

Unclassified

PUMA/RD(2001)2



Organisation de Coopération et de Développement Economiques  
Organisation for Economic Co-operation and Development

28-Mar-2001

English/French

**PUBLIC MANAGEMENT SERVICE  
PUBLIC MANAGEMENT COMMITTEE**

Cancels & replaces the same document of 27 March 2001

**COUNTRY FACT SHEETS**

**23rd session of the Public Management Committee, Château de la Muette, Paris  
27-28 March 2001**

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

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**JT00105115**

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## ALLEMAGNE/GERMANY

### **Modern management at the Federal Ministry of the Interior**

Within the framework of numerous projects aimed at modernising the administration, the Federal Ministry of the Interior (BMI) of the Federal Republic of Germany also wishes to render the ministerial management more effective and efficient. The Ministry has selected as a model project, from among its key functions, the field of internal security which it has to guarantee. The Ministry performs this function, inter alia, with the help of the Federal Border Police (BGS) – a police of the Federation with most diverse tasks. With almost 40,000 staff, the Federal Border Police is one of the largest police forces in Germany. In addition to border protection, its tasks include the protection of railway and aviation traffic as well as of federal institutions. The control of the Federal Border Police is a function of the Directorate-General “Federal Border Police“ (BGS) at the Federal Ministry of the Interior.

Decisions in this Directorate-General are taken in an area of conflict between the necessity of long-term strategic decisions on the one hand, and short-term responses to altered security situations (time), the necessity of successful performance of police functions (quality) and compliance with limited resources (costs) on the other. In this magical triangle, ministerial management of the Federal Border Police means the co-ordination of framework conditions with the management of resources while exercising supervisory control of actual task fulfilment at the same time. This is a characteristic feature of the complexity of ministerial work aimed at maximum effectiveness and efficiency of the Federal Border Police which is intended to contribute to internal security in Germany.

So far, the Directorate-General has had different management and expert information systems as well as data from governmental budget control at its disposal in order to achieve its objectives. The basic idea of new considerations is to bring together the available systems associated with business instruments (accrual accounting as well as quality management) in a holistic interdisciplinary controlling approach, taking the special characteristics of ministerial administration into account. With this integrative controlling approach, the Federal Ministry of the Interior has for the first time developed a promising ministerial management support system suitable as an instrument documenting the interdependency of budget resources and the manner in which objectives can be achieved in the security area.

The prerequisites for applying this system have been created by defining and determining target hierarchies both for the Ministry’s functions and the tasks of subordinate Federal Border Police offices while paying due regard to interfaces. In the course of operationalising the objectives and measures through determination of quality indicators and standards, marked progress has also been achieved in measuring the quality of how the Ministry and the police perform their functions. In this process, initial assessments that have already been made during the on-going project prove that the conception of ministerial work in the Federal Ministry of the Interior itself also includes the evaluation of its own working results based on the effect such work has on the subordinate area. Likewise, it has been possible to reach consensus on quality criteria in the implementation of police measures on all management levels.

Moreover, this project for the first time systematically identifies factors affecting performance, based on the measurement of the quality of work carried out at the Ministry and by the police. These are the factors

that play a crucial role for the quality of administrative activity (e.g. staff satisfaction). The aim is to identify necessary action within the organisations and to enable adequate, target-oriented management decisions.

The focus on targets and the consistency of this holistic approach make transparent the relationship between causes and effects of ministerial action and the effects on all subordinate levels.

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**Central Travel Management System (TMS) for federal authorities**

As a rule, official travel is currently organised and settled by supreme federal authorities and the administrations in their purview themselves. In this process, various booking and settlement procedures are used and trips are booked with different travel agencies. In the future, the intention is to reduce travel and administrative costs and shorten processing times by bundling the “market power of the Federation“ and by streamlining the preparation and management of official travel.

With this objective in mind, the Federal Ministry of the Interior (BMI) has initially tested the Central Travel Management System (TMS) pilot project in a Directorate-General at the Federal Office of Administration.

Thanks to standard software for the preparation, authorisation, booking, payment and settlement of the relevant official trip, the applicant must enter the travel data into her/his PC only once within this project. Travel processing (preparation and settlement) is also facilitated as a result. Aggregate price negotiations for all authorities and the use of cost-saving booking methods are intended to allow substantial cost reductions.

The pilot has shown that savings of up to 50% of previous administrative costs and of up to 15% of travel costs are possible with the new system. Introducing this system throughout the entire federal administration could lead to savings of a two-digit million sum.

The intention now is to initially introduce the system step by step at the BMI and the authorities in its purview. At the same time, the Federal Ministries are discussing, in an interministerial working group, if and how the system’s advantages can be put to use throughout the federal administration.

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**Regulatory Impact Analysis on a scientific basis**

It is a key element of the Federal Government's programme "Modern State - Modern Administration" to improve the effectiveness and acceptance of the law. The expressed aim is to enhance the quality of legal

regulations as such, and to reduce the number of regulations whenever possible. A major contribution to achieving this aim can be made by the instrument of Regulatory Impact Analysis.

In order to make better progress than in the past, the Federal Government has increased the requirements for rationales of bills, amending the Rules of Procedure of the Federal Ministries.

Moreover, it is expected that the legislation process will be further improved through the provision of scientifically-based assistance. Therefore, the Deutsche Hochschule für Verwaltungswissenschaften (German University for Administrative Sciences) in Speyer has drawn up a Manual and a Guide to Regulatory Impact Assessment, on behalf of the Federal Ministry of Land Baden-Württemberg.

The Manual differentiates between prospective, accompanying and retrospective assessment of regulatory impacts.

Currently, the Manual is being put on trial by several Federal Ministries and the German University for Administrative Sciences which are reviewing a total of eight laws in the light of its guidelines. These include both bills and legislation that has already entered into force.

Based on the outcome of this test, running until January 2002, the State Secretaries of the Federal Government will decide whether the Manual will be introduced as a binding standard for regulatory impact analyses.

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**E-government initiative “Bund-Online 2005“**

By 2005, the Federal Government wishes to provide online all federal administration services that can be placed on the Internet. The initiative “Bund-Online 2005“ ([www.bundonline2005.de](http://www.bundonline2005.de)) serves this objective.

As per today, some 1,200 services are affected by this initiative. A total of 180 authorities will participate in restructuring these services. Currently, the Internet service offer is focused on information and e-mail correspondence as well as the on the option to download data files (Action). Nevertheless, some “real“ transactions are possible already today.

With a view to speeding up the initiative, the other Ministries have identified, in cooperation with the Federal Ministry of the Interior, 16 model projects for e-government, documenting the current progress achieved in the federal administration and serving other authorities as contact points and examples.

Such projects include, for instance,

- A software module for streamlined electronic application procedures for passports and identity documents (DIGANT).
- An information system for project promotion (Profi).
- The administration and collection of funds granted to students in the form of loans (Bafög online) .

- An internet-based public marketplace for job-seekers and employers (Arbeitsamt online).

Nine of the 16 model projects will be presented at the CeBIT 2001 trade fair in Hannover, including the special exhibition “Modern state – Modern administration“. For further information please contact [www.staat-modern.de/cebit](http://www.staat-modern.de/cebit). The portal of the federal administration ([www.bund.de](http://www.bund.de)) will be released at the CeBIT on 22 March 2001; all electronic services of the federal administration will in the future be made accessible through this portal.

**AUTRICHE/AUSTRIA**

Today the Austrian Federal Administration operates in an environment which is characterised by ever greater challenges. These results mainly from the globalisation of business activities. Not only the country’s public administration but also Austria as a business location are exposed to ever fiercer competition. Taking part in the combat the **Federal Ministry for Public Service and Sports**, department of administrative development has developed three main projects to provide public services more oriented to future public needs and trends.

**HELP - a support through authorities via the Internet!**

**HELP** has been designed to enable Austrian citizens to deal with the authorities via the Internet (address: [www.help.gv.at](http://www.help.gv.at)) It has been created as a **platform to support Austrian authorities** (the ministries, the provinces, towns and ancillary institutions) nationwide on an interministerial and interdepartment basis. It helps them render customer - oriented administration services tailored to the needs of Austrian citizens. Thus HELP will facilitate the transition of the state from a regulator to a service provider.

*What is the aim of HELP?*

The platform HELP starts from different life situations such as the birth of a child, obtaining a passport or identity card and last but not least the latest one, facing a private bankruptcy. In this platform you can find both, **general information** and **essential documents required** if going through the official channels. Using HELP via a private PC should create no problem and should not require outside assistance. For those who have no access to the Internet from their homes, terminals are installed in public offices. Since February 2001 the Federal Ministry for Public Service and Sports has been running a cooperation with the **Austrian tobacconist’s**. Citizens have the possibility to print out the required documents or have the possibility to ask for general information according public authorities. Up to now 1000 tobacconist’s have joined this cooperation.

*What are the benefits...*

<b>to citizens:</b>	<b>to the business sector:</b>	<b>to authorities:</b>
<ul style="list-style-type: none"> <li>• preparations of dealings with the authorities from home, round the clock</li> <li>• the required documents are accessible</li> <li>• streamlined preparation</li> <li>• HELP facilitates the contact with authorities</li> </ul>	<ul style="list-style-type: none"> <li>• less working time lost through the absence of staff</li> <li>• official channels are presented in a logical connectionbest focus on target groups by placing advertising in HELP</li> <li>• HELP - business:</li> </ul>	<ul style="list-style-type: none"> <li>• fewer routine work</li> <li>• more productive interaction with better informed citizens</li> <li>• more time is available for high quality counselling</li> </ul>

At the **01.03.2001** a new application for businesspeople was presented at the **e - day** of the Austrian Federal Economic Chamber: **HELP - business**. Businesspeople find about 30 life situations to several business matters. Taking HELP as an example help - business answers questions as how to set up a firm or contracts of employment but also essential documents are offered to fill in or print out.

For additional information, criticism or further stimuli HELP has installed an **interactive guestbook**, where competent authorities give quick answers to each entry.

Since **16.03.2001** HELP is entering in phase 3: **@mtsweg - online**. Now it is possible to fill in accessed forms directly and to send them off as electronic applications. This is true for: information of the registration, the registration of a dog, and local taxes.

The world is undergoing a third major wave of industrial revolution brought about by rapid progress in information technologies and globalisation. The vision of HELP is to be a leading **eGovernment application** for both, government2citizen and government2business.

### **Performance Report of the Austrian Federal Administration**

The **latest Performance Report, presented in December 2000**, has been already the 3rd edition. It covers 21 areas in 9 federal ministries and consists of 571 indicators. An English version is under planning. The fact that Austria has already presented Performance Reports during the last three years makes clear, that performance measurement and -management ist going to be institutionalized within Austrian Public Administration.

With the aid of indicators in the federal administration not only stronger orientation of administrative services to citizen's wishes should be achieved but also their demand for a more effective employment of tax revenues ("value for money") will be met. For this purpose the practical structures of performance indicator systems used by some of the world's leading administrations (Australia, New Zealand, Switzerland) were analysed and adjusted to existing Austrian conditions in accordance with the "**best practise**" principle. This Performance Report has given two main performance indicators top priority: **efficiency and effectiveness**.

These goals will be achieved by cutting administrative costs and by reducing public expenditure and at the same time making government more responsive to citizen's needs by improving the quality of government services.

**COMMISSION EUROPEENNE/EUROPEAN COMMISSION****Commission staff policy reform**

The White Paper “Reforming the Commission” was adopted by the College on 1<sup>st</sup> March 2000. It set out to introduce new working systems which would allow the commission to be more independent, accountable, efficient, transparent and guided by the highest standards of responsibility. The programme for achieving these objectives included a detailed Action Plan of 98 separate actions with a timetable extending into 2002.

Concerning staff policy, the Commission adopted on 28 February 2001 a number of policy documents with the following highlights:

***Career Structure***

- Replace four categories of work (A - policy-makers, B - administrative support, C - secretarial, D - ancillary support) with 20 promotion steps.
- Reduce number of pay rises based on length of service without changing grade from eight to three.
- Introduce position-based premium system which would set aside 1-2 % of Commission’s total wages bill (around 40 million) to make top-up payments to staff with special policy or financial responsibilities or heavy workloads.

***Annual appraisal and promotion***

- Annual appraisals will form basis of decisions on personal development, training, mobility and promotion.
- Appraisals will apply to all officials.
- Appraisals will cover competences including conduct and performance.
- Staff duties will be defined through systematic job descriptions, job requirements and task assignments.
- Promotion will be based on merit points which are granted annually based on appraisals until a promotion threshold is reached.

***Training and development***

- Require training for all new staff or for staff with particular responsibilities, e.g. financial management.
- Introduce personal training maps, indicating needs to be met, and a training passport keeping track of individual's training history.
- Increase training budget.

***Mobility and career guidance***

- Introduce structured mobility to encourage staff to change jobs regularly.
- Introduce benchmark optimal period for holding a particular post.
- Identify sensitive posts which cannot be held for more than set length of time.
- Increase secondment outside the Commission and more scope for leave on personal grounds.

***Recruitment and selection***

- Hold more competitions for specialists based on better identification of Commission's needs.
- Use computer-based preselection to reduce numbers applying for general competitions.
- Boost use of selection boards in recruitment of external candidates.
- Increase co-operation among EU institutions on recruitment.

***Management system***

- Introduce new appointment procedures for middle and senior managers.
- Demote managers for poor performance.
- Introduce probationary period for managers.
- Set new training and recruitment experience preconditions for managers.
- Create new appraisal system for senior managers.

***Performance problems***

- Use the appraisal system to detect cases of under-performance ; increase follow-up, ranging from short-term performance improvement plan, extra training or involvement of medical service.
- Institute formal procedure for dealing with professional incompetence based on two appraisal reports.

- Create new procedure for dealing with professional incompetence separate from the disciplinary board.

#### *Non-permanent workers*

- Set new rules on use of national experts seconded from member states and on auxiliary agents.
- Introduce a new type of non-permanent staff – the contract agent - to replace auxiliary agent.

#### *Pay, allowances, expenses and pensions*

- Continue existing method of calculation pay -- based on structure for civil servants in member state's national administration -- beyond 2003.
- Allowances : Maintain expatriation allowance at 16% of total salary ; change household allowance to flat-rate payment of 245 ; increase child allowance to 295 ; limit education allowance to payment of school fees and transport costs ; create new flat-rate allowance for pre-school children of 72 ; end secretarial allowance.
- Expenses : Pay home visit expenses at 0,30 per kilometre with maximum of 3.000 Km ; base mission expenses on most economic form of travel, phase out rent and transport allowances.
- Pensions : Move towards creation of pension fund for officials starting after 1 January, 2005 ; maintain balance of contributions between officials and EU budget ; keep entitlements at 70% of final salary after 35 years of service or 2% of annual salary.

## CORÉE/KOREA

### New Development

#### *Performance evaluation system on quasi-governmental organizations*

##### *Background*

After the 1997 IMF crisis in Korea, the ultimate goal of the public sector reform including quasi-governmental organizations has been to achieve a government that is small and efficient, but nevertheless provides better service to the public. Quasi-governmental organizations have been restructured and streamlined through mergers or consolidation to remove redundancy. But the focus of reform has now shifted to software or changing the way. A sustainable system for reform is needed for quasi-governmental organizations.

##### *Contents*

The Presidential commission on government innovation has just decided the introduction of a performance evaluation system on quasi-governmental organizations starting in March 8, 2001. Quasi-governments are usually criticized for inefficient management and moral hazards. Therefore, in order to prevent inefficient management, a performance evaluation system on quasi-governments needs to be instituted in 2001. A performance evaluation system will be adopted in the whole of the quasi-governmental organizations that are supported by the national budget.

- Greater autonomy will be given to and accountability required from the management.
- Introduction of incentive schemes on high performance.

##### *Task Ahead*

In order to institute the performance evaluation system, the project will be completed by September 2001. The results of the project will be examined in the Presidential Commission on Government Innovation, and subsequently a new institution such as law will be enacted.

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**Promising Practices*****Internet-based Government Organization Management***

The Ministry of Government Administration and Home Affairs (MOGAHA) developed an Internet-based Government Organization Management System (IGOMS) that made government organization management more open and transparent in September 2000. The IGOMS, a sort of knowledge management system, was developed to facilitate the access to the data and information on central administrative organizations, to enable organization management officials to share policy materials on government organization management, and apparatus and workforce change within each ministry:

- **Rapid access:** Citizens can access data and information on apparatus and public officials in the public sector through the Internet whenever they want and wherever they are. The scope includes not only central administrative agencies but also affiliated agencies, government committees, etc. Citizens can obtain detailed materials such as the name and grade of officials in charge, address and telephone number of the agencies.
- **Policy coherence:** Officials in charge of government organization management can use policy materials including the past report. The IGOMS helps them to monitor the apparatus of each agency and the number of officials and reduce overlapped functions and redundant officials.
- **Easy and rapid report:** Officials in charge of organization management within each ministry can report the organizational alteration through the network rapidly and easily. Citizens can see the structure and scale on government agencies and public officials on real time. This enables them to promote the transparency in the government organization management.

The IGOMS is connected with Administrative Standard Code Management System (ASCMS) and Governmental Directory System (GDS) which issue each agency code for personnel management, archives management, electronic document circulation, e-mail, etc. This plays a key role in successful transition to electronic government.

Since the set-up of the IGOMS, about 55,000 citizens have visited the site. Considering the IGOMS a special web site, it is one of the most frequently visited sites. The MOGAHA is now planning to include the local government organization management in this system.

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## DANEMARK/DENMARK

### **Investing in Denmark's future**

In January 2001, the Danish Government published *Investing in Denmark's future* in which the Government is submitting its public investment policy for the next ten years.

The Government sets three priorities for its public investment policy. First, public investment must help secure the future framework of the Danish welfare society. A framework for providing adequate welfare services needs to be established in order to meet the new challenges and needs that Denmark will be facing in the future. Second, strategic investments must be made to help secure the strong Danish economy, which is the backbone of the welfare society. Third, it must be ensured that everything built is properly maintained. This applies to roads as well as to schools, hospitals, kindergartens and other public buildings. Denmark is in a position to protect its investments and ensure that buildings and facilities remain in good condition and function properly.

Denmark faces a number of public investment challenges and opportunities. One challenge is to meet the demands of the growing number of old people and the limited possibility of creating more jobs due to the low unemployment and the falling number of people in the working age. Another challenge is the shifting to the knowledge-based society with its technological possibilities, particularly within the area of IT. Also, the economic growth and the ever-increasing demand for better services and higher quality represents a challenge. Finally, a number of international challenges and opportunities may affect public investment.

To meet its priorities the Government intends to emphasise investment projects that: place Denmark at the forefront of IT development and the knowledge-based society, ensure a more efficient public sector in which the use of modern technology and IT will set free resources in the administration that can be used to provide services, create a better infrastructure in the form of public facilities, buildings and roads, enhance the quality of public services, and strengthen the maintenance of existing facilities, buildings and roads.

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### **A sustainable future – Denmark 2010**

In January 2001, the Danish Government published its ambitions for the development of Denmark till 2010 in *A sustainable future – Denmark 2010*. The Government wants a development in which the welfare society is maintained and developed on a sustainable basis. To achieve this the Government intends to:

improve the quality in the core areas of the welfare society such as education, health, childcare and eldercare, ensure a high employment, obtain an increase in real wages, and make room for a larger private consumption and larger savings. The intention of the Government is to fulfil these goals while keeping the taxes stable and making room for lower taxes in special areas. Also, the public debt is to be reduced by 50% and the foreign debt is to be paid.

The Government sees two large challenges which will effect the development of society in the years to come. First, during the next 30 years there will be many more elderly people. This means that the expenditures to pensions, home care, hospitals and old people's homes will become much higher than they are at present. Second, there will be no increase in the number of persons in the working age. Therefore, it will be difficult to increase employment which means that it will be difficult to obtain employees and revenues from taxation to maintain the public service even at today's level.

The Government finds that these challenges make heavy demands on the prioritisation of resources if the welfare society of today is to be maintained in the long term. Therefore, it is necessary to pay off on the public debt now so that a large part of the debt can be paid during the next 10-20 years. This will mean that the payments of interest will fall and the money which is now spent on payments of interest can thus be use to pay for the rising expenditure to pensions, home care etc. However, the financing of expenditure to pensions and care to the growing numbers of elderly makes general tax relieves impossible. Also, employment must be raised by making the labour market more attractive to people more than 50 years old so fewer choose to retire, by a better integration of immigrants in the labour market, and by a furthering of an intermediate labour market. Moreover, it is necessary to develop the public sector further in order to use its resources more efficiently.

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**Quality in Welfare**

The quality of the welfare services that the public sector provides is debated more and more. The Danish Government has launched a *Quality in Welfare* initiative in March 2001. The initiative follows up at the public hearings and citizen survey that the Government held last year. They showed that the population in general are satisfied with the public sector services but that there are areas where the quality can be improved.

The *Quality in Welfare* initiative unites the work with quality in different parts of the public sector. The purpose of the project is to bring quality development of the public welfare services into focus and to invite to a debate about how quality can be improved. The initiative is a contribution by the Government to the Service & Welfare project that is a joint project between the state, the counties and the municipalities.

The initiative will try to improve the exchange of experiences across sectors and institutions believing that there are various initiatives on quality development within the different areas but that there is not enough exchange of good (and bad) experiences.

As a part of the initiative, a quality conference will be held in April. At the conference, a number of politicians, experts and people from interest groups will give their opinion of where quality problems exist and what it will take to improve quality. The conference will be followed up by a number of smaller debate meetings that will focus on different sides of quality development in the public sector.

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**La gestion des institutions publiques**

Les auditions publiques organisées l'année dernière avec la participation du gouvernement danois, ainsi que d'autres analyses, soulignent, encore une fois, que la gestion est très importante pour la qualité de prestation et pour la performance.

Aujourd'hui, la bonne gestion est donc devenue un thème dans le contrat entre les municipalités, d'un côté et le ministère des Finances, de l'autre. Les deux parties ont décidé d'instituer un groupe de travail qui doit proposer des idées capables de promouvoir et stimuler la bonne gestion – aussi pour obtenir une meilleure administration des ressources dans les institutions décentralisées. Entre autres, le groupe doit faire progresser des initiatives sur l'ouvrage et la gestion de qualité, sur le développement de la gestion et l'évaluation de celle-ci.

Le groupe doit également analyser les barrières et les conditions pour une bonne gestion et examiner les impératifs et les conditions posées que rencontrent les cadres aujourd'hui. Une fois les conditions analysées à travers, par exemple des enquêtes et des entretiens, le groupe propose des activités diverses : des meetings, des réseaux de contacts entre les chefs d'institutions, un catalogue sur différentes philosophies de gestion et des cas illustratifs avec de bons exemples présentés par des institutions qui ont appliqué tel ou tel instrument.

Tous ces résultats avec les instruments, les cas, les personnes, que l'on peut contacter pour en savoir plus, des bibliographies etc. seront organisés sur un site virtuel.

Le site est une contribution au projet Service & Velfærd [www.service-og-velfaerd.dk](http://www.service-og-velfaerd.dk). A partir du mois de mai, le site sera ouvert à cette adresse. Les perspectives les plus intéressantes sur le site seront intégrées dans un mémoire sur la politique de gestion, demandée par l'assemblée nationale danoise.

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### **Publication virtuelle sur la gestion du secteur public dans la nouvelle économie**

Les auditions publiques organisées l'année dernière avec la participation du gouvernement, ainsi que les grandes enquêtes et les analyses sur la motivation des fonctionnaires de l'État mis en oeuvre par le ministère des Finances ont souligné, encore une fois, que la gestion est très importante pour la qualité des prestations et pour la performance.

La bonne gestion est peut-être la cause déterminante dont il convient de tenir compte, lorsque, dans la pratique, il s'agit d'adopter le secteur public aux nouvelles conditions dans l'avenir.

C'est donc un but pour le gouvernement danois de catalyser un débat sur ce thème, et comme une articulation dans cette discussion, un livre de débat virtuel sur la gestion du secteur public dans la nouvelle économie vient d'être édité. Le livre a été créé à travers un dialogue interactif sur Internet; un dialogue dans lequel près de 70 personnes compétentes faisaient valoir leurs idées sur la gestion et l'organisation du secteur public.

Parmi les débatteurs se trouvaient des ministres, des parlementaires européens, des députés, des maires, des chefs d'entreprises, des directeurs des institutions administratives, des étudiants etc. Il est évident qu'une réunion avec ces personnes-ci dans l'espace réel aurait été difficile à organiser.

Ainsi Internet était le médium préféré au niveau de la méthode et au niveau de la présentation du résultat, qui donc est un site. Les lecteurs pourront -- chacun à sa manière -- se renseigner sur le contenu, c'est-à-dire sur les changements de structure qu'il faudrait dans l'économie du savoir, ou sur le "hit-parade" des différentes philosophies de gestion que recommandent les débatteurs, où ils peuvent consulter le catalogue d'idées. Le lecteur -- ou le spectateur si l'on veut -- peut aussi, par les petites séquences de vidéo, entendre la parole des citoyens faisant des observations sur les prestations etc. du secteur public.

Le livre de débat est une contribution au projet Service & Velfærd [www.service-og-velfaerd.dk](http://www.service-og-velfaerd.dk) et les perspectives les plus intéressantes seront intégrées dans un mémoire sur la politique de gestion, demandé par l'assemblée nationale danoise. Voir le livre de débat ici : <http://www.service-og-velfaerd.dk/offentligledelse>

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## ESPAGNE/SPAIN

### 1. New Developments

#### *1.1 The Evolvement of Structures in the Public Sector*

Between 1996 and 2000, an important process of rationalisation and simplification of the structures of the General State Administration took place:

- The number of Directors General within the ministries has been reduced from 317 to 206, representing a reduction of 35%;
- There has been compliance with the provisions of the Act for the Organisation and Functioning of the General State Administration (“the Act”) within the Peripheral Administration, *viz.* the office of Civil Governors (political authorities in each Province) has been abolished and substituted by Governmental Sub-delegates (professional civil servants). The office of Provincial Directors General has also been abolished within the majority of ministries, their services being incorporated into the Governmental Delegations and Sub-delegations, in order to simplify and rationalise the territorial organisation of the General State Administration resulting from the transfers which took place to the Autonomous Communities.
- With regard to public organs falling under the authority of the General State Administration, the organs which existed prior to the passing of the Act have been adapted to the model established in the Act, adopting one of the two types or organisms envisaged in the Act, namely the Autonomous Organism, which carries out administrative tasks and acts within the domain of Public Law, or a Public Business Entity, which carries out economic activities and acts within the domain of Private Law (subject to certain exceptions) despite being of a public nature.
- The Ministry of Science and Technology was created within the new Government (which was constituted after the general elections which took place in March 2000), as proof of the Spanish Government’s interest in seeing the incorporation of the country into the information society. The Ministry of Science and Technology is responsible for promoting the incorporation of businesses and other social sectors into the information society, implementing the principles contained in the Government’s strategic initiative, namely INFO XXI. Within this framework, the Ministry of Public Administration, acting through the State Secretariat of Public Administration, has taken on the specific mission of advancing new technologies within the State Administration.

## **Best Practices**

### ***2. Self-Evaluation by Administrative Units with the EFQM-Model of Excellence***

The purpose of this project is to extend the implementation of the programmes for quality management, which are based on the Model for Excellence of the European Foundation for Quality Management's (EFQM), to the public service.

#### *2.1 Prizes for Quality and Best Practices*

In compliance with the mandate contained in Royal Decree 1259/1999, this department's Order of 25 January 2000 was published, approving the first announcement of the competition for the Prize for Quality in the General State Administration and the Prizes for the Best Practices within the General State Administration.

#### *2.2 Service Letters*

The direct aim of service letters is to provide citizens with documents which are signed by the heads of the various organisms, from which they can easily obtain information regarding all the relevant aspects of the available services and, especially, regarding the levels and standards of quality which the particular organism promises in the rendering of these services. To date, 29 service letters have been drawn up.

#### *2.3 The Single Business Counter*

The "Single Business Counter Project" attempts, through the collaboration of all three administrative levels, to create integrated physical areas where information and orientation services are provided to persons interested in creating and running small and medium sized businesses, while also providing services for the carrying out of the necessary administrative procedures. Nine "Single Business Counters" have been opened to date and approximately 2,000 new businesses have been formed.

#### *2.4 Citizens' Service Points*

The first 20 Citizens' Service Points have been installed at the Government Delegations. These are automated mailboxes which enable citizens, who do not have Internet access in their homes, to enjoy many of the services which are currently available to Internet users on the official Web pages of the department in question (<http://www.map.es>).

A new application has been installed in the Citizens' Service Points, namely the Guide to Procedures, Benefits and Services, also available on the Internet. It has also been made possible to print standard models for the appropriate application forms.

## *2.5 The Best Practices with regard to Information Technology*

### **The Public Administration's Portal**

The portal's objective is to provide citizens with a common access point, a single user-friendly entrance, with a common interface and page layout, which is simple and intuitive and in which all the public administrations have a presence, with the aim of providing integrated access to the information, communication and procedural services which are offered on the Internet by the various public administrations.

It also pursues the objective of becoming a true compendium of information on the various administrations, unifying various sources of information and services by means a common database, providing information on procedures as well as a powerful search engine for free text searches.

Lastly, it also pursues the objective of expanding the content of the Hyper-centre of Administrative Information and Procedures until it fully encompasses the electronic performance of the thousands of administrative procedures which exist in the Public Administration.

### **The Single Counter Project**

This project involves the interconnection of all the registration units which exist in the public administrations, with the aim of making it possible to transmit the registration forms, as well as the documentation attached to these forms, by telematic means, also making it possible to perform administrative procedures electronically.

### **The General State Administration's Intranet**

The administrative intranet will be the basic infrastructure for telematic communications and services within the electronic administration. Amongst its objectives will be to advance the secure electronic transmission of information within the General State Administration, as well as simplifying interconnections with other administrations.

### **Procedures for the Conclusion of Public Contracts by means of Electronic, Computer, Telematic and Internet Equipment**

The department participated in the development of the first commercial product conforming to the framework set up in terms of the Information System for Electronic Tenders and Contracts. The product will be implemented in the contracting organisms of the Government of the Autonomous Community of the Canary Islands in the year 2001.

## ÉTATS-UNIS/UNITED STATES

### New Developments

#### *Government Reform*

In a February 27, 2001 speech to a joint session of Congress, President Bush said “*Government should be active, but limited, engaged but not overbearing.*” The President’s budget plan, “A Blueprint for New Beginnings: A Responsible Budget for America’s Priorities,” includes a comprehensive agenda of program accomplishment and management reform across the Government. The budget blueprint explains that true Government reform must be based on a reexamination of the role of the Federal Government. The President called for a Government that empowers States, cities, and citizens to make decisions, ensures results through accountability, and promotes innovation through competition. If reform is to help the Federal Government adapt to a rapidly changing world, its primary objectives must be a Government that is:

- “Citizen-centered,” not bureaucracy-centered,
- “Results-oriented,” not process-oriented, and
- “Market-based,” actively promoting, not stifling, innovation and competition.

#### *Proposals to make Government “Citizen-centered”*

The first priority of Government reform is to make Government citizen-centered. This means ensuring that there is as little distance as possible between citizens and decision-makers. To shrink the distance between citizens and Cabinet members, the Administration will:

- Flatten the Federal hierarchy,
- Use the Internet to create a “citizen-centered” Government, and
- Create an e-Government fund.

#### *Proposals to make Government “Results-oriented”*

In addition to making Government more citizen-centered, reform will also make it more results-oriented. This requires establishing accountability systems that allow citizens to judge whether performance is taking place. The agenda includes commitments to:

- Link budget and management decisions to performance,
- Ensure financial accountability,
- Reduce erroneous payments to beneficiaries and other recipients of Government funds,
- Use capital planning to improve performance,
- Eliminate duplicative and ineffective programs,
- Expand use of performance-based contracts, and
- Incorporate successful private sector reforms throughout the Federal workforce.

***Proposals to make Government “Market-based”***

Further, in an effort to make Government market-based – encouraging innovation, and choice – agencies will undertake efforts to:

- Make e-Procurement the Government-wide standard, and
- Open Government activities to competition.

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“A Blueprint for New Beginnings: A Responsible Budget for America’s Priorities” is posted on the Internet at: <http://www.gpo.gov/usbudget>

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## **FINLANDE/FINLAND**

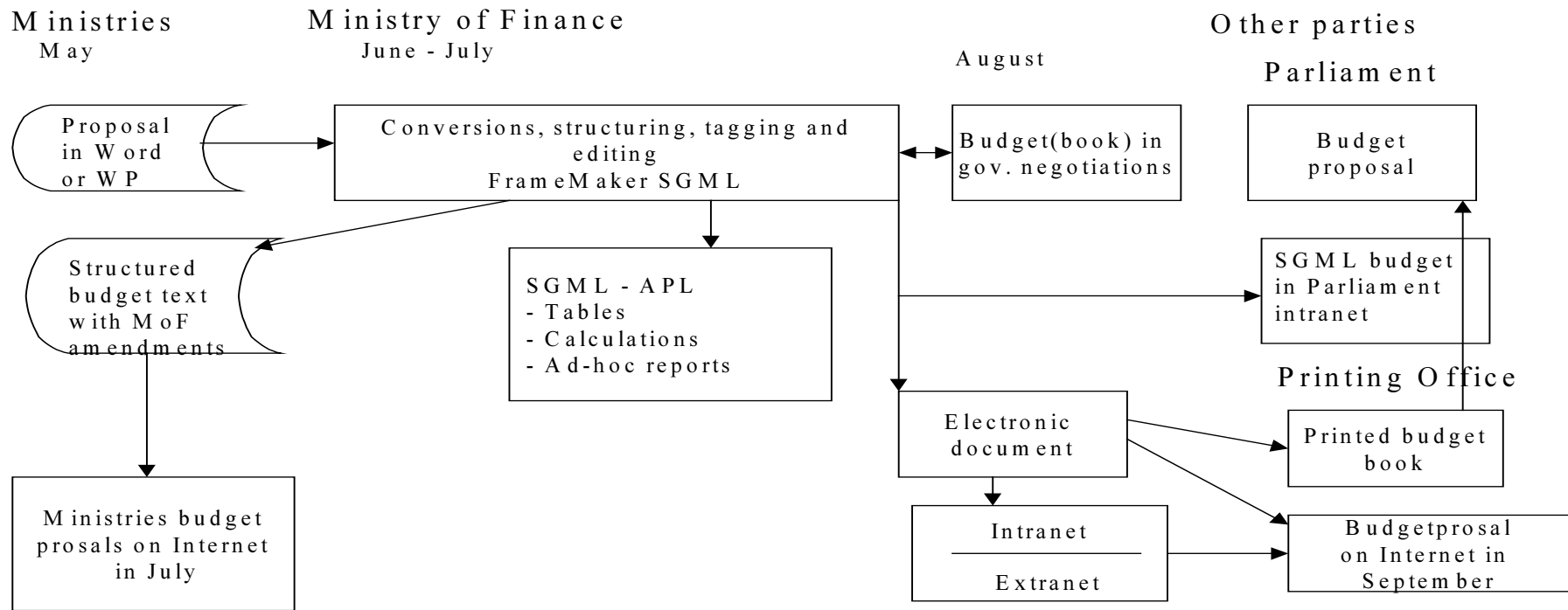
### **Transparency --publishing of the Budget proposal in the Internet**

Openness is an underlying value in the Finnish administration. The traditional Nordic principles of transparency were clarified in the new Act on openness of administration ([www. Om.fi/3470.htm](http://www.Om.fi/3470.htm)) .The new act (previous was from 1951) requires authorities to publish their information actively not just "supplied when asked". One of the concrete acts of transparency is the publishing of the budget proposal on the internet. In the internet citizens do not just see the final budget proposal (normally in September) but also the ministries budget proposals are available already in July. The budget proposal is (SMGL) structures so that different kinds of search is possible. And there are links for instance to the FINLEX (Finnish legislation database).

**The diagram on the following page shows the structure of publishing process.**

### **Reforming Finnish Central Government Continues**

The reform of the Finnish Central Government started in summer last year with a Government decision. In September 2000 thirteen different sub projects were set up. The sub projects have been working actively. Some of them will finish their work in April 2001, but mostly their work will be done by mid-summer.



### **Strengthening government's co-ordination and co-operation**

One of the aims of the reform is to develop the horizontal co-operation and strategic work in preparing issues as well as in implementation. There are three different projects around this subject and they look at the strategic processes, common forums and forms of co-operation and at strategic resources.

Developing the strategic processes concentrates on how to better consolidate the current strategic portfolio of the Government and the framework budgeting and budgeting procedure. The prime minister's office is the centre when talking about strategic resources.

Another large issue is to analyse the division of labour between and inside the different administrative sectors. The analysis of these structural principles will be ready before summer 2001.

One project is looking into how the central government could support the making of the Government programme by better knowledge management (providing data and analysis) and development needs concerning the implementation of this programme.

### ***Strengthening the steering role of ministries in their administrative fields***

These projects aim at strengthening the steering role of the ministries in performance management and improving the work of committees and developing new ways for temporary planning and preparation. Two studies have been made to map out the current situation in performance management and temporary planning.

### ***Hearing Citizens***

One of the 13 projects aims at strengthening the connections between ministries and citizens. In Finland citizen participation has long roots in the municipal sector. But in the reform of central government it was seen that there was need for a new project to strengthen the connections between citizens and government also on central government level. This project named "Hear the citizens" will look at different methods used in the Finnish administration to better take into account citizens voice.

The Ministry of Finance has commissioned the University of Tampere to do two studies on trust. One of them is a study on how the citizens trust the ministries (as institutions). The questionnaire was sent to 2000 citizens. Another is a study on how the personnel in the ministries trust the leadership of their own ministries. This questionnaire was sent to approximately every third civil servant in the ministries.

Both the Hear the citizens-project and the two studies will be ready by the end of April 2001.

### ***State personnel***

Important issue in the central government development work is also the building of government personnel strategy and a new personnel policy action plan to implement the strategy. The state employer's competitiveness is a crucial issue especially because a huge number of civil servants will retire in the coming ten years.

## FRANCE

### **La réforme du texte fondateur organisant le budget de l'État.**

L'ordonnance du 2 janvier 1959 portant loi organique (c'est-à-dire quasi-constitutionnelle) relative aux lois de finances est restée quasiment inchangée depuis sa promulgation il y a plus de 40 ans. Plusieurs tentatives de réforme ont été présentées mais n'ont pas abouti, notamment en 1980. Aujourd'hui, certains principes fixés par l'ordonnance apparaissent comme un frein à la modernisation de la gestion publique, et la réforme vise à mettre en adéquation les dispositions législatives avec les principes d'un management public dynamique, tout en restaurant le rôle du Parlement dans la gestion budgétaire.

#### ***1. L'ordonnance de 1959 : principes et limites.***

La loi relative aux lois de finances est fondée sur 4 principes adaptés au contexte de 1959, mais actuellement certaines limites apparaissent dans la pratique.

##### *Les principes de l'ordonnance :*

- Annualité : la loi de finances prévoit et autorise les recettes et les dépenses pour une année seulement.
- Spécialité : les crédits sont spécialisés par nature pour permettre un meilleur contrôle.
- Unité : le budget de l'Etat est retracé dans un document unique.
- Universalité : les recettes et les dépenses ne peuvent être contractées et les recettes ne peuvent être affectées à des dépenses particulières.

##### *Les limites apparues dans la pratique :*

- Limitation de la lisibilité : de nombreuses procédures dérogatoires (comme la création de taxes parafiscales) rendent le contrôle parlementaire imparfait.
- Limitation de l'efficacité de gestion : le principe de spécialité qui divise le budget en 848 chapitres par nature de dépenses empêche une gestion souple des crédits. Cela entraîne une déresponsabilisation des gestionnaires du fait de leur faible marge de manœuvre.
- Absence de comptabilité d'exercice : la présentation du budget en comptabilité de caisse rend une image restreinte de la réalité, par exemple parce que les factures reçues mais non encore payées ne sont pas prises en compte comme dans une comptabilité d'exercice.

- Limitation de l'initiative parlementaire : le Parlement a un rôle réduit : par exemple, il a un pouvoir restreint d'initiative en matière de dépenses et il n'intervient pas dans la politique d'endettement de l'Etat.
- Contrôle lacunaire de l'efficacité de la dépense publique : les gestionnaires ne sont aujourd'hui pas tenus à un compte rendu mettant en évidence les résultats obtenus.

## **2. Les objectifs de la réforme.**

La proposition de loi qui a été adoptée en première lecture à l'Assemblée nationale le 8 février 2001 prévoit de renforcer le contrôle parlementaire et la transparence, et de moderniser la gestion publique.

*Une volonté de renforcer le contrôle parlementaire et la transparence :*

Institutionnalisation du débat d'orientation budgétaire au printemps de l'année de préparation du budget : cela va permettre de renforcer la transparence de la stratégie budgétaire.

- Certification des comptes : la Cour des Comptes est chargée de certifier la régularité, la sincérité et la fidélité des comptes de l'Etat.
- Clarification des prélèvements : les taxes parafiscales vont être abolies.
- Amélioration de l'information du Parlement sur les mouvements réglementaires, l'octroi de garanties, les affectations d'impôt, la situation financière et patrimoniale de l'Etat.
- Affirmation de la distinction entre budget et comptes : support de l'autorisation parlementaire, le budget est présenté, adopté et exécuté en caisse. Les comptes sont élaborés selon le principe des droits constatés et du rattachement à l'exercice, conformément au principe du plan comptable général.

*La modernisation de la gestion publique :*

- Budgétisation orientée vers les résultats : remplacement des 848 chapitres par nature de dépenses par 100 à 150 programmes. Cela induira une plus grande autonomie de gestion car chaque programme disposera d'une masse globale de crédits, à charge pour le gestionnaire de la répartir dans les 6 titres composant le programme. Les dépenses de personnel sont toutefois plafonnées.
- Responsabilisation des gestionnaires : en contrepartie de cette autonomie accrue, les gestionnaires devront s'engager, compte tenu de leurs missions, sur des objectifs en fonction des finalités d'intérêt général.
- Gestion des performances : chaque ministère devra fournir, en annexe au projet de loi de règlement qui constate l'exécution de la loi de finances, un rapport annuel de performance où figureront, pour chaque programme, les objectifs, les résultats, les indicateurs et les coûts associés, ce qui permettra une vérification de l'efficacité de la gestion publique.

La proposition de loi qui réforme en profondeur le système budgétaire de l'Etat sera mise en place par étapes successives sur les quatre prochaines années si son adoption se fait au cours de l'année 2001. Ainsi,

2005 devrait être la 1<sup>re</sup> année où l'ensemble du dispositif serait appliqué à la préparation du projet de loi de finances pour 2006.

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### **Les pratiques innovantes de l'Administration française**

Les réformes du secteur public qui se poursuivent en France ont connu des évolutions récentes dans de nombreux domaines (politique de la qualité, simplification administrative, gestion des ressources humaines...). Deux d'entre elles, par leur état d'avancement, sont particulièrement notables : l'utilisation des nouvelles technologies de l'information et de la communication (NTIC) avec notamment la mise en place d'un accès unique pour les téléprocédures fiscales, et la création d'un observatoire de l'emploi public.

#### ***1. L'utilisation des NTIC dans l'administration française.***

Cette utilisation s'effectue dans deux directions, conformément aux décisions prises par le Comité Interministériel pour la Réforme de l'Etat en octobre 2000 : dans les services administratifs entre eux, et pour les relations entre l'Administration et les usagers.

*Les NTIC, outil de travail des fonctionnaires :*

- Attribution d'adresses électroniques : chaque service doit être doté d'une adresse électronique.
- Mise en réseau : tous les postes de travail qui ne sont pas encore reliés aux intranets existants vont l'être dans les meilleurs délais, pour permettre un décloisonnement des services.
- Développement des réseaux : actuellement coexistent des intranets propres à chaque structure administrative et des réseaux locaux reliant les différents services de l'Etat sur le plan départemental ou régional. En même temps que ces réseaux se développent, un réseau global est mis en place : l'AdER (Administration En Réseau) qui regroupera tous les acteurs de la fonction publique au niveau national.

- Acquisition de nouvelles méthodes de travail : l'encouragement à la transmission de documents par voie électronique entraîne un besoin en termes de formation et l'adoption d'une déontologie relative à la diffusion de l'information et à la validation hiérarchique, en lien avec la signature électronique et les obstacles qui en découlent.

*Les NTIC, lien entre l'Administration et les usagers :*

- Administration électronique : le portail de l'Administration ([www.service-public.fr](http://www.service-public.fr)) a été inauguré le 23 octobre 2000. Parallèlement, chaque préfecture développe un site interministériel présentant les services de l'Etat sur le plan local.
- Téléprocédures : de nombreux formulaires administratifs sont déjà disponibles en ligne (actuellement 700, pour un total prévu de 2000 à terme), les télédéclarations d'impôts et de T.V.A. sont prévues pour cette année, et le paiement par carte bancaire est à l'étude, avec deux sites pilotes à titre expérimental.
- Comblement du fossé numérique : d'ici 2003, 7000 points d'accès gratuits à internet seront installés dans les lieux publics. Certains sont déjà en place dans des préfectures, dans des bureaux de poste ou de l'Agence Nationale Pour l'Emploi.

*La mise en place d'un accès unique pour les téléprocédures fiscales :*

Ce portail en cours de réalisation est l'illustration concrète des avancées de la politique en faveur des NTIC. Il répond, dans le cadre du Programme d'action gouvernementale pour la société de l'information (PAGSI), à une double volonté :

- Assurer une plus grande transparence vis-à-vis des usagers : ceux-ci auront un meilleur accès à l'information grâce à internet, et le portail sera l'unique entrée vers l'ensemble des sites de l'administration fiscale.
- Améliorer la qualité du service au citoyen : d'une part, le recours aux NTIC permettra les télédéclarations fiscales, le télépaiement et une souscription aux services en ligne aux usagers, et d'autre part les procédures seront simplifiées, par l'instauration d'un interlocuteur fiscal unique puis d'un compte fiscal unique. Dès 2001, dix-sept mille entreprises bénéficieront de ces dispositions, les particuliers y accédant en 2002.

## ***2. La création de l'Observatoire de l'emploi public.***

Créé par un décret du 13 juillet 2000, l'Observatoire de l'emploi public a été mis en place le 19 septembre et sa première réunion s'est tenue le 15 février 2001. Il a trois missions : assurer la transparence en matière d'effectifs, améliorer la gestion prévisionnelle des effectifs, des emplois et des compétences, et réaliser des études prospectives sur l'emploi public et les qualifications.

*Assurer la transparence sur les effectifs de l'emploi public :*

- Améliorer le dispositif de recueil des données sur l'emploi public : par l'harmonisation des critères de comptages, les tableaux de synthèse relatifs aux effectifs dans la fonction publique conçus par divers organismes pourront être comparés.

- Améliorer la comptabilisation de données communes : cela passe par la mise en place de système de gestion informatisée du personnel pour faciliter cette harmonisation quantitative.
- Présentation des caractéristiques de l'emploi public : l'Observatoire publiera ces éléments qualitatifs tirés de l'exploitation des sources statistiques (pyramide des âges, situation géographique, structure des effectifs...).

*L'amélioration de la gestion prévisionnelle des effectifs, des emplois et des compétences :*

- Répondre à une exigence : pour les trois fonctions publiques (d'Etat, territoriale et hospitalière), le besoin d'une gestion prévisionnelle s'affirme dans le but d'assurer un bon fonctionnement des services.
- Anticiper les besoins : cela implique d'analyser l'évolution des missions des administrations, et donc leurs futurs besoins, ainsi que l'évolution de la population et des besoins des usagers.
- Eviter la reconstitution de la précarité : la gestion prévisionnelle doit enfin servir, par une juste adaptation des embauches aux besoins, à ne pas avoir à recourir à l'emploi précaire.

*Réalisation d'études prospectives sur l'emploi public et les qualifications :*

- Présenter les travaux des groupes thématiques de travail : les évolutions futures du marché de travail ainsi que les conséquences de l'apparition de nouveaux métiers sur l'organisation du travail seront étudiées.
- Effectuer des études de prospective globale : des exercices de projection, concernant l'évolution du nombre de départs à la retraite, sont réalisés dans les trois fonctions publiques, à l'aide d'outils de gestion prévisionnelle et de modèles s'appuyant sur des sources plus globales.

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## HONGRIE/HUNGARY

### Les principales mesures de la réforme des plans de carrière dans la fonction publique en Hongrie

Après des travaux préparatoires de plus d'un an, le gouvernement hongrois a présenté au Parlement un amendement de la loi N° XXIII de l'année 1992 sur le statut des fonctionnaires. L'objectif de cet amendement est la mise en place d'un véritable plan de carrière dans la fonction publique.

En vue de sa réalisation, la proposition :

- Doubler les possibilités des plans de carrière actuellement fort limitées.
- Dynamise la carrière en mettant en place des rémunérations compétitives dans la fonction publique et met l'accent sur les débuts de carrière et sur le maintien dans la carrière.
- Commence ainsi la mise à niveau du secteur public, requise également pour l'adhésion à l'Union Européenne.
- Harmonise le système des rétributions, introduit l'obligation de déclaration du patrimoine pour un large cercle de ceux qui exercent le pouvoir public : le corps de fonctionnaires, de maintien de l'ordre, de la justice, du Parquet et du Parlement.

Avec ces mesures, le gouvernement vise à mettre en place à moyen terme une fonction publique saine, transparente, productive et attrayante, capable de répondre aux exigences de plus en plus grandes de la mondialisation, de l'adhésion à l'UE et de la technologie moderne de l'information.

Par cette décision, entre 2001 et 2004, outre l'augmentation des rémunérations pour compenser l'inflation, le gouvernement consacre environ 123 milliards de HUF à l'amélioration de la situation de ceux qui travaillent dans ce secteur. La majeure partie des dépenses sera engagée au cours du cycle parlementaire actuel.

Avec les mesures prévues, le gouvernement tente de modifier les mauvaises habitudes des dernières décennies où la fonction publique était dévalorisée et les conditions de la corruption étaient reconduites.

Les principales mesures prévues sont les suivantes :

1. Le système des avancements et des grilles de salaires sera modifié, les bases de salaires, les salaires et les avantages seront unifiés dans la fonction publique étatique et dans la fonction publique territoriale seront unifiées.
2. Les exigences morales seront plus sévères et le système de déclaration du patrimoine et le Code Éthique de la Fonction Publique seront mis en place.
3. Pour certains postes de direction le recrutement se fera obligatoirement par concours.

4. A l'intérieur même de la fonction publique de l'Administration un corps spécial de hauts fonctionnaires sera créé.
5. Dans le cadre du système de l'Administration, de la Justice et du Parquet, le statut des employés du bureau et des travailleurs manuels sera modifié, ils seront soumis au régime général du Code du Travail. Dans la Justice et au Parquet une nouvelle fonction sera créée, celle du rédacteur.
6. Une évaluation des résultats des fonctionnaires sera mise en place.
7. En vue d'augmenter l'efficacité et la qualité professionnelle du travail, une attention particulière sera consacrée dans l'avenir à la formation continue systématique, à la formation des cadres de direction et à l'apprentissage des langues étrangères.
8. Le corps notarial (fonction spécifique en Hongrie, ne correspond pas à la fonction de notaire exercée en France -- N. d. T) sera mieux reconnu.
9. Le système institutionnel de concertation des partenaires sociaux sera modifié.
10. La rétribution des ministres et des secrétaires d'état ne sera pas modifiée.
11. La base des salaires définie par les municipalités ne pourra pas dépasser la base définie au niveau central pour l'Administration.
12. Les rémunérations hors cadre seront supprimées.
13. Les corps de maintien de l'ordre seront également concernés par l'élargissement de la carrière et par la réforme des rémunérations, par l'obligation de déclaration du patrimoine et par la création d'un corps d'officiers supérieurs. L'harmonisation des salaires a été également effectuée en ce qui concerne les fonctionnaires de la Justice et les fonctionnaires du Parquet. L'obligation de déclaration du patrimoine est également introduite dans cette sphère.

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**The most important steps of the reform of civil servants' career in Hungary**

After preparations that took more than a year, the Government of Hungary submitted the draft amendment to Act No. XXIII of 1992 on the legal status of civil servants to Parliament. The draft has been developed with the aim of providing for the requisites of a real civil service career system.

In order to accomplish the above aim the proposal:

- Broadens the rather restricted career path, almost doubling the existing one.
- By introducing competitive pay levels for civil servants it turns the career into a dynamic one, laying emphasis on recruiting and retaining professionals in the sector.

- Starts thereby the approximation of the standards of the public sector to those prevailing in the European Union which is also a requirement for Hungary's accession to the Union.
- Harmonises the system of compensations, introduces the obligation to submit reports on the wealth of officers in the widest possible range of individuals participating in the exercising of public power, including civil servants, employees of the organisations in charge of the protection of law and order, employees of the judiciary, the prosecutor's department and employees of the Parliament.

By the implementation of the above measures the Hungarian government aims to create in the medium run transparent, performance oriented and attractive system of civil service of appropriate integrity, which is suitable for meeting the increasingly exacting requirements of the globalising world, the EU accession and up-to-date information technology.

Further to the annual increase of the wage base to keep up with inflation by this decision the Government will improve the income position of the employees of this sector by some HUF 123 billion during the period between 2001 and 2004. Most of the costs will incur during the current government term.

Through the implementation of the planned actions the government strives to change adverse reflexes, that have developed over recent decades, of not recognising and appreciating the real importance of civil service and thereby enabling conditions for corruption to persist for quite some time.

**The most important ones of the planned actions are as follows:**

1. Transformation of the promotion and wage schedule for civil servants, local governmental and central governmental wage bases, salaries and other allowances will be co-ordinated in a single system.
2. Moral requirements will be tightened, a system of wealth reports and a Civil servant Code of Ethics will be introduced.
3. In a specific level and category of senior officers the invitation of applications for positions will be mandatory.
4. A category of top governmental officers will be created within the group of civil servants working in state administration.
5. The legal relationship of clerical staff and manual workers employed in public administration, the judiciary and the prosecutor's department will be changed and they will be drawn under the scope of the labour code. A new category - of 'amanuensis' - will be introduced in public administration and the organisation of the attorney's department.
6. Civil servants' performance evaluation will be introduced.
7. Special attention will be paid in the future to regular further training, manager training and foreign language teaching, in order to improve performance and the standards of professional work.
8. Notaries will be more highly rewarded.
9. The institution system of interest reconciliation will be altered.
10. The salaries of ministers and political state secretaries will not change.

11. The wage base established by a local government may not exceed the amount of the centrally established wage base applied in state administration.
12. The category of 'personal salary' will be eliminated.
13. From among the above steps the broadening of career, the wage reform, the introduction of the obligation to make wealth reports and the creation of a category of top officers will also be implemented in the organisations in charge of the protection of law and order. Salaries have also been harmonised for employees of the judiciary and employees of the prosecutor's department who are not themselves prosecutors. The obligation to file wealth reports has also been introduced for these employees.

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**KIKERES: The Internet Catalogue of Hungarian Public Sector Information on Conceptual Basis**

Day by day a huge amount of data are generated in the public administration. These data represent an exceptional value, and as we progress towards the information society, this value rapidly increases. So it truly counts how we manage the resource represented by the public sector data, how we ensure that everybody can access these data who needs them, how we manage the quality of these data.

In Hungary many public administration agencies operate Internet Web sites providing citizens with quite a lot of public information. There are well-functioning or promising services, which make data of some national registries accessible on the Internet as for example company and real estate register data, statistical data. Nevertheless the overall picture is not so good. In many fields the required data are not available at all, or not available in the format suitable for computer processing. It is difficult to find out about many type of data if they are existing at all, and if they are, where, under what conditions and of what quality are they accessible. One of the consequences is that sometimes the same data are generated by more than one public agencies.

Having recognised these problems, the Inter-ministerial Committee for IT (ICIT) established the Data Management Technical Committee (DMTC) with the objective to facilitate a better exploitation of public sector information, to work out the policy of management of these data, and to develop tools supporting this policy. The DMTC considered as its primary task to launch a project to establish a public administration data catalogue accessible for everyone through the Internet. The system received the name KIKERES as the acronym of the full Hungarian name of the project. The system will practically provide the most important features -- metadata -- of the public information resources (databases, documents, collections, etc.) found in the public sector.

The KIKERES project was launched in 1999 with the support of the ICIT and under the control of the Prime Minister's Office, and the pilot phase of the project came successfully to an end last year. From the very beginning five different public administration institutions have joined the project, but other organisations also announced their intentions for participation. As a result of the pilot project, a freely distributed software package was implemented. Using this package any public administration institution can join the metadata service. The pilot project closed up with loading of sample metadata of the participating public administration institutions.

The editors and the searchers of the metadata – in other words the data hosts and the data users – can only “find each other” within the KIKERES, when they use similar concepts to characterize the data. Therefore the precise and efficient search capabilities is supported by the terminological database – by the thesaurus. The thesaurus also represents a sort of “conceptual public assets” alongside the catalogue of the information public assets. It is a multilingual system, thus it supports international use and can be a connection between the thesaurus of the EU and Hungarian terminological systems.

The basic principle of KIKERES is subsidiarity, which conforms to the operational principles of the modern public administration. It means that each agency enters, manages and disseminates its metadata by itself. They only need a Web server, the necessary software is delivered to them free of charge. The metadata servers operating at the agencies are connected into a uniform metadata service through the governmental intranet and through the Internet. It is enough for the user, who wants to look for an information resource, to connect to one of the entry points of this loosely connected, distributed metadata service, and to enter the attributes of the required data, and the system will automatically query all or the required part of the metadata servers. The users must know the URL only of the central metadata server. By accessing to it, and submitting their queries, they can make the central server query all servers of the system.

Another important feature of KIKERES is the flexibility of the metadata structure. A group of public administration, information technology and library experts defined the core set of metadata -- the so-called basic profile -- which is necessary and satisfactory for the description of the most types of information resources existing in the public administration.

KIKERES has not been realised without any precedents. The METATER project – the predecessor of the KIKERES – deals with the Internet catalogue of the Hungarian geo-spatial information data asset being of specifically high value has been operating since mid 1999, and is accessible at the [www.metater.gov.hu](http://www.metater.gov.hu) URL. After the completion of the KIKERES, the METATER will be one of its technical subsystems with a geo-spatial information profile.

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## IRLANDE/IRELAND

### Quality Assurance Groups

The programme for Prosperity and Fairness establishes clear linkages between public service pay and the implications of the modernisation programme at sectoral and organisational level across the public service. In this regard the Public Service Pay Agreement (Annex 11 of Framework 1) includes provision for the payment of a third phase increase in pay of 4 per cent in return for the agreement of specific performance indicators for each sector and the achievement of these sectoral targets, with progress being assessed at organisational level. To this end, sector performance indicators must be put in place by 1 April 2001 and be achieved by 1 April 2002 with progress being assessed at Organisational level by 1 October 2002.

As indicated in the October 2000 issue, Sectoral Quality Assurance Groups which will include external business/customer representatives, were to be established to validate the quality of performance indicators and the progress achieved in meeting sectoral modernisation objectives. These Groups have been established in most sectors.

For the Civil Service, the Implementation Group of Secretaries General have developed a template of sectoral performance indicators. On the basis of this, Departments/Offices are in the process of developing Department specific performance indicators.

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### Quality Customer Service

The continuous improvement of customer service has been a specific focus of the SMI since 1997, when the Quality Customer Service (QCS) Initiative was launched. This Initiative set out a series of Principles for dealing with the public, and asked Departments and Offices to draw up two year Customer Action Plans based on these Principles. In late 1999, a Working Group was set up to develop the next stage of QCS. This Group, which is chaired by Dermot Quigley, Chairman of the Revenue Commissioners, includes representation from the Civil Service unions and business, consumer and equality interests.

The Group's initial focus was to evaluate the progress made under the 1997-1999 QCS Initiative, and to help Departments and Offices in reviewing and refining their Customer Action Plans. It found that significant progress had been made by Departments and Offices in developing or improving their customer service focus. However, there was still a need in some cases to 'mainstream' QCS by making it an

integral part of the business planning process; and to research and share experience and best practice. To meet the latter need the Group set up three sub-groups to deal with the areas of Best Practice; Benchmarking; and Equality/Diversity.

A revised set of QCS Principles was approved by Government in July . These were based on the 1997 Principles and added three new ones: Equality/Diversity, Official Languages Equality and the Internal Customer. The Government also decided that:

- New Customer Action Plans should be prepared and published by 1 April 2001 (subsequently rolled back to May 2001, by Government decision, to facilitate a fuller consultation process) to cover the three year period 2001-2004.
- The revised principles should be firmly embedded in strategy statements and business plans
- The principles should be extended by each Department/Office to include any (non-commercial) agency or body for which it has responsibility

Another significant development was the provision under the *Programme for Prosperity and Fairness* that the final pay increase of 4% would be dependent on the implementation of performance indicators in certain areas, including customer service. These indicators would have to be drawn up in consultation with the recipients of the service.

The QCS Group's work is currently focusing on a number of projects:

- The development of a support pack on the equality/diversity aspect of QCS for the civil and public service.
- Research on the equality/diversity dimension of customer service.
- Consideration of research into the development of a QCS accreditation scheme.
- Ways of sharing best practice, including setting up a QCS Officers' Network, which met first in October 2000 and to date has met five times.

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**Gender Equality in the Irish Civil Service**

In 1996, the second report to the Government of the Co-ordinating Group of Secretaries *Delivering Better Government - A Programme of Change for the Irish Civil Service* noted that while the civil service had been to the forefront in developing and implementing policies to achieve greater equality of opportunity,

nevertheless women employees remained concentrated at lower levels. In view of the need to redress the imbalance, *Delivering Better Government* recommended that appropriate strategies be put in place. It was in this context that research was commissioned on the under representation of women in the grades at and above HEO level. The report *Gender Equality in the Civil Service*, published in 1999, is the outcome of this research.

The main research findings, together with a package of measures based on the recommendations in the report, were endorsed by the Government and were presented by the Taoiseach and the Minister for Finance at the launch of the current phase of the Strategic Management Initiative for the Civil Service in July, 1999.

The key elements of these measures are:

- The development and adoption of a new Equality Policy.
- A programme of affirmative action in the main human resource policy areas of recruitment, placement and mobility, training and development, promotion, work and family responsibilities, language and sexual harassment and policy delivery.
- The adoption of strategic objective setting at individual Department/Office level, including the setting of increasingly specific equality goals, to be achieved over a stated period of time.
- New Equality structures to be put in place, both locally and centrally, to support implementation of the policy. And
- The adoption of a communications strategy for implementation.

A high level Gender Equality Management Group, chaired by Ms. Josephine Feehily, Revenue Commissioner, is at an advanced stage of developing a new Gender Equality Policy for the civil service. The group has decided to produce three separate documents relating to revised policy and procedures for addressing gender equality. The three documents are:

- i. A new gender equality policy;
- ii. A guide to Government Departments on affirmative action, entitled Making it Happen; and
- iii. An outline of mechanisms for the allocation of responsibility, accountability and monitoring in respect of gender equality.

In June 2000 the Government approved the new gender equality policy in principle and directed that consultations with the staff unions on the implementation of the new policy should begin. These consultations are now at an advanced stage. At the same time, the Government set a target of one-third of posts at Assistant Principal level to be filled by women within five years.

It is anticipated that the new gender equality policy will be agreed and formally launched by the Government later this year.

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**Regulatory Reform**

Regulatory reform is one of the themes of the *Strategic Management Initiative / Delivering Better Government* modernisation programme. The regulatory reform agenda is an important one and its original focus on reducing red tape has been broadened to include issues such as improving competitiveness and reducing the burden of compliance on businesses and citizens.

Steady progress has been made in relation to the Action Programme 'Reducing Red Tape,' which was launched in July 1999, for example :

- On *accessibility*, the statute book has been made available in electronic format and as part of their E-Public Service strategies, Departments /Offices will be increasingly using web-based technologies to publish regulations, application forms and explanatory information;
- On *quality versus quantity*, Departments/ Offices are required under amended Cabinet Procedures to use a quality regulation checklist for each new legislative proposal;
- On *simplification*, the new Statute Law Revision Unit in the Attorney General's Office is preparing for a comprehensive programme of Restatement which it is expected will commence later this year subject to the enactment of the Statute Law Restatement Bill;
- On elimination of *unnecessary regulation*, Departments and Offices have been asked to examine their primary and secondary legislation frameworks to identify scope for revision, repeal and consolidation. This will form the basis of a prioritised work programme which is being finalised by the Statute Law Revision Unit in the Attorney General's Office;
- A dedicated Regulatory Reform Unit has been set up in the Department of the Taoiseach to co-ordinate the delivery of the regulatory reform agenda.

Over the past year, the major project in the regulatory reform area has been Ireland's participation in an OECD Review of Regulatory Reform in Ireland. This review is at its final stages and the report will be presented to the Taoiseach on 24 April 2001. The Government sought to have this review conducted in order to help objectively identify best practice in relation to regulatory reform. The review will also identify areas which might be addressed in an Irish context, with a view to empowering the citizen as consumer and removing regulatory barriers to increased competitiveness.

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**E-Government**

E-Government is a key element of the Government's Action Plan for the Information Society in Ireland which is being implemented over the period 2000 to 2002. The Action Plan is being supported by a dedicated funding mechanism and a number of key developments include:

- Service Delivery Model (SDM)

The Service Delivery Model, which was described in Ireland's previous report in October 2000, sets out a coherent approach for the delivery of all government services. It is based on the concept of the e-Broker, a central gateway for all government services which when fully implemented will provide the following across all levels of government:

- Central provision of high quality and appropriately organised information;
- A central authentication service for all eGovernment services using common service identifiers, both for individuals and organisations;
- A portal for systems implemented by individual agencies;
- A platform for the delivery of integrated services relating to 'life-events' and 'business episodes'.

The procurement and implementation of the eBroker is the primary responsibility of the REACH cross-departmental unit established specifically to facilitate the delivery of eGovernment services.

The eBroker facility will be introduced in the second quarter of 2001. It will offer central authentication services in late 2001 and complex services by the first quarter of 2002.

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**E-Procurement by Government Agencies**

An inter-organisational committee comprising central and local government and the Health and Education sectors is continuing its work in the development of an e-Procurement facility for the Irish Public Service. A strategic study to identify and address the issues involved and devise an appropriate strategy is due for completion in June 2001. As a first step, an interim Public Sector Procurement Opportunities Portal

containing tender advertisements and associated documentation has recently been launched. The timescale for delivery of pilot implementations of the full-cycle e-Procurement system is mid 2002.

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**Information Society Fund.**

The Information Society Fund was introduced in 2000 to support e-Government and Information Society initiatives identified under the Irish Government's Action Plan for the Information Society. The fund will disburse some IR£110m over the three-year cycle of the Action plan 2000-2002. To date, 80 projects have been approved at a total cost of some IR£32m.

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## ITALIE/ITALY

### **www.egov.it: A portal for e-government**

#### *Background*

**Egov.it** is a portal that the Italian Government set up in order to foster the development of the application of ICTs to Government and Public Administration and to share worldwide the potentialities of e-government. **Egov.it** has been developed by a research team of the University of Naples Federico II, under the sponsorship of the Italian Department for Public Administration and was launched in conjunction with the Third Global Forum on Reinventing Government, Naples, March 15-17.

#### *Objectives*

The main aim of the portal is to provide an introductory overview of the fast growing domain of e-government websites. The reader will find access to **1,000 selected sites** with a **brief description & the link for direct access**. An **institutional directory** provides unclassified **direct access** to some more **10,000 e-gov sites worldwide**. Sites have been **grouped by country** and conference theme. A sign in form is available for sending comments and proposals to [info@egov.it](mailto:info@egov.it).

The portal contains a section dedicated to the creation of a **platform of knowledge sharing** that will allow the exchange of information and experience. In this part of Egov.it, beside the **discussion community**, a space will be given to the contributions presented by speakers at the Third Global Forum on Re-inventing Government and to references for scientific publications on e-government.

#### **Contact:**

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## JAPON/JAPAN

### New Developments

#### *1. Central Government Reform*

As from 6<sup>th</sup> January 2001, a new regime of the central government started in Japan. The government formerly consisted of twenty-two ministries and agencies and has been reorganized into the new Cabinet Office (Naikaku-fu) and twelve ministries with enhanced leadership of the Prime Minister and cabinet function. Also as a part of the reform, a new system of Independent Administrative Institutions (IAIs, semi-governmental entities organizationally separated from the government) will be start in April 2001 for efficient and transparent operation.

#### *2. Information Disclosure*

The Administrative Reform Committee, a consultative body for the Prime Minister, submitted a report “Opinion Regarding Establishment of Legislation for Information Disclosure” to the Prime Minister in December 1996. In accordance with this Opinion, the “Law Concerning Access to Information Held by Administrative Organs” was promulgated on 14 May 1999. Cabinet Order, adopted at the Cabinet Meeting on 10 February 2000, determined necessary items for its implementation.

For public corporations, the Investigation Committee on Access to Information Held by Public Corporation, which was established under the Administrative Reform Promotion Headquarters, submitted a report “Opinion Regarding Establishment of System for Information Disclosure Held by Public Corporation”, to the Prime Minister in July 2000. The Government is going to draft a bill in accordance with this Opinion and submit it to the Diet in the middle of March 2001.

#### *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 produced “Second Report on Regulatory Reform” in December 1999. “Three-Year Programme for Promotion of Deregulation as Revised” was further revised in March 2000, incorporating all the recommendations of the Committee’s Second Report and considering both domestic and international suggestions and requests. The Committee issued its Third Report in December 2000.

#### ***4. Total Staff Number Management***

Amendment of Total Staff Number Law of Administrative Organ was promulgated on 19 May 2000, which revises the framework of fixed number in accordance with re-organization of the Central Government. This law was put in force on 6 January 2001 when reorganisation of the central government was completed.

On 18 July 2000, the Cabinet decided a revised staff number reduction programme, announcing at least 10% as the target of annual reductions in 10 years. This programme sets out reduction of each ministry within 5 years and states that the government has to make a good effort to reduce 25% of total number within 10 years.

#### ***5. Ethics Law***

The National Public Service Ethics Law was passed by the Diet on 9 August 1999 and promulgated on 13 August. The Law was entirely effective on 1 April 2000. The Law's contents are as follows:

- Obligation on senior officials to report gifts, favours, etc. of value beyond 5000 yen, received from enterprises or organizations (not from individuals).
- Obligation on very senior officials to disclose their stock exchange and income.
- Establishment of a National Public Service Ethics Board within the National Personnel Authority (NPA) responsible for matters concerning maintaining ethics related to office, for example training, review of above-mentioned reports, investigation and punishment on unethical conduct, as well as submitting its recommendations to the Cabinet on the National Public Service Officials Ethics Code. The Cabinet, with the consent of the Diet, appointed the President and Members of the National Public Service Ethics Board on 3 December 1999.
- Prohibition or restriction of some kinds of conduct by applying the National Public Service Officials Ethics Code established as a government order.

#### ***6. Fixed Term Recruitment System***

The Law Concerning the Special Measures for the Recruitment and Remuneration of National Public Employees with Fixed Term in the Regular Service was promulgated and came into force on 27 November 2000. The law was enacted on the basis of the opinions issued by the NPA on 15 August 2000 to set up a new system of recruitment with fixed term of office up to five years. Within this term, Japanese government can employ experts with specialized knowledge and experience which is useful to public service and pay those who have highly specialized knowledge and experience the adequate remuneration commensurate with their specialities, etc.

19 persons have been recruited under this system as of 1 March 2001. They are from the private sector and include IT experts, university professors, lawyers, and certified public accountants.

## **Promising Practices**

### ***1. Public Comment Procedure***

The Cabinet decided “Public Comment Procedure for Formulating, Amending or Repealing a Regulation” on 23 March 1999. Through this procedure, administrative organs shall, first of all, make a public notice of a proposed regulation, and consider comments and information submitted by the public before formulating, amending or repealing a regulation.

### ***2. Decentralization***

The Committee for Promotion of Decentralization, a consultative body for the Prime Minister, made four recommendations to the Prime Minister by 1997, and the Government, paying due consideration to them, decided the “Decentralization Action Plan” in May 1998. The Law for Decentralization Promotion was passed by the Diet in July 1999, and was put in force on 1 April 2000. The Committee reported its fifth recommendation in November 1998 and the Cabinet, paying due consideration to them, decided “Second Decentralization Action Plan” in March 1999.

### ***3. The Policy Evaluation System***

As a part of the Central Government Reform, the Government introduced a government-wide policy evaluation system in January 2001 to realise effective, efficient and people-oriented public service.

The Government determined the Guidelines for Policy Evaluation this January to assure appropriate implementation of evaluations by individual ministry.

The Guidelines includes objectives, criteria of policy evaluations and three standard evaluation formulas: project evaluation, performance evaluation and comprehensive evaluation.

Furthermore, the Government is planning to submit relevant legislation of the policy evaluation system to the current Diet in order to enhance the effectiveness and trustworthiness of the system.

### ***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 from 1 April 2001. 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.

### ***5. Measures taken to Promote Leadership in the Civil Service***

The management of public service has significantly become difficult and complicated recently with the arrival of the age of globalization, the rapid progress of Information Technology and the diversification of people's sense of values. In order for the central government to reply to the expectations of the people under these circumstances, the top executives are required to upgrade their professional skills and capacity as a policy planner and coordinator, cultivate appropriate sense of balance and improve their competence as a leader of the organization and for managing the social changes.

In this context, the NPA introduced a new training course (lectures and round-table discussions) for the top executives (non-political appointees) in ministries and agencies in 1999. This course was launched for enabling them to respond effectively to the rapidly changing social and economic environment, which affected administrative management and governance. It provides them an opportunity to rediscover their role as senior executive and to strengthen their work ethics, thereby promoting the public confidence in the government.

The NPA is further studying other measures, which can be taken in the field of personnel management, for example, recruitment, promotion and training.

## LUXEMBOURG

### Réforme Administrative

#### *Considérations générales*

L'Etat doit constamment adapter la gestion publique à l'évolution de la société et aux attentes des citoyens et des entreprises, aux nouvelles réalités économiques et également à l'évolution technologique.

La modernisation de la gestion publique se définit comme un processus continu visant à modifier progressivement les modes d'intervention de l'Etat, ses structures ainsi que son cadre de gestion.

La participation active de tous les acteurs concernés, acteurs du secteur privé et acteurs du secteur public, est indispensable pour améliorer en permanence les services aux besoins des citoyens et des entreprises, et donc pour garantir le succès de toute politique en matière de Réforme Administrative.

#### *Introduction*

Le Gouvernement, issu des élections législatives du 13 juin 1999, a procédé fin 1999, d'un côté, à une réévaluation stratégique des projets en cours par rapport au programme gouvernemental, et, d'un autre côté, à l'élaboration d'un programme de travail en vue de fixer le mode opératoire et l'échéancier en ce qui concerne certains projets à caractère prioritaire.

Les agents en charge du programme de la Réforme Administrative sous le Gouvernement précédent ayant tous quitté le Ministère de la Fonction Publique et de la Réforme Administrative entre fin 1999 et mi-2000, la mise en place d'une nouvelle équipe a été nécessaire et n'a pu être réalisée qu'à la fin de l'année 2000.

A défaut de personnel pour conduire le programme de travail prévu, le présent rapport se limitera dans sa première partie à présenter de façon succincte trois domaines auxquels le Ministère de la Fonction Publique et de la Réforme Administrative a et va accorder une priorité pour ses travaux, tandis que dans sa deuxième partie, le rapport fait le point sur l'état d'avancement de certains projets entamés au cours des années précédentes ou lancés en 2000.

### **A. Trois domaines prioritaires extraits du programme du Gouvernement.**

#### *1. Le périmètre d'action de l'Etat*

L'Etat doit être au service de ses citoyens et de ses entreprises, mais l'Etat ne peut pas s'occuper de tout. Le Gouvernement entend redéfinir les responsabilités, les tâches et le périmètre d'action de l'Etat. Le

Ministère de la Fonction Publique et de la Réforme Administrative a entamé en 2000 les travaux d'étude devant mener à :

- La clarification des responsabilités entre le secteur public et le secteur privé.
- La clarification des responsabilités entre la commune et l'Etat au sens strict.
- La simplification administrative à tous les niveaux.
- La garantie d'une meilleure administration publique.
- L'efficacité et l'efficience des organismes publics.
- La transparence dans les prises de décisions et les investissements.
- La responsabilisation des politiques devant les citoyens et les entreprises.

Le recensement des préoccupations, des attentes ainsi que des propositions auprès de tous les acteurs concernés sera continué pendant la première moitié de l'année 2001, de manière à pouvoir soumettre un premier rapport en la matière au Gouvernement en conseil vers la fin de la première moitié de 2001.

## ***2. La modernisation de l'Etat grâce aux nouvelles technologies de l'information et de la communication***

Le recours aux nouvelles technologies de l'information et de la communication permet la mise en place de nouvelles méthodes de travail par les agents et les organismes d'une part, et la dématérialisation des services offerts aux citoyens et aux entreprises d'autre part.

Le Ministère de la Fonction Publique et de la Réforme Administrative a organisé conjointement avec le service responsable de la Commission Européenne un symposium « Best Practices in e-Administration » qui a eu lieu le 30 juin 2000 à Luxembourg-Kirchberg. C'était l'occasion d'analyser plus en profondeur les relations existantes entre les administrations, les citoyens et les entreprises du secteur public par un échange des meilleures pratiques en matière d'utilisation des technologies de l'information et de la communication.

L'initiative eGovernment, dont a été chargée le Ministère de la Fonction Publique et de la Réforme Administrative fin 2000 dans le cadre de eLuxembourg ([www.eluxembourg.lu](http://www.eluxembourg.lu)), sera précisée début 2001 et fera l'objet d'un programme pluriannuel devant permettre la mise en œuvre de nombreux services électroniques pour tous les acteurs dans les années à venir.

## ***3. L'assistance en matière administrative par l'Etat***

Le rapprochement de l'Etat du citoyen et de l'entreprise demande d'agir sur les différents aspects de la relation entre l'administration publique et ses usagers.

En ce qui concerne plus spécialement l'assistance en matière administrative, le Ministère de la Fonction Publique et de la Réforme Administrative a entamé les travaux pour améliorer l'accès à l'administration publique sous différentes formes :

- Les contacts physiques : la création de bureaux d'assistance (« Bürger-Büro »).

- Les contacts téléphoniques : la mise en service d'un numéro vert gouvernemental.
- Les contacts électroniques : le mise en œuvre d'un portail dans le cadre de eGovernment.

Les premiers améliorations seront disponibles début 2001.

## **B. Projets en matière de Réforme Administrative au niveau central.**

La présente partie se limite à faire le point sur les initiatives prises ou accompagnées à un niveau central et plus particulièrement en ce qui concerne trois domaines :

### *1. Audits organisationnels*

Le Ministère de la Fonction Publique et de la Réforme Administrative participe ou a participé activement aux projet suivants :

- Inspection Générale de la Sécurité Sociale.
- Un « Audit des procédures administratives et informatiques » a été conduit en 2000 par un consultant externe. L'implémentation des propositions est prévue pour 2001.
- Ministère des Transports

Une « Etude de réorganisation » a été entamée mi-2000 par un consultant externe. L'étude se terminera début 2001 et sera suivie par l'implémentation des mesures retenues.

- Administration des Eaux et Forêts

Une étude concernant surtout le renforcement de la protection de la nature et l'organisation du personnel chargé de la gestion des ressources naturelles a été lancée fin 2000. Les résultats de l'étude conduite par un consultant externe devraient être disponibles pour la mi-2001.

### *2. RACE (Réforme Administrative par la Coopération Electronique)*

Il convient de rappeler que le but du programme pluriannuel RACE consiste d'abord à sensibiliser les agents administratifs aux possibilités offertes par la coopération à l'aide de réseaux et de logiciels informatiques spécialisés, dans l'espoir de réduire peu à peu le cloisonnement interadministratif et de promouvoir une attitude coopérative dans le travail administratif quotidien.

Le programme a cependant également donné lieu à la réalisation de logiciels informatiques, développés avec Lotus Notes. Ainsi les solutions suivantes ont été mises en place en 2000 :

- Ministère de l'Economie : Gestion d'affaires en matière de concurrence.
- Ministère de la Justice : Gestion d'affaires auprès des Juridictions administratives.
- Ministère de la Sécurité Sociale : Gestion du courrier.
- Parquet Général : Gestion des « Commissions Rogatoires Internationales ».

La mise en service en 2000 d'un serveur Lotus Notes commun aux organismes utilisateurs par le Centre Informatique de l'Etat (CIE) permet d'utiliser les applications sans avoir à se préoccuper de l'acquisition et de l'exploitation de l'infrastructure nécessaire.

### 3. *Qualité*

En l'année 2000, le groupe de travail communautaire « services publics innovants », auquel participe le Ministère de la Fonction Publique et de la Réforme Administrative depuis sa création en novembre 1998, a eu l'occasion d'organiser, avec le concours de la présidence portugaise, du 10 au 12 mai 2000 à Lisbonne la « First Quality Conference for Public Administration in the EU ». Le Luxembourg y présenta une étude de cas du Commissariat aux Affaires Maritimes qui avait trait à la réorganisation des procédures administratives internes au Commissariat. Le ministère de la Fonction Publique et de la Réforme Administrative participait financièrement au développement externe et à la mise sur support informatique (e.g. CD-ROM) de cette présentation. La participation et la qualité de la présentation luxembourgeoise contribua largement à renforcer l'image de marque positive de l'administration nationale à l'échelle européenne.

D'autres chantiers, mis en œuvre par le même groupe, concernent l'élaboration au niveau des Etats membres de l'Union Européenne d'un cadre d'auto-évaluation (CAF) du management par la qualité au sein des administrations publiques, le *benchmarking* des administrations ainsi que l'identification d'indicateurs de qualité au niveau européen.

Des réflexions ont été menées pour la mise en œuvre plus systématique de politiques de qualité dans les organismes publics luxembourgeois.

Le Ministère de la Fonction Publique et de la Réforme Administrative va promouvoir en 2001 les démarches qualité nécessaires pour arriver à l'établissement de politiques de qualité et à l'engagement du respect des niveaux de qualité retenus.

## MEXIQUE/MEXICO

### **Budgeting Developments**

#### *Accountability. Strengthening democratic principles*

##### *Supreme Auditing Office of the Federation.*

A constitutional amendment was passed in 1999, in order to reinforce the agency in charge of auditing public expenditure. In the year 2000 Congress passed the Law which regulates the Supreme Auditing Office of the Federation. The new Law establishes that line ministries and agencies will have to send to the Auditing Office a mid-year report on processes that have been concluded by June 30<sup>th</sup>; the Auditing Office will audit those processes, including the verification of the degree of advance of programme's objectives and goals based on the performance indicators approved in the Federal Budget. Those reports will be consolidated with the information regarding the second semester of the fiscal year in the Federal Public Accounts. Furthermore, the Law provides that the Auditing Office can audit during the fiscal year when an irregular situation is reported to the agency and to determine liabilities and penalties for public servants involved in such irregularities. Finally, it must be noted that the Auditing Office is designed to conduct expenditure auditing in order to verify if public policies' goals are achieved.

#### *Transparency*

##### *Commission for transparency and action against corruption.*

This Administration has created a permanent Commission in order to establish in co-ordination with all the internal auditing units of line ministries, the lines of action to fight corrupt practices within the Government and to assure transparency in all governmental procedures.

#### *Human resources management*

##### *Strengthening line ministries and agencies' autonomy concerning staffing policy.*

For the year 2001, the process for authorising human resources structures in line ministries and agencies has been deregulated. Line ministries and agencies will be able to authorise modifications to their organic and occupational structures as long as they observe their budget caps, informing such modifications to the Ministries of Finance and of Comptrollership and Administrative Development. Thus, an ex-post control has been established in order to deregulate human resources authorisations while maintaining fiscal discipline.

***Efficiency******Petroleum Fund.***

In the year 2000 a Fund was established to attend contingencies related to revenues' shortfalls provoked by fluctuations in oil prices, in order to prevent affecting public expenditure. The Fund's rules established in March 2001, provide that during a fiscal year, it can be used up to 50% of the Fund's resources. Further, the rules establish that oil prices' coverage can be purchased with insurance companies.

***Public investment******Public investment allocation system.***

A new System that promotes the efficient allocation of public investment resources and improves their impact on economic growth, is being designed. The purpose is to allocate public investment resources to programmes and projects with the highest social benefits.

***National indicator system***

The Fox Administration is creating the "National Indicator System". This System will consist of a set of indicators which are widely available; easy to understand; result oriented (outcome VS. process) and internationally comparable. It is worth mention that this System is conceived by pulling together previously available resources.

The key issue is that this System will be the essential mechanism that ties together the whole administration process: From goal setting at the planning stage all the way to results evaluation. Ministers and top ranking officials will be held accountable on their goals as result of the System.

There is a set of National indicators, and four subsets of theme indicators: Quality Growth (Economic Cabinet), Human and Social Development (Social Cabinet), Law and Order, and Good Governance. The National and theme Indicators will be a shared responsibility that will promote team work and a deep sense of a shared responsibility.

This System is work in progress and it's first version will be presented on the first week of April to the Cabinet. Once it is operational it will be readily available for the Mexican society and the world to see. This system will enhance transparency in the government-society relationship.

## NORVÈGE/NORWAY

### **New developments:**

#### ***A plan of action for ICT competence in the local and central government administration 2001 - 2004***

Within the coming years the implementation of e-government is sweeping over Europe. New ways of organising work and education as distant working and distant training are put into action. An open electronic administration with 24-hour access and improved efficiency demands co-workers with necessary competence. Senior civil servants also have a special duty to utilise the potential of ICT (information and communication technology) within their own fields of responsibility.

In Norway Ministry of Labour and Government Administration therefore has prepared a plan of action to meet the future need for ICT competence among government employees. The plan is based on the competence needed today and in the future and in accordance with key trends in the field of information and communication technology.

The plan ascertains that the local employers are responsible for developing the competence of their own employees. The Ministry will contribute on a macro level in developing convenient framework and other needs of common measures and initiatives. The plan states the fact that the society in the near future will be in demand of ICT-competence at all levels and in all occupations. That means that the society will need ICT- specialists graduated from university as well as ICT-specialists on the level of skilled workers. At the same time ICT-competence will penetrate and become a necessary field of knowledge in all occupations.

To recruit and retain ICT-specialists in the state sector the local agency has to use the comparative advantages of the government administration: Interesting jobs, a family friendly personnel policy and good training opportunities. The plan is pointing at the importance of the local employer to focus on the workplace as a learning arena.

Skilled workers can execute many ICT tasks within the governmental administration with a craft certificate as ICT network operator. We should therefor recruit apprentices and as soon as circumstances permit, offer additional education in more qualified subjects too.

The plan proposes an e-learning network based on Internet where all the employees should have the opportunity to reach a competence level equivalent to a European Computer Driving Licence (ECDL). In addition the plan proposes courses suited for top and senior civil servants in subjects as strategic ICT-knowledge.

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**Trainee-programme in the Norwegian civil service**

The Ministry of Labour and Government Administration has initiated a trainee-programme for the ministries in Norway. Eight out of sixteen ministries participate in the programme designed for the younger employees. The programme starts in august 2001, and has an endurance of fourteen months. The main focus will be on learning by serving in three different ministries. In addition to the periods of service, six thematic gatherings will be arranged with focus on such issues as public administration, economy, relevant laws, challenges in the Norwegian public service, project management, international reforms, personal development such as presentation, negotiation techniques, networking and the development of future career plans. Each trainee will be provided a personal mentor during the whole period. Eight trainees will be recruited from the civil service while the other ten trainees will be recruited with a different background.

The main reason to start a trainee programme is to keep and develop talented candidates. Demographic tendencies in Norway, as well as many other European countries, indicate a lack of qualified employees in the future. As a consequence, the competition with other sectors about the best labour force will tighten. Private employers have used trainee programmes and other educational opportunities as a strategy for recruitment for some time. We believe that the Civil Service needs to be more future-oriented in the strategies chosen to be able to recruit among the best qualified.

The programme is directed towards people with an academic education of at least four years. The trainees must be under 35 years of age, and their ministerial service should be less than four years.

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**A systematic assessment of managers in the Government administration**

As of 2001, the Ministry of Labour and Government Administration in Norway introduces a systematic assessment of managers in the Government administration. The assessment is part of the program for renewal of the public sector, but it also has the intention to provide a solid foundation for recruiting and developing and the mobility within this group.

Managers with responsibility for human resources are the target group of the management assessment. To begin with, the policy is to be introduced within the Ministries only, later to the agencies as well.

The assessment (of managers) will evaluate the daily displayed leadership conducts of managers. This includes assessment on important features of management, such as: motivation, feedback, communication, handling conflicts, changes and development. Moreover, a comparison of the requirements of the job/ position and the manager's (result) achievements will give a complete evaluation on his/ her management skills.

The assessment is included in broader aspects of human resources politics. Each Ministry will realise the process as of autumn 2001, and the process is to be completed within July 1 2002.

Each Ministry must develop a strategy that fits their needs and preference, and the Ministry of Labour and Government Administration is responsible of preparing a strategy and following up the work.

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**Program for innovation of the public sector**

A Program for innovation of the public sector was officially launched by the Minister of Labour and Government Administration the 11 October 2000. To coordinate the work a Public Sector Innovation Unit is established in the Ministry of Labour and Government Administration.

The superior aim of the program is to renew, readjust and increase the efficiency of the public administration in order to make it more adaptable to the needs of the inhabitants and to economical considerations.

The program will be coordinated by a steering committee chaired by the Minister of Labour and Government Administration. In order to reach the aim of the program, all the administrative bodies and sectors shall face the challenge and contribute to achieve results and all ministries will be required to report to the steering committee about the progress made in their respective projects within the program.

For further information about the program please visit: [www.odin.dep.no/fornyelse](http://www.odin.dep.no/fornyelse).

We would here like to highlight the following structural reforms as parts of the program:

***New Directorate of Police***

On 1 January 2001 a new Directorate of Police came into operation. The creation of this new directorate is an important step in a wider effort to improve efficiency within the police service, which will affect the organization of the Norwegian police force at central, regional and local level. With the exception of the National Police Security Service, the various police districts as well as the specialist units within the force will report to the Directorate of Police on all administrative and policing matters. The new directorate was created to strengthen the overall national leadership of the police and contribute to making Norway's effort to combat crime more focused. The Directorate of Police will play a central role in the fight against

international and organised crime. The directorate will be under the jurisdiction of the Ministry of Justice and will act under the Minister of Justice's constitutional authority.

### ***Major reform of the courts***

The Government has proposed the creation of a new court administration authority outside the jurisdiction of the Ministry of Justice. The proposal represents an important reform in the principles governing the administration of the courts of justice in Norway, and will change the 200-year-old tradition of direct supervision of the courts by the Ministry of Justice on administrative matters. The main principle in the Government's proposal is that the Ministry of Justice will no longer have the right of instruction over the new court administration authority, which will have its own, broadly composed, board of directors as its governing body. This will signal the courts' independence and make clearer the separation of powers between the judiciary (the courts) and the executive (the Government and the ministries). (Proposition to the Odelsting no. 44 (2000-2001) regarding the Act regarding amendments to the Courts of Justice Act, ref. Official Norwegian Report 1999:19 The Courts of Justice in Society, website: <http://www.odin.dep.no/jd/>)

### **Healthcare reform: Hospitals to be transferred to central government control**

The Government has proposed that ownership and control of Norway's hospitals be transferred from the county administrations to the central government under one central authority. At the same time a series of regional health authorities will be created. These will be wholly state-owned and will have their own boards of directors. The individual hospitals in each region will become subsidiaries of the regional health authority with separate boards of directors. The aim of the reform is to better exploit available capacity, reduce waiting lists and provide treatment based on knowledge of the best treatment methods. The central government will provide the overall framework and give the regional health authorities broad powers to make their own decisions regarding organisational form and day-to-day operations. The regional health authorities will not be able to go bankrupt. Neither the regional health authorities nor the individual hospitals may be privatised in whole or in part.

### ***Modernisation of the Armed Forces***

The Government has proposed the restructuring of Norway's Armed Forces so that instead of being a purely invasion defence force, it will be made up of a combination of rapid deployment and broad mobilisation forces. In this way it will better be able to fulfil its mission in peace and in war. The Government has proposed a simplification of the military chain of command, with fewer levels and extensive delegation and decentralisation of authority, which will necessitate a substantial cut in troop numbers. It is proposed that the Headquarters Defence Command Norway (FO) be replaced by 31 December 2004 by an integrated civilian-military ministry whose senior military advisor will be the Chief of Defence Staff. The expanded Ministry of Defence will handle the overall leadership of Norway's armed forces at a strategic level.

**Promising practices***Norway 2030-project*

The project "Norway 2030" was a scenario project carried out by the Royal Ministry of Labour and Government Administration in Norway. In addition to the processual gains the main object was to develop five future scenarios about the public sector in Norway for the year 2030.

The main international partners in the project were the OECD International Futures Programme and the Forward Studies Unit of the European Commission. "Norway 2030" also had close contacts with the Policy Research Secretariat in Canada and other forward-looking government-based milieus throughout the world.

The project was aiming at developing scenario tools as strategic instruments in public management reform. The scenario project finished formally 31th of decembre 2000. The project has published a book in which both theory of science, scenariomethodology, the scenarios themselves and reflections around how to use scenarios in public management reform processes and how to contribute to develop new perspectives on future politics in different areas are taken care of.

Please visit <http://www.norway2030.net> for more information.

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## NOUVELLE-ZÉLANDE/NEW ZEALAND

### **New developments**

New Zealand's factsheet to the Autumn 2000 meeting discussed the statement of government expectations and the establishment of the State Sector Standards Board. Since that meeting the Standards Board has presented the Minister of State Services with its first report.

### ***Reporting on standards***

In its report to the Minister, the Board set out a statement of expectations. These amount to a statement of the behaviours that the Government expects from State agencies. These behaviours fall under three headings: integrity; responsibility; and respect.

The Board went on to identify six impediments to improved performance in the State sector. In effect the Board argued that the expectations of behaviour are unlikely to make any material difference in the absence of change elsewhere. The Board says:

- The role of the centre - principally the State Services Commission, but also the Treasury and the Department of the Prime Minister and Cabinet - needs to be strengthened.
- The wide variance in the types of State sector governance affects the effectiveness of the State sector and needs to be reduced.
- The State sector's response to any government's agenda is fragmented, and requires better co-ordination.
- A better balance needs to be struck between organisational efficiency and delivering on outcomes.
- Attention needs to be paid to the morale of State servants, and instances of exemplary performance should be recognised and affirmed.
- Parliament and Ministers must recognise that their behaviour towards State servants affects performance. A climate of mutual respect is critical.

### ***Implementing the agenda***

The Government has issued the statement of expectations of behaviour - emphasising integrity, responsibility, and respect - to all State sector organisations including Public Service departments, Crown entities and State owned enterprises.

The Government also issued a reciprocal statement, in which Ministers acknowledge their own standards. Ministers formally state that, in working with State servants, they will:

- Acknowledge the importance of free, frank and comprehensive advice.
- Provide clear guidance about policy directions and outcome priorities.
- Participate effectively in accountability practices.
- Treat people in the State sector in a professional manner.

The Board has issued a reminder that the joint endeavours of Ministers and State servants require the full commitment of all parties.

### *Moving forward*

The Government has asked the State Services Commission to report, in June 2001, on a cohesive response to the Board's analysis of the impediments to performance. At least part of that response will draw upon work that is already underway in the Commission:

- The Commission is leading work on the application of information and communications technologies to Government. The Government is purchasing \$16 million worth of advice from the Commission in a multi-year programme that has been dubbed 'e-government'. In e-government, the SSC is emphasising the potential for co-ordinated responses, both on inputs (equipment procurement, for example) and on service delivery – the experience of citizens in receiving State servants. E-government has the potential to address fragmentation through the application of technology.
- The State Services Commissioner has been shifting the focus of the Commission's direct role with the 39 Public Service departments from a retrospective audit approach, to an approach that is based on supporting departments in growing their corporate capability. The aim is to assist departments to anticipate the pressures they will face, over the medium-term, and support chief executives and senior managers in building capability to respond to those pressures. Eight departments are taking part in a trial of that approach.
- In the State Services Commissioner's annual reviews of chief executive performance a balance has been drawn between reviewing delivery against the purchase agreement (that is, the quantity and quality of outputs) and chief executives' management of corporate capability and institutional behaviours. Increasingly, the latter is being emphasised.
- The State Services Commissioner has the Minister's support to dissolve the Senior Executive Service (SES). The SES was set up under the State Sector Act in the late 1980s, with the intention that it should be the means by which the Public Service grew a cadre of senior managers and potential chief executives. For various reasons, the SES has not worked. Over the last two years, the State Services Commissioner has been working with departmental chief executives on arrangements under which they foster managers in their departments in co-operation with the Commissioner.

The Standards Board report has underlined the need to take a systemic view of organisations. No part of the State sector is isolated. Change in one part of the system affects the remainder of the system. Ultimately, the strength of the system lies in the Government's ability to co-ordinate the entire State sector.

The Standards Board report can be found at:

<http://www.executive.govt.nz/minister/mallard/state/index.html>

## **Promising Practices**

### ***Survey of Career progression and development in the New Zealand Public Service***

Concerns about the lack of high quality candidates, especially women, putting themselves forward for chief executive positions and a desire to strengthen the pool of future candidates, prompted the State Services Commissioner to launch an investigation into career progression and development in the New Zealand public service.

The survey, conducted by the State Services Commission (SSC) in late 2000, asked public servants about their careers including their career aspirations, their access to training and development opportunities, factors that have helped or hindered their career progression, and what, if anything, stops them from applying for senior positions.

The survey responses are being analysed by the SSC and the public service-wide results will be available publicly later this year.

The results of the survey will enable public service departments and the State Services Commission to better target senior management development and other human resources strategies. The survey results will underpin the State Services Commission's ongoing strategic human resources work, in particular on senior management development. Issues raised at the departmental level will fall to individual Chief Executives and their departments to address.

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## PAYS-BAS/THE NETHERLANDS

### New Developments

#### *A national strategy for sustainable development*

In the year 2002 the World Summit on Sustainable Development will be held in Johannesburg, South Africa. As in other countries, the Netherlands are developing a national strategy for sustainable development. Apart from their own national strategy, the Netherlands will also participate in the European Strategy for sustainable development (formulated by the EC) and the OECD strategy.

The national strategy will focus on the evaluation of Agenda 21 and lessons learned from this evaluation, as well as focus on the correlation between the different national policy initiatives, which have been presented in different policy plans (in various social, economical and environmental policy plans).

For the development of this national strategy a project organisation has been formed. Under the presidency of the Prime Minister a steering group is formed, consisting of several ministers and directors of scientific institutions. On February 2<sup>nd</sup> 2001, the ministers have started the process of the making of the national strategy. The project organisation consists of members from several ministries who incorporate ideas from inside and outside the government (e.g. citizens, NGO's, business community and organizations of workers), to develop the Dutch national strategy for sustainable development.

Basic assumptions of the project are:

- To develop a long term policy.
- To place the national strategy in an international context.
- To promote broad support.

One of the premises is not to initiate new research.

The national strategy will be presented in Johannesburg in 2002.

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## POLOGNE/POLAND

### **Development of ICT in public administration in poland (information for 23 session of the public management committee – april 2001, paris)**

The Council of Ministers adopted on 28 November 2000 the document 'Aims and Directions of Information Society Development in Poland'. The document, prepared by the experts of the State Committee for Scientific Research and the Ministry of Posts and Telecommunications, describes the priorities of the Information Society (IS) development in Poland and stands the basis for further actions and measures to be implemented. The details of implementation process in public administration will be worked out in the governmental "Strategy of Information Society Development in Poland in 2001-2006 -- ePoland". The document should be issued before 31 May 2001.<sup>1</sup> On 8 February 2001 the first meeting of Forum for the Information Society took place. The body, consisting of high level representatives of public administration and non-governmental organisations active on IT field, will carry on the monitoring of progress of Information Society implementation in public administration and propose the actions leading to its fostering.

In accordance to the statements of Telecommunication Law, an independent telecommunications regulatory authority -- the Telecommunications Regulatory Office (URT) was established.

The fact, that Polish legal system still does not recognise the electronic signature, heavily affects the development of e-administration. Therefore Polish Government acknowledges the urgent need for creating of the required legal framework. The project of Digital Signature Act is currently debated in the Parliament. It is expected to get in force before July 2001. According to the Polish law system, the work on this Act was connected with preparation of new legal regulations in the Civil Code (prepared by Ministry of Justice Civil Law Codification Commission).

In September 2000 the State Committee for Scientific Research adopted a new programme called PIONIER -- The Polish Optical Internet. The programme, covering the years 2001-2005, will be implemented in three stages: implementation of applications and base services for the information society (2001-2002), pilot deployments of applications (2003-2004), technology transfer to the administration and industry (2005). The proposed applications cover: telecommunications, computational sciences, Internet based training, tele-education, spatial information, management of environment resources, tele-medicine, group working.

Hitherto it was no national policy concerning information policy in public administration. Even worse, such undertakings were not properly co-ordinated on the government level.

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<sup>1</sup> The development of the IT is also dealt with in 'Outline for the Medium-term Development of the Country until the Year 2002', approved by the Council of Ministers on 15 June 1999 and in the 'Policy Outline for the Spatial Development of the Country', approved by the Council of Ministers on 10 October 1999.

The ICT applications, which have been implementing in public administration in Poland up to the present, cover several separated areas:

1. National Personal Registry System (PESEL) maintained and systematically developed by the Ministry of Internal Affairs and Administration from 1990.
2. Identity Card System - the Ministry of Internal Affairs and Administration has been implementing from year 2000 a new Identity Card and Passport Issuing System. The modern, machine readable identity cards will replace the current identity booklets by the end of 2005. In future smart cards with microchips will be used, what will extend their functionality.
3. Central Registry of Vehicles and Drivers -- the Ministry of Internal Affairs and Administration upgrades and integrates the local registries into the uniform Central Registry of Vehicles and Drivers (CEPIK). The new registry will reduce costs of registration and decrease the number of car thefts and driving licence forgeries.
4. Polish Tax Administration Registration System (Poltax) - the system supports three basic areas of tax offices activities: (i) within the subsystem *Registration* 28,8 million tax identification numbers (TINs) have been assigned to taxpayers; (ii) the subsystem *Assessment* facilitates the control of correctness and term tax payments, verifies or defines amounts of certain tax dues that constitute the budgetary dues; (iii) implementation of the subsystem *Accounting* has been carried out according to the schedule started on 1 January 2000, tax accounting deals with tax due payments and overpayments refunds registers, verifies correctness of paid tax due payments according to the decisions made by tax assessment divisions, distributes budgetary funds according to tax offices qualification, defines tax dues to be executed. Development of the system to provide full IT support for all tax office activities reaches its final stage.
5. Secure Network and E-mail System for Public Administration - a data transmission network PESEL-NET and e-mail system for public administration PEAR-2 has been successfully developed. Dedicated leased lines assure high level of security for the document exchange. So far the system covers merely the central administration level, however a new project 'PESEL-NET down to Districts' was started enabling access to the system also for the local administration.
6. Automation of Labour and Social Welfare Administration - the project supervised by Ministry of Labour and Social Policy to support employment promotion and development of employment offices (ALSO) is being completed. In 2000 the system was supporting activities of about 400 Labour Offices and 2600 Welfare Offices. Currently the system is being deployed. Vocational training in IT is also available for the unemployed. The National Labour Office plans to prepare courses for the European Computer Driving Licence which is being managed in Poland by the Polish Information Processing Society.
7. Statistical Information System -- a highly secure extranet has been developed for national statistical information system. The network links the Central Statistical Office, 16 regional offices and their 109 branches, Central Statistical Library and Statistical Printing House. The public one-stop-shop for statistical data is offered at: <http://www.stat.gov.pl>

Moreover, all the public administration offices in Poland maintain their own Internet sites, presenting information on their structure, related legal acts, main activities etc. In addition, some of them render the official forms accessible for citizens (e.g. Ministry of Finance, Ministry of Justice etc). For staff management all vacancies in Government administration, competitions to staff managing positions, and information materials on companies providing training to civil servants including the topics are published

on the Office of Civil Service Internet page. Between July 1999 and February 2001 about 11,500 vacancies were published. The OCS Page was visited by approximately 250,000 people. In near future there are plans to set up a network of information providing machines, create a central database to cover employees and jobs, and broadly exchange information on education profiles and possibilities to develop staff in administration. The Office of Civil Service initiated the creation of a human resources register. The register of human resources will have the status of a service providing unit at the Office of Civil Service.

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## PORTUGAL

### **The Direct Public Service (The new approach of INFOCID, the Portal of Portuguese Public Administration)**

**INFOCID** was created in 1991, as an interdepartmental system of administrative information.

On the 5<sup>th</sup> February 2001, **INFOCID** was relaunched as the **Portal of Portuguese Public Administration** and, simultaneously, it was made public the **Direct Public Service**.

This Service was created within INFOCID by the Council of Ministers Resolution n° 156/2000, 20<sup>th</sup> November, as a provider of Public Administration services.

The first service to be created was the **electronic request of certificates** -- civil (birth, marriage, death), property and business -- and many others will be gradually made available.

It may be considered one of the most important features of Portuguese e-Government and improves the dealing out of public services with citizens.

This service was conceived in an easy way, regarding not only the access by citizens, but also the involvement of employees.

The Registers sector is changing towards e-administration. However, most of Register Offices don't have access to Internet yet, which determined us to build up a system that, enabling the citizens to request electronically the certificate, should overcome the referred constrain: the inexistence of Internet in Register Offices all over the country.

Therefore the system was conceived in the following way:

- The citizen fills a form through Internet or through multibank kiosks (multiservice kiosks) and gets a register number. This number enables the citizen to consult the processing position of the request
- With the purpose to allow as much citizens as possible to use the Service, a number of different means of payments are to be used – cash or delivery, debit (multibank) and credit (VISA) cards. These different means of payment were adopted as the Service is aimed not only at users residing in the country, but also at those residing abroad, mainly Portuguese emigrants. In this case, VISA is of the utmost importance.
- In the case of multibank or VISA payment, only after it is effective, the request is sent by the server to the respective register office, what is done by FAX, once the majority of the register office don't have access to Internet. This way of combining ICTs (Internet) with traditional technology (FAX) was the strategy followed to overtake the apparent insufficiency of non-existing connection to Internet.

- The request starts online (via Internet), is received at the Register office by fax and delivered offline by normal mail, in principle.

The outstanding interest of Direct Public Service is reflected in the high rates reached by citizens' requests.

We can mention a modal rate of 200/300 daily requests.

Since 5<sup>th</sup> February up to 23<sup>rd</sup> March, we are able to provide the following numbers:

- Total number of requests ..... 9 871

(Origin of the request):

- From inland ..... 9 160
- From abroad ..... 711

(Means of payment):

- Multibank ..... 6 278
- VISA (started on the 13<sup>th</sup> March)... 286
- Cash on delivery ..... 3 307

(Types of certificate):

- Civil certificate ..... 5 346
- Business certificate ..... 2 500
- Property certificate ..... 2 025

**Direct Public Service** is a step towards change, providing a new channel for services dealing up with citizens, easing and becoming more efficient the access to Public Administration, no matter the place where citizens are.

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**REPUBLIQUE TCHÈQUE/CZECH REPUBLIC****New developments*****Progress in the field of public administration reform***

On 4<sup>th</sup> December 2000 the Czech Government by its Resolution No. 1217 took into account the concepts for improvement of functioning of public administration as such. These documents are:

- Draft Concept for Improving Efficiency of Public Finance.
- Draft Concept for Improving Public Control Efficiency.
- Draft Concept for Improving Public Sector Efficiency.
- Draft Concept for Improving Public Administration Management Efficiency.

These documents should help to bring modern management methods and techniques in the Czech public administration.

The Government also took into account the *Programme of Changes in the Public Administration Management at the Central Level of the State Administration*. One of its aims is to improve the horizontal co-ordination in the state administration and in this sense to strengthen the role of the centre of government -- the Government Office.

The Ministry of Interior and the Ministry of Finance were charged with the task to prepare the appropriate drafts of legislation and other detailed arrangements and submit it to the Government.

In a broader context, the public administration reform also comprises the drafting of the civil service law which is being prepared by the Ministry of Labour and Social Affairs of the Czech Republic. The Draft Act on Civil Service was approved by the Government in December 2000 and submitted to the Parliament. A commission was created in the Chamber of Deputies to adjust the draft law, to achieve the consensus to enable adopting of the draft law in the Parliament and to let it come into force on 1 January 2002. Ministry of Interior also develops the Draft Law on Employees of Territorial Self-government. Both draft laws will help to ensure the clear separation between the political and administrative levels and greater stability of public service, and to improve skills of public servants and strengthen the anti-corruption fights in public administration.

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**New developments*****Regulatory reform in the Czech Republic***

The Czech Republic took part in the 3rd round of the OECD country reviews of regulatory reform. In connection with that, the Government of the Czech Republic explicitly declared its support for the policy of regulatory reform by its resolution No. 764 of 26<sup>th</sup> July 2000 and set the basic steps to be taken in conjunction with the preparation for the country review.

An interdepartmental working group composed of representatives from the Ministry of the Interior, the Ministry of Finance, the Ministry of Industry and Trade, the Ministry of Foreign Affairs, the Ministry of Transport and Telecommunications, the Government Office, the Office for the Protection of Economic Competition and the Czech Telecommunications Office was set up. At the same time, a working committee of deputy ministers of the respective departments was created.

On 27<sup>th</sup> September 2000, the Government of the Czech Republic, based on the source data prepared by the Ministry of the Interior in co-operation with the interdepartmental working group, expressed its clear support for the basic principles of regulatory reform -- OECD Recommendation for Improving the Quality of Government Regulation -- and imposed a duty on all ministries and heads of central authorities of the Government to proceed with further activities in accordance with the principles contained in the Annex to the Recommendation and to follow them when developing and amending regulation.

In addition, the Government negotiated methods for applying the regulatory impact analysis in the Czech Republic. It stated general application of this approach from the viewpoint of the Legislative Rules of the Government, but at the same time it decided to prepare an amendment to the Legislative Rules of the Government in accordance with the recommendations of the OECD concerning the regulatory impact analysis.

The Minister of Interior, who is currently responsible for regulatory reform and also for the reform of the central state administration, was instructed to prepare a proposal for securing the administration capacities for the analysis on the impact and management of the quality of the regulations in connection with central state administration reform.

Individual chapters of the report on regulatory reform in the Czech Republic were discussed in the respective OECD committees and working groups during December 2000 - February 2001 (except the Chapter 6 - Telecommunications which will be discussed later this year). The draft final report was reviewed by the Ad Hoc Multidisciplinary Group on Regulatory Reform on its meeting held on 22 - 23 March 2001. The final version of the Report should be published in July 2001.

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## ROYAUME-UNI/UNITED KINGDOM

### Promising Practices and New Developments

#### *Modernising public services group*

##### *The Public Sector Benchmarking Service (PSBS)*

PSBS is a complement not a competitor to other benchmarking initiatives and clubs, such as those run in local government. It is complementary to the Public Service Excellence Programme, which promotes the use of the EFQM Excellence Model in the public sector, and Service First/The Charter Mark. These initiatives strengthen each other.

The PSBS is an important aid to Modernising Government and to management generally. It is a good practice exchange that can help with Better Quality Service and Best Value reviews. Via the website [www.benchmarking.gov.uk](http://www.benchmarking.gov.uk), and a telephone/email helpdesk service, it provides guidance on benchmarking and links to other sources of information. Significantly, the service will try to find benchmarking partners for those organisations who are just getting started.

**Goal:** Enhance sharing and disseminating of best practices within the Public sector

**Responsibility:** Her Majesty's Customs and Excise (HMCE) and Cabinet Office

**Further information:** [www.benchmarking.gov.uk](http://www.benchmarking.gov.uk)

**Contact information:** James Pretty, [james.pretty@hmce.gsi.gov.uk](mailto:james.pretty@hmce.gsi.gov.uk)

**Development stage:** Operating, launched on 26th February 2001

#### *The European Benchmarking Network (EBN)*

The Innovative Public Services Group (IPSG) has agreed to a UK proposal to develop a Benchmarking network between Member States.

Acting as a Network will allow Member States to bring together existing public sector benchmarking institutions and know-how. The Network would be linked with the Common Assessment Framework. Every Member State will identify a correspondent.

Initial tasks and responsibilities of Network Members will include:

- Research existing benchmarking information and activities in their own country – private and public sector.

- Establishing contact with potentially useful contacts – change managers, administration reformers etc. In essence the aim is to start creating the national networks that we will draw on later.
- Promoting the existence and usefulness of the network to contacts within national administrations -- encourage people to ask questions about the network and answer them.
- Communicating benchmarking/exchange enquiries and deal with ‘incoming’ enquiries from the other network members.

**Goal:** Allow benchmarking at a European level by connecting existing networks

**Responsibility:** Innovative Public Services Group, intergovernmental committee, and its fellow ‘working group’.

**Further information:** Contact points in each Member State (to be identified)

**Contact information:** James Pretty, james.pretty@hmce.gsi.gov.uk

**Development stage:** Under development since February, 2001

### **Centre for management and policy studies**

The Centre for Management and Policy Studies, incorporating the Civil Service College, is a unique organisation. Located at the heart of UK government, we seek to capture and absorb the best research evidence and management practice. Our aim is to create a world class Civil Service, open to new ideas, whose policies and actions are based on sound evidence, coherent thought and a firm customer focus. Working with partners from across the Civil Service, the wider public sector, the private sector and academia, the Centre for Management and Policy Studies (CMPS) will:

- Ensure that the Civil Service is cultivating the right skills, culture and approaches to perform its task.
- Ensure that policy makers across government have access to the best research, evidence and international experience.
- Help government to learn better from existing policies.

### ***Delivery***

The CMPS is transferring its vision into deliverable products via a number of new developments, including Leaders@e-Government, the Partnership Programme and an online e-learning package.

### ***Leaders@e-Government***

- A range of events has been planned to raise awareness of the human and organisational issues involved in implementing e-government. A short series of three-day programmes have been held for those who have strategic responsibility for addressing the challenges of change resulting from advances in the use of electronic media. They focused on the strategic issues that government faces in relation to business processes, the impact on organisational structures and on the people who work in government. They also provided an opportunity to think through the issues with colleagues and experienced people from

e-businesses and to determine the key internal challenges to be addressed in implementing e-government.

- The programme includes presentations and discussions with leaders from the e-business world, opportunities to design innovative approaches to policy implementation, and study groups to explore the leadership agenda and to develop the agenda for internal change. The first series of programmes were aimed at members of the UK Senior Civil Service, at Director General/Director level, who have also attended a one day conference at which they were able to share experiences and hear from speakers at the forefront of e-business development. Future events will include the roll out of seminars for the wider senior civil service, derived from the initial top level series and possibly further conferences to build on the success of the initial event. (contact [margaret.saner@college-cmps.gsi.gov.uk](mailto:margaret.saner@college-cmps.gsi.gov.uk))

### ***The Partnership Programme***

- This is a new leadership development programme built around a partnership case study, which brings together senior managers from the Civil Service, local government, the NHS, police, education and the voluntary sector. A choice of 'live' case studies is offered, providing participants with the opportunity to look at the issues from the point of view of service users and providers, managers and policy makers.
- The programme comprises three modules, totalling eight days and is collaborative in style. The case study draws out lessons from different sectoral, organisational and individual perspectives. As well as learning from the study, participants will be given the opportunity to feed back observations to case study hosts and to government and other public sector partners. Workshops in the first module help to develop skills that will be useful for the case study. Further workshops in both the first and third modules help participants to develop skills that will be useful in partnership working and leading change.
- The programme is aimed at members of the UK Senior Civil Service, at Deputy Director level, public sector leaders such as local authority Directors and Deputy Directors, Health Service Directors, police officers of ACPO rank, head teachers and senior managers in further and higher education. (Contact: [edward.gretton@cabinet-office.x.gsi.gov.uk](mailto:edward.gretton@cabinet-office.x.gsi.gov.uk))

### ***Online e-Learning Package***

- Following the new Leaders@e-Government programme, CMPS is continuing its commitment to e-learning through an on-line package being developed to enhance learning on leadership. Delivered using multimedia technology, the new package will consist of self-paced activities that enable current and aspirant members of the Senior Civil Service to complete modules on leadership at their convenience. It will also include recommendations of complementary offline activities to further enhance learning. These activities might be delivered by the College Directorate of CMPS, individual Departments, or external providers, supplemented by activities for the user to organise for themselves, such as mentoring.
- An essential element in ensuring that the package meets user needs will be effective consultation and user testing. CMPS will therefore run a number of workshops and interviews with potential users. Each individual will be asked to contribute a maximum of two days over the coming months, with the

possibility of user-testing the beta version of the final package during the autumn. It is anticipated that the package will be launched by the end of 2001.

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## TURQUIE/TURKEY

### Information note on electricity market law

Turkey tries to establish a practical environment especially for private investments. Most important barrier to private sector investments, which became extremely important due to drying up of public sector investments, has been introduced as Turkey's legislative environment.

The "arbitration" issue introduced as one of the primary bottlenecks for private participation has been solved. In this regard, the local and international arbitration and privatization concepts have been inserted in the Constitution. By following the amendments made to the Constitution the necessary changes and revisions to existing Laws and Regulations have been done by the beginning of 2000 and the suitable legal framework for private sector to make infrastructure investments subject to the provisions of civil law has been set up.

The last but not the least step in endeavors is to create a suitable environment for private sector infrastructure required for generation, transmission, distribution and sale of electricity at wholesale or retail level and reliable, uninterrupted and cost effective supply of electricity to the consumers, within a new market structure mainly formed by private sector investors subject to provisions of Civil Law.

The restructuring efforts started in 1997 and the proposed new legal and administrative framework was defined through two subsequent studies in 1997-1998 and 1998-1999, respectively. Studies have contributed further with the assistance of the World Bank in order to create a more comfortable investment environment that would ensure the performance of electricity investments by local and international private sector in the new millenium on the basis of sustainable development principles.

Drafting studies have also executed in compliance with the European Union's "Electricity Directive". Thus the new market model seeks to align the electricity industry with the principles applicable to Member States of the European Union as articulated in the 1996 European Directive on the internal market for electricity.

Electricity Market Law shall enable the following:

#### 1. Sector-based Unbundling

Unbundling of generation, transmission and distribution activities

- Establishment of fields for wholesale and retail sale activities
  - Establishment of a transparent and non-discriminatory transmission system operator for transmission activity, which shall be in state monopoly in the long-run
2. Establishment of Electricity Market Regulatory Institution and Electricity Market Regulatory Board (as the representative and decision-making organ of the Institution)

- Establishment of an Electricity Market Regulatory Institution with an administrative and financial autonomy, whose headquarters shall be located in Ankara. Formation of Electricity Market Regulatory Board, which shall consist of 7 members and execute the decision-making mechanism of the Institution.

The Board members:

- Shall have at least ten years of experience in public or private sector.
- Must have higher education for a period of at least four years on the following fields:
  - Engineering
  - Law
  - Political Sciences
  - Economics
  - Finance
  - Business Administration
- Shall be elected for 6 years.
- May be re-elected only for once following the expiry of their initial term of office.
- Shall be replaced every two years based on their seniority of service.
- Monitoring, auditing and supervising of the electricity energy industry.
- Approval of the tariffs to be enforced for non-free consumers, that is, consumers who are not yet allowed to choose their suppliers.

The establishment of the referred institution is also required for the conformity with European Union “acquis communautaire” and energy legislation. The “Energy” section of the “Turkey’s Accession Partnership” envisages that an independent regulatory authority shall be established for the electricity industry, that it should be equipped with authorities and tools required for effective performance of its duties and that internal (domestic) energy market is opened.

### 3. Licences

- Engagement in market activities through obtaining a licence from the Institution.
- Obligation to obtain a licence for each market activity and for each activity in cases where these activities are to be undertaken in different facilities. The legal entities operating in more than one facility shall keep separate records for all their licenced activities and facilities where the activity takes place.
- The new Rate and/or Price Structure
- Any factor which are not directly related to market operations shall not be included in the rates (The transmission surcharge to be enforced by Turkish Electricity Transmission Company shall be the only exception to this provision).

- Cross-subsidy operations shall not continue and regional tariffs shall be employed (If certain regions are to be supported due to deferences in development levels or any other reason, direct subsidy shall allowed in the form of refunds to the consumers without deteriorating regional regional tariff structures):
- Privatization

Generation and distribution assets shall be privatized according to the provisions of law no. 4046 by Privatization Administration, with regard to the recommendation and comments of the Ministry.

- Free Consumers.

All consumers directly connected to the transmission system and those consumers, whose electricity energy consumption in the preceding year was higher than nine million kilowatt per hours to be effective for twenty-four months following the enactment of the Law, shall be deemed to be free consumers.

Limits used for determination of free consumers shall be gradually decreased by the Board, that will in turn give all the consumers the eligibility to select their own electricity supplies.

- Third Party Access

In accordance with the Electricity Directive of European Union, all public-private users shall have the right for non-discriminatory access to transmission and distribution systems.

Construction and operation of private transmission facilities without deteoriating the stability and integrity of the transmission grid.

- Market for Bilateral Contract

Legal entities engaged in market activities shall be entitled to purchase/sale electricity energy and/or capacity through bilateral contracts that are not subject to Board approval.

After the date when consumers have the right to select their suppliers and adequate number of suppliers are present in the market, the market for bilateral contracts shall be efective for sales/purchases of electricity energy and/or capacity through bilateral contracts.

- Transition Period

There shall be a preparation period of 18 months in order to ensure a successful transition to new market model (such period may be extended for 6 months for once only, by a Decree of Council of Ministers).

The Board shall be established and its members shall be appointed within 3 months following the enactment of the law.

The new market model shall be effective as of the end of the preparation period.