

Non classifié/Unclassified

PUMA/RD(99)1



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

OLIS : 25-Mar-1999
Dist. : 26-Mar-1999

Bil.

PARIS

SERVICE DE LA GESTION PUBLIQUE
PUBLIC MANAGEMENT SERVICE
COMITE DE LA GESTION PUBLIQUE
PUBLIC MANAGEMENT COMMITTEE

FICHES DE DONNÉES PAR PAYS
COUNTRY FACTSHEETS

19ème session du Comité de la gestion publique
25-26 mars 1999
19th Session of the Public Management Committee
25-26 March 1999

75965

Document complet disponible sur OLIS dans son format d'origine
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ALLEMAGNE / GERMANY

New Development

**Modernising the Federal Administration:
The Guiding Principle of the “Enabling State”**

Public Administration shall be successful, cost efficient, and unbureaucratic in its work, and cosmopolitan in its attitude.

Against the slogan minted by the former government of the “Lean State” the new government is setting the guiding principle of the “Enabling State”. We share the opinion that ill-considered reduction of agencies and regulations, and the simple retreat of the state are not the appropriate measures for modernising the state and public administration. What we need instead is a functioning state that manages with less and less complex legal provisions. A new balance between self-initiative and social commitment on the one hand, and indispensable public tasks on the other is necessary.

Another important issue in the context of the required restructuring of the enterprise called “State” is the saving of functions; however, this must never become the only criterion. We constantly have to focus on social compatibility and acceptance within society. Therefore, a comprehensive discussion process must be incited among all members of our society.

Additionally vital is abolishing numerous cases of overlapping responsibility on the levels of local authorities, the Länder, the Federal Government, and the European Union. Such overlappings are inefficient and delay administrative proceedings.

In the context of the qualitative appraisal of functions and the review of standards, significant synergy effects shall be reached by the concerted action of the Federal Government, the Länder and the local authorities.

The new government will take on the difficult challenge of creating the organisational preconditions for a comprehensive scrutiny of legislation projects of the Federal Government for compliance with norms. Here, future tasks consists in revising the legitimisation of every additional new legal provision, and simultaneously examining the existing legal provisions – as well as the existing functions.

Another important area is the internal modernisation of the administrative structures. What I am referring to is, for instance, the introduction and use of controlling and management instruments. Here, much has been done on the Länder and local authority levels. The objective of the new government is not to stand back behind such innovations, since a comprehensive quality management is the only means to meet the requirement of an efficient, future-orientated, and financially affordable public administration. Furthermore, we will have to reinforce the orientation towards guiding principles. Finally, by consequently applying the principles of business economics we have to re-establish the controllability of the public sector. A very important step is - to my opinion - the nationwide introduction of cost-to-performance accounting. I think the positive impact of such measures can even be intensified by a competition among all authorities.

However, a decisive factor for the success of all such projects is the motivation of staff members, since the willingness to perform and the capability to play an active part will determine the efficiency of public administration in the end. This is why we want all employees to participate in the reform process more strongly than in the past. In addition, employees should make intensive use of in-service training opportunities.

The implementation of such objectives in the administrative practice will be the task of a Central Office "Modern State" placed with the Federal Ministry of the Interior. Here we will develop detailed concepts and practical strategies, and co-ordinate the general implementation in all public authorities.

Contact:

Mr. Klaus-Henning Rosen
Director General
Federal Ministry of the Interior
Graurheindorferstraße 198
53117 Bonn
Tel.: (+49 – 228) 681 3610
Fax: (+49 – 228) 681 4633

AUSTRALIE / AUSTRALIA

New development**The 1999-2000 Commonwealth Budget – A New Framework**

In April 1997, as part of its public service reform agenda, the Commonwealth Government decided to implement an accrual-based, outcome and output-focused, resource management framework for the Commonwealth.

When the 1999-2000 Budget is delivered on 11 May 1999 it will represent the final step in a series of financial management initiatives. For the first time, agencies will be able to budget for and manage the full cost of producing outputs, not just the cash costs, resulting in clear performance and resource management information. This will help improve decision making and accountability at both government and agency level.

The new accrual framework puts outcomes and outputs – or results and deliverables – at the centre of how agencies plan, budget, manage and report. Outcomes can be thought of as the results Government expects to achieve in a particular area. Outputs are the goods and services that contribute to the achievement of those outcomes. Delivering outputs efficiently and effectively is the responsibility of the agency.

Although the old process of program budgeting made some progress in shifting the focus from cash inputs, the link between inputs and outcomes was unclear. Under the outcome-output framework, patchy and poor quality information will be replaced by measurable indicators of what was planned and what was delivered, based on outputs. Performance will be measured based on the price, quantity and quality of an agency's products and/or services.

Under accruals, agencies will be resourced for the price of their outputs – what they produce to contribute to outcomes. The agency output price will include full costs, such as depreciation and employee leave entitlements. An agency's output price will also include an appropriate return on equity provided by Government.

While cash flow projections remain important as in any business, agencies will also present their operating and balance sheets in order to present a full picture of both planned financial performance and planned deliverables.

The Department of Finance and Administration (DOFA) has primary responsibility for planning and overseeing the implementation of the accrual framework, including setting appropriate policies, standards and guidelines, in close consultation with the Government, the Parliament and agencies.

Further information and copies of relevant publications are available on the DOFA Accrual Budgeting Internet homepage at <http://www.dofa.gov.au/abp/>

Contact:

Irene Krauss, Department of Finance and Administration
Telephone: +61-2-62.15.36.46
E-mail address: irene.krauss@dofa.gov.au

New development**New banking arrangements for Commonwealth agencies**

The Commonwealth Government is restructuring its banking arrangements for agencies that are financially part of the legal entity of "the Commonwealth". The new arrangements are integral to the move to an accrual framework, which comes into effect from the 1999-2000 budget year. They are also critical to the successful implementation of the Government's policy of improving financial management. The OECD is on record saying that countries adopting accruals are at the forefront of public management reforms.

The new banking arrangements will allow agencies to manage departmental resources, including cash, in a more business-like manner, by providing greater flexibility for agencies to tailor their banking arrangements to their business needs.

From 1 July 1999 agencies will be able to enter into agreements and operate bank accounts for transactional banking with private sector banks. This step opens up to market competition the transactional banking services provided to the Commonwealth by the central bank – the Reserve Bank of Australia. The Reserve Bank will continue to maintain the Commonwealth's central accounts - for example, the Official Public Account - and its other central bank functions will be unaffected. It will however be able to compete with private sector banks subject to competitive neutrality.

To encourage a focus on cash flow planning and other aspects of cash management, agencies will receive interest on account balances for "operational" expenses, meet overdraft charges and have access to term deposits at the Reserve Bank.

Mechanisms will be established through contractual banking arrangements that ensure on a daily basis that the Commonwealth's cash that might otherwise be held in the banking system is swept to the central accounts at the Reserve Bank. These are necessary for effective Commonwealth central cash management and to facilitate the Reserve Bank's management of domestic banking liquidity.

Further information is available on the DOFA Accrual Budgeting Internet homepage at <http://www.dofa.gov.au/abp/faqs/agency%20banking.html>.

Contact:

Richard Bontjer, Department of Finance and Administration
Telephone: +61-2-62.75.35.29
Email address: richard.bontjer@dofa.gov.au

New development**Endorsed supplier arrangements**

The Commonwealth Government has developed a new Endorsed Supplier Arrangement (ESA), as a system of pre-qualification for suppliers in the information technology (IT), major office machine, auctioneering and commercial office furniture industries to sell into the Government marketplace. The system cuts tendering costs by reducing the level of repeat information required by Government agencies.

The ESA also provides businesses with formal recognition that they conform to industry standards and meet a satisfactory level of financial viability.

The new ESA is underpinned by a sophisticated web-based management information system that allows suppliers to apply on-line and, once endorsed, to update their company information directly. There is also a search system that allows government buyers to source their requirements by supplier name, product or service type, state, or any combination of these.

The arrangement has a high degree of self-assessment. Endorsement is granted in perpetuity, however, suppliers that fail to honour program obligations may have their endorsement suspended or revoked.

For IT and major office machine purchases, ESA is linked to the web-based Government Information Technology and Communications contracting framework, version 3 (GITC3). This framework provides a standard set of terms and conditions agreed between government and industry that can be tailored to construct a contract for a specific purchasing requirement.

Further information: **ESA and GITC3 can be accessed at <http://www.ctc.gov.au/>**

Contact:

Jenni McMullan, Department of Finance and Administration
Telephone: +61-2-62.75.30.20
E-mail address: jenni.mcmullan@dofa.gov.au

Promising practice**Workplace reform in the Australian public service**

As at the end of February 1999, 95 collective agreements covering over 97% of staff employed under the *Public Service Act 1922* were in place. Of those, 53 agreements are described as fully comprehensive – that is, they are stand alone documents where the agency has chosen to regulate all its terms and conditions in the agreement rather than referring to other instruments such as determinations under the Public Service Act. Forty one of the agreements have been made directly with staff rather than with staff and unions.

It is evident from the variety of issues addressed in agreements that agencies have generally welcomed the move away from the restrictions of centrally bargained outcomes. Effective and extensive consultation and communication with staff was essential in obtaining their endorsement of initiatives contained in

agreements. However, to better gauge the effect of agreement making in the APS, it is intended to conduct an evaluation of the processes involved and the impact of agency agreements on the operations of agencies.

Agreements include different rates of ongoing pay increases, one-off bonuses and payments contingent on reaching specified goals. Job classifications have been rationalised into a **single structure**, with some agencies adopting further broadbanding. **Performance-linked remuneration** is replacing semi-automatic annual increments.

Some agreements included more flexible hours and working arrangements which enable significantly **improved service to clients** – this has particularly been addressed in a number of agencies with high levels of public contact.

Almost every agreement has dramatically simplified **leave arrangements** in some way - facilitating processing and clarifying entitlements. Some agencies now allow staff to **cash out some recreation leave**.

The extensive changes in machinery of government arrangements following the October 1998 Federal election presented some challenges, where staff were transferred with their functions between agencies which had different terms and conditions. In general, the employment conditions of the gaining agency apply to transferred staff. Many agencies have, however, varied their agreements to accommodate some of the conditions applicable to staff who transferred to them. Facilitative provisions are to be included in future agreements to expedite such transfers.

The Government is currently reviewing its 1997 Policy Parameters for Agreement Making in the APS. They are likely to be retained in a reduced and simplified form, reflecting the continuing devolution of responsibility to APS agencies. Agencies consider that they would have found it very difficult to make agreements which supported the Government's policy interests without the Parameters as a clear statement of Government policy. They have, however, sought an increased focus by central agencies on providing good practice advice to support effective agreement making.

Leading into the next round of agreement making, remuneration policies developed either as part of, or in accordance with, agreements will be a major priority. Many agencies are entering their first full year of operation of new performance linked salary arrangements. Other priorities will be moving to bed down new classification arrangements and develop work level standards tailored to the needs of each agency.

Around 3250 individual Australian Workplace Agreements had also been finalised with APS staff by the end of 1998.

Further information is available at the Australian Government Employment site on the home page of the Department of Employment, Workplace Relations and Small Business at <http://www.dewrsb.gov.au>

Promising practice**State of the service report**

Following regulations introduced into Parliament in March 1998, the Public Service Commissioner is required to present an annual report to Parliament on the state of the Australian Public Service (APS). The report is to include an evaluation of the extent to which agencies incorporate the APS Values; and an evaluation of the adequacy of systems and procedures in agencies for ensuring compliance with the code of conduct.

The first *State of the Service Report* was tabled in Parliament in December 1998. The report examines a range of issues relating to the APS Values, analyses data relating to a number of them and documents good practice in applying the values. It also identifies priorities for examination in future reports. A key theme of the initial report is that if the Government's reforms are to achieve their full potential, the devolved employment powers and the new accountabilities, in particular the APS Values, must go hand in hand.

In order to assist APS agencies to understand and apply the Values, the Public Service and Merit Protection Commission has issued a draft discussion paper. The draft paper describes the basic elements of each Value that should consistently underlie agency operational circumstances and methods. The paper also proposes a list of indicators that could be used to assess the Values' application from an agency perspective. A new version of the paper will be issued following consultations with agencies.

Further information: the *State of the Service Report* can be accessed on the Public Service and Merit Protection Commission's Web site at www.psmpc.gov.au.

Contact:

For the State of the Service Report:

David Waddell, Public Service and Merit Protection Commission
Telephone: +61-2-62.72.34.07
E-mail address: david_waddell@psmpc.gov.au

For the APS Values discussion paper:

Jennifer Harrison, Public Service and Merit Protection Commission
Telephone: 61-2-62.72.35.63
E-mail address: jennifer_harrison@psmpc.gov.au

Promising practice**Strategic partnerships between the Department of Finance and Administration and the private sector**

On taking office in 1996, the Minister for Finance challenged the then Department of Finance to develop partnerships with the private sector. Since this time, relationships with private partners including IBM, Outsource Australia and Price Waterhouse Coopers have been developed. Corporate outsourcing generates a number of relationships with outsourced providers that can be developed into strategic partnerships. By developing these relationships, the Department of Finance and Administration (DOFA) can extend its depth and reach by accessing the expertise and resources of partners. In addition, change can be driven back into the core business processes of the Department.

Successful private businesses are global in their outlook. As a small department, DOFA's best option for developing a global orientation is to partner with successful companies that operate in a world-wide market. Through strategic partnering, the Department is exposed to thinking and practices that are not normally available in the local market.

Strategic partnering with the private sector requires:

- moving beyond the precise specification of services, and being prepared to explore with partners how best to achieve outcomes;
- moving up the value chain with partners, allowing them to move into many higher-level and strategic functions that were previously thought of as core; and
- opening up internal governance and preparation to share with partners, thinking about the directions, strategies and emerging business needs of the Department.

DOFA's challenge is to open up core business processes to the changes and improvements that strategic partners can bring to the way outcomes are delivered.

By embracing strategic partnering with the private sector DOFA can deliver better outcomes for our Ministers and model a radically different approach to government. This approach brings the private sector into the centre of decision making about how best to achieve the Government's desired objectives.

The Department's vision is to develop strategic relationships with the private sector to drive change and deliver better outcomes in core Departmental business.

Contact:

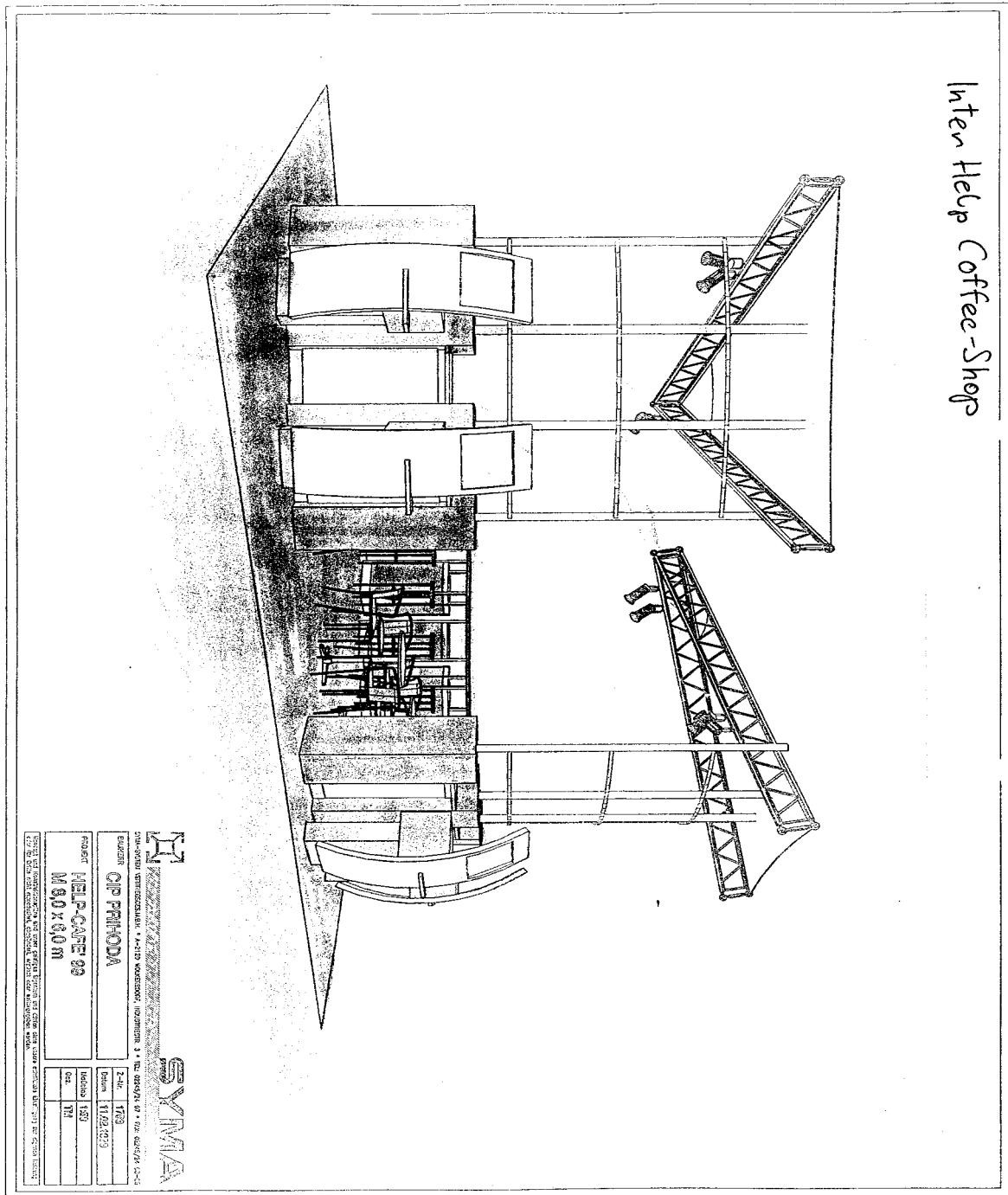
Roger Fisher, Department of Finance and Administration
Telephone: +61-2-62.15.34.44
E-mail address: roger.fisher@dofa.gov.au

AUTRICHE/ AUSTRIA

New development**Presenting results of the Austrian Administration Reform Programme -- VIP**

The Austrian Administration Reform Programme (VIP – *Verwaltungs-Innovations-Programm*) is now the subject of a major public relations campaign to communicate the results and effects of this programme to the general public. The campaign comprises placards, television spots and advertisements. Specifically, the Austrian government's Help Web site, which presents information on what is needed for certain applications, is being promoted (www.help.gv.at).

In May an Innovation Fair (*Verwaltungsinnovations-Messe*) for the Public Sector will be held (see picture below of the Inter Help Coffee Shop). Innovative organisations (Best Practice) will present their projects. The general theme of the presentations will be "The Administration on its Way to the Citizen". The goal of this fair is to present intermediate results of the Austrian Administration Reform Programme and to take a look ahead at the reforms of the year 2000.



New development**Learning laboratories**

During Austria's presidency of the European Union, a report on "The Use of Performance Indicators in the European Union" was presented. From the project resulted the idea of constituting "learning laboratories" for more detailed benchmarking in specific sectors of the public administration. So far, two learning laboratories have emerged: one is being promoted by Denmark on Human Resources Management. The participants in this learning lab are Germany, the Netherlands, the United Kingdom, Denmark and Austria. Austria has recently initiated a second learning lab on taxation, focussing on a small number of indicators concerning tax assessment and audit:

- files/applications per staff member (by assessment type);
- additional tax revenue due to tax audit;
- indicators related to the quality of decisions, such as rate of dismissals of court appeals;
- average duration of a tax audit, including tax assessment notice;
- as an indication to what extent the administration is accessible and service-oriented: opening hours of revenue offices.

New development**Experimentation clause**

About a dozen agencies have submitted their candidacy for being pilots for the "experimentation clause". Under the experimentation clause, agencies can use savings partly at their own discretion, which is a step towards introducing global budgeting to the Austrian budget law. By April, the pilots have to work out project programmes including a financial budget for the years 2002-2003, as well as a "budget of outputs". Within these budgets they will have a certain degree of autonomy.

CORÉE / KOREA

New development**Recent Government Reform in Korea**

Last November the government awarded grants to 19 research institutes in the private sector and academia to analyze business management functions and structures of the central government. Those institutes drew up recommendations from the perspectives of the private sector and general citizen's, who are the major customers of the government.

Management analysis teams consisting of about 130 scholars and management experts have been developing reform programs to improve the government's operation systems. Following a four-month review of the functions, structures, and performance of ministries and other agencies of the central government, these teams drafted proposals that they submitted to the government for review and necessary action.

The current reform effort is different from previous efforts in that it addresses operational systems rather than hardware or reorganization and down sizing. This is an important shift considering the growing need to globalize and foster a knowledge-based society. The main contents of the recommendations are as follows;

- open 30% of senior government positions to outside candidates
- decentralize recruitment authority for lower-level officials(grade 6 and below) from the central personnel agency (MOGAHA) to the ministries
- introduce an executive agency system managed by contracted professional managers and experts
- integrate entrance examinations for higher foreign service and administrative service
- reinforce anti-corruption regulations
- publish plans and results of ministerial performances, including expenditure records
- introduce a double-entry booking system to enhance financial and managerial transparency
- improve information and technology management systems to promote a knowledge-based society
- expand the provision of the Public Service Charter to enhance service quality, etc.

These reforms represent Korea's first attempt to have private sector management teams overhaul government functions and structures. The government will take appropriate steps based on proposals submitted by these teams.

Contact:

Mankyu LIM
Deputy Director, Administrative System Division, Administrative Management Bureau
Ministry of Government Administration and Home Affairs (MOGAHA)
Republic of Korea
Tel : 82-2-3703-4664, Fax : 82-2-3703-5531,
E-mail : jangsuwan@hanmail.net@netian.com

Promising practice**Performance-Related Pay Program in Korea****Purpose**

Under a recently announced performance pay program, Korean government employees will receive salary increase based on job performance, starting in 2000. This new program will establish a balance between pay and performance by shifting the Korean civil service pay system from the current seniority based system to one based on performance. The government will make rank-based performance payments in the form of salary increase or lump sum payments.

Scope

The plan comprises two pay programs. The first is the Annual Merit Incremental Program (AMIP), a yearly stipend system designed for director general level and above officials and contract civil servants. AMIP consists of base salary and performance incentives within pay ranges established by presidential decree. The second is the Performance Bonus Program (PBP) designed for ministry personnel at or below the division director level. The government will pay bonuses annually to recognize high productivity.

Annual Merit Incremental Program (AMIP)

Under AMIP, a salary is divided into two portions; a fixed salary portion and a variable (performance-related) portion. The fixed salary portion consists of fixed minimum and maximum points for grades 1, 2, and 3. The former base monthly salary, quarterly bonus, and some allowances linked to the base salary are consolidated into the fixed salary portion.

Such individual items as family allowance, meal expense rate, and ranking subsidiaries are not included since they differ from person to person. The minimum point is, in principle, the lowest base salary for new employees. This point may sometimes be adjusted for highly skilled individuals with the consent of MOGAHA. A lump sum salary award on promotion may be paid in addition to the former base salary in a lower rank. Each minister will decide the amount of performance-related salary (variable portion) by

appraising each employee's performance based on the management by objective (MBO) system. The four appraisal levels use to calculate the performance-related salary are shown in the following chart.

Appraisal grade	Excellent	Outstanding	Normal	Unsatisfactory
Scope	Upper 10%	11 – 30%	31 – 70%	71 – 100%
Performance pay rate	10%	7%	3%	0%

The amount of performance-related salary is calculated by multiplying the above percentages by the base standard base amount for each rank, which reaches about 55% of the minimal salary point of the fixed portion.

Performance Bonus Program (PBP)

This program is designed for all ministry employees at or below the rank of division director. It is granted once a year as a lump sum bonus to the employee with favorable job performance as follows;

Appraisal grade	Excellent	Outstanding	Normal	Unsatisfactory
Scope	Upper 10%	11 – 25%	26 – 50%	51 – 100%
Performance bonus rate	200%	100%	50%	0%

The amount of the lump sum bonus is determined by multiplying the standard base amount for each rank by the bonus rate.

Contact:

Myungshik Kim
 Director, Compensation Division, Personnel Bureau
 Ministry of Government Administration and Home Affairs (MOGAHA),
 Republic of Korea
 Tel : 82-2-3703-4570
 Fax : 82-2-3703-5528
 E-mail : mkim3@mogaha.go.kr

DANEMARK / DENMARK

New Development**New central government personnel policy**

In November 1998, a new central government personnel policy "*Central Government Personnel Policy – From Words to Action*" was issued by the Ministry of Finance as overall employer for 200.000 central government employees. The new personnel policy defines overall objectives and sets out a framework whereas emphasis is put on adapting these objectives to local conditions in each institution.

The former personnel policy contained 3 minimum demands placed upon management:

- Annual performance interviews with each employee
- Strategically based human resource development
- Evaluation of local personnel policy.

An evaluation in 1997 revealed that although successful efforts had been made to initiate a development of personnel policy at the institutional level, particularly regarding performance interviews and training, local personnel policy was still a document residing in the personnel office rather than a dynamic policy integrated in the daily life of the workplace. In order to overcome this, in 1998 the following objectives have been set out for the new personnel policy:

- As employer, central government requires each employee to contribute to flexibility, responsibility, and professionalism.
- In return, central government aims to offer each employee the opportunity for professional and personal development, i.e. a "modern" job security.

The 1998 personnel policy focuses on three themes and in support of these sets new requirements to central government institutions:

- Management development

Requirement: That the connection between performance goals of the institution and its personnel policy be described in a performance contract and/or strategy, and be reported in annual business reports.

- Human resource development

Requirement: That regular, individual manager evaluations be made, to be used as a basis for manager development activities.

- A holistic approach on the employee: Combining work and family life.

Requirement: That the relation between the work life of the employee and his/her other conditions of life be included in the annual performance interview and be reflected in the personnel policy.

In order to facilitate the process of taking personnel policy from words to action the 1998 personnel policy includes a number of checklists. These checklists are tools for self-evaluation which may help the particular institution in taking local personnel policy from words in action.

An English summary of "*Central Government Personnel Policy – From Words to Action*" will be published late April 1999 and can be required from the contact below. It will also be accessible on the web site of the Ministry of Finance, <http://www.fm.dk>.

Contact:

Head of section Dorte Aurig
Ministry of Finance
Fax: + 45 33 92 40 55
E-mail: dau@fm.dk

New Development

**Central Government Center for Development of Human Resources
and Quality Management**

As part of the 1999 agreement between the Minister for Finance as central government employer and the public service labour unions, a new Center for Development of Human Resources and Quality Management will be established by January 1, 2000. The purpose of the centre will be to:

- Intensify efforts in human resource development and quality management within central government
- Co-ordinate and create synergy between existing activities to further development of human resources and quality management of central government services
- Establish a focused professional environment for development of human resources and quality management

- Advise central government institutions and labour unions on human resource development and quality management, etc.
- Serve among others the Evaluation Committee of the Public Sector Quality Award.

Contact:

Senior adviser H. Dorthe Sørensen
Ministry of Finance
Tel.: + 45 33 92 25 82
Fax: + 45 33 15 01 27
E-mail: hds@fm.dk

New Development**New performance-based pay system for managers**

As part of the 1999 agreement between the Minister of Finance as central government employer and the public service labour unions employees, it was decided to implement a new performance-based pay system for managers in central government (at the level of heads of divisions and above, a total of about 4000 people).

Central government managers hold major responsibility in the implementation and development of local pay and personnel policy, based on the performance-based pay system for central government employees that has developed since January 1st 1998. The new agreement means that the managers themselves are now also part of a system based on the new performance principles. Until now, performance-related pay has been accepted only after negotiation with the union representative of individual managers. In the new system, the individual manager will be able to negotiate directly with his or her boss on performance-related pay.

Also, the new agreement allows top management to offer managers individual allowances in appreciation of a special performance or an extraordinary effort.

The aim of the new pay system is to provide more flexibility and increase possibilities for differentiating manager pay.

Contact:

Assistant head of division Carsten Holm
Ministry of Finance
Tel.: + 45 33 92 42 56
Fax: + 45 33 92 40 52
E-mail: cho@fm.dk

New Development**International benchmarking of public management and HRM**

Most of recent international benchmarking in the field of public management and HRM has been carried out as part of a structural monitoring system for Denmark, a government-wide effort managed by the Ministry of Finance. The first version of the structural monitoring system was published in July 1997.

The structural monitoring system follows the tradition from e.g. the European Commission's White Paper on growth, competitiveness, and employment and from several OECD studies, including the Jobs Study.

The primary purpose of the system is to investigate and establish Denmark's international position in a number of areas of central importance to growth in welfare and prosperity and to serve as a source of inspiration. Denmark is systematically compared to a specific group of countries comprising Germany, Sweden, France, the UK, the Netherlands, the USA and Japan.

The structural monitoring system covers a large number of areas: Macroeconomic conditions, labour market, foreign trade and direct investment, infrastructure, R&D etc. In the 1999 version, which will be published by the end of April, 2 out of 20 chapters concern public management and HRM.

The first chapter provides a general view of public management in Denmark and the above mentioned countries. More than 20 benchmarking indicators are used to give information on such areas as trust in government, state-local government relations, quality of regulation, contract management and human resources.

The general impression is that Denmark is doing fine, but there are also needs for improvement, for instance in electronic information to citizens.

Generally, very few indicators exist where data is readily available.

The other chapter is on accessibility: How easy is it for citizens and enterprises to contact public authorities, institutions, etc.?

Four indicators for accessibility are chosen:

- Number of public authorities which citizens or enterprises have to contact in order to obtain a certain service.
- Amount of time citizens or enterprises have to wait before the service is actually delivered.
- Extent of freedom to choose between suppliers of public services and the possibility for citizens or enterprises to exit when service or accessibility is not satisfactory.
- Extent of electronic accessibility.

The four indicators are used to measure accessibility in the eight countries including Denmark on the following twelve public services:

- Passports

- Driver's licenses
- Registration of real estate
- Civil lawsuits in courts
- Criminal cases in courts
- Family grants
- Adoption cases
- Industrial injuries
- Taxation of personal income
- Registration of enterprises for VAT purposes
- Surgery
- Licensing of pharmaceuticals.

Data was collected through questionnaires sent to relevant authorities in each country.

The publication on the structural monitoring system is expected to be available in Danish on the web site of the Ministry of Finance end of April. An English version is expected before summer.

Contact:

Head of section Jakob Cold
Ministry of Finance
Tel.: + 45 33 92 38 07
Fax: + 45 33 15 01 27
E-mail: jco@fm.dk

New Development

Two Analyses of Digital Communication between Citizens and Public Institutions

The rapid development of information technology poses the public sector in Denmark with new challenges and new opportunities, as in many other OECD countries.

Through the use of information technology, public institutions can enhance quality and service by providing flexibility, interaction, and accessibility. In addition, the new technologies can and must be used to ensure a more effective use of economic resources.

However, the introduction of new technologies also poses the risk, that segments of the population become alienated, and that the costs of introducing the new technology will exceed the benefits.

The process of integrating information technology in the supply of public services is already well under way in Denmark. However, in order to further this process, analyses of costs and benefits, possible growth areas, citizens' need, and institutional barriers are needed.

To address these questions, the Danish Ministry of Research and Information Technology with participation of The Danish Ministry of Finance conducts two analyses:

- First, a survey on the use of information technology in public institutions.
- Second, a survey on citizens' demand for electronic services from public institutions.

The first analysis is conducted through thirty in-dept case studies, a screening of 800 public homepages, and a nation wide questionnaire among public institutions on strategies, experiences, and attitudes towards digital communication.

The second analysis consists of workshops on attitudes to digital communication among citizens. Furthermore, a nation wide survey of citizens' experiences with, access to, and attitudes towards digital communication is conducted.

Finally, a homepage for the entire project is set up (www.det.digitale.dk).

KPMG Consulting conducts the two analyses for the Ministry of Research and Information Technology. The Danish Ministry of Finance participates in the steering group supervising the two analyses.

The analyses are expected to be completed by the end of April 1999.

Contact:

Head of section Jens Kromann Kristensen
Ministry of Finance
Tel.: + 45 33 92 26 77
Fax: + 45 33 15 01 27
E-mail: jkk@fm.dk

Head of section Karsten Munk
Ministry of Research and IT
Tel.: + 45 33 95 52 39
Fax.: + 45 93 80 12
E-mail: kmu@fsk.dk

ESPAGNE / SPAIN

Promising practice

External Training Experience in Systems Management and Information Technologies and Communications in the Public Administration

1. Background

Due to the constant evolution in the area of information technologies and communications, the Instituto Nacional de Administración Pública (INAP) (“National Institute for the Public Administration”), has considered the necessity to include in within its training programmes, a master in “Systems Management and Information Technologies and Communications” in collaboration with the Computer School at Universidad Politécnica de Madrid.

Aware of the difficulties the public employees in the Local Administration have to face to access to this kind of training, and being also aware of the high level of interest showed towards this field, the INAP and the Federación Española de Municipios y Provincias (FEMP), (“Spanish Federation for Councils and Provincias”), have agreed to ease the access of the public employees in the Local Administrations to this kind of graduate training introducing the First Master Degree in Systems Management and Information Technologies and Communications for the Local Administration (DISTICAL).

2. Experience description

The course is aimed to the Local Administration personnel, officials or contracted, professional or managers, belonging or equivalent to groups A and B, working on areas related directly to the information and communication technologies.

DISTICAL master has a modular organisation, this is to say, the 500 hours of the course are formed by several modules, each one remaining for a specific period of time, and accordingly, a certain credit units, being a credit unit the same as 10 hours lessons.

In order to obtain the DISTICAL master, the student will have to get a minimum of 50 credit in as much as three years time. Such credits should be obtained after having been passed all the compulsory modules and the options chosen by the each participant and having enough students registered to be run, (the minimum number of students for a module will be of 15, being 30 the maximum).

DISTICAL master is composed by the next schedule for external study hours, internal lessons and virtual class:

External Study:

The student is given the documentation prepared for its study as an external programme. This external study is complemented by a system of distance tutorials by Internet, so the student can ask the teacher their doubts in any case, as well as the enquiries related to the subject of study, using the an e-mail system

specially designed for this purpose. At the same time, the system allows the exchange of messages among all the students, easing communication and the realisation of works in a cross-partner collaboration.

In principle, this system of distance tutorials is under the PISTA program (promotion of advanced telecommunications services) from the GENERAL secretariat OF Communications, Ministry of Development.

Internal Lessons:

Every five weeks students of the master will go to the INAP facilities for attending lessons during one or two days, so they can complete the external study process with the physical contact of internal lessons as well as to have the chance to have evaluation tests in the class.

Virtual Class:

In order to enhance the external programme, is considered convenient for students to have interactive sessions with the teacher or with other teachers specially invited for that purpose, so that, they can learn the fundamental aspects of their teachers, understand the most difficult issues, make questions, share information, etc. For this purpose, each unit is thought to have a videoconference lesson with the use of the computer by means of an IP network supported by regular data transmission circuits or by means of a mixed asymmetric frame based on satellite diffusion and interactivity through conventional networks. In such lesson, despite explaining the matters concerned to the specific module that day, the teacher will allow students to participate in time for enquiries and comments, which will be listened by all the other students, as well as by the teacher in the virtual class.

Contact for further information:

Telephone: 91/349 32 56

Fax: 91/349 32 45

Internet: www.inap.map.es

E-mail: luis-felipe.paradela@inap.map.es or juan.vega@inap.map.es

New development

Recent development of Human Resources in the Spanish General Administration

Objective

To meet the human resources needs in the Spanish General Administration, making use mainly of the internal market and therefore to rebalance the deficit and overwhelmed personnel areas.

Responsibility

Dirección General de la Función Pública.
Ministerio de Administraciones Públicas.

Spain.

Tel: +34-91-586.20.60 Fax: +34-91-586.19.27

Contents

Human resources planning activities in the Spanish General Administration has been affected by the restrictions to the incorporation of new personnel in this area, established by several General Budget Laws for 1997, 1998 and 1999. These rules set the limit of incomes in the 25% of resigned. Established in the annual Public Employ Offers including all the National Public Sector not belonging to companies.

To comply the legal order to reduce the incorporation of new personnel in this area, had attached the necessity to act on the unbalances in the distribution of the staff, according to researches carried out in this field.

This task has been carried out by means of three main points:

1. Direct redistribution of the staff

Once identified the deficit, balanced and overwhelmed territories and areas, several operations have been carried out to reallocate staff from the Ministry of Fisheries, Agriculture and Food to the Ministries of Home Affairs, Justice and Public Administration, from the Ministry of Defence to the Ministries of Work and Social Affairs, and from the Ministry of Public Networks to the National Entrepreneurial Entity of Mail and Telegraphs to all the departments. Other specific operations have also been carried out, which has allowed to reallocate personnel in deficit areas, mainly in the outside areas (Police Stations where identity cards are issued, Provincial Traffic Offices, High Schools, National Employment Offices, etc...).

More than 600 people have been affected by these operations.

2. Monitored offers

Since October 1997, 112 offers for the provision of working positions aimed to official workers in specific areas, sectors or departments have been authorised, being this possible thanks to the 13/96 Law of December 30th. In these monitored offers, 6.365 working positions have been issued, covering a number of 5.646 of them.

The above legal rule allows mobility to cover the human resources necessities in the areas considered as in a deficit, by means of the participation of the offers exclusively thought for the personnel subscribed to areas identified as excessary.

3. Re-entries

Re-entries are also a work position provision procedure under the competence of the Ministry of Public Administrations (MAP). Since January 1st 1997, criteria to monitor more than 370 reentries have been applied to the active service of the official workers who belonged to Sections and Levels of the MAP, mainly to the Departments and territories considered as showing a deficit in personnel.

Approximately, external units with an important amount of work in within Madrid area, have absorbed half of these reentries (Police Stations for issuing the identity card, INEM offices, High Schools and Traffic Dependencies among other).

In respect to other parts of Spain, re-entries are allocated at random, beginning in order of territorial importance, provinces as Valencia, Malaga or Barcelona.

Promising practice

Working personnel single agreement in the national general administration

Objective

To unify the working conditions and homogenise the management criteria of the working personnel contracted by the National General Administration.

Responsibility

Dirección General de la Función Pública
Ministerio de Administraciones Públicas
Spain
Tel: +34-91-586 20 60 Fax: +34-91-586 19 27

Contents

The Administration and the Trade Unions have signed on date November 16th 1998, the Working Single Agreement in the National General Administration.

The Single Agreement involves the unification of 53 Common Agreements, and affects to more than 100.000 workers, allowing at the same time the homogenization of the different criteria existing at the moment, in respect to the policies and management of the human resources subjected to the Working Legal Frame of the National General Administration.

This Agreement reduces the multiplicity of the professional categories existing to 8 homogeneous Groups involving the professional skills, the certificates and the general contents of the tasks which correspond to the same, allowing a greater functionality and movement of this personnel. At the same time, the wage system is simplified.

Along with this, on June 1st 1998, to enhance the minimum level of retribution for each Certificate Group, an Agreement about arrangement of retributions for the official workers was signed.

Promising practice**Transnational mobility of public workers****Objective**

To eliminate the obstacles existing to the purpose of free movement or transnational degree of the public workers.

Responsibility

Dirección General de la Función Pública.
Ministerio de Administraciones Públicas.
Spain.
Tel: +34-91-586 20 60 Fax: +34-91-586 19 27.

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The "Dirección General de la Función Pública" participates since 1995 in the Working Group about the free movement of public workers in the European Union, in accordance to the orders received by the consecutive meetings held by the Ministers and the General Directors of the Public Function of the European Union Member States.

As a consequence, in the Spanish Public Administration the next actions are set forth:

1. *Preliminary Draft of the Regulatory Law of the Public Function Basic Statute*

In the preliminary draft of the Regulatory Law of the Basic Rule in the Public Function, the general principle of equality in the access of the nations of the European Union to the public employ is expressed, highlighting those sectors no to be accessed by the nationals of the other Member States of the European Union.

Those sectors are in correspondence with the ones which require a direct or indirect participation in the exercise of the public power, or for positions led to the safeguard of the national interest or of those of the Public Administrations. This right of access to the public employment will be also applied to the nationals of such States to which based on international Agreements celebrated by the European Union, and ratified by Spain, the freedom of movement of the workers is applicable, as well as for the spouse and non comunitarian descendants from nationals of Member States in the European Union.

All this, in accordance to the criteria of the Court of Justice of the European Communities and the Article 48.4 of the EEC Treaty.

2. *Interpreting criteria applicable in the National and Regional Public Administration*

The Spanish government is committed with the Communitarian Institutions to suggest the adoption of common criteria for the interpretation of the actual normative with the Regional Communities.

The Public Function Coordination Commission runs the coordination of the personnel policy between the National General Administration, the Autonomous Communities and the cities of Ceuta and Melilla. During the next meeting to be celebrated by such Commission, next April, a proposal for reaching an Agreement has been issued.

Promising practice

Public Function Basic Statute

Objective

To establish a common model for the Public Function, adequate for the necessities of the Public Administrations and the Spanish society, with a level of flexibility enough for the different Administrations to be developed, according to their specific characteristics.

Responsibility

Dirección General de la Función Pública.
Ministerio de Administraciones Públicas.
Spain.
Tel: +34-91-586 20 60 Fax: +34-91-586 19 27

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The most outstanding aspects of the Preliminary Draft of the Regulatory Law of the Basic Statute of the Public Function are:

- a) Incorporation of an ethical code which becomes a model of behaviour aimed to the revalorization of the public and public function concepts.
- b) To increase the management capacity of the Public Administrations, and the possibility of articulating flexible personnel policies and adapted to the environment and to the characteristics of each organization.
- c) Regulation of the directive function in the Public Administrations and the design of a professional career based on the promotion to superior categories by a credit, seniority and/or training courses system.
- d) To pay special attention to the productivity complement related to objective procedures of evaluation of the personal work or of that of the whole unit.
- e) To reinforce co-ordination between the Public Administrations, creating a Sectorial Conference of the Public Function and a Public Function Council which incorporates representatives from the National Administration, Autonomous Communities and Cities and Local Corporations, with a total of 15 members.

Nowadays, the Statute Project is ready for its initial study. Before beginning its study in the Parliament and in the Senate, it will be necessary to guarantee the political consensus with the different parliamentary groups.

Promising practice

Project: Single Window: Technological aspects

Objectives

- To comply with the set forth in the fourth section of the General Ministers Agreement dated April 4th 1997, for the progressive implantation of a registering intercommunicated system between the National General Administration, the Autonomous Communities Administration and the entities of the Local Administration.
- To show the electronic transaction in the showing rooms of the Institutions pointed by the COAXI President, as set forth January 28th 1998.
- To ease the citizen and the communication companies connection with the Public Administrations through electronic, computer and telematic means.
- To contribute to the setting and promotion in the Spanish Public Administrations of the Society of Information.

Results

Actions completed

- Elaboration of an application of free distribution between the Public Administrations for the intercommunication and computerisation of the management registers for incomes and expenses of the Public Administrations.
- Signature of Agreements for collaborating with the Autonomous Administrations and the Local Corporations and follow up of the Agreements execution related to the use of Computer and Communication Technologies. Collaboration with the project of SEAP-IGSAP (actual ISCAL). "Single Window".
- Collaboration with the Ministry of Networks in relation with the PISTA programme (Promotion and Identification of Advanced Telecommunication Services).

Pending actions for the future

Management registers interconnection tests between the participants in the project.

- Repertoire elaboration about management procedures to be done through internet with information about the step.
- Unified National Codification of Registering Units and Bodies elaboration in the different Public Administrations.
- X500 Directory elaboration.
- Collaboration with ISCAL in normative aspects of the Single Window.
- Electronic transaction by direct access of the Administration Body holding the procedure steps to citizens and companies by Internet.

Responsibility

Ministerio de Administraciones Públicas
 Secretaría de Estado para la Administración Pública
 Dirección General de Organización Administrativa.

Contact for additional information:

Dirección General de Organización Administrativa
 Subdirección General de Coordinación Informática
 María de Molina, 50 / 28071 – Madrid / Spain
 E-mail: secretaria.coaxi@sgci.dgopti.map.es

Promising practice

Project: management information hypercentre

Objectives

- Functionally organise, enhance contents and carry out an intense promotion of the services offered by the National General Administration, the Autonomous Administrations and the Local Corporation Administrations through internet.
- To prepare the field for the electronic transactions related to the project of Single Window.
- To contribute to the diffusion and set in forth in the Public Administrations of the concept of Information Society.

Results

Actions completed

- Hypercentre organic structuring.
- Contents organisation and enhancement.
- New incorporated to the hypercentre local, autonomous and National General Administrations linking network.
- Single access for all the “Web” services in the Public Administrations.
- Diffusion campaign and training courses about the services offered.

Future actions

- To maintain the existing links, substitution of the old ones and incorporation the new ones from the institutions joined to the system.
- Contents search, to complete the actual organic search and to ease the access of citizens who are unaware of the administrative structure.
- To include all the procedures that are now being studied by the Public Administrations.
- Access to the X500 directory of Public Administrations Units, in the same way as to access to the telephone information mode for the “White Pages”.

Responsibility

Ministerio de Administraciones Públicas.
Secretaría de Estado para la Administración Pública.
Dirección General de Organización Administrativa.

Contact for additional information:

Dirección General de Organización Administrativa
Subdirección General de Coordinación Informática
María de Molina, 50 / 28071 – Madrid/Spain
E-mail: secretaria.coaxi@sgci.dgopti.map.es

Promising practice**Project: Tendering and public hiring electronic system****Objectives**

- To enhance the efficiency of the tendering and public hiring processes by electronic, telematic and computer means.
- To define the Functional Frame in accordance to the set in forth law and with a more simple approach which get through the use of new technologies the cross working of the agents participating in the public hiring processes.
- To define the technological framework, technical methodologies and tools, to guarantee the technical homogenisation of the project considered as a principal base, the use of the public interactive digital networks, giving them a security level, that in the case of the Administration, is run under the platform granted by the CERES project.

Results

- A new “Viability Study” for, has been carried out, as well as to determine the functional and technical requirements of the system, having designed at the same time an Actuation Plan which includes the adoption of strategic decisions and the detailed planning of horizontal activities which support the general implantation of the project and other vertical ones led to the consecution of objectives by sectors.
- A very modest prototype has been developed, which considers the possibility to apply electronic procedures to the legal figure of “minor contracts”, but which shows widely the conceptual validity of the model and guarantees the technological viability.

Responsibility

Ministerio de Administraciones Públicas
Secretaría de Estado para la Administración Pública
Dirección General de Organización Administrativa

Contact for additional information:

Dirección General de Organización Administrativa
Subdirección General de Coordinación Informática
María de Molina. 50 / 28071 – Madrid – Spain
E-mail: secretaria.ciabsi@sgci.dgopti.map.es

New development**Project: Electronic system for the difusion of the documentation associated to managenemt in the collegiate bodies in the communications and information technologies field (SEDDA project).****Introduction**

The High Computer Council is dependant of the Public Administrations Ministry, as an elaboration and development body for the computer policy of the government. The High Computer Council has the next commissions and technical committees for the development of its competencies:

CIABSI: Comisión Internacional de Adquisición de Bienes y Servicios Informáticos.
(“International Commission to Obtain Computer Services and Goods”)

COAXI: Comisión Nacional para la Cooperación entre las Administraciones Públicas en el Campo de los Sistemas y Tecnologías de la Información.
(“National Commission for the Cooperation among the Public Administrations in the Field of Information Technologies and Systems”).

GTA: Grupo de Usuarios de Telecomunicaciones en la Administración.
(“Users Group of Telecommunications in the Administration”).

SSITAD: Comité Técnico de Seguridad de los Sistemas de Información y Tratamiento Automatizado de Datos Personales.
(“Technical Group of Security for the Information Systems and Automatic Personal Data Management”).

SEDDA was designed to ease management and transaction of the different topics from the collegiate bodies, with the next objectives:

Objectives

- To ease the storage and access to the information associated to the activity of the collegiate bodies Secretariat, such as acts, day orders, documentation handed in during the meetings and others.
- To make possible the rapid exchange of all this information with the vocals and have it accessible at least for a year period.
- Save storage space, by the substitution of a physical support as paper is by an electronic one.
- To take measures of environmental protection thanks to the radical reduction of the use of paper.
- To minimise the time spent for generating and distributing information, enhancing the transaction periods.

Results

- The technological framework (Internet) and the security measures for personal confidentiality to have a guaranteed system were taken into account for the system development, using the platform CERES to such extent.
- During 1998 the system has been widely set in the collegiate bodies and particularly in the Ministry Commission for Obtaining Computer Goods and Services. Thanks to the set in forth of the SEDDA system, more than 1.200.000 pages have been saved, only at the CIABSI met monthly, and photocopies, paper means of transport, storage, etc as a consequence of this measure, as well.

Responsibility

Ministerio de Administraciones Públicas
Secretaría de Estado para la Administración Pública
Dirección General de Organización Administrativa

Contact for additional information:

Dirección General de Organización Administrativa
Subdirección General de Coordinación Informática
María de Molina, 50 /28071 – Madrid – Spain
E-mail: secretaria.ciabsi@sgci.dgopti.map.es

New development**Project: Peripheral administration transformation****Objectives**

To transform the Peripheral Administration of the National General Administration according to the LOFAGE (Law 6/1997 April 14th) forecast:

- To eliminate the civil Governments.
- To create Government Subdelegations in provinces.
- To integrate peripheral services of the Ministries in the Delegations and Subdelegations of the Government.
- To reduce the number of peripheral bodies.

Results

- Eliminated the civil Governments and created the Subdelegations in the provinces.
- Peripheral services of the Ministry of Networks, Education and Culture, Industry and Energy, Health Service and Consumption, Agriculture, Fishery and Food, Labour and Social Affairs and Justice integrated in the new network of Government Delegations and Subdelegations.
- Eliminated 349 peripheral bodies. Created 245 new bodies. Net reduction of 104 bodies.
- Transferred to the Public Administration Ministry of 4.007 official workers and 1.742 contracted workers, and 1.200 official workers more in 1999.

Responsibility

Ministerio de Administraciones Públicas
 Secretaría de Estado para la Administración Pública.
 Dirección General de Organización Administrativa

Contact:

Dirección General de Organización Administrativa.
 Subdirección General de Planificación y Evaluación de Administración Periférica
 María de Molina 50 / 28071 – Madrid – Spain
 E-mail: Internet: mercedes.garcia@dgopti.map.es

New development**Juridical field reform and management procedure**

Has recently been approved and published the Law 4/1999, for the partial modification of Law 30/ 1992 about the *Juridical Field of the Public Administrations and the Common Management Procedure*, which introduces the next innovations in the area of public management:

- The reform of the management silence regime (imposing effectively the general rule of positive silence, only to be exceptuated by Law).
- Modifies the revision system (creating the power resource of restoration, due to make easier for citizens to refute the management acts).
- Foresees in the National General Administration a process of rationalisation and reduction of the regulatory norms of procedures.
- Creation of tools which are innovative in the field of concern.

Such a tool is the Ministry Commission which establishes the additional single disposition of the preliminary draft of Law of Reform, with a specific mission to obtain the objectives of deregulation and simplification.

The Commission has specific functions susceptible to be classified depending on its commitment with deregulation and simplification.

Deregulation Functions

General Categories of Procedures Implantation: as an answer to the fact of the existence of a high number of procedures (2.080) and to the non functional consequences arisen from this data (management activities dispersion, excessive specific regulations, consequences on public and private costs).

Reduction and systematization of regulatory norms of such procedures: the disposition also foresees the means for reaching such objectives, which are modifications of the actual norms that the Commission will have to suggest to the government.

Finally, the due date decided for the development of this function is one year since the time of the reform project set in force.

Written by: Ernesto Abati García-Manso, S.G. de Procedimientos y Racionalización de la Gestión.

Approved by: Amador Elena Córdoba. D.G. de Inspección, Simplificación y Calidad de los Servicios.

General public management reform in the National General Administration in Spain

Among the new aims of the public management which arise in our country, as well as for the rest of the OCDE, one of the main purposes is a higher aim to results, a more generalist public culture and the promotion of a higher level of sensitivity towards efficiency. More and more, is obvious the necessity for the managers to measure the results, being also possible to make this in an external way different to the public administrations. The Public Administrations Ministry of Spain (MAP) considers that, as well as it happens in many other countries, there is a need to incorporate programmes aimed to the evaluation of results, involving as much as possible public managers and promoting a higher awareness of costs and saves in the public expense.

In Spain, we have a National General Administration, based on legal principles to be adjusted to a modern functioning of the public management. As we said, the Law 6/1997 April 14th, for organisation and functioning of the National General Administration, known as LOFAGE, has innovated several principles of organization and functioning, which may be used as a reference for the internal work of all the public managers. Therefore, as an example, management under the organizational principle of “economy, sufficiency and efficiency to comply with the objectives proposed”, or the one of “efficiency to assign and use of the public goods”, being decisive a such extent the principles of working for “objectives and development programme and management and results control”, and “responsibility in the public management”. In the other side, is also relevant the fact that the Spanish legislator had decided to aim, for such administration, the new steps for public management in our country, which is a legal norm difficult

to check, at least in the legal frame, until the time such principles get in force, so then it will be possible to say that this legal order is useful and applicable.

New development

Management Innovation Experience

The MAP, in within its areas of competence, among which there is the one to promote and support enhancements and reforms in the managing and monitoring systems, assumes the development of the principles of LOFAGE, through the elaboration of working programmes led to promote management modern measures, and to pay special attention to the enhancement of the managers interest and of the whole staff to obtain higher productivity levels, and in the extension of the awareness of costs. However, the MAP is not unaware of the difficulties to face in this task, so that is why it considers the management modernisation to be done through the support or help to the public managers to promote the self-evaluation processes in their organizations.

To this extent, in order to enhance and develop the legal order of the above mentioned LOFAGE, the Public Administrations Ministry has been working since 1997 in a programme to incentive the managerial innovation of the directive practices of the Managers of the Public Administration, and paying special attention to the “public management culture” to include as a principal element the management evaluation of results, and the efficiency of the administrative units.

At the same time, on July 17th 1998 (BOE N° 188, August 7th 1998) the Council of Ministers approved an “agreement to promote the set in force of evaluation systems of the capacity of work in the administrative units in the National General Administration, giving a further step to materialise a Programme for the internal control of each Directive Centre, “to enhance the directive function” and to “promote self-evaluation”, “to help in the development of management practices aimed to the results and to incorporate progressively the direction by objectives”, “to promote efficiency in the use of public resources”.

Objectives

In accordance to the basic objectives: to enhance the direction and management processes; to incorporate progressively in within the public organisations direction and management by objectives”; “to improve the functioning of organisations and to increase the levels of satisfaction of citizens in relation to the services received.

The evaluation of efficiency is defined as an internal and flexible system of self-evaluation of each centre, measuring periodically and being objective of the relation between the personal resources and goods of the organisation and the results related to the activities developed, as well as the analysis of indicators and series of management recognised, obtained through the adequate “manager information systems”.

The philosophy arisen as a consequence of the Agreement of the Ministers Council for the elaboration of the programmes to promote the self-evaluation, is considered as “training” programmes, this is to say, they combine learning of the management techniques innovation and the set in practice of such innovations, through a new point of view of the continuous improvement of the role of these organisations.

Responsibility

1. The first section of the Agreement establishes that the “set in force of the efficiency evaluation systems of units, will be carried out in each General Direction, Autonomous Body or management areas of singularity management of lower level to General Direction, not having them for the directive practices, and in the third section, they say that “the upper bodies and directives of the National General Administration will promote improvement programmes of the public management, with the help of setting in force and development of evaluation systems of the units efficiency”.

This explanation of political interest, shows the managerial model towards the one which all the Administrations in the country should go to, through change or modification programmes of the managerial practices, such, as recognised by the above mentioned Agreement, “are projects which results will be seen in a long or medium time”. The agreement rules without ordering, through orientation, persuasion, stimulation and with the help for all the managers to adhere step by step to the process of implementing managerial techniques which allow them to know in a better way their organisations, which it will be translated into a higher generation of consciousness of costs, a better use of them and of the public goods, and with the time to the evaluation of employees individually in each public organisation. This is not an imposition, and so is reflected in the exposition of the Agreement when is pointed the fact that “is necessary to develop such programme to be able to measure the results of the management activities carried out in order to create a climate of confidence in the management systems of the result”.

The “efficiency evaluation” is a kind of control of operative efficiency, that as professionals, it will be for the use of the directive function, so this could give periodically information to the manager about the basic indicators referred to the result of the activities carried out in his or her organisation. Effectively, the efficiency evaluation should be of use for the manager for a better designation of the operative objectives to the directors of the subordinated units, helping in the knowledge of the activity carried out by them, and allowing them as well, the evaluation of the management they are responsible for.

The evaluations system, that we are explaining, is a system to be incorporated to each directive function of each single organisation of the AGE which has not incorporated yet as managing technique. It is not created or thought to introduce any new external evaluation. The actual control systems remain, also called management control systems or internal controls, carried out from the areas of Economy, or from the intervention of the National General Administration (IGAE), and the efficiency controls, economy or the follow up of the comply of the budgetary objectives which is developed by such areas.

2. The evaluation systems of the efficiency of units, can be several and different, so the MAP, as stated in the Agreement has the necessary methodology to promote the set in force in the National Administration of such systems, with a special point of view of the contents to be foreseen by such directive tools. However, all the new experiences will help in the general improvement.

The design of the methodology was carried out by the INSCAL (General Direction of Inspection, Simplification and Quality of the MAP Services), which has, among others, the task of “internal advisory” for the whole National Administration. The methodology to promoting the set in force is called as “Sisteva”, and the aim is to help a manager who ask for technical support to the MAP, the best system, according to the experts, which could be followed to incorporate in the directive function, several evaluation techniques about the efficiency of their his or her units.

The “sisteva” methodology of INSCAL is a flexible tool, and consist of the determination of the measures necessary and the most useful tools for a public organisation to set in force by itself of a system to self-evaluate the efficiency of its units. This methodology is based on defining and controlling the internal characteristics of the evaluation directive practices and control in within a specific body; develop experimental works in different units to diagnose the level of the systems of internal evaluation of management and the keys of the organisation and working of the units in relation to such evaluation; and to suggest a better way to establish the system with the “efficiency of the units evaluation”.

Documents/addresses and Internet sites

The text of the Ministers Council Agreement and the criteria for the elaboration of the General Programme of the MAP, as well as other relevant information about the methodology of the evaluation systems could be found at <http://www.igsap.map.es/igsap/sisteva/infor.htm>

The MAP is now finishing the General Programme of Work for 1999, and in within the Ministry, the General Direction of Inspection, Simplification and Quality of Services INSCAL, is the responsible body for support and technical collaboration to Managers who ask the MAP for the expert help to set in force evaluation systems to measure the efficiency of the administrative units.

INSCAL is based in

C/ María de Molina 50 / 28071 Madrid
Tel: 91/586 61 38 - 91/586 61 39
Fax: 91/586 14 53

Written by: Antonio Ramiro Sanchez, General Inspector of Services of the National Administration.

Approved by: Amador Elena Córdoba. General Director of Inspection, Simplification and Quality of Services.

ÉTATS-UNIS / UNITED STATES

New Development**Federal Employee Survey**

At the direction of Vice President Gore, the National Partnership for Reinventing Government, in partnership with the Office of Personnel Management, Merit Systems Protection Board, and the Federal Aviation Administration, sent a survey to 34,000 randomly-selected employees. Almost 14,000 responded.

Here are some of the results:

- 75 per cent said their organisation had service goals aimed at meeting customer expectations.
- 65 per cent said supervisors supported employees' family and personal life responsibilities.
- 62 per cent said their organisations respected and valued differences among individuals.
- 60 per cent said a spirit of co-operation and teamwork existed in their work unit.
- 62 per cent said they are satisfied with their jobs.

In those organisations that make reinvention a priority, there was strong agreement that agencies are putting customers first and empowering employees. However, certain areas demand improvement. Only about one-third of those surveyed said their organisations make reinvention a priority, reward creativity and innovation, or take corrective actions when employees fail to perform adequately. Only 25 percent said management and unions work co-operatively.

According to the Vice President, the survey clearly shows that reinvention works, but we have a long way to go. Experience in the private sector shows that large-scale organisational change takes many years. The Vice President plans to meet with agency officials and has asked NPR to help agencies take their next steps in creating a government that works better, costs less, and delivers results that Americans care about.

Contact:

John Kamensky, National Partnership for Reinventing Government,
750 17th Street N.W., Washington, D.C. 20036
Tel. (202) 694-0009; Fax (202) 694-0002 or on the Internet at:
<http://www.npr.gov/library/misc/survey-full.htm>

New Development**CUSTOMER SATISFACTION SURVEY**

In 1993 the Clinton-Gore Administration made a major commitment to provide the American people with service quality "equal to the best in business." To meet that goal, agencies have: set customer service standards, surveyed their customers, benchmarked others, and developed customer feedback systems.

Federal employees report they are seeing the difference. In 1993 21% reported their agencies were focused on customers. By 1998, that number has risen to 75%. Now, Vice President Gore is encouraging agencies to do even more to institutionalise a culture of customer satisfaction within the government.

In December 1998, he challenged the leaders of the 32 agencies -- the agencies that have 90% of the federal government's interaction with the American people -- to compare their services to the private sector and to each other. He set a target date of September 7, 1999 for completion of a baseline survey.

The power of this survey will be its ability to achieve comparability in viewing achievements with and among agencies, as well as between the Government and other major economic segments. When the Vice President announces the survey results to the American people, they will know how satisfied actual customers of federal agencies (like the Social Security Administration, Federal Emergency Management Agency, and Internal Revenue Service) are with the services these agencies provide.

The initiative is being carried out under the auspices of the President's Management Council, comprised of the Deputy Secretaries of Cabinet Departments and agencies. Requirements for the survey are being developed by an inter-agency team; the team will contract for an already existing survey that will use interviews with randomly selected current agency customers to assess performance. They will require that the survey methodology stand up to outside scrutiny. A federal advisory board of experts in customer service will review and verify the quality of customer results.

Contact:

Susan Valaskovic, National Partnership for Reinventing Government,
750 17th Street N.W., Washington, D.C. 20036
Tel. (202) 694-0005; Fax (202) 632-0390;
E-mail: susan.valaskovic@npr.gov

FINLANDE / FINLAND

New development

Balanced Scorecard

The Balanced Scorecard model has got increasing attention in the Finnish public management.

As part of the work of the Task Force of Evaluation Practices in Government a report has been made about the possibilities the model has to offer for public sector organisations.

What is Balanced Scorecard ?

Balanced scorecard (BSC) has become known in the last years as a system of strategic management that reviews an organisation from different viewpoints. It is a framework that translates an organisation’s visions and strategy into a coherent set of performance measures. The Balanced Scorecard translates vision and strategy into a tool that effectively communicates strategic intent and tracks performance against the established goals.

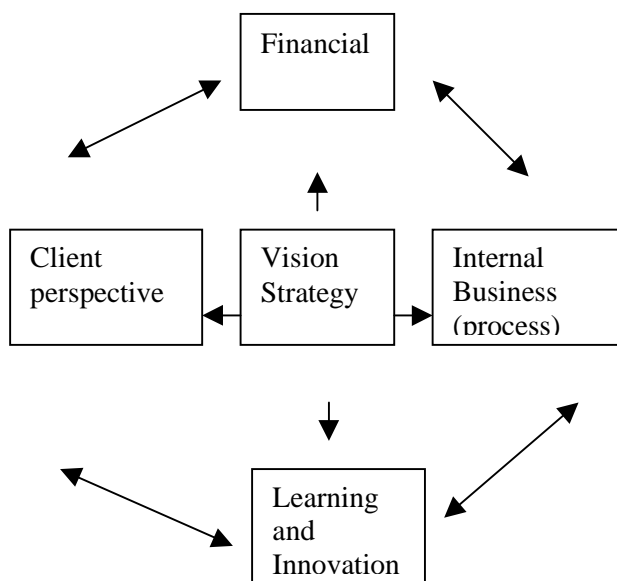


Figure 1: Basic model of the BSC

The Balanced Scorecard was developed by professors Robert S. Kaplan and David P. Norton from Harvard University. They published an article about BSC in 1992 and later in 1996 wrote a book called “The

Balanced Scorecard". The BSC has been widely applied in business organisations in the United States and there is growing interest in Europe as well.

In the original Kaplan and Norton model of BSC there are four perspectives from which the organisation's vision and strategy are viewed. These are 1) financial 2) client 3) internal business 4) learning and innovation. There are indicators for measuring both the past and the future.

BSC in OECD countries

As part of the project a short study was made of the overall picture of strategic management and of the use of the BSC model in public sector organisations in OECD countries. The idea was to get an overall picture of the knowledge of and breadth of use of the Balanced Scorecard. The questionnaire was sent to 28 OECD Member countries, 13 of which responded.

The results showed that the Balanced Scorecard model has been implemented in very different ways in different countries. Many countries have applied models and methods that are very close to the basic idea behind the BSC.

In many cases there is a connection between strategic development and performance management in ministries and agencies. How broad and systematic the connection is varies but there was an understanding that a closer connection was needed.

There is not a similar or coherent way of the methods and systems used for developing strategic management in the administrations of the OECD countries.

The BSC is genuinely well known in the administrations but its use is very rare. In Australia there has been a lot of discussion about the model, but no long-term use of the method. In Denmark methods that are very much like the BSC have been used in several agencies. In the Netherlands in the state administration many organisations use the BSC-model. In Canada there is a model for the public sector which is very similar to the BSC-model.

Experiences/lessons from Finland on the use of BSC in the public sector

During the last couple of years the Balanced Scorecard method has gained foothold in some public sector organisations in Finland. According to the report the BSC and methods developed on the basis of the BSC model were seen to offer a more developed tool than what performance management alone had to offer. The introduction of BSC was a way to try to solve the deficiencies of the performance management, especially the ones found in setting the performance objectives. The economical recession of the beginning of the 1990s had meant that the perspective of performance management had narrowed to productivity and economy.

Of the positive experiences the report lists the fact that the BSC involved vision and values into the strategy work. It looks at different perspectives equally. It includes the "softer side" that is to say aspects like knowledge, working capacity and co-operation processes to the strategy work. At local level it made the co-operation between politicians and public servants in strategic issues easier. It was also seen as a process of doing things together by discussing different perspectives.

Of the things that have to be developed further the report mentions – on the basis of the Finnish experiences -that there was some times to little time to simplify difficult issues and to squeeze large questions into a few words, the lack of time also meant that there was not enough time to discussions about

values. If one follows slavishly only the four perspectives of the model, it may limit creativity. Also the fact that an organisation's success factors are prioritised may bring tensions between different units of an organisation.

As conclusion the report states that the possibilities of the use of the Balanced Scorecard model can be found in making an organisation's strategy more clear and seeking consensus of the strategy, communicating the strategy in the organisation, connecting personal and unit goals to the overall strategy, connecting the strategy to long term goals and to the annual budget, identifying strategic initiatives and developing strategies.

Contact:

Petri Virtanen, Counsellor
Tel: +358-9-160.3210 Fax: + 358-9-160.3235
E-mail: petri.virtanen@vm.vn.fi
Katju Holkeri, Senior Adviser
Tel: +358-9-1603258 fax: + 358-9-160.3235
E-mail: katju.holkeri@vm.vn.fi

New development

Comparative Study On Personnel Policies

The Finnish Ministry of Finance commissioned a comparative study on public personnel policies in Europe in 1998. The countries that were compared were: Denmark, Finland, France, Germany, The Netherlands, Sweden and The United Kingdom. The objectives of the study were to:

- describe and evaluate civil service structures and systems in the selected countries;
- describe and compare personnel strategies and major management reforms; and
- focus on new dimensions in civil service management, especially on the roles of central units.

The study formed part of a large evaluation project on the impact of Governments employer and personnel policy. A factsheet about this project was delivered at the previous PUMA Committee meeting.

In terms of planning, implementation and results, the study can be considered a success. The study met its objectives, although it was conducted within a very tight time frame of just five months. Data were gathered through mail and telephone interviews, and the sum of money spent on the project was relatively small. The comparative study was conducted by

Dr. Manzoor Alam (tel. +358-500-772537, fax. +358-9-7557914 and e-mail: alam.manzoor@kolumbus.fi) in co-operation with a number of experts in Finland and six other countries. Scientific advisors for the project were Professor Markku Temmes and Dr. Markku Kiviniemi from the University of Helsinki.

The results of the study can be found on the study report:

Alam, Manzoor: Public Personnel Policy in Europe – A Comparative Analysis of Seven European Countries. Ministry of Finance. State Employer's Office 11/98. Edita, Helsinki 1998.

Contact:

For further information about the evaluation project or to order the study report, please contact:

Mr Ari Holopainen, Senior Adviser
Ministry of Finance, Personnel Department
Mariankatu 9, 00170 Helsinki, Finland
Tel. +358-9-1604971
Fax. +358-9-1604839
E-mail: ari.holopainen@vm.vn.fi

FRANCE

**Une nouvelle approche de la politique d'évaluation :
la creation du Conseil national de l'évaluation***Évolution récente*

L'évaluation interministérielle des politiques publiques a connu un véritable essor en France à partir de 1990. Ce nouvel élan s'était alors concrétisé par la mise en place d'un Comité interministériel d'évaluation présidé par le Premier ministre, chargé de lancer les évaluations et de leur donner des suites, ainsi que d'un Conseil scientifique composé de 11 personnalités qualifiées choisies par le Président de la République et chargé d'émettre un avis sur la qualité méthodologique des évaluations conduites.

Toutefois, le dispositif mis en place en 1990 ne répond plus aux exigences actuelles, centrées d'une part sur des procédures simplifiées et rapides, et d'autre part sur la volonté d'associer les collectivités territoriales, qui concourent largement depuis les lois de décentralisation à l'administration du territoire de la République et à la mise en œuvre des politiques publiques.

C'est pourquoi, considérant l'évaluation comme « un levier essentiel de la transformation et de la modernisation de notre système public » le gouvernement a décidé en 1998 la refonte du dispositif existant au profit d'un **Conseil national de l'évaluation (CNE)**. Sa mission est d'animer, avec l'appui du Commissariat général au Plan, une procédure interministérielle d'évaluation des politiques publiques plus simple, plus efficace et plus rapide que le dispositif précédent.

Le Conseil national de l'évaluation est composé de 14 membres nommés par le Premier ministre pour un mandat de 3 ans renouvelable une fois. La spécificité de ce nouvel organisme réside dans une plus grande représentation démocratique qu'il puise de la présence d'élus des collectivités territoriales et de la société civile. De plus, les ministères ne nomment plus directement leurs représentants. Il s'agit de ce fait d'une instance pluraliste, ce qui conforte son indépendance et son objectivité.

Le CNE a pour mission de proposer au Premier ministre un programme annuel d'évaluation et d'en assurer le suivi. Ce programme est le reflet des projets ministériels ou de collectivités territoriales dont la mise en œuvre soulève un intérêt particulier, par leur caractère transversal et innovant. En outre, le CNE peut aussi proposer de sa propre initiative des thèmes d'évaluation.

L'ouverture du dispositif de l'évaluation des politiques publiques aux collectivités territoriales constitue un apport majeur du nouveau dispositif. Cette dimension concerne plus précisément l'évaluation des politiques menées conjointement par l'État et les collectivités territoriales. En outre, l'évaluation de politiques publiques menées exclusivement par les collectivités territoriales peut aussi faire l'objet d'une évaluation, à la demande de leurs autorités compétentes.

La réforme du dispositif porte aussi sur l'amélioration des procédures d'évaluation : intervention d'un programme annuel, encadrement de l'intervention du conseil national de l'évaluation dans un délai limité à 18 mois, calendrier précis pour les suites à donner.

Le programme annuel d'évaluation et les conclusions de chaque évaluation sont automatiquement publiés, avec les réponses que les administrations concernées doivent fournir. En outre, les travaux du CNE font l'objet d'une publication dans un rapport d'activité annuel. Les autorités publiques manifestent à cette occasion leur volonté de rendre leur action la plus transparente possible.

Enfin, un effort particulier sera fait à l'initiative du Commissariat général au Plan pour mieux prendre en compte les conclusions des évaluations dans les processus de décision visant à compléter, relancer, infléchir ou suspendre les politiques publiques.

Cette démarche s'inscrit parfaitement dans la finalité de l'évaluation d'une politique publique : rendre compte aux responsables politiques mais aussi aux citoyens, veiller à une répartition rationnelle des ressources humaines et financières et affermir la mobilisation des énergies autour d'une vision partagée des besoins de la société et des réponses apportées par les pouvoirs publics.

Évolution récente

Fonction animation des relations avec les usagers dans les services départementaux du ministère de l'Équipement

Le ministère de l'Équipement (Ingénierie publique, entretien des routes, politique du logement) a souhaité que soit identifiée au cours de l'année 1999, dans chacun de ses services départementaux, une fonction d'animation des relations avec les usagers destinée à impulser, développer et coordonner toutes les actions susceptibles d'améliorer la prise en compte des usagers dans l'ensemble des activités des services.

La mise en place de cette fonction répond à une attente forte des usagers, qui souhaitent être reconnus, écoutés, conseillés et aidés. Elle doit permettre d'instaurer avec eux des relations :

- Attentives, par une prise en charge globale des situations administratives.
- Personnalisées et suivies, par l'identification d'un interlocuteur unique et la réception individuelle des réclamants.
- Ouvertes, permettant l'expression d'une incompréhension, voire d'un désaccord, par d'autres voies que celles d'ordre juridictionnel.

Ainsi, elle doit permettre de relayer sur le terrain, et d'ancrer dans les pratiques, les initiatives prises par le ministère depuis plusieurs années pour instaurer une nouvelle culture de service à l'utilisateur.

Les titulaires de cette fonction d'animation et de conseil n'ont pas vocation à se substituer aux responsables des différents domaines d'activité ; leur rôle est de convaincre et d'inciter les chefs de service, responsables de l'accueil physique et téléphonique, du traitement du courrier et du traitement des réclamations de leur service, à développer des actions visant à améliorer la qualité du service en cohérence avec les objectifs définis au niveau central. Ils sont chargés à ce titre :

- D'impulser des démarches d'écoute des usagers et de développer la concertation avec les associations
- De mettre en œuvre des modes d'organisation qui permettent de garantir des niveaux de service en matière d'accueil physique, d'accueil téléphonique et de traitement du courrier (délais, disponibilité et explication) ;

- D'exercer une mission de médiation afin de rétablir, en cas de désaccord, un dialogue avec l'utilisateur en lui offrant sous la forme d'écoute privilégiée, un ultime recours interne ; cette mission, qui s'attachera à responsabiliser les services instructeurs des dossiers, doit permettre de prévenir les conflits ; elle s'appuiera sur le traitement des réclamations.

A partir d'états des lieux, interne et externe, précis et réguliers, les responsables de cette fonction devront s'assurer que des démarches et des actions sont mises en œuvre par les différents responsables afin de réduire les écarts entre le service offert et le service attendu par les usagers.

Un dispositif d'accompagnement de la démarche a été mis en œuvre par l'administration centrale, comprenant notamment :

- La définition d'un référentiel de fonction ;
- L'organisation de formations spécifiques à la médiation ;
- La constitution d'un réseau d'échanges d'expériences et de mutualisation de bonnes pratiques, animé par la direction du ministère chargé de l'impulsion et du pilotage de cette politique, en collaboration avec l'ensemble des autres directions centrales.

Contact :

Dominique BAUMANN
Direction des personnels et des services
Ministère de l'Équipement, des transports et du logement
Tour Pascal B
92055 La Défense Cedex
Tél. : +33-1-40.81.65.56

GRÈCE / GREECE

New development**A new code for civil servants****Main regulations**

Recruitment:

- Programming on an annual basis the needs pertaining to permanent staff. The Ministry of the Interior, Public Administration and Decentralisation will act as the co-ordinating body.
- Competition is established as the main method of recruitment.
- An independent administrative authority will be assigned with the procedures regarding recruitment.

Civil servants' *obligations* are adapted to the demands of modern society on the basis both of their responsibilities and the special relationship towards the state and their integration into the hierarchy of Public Administration, within the context defined by the Greek Constitution and the democratic regime of the country, as well as by the principles of legality, political neutrality and impartiality.

Mechanisms of control and fight against potential bribery of civil servants are provided for (such as: obligatory declaration of civil servants' assets on a regular basis; required documentation for any purchase of fixed assets or goods of big value by the civil servant himself/herself or by member of his/her family; obligation of the relevant authority to carry out investigations concerning sources of income of the civil servant in case that the afore mentioned civil servant's assets have been modified in a disproportionate way in relation to his/her salary and his/her general financial situation; in case serious evidence will come into light that he/she acquired the afore mentioned property in a way that entails disciplinary or penal action, civil servants prosecution will also be provided for).

The civil servant behaviour *vis-a-vis* their superiors and their colleagues is clearly defined both during and after work.

The provisions concerning *the rights* of civil servants are adjusted to ideas and theories of modern society within the context defined by the Greek Constitution. The recognition of civil servants as citizens with a political and social entity identical to that of the remaining citizens is the main axis.

Recognition of the collective bargaining in the civil service.

Major improvements as far as *annual leaves* are concerned, will be made.

Facilities to civil servants *for family or personal reasons* will be provided for.

Matters pertaining to *special leaves of training* will be arranged in a more favourable manner (duration, salary).

A new grades scale of seven grades with a different final grade per category will come into force (from D to A for the categories of University, Technological and Secondary Education; from E to B for the category of Primary Education). From now onwards the positions of the Director and the Director General constitute a rank of the grade scale and not a title of responsibilities as was the case in the past. This change aims to ensure the cohesion in the hierarchy as well as the continuation of the administrative activity.

The system of promotion is mixed: the grades E-A will be unique and as a result as this, the promotion from one grade to another will take place without obstacles with the completion of the necessary years served in the previous grade. With the grades of Director and Director General, a fixed hierarchy is created based on the connection between grade, position and tasks.

The system of promotion is mainly based on the evaluation of real skills of the civil servants.

The service council is responsible in matters concerning the promotion of the employee up to the position as the Director.

A special service council is responsible for all matters concerning the promotion up to the position of the Director General. General Directors can become not only employees of the specific organisation but also those of other public services or of legal entities of public law of similar competences.

As far as *disciplinary law* is concerned, provisions are made for the activation of disciplinary control and its implementation in time, without damaging the existing provisions and the legal structure of the disciplinary procedure.

Guarantees for the protection of the civil servant are also provided for both during disciplinary prosecution and the remaining stages of the disciplinary procedures (preliminary investigation, administrative investigation under oath, cross-examination).

New development

The Code of Administrative Procedure

Main provisions:

The obligation of the Administration to proceed *ex officio* to actions imposed by law and within the time defined by law, without waiting for action on behalf of citizens.

- Regulation of matters pertaining to applications filled by citizens (obligation regarding the provisions of printed application forms containing information on mandatory provisions, supporting documents etc).
- Deadlines and way of citizen's matters forwarding. Obligation of the administration to provide information in case of delay on reasons behind the afore mentioned delays.
- Procedure and ways of exercise of the right of access to administrative documents.

- Hearing of the interested party as it is provided for by the reek Constitution prior to the implementation of the unfavourable measures.
- Determination of cases where administrative authorities have to refrain from any action or procedure in order to provide the necessary quarantees for an impartial judgement.
- Determination of matters pertaining to deadlines within which citizens or the administration have to proceed according to certain procedures (exclusive character, interruption, calculation).
- Rules governing the publication and the revocation of the administrative act.
- Rules regarding the administrative contracts concluded between the administration and privates.
- Matters pertaining to the application for different administrative recourses.

Contact:

Mrs Nelli SAKELLARIADOU
Special Scientific Counsellor
Ministry of the Interior,
Public Administration and Decentralisation,
Secretariat General of Public Administration
15, Vassilissis Sofias Ave.
10674 Athens, Greece
Tel: +30-1-349.62.20
+30-1-339.39.97
Fax: +30-1-342.80.15
E-mail: ekdd@hol.gr

Promising practices**Quality for the Citizen project**

Activities to mention, in the framework of the project undertaken by the Ministry of the Interior.Public Administration and Decentralisation “Quality for the Citizen “ on the upgrading of the quality of the services provided :

Simplification of administrative procedures

The present action is focused on concrete procedures of a Service, mostly those:

- a) concerning an important number of citizens
- b) related to frequent transactions, complex procedures and delays
- c) causing complaints and protests by citizens.

As regards the simplification of the procedures, the following problems are being examined :

- institutional problems (abundant regulations, scattered provisions, lack of codified legislation)
- collaboration problems (important number of bodies involved, lack of collaboration and coordination of the actions taken by the co-responsible bodies)
- the quality of the services provided (too much bureaucracy, lack of information given to the citizens on the procedures, on the supporting documents, as well as on the course of the actions taken by the services, the delays to bring a case to an end, the wait for the approval of the co-responsible services, the existence of informal procedures, etc).
- the staffing of the competent services (lack of personnel of all categories and specialisations)
- the technical support (lack of technical infrastructure, lack of good working conditions).

The procedures which have been simplified, to begin with, are the following :

- a. The issuing of driving-licenses and licenses of vehicles circulation, the technical control undertaken by the Centre of Technical Control of Vehicles (the presentation of certain supporting documents is no longer necessary).
- b. *The issuing of construction licences* (establishment of a system to make public the procedure of issuing urban planning constructions licences in order for the citizen to be able to follow up the course of his file as well as the course of the files submitted before or after his own).
- c. *The issuing of a housing loan* (issuing of manual containing information, comparative data as well as the conditions for a housing loan to be granted by the bodies of the Public Sector).

Redesign of forms

Redesign of forms as regards :

- their layout as well as their aesthetic (design)
- their content (as regards the structure , the wording, the language used, the grammar and syntax rules, the standardisation of terms and notions, the outright and reliable information)
- the design of the flow of the works/procedures ending in the issuing of an administrative document.

In the framework of the particular action :

- 25 documents concerning driving licences and licences of vehicles circulation of the Transport and Communications Department of the Prefectural Local Governements have been redesigned.
- The procedures concerning the social reintegration of ex-prisonners and the transfer of students on a national and on an international level have been studied and examined; consequently, the observation of their pathologies has been completed and propositions of specific ways to deal with them have been submitted.

- The implementation of a Plan of Action is programmed in order to achieve the simplification of the administrative procedures and the redesign of the documents held by the Ministries. For this purpose, in February 1999, by means of a circular, the Ministries have been asked, separately, to elaborate their own simplification project as regards procedures, respecting a deadline. The project is to be integrated by 30.06.1999.

Electronic communications

Art.14 of law L.2672/1998 establishes **the legal Institution of electronic communication** (fax and e-mail) among the services of the public sector and between the services of the public sector and the citizens.

Their power of proof has also been provided for in the above-mentioned law. This kind of communication is valid since 01.03.1999.

The institution of Charters of the Citizens' Rights (L. 2690/1999)

These Charters are to be elaborated by the Public Services (Ministries, Regions), the Legal Entities of the Public Law, the Prefectural Local Governments and the Local Governments of the First Level.

These Charters will include the obligations of the Public Services towards the citizens; they define the lapse of time during which the services to the citizens ought to be provided, determine the time which is supposed to be sufficient for the financial obligations of the citizens to be fulfilled; they also describe the ways by which a citizen can have access to information relative to the particular service involved.

Finally, in the event of violation, the Charters will provide for both the litigation procedure used by the citizens and the administrative impacts to the services. Both of them will incite the body to respond to the obligations undertaken towards the citizens who get involved with it.

Up to 02.03.1999 four Charters of Citizens Rights have been elaborated, corresponding to each level of the Administration :

The Ministry of Transport and Communications

The Regions of East Macedonia and Thrace

The Prefectural Local Government of Biotie

The Municipality of Kalamata

At the same time, Charters are been promoted to other services which are considered to be crucial for the service provided to the citizens.

Contact:

Mrs Efstathia Bergele
Director General, Ministry of the Interior
Public Administration and Decentralisation, Secretariat General of Public Administration
Directorate General of Organisational Development and Procedures
15, Vassilissis Sofias Ave.
10674 Athens, Greece
Tel : +30-1-339.31.11 Fax : +30-1-339.31.00

Mrs Nelli Sakellariadou
Special Scientific Counsellor, Ministry of the Interior
Public Administration and Decentralisation, Secretariat General of Public Administration
15, Vassilissis Sofias Ave.
10674 Athens, Greece
Tel: +30-1-349.62.20, +30-1-339.39.97
Fax: 00-301-3428015
E-mail: ekdd@hol.gr

HONGRIE / HUNGARY

New development**Public administration development**

In February 1999 the Government made a decision that a detailed programme for the development of public administration in 1999-2000 must be elaborated.

The programme should be based on the almost 10 years' experience since the change of the system, the priorities of the programme of the Government in office since July 1998, as well as the requirements set for EU accession. The key objectives include the following:

- a) The objective of the public administration development is to create, based on the achievements of the continuous reform process of the almost one decade since the change of the system, a service type, user friendly, efficient and transparent public administration delivered by the central and municipal public administration bodies, to establish a professionally oriented, stable public service, to design fast, comprehensive, adequate public administration procedures in line with the principles of rule of law, etc.

Following the large structural reforms, it is important to gradually raise the efficiency of public administration to EU standards.

To this end it is necessary to further improve the quality of government work and of the strategic preparation of government decisions, the co-ordination of the implementation of decisions and monitoring their effectiveness to promote a good governing system. The decisions adopted at the beginning of the government's term provide an adequate basis for this, including the transformation of the Prime Minister's Office, the rearrangement of tasks and competencies between the ministries and the commencement of actual work in the regional government offices directed by the PMO.

- b) The key tasks in the development of public administration are driven by the objective of creating a smaller organisation that can perform its function at higher standards. To achieve this, the review of the tasks and competencies of public administration agencies must be continued. Where public intervention is unnecessary or it can be ensured by other, non-administrative means, their public administration character must be eliminated (deregulation).

In the case of public administration responsibilities still necessary efforts should be made to bring them closer to the clients, to the regional or local public administration bodies or to the town clerks of municipalities (deconcentration).

During the review of the tasks and competencies it should also be considered whether the public administration task or competency concerned could be delegated to the municipalities (decentralisation).

Ministries should be relieved of specific public administration cases; instead, emphasis must be placed on strategic organisation, co-ordination, information, supervision and legal regulation tasks.

Therefore, based on the Government's decision of January 28, the review of the obscure system of non-ministerial central public administration agencies, with their widely different modes of operation, should be completed by the year 2000. Such bodies primarily perform regulatory functions; they have an important role in the EU accession process that will be highly relevant later. The independence and technical operation of these bodies must be reinforced, while they must be controlled by individual government members, ministers or the Prime Minister instead of the Government as a whole, which is an organisation less suited for day-to-day control functions.

The regional public administration bodies are the most important agencies of the actual workings of public administration. Their number has been reduced by one third in the past years, but some unnecessary duplication still exists, and their scope of operation is still not optimal. The co-operation and control of the work of regional public administration bodies must be improved through the county/metropolitan public administration offices as the regional agencies of the government. The conditions must be created for the integrated operation of regional public administration.

By 2000, the country's geographical map of public administration must be reviewed and regional public administration should be moved to regions rather than counties if the conditions for this exist. Later, public administration regions with elected assemblies must also be set up.

The procedural rules that are extremely important for the operation of public administration must be reviewed and the Act No. IV of 1957 on the public administration procedure, which has been in force for over forty years, must be re-regulated. In the new regulation, transparent, fast and effective procedures must be coupled with an adequate system of legal remedies so that public administration can enforce appropriate functions against violators of the laws that express the community interest. This is also a key issue for the consistent enforcement of EU requirements.

For the establishment of a service type public administration, it is necessary to improve the information and customer service systems in public administration and to handle information technology on a project basis and in a uniform manner.

The human factor implementing public administration plays a decisive role in expanding the capacity of public administration.

The legal status of the almost one million employees working in the public sector is currently governed by several different legal regulations. These must be reviewed to ensure uniformity.

The requirements respecting public servants must be revised so that promotion and job security are based on professional skills and the continuous assessment of effectiveness and performance. The new further training system introduced by the government provides for annual and medium term training plans for civil servants to ensure that civil servants and public servants possess professional skills up to the standards necessitated by effective public service and EU accession.

Consistent measures must be taken against corruption; to this end, the Code of Ethics of civil servants must be adopted in 1999, and the institutional system necessary to enforce such a code must be created.

- c) The municipal public administration system has fundamentally proved adequate, but there is more work to be done on establishing the right level of control for the sake of efficient operation, decentralisation and the public interest.

In our disintegrated municipal system numbering over 3100 municipalities the system of more efficient and effective provision of municipal functions within a reasonable framework must be designed and promoted through appropriate legal regulations, organisational and financial incentives.

The above objectives should be achieved by the delegation of differentiated scopes of tasks and competencies depending on the capabilities of the various municipalities and especially by promoting the associations of municipalities on the micro-regional level, without prejudicing fundamental municipal rights.

By redesigning the financing of municipalities the role of task and programme finance must be made predominant, and the proportion of local revenues must be increased within the revenues of municipalities.

Increased emphasis must be laid on the equalisation grants to disadvantaged municipalities.

The municipal election system must be reviewed, and especially in the case of the regional government(s) more reliance must be placed on the principle of regional representation.

The Government has also decided to implement a reform that has started earlier: the transformation of central public administration organs structured differently from those organized in the form of ministries.

The Government resolution requires the gradual reclassification of the so-called agencies with national competence, central offices and ministerial offices into a new legal status (central agency), and the gradual change of the comprehensive and uniform regulation of their management and control system. As a result in the future, with the exception of some especially justified instances, the arrangement of the agencies with national competence will cease to exist, where the control rights were exercised by the Government, the supervision rights by the Minister appointed, and which in practice cancelled out each other and worked barely or only as a mere formality. Therefore, bringing such bodies under uniform ministerial control, leaving only a few powers in the hands of the Government, will ensure the necessary level of ministerial control and responsibility and, in respect of the latter, the gradual extension of Parliament's right to question the Minister to the current agencies with national competence.

Furthermore, the government resolution provides for the more consistent separation of the activities of ministers, ministries and the agencies to be reclassified as the new central agencies; therefore the relief of ministries from large volumes of individual regulatory cases, the deconcentration and decentralisation of responsibilities and competencies.

Therefore the Government has defined the organisational and functional criteria for the transformation to be implemented amongst the central public administration agencies in conformity with the practices in EU countries and with the new government programme; its implementation will be adjusted to the legislative schedule and the tasks of public administration development. As an important feature of implementation, both of the above tasks will be the responsibility of the relevant ministries rather than taking a top-down approach and adopting the legal amendments in one package. The ministries, in the action plan they have to prepare, will have to specify the public administration bodies under their control or supervision they recommend for reclassification into the new central agency category, together with the proposed timing; also, the proposed technique and timing of the removal of first and second instance regulatory administration from the ministry. Thus this change will result in the continuous and gradual implementation of organisational and operational improvements within the non-ministerial central public administration agencies and in the gradual lessening of significance of the individual regulatory case work within the ministries (the deadline for first reporting for the ministries: May 31, 1999).

The proposal has significant public administration and legal consequences:

- The gradual implementation of the above objectives will make it possible to design the currently missing general regulation pertaining to all or some of the central public administration agencies.
- The placement of the relevant agencies under uniform ministerial control, the Government retaining only a few powers, will ensure the necessary degree of ministerial control and responsibility in respect of their portfolios.
- The evolution of a division of labour and organisational structure within the central public administration that is in line with the practices adopted in countries with advanced public administration systems.

Évolution récente

La poursuite du développement de la réforme de l'administration

En février 1999 le Gouvernement a décidé que le programme détaillé du développement de l'Administration pour les années 1999-2000 devait être élaboré. Le programme s'appuie sur les expériences des près de dix années écoulées depuis le changement de régime, il se base sur les priorités du programme du Gouvernement en place depuis juillet 1998, ainsi que sur les critères requis par l'adhésion à l'UE. Ses principaux objectifs sont les suivants :

- a) L'objectif de la poursuite du programme de la réforme de l'Administration est de créer une Administration efficace, transparente, au service des citoyens, de type prestation de service fournie par l'Administration et par les organismes administratifs des municipalités, de mettre en place un service public stable, conduit par les connaissances techniques, ainsi que l'élaboration des procédures administratives appropriées efficaces, diligentes et compétentes, conformes à un état de droit, etc.

Après les grandes réformes structurelles il sera important d'améliorer les performances de l'Administration afin d'atteindre progressivement le niveau de l'Union Européenne.

Dans cet objectif, il faut continuer à rehausser le niveau du travail gouvernemental, en vue d'une bonne pratique gouvernementale, il faut améliorer la qualité de la préparation des décisions stratégiques du Gouvernement, la coordination de l'exécution des décisions prises, ainsi que le contrôle de leur exécution et l'analyse de leur performances. Les décisions prises en début de l'exercice du Gouvernement, en donnent la possibilité : la transformation du Bureau du Premier ministre, la réorganisation des tâches et les compétences entre les ministères ainsi que la mise en route du travail effectif des offices gouvernementaux territoriaux dirigés par le Bureau du Premier ministre.

- b) L'objectif de la mise en place d'une organisation de taille moindre, à même d'effectuer ses tâches à un plus haut niveau, détermine les principales tâches de la poursuite du développement de l'Administration. Dans cette optique, il est nécessaire de poursuivre l'examen des missions et des compétences des organes administratifs. Dans les domaines où l'intervention de l'état n'est pas requise ou elle peut être assurée par d'autres moyens, non-administratifs, ces organes ne devront plus relever de l'Administration. (dérégulation).

Il est important d'ambitionner que les tâches administratives qui restent indispensables soient placées au niveau le plus proche des usagers, auprès des organismes administratifs territoriaux, locaux et municipaux (Déconcentration).

Lors de l'examen des missions et des compétences, il est important de voir si certaines tâches et compétences administratives ne peuvent pas être déléguées auprès des municipalités (décentralisation).

Les Ministères doivent être déchargés des actes administratifs unilatéraux et l'accent doit être mis sur les tâches de planification stratégique, de coordination, d'information, de contrôle et de réglementation juridique.

Par conséquent, suite à la décision du Gouvernement du 28 janvier, l'examen du système des organes de l'Administration Centrale qui ne fonctionnent pas sous forme de ministère et dont le fonctionnement est peu transparent et très différent, doit être achevé en l'an 2000. Les organismes de ce type poursuivent essentiellement des activités d'act administratif, leur rôle est important dans le processus d'adhésion à l'Union Européenne et il restera également déterminant dans l'avenir. Il est nécessaire de renforcer l'autonomie et le fonctionnement professionnel des organes relevant de ce secteur et ils devront être placés chacun sous la direction d'un membre du gouvernement, d'un ministre ou du Premier ministre, à la place de celle du Gouvernement, ayant mois pour vocation la gestion opérationnelle.

Les organes de l'administration territoriale sont les organes principaux de l'action concrète de l'Administration. Au cours des dernières années, leur nombre a baissé d'un tiers, mais les doubles emplois n'ont pas été supprimés partout et leur domaine d'activité n'est toujours pas optimal. La coordination et le contrôle des organes de l'administration territoriale devront être améliorés et renforcés au travers des offices administratifs départementaux (de la capitale) comme les organismes territoriaux du gouvernement. Il faut instituer les conditions du fonctionnement intégré de l'Administration territoriale.

Jusqu'à l'an 2000, il faut également revoir le découpage administratif du pays, et, si les conditions le permettent, l'administration territoriale devra être placée non pas au niveau des départements, mais au niveau des régions. Des régions administratives disposant de corps constitués devront ensuite être mises en place.

Les procédures très importantes, requises par le fonctionnement de l'Administration, devront être revues et la loi N° IV de l'année 1957, en vigueur depuis plus de quarante ans, devra être amendée conformément au demande de l'administration moderne. La nouvelle réglementation devra marier les procédures techniques transparentes et diligentes à un système de recours juridique adéquat, de manière à ce que l'Administration puisse appliquer des sanctions appropriées à ceux qui contreviennent aux lois relatives aux intérêts de la communauté. C'est également une des questions clé du respect systématique des prescriptions de l'UE.

En vue de la mise en place d'une Administration de type prestation de service, il est nécessaire de développer les systèmes d'information, de service clientèle et, dans le cadre d'un programme, la gestion homogène du système informatique de l'Administration.

Le facteur humain, maître d'œuvre de l'Administration, est d'une importance déterminante dans le développement des performances de l'Administration.

La situation juridique des plus d'un million de salariés du secteur public est actuellement encore réglementée par plusieurs lois divergentes qui devront être revues et harmonisées.

Les critères relatifs aux salariés du service public doivent être définis de manière à ce que ce soient les connaissances professionnelles, le travail efficient et l'évaluation continue des performances qui déterminent l'avancement et la sécurité de l'emploi. Grâce à des programmes annuels et à moyen terme de formation continue, le nouveau système de formation mis en place par le Gouvernement garantit que les salariés du service public, les fonctionnaires disposent des connaissances professionnelles requises par un service public efficace et également par l'adhésion à l'Union Européenne.

La corruption doit être systématiquement combattue et, dans ce but, le Code d'Etiquette des fonctionnaires doit être approuvé au cours de 1999 et le système institutionnel requis pour son application doit être mis en place.

- c) Le système de l'administration municipale a fait ses preuves, mais pour que le fonctionnement efficace, la décentralisation et leur contrôle dans l'intérêt public se situent à un niveau approprié, des travaux ultérieurs seront nécessaires.

Dans notre système municipal fragmenté, comprenant plus de 3100 municipalités, la réalisation plus performante et plus professionnelle des missions municipales doit être soutenue par une réglementation juridique appropriée, par des incitations organisationnelles et financières, avec des émoluments rationnels.

Les objectifs esquissés devraient être atteints grâce à une répartition différenciée des tâches et des compétences, correspondant aux capacités des municipalités et aussi, principalement, par l'incitation des municipalités à former des associations régionales, sans toutefois léser les droits fondamentaux des municipalités.

Par la transformation du mode de financement des municipalités, le rôle du financement des missions et des programmes devra devenir déterminant et dans les recettes des municipalités, la part des recettes locales devrait augmenter.

Une attention particulière devra être consacrée aux subventions de mise à niveau accordées aux municipalités défavorisées.

Le système des élections municipales devra être revu, le principe de la représentation territoriale devra être davantage pris en compte, plus particulièrement dans le cas des Conseils régionaux.

Le Gouvernement a décidé sur la réalisation d'un programme de réforme commencé auparavant, notamment sur la réorganisation des organes d'administration centrale non-ministériel.

L'arrêté gouvernemental prescrit d'une part le reclassement continu dans un nouveau statut juridique (d'office central) des organes dits de compétence nationale, les offices centraux et des bureaux ministériels, ainsi que la mise en place progressive d'une réglementation globale et harmonisée de leurs procédures de gestion et de direction. Ce changement aura pour résultat qu'à l'avenir, à l'exception de quelques cas particulièrement justifiés, les organes centraux ne fonctionneront plus dans leur forme actuelle où les droits de tutelle étaient exercés jusqu'à ce jour par le Gouvernement et ceux de surveillance par le ministre désigné et, n'ayant été exercés que dans une faible mesure ou d'une manière plutôt formelle, ces droits s'affaiblissaient mutuellement. Le Gouvernement gardant seulement quelques pouvoirs, le placement sous tutelle ministérielle de tous ces organes concernés pourra, au niveau de leurs compétences, leur assurer dans la mesure nécessaire la direction et la responsabilité ministérielles et, en ce qui concerne cette dernière, aussi l'extension progressive du droit d'interpellation parlementaire exercé vis-à-vis des ministres aux organes actuellement de compétence nationale.

L'arrêté gouvernemental prescrit d'autre part la séparation dorénavant plus marquée de l'activité des ministres, des ministères et des organes relevant du nouveau statut juridique d'office central et, dans cet objectif, de décharger les ministères de la lourde tâche du traitement des actes administratifs unilatéraux, la déconcentration et la décentralisation des tâches et des pouvoirs.

Le Gouvernement a ainsi déterminé les critères organisationnels et fonctionnels de la transformation à mettre en œuvre dans la sphère des organes centraux de l'Administration, critères conformes à la pratique des pays membres de l'UE et au nouveau programme gouvernemental ; la mise en œuvre de cette transformation sera adaptée au programme de législation et aux tâches relatives au développement de l'Administration. Une des caractéristiques importantes de l'exécution sera qu'au lieu de l'approbation en bloc des directives « venant d'en haut » et des amendements des lois, **l'exécution des deux tâches mentionnées sera confiée aux ministères concernés** : ils devront définir, dans le cadre d'un programme qu'ils élaboreront, quels seront les organes administratifs centraux, gérés ou placés sous tutelle du ministère, qui devront être classés, et à quel rythme, dans le nouveau statut juridique et de quelle manière et selon quel échéancier le ministère souhaite réaliser le transfert des services officiels de première et de deuxième instance. Dans son ensemble, l'approbation de cette modification aura donc pour résultat la réalisation continue et s'étalant dans le temps des développements structurels et fonctionnels à réaliser dans la sphère des organes administratifs centraux non-ministériels, et la réduction du poids du traitement des dossiers au cas par cas par les ministères. (La date prévue pour le premier compte-rendu des ministères est le 31 mai 1999.)

La proposition a une portée administrative et juridique importante :

- La réalisation progressive des objectifs esquissés permettrait la mise en place d'une réglementation générale relative aux organes centraux de l'Administration ou à une partie d'entre eux, faisant actuellement défaut.
- Le placement uniforme sous tutelle ministérielle des organes concernés, le Gouvernement ne gardant que quelques attributions, garantit donc les limites nécessaires de la gestion et de la responsabilité ministérielles.
- Division du travail, et mise en place de la structure organisationnelle dans la sphère des organes de l'Administration centrale, conformément à la pratique des pays ayant une Administration développée.

IRLANDE / IRELAND

New development**Public Service Management Act 1997****(1) Statements of Strategy/Business Planning**

Consequent on the first Statements of Strategy to be prepared under the Act being published in mid 1998, after being approved by Ministers and laid before the Houses of the Oireachtas (Parliament), the Government decided that each Department (Ministry) should prepare business plans by 1 January 1999. The business plans, or work programmes, are the means of translating the high-level aims in the Statements of Strategy into objectives at individual and team level to inform day-to-day work. The plans also provide the basis for the introduction of the new performance management system (see below).

(2) Assignment of Responsibilities

The first assignments of responsibilities and accountabilities under the Act were undertaken in January 1999 on foot of a Government decision. The assignments are made by the Secretary General in each Department (Ministry) and involve the delegation to individual officers, or grade or grades of officers, of certain functions assigned to the Secretary General under the Act. Officers to whom such assignments are made are accountable to the Secretary General for the discharge of the functions in question. This marks the first time that such assignments have been formalised under legislation.

Contact:

Mr. Eric Embleton, Assistant Secretary
CMOD, Department of Finance, Lansdowne House, Dublin 4
Telephone: (353 1) 604 5056 Fax: (353 1) 668 2196
E-mail: eric_embleton@cmod.finance.irlgov.ie

New development**Multi-Annual Budgets**

The third and final phase of the multi-annual budget process is being introduced this year. The phase extends the process to the provision of financial envelopes for both current and capital expenditure in 2000 and 2001, disaggregated by Ministerial Vote Group. The first two phases involved, respectively, a multi-annual projection of the major revenue and expenditure aggregates on a no-policy-change basis (published in 1997) and projections of expenditure for 1998-2000 by Vote Group, again on a no-policy-change basis (published in 1998).

The aim of multi-annual budgeting is to put in place a framework within which overall budgetary, taxation and expenditure priorities can be considered in a medium-term context. It is a key element of the

SMI/*Delivering Better Government* programme of change and provides the framework within which other financial and managerial reforms can be introduced.

Contact:

Mr. John O'Connell, Principal Officer
Department of Finance, Dublin 2
Telephone: (353 1) 604 5538
E-mail: john_o'connell@finance.irlgov.ie

New development

Freedom of Information (FOI)

The FOI Act, which came into effect in April 1998 for Central Government Departments (ministries) and Offices, was extended to parts of the wider public service, i.e. the local government and health sectors, in October 1998. Under the Act, public service bodies are required to make available a range of information on their functions, activities, basis for decisions, precedents, etc. and to supply such information as may be requested by the public and other parties. By end December 1998, some 3,200 requests for information had been received by Government Departments and Offices.

Contact:

Mr. Gerry Kearney, Assistant Secretary
Central FOI Unit,
Department of Finance, Dublin 2
Telephone: (353 1) 604 5828
E-mail: gerry_kearney@finance.irlgov.ie

New development

Partnership Structures

Under the Partnership 2000 agreement on pay and related matters, agreed structures have been put in place in each Department and Office to promote and support the active involvement of management, unions and staff in progressing the SMI/*Delivering Better Government* programme of change and addressing organisational issues and challenges. The objective is to achieve joint ownership by all involved of the change programme through an open participative process. The central element of the structures is the Departmental Partnership Committee which directs and oversees the development of the partnership process and the drawing up of action programmes to progress the change programme. The Committees are free to set up intensive and extensive working groups to assist it in its work. Such groups are comprised also of management, union and staff representatives.

The adoption of the partnership approach is a novel development in the Irish Civil Service (and, indeed, in public administration generally). It is accepted that there will be some experimentation and variation involved. It is proposed to review to process formally at end 1999 within a view to determining the best structures for the long term on the basis of the experience gained.

Contact:

Mr. Eric Embleton, Assistant Secretary
CMOD, Department of Finance, Lansdowne House, Dublin 4
Telephone: (353 1) 604 5056 Fax: (353 1) 668 2196
E-mail: eric_embleton@cmod.finance.irlgov.ie

New development**Year 2000 Compliance - IT Staff**

Measures to facilitate the retention of skilled Information Technology (IT) staff essential to achieving Year 2000 compliance were introduced at end 1998. The measures include arrangements to retain staff on remedial work (who might otherwise transfer to new work on promotion) and to pay a once-off "loyalty bonus" in April 2000. The measures were deemed necessary to alleviate the loss of skilled IT staff, both within the civil service and to the private sector, in the crucial period leading to completion of Year 2000 remedial work.

Contact:

Mr. Tim Duggan
CMOD, Department of Finance Lansdowne House, Dublin 4
Telephone: (353 1) 604 5065 Fax: (353 1) 668 2182
E-mail: tim_duggan@cmod.finance.irlgov.ie
Full details of the measures are available at: www.irlgov.ie/y2k

New development**Change Management Fund**

A central Change Management Fund has been set up in the Department of Finance Vote to provide financial assistance to individual Government Departments (Ministries) and Offices in undertaking initiatives under the SMI/*Delivering Better Government* programme of change. The Fund is in recognition of the need for such assistance in the crucial start-up phase. Subventions of up to 40 to 50 per cent of the cost of change projects will be made; the level of subvention may be higher in the case of Departments and Offices with limited own resources. The Fund, which will run for five years, will be administered jointly by the Departments of Finance and Taoiseach (Prime Minister). It is proposed to review the Fund annually. The sum allocated for 1999 is IR£5 million.

Contact:

Mr. Eric Embleton, Assistant Secretary
CMOD, Department of Finance, Lansdowne House, Dublin 4
Telephone: (353 1) 604 5056 Fax: (353 1) 668 2196
E-mail: eric_embleton@cmod.finance.irlgov.ie

New development**Performance Management System**

A new performance management system to apply to staff at all levels will be introduced in the Irish Civil Service this year. The system, which was designed with the aid of external consultants and in consultation with staff and their unions, will involve the setting of objectives and targets at individual and team level based on the business plans derived from Departmental Statements of Strategy (see above). Unlike previous performance appraisal systems, the new system will include identification and development of the competencies (i.e. knowledge, skills and behavioural competencies) needed to perform effectively. Training and development, on-the-job assignments, coaching, etc. will be key requirements to be met as the performance process evolves and develops. Discussions with the civil service unions on the implementation process are nearing completion. A pre-implementation and implementation training programme to include staff at all levels will be put in place.

It is recognised that the new system will give rise to issues relating to the organisation of work, grading structures and rewards/recognition. Provision is being made to evaluate the system with a view to informing consideration of the issues in question by management and unions.

Contact:

Mr. Eric Embleton, Assistant Secretary
CMOD, Department of Finance, Lansdowne House, Dublin 4
Telephone: (353 1) 604 5056 Fax: (353 1) 668 2196
E-mail: eric_embleton@cmod.finance.irlgov.ie

Promising practice**Research/Study Papers**

The Committee for Public Management Research (CPMR) continues to commission research and studies on topics relevant to current public management developments and issues in the Irish Civil Service. The latest reports are:

- Governance and Accountability in the Civil Service (Discussion Paper 6)
- Improving Public Service Delivery (Discussion Paper 7)
- Partnership at the Organisation Level in the Public Service (Study Report)

Studies nearing completion from which reports will be published shortly deal with

- The Management of Cross-cutting Issues
- The Multi-Stream Structure
- Improving Service Delivery (a further study dealing with innovative service delivery mechanisms)

Contact:

Mr. Pat Hickson
CMOD, Department of Finance, Lansdowne House, Dublin 4
Telephone: (353 1) 604 5003 Fax: (353 1) 668 2182
E-mail: pat_hickson@cmofinance.gov.ie
Papers are available on the CPMR web site at: www.irlgov.ie/cpmr

ISLANDE / ICELAND

Promising practice**A brief outline of the future framework of property registration in Iceland.****Introduction – the problem to be solved**

The proposed framework is the result of an extensive survey of property registration in Iceland. From this survey it emerged that various official and private bodies collected data about land and property in Iceland. In brief, those bodies each collected data individually and for separate purposes. Thus each information item was typically being collected separately for the various databases. Having studied these findings, a cross ministerial board of ministry directors, set up a taskforce to study the possibility of a central framework for collecting property data, for which the aim should be, that each information item should only be collected once into a central database. This database should offer such superior convenience of data accessibility and accuracy for prospective users, that no one would see a financial feasibility of keeping their own property databases. With these goals in mind the taskforce put forward a proposal for the structure of a national property database which could form the basis of derivative databases such as geodesic information systems (GIS), population statistics, deeds registry and mortgage registry.

Actual framework for national property database

The legislative framework for a national property database has now been formed with proposed amendments to existing legislation of property registration, which are now pending before parliament. Experimental work has already started on small scale on the forthcoming central database by adjusting the existing property registries into compatible formats, which will allow for electronic interchange of information units from one database to the other. The first step in this direction is to convert deeds and mortgage registries into digitised form. Some adjustments of misreported data will be necessary in this process, so general guidelines of data corrections are provided for. So far the experiment has proved to be successful and necessary corrections of property data have not exceeded acceptable tolerances.

The forthcoming national property database will consist of four independent parts or registries. These parts are:

- Base part, which contains primary data necessary for the definition of a property, such as appellation, identification numbers and co-ordinates. This part is essentially the foundation on which all other parts of the database are based.
- Building part, which contains constructional specifications of houses and classification for taxation purposes.
- Property evaluation part, which contains information necessary for property surveying and evaluation data.
- Ownership and mortgage part, which keeps information of land and property ownership and mortgage listing.

Harmonising registration methods

Registrants of property data will from now on all be working in a single national property database. This means that new registration methods will have to be adopted. The proposed amendments provide that initial registration of primary data will be “pre-registered” into the database by the national property registrar or its local municipal representatives. This pre-registered data will not formally enter the database until the relevant documentation has been approved by the local deeds and mortgage registrar, who will then activate the pre-registered data. These rules apply for the registration of new property and modification established property.

Benefits for users

Access to the national property database will be sold both through direct computer terminals and the Internet. In accordance with data protection principles of Directive 95/46EC, access to various parts of the database may be restricted in terms of personal data. However for the qualified prospective users of the new database it can offer hitherto unseen benefits of combining data from various sources. So instead of having to collect data manually from various sources, the user may be able to retrieve the following information simultaneously concerning a certain property on a single computer screen:

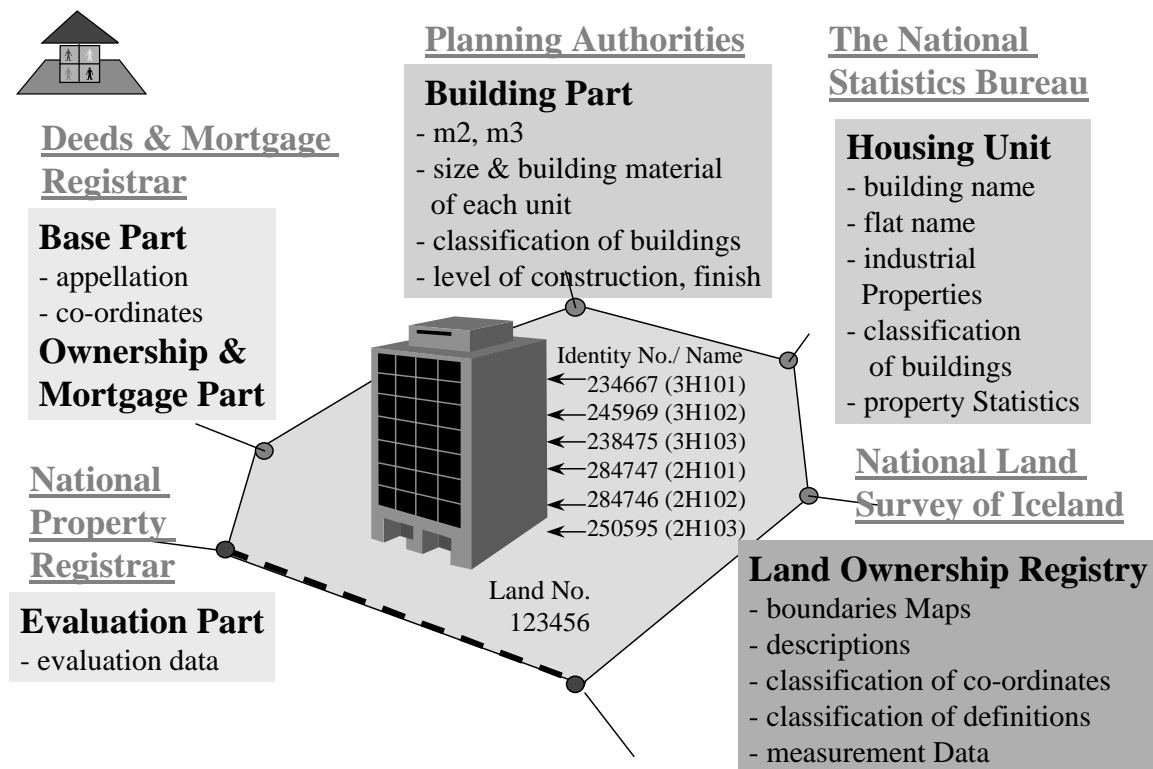
- Name of property, location (co-ordinates) and unique identification code.
- Constructional specifications such as measurements of various property units, building material etc.
- Evaluation data.
- Ownership of land and property.
- Mortgage listing.
- Graphical representation of boundaries (map).
- Scanned documents concerning the property, for example deeds.

Conclusion

The development of the national property database is now well under way. The necessary amendments to existing law of property registration are expected to be passed by parliament next autumn. Meanwhile experimental use of the database will continue. The main goals of the ministerial board have been achieved in the proposed legislative framework. The society as a whole will, in the long term, benefit enormously from the migration of many property databases into a central database with wide variety of more accurate data from a single source. Last, but not least the new database will make property-related transactions in Iceland more secure.

Contact:

On behalf of the Ministry of Finance,
Jon Vilberg Gudjonsson, Project Manager.



JAPON / JAPAN

In Japan, energetic administrative reform efforts are now under way. Prime Minister Obuchi, in his address to the 145th Diet Session (January 19, 1999), expressed his resolution to decisively continue to encourage structural reform.

New development

Reform of Central Ministries and Agencies

On 21 November 1996, the Administrative Reform Council headed by the Prime Minister was established to study how the function of the government should be in the 21st century, to examine how the central ministries and agencies should be reorganised and to make a concrete proposal for strengthening the cabinet's function. The Council released the final report on December 3, 1997. The Basic Bill for Administrative Reform of Central Government was submitted to the Ordinary Session of the Diet on February 17, 1998 and it was passed on June 9. The government is starting on the necessary preparations for the shift to the new organizational set up including legislative measures, with the aim of beginning to move to the new system within no more than five years, and if possible, at January 1, 2001.

References

Final Report of the Administrative Reform Council:
<http://www.kantei.go.jp/foreign/971228finalreport.html>

New development

Consolidating and Streamlining of Public Corporations

Public Corporations in Japan are in charge of government functions which may be executed more efficiently and swiftly by independent corporations than directly by the Government. The Government reviewed Public Corporations considering if the public sector should still retain such functions in the current socio-economic conditions of Japan. And three times in 1997, the Government decided the programs for abolishing, consolidating, and streamlining of Public Corporations. Now the Government is taking actions for steady progress of the programs.

New development

Reform of Personnel Management System of Public Employees

The administration established the Council on the Public Service Personnel System in April 1997. The Council researches and discusses a whole personnel management system of national public employees suited to various kinds of social and economic changes. The Council, on November 11, 1997, made a report on reform of the personnel management system closely related to the Administrative Reform

Council's reorganization plan of central government ministries and agencies. On March 16, 1999 the Council made a recommendation to the Prime Minister, Keizo Obuchi, which showed a basic direction as to what the personnel management system should be in the future.

New development

Promoting Deregulation

In March 1998, the Government decided the Three-Year Program for the Promotion of Deregulation, the successor of the three-year deregulation program of 1995. The current program, like the predecessor, has two parts: one is the general principle, the other is the list of 624 items of deregulation.

For FY1998 (from April 1998 to March 1999), the Government has taken many efforts for execution of this Program and further revision targeting the end of the FY. The Deregulation Committee, established under the Headquarters for Administrative Reform (Head: Prime Minister, Members: all Ministers), studied new themes, monitored the Government actions taken, and reported the result of its deliberation. Among the foci of such activities are the cross-sectoral approaches written in the general principle of the current program.

In the current deregulation, the Government think the transparency of the process important. For the revision of the current program, the Government solicited the opinions and requests on the Government's deregulation from public (not only within Japan but also from abroad).

Introducing Public Comment Procedures

In line with the current deregulation program, on March 23, the Government decided the "Public Comment Procedures" regarding the establishment, revision, and abolishment of regulations to invite comments and information from the public and entrepreneurs. The Procedures will be in effect from April 1.

New development

Promoting Decentralization

The Government decided the first Decentralization Program on May 29, 1998, based on the four recommendations on principles for decentralization submitted by the Committee for the Promotion of Decentralization. The Government is submitting a consolidated amendment draft for execution of the Program to this session of the Diet.

The Government will also decide the second Decentralization Program on March 26 in response to another recommendation the Committee made last November. This program has an aim to help the current reorganization program of the central government from the viewpoint of decentralization.

New development**Promoting the Disclosure of Administrative Information**

Promoting the disclosure of administrative information is important for making the administration that is open to and trusted by the people. The government prepared the Bills on Access to the Government Information based on the opinions of the Administrative Reform Committee. On March 27 1998, the government submitted them to the 142nd Diet Session and are now under deliberation.

New development**Recovering Trust in the Administration and in Public Employees**

The administration seriously took the damage caused by scandals of public employees in 1996 and agreed on “concerning New Efforts to Recover the People’s Trust in the Administration and in Public Employees” on December 19, 1996. Every ministry and agency made its own Public Service Official Ethics Code of conduct based on the agreement. However, some scandals of public employees followed after that, so the administration started on considering the legislative measures keeping in close contact with the ruling coalition parties. As a result, the bills were submitted to the Diet by the ruling coalition parties on June 9, 1998 and are now under deliberation.

New development**Promoting Administrative Informatization**

The government decided the Basic Plan for Promoting Administrative Informatization on December 25, 1994. Based on the plan, the government has promoted administrative informatization in order to advance the administrative management and improve the quality of civil service. The government revised the plan for the five-year period from FY 1998 through FY 2002 on December 20, 1997 and has been actively promoting administrative informatization.

Contact:

Yutaka Kubushiro, Director
Policy Planning Division
Director-General’s Secretariat
Management and Coordination Agency
Government of Japan
1-1 Kasumigaseki 3-Chome
Chiyoda-ku
100-0013 Tokyo

LUXEMBOURG

Pratique prometteuse**La réforme administrative par la coopération électronique - le projet "RACE"**

RACE - acronyme de "Réforme Administrative par la Coopération Electronique" - est une activité de recherche à moyen terme, entreprise en commun par le Ministère de la Fonction publique et de la Réforme administrative d'une part, et le Centre de recherche public "Centre universitaire" (CRP-CU) d'autre part.

RACE ne s'insère pas dans le contexte des activités thématiques annuelles réalisées dans le cadre de la Réforme administrative au Luxembourg, mais suit une démarche progressive et pluriannuelle de sensibilisation des agents administratifs aux riches 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.

Par ailleurs le projet se propose de rassembler des observations en vue d'une étude scientifique du phénomène de la coopération en milieu administratif, et d'élucider de cette façon les barrières à la coopération, dans le but de dégager une approche qui permettra de tenir compte des besoins réels des agents administratifs et de mettre à leur disposition des outils de coopération qui tiennent compte de leurs réserves et de leurs réticences éventuelles.

Le projet a été préparé au cours de la première partie de 1998 ; pendant la seconde moitié de l'année, la tranche RACE 1 a pu se dérouler avec la participation du MFPPRA et du CRP-CU, de l'Administration du Personnel de l'Etat (APE), de l'Institut de Formation administrative (IFA), du Ministère de l'Intérieur et du Centre informatique de l'Etat (CIE).

L'étude des besoins a montré qu'il existait un besoin urgent au niveau de la **gestion des affaires**, c'est-à-dire la prise en compte du traitement du courrier, à partir du moment où un document entre dans l'institution, déclenchant ainsi une nouvelle affaire, jusqu'au moment où l'affaire est définitivement close. Dans le domaine de la **gestion documentaire** l'étude a montré qu'une approche modulaire s'imposait, permettant de construire progressivement un système documentaire sur mesure, en fonction des types de documents gérés par l'institution (livres, périodiques, brochures, codes légaux, CD-ROMs, documents graphiques et images, dossiers conventionnels, documents multi-médias, ...).

L'objectif visé par RACE 1 a été la création d'une première série d'outils administratifs basés sur la coopération électronique.

L'environnement technique retenu est le logiciel coopératif Lotus Notes et les différents composants associés. Deux applications ont ainsi pu être développées : une application de gestion de livres au sein de l'administration et une application de gestion d'affaires administratives.

La gestion des livres est un problème commun à toutes les administrations ; chaque institution dispose d'un certain nombre d'ouvrages, souvent éparpillés dans les différents bureaux et il est très difficile de maintenir à jour un répertoire et de le mettre à la disposition de tous les agents qui recherchent une référence déterminée. L'application a pu être développée en commun avec l'IFA, qui a lui-même des grands besoins en gestion de livres, et avec l'aide des conseils de la bibliothèque du Centre universitaire. L'application se caractérise par sa simplicité d'utilisation (elle ne requiert pas la présence d'un documentaliste ou d'un

bibliothécaire) et par sa souplesse, qui permet de décrire les ouvrages à un niveau de détail variable, en tenant compte de l'importance de l'ouvrage pour l'institution concernée. L'application est en cours de test à l'IFA qui voudrait se servir de l'outil pour gérer la bibliothèque utilisée dans le contexte de la formation administrative. Cette perspective semble particulièrement intéressante, car elle rapprochera le projet RACE de situations de formation, ce qui permettra de sensibiliser des jeunes fonctionnaires en formation à l'approche de coopération électronique et dans un stade ultérieur on pourra envisager un accès électronique à la bibliothèque IFA à partir des autres administrations.

La gestion des affaires administratives est au centre de tout le travail administratif. Actuellement ces affaires sont souvent gérées par des registres courrier manuels, assez lourds à utiliser et ne permettant pas de faire le suivi détaillé de l'affaire au sein de l'institution concernée. L'application développée vise à regrouper tous les courriers concernés par une affaire administrative dans un dossier électronique qui permet à tout moment d'avoir une vue synthétique de l'affaire et d'améliorer ainsi les relations de l'administration avec l'utilisateur concerné. L'application permet une communication de tous les acteurs concernés par l'affaire au sein d'une même institution, depuis l'ouverture du dossier électronique, en passant par l'affectation des tâches relatives à l'affaire et le mécanisme de prise de décision, jusqu'à la clôture de l'affaire. Dans une étape ultérieure il est prévu d'étendre le champ d'action du dossier électronique en permettant son routage à travers différentes institutions concernées par la même affaire. L'application est testée par le ministère de la Fonction Publique et de la Réforme administrative et l'APE.

Pour 1999 il est prévu de mettre en place, avec l'aide du CIE, l'infrastructure technique nécessaire à la coopération électronique, en installant un serveur Lotus Notes au sein du CIE, accessible depuis toutes les administrations participant au projet RACE.

Il faudra aussi former les agents administratifs à l'utilisation correcte des nouveaux outils et étendre le cercle des administrations participantes afin d'entamer le processus de diffusion des outils nouveaux dans l'administration luxembourgeoise. Afin d'améliorer le potentiel de ces outils encore très généraux, il est prévu de les enrichir par des fonctionnalités spécifiques à différents contextes administratifs, en permettant un traitement assisté par ordinateur d'affaires-type ayant un degré de répétitivité prononcé et d'améliorer ainsi la productivité et l'efficacité des services concernés.

Il est aussi envisagé d'enrichir le système de gestion de livres, afin de l'étendre à la gestion d'autres types de documentation administrative, comme les périodiques, les CD-ROMs, les formulaires ou encore les rapports.

Le projet RACE est dès à présent sur les rails et il contribuera dorénavant à la Réforme administrative par des activités régulières et soutenues.

Pour tout complément d'information veuillez contacter :

M. Jean-Claude Asselborn
Centre de Recherche public-Centre
Universitaire
162a, avenue de la Faiencerie
L-1511 Luxembourg
Tél. (+352) 47 02 61-340
Fax (+352) 47 02 64
E-mail : jcl@crpcu.lu

M. Tom Weisgerber
Ministère de la Fonction Publique et de la
Réforme Administrative
b.p. 106
L-2011 Luxembourg
Tél. (+352) 478-3116
Fax (+352) 478-3122
E-mail : tom.weisgerber@mfp.etat.lu

MEXIQUE / MEXICO

New development**New Initiatives in the Public Administration**

The Civil Service Unit of the Ministry of Finance and Public Credit is responsible for the design and implementation of the Civil Service policies in the Federal Public Administration. Since 1995, this office started some actions focused on the creation of new schemes for recruitment, selection, remuneration, job evaluation, performance evaluation, training programs and retirement for Public Servants.

Some achievements are described below:

- **Job Evaluation System.** This system provides a value to each job. The evaluation is based on the skills, education, solution-to-problem capacity and the responsibility level required by the position.
- **Performance Evaluation System.** This system evaluates the performance of Public Servants with a view to gather enough information for the creation of incentives and training programs. In order to get the right evaluation; this system takes into consideration the skills and education level of the employee. Through this system it is possible to have an evaluation of the work done by Public Servants.
- **Pay System.** This system is based in a pay scale where people are grouped by hierarchy. In order to have this system working, it is necessary the implementation of the two systems mentioned above. This system allows Public Servants to be paid and promoted in a fairly way.
- **Individual Retirement Insurance for Public Servants.** This is a very important achievement of the Mexican Government. Through this system the employee contributes with part of his/her salary and the Government contributes with the same amount in order to create a fund. This fund can be used for situations such as early retirement, total or partial disability and death.
- **The Integral System for the Administration of Human Resources (SIARH – its initials in Spanish).** The Mexican Government is developing this system with the purpose of compiling all the information of Public Servants with computerised support. This information will allow government the improvement of the planning of personnel services budgeting.

New development**Working Group On Prevention And Action Against Corruption**

Recently, the Mexican Government established a Working Group on Prevention and Action Against Corruption, addressed to officials and personnel of the internal organs of control (OIC) of all the various Federal Government Branches (APF). This working group has three fundamental objectives:

1. To strengthen the function and capacity of the OIC's, fostering a common language and outlook on prevention, as well as actions against administrative corruption.

2. To improve investigation and monitoring of corruption practices in the various branches of the APF, with emphasis on prevention strategies.
3. To create an information network to share experiences and successful practices in actions against corruption, in order to promote the process of learning and improving in this field.

The specific objectives of this Working Group are:

- To provide theoretical and practical means to members of the OIC's in order to elaborate, apply and evaluate policies to prevent and cope with specific types of administrative corruption that may surface in their activities.
- To analyse with a methodological basis the main policies and monitoring instruments that have been developed by the Secretariat of Comptrollership and Administrative Development (SECODAM) to prevent any act against corruption in the APF.
- To expose practical criteria to assist in the diagnosis of the origin, development and evolution of the different types of administrative corruption, based on the examination of actual cases and the experience of the participants.

Day 1		Day 2	
Module I Theoretical – Introduction	Session 1: What is Corruption and Why is it Harmful?	1. Definition and scope of corruption	2.5 hours
		2. Critical views on the conventional view on corruption in Mexico	
		3. Cost and impact of corruption	
		4. Course scope: survey on public policy	
Session 2: Types and Schemes of Interpretation		1. Schemes of interpretation	2.5 hours
		2. General forms of corruption	
		3. Evolution of corruption. Development and forms	
Module II Method	Session 3: Modernization and Corruption	1. Public administration	2.5 hours
		2. Modernization and corruption	
		3. Program for Administrative Improvement and Modernization (PROMAP)	
Session 4: Policies and Monitoring Instruments		1. Options for the citizen with regard to corruption	2.5 hours
		2. Policies and monitoring instruments	
		3. Practical experiences	
Module III Applications	Session 5: Case Studies	1. Airport case	2.5 hours
		2. Federal District Government case	
Module IV Final	Session 6: Final Conclusions	1. Conclusions and other business	2.5 hours

NORVÈGE / NORWAY

New development**Simplifying Norway**

The Norwegian Government is now launching a two years-programme called «Simplifying Norway». The objective is to strengthen and coordinate the Government's efforts in terms of a better functioning public administration.

The programme includes three main initiatives:

- a) Simplifying government regulations of the business sector. In order to facilitate innovation there is a need for rules and regulations which are less complicated to comply with.
- b) Citizen- and user-oriented development of public administration. In order to make it simpler for the citizen to understand and communicate with the relevant public offices there is a need for service declarations and more user-oriented coordination of services.
- c) Simplifying government regulations concerning local municipalities, which should be allowed to use more resources on service production and less resources on reporting and compliance with regulations of the central government.

The programme will be co-ordinated by a cabinet committee chaired by the Prime Minister.

Contact for further information:

Senior adviser Dag Solumsmoen,
Ministry of Labour and Government Administration
Akersgt 59, Box 8004 Dep, 0032 Oslo, Norway
Tel: +47 22 24 48 15 Fax: +47 22 24 48 14
E-mail: dag.solumsmoen@aad.dep.telemax.no

New development**Electronic Government – an action plan for cross-sectoral IT development in the Norwegian government administration**

The action plan named *Electronic Government* covers the 3-year period 1999-2001 and comprises eight lines of action or priority areas listed below. Cross-sectoral IT-development in government administration is the responsibility of the Ministry of Labour and Government Administration as a co-ordinator in establishing common infrastructure and generic services in order to support reorganisation and renewal of central government while leaving the sector specific IT development at the discretion of the particular sector entities.

The action plan which has been adopted by all the ministries, supports the Government's primary administrative goals and strategy to achieve a user oriented and politically manageable administration with due focus on effectiveness and efficiency while observing the general principles pertaining to an open and democratic administration under the rule of law.

Several of the action lines may be found to have overlapping activities. But their main areas of focus are:

- Year 2000 security or managing the transition to the new millennium in a secure way.
- Establishing a coherent IT infrastructure with national coverage for the public sector. Services which will be offered over the infrastructure, will in the near future comprise digital signatures and trusted third parties (TTP) which would also support interaction with the private sector. Later in the plan period efforts will be on standards for common catalogue services, Public Key Infrastructure (PKI), and the administrative/organisational systems to provide for the use of smart cards.
- Ensuring a satisfactory level of IT security must be inherent in a successful IT infrastructure in the administration. The main concern is with the administration's use of communications networks and its robustness so that electronic procedures do not reduce the level of confidence and trust in the administration.
- Providing information services on the Internet. The goal is to improve access to government information and services and offer the general public self-service options by allowing simple administrative procedures to be performed as part of a service or automated case handling. A common portal to all public information on the Internet will be established.

The remaining four action lines will build on the foundation made by the above mentioned priority areas and constitute a more long-term effort in renewing government and administrative procedures. The action lines focus on:

- Electronic administrative procedures and case processing. New electronic tools and methods shall become the normal form of work and interaction in public administration.
- Electronic data interchange should enable more simplified and efficient reporting, collection and distribution of information that is required among the levels of government as well as in the interaction between government and private sector and citizens. A call for tender and framework agreements for providing EDI and electronic forms are foreseen.
- Electronic commerce for public procurement will be promoted by the Government as a means to reduce costs and secure quality for internal purposes. The government's role as a large and advanced user and promoter should contribute to the market awareness and investments needed for a transition to electronic commerce. A "single face to industry" should promote standards that will enable common approaches and critical mass for internal administrative purposes as well as in interaction with private sector. Both legal issues, competence development among key personnel and the phase-in with IT investment in other sectors will be looked at.
- IT management and organisation of central government IT activities is an overall focus to manage the complex reengineering processes and implementation processes which are needed for the renewal of government administration. Emphasis will be on successful implementation strategies and the prerequisites for reaping the benefits of the IT investments.

Contact for further information:

Deputy Director General Ottar Ostnes
Tel. +47-22-24.46.45
E-mail: ottar.ostnes@aad.dep.telemax.no

or

Senior Adviser Rolf Borgerud
E-mail: rolf.borgerud@aad.dep.telemax.no
Further information is also available on the web <http://odin.dep.no/aad/publ/>

*New development***“Guaranteed” positions for civil servants on fixed-term contracts**

Norway is working to improve the management of government bodies. The efforts involve measures to improve the conditions for recruiting and maintaining staff. In February 1999, The Ministry of Labour and Government Administration opened for “guaranteed”(fall-back) positions for civil servants on fixed-term contracts after the contract period is over.

According to the Act relating to civil servants, civil servants are normally permanently appointed, but the chief administrative officer of an agency, technical managers and expert advisers can be appointed for a fixed term of normally six years duration. The authority to offer a guaranteed position to a civil servant on a fixed-term contract is delegated to the line ministries. This new option is an alternative to severance pay up to two years, and have to comply with guidelines laid down by The Ministry of Labour and Government Administration. The option is aiming at civil servants who have less then 10 years to retirement age when they enter their fixed-term contract.

Contact for further information:

Assistant director Asbjørn Valheim,
Ministry of Labour and Government Administration
Akersgt 59, Box 8004 Dep, 0032 Oslo, Norway
Tel: +47 22 24 48 96 Fax: +47 22 24 48 89
e-mail: asbjorn.valheim@aad.dep.telemax.no

*New development***Lifelong learning - a new Competence Reform is on it's way**

During the spring, the Norwegian government will submit a new bill proclaiming an individual right to educational leave. The right will also include civil servants. The bill is part of a new reform called The Competence Reform. The reform is based on the idea that all adults should have an individual right to continuing education and training.

In January, The Norwegian National Assembly debated the reform on lifelong learning. The debate revealed broad political consensus on the need for a reform of adult education, encompassing both basic

education for adults and continuing education and training. The reform will therefore, in addition to granting the right to study-leave, pave the way for adults who have not completed primary school and lower secondary and upper secondary school. In cooperation with the social partners, the Government will also develop a system to document and recognise adults' non-formal learning, a system that has legitimacy both in the workplace and in the educational system. The competence reform will be implemented as a process in which employers, employees and the Government will have to make an active contribution when it comes to funding, organising, adapting, developing and implementing. A main issue, which is not clarified yet, is the issue of financing. There is, however, a general consensus that the social partners will contribute to the financing of the reform in connection with the wage negotiations in the spring. In the Government sector, The Ministry of Labour and Government Administration and the trade unions will also have the reform on the agenda when it comes to wage negotiations.

Contact for further information:

Assistant director Asbjørn Valheim,
E-mail: asbjorn.valheim@aad.dep.telemax.no

NOUVELLE-ZÉLANDE / NEW ZEALAND

Promising Practices**Crown entities**

Crown entities were created as a separate sphere of New Zealand's machinery of government in 1989. There are just over 3000 of these organisations and they cover a plethora of functions, organisational design types and governance arrangements. In fact, the only factor they have in common is a listing in the Fourth Schedule of Crown entity legislation, the Public Finance Act.

The State Services Commission's current work on Crown entities falls into two major areas: organisational design; and the governance and accountability arrangements of existing Crown entities. Work in the latter category is designed to address specific problems identified with the operation of the existing governance arrangements and includes appointment processes and the roles of Ministers and departments. At a more strategic level, work is under way to examine the way in which the Crown manages its overall ownership interest in the wider State sector.

The work on organisational design focuses on two basic questions: if the Crown is to own an organisation, when should the organisation be inside the Crown (eg a government department) and when should it be outside the Crown (eg a Crown entity)? If the entity is to be outside the Crown, what sort of organisation should it be - eg a statutory corporation, company or trust?

A wide range of papers coming out of this work will be available as occasional papers in the coming weeks. These can be accessed via the State Services Commission's website - www.ssc.govt.nz.

Whole of Government Information Strategy

The State Services Commission has recognised that, in respect to information management, there is much innovation within individual government agencies but a lack of co-ordinated effort across government. This leads to significant inefficiencies and many potential gains not being realised. This lack of co-ordination is not due to a lack of desire to change. Through a more collaborative approach to information management, the State sector can become more responsive to the changing needs of government and the increasing demands of citizens. A co-ordinated, coherent approach with a clear sense of direction is needed to counter the current approaches to information management within the State sector, which can be characterised as 'many people rowing, but no-one steering'.

A whole of government information strategy could address the above issues. The immediacy of the Year 2000 dilemma, as a matter of priority, is overshadowing long term planning in this area of public management.

Accountability

Addressing issues of accountability has been an integral part of the reformed New Zealand public management system. New Zealand has helped lead the way in the development of modern public administration. Such development is not without ongoing hurdles.

Over time a number of concerns have arisen about the operation of the accountability system in the NZ Public Service. The criticisms levelled at the current accountability system suggest that it is not encouraging the sort of behaviour the original architects of the NZ Public Management Model (NZPMM) envisaged. The criticisms indicate that it is not “letting” or “making” the managers manage.

It was on the basis of these concerns that the SSC embarked on a review of the accountability system. That project initially targeted accountability documents as the problem, and streamlining them as a potential solution. However, it was quickly realised that the documents were just the visible parts of a complex array of formal and informal systems and processes that make up the current accountability regime and the performance management system.

The problems inherent in the accountability system can be seen as manifestations of wider systemic problems, not necessarily fundamental design flaws in the NZPMM itself, but related to the way it has been implemented and evolved over time.

While the project reviewing the accountability system is still not completed, indications suggest that it will propose refinements to the current system. The refinements have been termed an “integrated performance system” and comprise measures to: clarify the purpose of various elements of the accountability system; reduce duplication of effort and unnecessary information overlaps; integrate requirements into a more readily understood package; better co-ordinate the work of central agencies and target their demands to areas in which they add value; and provide better information on organisational health and performance.

Contact (for all of the above projects):

Derek Gill, Branch Manager
Strategic Development Branch
State Services Commission
Tel. +64-4-495.66.63
Fax. +64-4-495.66.99
E-mail derek.gill@ssc.govt.nz
State Services Commission website address: www.ssc.govt.nz

New developments

SRA Networks

Last October, New Zealand’s New Developments factsheet outlined the development of Strategic Result Area (SRA) networks. The networks were developed to strengthen links between government priorities and departmental work, and to respond to concerns of the Prime Minister about the responsiveness of the Public Service to government strategic goals and co-ordination of policy and service delivery.

In brief, the Government has established Ministerial Teams to address groups of related strategic priorities. Each Team has developed a handful of Strategic Priorities. Each Team consist of those Ministers who are likely to purchase substantial strategic outputs from their departments or Crown entities in support of an SRA. Teams were used to review resourcing and legislative priorities in the respective areas. Once the priorities were set, each priority is now being disaggregated into a set of outcomes indicators which are specific and measurable. The Strategic Priorities were announced in February 1999 while the outcome indicators will be made publicly available in the context of the 1999 Budget in May of 1999.

An initial analysis has been undertaken now that the Ministerial Teams have now been running for a number of months and the findings were as follows. Cabinet is now more focused on its strategic priorities, and has greater ownership of these than the previous SRAs. Consequently, the direction of the Government's strategic objectives is clear. There have been problems in communicating the priorities into outcome indicators. Co-ordination from the Public Service appears to be improving as departments focus their efforts on contributing to cross-portfolio outcomes. It is too early to say whether monitoring and evaluation are focused on the outcomes, but the quality of *ex ante* intervention logic is much improved.

Contact for further information on SRA networks:

Derek Gill, Branch Manager
Strategic Development Branch
State Services Commission
Tel. +64-4-495.66.63
Fax. +64-4-495.66.99
E-mail derek.gill@ssc.govt.nz

A detailed description of SRA Networks can be found in the State Services Commission Occasional Paper N° 3, *A Better Focus on Outcomes through SRA Networks*. This paper is available on the Commission's website, www.ssc.govt.nz. Hard copy can be obtained from Tanya Howlett, Strategic Development Branch, State Services Commission, PO Box 329, Wellington, New Zealand, fax +64-4-495.6699, e-mail: tanya.howlett@ssc.govt.nz.

PORTUGAL

New developments**Human resources management in the Portuguese public administration :
Recent trends****A. General principles on working hours and schedules. Decree-law 259/98 of 18 August**

The statutory system on time-tables and hours of work in the Portuguese Public Administration, management rationalisation and users interests safeguard were reinforced by the recently approved Decree-law 259/98 of 18 August. This regulation negotiated with the unions within the 1996 wage agreement and long and medium term arrangements is a good example of the normative interpretation of labour provision fragmentation. This illustrates that labour market flexibility is not, necessarily, equivalent to deregulation.

From the alterations that have taken place we underline the following: opening hours for public attendance and compulsory display of time-tables; normal working hours duration; hearing of workers through their representatives as regards work conditions and provision; opening of services in special occasions, like fairs and markets; creation of a labour provision scheme subject to the prosecution of objectives which helps to materialize "telework"; widening of part-time work scope of application; management liability of labour provision systems assigned to head of services.

B. Part-time work

A bill fixing new part-time labour terms in the Public Service has now been approved. The addressees are civil servants reaching the end of their professional careers who wish to design their own retirement transition scheme. On the other hand, when a service has, at least, two employees on a part-time basis, the head of their services is supposed to open external competition for admission to the Public Service with the purpose to fill the vacancies. This scheme aims at encouraging renewal of the Public Administration manpower.

C. The four-day week

The four-day week for permanent appointed staff who wish to opt for it, is a joint and several answer to two major problems in our society, unemployment and lack of free time, responsible for the difficulty to adjust professional and family life.

The Government has also approved a bill establishing the four-day week which confers the public service with the propelling role in the employment market.

D. The system of career structure

With the 1996 wage agreement and medium and long term arrangements the Government agreed to review the public service career system. This step entailed the extinction and or the merger of careers, structural

changes and the corresponding wage adjustment, admission requirements and deadlines and terms of intercommunicability.

These changes were not intended to create a new career system or pay scheme in the civil service. It aimed at granting further fairness to the system already in force, making it coherent and equitable, improving promotion terms within the track record of civil servants careers.

The outcome of a complex bargaining with the unions underwriters of the 1998 agreement was the package settlement translated into a regulation whose goals are: career appraisal, system simplification, strengthening of qualifications in the Public Administration, to set up requirements of career intercommunicability, evaluation of vocational training within the scope of the Administration's resources, to secure impartiality in the career system.

E. Mobility in Central and Local Administration

Following the trend leading to increased levelling of systems covering local and central government personnel, the recently approved law 175/98 of 2nd June provides for all employees to enter competition for vacancies available in both administrations. The regulation establishes also the transfer, requisition and secondment from one administration to the other. This is an important step towards the materialisation of the constitutional principle to level both local and central administration systems, according to article 243 of the Portuguese Constitution.

F. Professional Training Programmes in the Public Administration

The Government will soon approve a draft-bill regarding Professional Training Programmes in the Administration aiming at the insertion of young people and unemployed in active life. This specific training is meant to complement normal educational qualifications and vocational training.

The goals of the Programme are as follows:

- a) to give young people higher or intermediate level qualifications, in-service vocational training;
- b) to adjust a exit of the educational and vocational training system with employment opportunities in the Public Administration;
- c) to create a labour exchange to meet the transitory work needs in the Public Administration;
- d) to promote new training actions and professional skills to strengthen the public services modernisation;
- e) to divulgue the principles and values that support the administrative activity.

Contact:

Rogério Peixoto, Head of Division
Directorate-General of Public Administration
Labour Relations Department
Lisbon
Tel.: 00-351-(01)-397 56 59
Fax: 00-351-(01)-390 01 48
E-mail: dgap@esoterica.pt

*New development***Secretariat For Administrative Modernisation Organic Law**

A Decree-Law establishing the new missions and powers of SMA (Secretariat for Administrative Modernisation) was published in December 1999.

Its mission structure remains unchanged, that is to say SMA has no staff complement only being made up of a team of no more than 16 consultants. Three consultants may act as consultant-co-ordinator. Technical and administrative support is provided by Public Administration staff and assigned to SMA.

The SMA aims are to study, design and support the implementation of measures and projects in matters pertaining to administrative modernisation. The objective consists primarily of bringing public administration closer to citizens; to ensure better citizenship and effective governance; to promote a new management culture that will optimise services, within a creative and innovative perspective, by making the most of available resources and by the quality of results; to contribute to the definition and implementation of policies in the field of debureaucratisation and the administrative simplification of management and the quality of public service, and the responsiveness and transparency of Public Administration.

Parallel to the transversal activities of SMA at central, regional and local administration level, powers assigned to the SMA cover three areas: debureaucratisation, simplification and administrative deregulation; quality management in the public services and responsiveness and transparency of Public Administration.

SMA is responsible for:

- Proposing a general policy of administrative modernisation in the field in which it is called upon to operate;
- Identifying and studying, in close co-operation with the various public administration services and representative bodies of social partners, matters that hinder administrative modernisation as well as for proposing specific measures and projects;
- Managing and fostering the Quality System in public services;
- Promoting modernisation projects for public services guided by quality parameters in order to set up autonomous management;

- Supporting quality in public services chiefly through participation in management audits and training of staff for stimulating administrative modernisation projects;
- Planning, co-ordinating and managing INFOCID – an integrated system of administrative information for the citizen;
- Fostering and managing technological innovation projects that contribute directly to administrative modernisation;
- Identifying the principal complaints and suggestions relative to public service procedures and operations and proposing suitable modernisation measures;
- Managing, co-ordinating and financing administrative modernisation agreements for central public administration;
- Providing technical assistance to the Commission for Enterprise/Administration relationships and to the Citizen/Administration Forum;
- Promoting itself or in collaboration with other public services, private entities and international agencies, surveys, seminars, colloquia and awareness activities in matters within its ambit;
- Establishing contacts, organising joint actions and entering into co-operation contracts or agreements with public or private organisations and both local and foreign entities with a view to carrying out studies, projects and other technical papers covering SMA objectives;
- Ensuring the running of an administrative modernisation observatory, updating it through systematic data collection from different services so as to follow up progress in the ministries concerned;
- Entering into international co-operation in general and in particular with the EU, the OECD, the Community of Portuguese-speaking Countries and the Latin-American Centre for Administration and Development.

New development

A decree-law establishing administrative modernisation

This decree-law has already approved by the Council of Ministers and will be published shortly. The decree-law establishes measures for dealing with citizens, in general, and with traders, in particular, with administrative communication, the simplification of procedures, consultation with users and management information systems.

Public Administration services and organisations are at the service of citizens and their activity is guided by quality principles, the protection of the trust, effective and transparent communication, simplicity, accountability and participative management with a view to:

- Ensuring that activities are orientated to meet the needs of citizens as well as ensuring consultation of said citizens in order to improve methods and procedures;
- Increasing citizens' trust by accepting their statements and waiving the need for supporting evidence without prejudice to the imposition of a penalty on offenders;
- Ensuring effective and transparent communication through divulgation of their activities, of formalities required, of access to information, recourse to new technologies and maintaining a courteous relationship;
- Favouring the simplest, easiest, fastest and least expensive procedures;
- Adopting procedures to ensure effectiveness and the assumption of accountability on the part of public servants;
- Adopting team methods, promoting internal communication and inter-sectoral co-operation, strengthening the motivation of public servants in joint efforts to improve services and share risks and accountability.

Contact:

Graça R M L Pombeiro, Deputy Director
Secretariat for Administrative Modernisation
Presidence of the Council of Ministers
Rua Almeida Brandão, 7
1200-602 Lisboa
Portugal
Telf.: +351-1-392 15 37
Fax.: +351-1-392 15 99
E-mail: graca.pombeiro@sma.pt
<http://www.sma@sma.pt>

RÉPUBLIQUE TCHÈQUE / CZECH REPUBLIC
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New development**Fight against corruption strategy**

The Government of the Czech Republic adopted the resolution No. 125 on The Government Program to Fight Against Corruption in February 1999. The goal of the conception is to identify the framework of work in the area of fight against corruption and its purposes, to describe the basic methods and actions in fight against corruption, to assign the gesture of the Program, to provide its time schedule and to determine the control mechanisms.

The Program, besides description of the activities that are currently in progress, contains new prospects for legislative, organisational and educational arrangements. Among suggested legislative steps there is a revision of the regulations on conflict of interests. It needs to be improved especially in the areas of personal effect (incompatibility, duty of wealth returns) and sanctions (financial penalty, termination of the service by the Supreme Court) after the public service law enters into force. Another legislative arrangements concern the law of preservation of witnesses and a revision or adopting of the new law on state control (defining the system of state control, its content and executive organs, their responsibilities and powers).

The Government imposed the implementation of the Program on the heads of central administration authorities, director of the Security Informational Agency and Heads of District Offices.

Contact:

Mgr. Petr Solský
Management and Organisation Department, Ministry of the Interior
Tel: +420-2-61.43.22.43
Fax: +420-2-61.43.35.07
E-mail: mmazel@mvcr.cz

New development**The strategy of public administration reform**

The Minister of the Interior submitted to the Government a new strategy of public administration reform in the Czech republic which will be put on the agenda of the Governmental session on 29 March 1999. The strategy reflects the second stage of the decentralisation process (started in 1990) by devolving competencies from the central government to the self-governing councils which will be created at the regional level (HTSU - Higher Territorial Self-governing Units). Simultaneously, other competencies, especially the administrative procedure activities, will be transferred from central government to the

regional state administration bodies (which will be newly created) - vertical deconcentration process. In the territory, on both regional and district levels, a new organisation of administrative offices is supposed to be based on the concentration principle, which should result in a reduction of special deconcentrated offices the agenda of which should be concentrated in both district and regional offices as all purpose administrative authorities.

In addition, the strategy comprises other conceptual components forming together a broader public administration reform, in particular: Public administration and public finance, Public administration and public sector, Preparation of public administration staff, Strengthening the efficiency of public administration management and Strengthening the efficiency of public control. The document gives the outlines for the legal framework of PA reform and for the management of PA reform.

Contact:

Dr. Olga Vidláková
Senior Adviser to the Deputy Minister of the Interior
Tel: (+420-2) 21101223, Fax: (+420-2) 24226191, E-mail: vidlak@csu.notes.cz

New development**Regional policy of the Czech Republic**

In 1998 the Government adopted the document on the principles of governmental regional policy, in which the main principles of Czech regional policy compared to regional policy of the EU were described and the regions for the purpose of state aid within the framework of the system of regional policy were also identified. The decision was also adopted on the set of programme documents on the Czech regional policy and on instruments of its implementation as well as on institutional framework of carrying regional policy into effect. The Ministry of Regional Development worked up or is working on these programme documents: Regional sectoral analysis of the Czech Republic, Strategy of the development of regions (on the Higher Territorial Self-governing Units (HTSU) - NUTS II level), Regional development strategy of the Czech Republic, Regional development programmes for defined region (mainly structurally handicapped or economically weak), Regional development plan (RDP for the whole area of the Czech Republic), regional operating plans (for regions at the NUTS II level), pilot ROP for North-western Bohemia and sectoral operating programmes.

Furthermore, the Ministry is working on the substantive intent of the law on regional development support, as a part of the public administration reform, including the legislative framework for the responsibility of regional development organs. Concerning the institution building, a National co-ordinating group and a Regional co-ordinating group will be established, as a practical effort at application of the subsidiarity and partnership principles during the period until the creation of the institution at the HTSU level, which will be established after creating of organs HTSU. Meanwhile, the institutions are created further to the process of integration with the EU (national programme committee and monitoring committee - NPC and MC, Regional management and monitoring committee - RMMC).

Contact:

Jaroslav Folprecht
Ministry of Regional Development, Regional and Municipal Policy Department
Tel: +420-2-24.86.13.26
Fax: +420-2-231.32.27
E-mail: foljar@mmr.cz

For the purpose of better organising the horizontal activities of PUMA Committee, as a part of the gesture of the Ministry of the Interior, the Working group for horizontal activities of PUMA Committee was established, which is going to meet quarterly and is chaired by Dr. Olga Vidláková, Senior Adviser to the Deputy Minister of the Interior for the Public Administration Reform. Members of the group are representatives of almost all ministries and other central agencies.

ROYAUME-UNI / UNITED KINGDOM

New development**Performance and Innovation Unit****Introduction**

The creation of the Performance and Innovation Unit (PIU) was announced by the Prime Minister on 28 July 1998 as part of a number of changes following a review by Sir Richard Wilson, the Cabinet Secretary of the effectiveness of the centre of Government.

Sir Richard's review identified a number of issues that needed to be addressed and concluded that the linkage between policy formulation and implementation needed further improvement. He found that in particular cross-departmental issues of policy and service delivery are often not handled well, and diagnosed a weakness in looking ahead to future opportunities and threats, and reviewing the outcome of Government policies and the achievement of Government objectives.

The PIU aims to improve the capacity of Government to address strategic, cross-cutting issues and promote innovation in the development of policy and in the delivery of the Government's objectives.

The Unit is part of the UK's drive for better, more joined-up Government. It will act as a resource for the whole of Government, tackling issues on a project basis, and focusing on medium/long-term problems that cross public sector institutional boundaries.

The Unit reports direct to the Prime Minister through Sir Richard Wilson. A small central team manages the Unit's core business, advising on which projects should be undertaken and following up projects' recommendations with departments. Work on the projects themselves is carried out by small teams assembled both from inside and outside Government, thereby bringing together private and public sector expertise. Currently the Unit includes secondees from private sector consultancies, academia and the voluntary sector.

First Phase Projects

The first areas that the Prime Minister has asked the Unit to review were announced in December 1998. The aim is to complete most of them by late summer / autumn 1999. The projects are:

- **Developing Electronic Commerce in the UK**- how to make the UK the world's best environment for electronic commerce, ensuring that the UK benefits fully from the single fastest growing market place in the global economy;
- **Active Ageing** - how to improve the well-being and quality of life of older people by helping them to remain active. The study will identify ways of increasing opportunities for older people to remain in, or enter into, paid or voluntary work;

- **Central Government's Role at Regional & Local Level** - getting the right arrangements in place for joined-up delivery of central Government policies in regions and communities;
- **Accountability and Incentives for Joined-Up Government** - examining how current accountability arrangements and incentive systems can be reformed to facilitate joined-up policy-making and delivery, for example by promoting achievement of joint objectives which require co-operation between departments; and
- **Objectives for Rural Economies** - examining the differing needs of local rural economies, and the key factors affecting performance, so as to establish clear objectives for Government policies influencing the future development of rural economies.

**PERFORMANCE & INNOVATION UNIT
MISSION STATEMENT**

Aim

To improve the effectiveness of Government policies, their implementation and service delivery mechanisms, working with departments and others on cross-cutting and innovative projects.

Objectives

To provide the Prime Minister with a project-based capacity to:

- identify and address major strategic challenges and public policy problems;
- evaluate the performance of existing policies, programmes and delivery mechanisms;
- promote innovative solutions that improve the effectiveness of policy, the quality of services and the responsiveness to users' needs.

Principles

In delivering these objectives the PIU will:

- promote the Government's objective of investing in reform for sustainable growth and employment, to enhance fairness and opportunity, and for efficient and modern public services;
- be outward-looking and work in partnership with others in the public and private sectors;
- adhere to the principles of devolution;
- maintain high standards of appraisal and evaluation; and
- be open and accountable.

Contact for further information:

Jane Halestrap in PIU at Cabinet Office,
Horse Guards Road,
London SW1P3AL.
Tel: 0171 270 1533
Fax: 0171 270 1593
E-Mail: PIU@cabinet-office.gov.uk

SUÈDE / SWEDEN

New development**A new body established to support the Swedish Government's administrative policy**

The National Council for Quality and Competence has been established to be at the Government's disposal for the purpose of actively influencing and developing the public administration in strategically important areas. It has a central responsibility for stimulating and supporting the change process. It is to work, chiefly as instructed by the Government, on total quality management (TQM) and development issues of common strategic interest to the public administration. The authority shall work to ensure that the current public administration, which is of necessity characterised by many different activities, basically has a common code of ethics.

In Sweden, a long established division of responsibility between central government and public authorities applies, according to which the Cabinet and its ministries are responsible for legislation and budgets while independent authorities are charged with execution of tasks. The same approach in the interaction between Cabinet/Ministries and authorities applies to the implementation of public management policy. The division of responsibility between various public bodies has meant that the Cabinet and the Riksdag (Swedish parliament) formulated the general guidelines for reforming the public administration. The authorities themselves were charged with implementing the reforms - within the financial boundaries set by central government.

The Council shall, inter alia,

- be a meeting place and arena for the build-up of skills and competence and exchanges of experience in support of reform work in the public administration. In the first instance, the Council will function as a "skills and competence broker" and will only have limited resources at its disposal,
- offer a broad spectrum of seminars, conferences, skills development programmes, etc. to heads of public administrations, senior directors, leaders of reform projects and other key persons at authorities,
- develop training and discussion material in general administration studies for different categories of personnel, including new recruits and
- establish close cooperation with researchers and lecturers at universities and colleges.

Part of its function as a skills and competence broker will be to establish contact with other organisations and people within and outside the public administration who can contribute towards this development.

Code of ethics of the Swedish public administration

The National Council for Quality and Competence shall work for a deepened understanding of the values that characterise Sweden's public administration and of the special responsibility of public officials.

Among other things, the Council shall :

- organise courses on the public administration's code of ethics in the basic training programmes;
- offer directors and strategic leaders in public administration opportunities to develop their capacity to handle various incompatible demands on operations.

TQM measures at authorities

TQM should be an important part of each authority's development of operations. The authorities themselves decide the aim and direction and forms for this work. This presupposes basic knowledge of work in the field of TQM.

The National Council for Quality and Competence has special responsibility for creating interest in these types of questions and for supporting a development towards enhanced quality in public operations.

Among other things, the Council shall:

- initiate the development of training material, methods and tools in the field of TQM which are suitable for the public sector,
- build up an infrastructure for exchange of experience relating, inter alia, to initiation and leadership of TQM work, measurement and evaluation of results, project work and the customer or client concept and
- promote research that supports quality development in the public sector

Provision of expertise for the public administration

As part of its efforts to assist authorities in assuring the provision of expertise, the National Council for Quality and Competence shall work to strengthen administrative competence, that is to say knowledge and proficiency in carrying on and developing public activities.

Among other things, the Council shall:

- develop a lengthy advanced introductory study programme to be used by authorities and to develop and procure teaching material for basic administration studies for public officials
- encourage programmes at university colleges and universities that provide a good preparation for employment in the public sector
- stimulate research and exchange of experience between researchers and practitioners

Contact:

Mr Lars Ångström
National Council for Quality and Competence
Tel.: +46 8 786 97 00 Fax: +46 8 786 97 99
E-mail: kkr@kkr.se

UNION EUROPÉENNE / EUROPEAN UNION

Conclusions of the Meeting of European Ministers responsible for the Reform of Public Administration and Public Service, Vienna, Austria, 12.11.1998

**The User of Performance Indicators in the European Unions:
Perspectives on International Benchmarking**

The Ministers warmly welcome the initiative “The User of Performance Indicators in the European Union – Perspectives on International Benchmarking”.

The Ministers support the public administration’s efforts towards enhancing both its results– and its citizens-oriented approaches.

The report on this subject, submitted by the Austrian Presidency represents a sound basis for achieving these aims.

Directors General will continue the project in order to achieve the goal of EU-wide performance comparisons between the individual states’ public administrations, aiming at developing performance indicators defined in common.

The next report is scheduled to be presented during the 33rd DG-Meeting, which will take place during the Finnish Presidency. It will be submitted to the Ministers in an appropriate form.

European Best Practice in Public Administration

The Ministers welcome the “best practice” quality initiative.

Benchmarking and benchlearning aim at improving the quality of the public services supplied to citizens.

The Ministers support the setting up of an overall framework for assessing the quality of administrative organisations, in order to make comparisons and to enable Europe’s public administrations to learn from each other.

The Ministers invite the Directors General to develop this assessment Framework and to maintain a national selection of innovative administrations which will be presented at a conference in Portugal in Spring 2000.

Raising standards of service to the citizen: guiding principles

The Ministers welcome the introduction and application of Guiding Principles to raise standards of service in public administrations:

- Service providers should encourage the participation of users and transparency in public services: in consultation with users, they should set standards for service delivery and publish performance against them;
- Public services should review performance, provide feedback and innovate where possible, to meet the needs of the citizens and business;
- Public services should demonstrate willingness to listen: they should consult users, and others with interest, about service delivery issues;
- Service providers should ensure that public services are receptive and accessible and that they should offer guidance: they should make information widely available, in plain language, on the service provided;
- All services should have a well-publicised complaints procedure, which provides the opportunity for appeal and follow-up;
- Public services should be delivered efficiently and economically;
- Where appropriate, providers should work closely together in partnership to ensure effective services for individual citizens and business;
- Where appropriate, providers should work together at European level to ensure that best practice is shared and adopted more widely where possible;
- Public servants should be trained appropriately to deliver services in accordance with these principles.

Training and developing civil servants: European training initiatives

The Ministers endorse the aims of a European capacity programme.

The Ministers approve of the enhanced co-operation between the training institutions of the EU Member States and the European Commission.

The Ministers particularly welcome the management programme for staff-members of the European Commission.

The Ministers invite the European Commission to examine the feasibility of a European Training Program for national officials dealing with European matters and to report to the Directors General.