civil service whose skills meet the needs of the new challenges we are facing. **Improving Leadership Capacity** is a large programme of work which forms part of the overall Civil Service Reform agenda, looking at: development; career management; performance management.

2.9 **Improving our professional skills.** We are looking at what skills we are likely to need in the future, whether in policy advice roles, larger operational functions, corporate services, or the delivery of services to the public. This will enable us to articulate our expectations much more clearly and will provide a solid foundation for the recruitment, training and development, and deployment of the most effective people to do the job.

3. **An effective Centre of Government: Centres of Excellence** in all departments to ensure that our future programmes and projects are professionally and proactively managed and that best practice is spread across public services.

4. The **Modernising People Management** (MPM) project helps organisations to be more successful by building high performing HR in the Civil Service. The MPM Project supports the delivery of

organisational success through building high professional HR in the Civil Service. A Cabinet Office team is working in partnership with departments, stakeholders, politicians and the wider HR community – designing and delivering interactive good practice workshops, developing products and tools and creating a vibrant and professional HR community.

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## **General Contacts**

5. The Delivery and Reform web-site provides further information on the Delivery and Reform Team and their projects, including relevant contacts, and also the “Civil Service Reform: Delivery and Values” document: [www.civil-service.gov.uk/reform/](http://www.civil-service.gov.uk/reform/).

## **Standards in Government**

### *Civil Service legislation.*

6. Following the publication in January 2004 by the House of Commons Public Administration Select Committee of a draft Civil Service Bill, the Government gave a commitment to bring forward its own draft Bill for consultation in this parliamentary session. Work is currently in progress on the Government’s draft.

### *Civil Service Recruitment.*

7. On 25 March 2004 the Civil Service Commissioners, who are responsible for regulating appointments to the Civil Service, published a revised Recruitment Code setting out the legal and procedural requirements for recruiting civil servants.

In its response to the Ninth Report of the Committee on Standards in Public Life, published last September, the Government indicated that it wished to discuss with the Civil Service Commissioners whether the distinctions between different types of public appointment competition continue to be justified. The new Recruitment Code includes a revised formulation dealing with the involvement of Ministers which accommodates their interest in competitions for certain posts whilst maintaining a system which gives assurance that appointments are made on merit.

Details of the revised Code can be found at: [www.civilservicecommissioners.gov.uk](http://www.civilservicecommissioners.gov.uk)

### *Review of Government Communications*

8. The final report of the independent Review of Government Communications was published in January 2004. A copy of the Review’s report can be found at [www.gcreview.gov.uk](http://www.gcreview.gov.uk)

In line with recommendations set out in the Review’s interim report, following an open competition a Permanent Secretary, Government Communications, was appointed in March 2004 to provide strategic leadership for communications across Government.