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**PUBLIC GOVERNANCE AND TERRITORIAL DEVELOPMENT DIRECTORATE  
PUBLIC MANAGEMENT COMMITTEE**

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**COUNTRY FACTSHEETS**

**26th session of the Public Management Committee  
30-31 October 2002, Paris**

*This document contains country contributions, some of which are in French.*

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**ALLEMAGNE/GERMANY****The Federation as a moderniser*****Modern Management***

With the “Modern State -- Modern Administration” programme, the Federal Government has set the goal for efficient administration -- an administration which performs better and costs less. The public service faces the challenge of achieving better results with citizens' taxes. Society's demand for new, and certainly better public services with at the same time a lower fiscal burden is omnipresent. For this reason, economic methods are finding increasing use in the Federal administration. This is firstly a matter of modern management, which creates innovation by delegating responsibility, and creates scope for performance through results-orientated monitoring.

**The modern administration will:**

- Perform better and cost less.
- Carry out its tasks under competitive conditions.
- Be transparent and open.

Experience to date in the Federal administration shows that quality management is a suitable comprehensive strategy of modern management to link economic efficiency, process and product quality, as well as addressee and staff satisfaction, and to ensure that the goals are pursued. Here, the authorities have a variety of tools at their disposal: guiding model, agreed goals, controlling, accrual accounting, budgeting, product budget, as well as procedures for the ongoing improvement process. The precise elements an authority selects to sustainably improve its performance and efficiency depend on a large number of individual factors, in particular their tasks, their goals, their self-understanding and the culture within the authority. All the concepts do however have one thing in common, which is that they set in motion a process which chooses measures orientated in line with strategic goals, monitors these for their effectiveness and leads to further improvements by a permanent “comparison of actual situation with targets”.

**Gender mainstreaming (GM): Pilot projects of the Federal Ministries**

Taking gender issues into account in preparatory courses at the Federal Foreign Office for the civil peace corps

Gender-specific perspective on the use of funds from a multilateral health fund

Contributing GM aspects into the United Nations' "Information and Communication Technologies Task Force"

Introduction of a systematic checkpoint on "gender-specific impact" in the work of a pilot section in the Legal Directorate-General

GM in the Foreign Ministries of the EU Member States and the EU Commission

Accommodating the GM aspect in humanitarian aid projects

Assessing the activity of a section of the Directorate-General for European Affairs at the Foreign Office from the point of view of GM

GM in allowances using vocational rehabilitation as an example

Implementing GM in the "New Media in Education" programme

Family promotion and GM

GM in personnel development

GM in departmental research

GM in the examination of the consequences of legal provisions

GM in submissions to cabinet

GM in youth welfare

GM in preventive healthcare

Implementation of GM at the Federal Centre for Political Education

GM in the collective agreements of the public service

GM in amending the Federal Ordinance on Career Paths

Further training for heads of section for specialist implementation of GM

Gender aspects of non-profit work as an alternative to criminal punishment

Gender aspects of accompanying research to implement the Act on Protection Against Violence (Gewaltschutzgesetz)

GM in prison

Implementation of GM – Development of a Gender Impact Assessment in environmental policy

Federation-Länder programme "The Social City" – implementation of GM

GM in regional advice to initiate entrepreneurial initiatives and regional development processes

Implementation of GM in building up a new IT Office

Implementation of GM in the 2001 Economic Report

Anchoring and implementing GM in bilateral development cooperation using "Benin - focus on rural development" as an example

**Gender mainstreaming as one example for an element of modern management**

The Federal Government has specified in the Joint Rules of Procedure of the Federal Ministries that the equality of women and men is a blanket guiding principle and should be promoted in all political, legislative and administrative measures of the Federal Ministries. A consistent equality policy is therefore possible for the practice of modern management; here, the creativity of those responsible in the political arena and the administration is called upon. At this point it becomes the task of the interministerial working party of the Federal Government on "Gender Mainstreaming" which started work in May 2000 under the chairmanship of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. It is testing how these legal and political instructions can be implemented in practice. Meanwhile, 29 pilot projects have been initiated within the Federal Ministries. Their implementation is a matter of deriving from the results transferable, binding procedures for a routine, gender-sensitive procedure for all administration -- for drafting and examining the consequences of legal provisions, for decisions on promotion, research projects, principle programmes and political guidelines, and for measures within the administration, such as personnel development, assessment guidelines and organisation decisions.

## **AUSTRALIE/AUSTRALIA**

### **Workplace agreement-making**

During the year to 30 June 2002 there were 100 certified agreements operating in the Australian Public Service (APS), each applying to an individual APS agency or part of an agency. Around 90 per cent of these are stand alone agreements that displace other workplace relations instruments. In addition there were about 7000 operative Australian Workplace Agreements (AWAs) with individual employees, with over 5000 covering staff below the Senior Executive Service level.

Fully devolved agency-level bargaining within the APS was introduced in 1997. In 2001, the Department of Employment and Workplace Relations (DEWR) commissioned a survey of agreement-making in which 88 agencies, or over 90% of APS agencies, participated. The survey found that agreement-making is working for APS agencies, which are using the flexibility available to them to tailor pay and conditions to their particular requirements. Performance management arrangements, family friendly working arrangements and flexible use of the 8 level APS classification structure were prominent features of APS collective agreements (known as Certified Agreements or CAs) and agencies were able to deliver pay increases and other benefits to staff without compromising service standards. Further information, including a copy of the survey results, can be found at [www.workplace.gov.au](http://www.workplace.gov.au) by following the 'Workplace Relations', 'public sector' and 'Australian Public Service Agencies' links successively.

As part of the survey, participating agencies were asked to identify clauses in their current agreements that they consider to be innovative and/or important in enhancing the performance of their organisation. These have been made available as a resource to assist other agencies in agreement making on the above website as "Innovative clauses in APS agreements".

### **Review of policy parameters for agreement-making within the Australian Public Service**

APS agencies are free to enter their own collective and individual agreements within a framework of five Government Policy Parameters. These were reviewed in 2002 to ensure that they remain contemporary and continue to support effective agreement-making by APS agencies and revised Policy Parameters came into effect in July 2002. Under the revised Parameters, agency heads are to put in place arrangements that enable any employee in their agency to seek to negotiate an individual AWA. The Parameters and supporting material are available on the above website.

## Remuneration trends

DEWR also commissioned surveys of remuneration for the Senior Executive Service (SES) and non-SES staff. The SES survey found, among other things, that:

- APS senior executive remuneration still lags behind that in the private sector; and
- there is no discernible correlation between the size of an agency and remuneration levels for APS senior executives.

The non-SES survey found, among other things, that:

- there had been a significant widening of salary ranges since 1996;
- employees on AWAs generally had higher remuneration levels; and
- base salary and superannuation were the main components of remuneration for employees covered by CAs, while employees on AWAs received other components as well e.g. performance pay, retention bonuses.

DEWR Remuneration Surveys and Key Pay Indicators can be found at [www.workplace.gov.au](http://www.workplace.gov.au) by following the “Workplace Relations” and “public sector” “Australian Public Service Agencies” links successively.

## Electronic guide to terms and conditions of employment

In January 2002, DEWR launched a subscription service called the e-guide, which is an electronic knowledge map to assist agencies to readily access reference sources, as well as a practical guide to help them effectively manage human resources and workplace relations issues in a devolved environment. For further information see: [www.eguide.dewr.gov.au/](http://www.eguide.dewr.gov.au/).

## E-Government

In October 2002, the Management Advisory Committee, a forum of Secretaries and Agency Heads established to advise Government on matters relating to the management of the APS, released its report *Australian Government Use of Information and Communications Technology: A New Governance and Investment Framework*. The report outlines a framework to guide Commonwealth departments and agencies in establishing more responsive, comprehensive and integrated government operations and service delivery. A copy of the report can be obtained at: [www.noie.gov.au/publications/NOIE/MAC/MAC\\_NOIE\\_No21.pdf](http://www.noie.gov.au/publications/NOIE/MAC/MAC_NOIE_No21.pdf).

## AUTRICHE/AUSTRIA

The main areas of the ongoing reform are strengthening citizen-orientation of public service providing, introducing elements of NPM and streamlining administrative processes. In these areas all ministries have launched 80 internal projects as well as interministerial projects to contribute to the targets. These projects are going to be implemented and continuously evaluated until July 2003 under the umbrella of the so called VIP (the Administrative Innovation Programme).

Here are some projects to give an example:

- In September 2002 the Austrian Federal Administration has finalized the **Performance Indicator Report**, this report was published **for the fifth time**. This can be seen as a major achievement, because the project of elaborating a performance indicator system for the Federal Administration could only be implemented through **consistent** effort. To focus even more on improvement and continuous expansion of performance indicator systems a platform available on the Internet was created. It is going to be opened for public access on the 14th of November 2002. Not only the collection of data is done by the responsible persons in a restricted area, but the indicators can be listed and compared by everybody who has access to the internet. A big step towards transparency and openness for the federal public administration. A mayor step towards e-Government!
- **HELP**: a “cross authority platform” -- This project has been realised in a new form of cooperation comprising the 9 Austrian federal states (Bundesländer) to create one common solution. The HELP is an internet based service platform for citizens (also called **@mtshelfer online**, internetaddress: **<http://www.help.gv.at>**). HELP was first presented to the public on December 4, 1997. Serving as a platform and central contact point for all Austrian authorities in the Internet, HELP is now established as **the** citizen information system. HELP is oriented to issues and items affecting citizens such as childbirth, marriage, motor vehicles and housing. The information supplied by HELP focused at the start primarily on explaining interactions with authorities in understandable form, on the specific context and on the modes of procedure with indications of the fees to be paid and the documents to be presented in connection with each individual life situation. The vision of virtual administration is the ultimate goal of the next phase of the further development of HELP. With this approach, citizens will be able to access a series of inter-dependent services (administrative procedures) via a single contact and will be automatically informed about the (intermediate) outcome by the relevant administrative unit. Since March 1, 2001, business people and individuals who intend to set up a business have been able to access the service “**[www.help-business.gv.at](http://www.help-business.gv.at)**”, which offers information and dealings on more than 40 situations occurring in the process of running an enterprise. HELP-business also provides a start-up schedule for potential entrepreneurs which illustrates the optimum sequence of steps to be taken when establishing a company. Since the last report (March 2002), Austria has continued its efforts to promote the use of the Internet for dealings with public authorities. The registration of a new company (Gewerbeanmeldung) is now possible via Internet. Also, for Internet-forms of public authorities, a common styleguide has been defined to create the same “look and feel” on all Internet-

Sites of public authorities in Austria. The Co-operation with the Austrian Postal Savings Bank has successfully been established, which permits electronic payment via the Internet (bezahlen.at). Several other projects are under way: The application for students grants via the Internet is being implemented and a prototype version will be launched in autumn 2003. As security is an essential asset of e-Government, this proceeding will require an electronic signature (smart card). The technological and legal framework being in place, the electronic scholarship (e-Stip) will be the first application to use this potential on a large scale. Based on open interfaces, Austrian e-government-applications will bring the efficiency and comfort needed to trigger employment.

- **Flexibility Clause:** The so-called “Flexibility Clause” is a pilot project and should give selected government departments more responsibility for resource management and thereby contribute to more effective and efficient application of funds. Awareness of costs and output-orientation should be reinforced. A detailed project program, departments which generate receipts may use these funds within their own spheres of activity, reserves may be set aside and awards for those public servants who are responsible for success should excite to an economical, convenient and saving input of resources. At the same time the quality and quantity of administrative services should be improved. Government units should orientate themselves to open competition and the needs of citizens. A first evaluation of this pilot project showed essential improvements and reduction of costs. Organisational units as well as responsible central offices of the resorts benefit from the implementation of Flexibility Clause.

## BELGIUM/BELGIQUE

### **Administrative reform of the federal public services**

The overall administrative reform that has been launched by the Belgian federal government under the name of the famous astronomer “Copernicus”<sup>1</sup> has been pursued over the recent months<sup>2</sup>. This factsheet traces the evolution of the project.

#### **1. Restructuration of the federal administration**

##### *1.1 Virtual matrix structure*

The traditional federal ministries have been restructured into :

- Ten “vertical” Federal Public Services which deal with a particular policy area, such as Home Affairs, Mobility and Transport, Employment, Labour and Social Dialogue.
- Four “horizontal” Federal Public Services: the Chancery and General Co-ordination, Personnel & Organisation, FedICT and Budget & management control.

Vertical and horizontal Federal Public Services work together in a “functional virtual matrix” which means that there is no hierarchical relationship between vertical and horizontal Federal Public Services but a relationship of support and advise and sometimes common responsibility.

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1 . This astronomer stated that not the earth but the sun was the centre of the solar system; in the same sense the Copernicus plan means to put the citizen in the centre of the attention of the public services instead of administration being centred on itself.

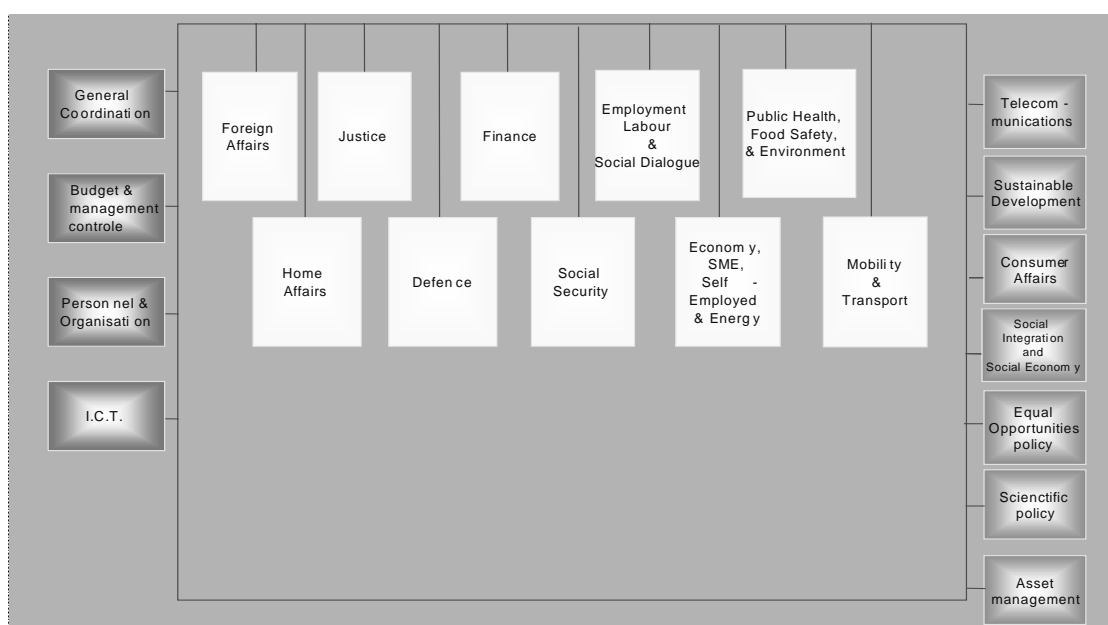
2 . For the past evolution see PUMA factsheet presented to the PUMA Committee meeting of 21-22 March 2002.

In this virtual matrix for example, the horizontal P & O public service and local P&O management take decisions and share information, experiences and best practices related to the human resource policies and activities<sup>3</sup>.

Besides the Federal Public Services, there are also a number of project-based Federal Public Planned Services (PPSs), for Telecommunications, Asset management, etc.

The 4 horizontal services are operational since the beginning of 2002, as Chairmen for each service have been recruited<sup>4</sup>.

All of the former vertical ministries -- with the exception of the ministry of defence -- have been replaced by new federal public services.



## 1.2 Strategic units, policy councils and staff-services

The Copernicus-reform envisages the disappearance of all ministerial cabinets.

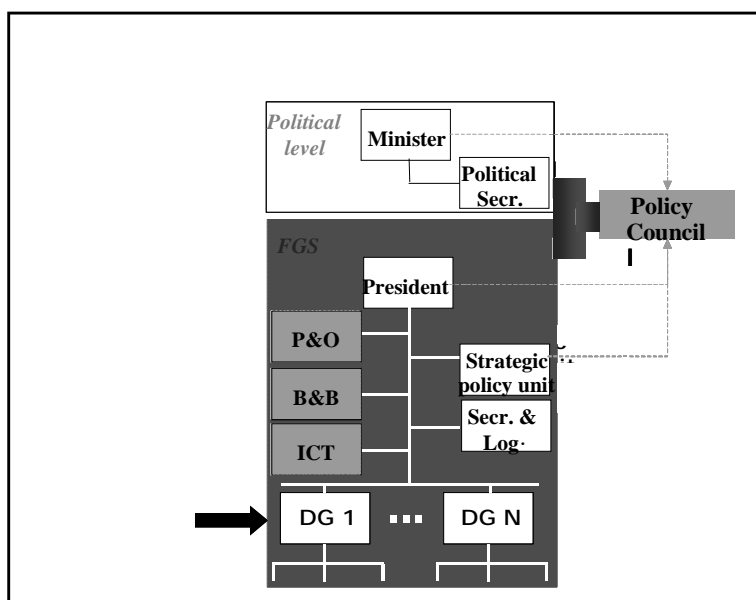
<sup>3</sup> The former Ministry for Civil Service Affairs has been transformed into the Federal Service for Personnel and Organisation (P & O). It sets an overall human resources strategy, standards and policies for the civil service as a whole, and provides guidance and support for the human resource directorate within each individual Federal Public Service. Local P&O units deal with the internal human resource needs of each Federal Public Service. There is no direct hierarchical link between FPS P&O and the local units. They simply work together in a flexible advice and reporting structure, a 'virtual matrix'

<sup>4</sup> The position of Chairman is in principle based on a 6 year mandate, with an exception made for the Chairman of the horizontal FPS Chancery and general co-ordination, who is appointed for the term of the federal government.

The cabinets are being replaced with **strategic units** inside the public services to prepare policy options and with **policy councils** to bridge the gap between the administration and the politicians.

A Minister will only keep a small political secretariat, which provides him with personal advice, and handles administrative tasks. In each Federal Public Service policy-making will become the task of the administration itself. It will be helped by one of the two new bodies mentioned : the strategic policy unit. This unit prepares - in consultation with the operational units - policy work, analyses and evaluates current policy initiatives and provides options for policy approaches. The policy council advises the Minister on strategy and policy, and monitors the way the service's strategic plan is being put into practice.

In order to enhance the management capabilities within each federal civil service, special internal **staff services** are created for HRM, budget and financial control (B & B), ICT, and eventually communication.



A board for internal audit and an **internal audit service** will enhance the internal control of each new federal public service.

## 2. Managerial structure

### 2.1 Mandate-system for top-level officials

The mandate system is based on four new elements.

1. Top officials such as the President of a Federal Public Service, his director generals and directors receive a six-year mandate. The objective of the mandate is to assign clearly-defined responsibilities to the top levels of management, while allowing them sufficient freedom in the way they run their service or division.

2. Mandates are weighted according to the function they cover on the basis of objective criteria defined on the forehand.
3. A new selection procedure guarantees both technical and managerial skills.
4. New management and operational plans are required: within three months of his appointment, a President must present a management plan with strategic and operational objectives and budgets for the service. the levels below President will then make operational plans for their own divisions and units in line with the overall strategic plan.

Mandate-holders are evaluated every two years by external experts on the basis of their management plan. This can lead to the plan being revised or the position being re-assessed. At the end of each six-year mandate, a global evaluation is made.

## **2.2 *New system for management control***

A new, more flexible budgetary control cycle gives the Federal Public Services more independence and flexibility but also more responsibility.

Presidents and top management within the Federal Public Services will be free to decide how they use their financial resources, personnel and infrastructure to meet their objectives, provided this is set out clearly in their approved management plans.

Of course, this freedom increases the level of responsibility felt by top management of an Federal Public Service. It implies a new focus on control, which includes a shift towards ongoing control during and after the realisation of the management plan. Much of the new control and inspection system will involve assessment carried out within the service itself.

## **3. *Communication and HRM-policy***

### **3.1 *Communication and evaluation of staff***

Communication and evaluation of staff are critical for effective operations.

1. The first target group for communication is the employee. All civil servants at all levels, whether they are employed on a contractual or a statutory basis, have the right to receive regular feedback from their superiors and to inform them. This will help introduce a more open culture, and ensure that the heads of services or divisions both learn to communicate better with their staff, and pay more attention to the way team members are developing.
2. Two-way communication is also an important part of the new evaluation programme. This helps reinforce the new management culture, with its focus on human resources, and also ensures that civil servants have a much clearer idea of what is expected of them in their work. Furthermore, evaluation also creates a link between strategic and personal objectives: it translates an Federal Public Services objectives into personal objectives for the individual, thus creating a common goal for all employees.

### 3.2 *HRM based on skills*

The old Ministry for Civil Service Affairs dealt with personnel Administration, rather than human resource management. On the field however, a good people management demands :

1. Staff recruitment on the basis of practical skills and not only on theoretical knowledge.
2. Linking career -- and salary -- developments to the development of relevant skills, rather than exams or the number of years in service.

The new modern human resource policy places a new value on the skills of its personnel and increasing personnel satisfaction.

In recruitment and selection there is an important shift away from generic, theoretical knowledge testing towards function-specific criteria. This focus on an individual's skill and expertise is at the heart of all recruitment, whether for new hires or for promotions.

Training contributes to participants' personal development, and should be relevant for their current (or future) work. During the evaluation an individual's developmental needs are identified. Based on the outcome of this evaluation, the direct supervisor assumes the responsibility for stimulating personal development. More job-oriented training courses have been introduced, in addition to a fast-track university programme for particularly promising staff.

### 3.3 *Reform of remuneration and career systems*

The Salaries and Careers programme introduces a new approach focused on a person's skills, rewarding those who are willing to develop and sustain the right skills. Moving upwards will depend on passing a series of consecutive competency tests. These also ensure that skills are set at the level required for the job. Rewards are introduced: everyone passing a competency test will receive a related bonus for a set period thereafter.

All actual grades and positions are being scrutinised in order to determine their weight.

"Grades" are being replaced by "functions" and the remuneration will stand up to levels that are competitive to the wages in the private sector.

The old "niveaux 1, 2+, 2, 3 and 4" will be replaced by levels A, B, C and D.

The two lowest categories of personnel in the federal administration (levels 4 and 3 -- 3 being the level for persons having only a junior high school education level, and 4 for persons that have no high school certificate) have been fused into one single level, thus upgrading of the personnel concerned. Thus 4 levels will remain : level A (university level), B (higher education of the short cycle), C (high school or college) and D (junior high school or below).

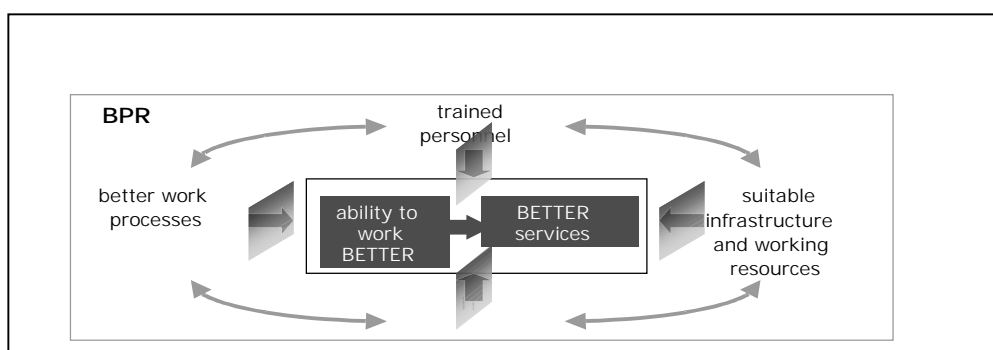
As a part of the reform of the remuneration system, the annual holiday-allowance is for most staff members increased to 92% of the monthly wage (for the moment this allowance is about 32 % of a months wage). This will make it more equivalent to the level of the allowance in the private-sector.

## 4. Other topics of interest

### 4.1 BPR

BPR projects are launched in the federal services.

Business process re-engineering (BPR) tackles all of the aspects of modernisation. It examines how existing or new resources - people, infrastructure, systems and business processes - can be used to improve services, and create a modern, professional working environment. Coming after the larger-scale organisational changes, these business process re-engineering programmes (BPRs) provide the key changes in the workplace, which lie at the heart of the Copernicus modernisation programme.



The Federal Public Service for Finance for example puts the BPR in practice and embarked on a series of far-reaching reforms of the way it works. 16 Business Process Re-engineering programmes have been set up within the service. Together these operate under the name Coperfin.

### 4.2 High potentials and internal consultants

Each year a number of “high potentials” (40 persons in all) are selected and are given a intensive management-training, including visits abroad.

Internal consultants in HRM, BPR and Internal Communication and Organisational development are being trained; a first “draft” involves about 200 persons.

### 4.3 Launch of a comprehensive Federal portal site

A new Federal portal site, which is under construction and which will be launched at the end of November 2002, will be a key instrument for the federal government to get information to the public.

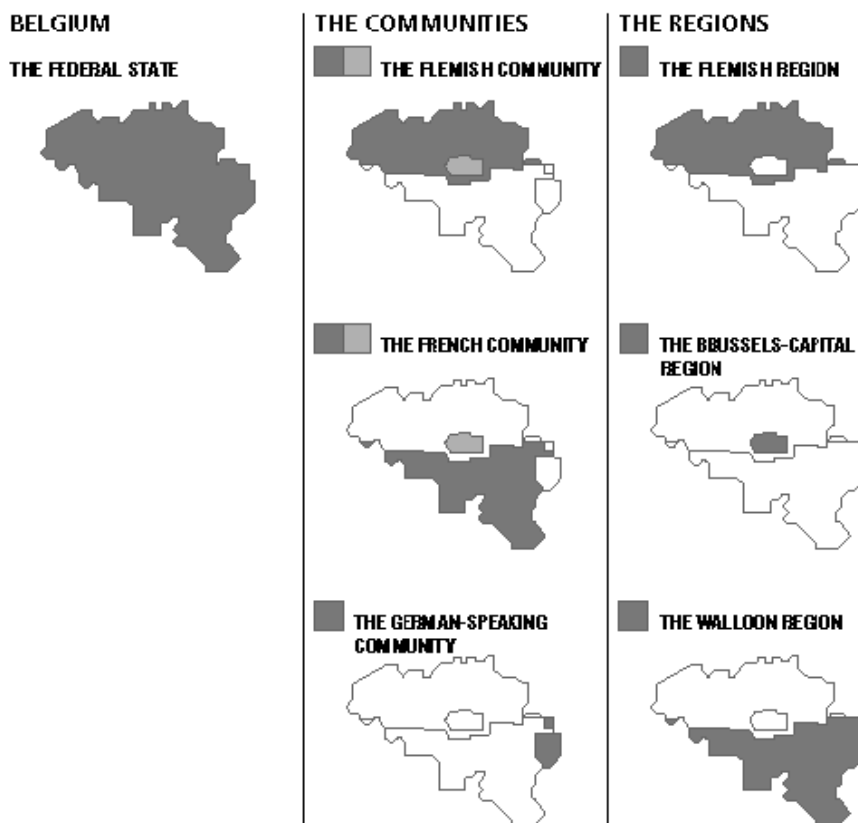
The portal has three main pillars: information aimed at the citizen (presented in the form of a “lifeline”, starting with the birth of the citizen, school, looking for work, ...), information aimed at the entrepreneurs (with amongst other features a business-calendar) and information aimed at the civil servant (also presented as a career line, starting with enrolment, training, remuneration, etc.).

The portal will also give access to all the actual sites of the federal public services.

The first release of the portal (22 November 2002) will give mainly static content; the second release (programmed for the first quarter of 2003) will give the user access to transactional elements; in the field

of the civil service, features such as e-recruitment, e-learning and e-communities will come on-line will then become available through the portal.

## 5. Links to the websites of the public services competent for personnel and organisation



### *Federal state*

<http://www.p-o.be>

<http://www.copernic-us.be>

### *Federal portal site*

url to be released on 22 nov 2002

### *Flemish community and region*

<http://portal.vlaanderen.be/http://docs.portal.vlaanderen.be/channels/hoofdmenu/vlaamseoverheid/administratie.jsp>

### *French community*

<http://www.cfwb.be/portail/default.asp?catid=120>

***German speaking community***

<http://www.dglive.be/ministerium/2-4-2-1.html>

***Walloon region***

[http://mrw.wallonie.be/sg/secgen/Html/div\\_fonction.htm](http://mrw.wallonie.be/sg/secgen/Html/div_fonction.htm)

***Brussels capital region***

[http://www.brussel.irisnet.be/En/1en\\_admi/1en\\_3adm/1en\\_31.htm](http://www.brussel.irisnet.be/En/1en_admi/1en_3adm/1en_31.htm)

***General information on Belgium***

[http://belgium.fgov.be/en\\_index.htm](http://belgium.fgov.be/en_index.htm) (will be replaced by the federal portal site, from 22/11/2002)

## CANADA

### **New ethics guidelines for the ministry and new appointment procedure for ethics Counsellor**

#### ***Background***

In an effort to enhance the trust of Canadians in our public institutions, an action plan, which includes new ethics guidelines for the ministry and a new appointment procedure for the Ethics Counsellor, was announced in June 2002.

This new action plan on government ethics is aimed at meeting Canadians' expectations of the highest standards of conduct from their elected and non-elected officials.

#### **Key elements of the action plan**

As part of the action plan, the following three documents were released:

- **The Guide for Ministers and Secretaries of State:** contains the Prime Minister's personal advice to the members of the Ministry on a wide range of issues, from ethical conduct to management priorities. [http://www.pco-bcp.gc.ca/default.asp?Language=E&Page=publications&doc=gms/gms\\_e.htm](http://www.pco-bcp.gc.ca/default.asp?Language=E&Page=publications&doc=gms/gms_e.htm)
- **Guidelines for Ministerial Dealings with Crown Corporations:** will reinforce the managerial autonomy of Crown Corporations and limit direct contact between all members of the Ministry and Crown Corporations. <http://strategis.ic.gc.ca/SSG/oe01177e.html>
- **Guidelines to Govern Ministerial Activities for Personal Political Purposes:** these guidelines are based on the principles of public office set out in the *Conflict of Interest and Post-Employment Code for Public Office Holders*. <http://strategis.ic.gc.ca/SSG/oe01210e.html>

Other measures under the action plan include:

- **New Appointment Procedure for the Ethics Counsellor** that will give the office new stature in how it reports and operates. The Ethics Counsellor, who will be appointed for a five-year term, will now be required to present an annual report on the activities of the Office of the Ethics Counsellor to the Speaker of the House.
- The introduction, in October 2002, of proposed rules for a **Code of Conduct for Parliamentarians**. Based on the 1997 Milliken-Oliver Report, the Code will include a disclosure regime requiring all

parliamentarians to file a confidential statement with the Ethics Commissioner, with a summary of this information made public, as well as consolidated and strengthened rules for the official conduct of parliamentarians.

- Changes to the *Lobbyists Registration Act* in the fall of 2002 to improve its clarity, transparency and scope and to ensure that the Government of Canada has one of the most rigorous regimes in the world.
- **The Strengthening of Public Service Management and Accountability for Public Funds.** To promote propriety and diligence in the management of public funds and building on the framework established in the *Financial Administration Act*, the President of the Treasury Board will bring forward recommendations to enhance accountability, in particular that of deputy ministers.

### **Nouvelles lignes directrices à l'intention des ministres et nouvelle procédure pour la nomination d'un conseiller en éthique**

#### *Contexte*

- Dans le but de renforcer la confiance des Canadiens à l'égard des institutions publiques, un plan d'action, comportant de nouvelles lignes directrices à l'intention des ministres et une nouvelle procédure pour la nomination d'un conseiller en éthique, a été annoncé en juin 2002.
- Ce nouveau plan d'action en matière d'éthique au sein du gouvernement visera à répondre aux attentes des citoyens à l'égard du respect des normes de conduite les plus élevées par leurs représentants élus et non élus.

#### *Éléments-clés du plan d'action*

- Dans le cadre du plan d'action, les trois documents suivants ont été rendus publics:
  - **Le guide du ministre et du secrétaire d'État** contient les conseils personnels du Premier ministre aux membres du Conseil des ministres sur toute une gamme de questions, allant de l'éthique aux priorités de gestion. [http://www.pco\\_bcp.gc.ca/default.asp?Language=F&Page=publications&doc=gms/gms\\_f.htm](http://www.pco_bcp.gc.ca/default.asp?Language=F&Page=publications&doc=gms/gms_f.htm)
  - **Les lignes directrices sur le Conseil des ministres et les sociétés d'État** renforceront l'autonomie de gestion des sociétés d'État et limiteront les contacts directs entre les membres du Conseil des ministres et les sociétés d'État. <http://strategis.ic.gc.ca/SSGF/oe01177f.html>
  - **Le Conseil des ministres et les activités à des fins politiques personnelles.** Ces lignes directrices se fondent sur les principes régissant les charges publiques énoncés dans le Code régissant la conduite des titulaires de charge publique en ce qui concerne les conflits d'intérêts et l'après-mandat. <http://strategis.ic.gc.ca/SSGF/oe01210f.html>
- Des mesures additionnelles font également parties du plan d'action, notamment :
  - Une **nouvelle procédure pour la nomination du conseiller en éthique** modifiera le statut de son bureau pour ce qui est de ses rapports et de son mode de fonctionnement. Le conseiller

en éthique qui sera nommé pour une période de cinq ans présentera désormais, au président de la Chambre des communes, un rapport annuel faisant état de ses activités.

- Le dépôt en octobre 2002 d'un projet de règles constituant un **Code de déontologie des parlementaires**. S'inspirant du rapport Milliken-Oliver de 1997, le Code comprendra un régime de divulgation exigeant de tous les parlementaires qu'ils fassent au commissaire à l'éthique une déclaration confidentielle, dont un résumé sera rendu public et des règles regroupées et renforcées pour la conduite officielle des parlementaires.
- La modification à l'automne 2002 de la *Loi sur l'enregistrement des lobbyistes* afin d'en accroître la clarté, la transparence et la portée et de garantir que le gouvernement du Canada dispose d'un des régimes les plus rigoureux au monde.
- Une plus grande **responsabilisation de la fonction publique à l'égard de la gestion des fonds publics**. Pour favoriser l'intégrité et la prudence dans la gestion des fonds publics, en tenant compte du cadre établi par la *Loi sur la gestion des finances publiques*, la présidente du Conseil du Trésor soumettra des recommandations dans le but d'améliorer l'imputabilité, notamment celle des sous-ministres.

## CORÉE/KOREA

### **The Enactment of an Agencies Act**

Before enacting the Agencies Act on Jan. 29, 1999, all of Korean central administrative organizations had functioned under the same managerial rules, regardless of their functions (from policy-making to regulatory or commercial functions). The Agencies Act of 1999 changed this. Under this Act, the heads of selected agencies are authorized to exercise more flexibility in personnel, organizational, and budgetary management.

To be selected as an agency, **either** the primary activities of the organizations are commercial or implementing, and their performances can be evaluated by the reasonable performance measuring standards, **or** all or part of financial demands of the organizations can be earned through their own activities.

If the activities satisfy the above activities standards, the Minister of the Ministry of Government Administration and Home Affairs (MOGAHA) is authorized to establish agencies with the consultation with the Minister of Planning and Budget, and the Ministers of relevant central administrative organizations. Otherwise, the heads of central administrative organizations are entitled to request the Minister of the MOGAHA to establish an agency, if he thinks the activities can be performed more efficiently by an agency.

If it is selected as an agency, the Act gives more managerial flexibility to the selected agencies than the general administrative organizations (recognizing exceptions for applying Government Organization Act, National Governmental Employees Act, and Budgets and Accounting Act), and then tries to make the heads of agencies accountable.

To make the heads of agencies accountable, the minister to whom an agency belongs makes a performance contract with the head of an agency, and then the evaluation committee established in the ministerial level evaluates the performance of the head of an agency; According to the evaluation results, the minister may give incentives to the head of agency as well as an agency, discontinue the contract with its head, or abolish an agency.

Then the evaluation committee established in the MOGAHA may re-evaluate the committee's evaluation results, but this reevaluation is limited to such issues as the appropriateness of evaluation plan or the operation of ministerial level evaluation committee. The primary evaluation elements of ministerial level committee are the efficiency of organizational or budgetary management, the quantity of production, or the degree of clients satisfaction, etc., and then the evaluation results should be published on the national register, or through the computer communication method.

Up to now, 23 agencies in 16 ministries have been selected (10 agencies selected in Jan. 2000, additional 13 agencies selected in Jan. 2001), and the total number of government employees working in these

agencies is 5,029. The representative agencies are Driver's License Agency, Central Supply Service, National Veterinary Research and Quarantine Service, or National Plant Quarantine Service.

In the process of implementing the Act, we have found several positive results, including increased efficiency (increased income, but decreased production cost), innovation in internal personnel, organizational, and budgetary management of agencies, and more satisfactory and closer services to the citizens, etc.

Although the Act gave the heads of agencies more managerial flexibility, it is true that old practices such as tight control by the minister has been hindering the heads of agencies from fully exercising their autonomous managerial powers. And the difficulty of evaluating the performance of the heads of agencies has been major reason why we could not acquire the accountability of heads of agencies. Therefore, the biggest future challenge in the operation of agencies is to find the right balance between accountability and autonomy.

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### **Improvement in Management of Public Finance**

In public finance, government funds were reworked. Efficiency of large scale public projects was boosted.

The 75 separate funds that existed as of 1999 were consolidated into 58. The government implemented an all encompassing review process for the first time in 40 years after the funds were introduced in 1961. On the basis of the review, the government promoted efficiency of funds operating system. Budgets are tightly controlled by the National Assembly and budgeting departments. However, appropriation and use of funds were left untouched. This created inconsistency in budget allocation. It also left much to be desired in regards to transparency. Reforms led to mandatory review by the National Assembly and approval from budgeting departments for appropriation and use of funds.

Preliminary feasibility studies by civilian experts for large scale public projects became prerequisite conditions before initiating any project. Any increase in expense requires strict scrutiny. This prevents waste of valuable resources by needless projects. It also stopped unreasonable escalation of expenses after projects have been launched.

Together with enhancement of internal efficiency of the public sector, quasi-taxes like 'Charges on Farm Land Conversion' were abolished. Quasi-taxes which were not abolished, came under close monitoring. They are to be evaluated annually on their levy and use.

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## DANEMARK/DENMARK

### Modernisation Programme

In May 2002 the Danish government launched its public sector modernisation programme titled “Citizens at the Wheel”. The programme provides a framework for renewal in the coming years.

As the title implies, the Danish government is committed to create a public sector that suit the needs of citizens. Public services should be coherent, accessible and responsive to the individual, rather than be provided at the convenience of the provider.

The vision is to create a public sector that:

- is based on the free choice of citizens,
- is open, simple and responsive, and
- provides value for money.

To achieve this tripartite vision, existing structures and responsibilities are subject to a critical examination, instruments are introduced to increase quality and efficiency, rules are made simpler and more transparent and individuals are given greater freedom to shape their own lives.

As part of the modernisation effort more than forty initiatives are set in motion. Below a few examples are highlighted.

The reform programme ‘Welfare and Freedom of Choice’ presents a co-ordinated strategy for increasing the level of choice in the public sector. Areas with extended right to choose include childcare, assistance to disabled persons, unemployment insurance, hospitals and home help services for the elderly.

Measures are taken to increase cross-institutional cooperation and organisation in central government. With a view to promoting horizontality, a concept is developed containing guidance on financial models, physical facilities, technical structures, conditions of employment and the principle of accountability.

A value-based central government policy on Human Resources Management is developed. This includes the formulation of a charter containing key values, and the granting of greater leeway to state institutions in implementing the policy.

An English version of the modernisation programme may be downloaded from the Danish Ministry of Finance website at [www.fm.dk](http://www.fm.dk).

### **Rule simplification and better regulation**

As a prominent component of its attempt to modernise the public sector, the Danish government is determined to significantly reduce the regulatory burden on citizens and companies. Excessive and complicated regulation is a nuisance to citizens and companies. It also leads to unnecessary administration inside the public sector. This means that resources are diverted from the core tasks, such as education, health and elder care.

When the current government took office, it created a better regulation division in the Ministry of Finance, responsible for coordinating the efforts to cut red tape and reduce administrative burdens. It also initiated a pilot project on “sunsetting” -- meaning the inclusion of an expiration date -- in selected secondary regulation.

In August this year, the government presented a cross ministerial Action Plan for regulatory simplification, consisting of close to 200 initiatives. The initiatives make use of different instruments for simplification. Some alter legislation, by removing obligations for citizens, companies or local government. Others simplify the administration by reducing the number of authorities that citizens or companies need to interact with or by changing administrative procedures in order to provide better service from the public sector. Finally, a group of initiatives reduces administrative burdens by use of ICT, for instance by allowing reporting and applications via the Internet or by sharing information between different authorities and making single access points for citizens and companies.

The government also gives priority to increasing the quality of new legislation. Legislation should only be passed if it is necessary and regulatory alternatives should always be considered. When legislation is undertaken a thorough assessment of expected consequences must be performed in order to reduce economic and administrative costs on citizens and companies. Because part of Danish legislation is generated from the policies of the European Union, the government will use its current presidency of the union to increase the efforts to ensure high quality in community legislation.

### **Accrual Accounting and Budgeting**

An initiative in the modernisation programme is the introduction of accrual accounting in both central and local government. In addition, a move to accrual budgeting in central government is currently being considered.

An expert committee has analysed the implications of introducing accrual accounting and budgeting in central government. After thorough deliberations, the committee recommends that a change to accrual accounting is appropriate and could be implemented by fiscal year 2004. In addition, the committee proposes implementing accrual budgeting from fiscal year 2006.

Using accruals is expected to:

- Increase public sector efficiency.
- Improve the basis for (re)allocating limited government resources, and
- Create greater transparency and increase the information available to policy makers in choosing between different policy alternatives.

To fulfil these objectives, accrual principles should affect not only reporting and financial statements, but also the central government budget and appropriations. Thus, accrual budgeting may be implemented in a

way, which creates stronger efficiency incentives for managers, especially with respect to investment decisions.

The recommendations from the committee have yet to be approved by the Danish Parliament Financial Committee.

In local government, accrual accounting will also be implemented by 2004. Here, accrual accounting is seen primarily as a basis for benchmarking expenditure 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.

### **Strategies for improving efficiency and quality of public services**

To provide greater value for money, local government and all ministries of the central government are required to prepare a strategy for improving the efficiency and quality of their services.

The main purpose of the strategies is to develop a framework for coordinating efforts to improve efficiency and quality.

An important government objective is to foster greater competition in public service delivery. Therefore, a key element of the strategies is to develop policies and procedures for the use of public tenders and for outsourcing decisions in general. The strategies ensure that these efforts are placed in a broader management context.

While competition is important, other instruments are also relevant for improving efficiency and quality and will be included in the strategies:

- Development and use of quality assessment models (e.g. the Business Excellence Model and the Common Assessment Framework developed by the EU Public Administration Network).
- Improved procedures and strategies for achieving efficiency in government procurement.
- More extensive and qualified use of information technology, and
- Further development of performance contracts for government agencies.

Ministries and local government will have a high degree of flexibility as to which particular instruments they consider appropriate. However, they will be required to make a self-evaluation. Formalising the process of developing and evaluating the strategies is expected to be a driver for both innovation and organisational change.

In local government the first strategies will be prepared by January 2003

### **Project E-government**

Danish government authorities on national, regional and local level in May 2001 agreed on a joint framework to promote and coordinate the transition to E-government across all levels of government. The project is led by a joint board made up of the permanent secretaries from five central ministries as well as representatives from regional and local government.

The joint board has formulated an overall e-government strategy for the public sector for the period 2001-2004. The vision is to systematically use digital technologies to introduce new ways of thinking and transform organisations and work processes to improve the quality of service and efficiency. The guiding idea is that the responsibility for the implementation of E-government resides in line ministries as well as the regional and local levels of government.

The implementation of the strategy is supported by the Ministry of Science, Technology and Innovation, and an E-government Task Force. The latter is based in the Ministry of Finance and comprises officials from ministries and local government.

Much effort has been made to resolve technical and legal issues that impede the transition to e-government. As a result, digital signatures will be broadly distributed to citizens in the course of 2003, ministries will remove legal barriers to e-government by the summer of 2003, and in early 2003 a national database for XML metadata will start operating, promoting the seamless transfer of data between public authorities.

Other projects have focused on initiatives to promote the use of document management systems and electronic communication between authorities. Work is underway to implement a joint electronic document management system and reorganize work processes to take full advantage of paperless administration. Electronic communication is promoted by the introduction of a so-called "E-day" in early 2004 after which all public authorities will have the right to communicate electronically with each other.

High priority is given to promote cooperation between various government authorities across all levels of government. Authorities are working together to create joined-up online services that are responsive to the needs of individuals and business. Another measure taken is the development of guidelines for public-private partnerships. The target is to bring the public and private sectors together in new forms of cooperation of mutual benefit in the area of E-government.

Since its start, Project E-government has been focused on creating service communities in the areas of government-business relations, government-citizen relations, labour market activation, sickness benefits administration, electronic services to families, geographical data sharing, hospital-nursing home cooperation, immigration cases, occupational accident administration, car registration, agricultural regulation, and welfare benefits administration. Among other things, the work has led to a portal with joined-up services where businesses in the future will be able to carry out most of their government transactions. According to plan, the e-business portal will be launched in the first half of 2003.

For more information please consult the website of Project E-government at [www.e.gov.dk](http://www.e.gov.dk).

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## ESPAGNE/SPAIN

### 1. Charte des services

#### *Objectifs*

Le programme des Chartes des Services a pour but d'informer les citoyens-usagers sur les compromis de qualité dans la prestation des différents services de l'État.

#### *Résultats*

Depuis l'entrée en vigueur de ce programme (juillet 1999), 79 Chartes des Services ont été publiées et 36 autres sont en cours.

En 2001 a eu lieu le premier suivi des engagements déclarés dans les Chartes des Services, atteignant un taux global d'accomplissement de 69%. Le deuxième suivi, achevé en juin 2002, reflète un taux d'accomplissement des engagements de 72%.

#### *Actions à mettre en œuvre*

Outre le maintien et la consolidation du procès, le but est, en premier lieu, qu'il n'y ait aucun ministère qui ne possède pas sa Charte des Services dans leurs unités et que ceux qui ont le moins de Chartes en augmentent le nombre. En deuxième lieu, le but est faire que toutes les unités directement liées aux citoyens publient les Chartes correspondantes.

### 2. Mise en place de l'auto-évaluation d'après le modèle EFQM d'excellence

#### *Objectif*

Le but de ce programme est de développer l'auto-évaluation des unités qui composent l'AGE comme instrument de diagnostic et d'amélioration de la qualité, en employant pour cela un modèle de référence largement utilisé par des organisations privées et publiques de toute l'Europe. Le Modèle EFQM d'Excellence a été adapté au contexte de l'administration publique, par le biais d'un guide d'auto-évaluation pour l'administration publique, établi par elle-même, dont trois éditions ont déjà été tirées.

**Résultats**

Depuis juillet 1999 jusqu'à présent, 42 évaluations d'unités administratives ont eu lieu.

Le nombre de fonctionnaires de la AGE qui a reçu de la formation en auto-évaluation du INSCAL s'élève à près d'un millier.

**Actions à développer**

Les objectifs sont aussi bien quantitatifs que qualitatifs : d'une part, augmenter progressivement le nombre d'unités incorporées au programme d'auto-évaluation et, d'autre part, développer un réseau et une plateforme d'échange de bonnes pratiques pour que les organisations en tirent profit mutuellement de tout progrès introduit par les auto-évaluations.

**3. Prix à la qualité et aux meilleures pratiques****Objectifs**

Le prix à la qualité et les prix aux meilleures pratiques dans l'administration générale de l'État ont été mis en place pour compléter les deux programmes précédents. Cette initiative entend institutionnaliser la reconnaissance publique aux efforts d'amélioration des organisations, encourager par son biais l'auto-évaluation et permettre aussi de connaître les bonnes pratiques de gestion. Les prix n'ont pas une valeur économique: il s'agit d'une plaquette et d'un diplôme accreditifs.

**Résultats**

En 2002, les premiers prix à la qualité et aux meilleures pratiques ont été convoqués. Quatre organisations de l'AGE ont participé au prix à la qualité, qui a été remporté par la direction provinciale du INSS de Guipúzcoa. Pour les prix aux meilleures pratiques il y a eu 21 candidatures, dont 12 d'entre elles ont obtenu un prix. Les prix ont été décernés lors d'une cérémonie qui a eu lieu le 28 juin 2001.

En 2001, la deuxième édition des Prix a été convoquée. Dix organisations ont participé au prix à la qualité, dont le gagnant a été le Port de Castellón et les mentions d'honneur ont été décernées à la Délégation d'Almería de l'Agence Tributaire et à la Direction Provinciale de la Caisse générale de la Sécurité sociale de Cordoue. Il y a eu 40 participants aux prix aux meilleures pratiques dont 15 se sont vu décerner un prix. Les prix ont été décernés par le ministre des Administrations publiques lors d'une cérémonie qui a eu lieu le 20 mai 2002, avec un grand afflux de public et un grand écho dans les médias.

Pour le développement des activités propres au procès de gestion des prix une convention de collaboration a été conclue avec le Club de gestion de la qualité (représentant en Espagne de la Fondation européenne pour la gestion de la qualité EFQM). En vertu de ce dernier, une formation créditée dans le Modèle EFQM a été fournie à 100 fonctionnaires qui ont joué le rôle de juges externes des candidatures présentées aux deux éditions des Prix. Par ailleurs, le Club a proposé les membres des Jurys parmi les personnalités expertes en la matière.

### ***Activités à développer***

Il est prévu de convoquer la troisième édition des prix dans les premiers quinze jours du mois de novembre prochain, en le faisant coïncider avec la semaine européenne de la qualité pour y donner une plus grande diffusion. Le procès de gestion et d'évaluation aura lieu au cours du premier semestre de 2003, et la cérémonie de remise des prix aura lieu en octobre.

### **Pratiques prometteuses**

#### ***Procédures des marchés publics à travers de moyens électroniques, informatiques et télématiques***

Le ministère des Administrations publiques et le Gouvernement de la Communauté autonome des Canaries ont collaboré l'an dernier dans le développement et la mise en place d'un produit commercial pour les marchés publics électroniques selon le modèle de référence SILICE (Système d'Information pour l'appel d'offres et le Contrat électronique) dans l'administration de la Communauté autonome des Canaries.

Le modèle de référence d'appel d'offres électronique SILICE a été développé par le Conseil supérieur de l'Informatique dans le but d'avancer dans la mise en place des systèmes d'appel d'offres électronique dans l'administration publique espagnole.

Après la mise en place du premier produit commercial conformément aux indications du modèle de référence SILICE suivie par la vérification du bon fonctionnement et l'amélioration de la gestion dans l'administration de la Communauté des Canaries, on entend la diffusion du modèle dans d'autres administrations et organismes par le biais de nouvelles mises en place et de l'organisation de journées de formation et de diffusion.

### **Projet de prévention du risque cardio-vasculaire**

Dès sa création, MUFACE a établi une formule de gestion de l'assurance maladie relevant de la concertation avec le secteur privé qui lui est propre et qui représente un haut degré de satisfaction parmi les assurés. Aussi, dans ses concertations avec les organismes d'assurance privés, l'exigence de fournir aux mutualistes une assistance sanitaire intégrale et de qualité a été établie. Ainsi, dans la clause 2.1.6 des concertations, il est établi que MUFACE, en collaboration avec les organismes et les praticiens, mettra en œuvre un projet de mise en place d'un guide de prévention du risque cardio-vasculaire dans la pratique des soins dans l'ensemble des assurés de MUFACE.

Cette pratique consiste à implanter, dès le consensus sur coût-effectivité, excellence clinique et modernisation organisationnelle, que l'administration, les Compagnies d'Assurance Libre concertées et les médecins et leur personnel médical ont établi au sujet de l'intégration de l'exercice habituel de la médecine, l'usage du guide clinique d'identification du risque cardio-vasculaire des Sociétés européennes de Cardiologie, Artériosclérose, Hypertension, Médecine générale et de Famille, Médecine du Comportement et Réseau européen du Cœur. Le Guide a été finalement appliqué par des médecins spécialisés en médecine générale, médecine interne ou cardiologie, distribués aléatoirement en deux groupes, ceux qui appliquent le guide (groupe intervention) et ceux qui s'occupent des patients selon leur pratique habituelle (groupe contrôle). Ces médecins se sont occupé, durant les 15 mois qu'a duré la phase de prise de données, de 6.680 mutualistes de MUFACE, et ont enregistré 327.179 données parmi les consultations médicales, placements en établissement, interventions chirurgicales et explorations complémentaires.

## **Justification**

Réduire la variabilité professionnelle dans l'application de procédés de soins médicaux et dans l'emploi de recours/technologie sanitaire, créer des standards de qualité des soins et des critères de bonnes pratiques cliniques, et établir des critères d'aptitude d'application et d'emploi de procédés et d'interventions.

## **Objectifs**

Inciter la mise en place d'instruments cliniques qui contribuent à l'amélioration: L'équité (attention équivalente pour tous les mutualistes), La qualité (établir un cadre de références objectives, vérifiables et reproductibles) et l'efficacité (contribuer à l'augmentation de la santé individuelle et de l'ensemble des mutualistes à partir des interventions préventives et des soins basées dans la meilleure évidence de coût-efficacité).

## **Résultats**

- Établissement d'un système de standardisation des indications et des procédures des médecins, avec l'acceptation partagée du guide, étant celui-ci un instrument des soins basé dans le consensus et dont l'évidence scientifique est prouvée.
- Incorporation d'innovation dans le système national de Santé, en introduisant une nouvelle culture de gestion clinique, d'organisation et de communication entre MUFACE, les organismes et les praticiens.
- Création d'une base de données qui permette l'évaluation et la recherche continuée de résultats dans le domaine de la santé.
- Diminution de la consommation de recours (l'emploi du guide libère des recours -- des consultations médicales, placements en établissement, interventions chirurgicales et explorations complémentaires).
- Diminution des coûts associés (l'emploi du Guide crée moins de coûts totaux -- tarifs de consultation, essais, traitements et interventions chirurgicales)

## **Pratiques prometteuses**

### *Intranet de l'administration générale de l'État*

Le but du Projet Intranet administratif est de pourvoir à l'Administration générale de l'État d'une plateforme de base pour les communications qui fournisse un ensemble intégré de services télématiques pour l'échange électronique sécurisé de renseignements entre les divers organes de l'administration, évitant ainsi que les renseignements de nature administrative circulent par Internet.

Parmi d'autres, il assure les services indiqués ci-dessous :

- Les services essentiels de l'Intranet administratif: DNS, e-mail, répertoire, web et forums.
- Centre d'accès unique pour les communications avec des Communautés autonomes, des Corporations locales et l'Union européenne. La connexion avec l'administration européenne à travers le réseau TESTAIL, qui permet l'interconnexion entre les divers pays membres de l'Union européenne. Il possède

sa propre infrastructure souscrite avec un opérateur global, qui actuellement est Equant. Le projet de l'Intranet Administratif envisage l'inclusion d'une connexion sécurisée depuis tous les ministères au reste de l'union européenne en employant le réseau TESTAIL.

- Mise en place d'une politique de sécurité commune.

### **Des pratiques prometteuses**

« **Site du citoyen** » ou « **Site des administrations publiques** » ([www.administracion.es](http://www.administracion.es))

Le but principal de ce projet, dans le cadre de l'administration électronique (e-administration), est d'assurer la liaison entre les services des différents ministères et entités publiques, devenant ainsi le seul accès aux sites des administrations publiques. En outre, il est prévu qu'il contienne les applications qui, dans le cadre de l'e-administration rendent plus aisées les transformations des relations entre l'administration et le citoyen et entre l'administration et l'entreprise, pour que ces relations deviennent progressivement des relations électroniques en contribuant ainsi au développement télématique de l'administration en même temps qu'à celui de la société.

Les fonctionnalités actuelles les plus remarquables sont:

- **Répertoire:** il permet la localisation des organismes et des sièges publics de l'Administration générale de l'État.
- **Classification par matières des contenus et des services:** offerts par les différentes administrations, avec près de 1.700 références.
- **Services en ligne:** 64 services en ligne (*on-line*) y sont identifiés, avec 175 formulaires téléchargeables.
- **Publications :** réunit des liens pour tous les Centres de publications de l'administration.
- **Recherche :** il permet la recherche et la localisation de plus de 1.500.000 de pages et de références de sites de toutes les administrations espagnoles.
- **Boîte à lettres du citoyen :** il permet aux citoyens de s'adresser aux différents départements ministériels pour des consultations.
- **Renseignements sur des aides et des subventions :** réunit les renseignements sur les aides, les bourses et les subventions en vigueur à tout moment dans l'administration.

### **Des évolutions récentes**

#### ***Mise en place de l'agence espagnole de sécurité alimentaire***

Au sujet des structures organisationnelles, il faut souligner la mise en place en l'an 2001 de l'Agence espagnole de Sécurité alimentaire, intégrée dans le réseau européen des Agences de cette nature qui ont été créées suivant les directives de l'Union européenne.

L'Agence est un Organisme autonome créée dans le but général de promouvoir la sécurité alimentaire, en tant qu'aspect fondamental de la santé publique, et de fournir des garanties et des renseignements objectifs aux consommateurs et aux agents économiques du secteur agro-alimentaire espagnol, avec le concours de toutes les Administrations publiques espagnoles et des secteurs privés qui y seraient intéressés

Parmi ses fonctions se trouvent la coordination des réseaux d'alerte existant dans le domaine de la sécurité alimentaire dans tout le territoire espagnol et leur intégration dans les systèmes d'alerte communautaires et internationaux.

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## FINLANDE/FINLAND

### Scenarios for Developing Finnish Public Management

#### *Background*

Public Management Department has self assessed its own activities regularly for the past few years. In 2001 one of the identified areas for improvement was realised to be systematic forecasting of the future. It was stated that the real challenge was to understand better what kind of changes the development of public administration would face in the near future. Stronger backup for strategic planning was needed as well as alternatives or scenarios for the foreseen development of public administration. Project team of five employees was set to established a project with two goals:

1. To present and identify the biggest challenges of Finnish PA´s development from year 2003 to 2010 in general,
2. and connected to that, to suggest practices to further improve strategic planning of the Public Management Department.

The project work was steered by the leaders of the Public Management Department. At the early stage of the project it was decided that working group would be in charge of preparing a document of the identified tasks but the leaders were responsible of building the actual strategy and guidelines to its implementation.

#### *Process*

The project could be divided into three phases. Firstly, the working group aimed at describing and analysing the operational environment of developing public administration. This resulted in identification of nine central dimensions effecting the development of Finnish public administration. These dimensions were globalisation, EU and its development, economical development, demographical changes, technological development, the challenges of working life, environmental questions (including for example urbanisation), poverty (valid values in society etc.) and the relationship between the state and regional and local authorities.

Secondly, for preparing scenarios it was agreed that relevant interest groups (including for example representatives of parties, other ministries, regional and local organisations, non-governmental organisations) should be engaged already at the preparation phase. Therefore 40 interviews were arranged. Interviews were not structural but rather free discussions dealing with following topics: interest groups opinion of their operational environment in the near future, their prospects for the future trends (2002-

2010) and the most important themes for the development of Finnish public administration in general and their expectations for developers of public administration.

Thirdly, the working group decided that instead of forecasting "the one and only future" it would be more fruitful to describe different alternatives for the future of PA and its developmental challenges. Different lines and angles would give wider base for strategy chosen. The approach chosen to build up scenarios is called action scenario approach. The working group built up four scenarios or alternatives for the future: the best and the worst alternative, wild cards and actionable alternative. The conclusions made is based to actionable alternative and its impact to PA´s developmental challenges.

### ***Further steps to be taken***

At the moment the working group has presented its report to the leaders of the department and the contents are being discussed with the personnel. Now it is time for the leaders to utilize the information provided in planning the strategies for the future years and to adjust ideas presented to the more general tasks of the Ministry of Finance and to the basic task of the Public Management Department.

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## GRÈCE/GREECE

### Updating of administrative reforms in Greece

#### **A. Introduction**

The Ministry of Interior, Public Administration and Decentralisation (YPESDDA), has set through a National Reform Programme called «POLITEIA», a comprehensive reform Strategy for the modernisation of administrative processes, which is planned to respond to:

- The economic development, the expansion of competition, the opening of markets and the decrease of bureaucratic burdens.
- The improvement of the democracy's quality, by enhancing transparency and accountability; and
- The improvement of the public administration's effectiveness, by ameliorating the co-ordination between different public services, adopting flexible measures of policy and creating a friendly environment in the relations between the State and the Citizens.

Driving forces of the Public Administration's Reform are:

1. Operational Programme for the Information Society (OPIS) in the framework of the present 3<sup>rd</sup> Community Support Framework (2000-2006).
2. The «POLITEIA» Programme for the Public Administration's Reform and Modernisation.

The two programmes can operate in parallel to maximise the potential of public administration reform and to promote social and economic cohesion.

#### **B. Reform strategy -- framework of success -- recent developments**

With the "POLITEIA" Reform Programme a new framework for Public Administration Reform has been developed which encompasses five innovating elements and gives a framework for success. In particular, it is based on programming and partnership principles; it is legally binding, formulates standardised planning and implementation procedures, engages permanent financial structure and builds national consensus and commitment to the reform of Public Administration. The reform's strategic and operational planning has been discussed under an institutional framework of political and social dialogue, which has recently been

established. It also incorporates all previous reform programmes ensuring better co-ordination of the various measures and optimises results through avoiding duplications among all levels of administration.

### *Building political commitment through social dialogue*

The National Council of Administrative Reform is an institutional commitment for social dialogue that provides an on going reinforcement of Public Administration Reform. The Council consists of representatives from social, scientific and financial institutions, labour unions and political parties.

The Council consults with the social partners and political parties and evaluates work proposals for administrative reform. Subsequently, these framework agreements are translated into several programmes under the planning process of "POLITEIA" programme. One of the most obvious consequences is that regional and local authorities, as well as economic and social partners and various interest groups, have become more closely involved in designing and implementing the reform agenda.

Greece has also validated through the Law 2738/1999 the institution of **Collective Negotiations** in the Greek Public Administration, which gives the trade unions of civil servants the right to negotiate with the Administration both terms of employment as well as labor conditions of civil servants who work in public services as well as legal persons of public law and organisations of local authorities.

In 2001, ADEDY and twenty five other trade unions of civil servants participated in a negotiating procedure that was better organised than the one of the previous year, based on the experience of the previous year's first implementation of the institution.

The results of the 2001 negotiating procedure was the signing of four (4) Special Collective Contracts and fifteen (15) Special Collective Agreements. These results indicate that this new institution can mature gradually and steadily and trade unions realise that their demands can be effectively promoted through institutionalized procedures.

The basic strategic goals of the reform programme "POLITEIA" that has been agreed through the former institutional framework of social dialogue as well as through the "young" institution of collective bargaining in the Public Sector are:

1. Formulation of Integrated Public Policies based on leading Result-Oriented Administration and Management by Objectives.
2. A shift in Quality and Social Responsiveness for an Administration with rigorous and transparent Appraisal Procedures.
3. Investment on Human Capital for the reestablishment of the relationship between State and citizens.
4. Institutional framework to promote Transparency - Accountability- and Control in Public Administration in order to abolish Corruption.
5. Human Resources Quality Improvement leading to a Knowledge Managing Administration.

Recent developments of the programme's operation are:

- A first assessment reported that ministries and regions have developed their operational programmes and established the competent bodies to monitor them. Currently, regions and ministries have started to implement the priority measures for 2002.

- In accordance with the annually planning reform and programming, **337** independent projects implement the priority measures for 2002. More specifically, their distribution is:
  - 35% of the projects support activities expanding the use of information and communication technology and improving the infrastructure in order to reach e-government targets.
  - 22% of the projects are oriented to Public Administration Functions and Practices with emphasis on procedures, codifying existing regulations, and introducing quality measures.
  - 22% of the projects are oriented to the Development of Human Resources. Emphasis is given to projects fostering knowledge managing administration. From the total seventy-three (73) projects that support HR development, 71% refers to training actions.
  - 15% of the projects improve the relationship between the state and citizens.
  - 6% of the projects concern the technical support of the programme.

The horizontal measures of the programme, which have been characterized as priority measures for the operational plan of the Ministry of Interior, Public Administration and Decentralization for 2002, are:

#### *Knowledge Management System*

A knowledge management system will be developed to bring together the extensive knowledge resources of YPESDDA, consisting of ministerial decisions, circulars and legal material, as well as a wealth of knowledge accumulated by the Ministry's staff and executives. The system will support search features, e-mail, document, and workflow management capabilities.

#### *Public Administration Performance Measurement System*

A methodology will be developed to introduce Performance Measurement and Management by Objectives in public administration. This will include the development of specific and measurable targets, detailed tools & techniques and a roll-out strategy for the entire public sector. Finally, a pilot implementation will take place in a selected area within the scope of the activities of YPESDDA with a view to fine-tune the instrument.

#### *Quality System*

This involves the development of a guide to assist public sector bodies in using the Common Assessment Framework (CAF), as developed by the EU. Moreover it aids them to adopt the principles of quality management and assesses them with a view to identify strong and weak points before taking appropriate action. The complete process for applying the framework will be described and the relevant forms developed, in order to be immediately available to any user.

#### *Procedures Simplification in Selected Fields*

Several areas in which public administration procedures are currently deemed to be slow and inefficient, have been selected to be redesigned and simplified, with emphasis on improving response to citizens'

needs. Key areas earmarked for improvement include the procedures concerning the issuing of immigrant visas and work permits, naturalization, pensions granted by the Agricultural Social Security Organization (OGA), public procurement, media companies establishment, development subsidies, civil planning, operating procedures in small social security funds, as well as decentralization planning for public administration.

#### *Cost-benefit Analysis in Selected Fields*

The “Cost-Benefit Analysis” technique will be implemented in selected areas, which provide services to citizens, in order to reevaluate the results and identify activities that are uneconomic or just too bureaucratic.

#### *Regulatory Impact Assessment User’s Guide*

Current literature and world-wide experience will be brought together in a concise handbook to describe the theory behind, key objectives, implementation guidelines and other critical information needed by all those seeking to adopt this state-of-the-art methodology for new regulatory initiatives. A tool to assist those adopting the methodology as well as the appropriate checklists, will also be developed.

#### *“Citizens’ Barometer”*

This project aims to set up a “Citizen’s Barometer”, the purpose of which will be to measure the opinions and level of satisfaction of citizens with regard to specific services or implemented measures, provided by YPESDDA.

#### *Citizens’ Panel*

A flexible citizens’ panel will be designed and available to all public sector bodies on specific terms, through which the latter will be able to gauge public opinion with regard to civil service issues with a view of receiving feedback, collecting information necessary to set up policy priorities and improving the quality of services offered.

### **C. Best Practices**

Core element of the public sector modernisation agenda is the improvement of public services quality in order to respond to the needs of the economic and social environment. Our focus during the last few years has been on the ongoing efforts to reduce bureaucratic burdens for citizens and enterprises, raise the quality of public services and make them more responsive to their users. Thus, in addition to the reform programme “POLITEIA”, YPESDDA has also supported independent quality projects, which are designed in accordance with the main concept of the ongoing reform. Citizens and business are the most important beneficiaries.

Accounted measures that could be presented are:

- The Creation of Call Centers.
- The Simplification and digitalisation of administrative procedures.

- The foundation of Citizens' Service Centres.
- The Codification of law and rules.
- 1502 Telephone Application System

The above initiatives can be seen in a complementary way, in the context of their impact to business and citizens, as they give the ability, many transactions between citizens or entrepreneurs and the state to be completed by phone, or e-mail with no need of personal contact, or by visiting a certain indicated, distinct, "administrative point", the nearby located Citizens' Service Centre (KEPOL).

*C.1 Re-establishment of the CITIZENS' SERVICE CENTERS (K.E.POL) as a fundamental measure of State -- Citizens relationship, as well as the main application on services for the implementation of the e-government policy.*

Trying to apply the principles of a European policy for the electronic government, the Citizens' Service Centers (K.E.POL) give a fresh impetus to the better Provision of Public Services.

Their development helps to overcome administrative burdens by organising the provision of services or the information about administrative procedures to the users' needs, irrespective to any bureaucratic administrative structure.

Under the Citizens' Service Centers, citizens and businesses can complete all or most of their tasks in a single contact point instead of visiting several public agencies with a convenient, accessible and personalised way giving solution to difficulties regarding location, access or use of a service.

Our target for 2002-2003 is the quantitative and qualitative development and geographical spread of Citizens' Service Centres. More specifically the target to **establish 1000 Citizens' Service Centres able to offer 1000 simplified administration services (products) by the end of 2003**. As a result, every citizen across the country will have access on information needed to transact with public services. Moreover, these transactions will be electronical, through the Citizens' Service Centres, which will communicate with the competent service and then deliver the "services" to the citizens.

The **ending of digital division** of citizens is presented as one of the most important social impacts of their operation. All citizens will have the alternative solution to get in contact with the Citizen's Service Centers of their neighbourhood, in order to have digital access to Public Services and Internet. Other expected improvements are:

- Better co-ordination of public services through e-government capacities.
- Single contact points for citizens saving time and money.
- Gradual removal of "red tape" from public services and business.

#### Recent developments

Currently, the operation of the Citizens' Service Centers (K.E.POL) is reaching a maturity stage and our efforts for the upcoming period is concentrating in speeding up their development.

In line with the above target, the development of Citizens' Service Centers (K.E.POL.) has recorded a remarkable growth. Indeed, in 2001, there were two (2) Citizens' Service Centers (K.E.POL.), one in Athens and one in Thessaloniki, covering two hundred and ten (210) administrative procedures.

According to the most recent updatings (September 2002), three hundred and fifty (350) Citizens' Service Centers are now operating in Regions, Prefectures and Municipalities. Furthermore, another five hundred (500) are expected to be operational until the end of the year. The target to increase the number of Citizens' Service Centres and the procedures they cover to one thousand (1000) is expected to be fulfilled by the end of 2003. The Citizens' Service Centers will also conduct a number of tasks such as validation of copies, providing information etc.

### *C.2 Simplification of procedures*

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 administrative forms to the citizens when interacting with services.

The main goal of the ongoing programme is the simplification and redesign of about one thousand (1000) administrative procedures as well as the digitalisation of the forms required for the citizens to interact through the Citizens' Service Centers, with the public services in the Regions, Prefectures and Municipalities.

#### Recent developments

Until now four hundred and twenty (420) administrative procedures have been simplified, recording a 50% increase in comparison with the corresponding period last year (210). The outputs of the procedures appear more frequently to certain types of services, such as certificates, licences and registration.

As it is previously mentioned, the redesigning process is aligned to simplify administrative procedures that are most frequently required by the citizens and businesses. Using the end-users criterion, a distinction could be made between procedures that correspond to the needs of business and citizens.

The total outcome of simplified procedures is almost evenly distributed between business and citizens, reflecting the improvement of the quality of the citizens' lives, as well as of the business environment.

In response to the Internal Market objectives, **211** simplified procedures were oriented toward business users, **87,7 %** of which correspond to services in the area of responsibility of five productive Ministries; Ministries of Development, Health and Welfare, Agriculture, Environment, Physical Planning and Public Works and Transport and Communication. Among them, the Ministry of Development concentrates the highest number of simplified procedures (**58**) associated with trade and industry issues.

The beneficiaries of the remaining **209** simplified procedures are the citizens. Insurance Funds hold the highest number of simplified procedures (**52**) and welfare issues is the third with **37** procedures.

The remaining 120 simplified procedures rest on administrative documents, which respond to general requirements of citizens, such as birth, death and marital status certificates, criminal records,

certificates from universities and other educational institutes, hospitalization certificates, driving licenses etc.

#### Outcomes

It is already a fact that, the time and administrative actions necessary for four hundred and twenty (420) procedures have been reduced at an average proportion of 55%. Moreover, the documents required for the above procedures have been reduced from six hundred thirty four (634) to four hundred thirty one (431). The target is to simplify five hundred and eighty (580) procedures until the end of 2003, in terms of reduction of required time and documents.

#### Infrastructure improvement measures

In addition to the above projects YPESDDA, following the e-government policy objectives, has designed and already applies projects for the improvement of electronic and communication infrastructure. Accounted projects that could be presented are:

- On line National Communication Network Linking Public Services “**Syzefxis**”.

“Syzefxis” is a project, which aims at the development and updating of the Public Sector’s infrastructure. It is about a core and access network for the Public Sector Organisations in order to satisfy their communication needs through telephony (telephone communication between organisations), data (PC's communication-Internet) and video (teleconference training). The project's objectives are: 1) the improvement of public services’ function by upgrading the telecommunications’ infrastructure through advanced and low cost telematics 2) The provision of integrated services that use modern and user friendly government information and transaction systems.

In the framework of e-government policy, the Ministry of Interior, Public Administration and Decentralization is taking actions to enable shortly 1000 digitalized certificates to be exchanged by e-mail among the 1000 Citizens’ Service Centers. This project runs without smart cards for the time being, but is satisfied for security reasons for e-mail communication (mail encryption).

A sub-project of the Greek Public Administration Network “**Syzefxis**” is a full PKI (containing CA, RA, digital certificates for 100.000 civil servants and smart cards) which will ensure safe and reliable communication among 1800 Public Organizations.

#### Central Web Portal

YPESDDA implements a Central Web Portal for Public Services. Its central aim is to operate as a reference portal for entering the web of Public Services in Greece which will provide two alternatives to citizens: 1) online information about public services and administrative procedures and 2) downloading of their application forms.

#### *C.3 “1502” telephone applications system*

The “1502” telephone applications system was founded in 1998 under the responsibility of the Directorate State-Citizen’s Relationship, aiming to provide the best possible service both to citizens and public services, by avoiding the need for direct transaction between citizens and public services for the issuing of certificates. The telephone application is transmitted immediately through fax to the competent civil

service, which issues the document and sends it to the citizen, by a registered letter to its postal address. The competent public services are obliged to take immediate action within a specific time limit of 10 days and if this limit is not respected by a public agency, citizens can apply for compensation of up to 600 euro to the competent Commission of the relevant Region or to the YPESDDA.

#### Recent developments

In its first phase, on February 1998, five (5) certificates were being processed by the system while the current number is fifty-nine (59) certificates and documents. The number of seventy (70) such certificates is aimed to have been reached by the end of 2002.

The total amount of calls submitted to the system was raised by 5,3% between 2000 and 2001. The number of certificates issued via the system reached three hundred twenty eight thousand and five hundred sixty two (328.562) for the year 2001. This notes an increase of 16.9% compared to two hundred eighty one thousand and one hundred seventy nine (281.179) documents for the year 2000.

#### Outcomes

A recent research elaborated by the National Center of Public Administration has proved that 95% of the users find this measure extremely useful for the simplification of the procedures concerning the issuing of certificates.

#### *C.4 Regulatory reform issues*

For the modernisation of the regulatory system and aiming at the strengthening of the law security feeling of citizens and enterprises, many projects have been adopted by the Greek government, in the framework of the European Support Frameworks, concerning the concentration, codification, digitalisation, electronic management and diffusion of the information concerning regulations to every user.

In this way:

1. All legal sheets of the **Official Gazette**, published since 1994, have been digitalized, in which laws, presidential decrees and many ministerial decisions are being contained. In this way, each user has the opportunity to have access in each regulation published at the Official Gazette, through the Internet.

In two years time, the digitalisation of all legal sheets of the Official Gazette will be completed, so that each user will have the opportunity to be directly informed about the total number of laws and presidential decrees, as well as for a great number of ministerial decisions that have been published since 1974.

For a better delivery of services to citizens and because the use of the Internet yet is not widespread, the creation of a system for the distribution of all legal sheets of the Official Gazette through the citizen's information/service centers, which will be the basic contact points between citizens and enterprises and the state, is being scheduled.

2. The codification and digitalization of all regulations which means of all laws, presidential decrees and many ministerial decisions of regulatory nature, is still in process by the unit responsible for codification's, under the name "Raptarrhis". All the above regulations, which constitute all Greek regulations, have been categorised in 112 thematic volumes from which 35 have already been updated

since the launching of the programme, until the year 2000. The project is expected to be completed by May 2004.

Continuous codification is easily accessible by any user through the Internet, as well as through a system of hard disc provision. The users who are not familiar with the use of the Internet will be facilitated because by the end of 2003 the modernisation of the existing system of the phone service of the users is expected to be completed. At the same time a special help desk will be created which will be supported by an improved call center. Finally, it will be possible that the continuous procedure of codification will be provided in a CD's form.

As we have already mentioned, the codification of laws and regulations is one of the main priorities of the programme "POLITEIA" which is part of the Actions Plans of each Ministry and Region. According to the Integrated Annual Plan for 2002, ten (10) projects are connected to codification activities.

3. The third main axis for the implementation of a Regulatory Reform Programme is, at present, a law draft for the "Control of the Quality of Regulations". When this draft law will become a law of the Greek State, new measures and procedures will be established at the law drafting procedure. More specifically:
  - First of all, the most important principles of good regulation are being defined, as well as the obligation to maintain them for every new regulation that is produced. There is also a provision for the quality control of all regulations that are being promoted by the Central Government. The principles of good regulation, with which the good quality of regulations is being ensured, are the necessity of regulation, the appropriateness of its combination with the assessment of its consequences, the harmonisation with the national, European and international law and the clarity of its content. The effectiveness and transparency at the stage of producing a regulation is considered to be achieved by the public consultation process with all interested parties concerning each new regulation.
  - Secondly, the appropriate organisational structure is proposed for the quality control of regulations by establishing a Central Unit for the Quality Control of Regulations at the centre of the government, that is at the Prime Minister's Office, as well as equivalent units in each Ministry, entitled with the same task. The establishment of the central unit at the Prime Minister's Office as well as the establishment of the units at each Ministry that report directly to the Minister is believed to be necessary for the successful and independent work of these units.
  - Thirdly, a quality control procedure is established for all regulations that are promoted by the Central Administration. Regarding this procedure, a Quality Control Report has to be completed for each regulation designed by the Central Administration, which contains, as an independent chapter, the Regulatory Impact Assessment (RIA), only for regulations that have important consequences on the economy and the enterprises in general.
  - Fourthly, a procedure for assessing of the implementation results of regulations that imply great consequences on the economy is established. The draft of law also proposes that a procedure for the review of existing regulations should also be established, with the purpose to simplify them and thus become more responsive to the principles of good regulation. The means for exercising an effective control is the Quality Control Report. This Report is being composed by the Quality Control of Regulations' Unit in each Ministry, which co-operates with the agency responsible for the design of the regulations at the Ministry, as well as with

the Central Unit for the Quality Control of Regulations. Concerning the proposed new laws or presidential decrees or ministerial decisions, the Central Unit has the authority to make remarks, with which the Unit in each Ministry has to comply.

- Concerning RIA, it is being formed only when a regulation has important consequences on the citizens, or on the function of enterprises and the economy as a whole, while the possible costs, as well as the possible benefits of the implementation of the regulation are being estimated. The formulation of a RIA is considered to be an innovative measure, as it can become an instrument of great importance and effectiveness.

#### ***D. Institutional measures to promote human resources development and transparency***

As part of the public sector modernization agenda, the Human Resource Management is currently going through a reform process in order to increase effectiveness and to prepare the ground for a result-oriented Public Administration. The reform covers recruitment procedures, career structure and career development, appraisal system, and training.

##### *1) Recruitment*

In the field of recruitment the Ministry of Interior, Public Administration and Decentralization is taking steps to improve recruitment procedures in order to attract more highly-qualified candidates. This includes a medium-term planning process and the establishment of a new Law on Personnel Recruitment. Both will help to improve the identification of the government human resources needs in terms of candidate profiles, in order to balance supply to demand.

The system of recruiting civil servants has been frequently modified and was once again under review. The main concern is to ensure an objective and impartial system based on merit. In order to establish a simple, rational and merit recruitment system YPESDDA has lunched a new law on Personnel Recruitment (September 2002). Among law provisions are:

- revision of the selection system based on objective criteria (ex: education level knowledge of foreign language, experience in the position field, general working experience, use of information technology etc.)
- profound point system for recruitment
- boosting the use of High Council of the Selection of Personnel (ASEP) to ensure its objectivity and merit in parallel with the simplification, acceleration and decentralization of recruitment procedures (ex: multiple - choice tests - Using computer-based pre collection, holding more competitive examination for specialists etc.) Furthermore, expanding the ASEP's Organization Structure through the establishment of Regional Units is among law provisions.
- reestablishment prohibits age limits. Under the provision of the new Law the maximum age limit have been abolished.

**Recruitment Planning:** In the framework of Strategic Planning and Programming the Ministry of Interior, Public Administration and Decentralization has adopted a medium-term planning process for personnel recruitment. This involves depth annual programme for personnel appointments with three-year time horizon; the upcoming recruitment and the two following years. Thus, a consistent and cohesively

structured process employed across all levels of government. Ministries and lower levels of government (prefecture and local) prepare their plans for personnel recruitment using a range of objective recruitment criteria and submit them to relevant authority for approval (Authority for approval; Ministry of Interior, Public Administration and Decentralization).

Public Administration benefits from the improvement of management planning for staff, jobs, and skills, by anticipating future needs and by avoiding job insecurity through better adapting recruitment to needs.

In terms of decision making, recruitment programme gives better overview when it comes to deciding on staff requirements and human resources allocation to planned activities. Subsequently, the multi-year planning framework provides the link between the governments fiscal policy objectives in a macroeconomic context and their application in an operational context. It is also aligned with the multi-year budget framework on the basis of reforming budgeting process.

2) *Redesigning Appraisal System connected to Administration by Objectives.*

The Ministry of Interior, Public Administration and Decentralization is taking steps to improve Appraisal system in Greek Public Administration. Appraisal system is redesigning in the spectrum of matching skills and responsibilities and at the same time motivates staff to work efficiently. A key objective of the reform is to integrate performance-based elements into career development. Thus the Appraisal system is planning to encompass the following sub-appraisal systems:

- Appraisal to enter upon hire managerial and supervisory post.
- Appraisal to remain in the present post.
- Appraisal to identify training requirements.
- Appraisal for Public Agent reorganization.

3) *Training and development.*

As part of the current reform the National Center of Public Administration is becoming the central carrier for quality improvement of Public Administration human resources within all levels of government through the reconstruction of National School of Public Administration, and the boosting of the operation of Institute for In-service Training. Furthermore, the Ministry of Interior, Public Administration and Decentralization is taking steps to establish the National School of Local Government.

4) *Introducing a new pay system*

A Committee operates under the auspices of the Ministry of Interior, Public Administration and Decentralization, to study and re-examine the existing pays system. The main concern is its adjustment in order to operate as incentive mechanism motivating and attracting skilled employees.

5) *Institutional framework to promote Transparency and Control*

A new draft of law is already elaborated with the aim to promote further transparency. Among its provision most important of which are the following ones:

- Speeding up the trial procedures for corruption cases.
- Introduce the General Administration Inspector
- Empower the Institutional framework of the Administration Inspector Body as the main competent authority to inspect the Property Declarations of Civil Servants and expand its inspection authority to Local Government Enterprises and other Public Entities submitted to the private law.

***E. Recent developments concerning the two levels of local government.***

- The improvement of the legislative provisions for the local authorities of the first level, by amending the Municipal and Communal Code is a basic priority. A Committee operates under the auspices of the Ministry of Interior, Public Administration and Decentralization, to study and re-examine the existing Code, to be adjusted to the demands of modern society.
- New financing framework for local Government. The introduction of self-financing techniques for the operation of local authorities is a basic priority too. By the end of 2002 an operational plan will be developed which will establish new forms of co-operation between the Municipalities and the private sector. Furthermore the deployment of framework to apply double entry book-keeping to the first tier of local government, is in progress.
- Local Government Employee Records Database is under development.
- Local Government Finance Database System is under development.
- A new Employees Status Code is under development for the first tier of local government based to the existing Municipal and Communal Employees Code.
- Integrated Information Systems for Prefectures is under development.
- Integrated Information System for Regions is under development.

## ITALIE/ITALY

### **Cantieri programme for innovation**

At the beginning of 2002 the Italian Government (Public Administration Department) launched *Cantieri* the single banner under which all the initiatives for innovation in public service undertaken by the Department are united. *Cantieri* promotes innovation based on institutional “empowerment”. Public administrations and public services are encouraged and supported to create the environment necessary to identify by themselves the areas needing change and to be able to anticipate and steer their process of change.

*Cantieri* is based on a community network that produces ideas, promotes experiments in innovation and consolidates the results. The Public Administration Department within this initiative supports the participating organisations by making available to them a vast body of information, training and consultation services and also promotes projects for the experimentation of innovative solutions, which are designed to respond effectively and efficiently to the needs of business and citizens.

The following examples show some promising practices that are currently taking place under *Cantieri*.

### **V.I.C. -- Integrated change evaluation**

***“What can I do to improve the management of my Local Council?”***

***“How can I obtain an overview of the organisation of my Province?”***

The managers of local bodies now are able to make use of a tool which helps to reply to these questions. The V.I.C. (Integrated Evaluation of Change) point out the strong and weak points within an organisation and provides a way of placing an organisation in comparison with others of similar nature. It provides a comparative analysis, aimed at helping the managers of the local bodies formulate plans for change, matching the organisation through the results given against a set of indicators and quantitative information.

Replying to the questions posed by the V.I.C. questionnaire, the directors will be able to have a “portrait in figures” of their organisation: a report with grades, compared with the average results for similar organisations. The report covers various areas, including: the quality of staff, the reward system, the internal training, the financial management, the technologies, the tools for planning, control and evaluation and the quality of the external relations network.

The use of the V.I.C. allows the group of directors to discuss the problems of the internal organisation on the basis of an aimed and articulated analysis and allows them to define quantitative objectives for improvement.

The aim of the V.I.C. is not that of giving “reports” or “league tables” ( information on single organisations are reserved and not made public) but that of providing an analysis tool which, together with managerial sensibilities can help the top management of the organisation effectively manage change.

A distinctive feature of the questionnaire, which distinguishes it from the C.A.F. (Common Assessment Framework) model, is that the questionnaire is mainly based on quantitative indicators. As regards each distinctive condition, the situation of an administration is investigated through one or more questions, related with specific indicators, to whom the programme participants have to answer giving mainly quantitative information. The score set has been previously established in the planning phase of the project, in order to minimise bias. Indicators have been set up on the basis of both their significance and easiness of the information retrieval from the participant's point of view.

The programme is based on the voluntary participation of administrations. The questionnaire is available on the Web and should be filled in by a representative of the political authority. Once filled in, the questionnaire is sent to the central server. The report resulting from the data processing follows an established model which outlines -- for each question and topic -- the result and the position in comparison with those of other administrations.

Each administration can choose autonomously the administrations to compare with, according to fixed established features (type of administration, geographical area, population).

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### **Regulatory impact analysis**

The RIA is one of the major tools employed to improve the efficiency and effectiveness of regulation. It has a great influence on policy making, assessing costs and benefits of regulations and rendering policy making more citizen oriented and thus more effective.

RIA was first introduced in Italy by the law n.50 of 1999 as part of a specific policy on regulatory quality (following OECD guidelines). The law introduced mandatory reports on legal drafting and on the regulatory impacts of new measures prepared by the government to assess the costs of new regulations on the public sector and business.

The devolution of authority from central to subnational governments in many OECD countries makes high quality regulation at one level dependant on regulatory policies and practices at other levels. Therefore, the scope of regulatory policy should include a focus on regulation making at subnational levels.

In accordance with this new challenge, recently identified by the OECD, the Italian Department of Public Administration in collaboration with Formez (a national training institute, partner of Cantieri) is promoting the use of RIA by regional governments, through a specific programme which is based on the experience previously made in implementing RIA at the central level.

The programme includes the training of local public officials which was developed in four sessions, with 7 thematic modules, for the duration of 14 days. The courses, held in Naples, Rome and Turin were attended by 100 participants from 14 Regions.

Currently, public officials are applying the RIA techniques previously learned on specific regulation acts of their administrations. The aims of this phase are mainly to verify the coherence of the methodology to the regional needs and to disseminate the culture of the RIA within the single administration. The Regions involved are: Piemonte, Veneto, Emilia Romagna, Umbria, Abruzzo, Lazio, Campania, Molise, Sardegna and Sicily.

The results of the practice experience will be presented during a final seminar, to be organized within each administration.

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### **Le projet « Chiaro »**

Le projet « CHIARO » a été mis en place au sein du Département de la Fonction Publique de la Présidence du Conseil des Ministres et il est composé d'un groupe de travail ayant pour mission de simplifier les documents administratifs.

Les principaux objectifs dudit projet sont les suivants :

- Diffuser les techniques de simplification des formulaires et des documents de l'administration ;
- Créer au sein du Département de la Fonction Publique une structure permanente, ayant également une approche informelle, à laquelle les administrations publiques (et les opérateurs qui gèrent des services publics) peuvent s'adresser afin d'améliorer la qualité de la communication avec les citoyens/usagers ;
- Entreprendre des études afin de rendre les documents administratifs plus efficaces au point de vue communicatif tout en conservant leur validité juridique ;
- Participer au débat international des institutions, avec les groupes et les personnalités étrangères qui travaillent dans ce domaine.

Les activités programmées, et en partie déjà réalisées, sont les suivantes :

- le 8 mai 2002, une circulaire sur la « Simplification du langage des textes administratifs » a été adoptée ;
- un groupe d'experts spécialistes du langage et de juristes a entamé la réécriture de formulaires de l'administration publique destinés aux usagers (dont celui concernant la déclaration des revenus) ;
- un service de conseil en ligne (sur le site [www.funzionepubblica.it/chiaro](http://www.funzionepubblica.it/chiaro)) a été créé pour la simplification des formulaires administratifs envoyés par les administrations et par les opérateurs des services publics ;

- une nouvelle série du bulletin d'information « SLAM-Notizie » a été publiée et diffusée sur le site du Projet « CHIARO » ;
- un jury composé d'experts remettra chaque année une récompense aux administrations ayant produit des formulaires et des documents plus clairs et plus simples et un « label de qualité » sera attribué aux documents évitant le jargon bureaucratique ;
- un nouveau manuel de style des documents administratifs va être rédigé ;
- un programme de formation ad hoc est envisagé au sein du Département de la Fonction Publique afin de constituer un groupe d'experts chargés de poursuivre les travaux entrepris dans le cadre dudit Projet ;
- pendant le semestre italien de Présidence du Conseil de l'Union Européenne, un séminaire international sera organisé sur la simplification administrative

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### Governance project

The Governance project is one of the major concrete actions taken to sustain performance management and more broadly the transition of the public administrations from exclusively administrative and juridical-formal operational logics to action logics specifically aimed at objectives, results and a managerial approach and, as far as possible, sustained by private law. If this transition -- envisaged by legislation ever since the beginning of the 'nineties -- is to become reality, it is essential that the public administration should make ever greater use of techniques and systems -- from strategic planning to project management, from economic balance sheets to analytical accountancy and management control -- capable of valorising not only the role of the political organs in the definition of public policies and government strategies, but also the management autonomy and the managerial culture of the executive personnel.

This project's aims are to identify and apply a range of models which can facilitate the effective working of the various components of public administration; this strategy includes both the internal organization, including strategic planning, budget management, accountability systems, management, strategic assessment and also external relations connected with cooperation between institutions.

The project has four lines of action:

- **The Observatory** for the collection of examples of systems of 'governance' already in practice through the contributions of the administrations who benefit from the project. This in order to share knowledge and experience between staff in the institutions dedicated to processes of innovation and modernization.
- **The Laboratory** to identify general models and methodologies for governance systems which may be experimented in certain administrations.

- **Technical training** in order to spread models and methodologies identified in the laboratory and to promote sharing of knowledge and experience between staff working on the projects of redesigning governance systems.
- The delivery of services in terms of:
  - Training in order to provide an adequate support system for the methodological implementation of innovative systems for planning, management and control which are coherent with the guidelines of governance.
  - Methodological, technical and operational support for the implementation of governance models specific to each situation but matched to the network.
  - Planning and implementation of specific ad hoc projects for the creation of planning, budgetary, accountability and monitoring systems in the individual administrations.

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## JAPON/JAPAN

### A. New Developments

#### 1. *Information Disclosure*

Facilitated and precise implementation of information disclosure systems will lead to improved accountability of the government. Over 48,000 requests for disclosure based on the Law Concerning Access to Information Held by Administrative Organs (Law No.42 of 1999) were submitted to the heads of administrative organs during April 1, 2001-March 31,2002, the first year of the Law's implementation.

Additionally, the Law Concerning Access to Information Held by Independent Administrative Institutions, etc. (tentative translation, Law No.140 of 2001) came into effect on October 1, 2002. The Law provides the right for anyone to request the disclosure of information held by 144 corporations (Independent Administrative Institutions, Public Corporations, etc.) and stipulates that the corporations inform the public of their activities.

#### 2. *Policy Evaluation System*

On April 1, 2002, the Government Policy Evaluations Act (GPEA) came into effect.

Based on GPEA and the "Basic Guidelines for Policy Evaluation" adopted in December 2001 as a Cabinet Decision in accordance with the Act, each administrative organization has prepared its mid-term basic plan and annual implementation plan, and is conducting its policy evaluations. In addition, some of the organizations have already prepared and published their evaluation reports.

The Ministry of Public Management, Home Affairs, Posts and Telecommunications is now preparing a report on the progress of policy evaluations. The Ministry, in its exclusive responsibility for evaluation, is also conducting evaluations for ensuring coherent and/or comprehensive implementation of policies, and reviewing policy evaluations of each administrative organization for ensuring its objective and rigorous implementation.

#### 3. *Regulatory Reform*

In April 1999, the Government reorganized and reinforced the Deregulation Committee and changed its name to the Regulatory Reform Committee. By these measures, the viewpoint of regulatory reform has been brought to the fore of the Government's reform agenda. The Committee issued its Third Report in December 2000.

The Three-Year Program for Promoting Regulatory Reform was decided in March 2001 incorporating all the recommendations of the Committee's Third Report and considering both domestic and international suggestions and requests.

The Regulatory Reform Committee was abolished on April 1, 2001, and on the same date, a deliberative organ addressing further regulation reform, the Council for Regulatory Reform, was established under the Cabinet Office.

Council for Regulatory Reform produced "Interim Report" (July 24, 2001) which describes the basic lines in the field of the 6 priority sectors such as Medical Care, Social Welfare and Childcare, Labour, Education, Environment and Urban Revitalization.

The council, having further discussed after finalizing "Interim Report", produced "First Report Regarding Promotion of Regulatory Reform", which was reported to the Prime Minister. The report refers to not only 6 priority sectors but also some other sectors related to economic regulations.

Furthermore, revision of the "Three-Year Programme for Promoting Regulatory Reform" is now in progress, taking the First Report into account to the maximum extent. As a result of this, the government will have finally decided the revised programme by the end of March 2002. Council for Regulatory Reform produced "Interim Report" on July 23, 2002, which adopted "Revitalization of the Economy" as the basic line and described regulatory reform measures based of 5 cross-sectoral themes.

#### **4. *Re-employment of Aged Personnel***

In view of the steady ageing of the population and the scheduled reform of public pension schemes, of which an important part is to raise the entitlement age for full pension payment up to 65 years, the NPA made a recommendation to the Diet and Cabinet in May 1998 with regard to the revision of the National Public Service Law (NPSL).

According to this recommendation, the NPSL was revised in July 1999 to introduce the system of the re-employment of officials in their early sixties as April 1, 2001. It has been utilized since April 1, 2002, when the gap between the compulsory retirement age and the start of receiving a public pension was raised.

In the revised law, capable retired government employees who desire to continue to be employed after the fixed retirement age (the current fixed retirement age of 60 is sustained) may be re-employed until they are 65. The new re-employment system provides them with full-time or part-time (16 to 32 hours per week) work. The remuneration for these employees is determined based on a recommendation by the NPA.

### **B. Promising Practices**

#### **1. *The enlargement of the recruitment and the promotion of female national public officers***

On May 21, 2001, the National Personnel Authority offered "Guidelines concerning the enlargement of the recruitment and the promotion of female national public officers" to each Ministry. In response to the Guidelines, on June 5, 2001, Headquarters for the Promotion of Gender Equality, composed of Prime Minister as the President and All Cabinet Ministers, decided that the whole government would comprehensively promote the matter to carry out the Guidelines. By the end of the year, each Ministry found and analyzed the current situation of recruitment and promotion of female officers, as well as

formulated a “Plan for the enlargement of the recruitment and the promotion of female national public officers” which shows the target toward FY 2005, concrete measures to achieve the target , and have been advancing measures for the Plan.

## 2. *Realization of “the e-Government”*

The IT Strategic Headquarters reviewed, “e-Japan Priority Policy Program” and formulated a new plan, “e-Japan Priority Policy Program -- 2002” in June 2002 in order to achieve a goal; to make Japan the world's most advanced IT nation. The summary of the new program is available at the following address: [http://www.kantei.go.jp/foreign/policy/it/0618summary/01\\_e.html](http://www.kantei.go.jp/foreign/policy/it/0618summary/01_e.html)

“Realizing the e-Government and application of IT in other public areas” is one of the five policy priorities in this program. One of the main targets in this area is realizing the government that gives the same status to electronic information as manual information. To achieve this target, the legal framework concerned should be reviewed. Most laws and regulations stipulate that applications, notifications and other procedures should be done by written forms. As these provisions can be obstacles in making government procedures on-line, a bill that declares principally all procedures can be made electronically was submitted to the 154th Diet session and will be discussed in the coming 155th session.

Through these measures, the government continues to make every effort to realize the e-Government where electronic information is given the same status as manual information.

## LUXEMBOURG

Le ministère de la Fonction publique et de la Réforme administrative vient d'élaborer un projet de loi portant réforme du statut général des fonctionnaires de l'État. Il s'agit d'une réforme importante contenant un certain nombre d'innovations dont il y a lieu de citer en premier lieu le service à temps partiel permettant aux agents de l'État d'occuper des tâches à vingt-cinq pour cent, cinquante pour cent ou soixante-quinze pour cent. Il ne pourra être accordé qu'à la condition que l'intérêt du service ne s'y oppose pas. Dans un but de flexibilisation, il est prévu qu'un seul agent peut cumuler deux formes de service à temps partiel d'une même catégorie à l'intérieur d'un même département ministériel, ce qui englobe aussi les administrations et services qui se trouvent sous la compétence directe du ministère concerné.

En outre, la procédure disciplinaire sera réformée. Une des mesures principales consiste dans la création du commissariat du Gouvernement chargé de l'instruction disciplinaire qui contribuera à la simplification de la procédure en mettant un terme à la multiplication des intervenants qui conduisait à des erreurs de procédure, à des difficultés d'interprétation et, parfois, à des décisions contradictoires. Une autre modification importante est la transformation du Conseil de discipline, jusqu'alors organe consultatif, en organe décisionnel. Ceci garantira un système disciplinaire plus impartial et indépendant par un organe collégial qui sera doté de véritables pouvoirs de décision comme ceux qui sont conférés à une juridiction.

Ensuite, cette réforme prévoira un mode de nomination à durée déterminée aux postes à responsabilité particulière de l'administration. Les fonctionnaires dirigeants bénéficieront d'un mandat renouvelable de sept ans. Au cas où leur mandat ne serait pas renouvelé, les fonctionnaires seront réintégrés dans un autre emploi de la carrière supérieure. Cet emploi correspondra le plus souvent aux fonctions qu'ils occupaient avant leur nomination dans la fonction temporaire.

Il y a également lieu de mentionner le télétravail constituant une nouvelle forme d'organisation du travail dans le secteur public. La disposition insérée dans le projet de loi portant réforme du statut général des fonctionnaires de l'État a pour but de créer la base légale indispensable aux fins de fixer ultérieurement les conditions et les modalités du télétravail par voie de règlement grand-ducal. Avant d'appliquer ce nouveau mode de travail, un groupe de travail étudiera en détail tous les problèmes susceptibles de se poser. Ensuite, il faudra lancer des projets pilotes pour pouvoir introduire progressivement le télétravail.

Le projet de réforme précité prévoit encore la simplification du passage des personnes ayant acquis une expérience professionnelle particulière dans le secteur privé vers le secteur de l'État. Cette disposition permettra le recrutement d'experts du secteur privé. A titre exceptionnel, un fonctionnaire pourra aussi être détaché vers le secteur privé.

Enfin, en matière d'ouverture de la fonction publique luxembourgeoise aux ressortissants de l'Union européenne, un projet de règlement grand-ducal dresse une liste limitative » des emplois dans les secteurs prioritaires qui comportent une participation directe ou indirecte à l'exercice de la puissance publique. Ceci permettra de connaître de manière précise les emplois réservés aux ressortissants luxembourgeois et donc a contrario tous ceux ouverts aux ressortissants communautaires.

A côté de la réforme du statut général des fonctionnaires de l'État, le Gouvernement luxembourgeois prépare une réforme du mode de recrutement dans la fonction publique. Les nouvelles procédures sont actuellement à l'étude et il est prévu de les mettre en application au courant de l'année 2003.

Le principe du recours à l'organisation d'examen-concours sur épreuves pour régler l'admission au stage dans toutes les carrières de l'État sera généralisé. Ces examens sont organisés à intervalles plus ou moins réguliers et de façon centralisée par le ministère de la Fonction publique et de la Réforme administrative pour les départements ministériels et les établissements publics qui disposent de vacances de postes. Afin de réagir rapidement aux besoins urgents en personnel, les relations entre les départements, administrations ou services publics seront optimisées pour assurer un plan d'organisation répondant aux besoins de tous.

L'amélioration des flux d'information et la convivialité des procédures dues à l'évolution des nouvelles technologies qui seront ainsi atteintes s'inscrivent dans le cadre du programme e-government qui vise à établir un lien plus proche entre les citoyens et l'État. En ce qui concerne le recrutement pour l'État, les candidats potentiels pourront, à l'avenir, recourir à l'usage d'Internet pour se documenter sur les possibilités offertes par tous les employeurs, y compris le secteur public.

Dans ce contexte, un nouveau site spécialisé, facile à mémoriser et servant à la fois à des fins informatives et publicitaires, permettra aux candidats de trouver des informations sur les postes vacants, l'organisation des examens-concours, de même qu'ils auront accès aux questions d'examen des épreuves précédentes. Par ailleurs, le site aura des liens avec d'autres adresses susceptibles de les guider dans leurs recherches, tel que par exemple le site de l'Institut National d'Administration Publique.

## NORVÈGE/NORWAY

### Public Sector Reform

The key policy instruments of the *Government's programme for modernising* the public sector are decentralisation and delegation within the central government, and decentralisation of tasks to the municipalities. The Government's main task consists in designing framework conditions that stimulate reform efforts at the local level. Modernisation is currently focusing on putting in place framework conditions which create incentives for increased user-orientation and for improved cost efficiency.

The public sector service providers in Norway are funded for the most part on a block grant basis. The Government is considering the introduction of *funding systems* in which the funds to a greater extent follow the user. This is with a view to widening consumer choice and establishing a level playing field in new areas. In order to contain the overall level of public expenditure, sound cost control needs to be given high priority when assessing various modes of funding.

Regardless of funding system, excess demand will exist in a number of areas unless demand is regulated via user payment. While user payment is relatively high within technical services, public transport, nursing homes and day care centres, user charges are generally low or non-existing in public health and education, including higher education.

High priority is given to scrutiny and strengthening of *regulatory agencies* in the reform effort and the Government intends to present a White Paper on regulatory agencies during the current year.

The principles underlying the disposition and treatment of the *fiscal budget* set important parameters for reform efforts at the local level. A committee is due to present, by 1 December 2002, recommendations on what changes should be made in the central government's budget and accounting principles. The committee is also considering the merits of multi-year budgeting in order to take better account of the characteristics of investment, adjustment and development projects that span several years.

The Government will this year publish a White Paper on merging the social welfare, labour market and social security agencies into a single body in order to improve the *coordination of public services*.

The Government is committed to a block grant system as the central source of *financing of local government*. Block funding with no earmarking enables municipal authorities to assign their own priorities as regards resource use. Furthermore, it gives the central authorities a good basis for cost control and macroeconomic management. Through adjustments in the framework conditions, the central government will facilitate cost-efficient funding of service provision at the municipal level.

Many municipalities are too small or sparsely populated for efficient markets to be established for municipal services or for economies of scale to be exploited. *Inter-municipal collaboration and municipal mergers* may in some cases make for more effective and efficient operations. The Government has proposed improved incentives for municipal mergers.

In conjunction with this year's wage settlement, steps were taken towards a more flexible *wage formation* both at central and local government levels. The Government will also work for more flexible rules for appointments and working time, and has already presented a proposal entailing a relaxation of the rules on overtime worked to the Storting, cf. above. The Government gives particular priority to *public sector reforms* in the following areas:

- A committee will assess the content, quality and organisation of *primary schools*. Laws and rules will be simplified and the funding system will be evaluated. The Government also intends to make it easier to set up independent (private) schools in Norway.
- Reforms of *higher education* include a new degree structure, a results-based funding system, and new acts on state universities and colleges. A new financial support scheme will be introduced for higher education in the autumn of 2002 in which grants will partially depend on completion of the course in question.
- The *hospital reform* concentrates sectoral responsibility, funding responsibility and ownership in State hands.
- In the period 2002-2005 the *Norwegian Armed Forces* will establish a new forces structure that will substantially improve operational ability within a tighter funding provision.
- The *police reform* entails a significant reduction in the number of police districts with a view to achieving better service provision for the public and greater costeffectiveness.
- The *courts reform* will reduce the number of court districts and courts of first instance.
- The *Public Roads Administration's* production operation is to be converted into a public corporation, and all Public Roads Administration contracts will be opened to competition.

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## New developments

The Basic Collective Agreement from 1<sup>st</sup> of May 2002 to 30<sup>th</sup> of April 2004, brings new incentives to retain senior employees in the service after the age of 62 (early retirement age). The aim is to adjust the right measure to individuals. A contract will be signed by the employee and the employer for a defined span of time. It can be renewed after an evaluation.

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There are two measures that can be combined:

- Paid leave of absence one workday a month, up to maximum 12 days a year.
- A certain amount of money up to 10 per cent of gross salary.

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## NOUVELLE-ZÉLANDE/NEW ZEALAND

### New Developments

This fact sheet focuses on three new developments in public management in the New Zealand State sector at the moment:

1. “Managing for Outcomes” -- evaluation of the initial rollout.
2. Integrated service delivery.
3. Crown entity reforms.

### “Managing for Outcomes”: Evaluation of the Initial Rollout

In our previous fact sheet, we had reported on a major new initiative now called ‘Managing for Outcomes’. This involves improving the performance of Public Service departments via a new approach to departmental planning and reporting. This new approach involves a mind shift -- 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. Departments now need to give more emphasis and attention in their planning processes and products to outcomes, partnerships with others, departmental capability, risk management, and providing evidence of the links between outcomes and outputs. All of this information is now incorporated in what is called a Departmental Statement of Intent (SOI).

The SOIs were piloted in an initial group of 12 trail-blazing departments. In many ways, these were departments that were ready to take a long hard look at how they did their work. An evaluation of how these departments went about preparing their SOIs was then commissioned by the ‘Managing for Outcomes’ Steering Group. The evaluation’s purpose was to improve the continued rollout of SOIs in 2003/2004 and beyond. The main conclusions of the evaluation are set out below; a copy is available on [ssc.govt.nz](http://ssc.govt.nz) website.

The departments taking part had three broad approaches to their planning process. A few already had a well-developed cycle of strategic planning in place and modified it to include the SOI initiative. A second group of departments took the SOI initiative as an opportunity to embark on strategic planning. And a third group of departments concentrated on grappling with producing the SOI document, often drawing on other planning documents but without a strategic planning focus.

Even within the small group that took part, departments were at various points on the new planning “journey” -- they had a range of experience and capability to put into developing their SOIs. But although some departments had difficulties, they tended to regard these as positive challenges that they planned to address, rather than as negative obstacles.

All recognised that this approach to planning is evolving and developing. In the next year’s round of developing the SOIs, departments can apply the learning from the pilot phase -- such as an improved focus on outcomes in planning, and using the SOI as a communications tool to reach key stakeholder audiences.

The rollout got good buy-in from, and good agreement and co-operation among, the different agencies involved in the Steering Group. However, regarding support to departments that participated in this round of SOI rollout, the evaluation found that both the leadership and the management of the next phase of the rollout project will take more time -- not just because a larger number of departments will be involved, but also to allow more time for requirements such as preparing support (such as issues papers) and analysing and addressing issues within the Steering Group. Given the number of participants, the evaluation pointed out that expectations about their roles need to be clarified.

The evaluation confirmed that the new SOIs are a good first step -- departments have clearly taken pains to make their SOIs as accessible to the reader as possible. Overall, the tensions and challenges identified in the evaluation are as expected in a changing environment. This is the very early stage of new planning expectations, and for 2003/04, all 36 departments will be engaged in preparing SOIs. Beyond that, we are looking at extending this approach to the Office of Parliament and the broader State sector.

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## **Integrated Service Delivery**

One of the three key areas highlighted in the Review of the Centre (see New Zealand fact sheet of March 2002) was achieving better integrated, and citizen-focused, service delivery. This was particularly where complex social problems are dealt with by multiple agencies, making sure the system is focused on the results that citizens and governments want in terms of outcomes and services.

We have termed this new way of working ‘Integrated Service Delivery’ (ISD). The work around ISD is about making a difference to the way the State sector operates and represents a shift to a ‘citizen first’ emphasis to public management concerns. The goal of ISD is to enhance regional co-ordination of State sector agencies, including their interaction with local government and community organisations, by adapting and building on existing successful models of local co-ordination. The main area of activity in ISD is in service delivery in which significant inter-agency co-ordination is required, and where service characteristics are best determined locally. This means that simultaneously services will need to reflect a stronger whole-of-government perspective *and* accommodate increased discretion by frontline staff to exercise discretion and judgement case by case.

What this means in practice is that:

- a) The whole of government perspective needs to be well articulated and understood.

- b) Frontline staff will need to be very familiar with the local context (i.e., determining what “context” means in each case and whose needs and values predominate in each case); and
- c) All of this implies that frontline staff will need to be trained well enough to confidently and expertly exercise judgement, and to be supported in doing so.

The focus on ISD is expected to meet the needs of two parties: the government and citizens/businesses. It meets the government’s needs through:

- a) Appropriate mechanisms of service delivery -- to 1) implement a co-ordinated, whole-of-government approach, and 2) to deliver a locally-customised approach capitalising on frontline expertise and judgement.
- b) Improving the value of and support to -- as well as the access to information by -- frontline staff.
- c) Building stronger links between the centre and frontline.
- d) Introducing or enhancing technology to achieve better service delivery; and
- e) Ensuring flexibility from region to region, not just centre to region.

Citizens’/business’ needs -- both access to and quality of services -- are to be met by:

- a) Minimising entry points to procure services -- less duplication, more simple, more straightforward.
- b) Improving the connection with Maori, specifically, to ensure a range of fora for state sector interaction with Maori.
- c) Providing a regional perspective on how effectively government is meeting the needs of citizens.
- d) Building relationships with community and voluntary groups, NGOs, private sector; and
- e) Determining the impact of change (e.g., technological changes) on citizens’ and businesses’ expectations.

One innovative mechanism of enhancing ISD is through what are termed ‘circuit breaker’ teams which are meant to address complex problems through innovative solutions, identifying good practice in regional coordination, fostering innovation, and renewed attention to State sector leadership and the role of the central agencies.

The circuit breaker teams will attempt to solve problems that have been long running and appear to be incapable of resolution by the usual departmental approaches. The problem areas recommended for early attention are domestic violence, immigration services, and truancy.

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## Crown Entity Reforms

“Crown entities” is New Zealand’s jargon for agencies and authorities – the plethora of central government organisations that are not departments of State or State-Owned Enterprises. Crown entities have no formal line of responsibility to a government department -- the accountability of governing body members is to the Responsible Minister. However, departments have a role in monitoring the performance of Crown entities against expectations, and providing the Responsible Minister with advice as required, for example, in assisting with governing body appointment processes.

Improving Crown entity governance has been long in development and is now part of the Review of the Centre activities currently underway in the New Zealand State sector. The State Services Commission and the New Zealand Treasury have continued to develop the Crown entity work in 2002 (see earlier Fact Sheet) following on from the Review of the Centre, which expressed continuing concern about the confused Crown entity governance and accountability arrangements. Successive reviews have recommended legislating for an integrated governance and accountability regime covering all Crown entities. A key part of this will be one umbrella statute that provides a uniform regime where whole-of-government interests apply but where there will be different provisions for categories of entities to reflect the diversity of bodies included.

The proposed legislative framework for all Crown entities would set out clear roles and responsibilities, and the intent is that all parties involved have confidence on expected standards of performance. The main elements of governance and accountability are:

- *Assigning all Crown entities to classes*, based on their function and relationship with the Crown. Classes include:

Crown Agents, which will be required to give effect to Government policy (Crown agents have a close relationship with the Crown -- Ministers can direct Crown Agents on matters of policy).

- a) Autonomous Crown entities, which will be required to have regard to Government policy.
- b) Independent Crown entities, which will neither give effect nor have regard to Government policy (the perception of citizens that the entity is free from government influence is of overriding importance; a good example of an independent Crown Entity is the Electoral Commission).
- c) School Boards of Trustees.
- d) Crown-owned companies.

- *Establishing generic provisions on duties* so that Crown entity boards are subject to:

- a) Good employer and Equal Employment Opportunity provisions;
- b) A Code of Conduct; and
- c) Collective duties, for example, to act in a manner consistent with the spirit of service to the public.

- *Appointing governing boards and chief executives* of non-company Crown entities within clear and consistent provisions, including, for example:

- a) *Ministers* appointing and dismissing governing body members of Crown Agents.

- b) the *Governor-General* appointing and dismissing governing body members of Independent Crown Entities; and
  - c) Crown entities consulting the State Services Commissioner on chief executives' terms and conditions of employment.
- *Establishing performance standards* through consistent requirements for preparing a Statement of Intent and Output Agreement.

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## POLOGNE/POLAND

### **New developments and promising practices**

#### *Direct election of head of commune, town mayor and city president*

On 20 June 2002 the Sejm (the lower chamber of the Parliament) passed the Law on direct election of head of commune (wójt), town mayor (burmistrz) and city president (prezydent miasta). According to the above-mentioned Law, since 27 October 2002 head of commune, town mayor and president of city will replace a collective executive board of the commune (the basic unit of local self-government). So far, the councils elected the executive boards of gminas (from three to five members).

The Law on direct election of head of commune, town mayor and city president states that this election shall be universal, equal, direct and shall be conducted by secret ballot. A candidate becomes a head of commune if s/he receives more than 50 percent of valid votes in elections. If no candidate for a post receives required number of votes, than the two highest-placed candidates will take part in runoff ballot fourteen days later. The candidate who receives the higher number of votes in the repeat ballot shall be elected for a post.

Anyone who is eligible to vote for councillors (i.e. any Polish citizen who, no later than on the day of elections, has attained the age of 18 years and permanently resides at the commune) has a right to vote for a candidate for a position of head of commune, town mayor and city president. Every citizen having the right to vote who, no later than on the day of the elections, has attained the age of 25 years is eligible to be elected for these posts. A candidate may apply for a post of head of commune, town mayor and city president only in one commune.

Candidates for head of commune, town mayor and city president may be nominated by electoral committees, created by political parties, associations and social organisations and voters.

The law on direct election regulates procedure and rules of financing the electoral campaign. There are various restrictions and limitations concerning both sources of financing and campaign expenditures.

The Law on direct elections of head of commune, town mayor and city president does not change division of competencies, tasks and responsibilities between constitutive (decision-making) and executive organs (bodies) of communes.

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***Phare project***

In the year 2002 the Phare project “Development of official human resources and capacities for effective alignment and reform” PL99/IB/OT/1A (October 2000 -- September 2002) has been continuing. The aim of the Phare ‘99 project which incorporates three components (strengthening of management in government administration, creation of database of the civil service corps, and information-promotional campaign in favour of the civil service corps) is to develop human resources and the potential of the civil service corps.

An increase of the number of well-trained employees of the civil service corps, skilled to work with the civil servants’ services of the EU Member Countries is one of expected results of the project. Within this Phare project, during two years, over 1 200 (about 600 people in 2002) civil service corps’ members were trained within the areas of the employees’ motivation systems, strategic planning, change management, human resources management (job evaluation, performance appraisal, job descriptions), recruitment procedures, communications and presentations, media management, internal communications.

Within the project framework during last few months the following activities have been completed:

1. The Civil Service Information Centre is fully operational;
2. A promotion campaign, aimed both at the public sector employees as well at the general public, has been initiated (brochures, folders, films, CD-ROMs);
3. The Human Resources Management Strategy for the Polish Civil Service corps was completed;
4. Seven information kiosks have been bought and an agreement on placing information on the civil service corps in the information network run by an infosystem company, has been concluded.
5. Developing a set of mission statements and strategic plans of governmental offices involved in the project;
6. Elaborating of systems for effective monitoring of cohesion in human resources management strategies in the civil service;
7. Launching operation of the database on human resources of the Polish civil service;
8. Developing and publishing a Management Manual for the Polish civil service, which incorporates the best practices on e.g. implementation of human resources management strategy.

### ***Human Resources Management Strategy***

The strategy elaboration has been preceded by formulating “Vision and Values of the Civil Service” which determine general direction of development of civil service. It was a point of reference while formulating the strategy of human resources management and its implementation agenda. Visions and Values show how civil service should perform and which principles -- both collective and individual -- should be used.

The aim of the strategy is to improve efficiency and quality of service provided by civil service and to upgrade its prestige in Poland and abroad by continuous training and recruiting into the civil service people with appropriate qualifications.

A problem of meeting permanently increasing demands can only be faced through undertaking actions enabling development and improving civil service in a uniform and ordered way.

The most important components of the strategy are as follows:

- Planning and using resources.
- Leadership, organisational structures, functions and duties.
- Recruitment and selection.
- Remuneration and motivations.
- Relations with employees.
- Training and improvement of qualifications.
- Management of work's results.
- Peer chances.
- Improvement of departments on Human Resources Management.

In order to implement the strategy an Action Plan has been proposed. Its agenda reflects the particular components and priorities. 60 actions with different level of importance and urgency have been laid down.

Strategy of human resources management in the civil service is the strategy of universal character for entire civil service. Overall directions of change and improvement, included in the strategy, should be the basis of working out individual HRM strategies in particular offices.

In individual strategies of offices, and in particular in action plans, it will be possible to take into account existing differences between offices, concerning for instance their aims of functioning, own priorities, way of work, resources etc. There could be placed priority activities for a particular office which are not included in the overall strategy, but which are in line with it. Individual HRM strategies should supplement and support the overall strategy of human resources management in the civil service.

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***Code of Ethics***

In the years 2000-2002 a draft of the ethics code in the civil service has been prepared by a commission at the Head of Civil Service and positively commented by the Civil Service Council. The Head of Civil Service presented the Code to the Prime Minister with a request to vest the Civil Servants' Corps with the Code.

The Prime Minister undersigned the Code of Ethics on 11<sup>th</sup> of October 2002. The Code of Ethics will be published in 100 thousand copies and distributed to all government administration offices (about 2 500).

The Code of Ethics covers the five standards:

1. The civil service corps' member shall treat his work as a public service; he shall always bear in mind the interest of the Republic of Poland and her democratic system; he shall protect the justified interests of each individual.
2. The civil service corps' member shall perform his duties in a fair way.
3. The civil service corps' member shall take care to enhance his skills.
4. The civil service corps' member shall be impartial in the execution of his assignments and duties.
5. In the execution of his assignments and duties the civil service corps' member shall observe political neutrality.

The Code of Ethics has specified the following ethical principles:

- Service procedures driven by professionalism.
- Accountability for decisions made.
- Keeping a politically neutral and impartial attitude towards service.
- Recognition of Civil Service activity as professional public service provision.
- Honest application of the binding legislation.
- Adopting transparency in all proceedings and maintaining an attitude marked by openness towards public opinion.
- Ability to keep confidence and business secrecy at work.
- Honesty in professional and peer relations.

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***The competition for “The Most Friendly Office of Government Administration” award***

The competition for “The Most Friendly Office of Government Administration” is organised by the Head of Civil Service periodically. Nowadays the second edition is carried out under the auspices of the Prime Minister, Leszek Miller.

The purpose of the competition for the most friendly office of government administration is to promote activities and organisational arrangements among government administration offices aimed to improve customer service quality and increase the satisfaction of the customers of the office, and hence to build an image of the government administration as a professional organisation characterised by legality, integrity and high competence.

Learning from the experience from the first edition this year the Rule of Competition was improved according to opinion of Auditors and Competition Board. Competition Board has appointed candidates for prize-winners in two categories: small office (below 100 employees) and large office (above 100 employees).

The progress of the competition and the selection of the winner is monitored by Competition Board which consists of the representatives of the Prime Minister, the Ombudsman, the Transparency International Poland, media, the School of Public Administration in Łódź and the Head of Civil Service.

The competition consists of 6 stages:

- Stage I (June 2002) -- opening of the competition by the Head of Civil Service, publishing information on the progress and rules of the competition on the website of the Civil Service Office and in the Civil Service Bulletin.
- Stage II (from June to 31 July 2002) -- enrolment of candidates in the competition. The offices participated in the competition send a completed questionnaire together with the consent to check (audit)
- Stage III (August 2002) -- nomination of 25 candidates for the award and to the next stage competition.
- Stage IV (from September to 15 October 2001) -- appointment of the Audit Committee and carrying out of the audits in the nominated offices.
- Stage V (October 2001) -- elaboration of the results, meetings of the Competition Board, selection of the winners.
- Stage VI (November 2001) -- official announcement of the results and presentation of the winner.

The second edition for “The Most Friendly Office of Government Administration” enjoyed much bigger interest of offices than a previous one. The number of participants is doubled as compared to the 2001 number. It’s worth stressing that majority of them compose local tax and police offices.

The winners in two categories: small and large shall be awarded a commemorative cup and the title “The Most Friendly Office of Government Administration in 2002”, which it will hold for one year, until the next edition of the competition. Official announcement of the results and presentation of the winner will be held during the Ceremony of the Day of Civil Service in the Chancellery of the Prime Minister in November 2002.

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## PORTUGAL

### **Human resources management in the Portuguese public administration**

#### **Recent trends**

Update of the information set out in the last report presented in the 25th session of the Public Management Committee, in March 21-22, 2002.

#### **A. *Disbanding, merger and reorganisation of Public Administration services and organisations***

The present Government regards intervention imperative as regards the structure of the Public Administration with a view to readjusting and down-sizing it by preventing the unsustainable growth of the administrative machinery as a result of the multiplicity of services and public institutes with overlapping duties and powers or the function of which is no longer justifiable. To sum up, the Public Administration must be reduced to a size more compatible with quality and efficiency requirements in the public service so as to speed up and focus intervention on meeting the needs of citizens.

In this context, the Institute for Innovation in the State Administration (IIAE) has been disbanded and the publication of the respective regulation is expected shortly.

The duties and powers that were assigned to it were never applied and developed and its powers have been transferred to other organisations focussed on the same areas such as the Directorate General for Public Administration, the IT Institute and the Institute for the Management of Citizens' One Stop Shops by developing the activities of these organisations as well as making the most of available resources.

#### **Supernumeraries**

Following guidelines for the rationalisation and optimisation of structures, the mobility of civil servants and contractual staff of the Public Administration with a view to the full development of their capabilities and capacities, is an effective management instrument for the speedy and efficient implementation of goals.

All civil servants and contractual staff whose services or organisations have been disbanded, merged or reorganised will be assigned to other functions as soon as possible. A series of mechanisms and procedures have been created to achieve this goal speedily and pragmatically.

For this purpose, a strategy to stimulate mobility of PA personnel has been adopted. Staff will be assigned in accordance with individual abilities, their suitability in the interests of the services to guarantee the inter-ministerial co-ordination in relation to public employment supply.

Services will meet staff needs by recourse to staff assigned to the supernumerary establishment plan and the restriction of external recruitment (Decree-Law n° 193/2002 of September 25<sup>th</sup>.)

### **B. Rationalisation of Public Administration staff**

A number of measures have been adopted, aimed at the strict control of admissions in Public Administration as well as the re-evaluation of existing contractual situations so as to stop the uncontrolled growth of the administrative machinery and the consequent increase of public expenditure (Joint Resolution n° 643/2002 of August 22<sup>nd</sup>.)

At open competitions level:

1. Freezing of all external admissions for posts in Central Administration services and organisations and public institutes with specific activities or public funding, however, in exceptional situations as in the case of Ministry of Health posts, specific categories may be admitted.
2. Suspension for reappraisal of timing, necessity and adequate budgetary coverage of all pending external open competitions, not attached to the civil service, of which there is no final, ratified, classified list at present.
3. Only internal open competitions for entrance or promotion to other categories may be held, provided the respective budgetary allocation is ensured and the final, classified, ratified list is dependent on confirmation of same budgetary allocation, obtained from the corresponding delegation of the Directorate-General for the Budget.

At contracting levels:

- Reinforcement of the follow up and monitoring mechanisms in the contracting of PA personnel on fixed term and provision of services contracts, Resolution of the Council of Ministers n° 97/2002, of May 2<sup>nd</sup>).
- The contracting of new personnel is suspended, specifically: employment contracts governed by public law, fixed term contracts and individual employment contracts.
- Fixed term contracts in force expire at the end of the respective term.
- Services and organisations with staff providing specific services must justify these contracts, within 15 days, to the member of the Government to whom they are accountable so as to evaluate the need for this regime.
- The secondment of personnel from public or private companies shall be dependent on actual need.
- The secondment or transfer of personnel from Local Administration to Central Administration is suspended.
- Exceptions deemed as absolutely necessary must be proposed to the Ministry of Finance by the Member of the Government concerned.

**C. *New management instrument***

Annual submission of establishment plan charts, applicable to public services with staff with individual employment contracts, with a view to improving statistical information, through the more extensive collection of data (Decree-Law n° 123/2002, of May 4<sup>th</sup>).

**D. *Public Administration employment pool***

A Public Administration Employment Pool ensures supply and demand in public employment, regardless of the public or private nature of the respective legal employment relationship. It makes use of Information Society potential (available through the Internet). It is also an objective integrated in the guidelines for the development of Public Administration human resources employment and management policies, the implementation, of which shall be effected by the end of 2003.

This is aimed at simplifying and increasing transparency of recruitment and re-assignment procedures: In addition to those mechanisms provided for by law, it will be an additional mechanism for the divulgation of job opportunities in Public Administration and will facilitate the geographic, inter-departmental and professional mobility mechanisms.

The employment pool as a basis for information will be supplied with data at three levels:

- Through services that make information available either in terms of public employment supply (in the modalities of contracts of employment governed by public law, fixed term contracts, individual employment contracts or other ways of attachment under public law regimes) or in terms of staff recruitment needs (by recourse to mobility mechanisms).
- Through DGAP (Directorate General for Public Administration), which provides information as to existing personnel to be assigned to functions that are already attached to the supernumerary establishment plan.
- Through all staff wishing to change their workplace, service or career, who are registered individually for this purpose.

**E. *Total allocations***

In the ambit of collective bargaining for 2001, the Government pledged to stipulate total allocations as regards careers in general, special and specific designation regimes. This obligation also included the globalisation of allocations of senior officers.

Posts are to be allocated by career and not by category (Decree-Law n° 141/2001 of August 24<sup>th</sup>).

**F. *Planning of staff***

Within the perspective of administrative modernisation management is of a prospective nature, namely in the human resources area, so it is of paramount importance to define employment strategies, taking into account, the goals to be attained by each service and the estimates of staff needs, training and rationalisation of structures of each government department (Resolution of the Council of Ministers 26/99 of March 18<sup>th</sup>).

A plan of staff needs shall be annually submitted for the following year by Central Administration services and organisations.

Another management instrument is the Public Administration Human Resources Data Base that after the disbanding of the Institute for Innovation in the State Administration is the responsibility of the Directorate General for Public Administration.

The existing database, based on the general censuses of the Public Administration in 1996 and 1999, does not supply up-to-date information. It is a heavy, complex structure with high maintenance costs, and there is an urgent need to create another data base that will provide easy access and updating as well as furnishing up-to-date information about Public Administration.

### **G. *Incentives for human resources mobility***

The mobility of Public Administration human resources is an important factor in the strengthening of regional economic and social development and will contribute to the alteration of existing asymmetries in the distribution of human resources in the Public Administration.

Incentives provided for are of a pecuniary nature, such as a settlement allowance and local allowance as well as incentives of a non -- pecuniary nature, where the guarantee of school transfer, preference in the assignment of the respective spouse and priority in participation in training vocational initiatives are included (Decree-Law n° 190/99 of June 5<sup>th</sup>).

### **H. *Professional re-grading, retraining and conversion***

Although open competitions are the normal way to enter posts in the Public Administration, as regards inter-career mobility, development of professional re-grading, retraining and conversion mechanisms are all applicable, as instruments for the management, optimisation, and motivation of available human resources (Decree-Law n° 497/99 of November 19<sup>th</sup>).

In this perspective, criteria have been re-defined and the scope of application of these management instruments has been extended. Likewise, monitoring procedures have been introduced, which have focussed on the discharge of new functions, on a probationary basis, and in the acquisition of new skills and competencies obtained in training processes subject to final evaluation.

Professional re-grading may consist of the attribution of a category and career different from that currently held by the officer, provided the requirements necessary for the new career are met.

Professional retraining and conversion consists of the attribution of a category and career different from that currently held by the officer and any lack of academic qualifications is compensated for by succeeding in open competitions or successful attendance of vocational training courses.

### **I. *Professional probationary periods***

When young people, especially, those who have only recently completed educational and training systems, become part of the labour force, the Government presupposes concerted, coherent action that co-ordinates, among others, educational and vocational training policies.

As the Public Administration, overall, is the biggest national employer and is a sector where there are many professions it cannot ignore the national employment policy. It is in this context that a specific contribution should be made by public institutions towards the employment policy, translated into the granting of paid probationary periods in the Public Administration, distributed into functional areas and, therefore, gaining full benefit from national investment in training qualified human resources (Decree-law n° 326/99 of August 18<sup>th</sup>).

Priority is given to vocational probationary periods oriented towards the discharge of functions corresponding to senior, specialised and techno-professional careers in the general civil service, although they can also be open to specific careers.

**J. *Weekly length of working hours***

As from 2000, working hours in the Public Administration is 35 hours a week (Decree-Law n° 259/98, August 18<sup>th</sup>). This was aimed at the standardisation of working hours among distinct groups of personnel.

**K. *Leave on religious grounds***

Freedom of conscience, religion and worship is inviolable and is guaranteed to anyone in accordance with the Constitution, the Universal Declaration of Human Rights and International Law.

Civil servants and contractual staff and other public entities as well as workers on employment contracts are entitled, at their request not to work on the day of weekly rest, on feast days and at periods prescribed by their religion provided that:

- a) they work on a staggered working hour regime;
- b) are members of a registered church or religious community and have indicated the days and periods of time in the current year to the Member of the Government concerned in course of the preceding year.
- c) the respective working period is fully compensated (Law n° 16/2001 of June 22<sup>nd</sup>).

**L. *Annual leave***

The number of vacation days varies according to seniority in the civil service. Civil servants and contractual staff in the Public Administration are entitled to one more working day's leave for each period of 10 years of effective length of service (Decree-Law n° 70-A/2000 of May 5<sup>th</sup>). In the collective bargaining agreement for 2001, the Government pledged to institutionalise 25 working days of annual leave for all civil servants and contractual staff to be gradually granted, one more working day's leave in each year from 2001 up to 2003, without prejudice to additional leave days that are already stipulated by law.

In addition to these days Public Administration civil servants and contractual staff are also entitled, in each calendar year, to annual leave, which varies according to their age. The calculation takes into account the following rules (Decree-Law n° 157/2001 of May 11<sup>th</sup>) :

- a) 25 working days vacation up to 39 years of age.
- b) 26 working days vacation up to 49 years of age.

- c) 27 working days vacation up to 59 years of age.
- d) 28 working days vacation days from 59 years of age.

**M.        *Extension of annual credit for self-training***

Vocational training is one of the policies that is of particular importance in providing human resources with qualifications, dignity, motivation and professionalism. For this reason it is increasingly important to create more incentives to reward individual initiative in self-training.

In this way, the Government in the 2001 salary agreement, extended credit for training to one hundred annual hours for senior and specialised career officers and seventy hours to remaining careers officers (Decree-Law n° 174/ 2001 of May 31<sup>st</sup>).

**N.        *Variable remuneration based on performance/productivity***

Although the Portuguese pay scheme does not provide for the payment of additional remuneration resulting from productivity or performance, however, a number of experiments have been carried out, namely:

- a) At **hospital level** (differentiated health care), the implementation of Integrated Responsibility Centres. This model is made up of a basic salary and variable remuneration according to the performance evaluation based on objective criteria and minimum parameters of productivity and quality.

At hospital level, a number of programmes have been implemented to reduce waiting lists and additional supplements have been granted according to the medico-surgical treatments and interventions. These programmes are applicable to multi-disciplinary teams involved in these medico-surgical acts.

At **Health Centre level**, (primary care) the implementation of the experimental remuneration regime of the general practitioner. This model is made up basic salary and variable components based on the type of care provided (home care, extension of the period of care assistance coverage, dimension and features of user lists).

- b) At **fiscal administration level**, differentiated production bonuses are granted by professional groups in accordance with their higher or lower contribution to the results attained. These bonuses are financed by a proportion of the tax receipts recovered in the ambit of a multi-annual tax debt recovery by the State and also within the framework of tax evasion with a view to attaining goals of increased fairness and fiscal equity.
- c) At the **Justice level**, the experimental system covers the professional group of court officers and corresponds to a set percentage the same for all. The objective in this case is to reduce procedural delays in courts and is based on a more extensive procedure to speed up legal procedures.
- d) At the **public institute level**, terms and conditions to grant production bonuses are defined case by case.

The system allows for some incentives for individual or team production, provided they are of a non-pecuniary nature (probationary periods, scholarships, promotion irrespective of open competitions).

***O. New Framework -- Law of Public Institutes***

A new framework-law for public institutes is being prepared so as to encourage standardization between the public institute and direct State administration.

The objective in question is to simplify direct State administration and restrict room for manoeuvre on the part of public institutes.

***P. New model of hospital management***

As regards social policies, both the population in general and the Government in particular recognise the need to reform the Health System so as to evolve the current system to one that is more efficient, fairer and more responsible. The new Regulation passed in October 2002 on Hospital Management is a central pillar for the reform of the Health System, providing for changes in current hospital management involving the health care network in general and the public sector in particular.

This new model is more modern and efficient and is based on the merit and accountability of all health workers involved in the management and running of hospitals.

New management board patterns and a new overall operating methods are to be adopted within the National Health System. Likewise, the service structure is to be altered, aimed at the following main objectives:

- To manage efficiently, to award merit, to be accountable and encourage productivity in hospitals, to promote commitment of all health workers bearing in mind that the final goal of the Health System is to provide health care to people in need with solidarity, equity and social justice and not simply meet the internal needs of the system itself.
- To implement modern management practices, business management rules, based on target-oriented contract-programmes, to grant financial incentives for production related gains, to make working teams more flexible and well as to create functional and geographic mobility;
- To integrate hospitals in the health value chain as units/centres of excellence for medical and surgical differentiation for diagnosis and treatment of the recurrent or acute stage of disease in close co-ordination with the primary health care network and after-care network;
- To provide hospitals with a new information system aimed at supporting all administrative and clinical activities and streamlining existing procedures. To register and follow up all clinical episodes of patient in the in-hospital circuit, thus avoiding duplicating lab exams and contacts and facilitating the citizen-user contact with health care providers.
- To set up payment of effective medical interventions and treatments as a fundamental basis for the financing process, resorting to a common classification of medical interventions and treatments, health techniques and services to be laid down in a Reference Schedule. This will lead to effective, sound competition between the public and private and social sectors;
- To make hospitals assigned with specific functions for assistance, education and research autonomous from the current hospital network, thus creating an appropriate framework.

In the begin of next year, 2003, will be functioning 34 health units according to the new management rules. In this roll of health units are also integrated the hospitals that already work in a business-related regime.

***Q. Partnerships within the health sector***

Following health restructuring, public/private partnerships are of paramount importance within the National Health Service, through running of health care providers by private entities or entities of a social nature, or resorting to a joint investment between those entities and the Government in accordance with principles of efficiency, accountability, contracting and benefits for the health public service.

These partnerships on a private management and financing regime aim essentially at providing better services sharing mutual risks and benefits between public entities responsible for public services and other long term associate entities (Decree-Law n° 185/2002) of August 20<sup>th</sup>).

***R. Complaints book***

Since they were created in 1997, Complaints Books for the Public Administration have been a valuable means of consulting citizens; they are a contributory tool in helping to identify critical shortcomings in the public services.

Complaints are actually a powerful source of information and the concerned service may take advantage of them.

In the first quarter of 2002, 5096 complaints were entered in the National Data Base. Health related issued are by far the most frequent (74%) followed by Justice issues (6%).

**Citizen´s shops: A model to improve service delivery**

Rather than running around the city and standing in line at different offices, Portuguese citizens can now take care of all their government business at one place. The Citizen´s Shop provides better visiting conditions and better service, thanks to an automated service management solution that monitors the flow of customers.

The Citizen´s Shop is an innovative public service in Portugal, providing citizens with a single point of contact to government. The first shop opened in Lisbon April 1999 and there are now others in Porto, Viseu, Aveiro, Braga, Setúbal , and a second Lisbon branch downtown. The Citizen´s Shops are handling queries from about 25 000 citizens each day. One more is being set up in Coimbra.

Managed by the Citizen´s Shops Management Institute (Instituto para a Gestão das Lojas do Cidadão -- IGLC) a distinct central government agency, the shops cut across organisational boundaries to offer services administered by more then different government departments, including public records and notary registers, road travel and vehicle registration, social security and even the coin mint. There´s also the water and electricity boards and branches of the post office and a bank.

The Portuguese government is concerned about offering people a better service and better conditions for visiting government offices and considers the Citizen´s Shop system important for the image of a modern, efficient and effect public administration. Each shop aims to create a pleasant environment to guarantee the citizen comfort and confidentiality.

This in turn has an obvious impact on the efficiency and productivity of Citizen's Shop employees.

As a complement of the Citizen's Shop, there is the Citizen's Service Desk project (Posto de Atendimento ao Cidadão -- PAC) designed to be a single point of contact, personalised, where it is possible to find some of the services available on the Citizen's Shop. This project extends the philosophy of service described above, and it targets the residential and working points of a population that lives in small towns where it is not intended to open a shop.

At the present time there are 23 working PAC'S all over the country and the expectations are to open 90 new ones in the next three years.

### **The future**

The Management Institute plans to expand the services on offer at the Citizen's Shops by bringing on board other government departments. More shops will open throughout the country, even in rural areas, in order to ensure the same accessibility for all citizens of Portugal.

Simultaneously, it has been defined as a strategic target, the reinforcement of virtual services, planned to be put in place by a service center for all the Portuguese Public Administration. This service center has multi-channel functionalities, includes voice, web and iTV, and will be associated with the INFOCID, a department that has been recently integrated on the IGLC structure.

Inspectorate-general of public administration/Inspeção-Geral da Administração Pública

The Inspectorate-General of Public Administration was set up in July 1998. This body is a public service with administrative autonomy and is in charge of management audit and control of all central and local administration as regards human resources policy, modernisation and rationalisation of structures and simplification of procedures. It operates in co-ordination with sectoral inspectorates pursuant to government defined guidelines. As a high-level agency, the Inspectorate is integrated within the Ministry of Finances reporting, by delegation, to the member of the government responsible for Public Administration.

The Inspectorate-General is responsible for:

- Evaluating the efficiency and effectiveness of Public Administration services.
- Evaluating internal dynamics of institutions and their capacity to modernise and adapt to new realities.
- Controlling the legality and adequacy of procedures as to working conditions and management of resources, particularly with regard to human resources.
- Ensuring compliance with statutory legislation of public service by means of dissemination, auditing and inspection activities.
- Assessing the cost/benefit ratio of administrative activity in a systematic manner.
- Drawing up plans, methods and operating procedures in co-ordination with sectoral inspectorates to strengthen the effectiveness of auditing and inspection activities.

- Assessing and controlling the quality of public services provided either under a association contract or a assignment by public, private or co-operative entities.

The Inspectorate may request and collect reports and information deemed necessary to assess situations and clarify issues coming within the ambit of its powers. It can also deal directly with those in charge of public agencies and services targeting complementary goals. This applies to general inspectorates and general secretariats of the various ministerial departments.

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## RÉPUBLIQUE TCHÈQUE/CZECH REPUBLIC

### **New human resources management**

As mentioned in the factsheet on the Czech Republic, written for the March meeting, the important milestone within the civil service matter became *the adoption of the CIVIL SERVICE ACT* (No. 218/2002 Coll.), that works towards satisfaction of the requirements of the Constitution of the Czech Republic, stipulating that the legal status of the state servants at the ministries as well as at other administrative offices are to be provided for by law.

The Civil Service Act is an *important achievement in term of European legislation* because its adoption is considered to be an essential condition and the core instrument to improve state administration's performance, its independence, stability and liability.

The Act provides *wide legal framework* for different issues connected to human resources management as legal status of central state administration officials, organisation matters of civil service, human resources training, service relationship and conditions, remuneration and management in service-related matters.

### **Summary of essential changes and steps for implementation :**

#### ***1. More coherence of the institutional organisation***

- ***Establishment of the state service centre*** that would provide for a unified human resources management in the state administration and would have adequate controlling and supervisory powers - ***General Directorate of Civil Service*** - subordinated to the Office of the Government of the Czech Republic. Established subsequently after promulgation of the Civil Service Act, with effects as of the *15<sup>th</sup> June 2002*, the posts of the General Director and his/her deputy will be selected on the basis of a competition and appointed by the President of the Republic upon proposal of the Government during *October 2002*.
- ***Systemisation*** (determination of the number of posts and the funds earmarked for salaries) will be introduced in all service offices as of *1<sup>st</sup> January 2004*, its basic purpose is to achieve an optimum number of posts in service offices, to simplify and co-ordinate organisational structures and save funds expended on the salaries of state servant. In *2003*, it will be necessary to prepare proposed systemisation for the year *2004* at all administrative offices that are to be transformed into service offices. Such preparation should take place in *the first half of 2003* so that systemisation can be, once discussed and approved by the Government, incorporated in the proposed national budget. For this purpose, a document entitled the ***"Principles of Systemisation and Organisational Structure of Administrative Offices"*** has been recently submitted to the Government for discussion.
- At the same time, General Directorate of Civil Service is now drafting the ***Rules concerning Organisation of Service Offices***, so that the same may be submitted sufficiently in advance for

discussion particularly to the initially appointed state secretaries and personnel directors, responsible for preparation of systemisation.

- **Service and salaries information system (SSIS)** will become a powerful tool in the making of analyses, prognoses and statistical compilations, maintained by General Directorate of Civil Service that will be able to implement various measures. The selection of the provider of the SSIS will be during *October 2002*, the Security study of Information System on civil Service and Remuneration is planned for *December 2002*.

## 2. *More professionalism for the civil servants*

- By introducing **mandatory open competitions**, the act provide equal access of applicants for state service and eliminate any subjective influences on the filling of vacant posts. The open competition will be first a single-round proceeding in which individuals meeting the requisites prescribed by law may participate, if none of the applicants satisfies the requirements, the competition may be attended by existing state servants. In this case, competition will have several rounds and the ability of the aforesaid persons to enter any of the rounds is directly provided for by the Act.
- Important phase is the 12 months obligatory preparation for candidates for civil service and the clerkship examination before an examination committee. The **education of state servants** will be provided by the new Institute of State Administration and will focus on initial training to candidates, managerial training to superiors and ongoing education to employees of service offices.
- Inspired by the lessons and experiences of OECD countries, the Recommendation on Improving Ethical Conduct in the Public Service and Reference Group on Public Service Ethics, the Civil Service Act incorporate the **core ethic values** based on the Code of Ethics of Public Servants like integrity, objectivity, accountability or openness.
- The Act makes the **civil service more attractive** - the remuneration system based on the evaluation by tariff classes, the civil servants will benefit from special allowance, five-weeks-holiday and five-months gratuity salaries when discharged.

## 3. *Evaluation*

- Other essential change is the **evaluation of state servants**, consisting of the evaluation of loyalty to the state and non-abuse of the position of civil servant, proper performance, adherence to the service discipline and education attainment. The General Directorate of Civil Service will be responsible for issuing a service regulation in this respect, in order to ensure equal approach to evaluation in all service offices.

### *Timeline of the adoption procedure*

2000 December: the Draft Act on Civil Service was approved by the Government

2002 March: the Draft Act was approved by the Chamber of Deputies of the Czech Parliament

2002 May: the Act on Civil Service was promulgated

2004 January: the Act shall become effective

### *Perspectives*

- The ***progressive implementation of the Act*** on civil Service is planned for five years and is under the responsibility of the Office of the Government.
- ***Preparation of further regulations***, issued by the General Director, should be draft by the *end of 2002*. A number of additional service regulations will need to be issued to provide for the methodology of implementation of certain other provisions of the Civil Service Act. In drafting this regulation, a co-operation with French experts was established under the Phare 2000 project.

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### **Depoliticisation of state administration**

Important part of the Civil Service Act is the depoliticisation of state administration, representing an important step towards increasing stability and the quality of the staff and their performance. By enforcing professionalism, competence and transparency in daily practice, this important issue, plays a key role in promoting an ethical environment and building trust in public institutions.

The Civil Service Act doesn't apply to members of the Cabinet and to the head of the Office of the Government, their respective deputies, their spokespersons, advisors and employees of the Cabinet office, to the groups of employees who, as a rule, come and go with the ministers. Deputies to ministers and deputy head of the Office of the Government will cease, as of *1<sup>st</sup> January 2004*, to be considered a management level within the organisational structure of the appropriate office, the number of deputies to each minister will be limited to the maximum of two.

Like similar legislation in many OECD member states, there will be the newly established posts of ***state secretaries, personnel directors***, and their respective deputies at the ministries and at the Office of the Government. In other offices where no political representatives works, these posts will not be established as the scope of responsibilities prescribed for such posts is performed by the directors of such offices.

The ***state secretary*** and his/her deputy will be appointed by the General Director, acting in agreement with the Cabinet member responsible for the respective ministry, both will also need to be appointed to the post of a section director. The term of office of the initial state secretary and his/her deputy is unlimited and can be recalled from office for any reason or for no reason. The state secretary is expected to manage the performance of state administration by the respective office and the fulfilment of related tasks.

The ***personnel director*** and his/her deputy will be appointed by the state secretary. By operation of the new Act, nearly all personnel powers will be transferred from the ministers to the personnel directors. The initially appointed personnel director will serve a three-year term of office and will be obligated to announce within two years of the effective date of the Civil Service Act an open competition for their posts. In organisational matters, the personnel director will be subordinated to the state secretary.

***Personnel departments*** are to be established at all service offices where at least 25 individuals perform service or are employed. The task of the personnel department is to secure the organisational matters of the

service and service relationships of state servants, the employment relationships of other employees at an administrative office, or as the case may be, of employees working under a service arrangement pursuant to special laws (e.g., police officers, customs officers, etc.)

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### **New Developments**

#### ***Progress in the field of public administration reform***

One of the priorities of the present Government is initiation of the ***implementation of modernisation of central state administration***. The experience of the EU member state experts is used within the *Phare 2000 project "Modernisation of central state administration"* held under the responsibility of the Section for Public Administration Reform of the Ministry of Interior ([www.mvcr.cz/reforma/phare/ph\\_2000.htm](http://www.mvcr.cz/reforma/phare/ph_2000.htm)). The Ministry of Finance of Finland is the project leader and the French Ministry for Public Administration junior partner. The main activities cover strategic management and outcome oriented performance management, management skills development, creation of conditions for development of planning, control and evaluation process in the central state administration. The concrete steps will be presented to the Government in autumn 2002.

#### ***New legislation for public administration reform:***

On 13<sup>th</sup> June 2002 the Chamber of Deputies of the Czech Parliament approved set of measures related to the Second Stage of the public administration reform:

- Act No 231/2002 Coll., on the Amendment to Act No. 129/2000 Coll., on Regions
- Act No 290/2002 Coll., on Some Further Assets, Rights and Obligation Transfer from the Ownership of the Czech Republic to the Ownership of Regions and Municipalities and on Relating Changes
- Act No. 313/2002 Coll., on the Amendment to Act No.128/2000 Coll., on Municipalities
- Act No 314/2002 Coll., on Determination of Municipalities with Commissioned Municipal Office and Municipalities with Extended Powers
- Act No 320/2002 Coll., on Changes and Abolition to Some Laws in Connection with Termination of Activity of District Offices

Approval of the Act No. 312/2002 Coll., on *Territorial Self-government Officials and on Change of Some Laws* of 13 June 2002 completed a four-year period during which a systematic training of officials was introduced as a substantial aspect of the public administration quality performance. The legislative text affect only officials of self-governing units, i.e. elected representatives and the supporting staff are excluded. The aim of the Act is to strength the impartiality of territorial officials and highlights their duty

to act in the public interest and to serve the public. An important element of the Act is the education that is construed as a duty and the right of each official, it consists of training on special professional aspects focusing on practical issues of the agenda, ongoing education and training of senior officials. By insuring better conditions for territorial officials, the Act will contribute also to a greater stabilisation of personnel of Self-government Units.

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## ROYAUME-UNI/UNITED-KINGDOM

### Public services reform strategy

#### *A strong economy*

The British Government's priority in 1997 was to build a strong and stable economy. This was the essential platform for achieving the wider goals of prosperity and social justice for all and for delivering high quality, properly funded public services. Without a successful economy, Government cannot deliver the sustained investment that public services need.

#### *Investment & reform*

##### *Investment*

The British Government has now embarked on the most ambitious programme of public service investment and reform since the 1940s. The 2002 Spending Review set out the Government's priorities for the next three years, and, on a foundation of economic stability, reaffirmed its commitment to delivering strong and efficient public services.

Spending on public services will rise by £24 billion in 2003-04, £40 billion in 2004-05, and £61 billion in 2005-06; an average growth of 5¼ per cent a year after inflation. Of the £61 billion of additional spending in 2005-06, three-quarters will go to the Government's key priorities of education, health, transport, housing and the fight against crime. Public investment is set to rise to 2% of GDP by 2005-06, to a level of £25 billion - five times higher than in 1996-97.

*Education:* spending in England will grow by an average of 6.0% a year in real terms from this year to 2005-06, an increase of £12.8 billion a year by 2005-06, bringing spending on UK education to 5.6% of GDP in 2005-06 and building on the improvements already made;

*Health:* building on the Budget announcement of real terms growth of 7.3% a year in UK health spending, the 2002 Spending Review sets challenging new targets for health and social services;

*Transport:* continues to fund the Ten Year Plan for Transport, increasing UK transport spending by 8.4% a year after inflation to improve rail travel and tackle road congestion;

*Housing:* providing an extra £1.4 billion a year by 2005-06 compared to 2002-03 for investment in affordable housing;

*Crime:* police spending in England will be around £1.5 billion a year higher by 2005-06 than in 2002-03, a real terms annual rise of 2.5% over the next three years.

### *Reform*

But for investment to deliver the improvements wanted, public services will have to be rebuilt round the needs of their customers. Many of our public services were established in the late 1940s, but the challenges and demands on today's public services are very different from those years. Rising living standards, a more diverse society, and a steadily stronger consumer culture, have increased the demand for good quality schools, hospitals and other public services, and at the same time brought expectations of greater choice, responsiveness, accessibility and flexibility.

### *Customer Focus*

Public services need to respond to these changes, as those who work in them are the first to recognise. They have to be refocused round the needs of the patients, the pupils, the passengers and the general public rather than the problems of those who provide the services.

Joining up public services is key, reshaping them across traditional departmental boundaries, and targeting the delivery of outcomes that citizens seek. Public services have to make the best possible use of new technologies such as the Internet, and to adopt the streamlined structures, flexible skills and sophisticated management structures found in the best of both the public and private sectors.

Public sector organisations have to respond to the desire of communities to have a greater say in the design and delivery of their local services. Citizens want to know how the performance of their local services compare with those elsewhere – the exam results of schools, the performance of hospitals, the clear-up rate of local police forces.

But they need more than good information, clear targets or sustained investment, though all remain crucial. Customers want accessibility and reliability. Where appropriate, they also want a reasonable choice. They want to be treated with respect. They want flexibility so that they can work a normal day or access services more conveniently. Rightly, they will not tolerate failure or endure chronic under-performance.

### **The four principles of public services reform**

To achieve customer-focused public services, four principles are paramount:

- Standards & Accountability
  - It is the government's job to set national standards that really matter to the public, within a framework of clear accountability, designed to ensure that citizens have the right to high quality services wherever they live.
- Devolution
  - These standards can only be delivered effectively by devolution and delegation to the front-line, giving local leaders responsibility and accountability for delivery, and the opportunity to design and develop services around the needs of local people.
- Flexibility
  - More flexibility is required for public service organisations and their staff to achieve the diversity of service provision needed to respond to the wide range of customer aspirations. This

means challenging restrictive practices and reducing red tape; greater and more flexible incentives and rewards for good performance; strong leadership and management; and high quality training and development.

- Choice
  - Public services need to offer expanding choice for the customer. Giving people a choice about the service they can have and who provides it helps ensure that services are designed around their customers. An element of contestability between alternative suppliers can also drive up standards and empower customers locked into a poor service from their traditional supplier.

These four principles underpin the entire programme of reform.

### **Prime Minister's delivery unit, Cabinet Office**

The reform and modernisation of the public service is the UK Government's top priority. To strengthen the capacity to deliver the Government's key objectives, the Prime Minister, Tony Blair, established the Delivery Unit -- based in the Cabinet Office -- in June 2001.

The Delivery Unit reports to the Prime Minister, under the day-to-day supervision of the Minister for the Cabinet Office. It is headed by the Prime Minister's Chief Adviser on Delivery, Professor Michael Barber.

The role of the Unit is to ensure that the UK Government achieves its delivery priorities across the key areas of public service, including particularly: health, education, crime and asylum and transport. The Unit works very closely with Her Majesty's Treasury, and is staffed by a team with experience of delivery, drawn from the public and private sectors.

#### ***The Delivery Unit:***

- Reports regularly to the Prime Minister on progress towards achievement of these priorities -- particularly successes and failures -- and thus establishes the agenda for his regular stocktake meetings with the Ministers concerned.
- Helps in holding the public service departments to account through the established public expenditure Cabinet Committee monitoring process to make sure that they meet their agreed targets.
- Ensures that, within departmental spending limits, problems of delivery are solved as rapidly as possible when they emerge, undertaking specific projects as necessary; and
- Sustains the Government's focus on the key objectives over time.

### **The public sector team of the regulatory impact unit in the cabinet office**

The Public Sector Team, located at the centre of UK government in the Cabinet Office, identifies bureaucratic burdens that affect "frontline" public sector staff -- such as nurses, doctors, teachers and police officers -- negotiates reductions in those burdens and makes sure those reductions take place.

Every new policy and government initiative will have some attendant paperwork, guidance, application form, monitoring procedures or reporting requirements. The bureaucratic burdens begin to damage public

service delivery when the administrative procedures impose a disproportionate amount of time and effort on managers and front line staff that take them away, for example, from serving patients, teaching children or preventing crime. Some paperwork is likely to always be necessary though, on close examination of the current position in many policy areas, a good deal of it is duplicative or redundant. Without an effective check, non-essential bureaucratic burdens stifle the motivation and performance of staff in the very public services a Government is mandated to run.

The Public Sector Team has a unique position to work with other government departments to broker reductions in bureaucratic burdens through constructive engagement and negotiation, and to see that they are put into effect. The Team works on a project by project basis, with each project going through three stages -- 'development', 'delivery' and 'dissemination and follow up'.

The Development stage involves active discussions with front line services, e.g. in schools, doctors' surgeries (GPs), hospitals, police stations, courts and town halls. Suggestions, observations and ideas are gathered from staff, managers and other stakeholders on the bureaucratic activities that reduce the time available to deliver their specific public services. A list of suggested improvements for reducing burdens is then drawn up and reviewed by a "project advisory panel" made up of key stakeholders.

The Delivery stage involves detailed discussions and negotiations with relevant departments and agencies to agree the way to remove each burden, to set an agreed target date for the implementation and to produce an estimate of the time and physical resources that it will save.

The final stage is Dissemination and Follow-up. This involves preparing a report for publication and, importantly, undertaking follow-up activities to ensure that the changes and timesavings agreed previously are implemented by the responsible government departments. Clearly this final follow-up element of the work is key to achieving the objective of burden reduction.

### ***Recent Examples***

#### *General Practitioners -- repeat prescribing and dispensing*

In the vast majority of cases a GP is required to sign every time a patient requires a fresh supply of prescribed medicines or other items (known as "repeat prescriptions"), even where it is not necessary to examine the patient. In the UK there are up to 410 million prescriptions per year of which 60 to 75% are repeat prescriptions. Removing the requirement for GPs to sign repeat prescriptions in routine cases would be a considerable time saving.

The Department of Health has committed to introducing a repeat dispensing system through pharmacies from autumn 2002 with nation-wide coverage by December 2004. This would mean that the majority of repeat prescription for patients with stable, long term conditions would be administered through a pharmacy once the initial prescription authorising repeat dispensing had been issued by a GP.

#### *Local Authorities -- removal of 'consent regimes powers'*

"Consent regimes powers" require local government to apply for permission from central Government departments to carry out certain activities. These involve time-consuming administrative activities and flows of information between central and local government. In 1997 a review found that 147 consent regimes powers existed. Removing such consent regimes results in time and resource savings for local government staff and provides freedoms and flexibility that local authorities value.

Following the Public Sector Team's work in this area (in February 2002), a recent Government announcement confirmed that well over half of the consent regimes powers had been/will be scrapped, i.e. eighty-four had or will be repealed, seven are subject to reviews still underway and fifty-six will be retained.

## TURQUIE/TURKEY

### **Public Procurement Law 2002/4734**

Public Procurement Law no. 4734 sets the procedures and principles of tenders of public institutions and agencies which are either subject to public law or under public supervision or which employ public resources.

A new regulation was needed since the State Procurement Law no. 2286 fell short of meeting the contemporary requirements, failed to cover the overall public sector and to comply with European Union and international tender practices.

With this law, it is aimed

- to enhance transparency, competition, equal treatment, reliability, confidentiality, public supervision, and satisfaction of the needs in the most appropriate time and manner and efficient employment of the resources in tenders,
- to make public institutions subject to a single legislation regarding tenders within their authority,
- and to make tenders in accordance with market prices.

In order to comply with the international procurement implementations, four tender procedures have been established such as follows:

- Open-tenders
- Tenders among specific proposals
- Bargaining
- Direct buying

**Public Procurement Authority** has been established in order to supervise the implementations, to inquire into allegations of discordance against the legislation, to collect information concerning tenders and contracts. The members of the Board shall be appointed by the Council of Ministers.

It has been stipulated that the results of tenders shall be declared in order to inform public about the employment of public resources and to maintain transparency.

As a principle of transparency it has been stipulated that the tenders shall be made openly, available for anyone including the owners of the proposals and that written justifications shall be prepared for rejected proposals if demanded.

Sanctions regarding proposal owners and administrative officials have been strengthened with an aim to providing an efficient employment of public resources.

### **Law On Public Procurement Contracts No. 4735**

Law on Public Tender Contracts no. 4735 was put into effect with an aim to establishing the procedures and principles regarding the preparation and implementation of contracts of tenders made in accordance with Public Procurement Law.

According to the law, “typical contracts” on procurement of goods or services shall be published in the Official Gazette in order to provide unity in public tenders.

Contractor shall undertake every insurance guarantee in constructions.

### **The Law on Public Finance and Regulation of Debt Management no. 2002/4749**

Borrowing is an essential aspect of the macro economic balance. There should be an adequate infrastructure allowing a flexible and rapid implementation of debt policy and borrowing. The prerequisite for this is a sound and united legal structure.

The law no. 4749 has been passed with an aim to uniting the disorganized structure in the field of debt management. The objective of this regulation is to discipline the borrowing procedures financially and to employ state-of-art techniques and financial instruments.

### **The Law on Special Consumption Tax no. 2002/4760**

This law stipulates that in consideration of European Union Directives establishing the basic principles of the Special Consumption Taxing System, the goods to be covered by tax and the structure of taxes, 16 taxes shall be abolished and tax shall be imposed only once upon any good included in the special consumption.

With the Special Consumption Tax law, it is aimed to streamline the complicated structure of taxing and therefore to make liables comply with tariffs more willingly.