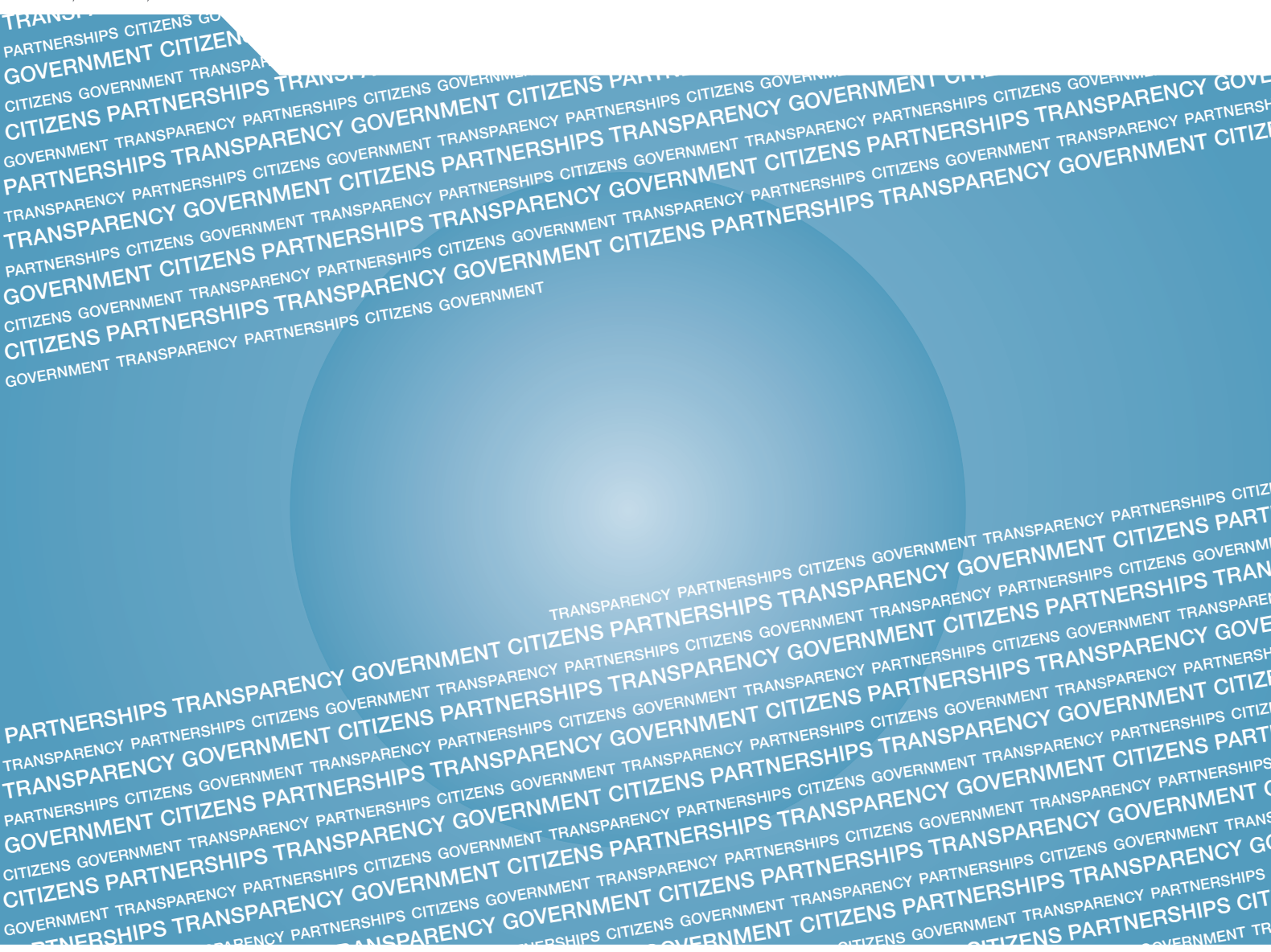




# The Call for Innovative and Open Government

AN OVERVIEW OF COUNTRY INITIATIVES





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**Please cite this publication as:**

OECD (2011), *The Call for Innovative and Open Government: An overview of country initiatives*  
Publishing.  
<http://dx.doi.org/10.1787/9789264107052-en>

ISBN 978-92-64-10704-5 (print)

ISBN 978-92-64-10705-2 (PDF)

Corrigenda to OECD publications may be found on line at: [www.oecd.org/publishing/corrigenda](http://www.oecd.org/publishing/corrigenda).

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## *Foreword*

How can governments deliver better services under fiscal pressures? How to build a more effective and performance-oriented public service? How to promote an open and transparent government? How to choose strategies for implementation, strengthening strategic capacity, fostering horizontal coordination and increasing resource flexibility in the public sector?

To discuss these and other core issues of public governance, Ministers and senior officials from 37 countries and organisations met in Venice, Italy, on 15 November 2010. The general theme of the meeting was “Towards recovery and partnership with citizens: The call for innovative and open government”. The meeting was hosted by the Italian government, and chaired by Minister Renato Brunetta (Italy), with Mr. Stockwell Day (Canada) and Mr. Terry Moran (Australia), as Vice Chairs. Minister Francis Maude (United Kingdom) chaired a breakout session on open government, and Professor Mario Monti Bocconi University, Italy) gave a keynote address on the challenges of implementing public sector reform. For a full presentation of the conclusions of the meeting see [www.oecd.org/governance/Ministerial2010\\_](http://www.oecd.org/governance/Ministerial2010_).

This publication presents an overview of initiatives in the field, in 31 countries. It reflects country submissions prepared for the meeting and representing the situation in their respective national settings as of the third quarter of 2010. The questionnaire used for collecting the information is presented in Annex A for reference. The goal was to highlight the main policy initiatives to support the discussion among ministers.

In addition to this publication, the *OECD Reviews of Public Governance* offer a fuller analysis for selected countries. The flagship publication *Government at a Glance* presents a comprehensive, comparative view of the workings, resources, processes and outputs of governments across a wide range of countries. Other OECD thematic reports explore issues like integrity and the prevention of corruption, budgeting, service delivery, human resources and e-government in more detail.

## *Acknowledgements*

The publication was co-ordinated by Stéphane Jacobzone, Counsellor, and by Andrea Uhrhammer, Liaison Officer, under the supervision of Christian Vergez, Head, Reform of the Public Sector, and the direction of Rolf Alter. The synopsis was prepared with the assistance of Professor Geert Bouckaert of the Catholic University of Leuven. The document was prepared by Justin Kavanagh, Lia Beyeler and Elsa Cruz de Cisneros, with the help of Randy Holden and Jennifer Allain for editing.

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## Overview of countries' open government initiatives

### Introduction

The purpose of this publication is to present an overview of recent reform initiatives and policy packages across a broad set of OECD member and non-member countries. The information is based on profiles provided by countries for the meeting of the OECD Public Governance Committee at ministerial level held in Venice in November 2010. The goal was to facilitate a high-level debate among ministers on the key challenges of public sector reform, drawing out common issues as well as divergences, and analysing the possible gaps in current policy packages.

### Towards a shared understanding of key challenges

As countries are still coping with the far-reaching consequences of the global economic crisis, the public sector is facing acute challenges, including increased demands and the need to strengthen leadership, while also facing significant fiscal pressures. These key challenges for the public sector today and for tomorrow are reflected in the key themes of the ministerial meeting:

- Delivering better public services under fiscal pressure: how do countries respond to the main challenges?
- How can countries move towards a more effective and performance-oriented public service?
- How can countries promote an open and transparent government?

In this context, trust built on openness, integrity and transparency remains an overarching goal for fostering an effective and performance-driven public sector, delivering better public services more efficiently, and promoting open and transparent government. This includes paying attention to:

- **leadership** (strategic capacity, innovation, co-ordination, partnerships to build momentum for change);
- **fostering efficiency through innovation** in the public sector (internally: new technologies, simpler, more transparent, preventing corruption, building human capital; externally: expertise, networks, creativity of private and not-for-profit);
- **openness, integrity and transparency** (greater engagement, clear strategies and policies strengthening trust and supporting reform, reaffirming core values);
- **preparedness for future challenges** (capacity to identify and assess challenges, change strategic direction, allocate resources accordingly).

The country profiles presented in this volume contain a mix of intentions, with reforms initiated or underway, as well as actions already taken. This presentation is thus mainly descriptive as evaluations or assessments of the effectiveness of these reforms, once implemented, would require further analysis, taking into account the context, the impact and outcome of these reforms.

For that reason, it would be useful to look at the effects of reforms already carried out. This is complicated since not all of the comparative data exists that could help make (intended) changes more visible. Furthermore, neither the rationale for the decisions nor their foreseen impacts are always available. As a result, future reviews and assessment of these reforms, complemented by comparative data such as those provided through *Government at a Glance* (OECD, 2009) will be necessary to offer a grounded debate on these core challenges faced by the public sector in all participating countries.

### **Delivering better public services under fiscal pressure: how do countries respond to the main challenges?**

The crisis has had different consequences for different countries, whose circumstances differ. Several countries have been directly affected, with necessary restraint in the public service as a consequence (Austria, Canada, Denmark, Estonia, Greece, Ireland, Italy, Japan, the United Kingdom ...). Some have only been indirectly affected through drops in investment or tourism. Others have suffered a milder impact, where the need for fiscal prudence remains compatible with counter-cyclical policies (Brazil, Chile ...).

Still, many countries have established explicit priorities to stay focused on their fiscal pressure objectives.

Three **main objectives** are in place:

- **do more with less:** next to classical answers (i.e. economic, efficient and effective processes) there are also new answers using IT and innovative practices, as well as partnering with citizens, the private and voluntary sectors;
- **build and keep trust:** communicating results helps to meet expectations;
- **engage with the public and stakeholders** to foster sustainable reform.

In many countries, the first objective receives the most attention.

### **Four combined patterns emerge to realise these three objectives**

#### ***Develop consolidated and comprehensive programmes***

Examples include. Australia: Ahead of the Game; Belgium (Flanders in Action: Pact 2020, A Public Sector at Full Strength); Canada: Administrative Services Review; France: “General Review of Public Policies” (*Révision générale des politiques publiques*, RGPP); Finland: major restructuring of municipalities and regions; New Zealand: Better Administrative and Support Services; Ireland: Transforming Public Services; United Kingdom: Spending Review 2010 with a new performance management framework. Several countries have included a special focus on cutting red tape which in many cases is connected to an e-government agenda (e.g. Brazil, Canada, Japan, Korea, the Netherlands, New Zealand, Poland, Portugal, Spain, and Ukraine). New Zealand is not embarking on wholesale change; rather it is stress testing the existing model.

### ***Use single well-defined policy or management instruments systematically***

Examples of instruments that are used include the Common Assessment Framework (Austria, Finland, Greece, Luxemburg, Poland), business process engineering – BPR (Korea), shared service centres (Denmark), efficiency teams (Japan), or “Zero Licence” (Portugal).

### ***Launch generic innovation initiatives***

This includes (re)newed partnerships (Australia: the Innovation Agenda), PPP (Canada, New Zealand, Norway, Ukraine, the United Kingdom), or the reduction of administrative burdens (Spain).

### ***Implement precise and contingent IT tools***

These can either be used for general purposes or for very well-defined target groups of citizens or customers. Examples include: Chile (National Student Card), Greece and Portugal (Citizen's Card), Israel (Civil Registry, Land Registry). However, many other countries have also adopted IT-driven initiatives, as IT drives many combined agendas (transparency, participation, simplification, and cutting red tape).

## **Countries are developing three strategies to facilitate reform implementation**

### **1. Mobilise citizens/customers**

Almost all countries explicitly mention strategies to bridge the gap with citizens or customers. Some countries have also developed a special focus for specific target groups of their population such as children, pensioners, migrants, minorities, lower incomes (e.g. Japan: New Public Common roundtables for social problems; New Zealand: Whānau Ora; the United Kingdom: Sure Start, Pupil Premium).

### **2. Involve the private sector and civil society (NGOs)**

The private sector, in many countries, is increasingly and heavily involved in providing public services (e.g. Canada, France, Germany [PPP Acceleration Act and Three Partner Model], Italy, New Zealand, Poland, and Turkey [through regional development agencies]). This is an important element of the UK strategy as well, which seeks to engage citizens and the voluntary sector in the co-production of public services. This varies from outsourcing to genuine PPP which provides well-defined services up to clustered portfolios of services (e.g. health insurance, or handling of pensions, or e-government applications).

The private sector is also involved in sharing experiences and providing innovative solutions. Civil society through its NGOs is also increasingly and sometimes substantially involved in providing services in health and education for example (e.g. Brazil, Chile, Finland, Mexico, the Netherlands, and Poland). This shows a very clear social shift, as civil society is being considered as a partner and a key provider of public services.

### **3. Include all public stakeholders at different levels, especially local government.**

Many countries have created partnerships with regional or local governments to guarantee quality service delivery. They co-ordinate or facilitate service delivery chains across levels of government or policy implementation (e.g. Chile, Finland,

Mexico, the Netherlands). In some countries this is particularly focused on e-government (Switzerland), integrated local services (Sweden, the United Kingdom), or on “high impact e-services” (Slovenia).

These strategies are located at all stages of the policy and delivery cycle. At the design stage, all countries mention initiatives such as consultations and surveys to gauge expectations or needs. At the co-production level, citizens are directly involved in the service delivery of health or social policy and education. Through e-government and IT applications, they are facilitating co-production by providing or downloading information or by processing their own documents. For the evaluation stage, all countries mention involving citizens/customers for assessing satisfaction or quality (e.g. technological interaction in Australia; conferences in Brasilia [Brazil]). In the United Kingdom, innovation and sustainability are central objectives in engaging citizens and the voluntary sector.

### **Two conditions are necessary for successful partnerships and for reaching agreement on the defined objectives**

1. Strengthen the public debate to create ownership for objectives and methods used.

A range of mechanisms are used such as conferences, dialogues, consultations, two-way channels of communication, or electronic interactions. The purpose is to empower change (Australia), to create trust (Canada), to provide better services through feedback from society (Brazil), to solve certain problems (Japan), to detect the worst procedures (Mexico) or obvious red tape (Netherlands).

2. Demonstrate results for the purpose of being accountable and building trust.

To be able to show progress, all countries have organised various metrics, baseline indicators, discussions on standards, information on subjective variables (satisfaction, expectations, and trust), benchmarks, or publicly available databases on results. In some cases this has been complemented with institutional facilitators such as ombudsman offices, or linked to pro-actively organised debates with stakeholders.

A review of the effectiveness of the policies answering the challenge of providing better public services under fiscal pressure would require further information to address the following questions:

- To what degree have citizens/customers, the private sector, civil society (NGOs), and local government been (more) involved in providing public services? Can this be quantified?
- To what extent are these sustainable partnerships with shared ownership of public sector objectives a willingness to take responsibility and be accountable, with an increased level of mutual trust?
- What are the results in terms of cost-effectiveness and client satisfaction?

### **Towards a more effective and performance-oriented public service**

Governments try to better match the delivery (quantity and quality) of services given the resources available, on the one hand, to expectations from society in general and specific target groups in particular, on the other hand. Governments make serious efforts

to avoid a mismatch between resources (and the results that these resources allow to produce) and expectations of citizens and other stakeholders. Ensuring agility in the public sector is a priority to meet these goals.

**Three major strategies** are being developed to ensure that the public sector can rise to the challenge:

1. Expanding and strengthening resource management.

This includes **reaping the dividends of new technologies** and a more committed staff. Well-managed new technologies are key to upgrading resources. There are clear examples of significant bonuses: e-procurement (Brazil), National E-Government Strategy (Germany), E-Services (Finland), co-operation and shared services (Italy). This is also connected to the “cutting red tape” agenda which is considered to be one of the most tangible dividends of new technologies. A second way to expand resources is to have a **more open and more committed staff** to better serve customers through problem-solving approaches. Evidence is provided in several administrations (e.g. Australia: strengthen workforce capabilities; Israel: Government Public Service Index; Japan: Basic Act on Public Services; Norway: Internet-based Evaluation Portal).

2. Improving strategic management and matching it with expectations.

This includes strategic foresight, governance for performance, coherent performance frameworks, embedding and using performance information, social dialogues, and communicating on performance with stakeholders and their expertise networks. The **capacity for strategic foresight and for performance governance** go beyond single organisations and require functional co-ordination at the level of a policy field or integrating the global service delivery chain across levels of government. These are considered to be crucial to steer, control and evaluate a performance-oriented public service in many countries. Examples of strategic foresight include: Australia: Blueprint; Brazil: Growth Acceleration Plan; Canada: management accountability framework and Strategic Reviews; France: the “General Review of Public Policies” (*Révision générale des politiques publiques*, RGPP); Iceland: Moving Iceland Forward 2020; Ireland: Statements of Strategy; Italy: Public Administration Reform Package; Japan: Government Policy Evaluation Act (2010), Government Revitalisation Unit; Program Review of Entire Public Activities (PREPA); Mexico: results-based budgeting and Performance Evaluation System; Norway: StatRes. Examples of performance governance are: Chile: Delivery Unit, Poland: Civil Service Council; Sweden: E-Delegation for E-Government; United Kingdom: Cabinet Office Efficiency and Reform Group. Countries have also developed **clear performance frameworks** which are connected to different stages in the policy and management cycle to guarantee and to ensure the use of relevant performance information.

3. Reaching out appears necessary to facilitate effectiveness and performance.

Stakeholders are invited to provide significant input. Brazil has a qualified social debate on reforms and has a national network. In Italy, citizens and service users have the legal possibility for collective action suits against relevant public administrations and public service providers. In Canada, the Management, Resources and Results Structures reinforces the government’s commitment and

provides information to parliament and citizens on results and associated spending down to the programme level. In Japan, the New Public Commons should increase participation to enhance performance. In Mexico, there is a Worst Procedure Contest. In Poland, there is a Civic Initiative Fund to promote partnerships and subsidiary.

Active social dialogue remains a crucial vehicle in several countries even though this is not high on the agenda in others. One format consists of consulting employees to identify strengths and areas for improvement. Consequently, this creates an opportunity to encourage high performance and support for dealing with underperformance. In other countries (e.g. Denmark, Finland, Norway) employees or labour associations are involved in reforms to guarantee effective and sustainable change.

A review of the reform policies for realising a more effective and performance-oriented public service would require further information to address the following questions:

- What are the quantifiable dividends of using new technologies and e-government? What are the implications for the organisation and structure of the public sector?
- To what extent have improved performance frameworks resulted in better performance? How can the results be measured and communicated to the public, including addressing possible gaps between perception and realisation?
- How can we convincingly state that more openness, commitment and competencies resulted in better performance?

## Promoting an open and transparent government

An open and transparent government serves a double objective, as it provides:

- **a key vehicle to restore trust in government and to align the public sector with modern information management practices** where citizens are looking for “government services in one click”;
- **policy levers to facilitate capacity for change and for sustainable reform in the public sector**, with increased efficiency.

Building sustainable reform requires partnerships. For this reason, several countries have established strategic partnerships with the private sphere and civil society to generate sufficient trust to reform. Canada shifted from proactive disclosure of government data to interactive policy making with citizens. In Finland, there is a sense of support for reforms which keeps trust at a high level. In Brazil, the Gespublica is a growing network of national and international conferences, which serves to consolidate this strategic partnership throughout the country. In Chile, constitutional reforms are the consecration of these national strategic partnerships.

## Why do governments establish these partnerships?

### *Foster true openness and transparency*

All channels are being used including ICT and web-based tools. Country practices vary from legal frames for access to public information or codes of conduct or simplifying procedures and processes, or events (e.g. Belgium: My Glass House Web; Brazil, Canada, Japan: Administrative Transparency Team; Poland: Review and Café), to

ICT-based initiatives to “open” government (e.g. Australia: Government 2.0; Denmark: e-government as driver for Open Government; Japan: 2008 and 2010 New Strategy on ICT; Mexico: Transparency Obligations Portal, Public Procurement Electronic System, and *Cineminutos*; New Zealand: 2010 State Service Integrity and Conduct Survey; Norway: 2009 Freedom of Information Act, also for databases).

### ***Strengthen integrity in the public sector and ensure public scrutiny***

Country practices require legal bases (e.g. Canada: Public Service Disclosure Protection Act [PSDPA]; France: Decree on conflicts of interest) or they are of a soft law nature with codes of conduct (Australia, Austria). Some countries are aware that laws and codes are necessary but perhaps not sufficient to achieve policy goals and need to be complemented by other activities (Italy: Transparency Days, Transparency Operation).

### ***Promote and implement culture change in the public sector***

This adopts an outward-looking perspective focused on citizens as customers rather than keeping an inward-looking perspective. Countries have taskforces (Australia: Declaration of Open Government with a culture of engagement; Poland: positive image and branding), agendas (Chile: Pro-Citizen Participation Agenda), cross-border levels of government initiatives (Denmark), and principles (Slovak Republic: “what is not secret is public”).

These three elements allow for core public sector values to be reaffirmed and linked to policy implementation and outcomes. The goal is to ensure credible measures so that the core values are not just rhetorically present and formulated, but are convincingly linked and really connected to policy implementation. Taskforces and offices are visible in all countries, as well as handbooks for training, or charts and charters.

Connecting values and actions will ensure not only that core values are shared and understood, but also that government activities are simpler, more transparent and conducive to trust. Maintaining and building trust in government is a necessary capital to be invested in partnerships for sustainable reforms.

A review of the challenge of promoting an open and transparent government would require further information to address the following questions:

- What are the results and dividends of increased openness and transparency?
- To what extent are quality, expectations, perceptions, satisfaction, and trust in government connected and improving?
- To what extent have openness and transparency increased for citizens and customers?

## **Conclusion**

The need to address the challenges posed by the crisis, the increasing technological shift and reliance on IT provide an opportunity to create a new paradigm for the future of the public sector and the state. In this new context, citizens and civil society will be empowered to take on greater responsibility and start new partnerships with the public sector. Therefore, collaboration with citizens and civil society will become a cornerstone for future public sector reforms. Reinventing these new partnerships will surely be one of the key challenges faced by the public sector in the 21<sup>st</sup> century.





## Vers une administration innovante et ouverte : un aperçu des initiatives des pays

### Introduction

L'objet de cette publication est de présenter un tour d'horizon des récentes initiatives de réforme et autres trains de mesures décidés dans un vaste ensemble de pays appartenant ou non à la zone de l'OCDE. Les informations que l'on y trouvera reposent sur celles qu'ont fournies les pays en vue de la réunion ministérielle du Comité de la gouvernance publique de l'OCDE qui s'est tenue à Venise en novembre 2010. Il s'agissait ainsi de faciliter un débat à haut niveau entre ministres sur les grands enjeux de la réforme du secteur public, en s'appuyant sur les problématiques communes ainsi que sur les divergences et en analysant les éventuelles lacunes des dispositifs en vigueur.

### Vers une lecture commune des grands enjeux

À l'heure où les pays continuent de batailler avec les graves conséquences de la crise, le secteur public est aux prises à des problèmes aigus, notamment l'augmentation des demandes à son adresse et la nécessité de renforcer ses capacités d'initiative, le tout dans un contexte de pressions budgétaires notables. Pour le secteur public, ces grands enjeux d'aujourd'hui et de demain se retrouvent dans les principaux thèmes de la réunion ministérielle :

- Améliorer les services publics rendus dans des conditions de pressions budgétaires : comment les pays réagissent-ils aux grands enjeux ?
- Comment progresser vers un service public plus efficace et plus axé sur ses performances ?
- Comment promouvoir une administration publique ouverte et transparente ?

Dans ce contexte, la confiance – assise sur l'ouverture, l'intégrité et la transparence – demeure un objectif essentiel à l'instauration d'un secteur public efficace et axé sur ses performances, fournir des services publics de meilleure qualité de façon plus efficiente et promouvoir une administration publique ouverte et transparente. Cela suppose de veiller aux questions suivantes :

- **capacité d'initiative** (capacité stratégique, innovation, coordination, partenariats en vue de créer une dynamique de changement) ;
- **promouvoir l'efficience par l'innovation** dans le secteur public (sur le plan interne : les nouvelles technologies, plus de simplicité, plus de transparence, prévenir la corruption, former le capital humain ; sur le plan externe : compétences, réseaux, créativité du secteur public et des institutions sans but lucratif) ;

- **ouverture, intégrité et transparence** (plus de dialogue, stratégies et dispositifs clairs renforçant la confiance et confortant les réformes, réaffirmer les valeurs essentielles) ;
- **se préparer aux défis de demain** (capacité d'identifier et d'évaluer les défis, de modifier les orientations stratégiques et de réaffecter en conséquence les ressources).

Les notes par pays présentées dans ce volume reprennent tout à la fois des intentions, à travers des réformes en cours de lancement ou de réalisation, et des mesures déjà prises. Il s'agit donc surtout d'une présentation descriptive, car évaluer ou apprécier l'efficacité de ces réformes, une fois qu'elles sont mises en œuvre, supposerait une analyse approfondie, en tenant compte du contexte et de l'impact des résultats de ces réformes.

Pour cette raison, il serait utile d'examiner les effets des réformes déjà réalisées. Il s'agit d'une tâche complexe car on ne dispose pas de toutes les données comparatives permettant de mieux mesurer les changements (voulus). De plus, on ne connaît pas toujours la logique ayant présidé aux décisions, pas plus que leur impact attendu. En conséquence, il conviendra de procéder par la suite à des examens et des évaluations de ces réformes, assortis de données comparatives telles que celles que fournit *Panorama des administrations publiques*, afin de pouvoir débattre en connaissance de cause des enjeux essentiels que doit relever le secteur public dans l'ensemble des pays participants.

### **Améliorer les services publics rendus dans des conditions de pressions budgétaires : comment les pays réagissent-ils aux grands enjeux ?**

La crise a eu des conséquences différentes selon les pays, dont les situations sont elles-mêmes différentes. Plusieurs d'entre eux ont été directement affectés, ce qui a nécessité des restrictions des services publics (Autriche, Canada, Danemark, Estonie, Grèce, Irlande, Italie, Japon, Royaume-Uni...). D'autres ne sont qu'indirectement affectés à travers des reculs de l'investissement ou du tourisme. Dans d'autres encore, l'impact de la crise a été moindre, lorsque la nécessité de la prudence budgétaire y demeure compatible avec des mesures contra cycliques (Brésil, Chili...).

Néanmoins, de nombreux pays se sont explicitement fixés pour priorité de respecter leurs objectifs d'assainissement budgétaire.

Trois **grands objectifs** ont été fixés :

- **faire plus avec moins** : au-delà des réponses classiques (à savoir recourir à des processus économiques, efficaces et efficaces), de nouvelles réponses sont aussi formulées qui font appel aux technologies de l'information et à des pratiques innovantes, ainsi qu'à des partenariats avec les citoyens, les secteurs privé et associatif ;
- **acquérir et conserver la confiance** : le fait de communiquer les résultats contribue à répondre (ou à « gérer » ?) les attentes ;
- **dialoguer avec le grand public et les parties prenantes** pour promouvoir des réformes viables.

Dans de nombreux pays, le premier objectif retient plus l'attention.

## Quatre schémas combinés se dessinent pour réaliser ces trois objectifs

### *Élaborer des programmes consolidés et complets*

À titre d'exemple, on retiendra : Australie : *Ahead of the Game* ; Belgique (La Flandre en action : Pacte 2020, Une administration effective et efficace) ; Canada : Examen des services administratifs ; France : Révision générale des politiques publiques (RGPP) ; Finlande : grande restructuration des communes et des régions ; Nouvelle-Zélande : *New Zealand: Better Administrative and Support Services* ; Irlande : *Transforming Public Services* ; Royaume-Uni : *Spending Review 2010* avec un nouveau dispositif de gestion des performances. Plusieurs pays se sont plus particulièrement attachés à la réduction de la paperasserie, objectif lié dans bien des cas à un programme d'administration électronique (par exemple, Brésil, Canada, Corée, Espagne, Japon, Nouvelle-Zélande, Pays-Bas, Pologne, Portugal, Ukraine). Pour sa part, la Nouvelle-Zélande ne s'est pas lancée dans un changement général, mais soumet plutôt le modèle existant à des tests de résistance.

### *Recourir systématiquement à des instruments d'action ou de gestion bien définis*

Cadre commun d'autoévaluation (Autriche, Finlande, Grèce, Luxembourg, Pologne), BPR (Corée), centres de services partagés (Danemark), équipes d'amélioration de l'efficacité (Japon), ou « Accès ouvert » (Portugal).

### *Lancer des initiatives d'innovations génériques*

Cela passe par la conclusion ou le renouvellement de partenariats (Australie – *The Innovation Agenda*), des PPP (Canada, Norvège, Nouvelle-Zélande, Royaume-Uni, Ukraine), ou par la réduction de contraintes administratives (Espagne).

### *Mettre en œuvre des outils informatiques précis et adaptés aux circonstances*

Ces outils peuvent être utilisés à des fins générales ou cibler des groupes de citoyens ou de clients bien définis. À titre d'exemple, on retiendra : Chili (carte d'étudiant nationale), Israël (registre d'état civil, registre foncier), la Grèce et le Portugal (carte d'identité). Cela étant, de nombreux autres pays ont également adopté des initiatives fondées sur les technologies de l'information, car ces technologies peuvent servir de nombreux objectifs combinés (transparence, participation, simplification et réduction de la paperasserie).

## Les pays élaborent trois stratégies pour faciliter la mise en œuvre des réformes

### *Mobiliser les citoyens/clients*

Presque tous les pays évoquent explicitement des stratégies visant à réduire le fossé avec les citoyens ou les clients. Certains se sont également attachés plus particulièrement à des groupes spécifiques de leur population (enfants, retraités, immigrés, minorités, titulaire de faibles revenus) (par exemple, Japon : les nouvelles tables rondes communes sur les problèmes sociaux ; Nouvelle-Zélande : Whānau Ora ; Royaume-Uni : *Sure Start, Pupil Premium*).

### ***Impliquer le secteur privé la société civile (ONG)***

Dans de nombreux pays, le secteur privé est de plus en plus souvent et fortement impliqué dans la prestation de services publics (par exemple, Allemagne [Loi d'accélération des PPP et Modèle de partenariat tripartite], Canada, France, Italie, Nouvelle-Zélande, Pologne, Turquie par l'intermédiaire d'agences de développement régional). C'est également un élément important de la stratégie du Royaume-Uni, qui vise à mobiliser les citoyens et le secteur associatif pour la coproduction de services publics. Cela va de l'externalisation à de véritables partenariats public-privé qui assurent des services bien définis en passant par des pôles de services (par exemple, assurance maladie, ou traitement des dossiers de retraite ou encore applications d'administration électronique).

Le secteur privé est également impliqué dans le partage d'expérience et l'apport de solutions innovantes. À travers ses ONG, la société civile intervient aussi de façon croissante et parfois substantielle dans la prestation de services, notamment dans la santé ou l'éducation (par exemple, Brésil, Chili, Finlande, Mexique, Pays-Bas, Pologne). Cela marque un changement social net, car la société civile est considérée comme un partenaire et un prestataire essentiel de services publics.

### ***Associer toutes les intervenants publics de différents niveaux, en particulier les administrations publiques locales***

De nombreux pays ont noué des partenariats avec des administrations publiques régionales ou locales afin de garantir la prestation de services de qualité. Ils coordonnent ou facilitent la mise en place de chaînes de prestation de services à tous les niveaux de l'administration publique ou d'application des mesures (par exemple, Chili, Finlande, Mexique, Pays-Bas). Dans certains pays, cet effort est plus particulièrement centré sur l'administration électronique (Suisse), l'intégration des services locaux (Royaume-Uni, Suède) ou encore les « services électroniques à fort impact » (Slovénie).

On retrouve de telles stratégies à toutes les étapes du cycle de l'action des pouvoirs publics et de la prestation de services. Au stade de la conception, tous les pays évoquent des initiatives comme des consultations et des enquêtes afin de mesurer les attentes ou les besoins. Au niveau de la coproduction, les citoyens sont directement impliqués dans la prestation de services de santé ou de services sociaux et éducatifs. À travers des applications d'administration électronique et d'informatique, les pays facilitent la coproduction en fournissant ou en téléchargeant des informations ou encore en traitant leur propre documentation. En ce qui concerne le stade de l'évaluation, tous les pays évoquent l'implication des citoyens/clients dans l'évaluation de la satisfaction ou de la qualité (par exemple l'interaction technologique en Australie; des conférences à Brasilia [Brésil]). Au Royaume-Uni, l'innovation et la viabilité sont des objectifs centraux de la mobilisation des citoyens et du secteur associatif.

## **Deux conditions sont nécessaires à la réussite des partenariats et à la conclusion d'accords sur des objectifs définis**

### ***Renforcer le débat public afin de susciter une appropriation des objectifs et des méthodes utilisées***

Toute une série de mécanismes sont utilisés, comme les conférences, les dialogues, les consultations, les communications dans les deux sens où les interactions électroniques.

Il s'agit d'associer le corps social au changement (Australie), de susciter la confiance (Canada), de fournir des services de meilleure qualité par un retour d'expérience de la société (Brésil), de résoudre certains problèmes (Japon) de repérer les pires procédures (Mexique) ou les cas manifestes de paperasserie (Pays-Bas).

### ***Afficher les résultats obtenus afin de rendre des comptes et de susciter la confiance***

Pour pouvoir démontrer les progrès réalisés, tous les pays ont mis au point des outils des plus divers : méthodes de mesure, indicateurs de référence, discussions sur les normes, information sur les variables subjectives (satisfaction, attentes, confiance), ou encore bases de données sur les résultats accessibles au public. Dans certains cas, ces outils ont été complétés par l'intervention de facilitateurs institutionnels comme les services de médiation ou ont été liés à des débats organisés de façon proactive avec les parties prenantes.

Étudier l'efficacité des mesures destinées à répondre aux problèmes de la prestation de services publics de meilleure qualité dans des conditions de pressions budgétaires supposerait de disposer d'informations supplémentaires afin de répondre aux questions suivantes :

- Dans quelle mesure les citoyens/clients, le secteur privé, la société civile (ONG) et les administrations publiques locales ont-ils été (plus) impliqués dans la prestation de services publics ? Peut-on quantifier cette implication ?
- Dans quelle mesure ces partenariats durables suscitent-ils une appropriation commune d'objectifs de service public, une volonté d'agir de façon responsable et de rendre des comptes et un renforcement de la confiance mutuelle ?
- Quels sont les résultats en termes d'efficacité économique et de satisfaction des clients ?

## **Vers un service public plus efficace et plus axé sur ses performances**

Les pouvoirs publics s'efforcent de mieux concilier la prestation (en quantité et en qualité) de services en tenant compte des ressources disponibles et les attentes de la société en général ainsi que de groupes spécifiques en particulier. Les pouvoirs publics font de sérieux efforts pour éviter tout décalage entre les ressources (et ce qu'elles permettent de produire) et les attentes des citoyens et des autres parties prenantes. Pour atteindre ces objectifs, il est prioritaire de veiller à l'agilité du secteur public.

### ***Trois grandes stratégies sont élaborées pour que le secteur public puisse relever les défis***

#### ***Élargir et renforcer la gestion des ressources***

Cela suppose notamment de **mettre à profit les nouvelles technologies** et de disposer d'un personnel plus mobilisé. Lorsqu'elles sont bien gérées, les nouvelles technologies sont déterminantes pour la modernisation des ressources. Il y a des exemples manifestes des avantages que l'on peut en retirer : passation électronique des marchés publics (Brésil), Stratégie nationale d'administration électronique (Allemagne), Services électroniques (Finlande), coopération et partage des services (Italie). Cet aspect est également lié à l'objectif de « réduction de la paperasserie », qui passe pour l'un des

dividendes les plus tangibles des nouvelles technologies. Une seconde façon d'élargir les ressources consiste à disposer **d'un personnel plus ouvert et plus mobilisé** afin de mieux servir les clients par des démarches visant à régler les problèmes. On en trouve des illustrations dans plusieurs administrations (par exemple, Australie : renforcement des capacités des ressources humaines ; Israël : indice des services des administrations publiques ; Japon : loi-cadre sur les services publics ; Norvège : portail d'évaluation sur l'Internet).

### *Améliorer la gestion stratégique et répondre aux attentes*

Cela suppose une vision stratégique, une gouvernance axée sur les résultats, un dispositif cohérent d'évaluation des performances, l'intégration et l'utilisation des informations relatives aux performances, un dialogue social, et la communication sur les performances auprès des parties prenantes et de leurs réseaux de compétence. **Savoir faire preuve d'une vision stratégique et mettre en œuvre une gouvernance axée sur les résultats** va au-delà des limites de chaque organisation et suppose une coordination fonctionnelle au niveau d'un domaine stratégique ou une intégration de la chaîne globale de prestations de services à tous les échelons de l'administration publique. Ces aspects sont considérés dans de nombreux pays comme déterminants pour piloter, contrôler et évaluer un service public axé sur les performances. À titre d'exemple de vision stratégique, on retiendra : **Australie** : *Blueprint* ; **Brésil** : plan d'accélération de la croissance ; **Canada** : Cadre de responsabilisation de gestion et examens stratégiques ; **France** : Révision générale des politiques publiques (RGPP) ; **Islande** : *Moving Iceland Forward 2020* ; **Irlande** : *Statements of Strategy* ; **Italie** : plan de réforme de l'administration publique ; **Japon** : loi d'évaluation des politiques publiques (2010), unité de revitalisation de l'administration publique ; *Program Review of Entire Public Activities* (PREPA) ; **Mexique** : système de budgétisation et d'évaluation des performances fondées sur les résultats ; **Norvège** : StatRes. À titre d'exemple de gouvernance axée sur les résultats, on retiendra : **Chili** : Unité de prestation ; **Pologne** : Conseil du service public ; **Suède** : E-Delegation for E-Government ; **Royaume-Uni** : *Cabinet Office Efficiency and Reform Group*. Des pays ont également élaboré des **cadres de performance clairs** qui sont rattachés aux différentes étapes du cycle de politique et de gestion afin d'assurer l'utilisation d'informations pertinentes sur les performances.

### *L'ouverture sur l'extérieur apparaît nécessaire pour faciliter l'efficacité et les performances*

Les parties prenantes sont invitées à apporter des contributions significatives : le Brésil entretient un débat social approfondi sur les réformes et a mis en place un réseau national. En Italie, les citoyens et les usagers des services publics sont légalement habilités à engager des actions collectives à l'encontre des administrations publiques et des prestataires de services publics concernés. Au Canada, la Structure de la gestion, des ressources et des résultats renforce l'engagement de l'administration publique et apporte des informations au parlement et aux citoyens sur les résultats et sur les dépenses correspondantes, et ce, jusqu'au niveau de chaque programme. Au Japon, le *New Public Commons* devrait accroître la mobilisation en faveur d'une amélioration des performances. Le Mexique organise le concours de la pire procédure. En Pologne, il existe un fonds d'initiatives civiques visant à promouvoir les partenariats et la subsidiarité.

Un dialogue social actif : ce dialogue demeure un vecteur essentiel dans plusieurs pays, même s'il n'est pas aussi prioritaire dans d'autres. Une formule consiste à consulter les salariés pour mettre en évidence les atouts et les points à améliorer. Cela favorise des performances élevées et le traitement des cas de sous-performance. Dans d'autres pays (par exemple, Danemark, Finlande, Norvège) les salariés ou des associations de salariés sont impliqués dans les réformes afin de garantir l'efficacité et la viabilité des changements.

Un examen des mesures de réforme visant à instaurer un service public plus efficace et axé sur les performances nécessiterait de disposer d'informations supplémentaires pour répondre aux questions suivantes :

- Quels sont les dividendes quantifiables de l'utilisation des nouvelles technologies et de l'administration électronique ? Quels sont les implications pour l'organisation et la structure du secteur public ?
- Dans quelle mesure l'amélioration des cadres de performance a-t-elle abouti à une amélioration des performances elles-mêmes ? Comment mesurer les résultats et les communiquer au public, y compris en abordant la question des décalages éventuels entre perception et réalisation ?
- Comment pouvons-nous affirmer de façon convaincante qu'un accroissement de l'ouverture, de l'engagement et des compétences a abouti à une amélioration des performances ?

## **Promouvoir l'ouverture et la transparence de l'administration publique**

L'ouverture et la transparence de l'administration publique servent un double objectif, car elles constituent :

- Un moyen essentiel pour établir la confiance dans l'administration publique et transposer dans le secteur public les pratiques de gestion moderne de l'information dans le cadre desquelles les citoyens veulent obtenir « des services publics en un clic ».
- Des leviers stratégiques pour promouvoir l'aptitude au changement et pour assurer une réforme durable du secteur public, de façon à générer des gains d'efficience.

La mise en place de réformes durables nécessite des partenariats. Pour cette raison, plusieurs pays ont mis en place des partenariats stratégiques avec la sphère privée et la société civile afin de susciter une confiance suffisante à l'égard des réformes. Le Canada est ainsi passé d'une communication proactive de données sur l'administration publique à une formulation interactive des orientations avec les citoyens. En Finlande, on observe un sentiment de soutien en faveur des réformes qui permet de maintenir une forte confiance. Au Brésil, la *Gespublica* est un réseau grandissant de conférences nationales et internationales qui servent à consolider ce partenariat stratégique dans tout le pays. Au Chili, des réformes constitutionnelles sont la consécration de tels partenariats stratégiques nationaux.

## **Pourquoi les pouvoirs publics établissent-ils ces partenariats ?**

### ***Favoriser une ouverture et une transparence véritables***

Tous les circuits sont mobilisés, y compris les TIC et les outils du web. Les pratiques varient selon les pays, depuis les conditions juridiques d'accès aux informations publiques, ou les codes de conduite en vue de la simplification des procédures et des processus ou des manifestations (par exemple, Belgique : *My Glass House Web* ; Brésil, Canada, Japon : *Administrative Transparency Team* ; Pologne : *Review and Café*), jusqu'à des initiatives faisant appel aux TIC en passant par des initiatives d'ouverture de l'administration (par exemple, Australie : *Government 2.0* ; Danemark : *E-Government as Driver for Open Government* ; Japon : Nouvelle stratégie en matière de TIC pour 2008 et 2010 ; Mexique : Portail des obligations de transparence, système électronique de passation des marchés publics et *Cineminitos* ; Nouvelle-Zélande : *2010 State Service Integrity and Conduct Survey* ; Norvège : Loi de 2009 relative à la liberté de l'information, également pour les bases de données).

### ***Renforcer l'intégrité dans le secteur public et assurer la vigilance du public***

Les pratiques des pays nécessitent des bases juridiques. Par exemple, il peut s'agir de textes législatifs ou réglementaires – Canada : Loi sur la protection des fonctionnaires divulgateurs d'actes répréhensibles (LPFDAR) ; France : décret sur les conflits d'intérêts – ou de textes non contraignants à travers des codes de conduite (Australie, Autriche). Certains pays savent que les lois et codes sont nécessaires, mais sans doute pas suffisants pour atteindre les objectifs et qu'ils doivent être complétés par d'autres initiatives (Italie : Journées de la transparence, Opération transparence).

### ***Promouvoir et mettre en œuvre un changement de mentalité dans le secteur public***

Il s'agit ici d'adopter une démarche prospective centrée sur les citoyens en tant que clients au lieu de rester dans une démarche introspective. Des pays disposent d'équipes spéciales (Australie : *Declaration of Open Government with a Culture of Engagement* ; Pologne : image et politique de marque positives), programmes (Chili : Programme de participation citoyenne), initiatives transversales (Danemark), et principes (Slovaquie : « tout ce qui n'est pas secret est public »).

Ces éléments permettent de réaffirmer les valeurs essentielles du secteur public et de les relier à la mise en œuvre et aux résultats de l'action des pouvoirs publics. Il s'agit ainsi de disposer de mesures crédibles de façon que ces valeurs essentielles ne soient pas purement rhétoriques, mais véritablement, et de façon convaincante, rattachées à la mise en œuvre de l'action des pouvoirs publics. Dans tous les pays, on peut constater l'existence d'équipes spéciales et de fils, ainsi que de manuel de formation, de chartes ou encore de contrats.

Faire le lien entre les valeurs et les initiatives va permettre non seulement de faire connaître et de faire partager les valeurs essentielles, mais aussi de faire en sorte que les initiatives des pouvoirs publics soient plus simples, plus transparentes et qu'elles suscitent plus la confiance. Maintenir et renforcer la confiance dans l'administration publique est un atout nécessaire qu'il convient d'investir dans des partenariats en vue de réformes durables.



Une étude du défi consistant à promouvoir une administration publique à la fois ouverte et transparente nécessiterait des informations supplémentaires en vue de pouvoir répondre aux questions suivantes :

- Quels sont les résultats et les dividendes l'accroissement de l'ouverture de la transparence ?
- Dans quelle mesure la qualité, les attentes, les perceptions, la satisfaction et la confiance dans l'administration publique sont-elles liées entre elles et s'améliorent-elles ?
- Dans quelle mesure l'ouverture et la transparence se sont-elles améliorées pour les citoyens et les clients ?

## **Conclusion**

La nécessité de remédier aux problèmes posés par la crise, les mutations technologiques croissantes et le recours aux technologies de l'information offre l'opportunité de créer un nouveau paradigme pour l'avenir du secteur public et de l'État. Dans ce contexte nouveau, les citoyens et la société civile seront habilités à assumer plus de responsabilité et à nouer de nouveaux partenariats avec le secteur public. En conséquence, la collaboration avec les citoyens de la société civile font devenir la pierre angulaire des futures réformes du secteur public. Réinventer ces nouveaux partenariats va certainement constituer l'un des grands défis que devra relever le secteur public au XXI<sup>e</sup> siècle.



## Country profiles

## Australia

### Delivering public services in times of fiscal consolidation

Australia's economy continues to grow stronger and the unemployment rate is lower than in most other advanced economies, and Australia's fiscal position remains strong. Economic and fiscal management strategies applied during the global financial crisis mean Australia is in a strong position to withstand any intensification in global stresses.

Reductions in operating budgets were built in to agencies' forward budget projections from 2008-09 on, to help reduce future ongoing budget deficits. However, the 2010-11 budget forward projections show an earlier than expected return to surplus by 2011-12, resulting from higher than predicted taxation revenues due in part to higher commodity prices and lower than expected unemployment rates, as well as some tax reform. Further information is available at [www.budget.gov.au](http://www.budget.gov.au).

#### ***Key initiatives***

##### *Reform of Australian government administration*

The government set up the Review of Australian Government Administration in mid-2009. The review, chaired by the head of the Prime Minister's department, released its report *Ahead of the Game: Blueprint for the Reform of Australian Government Administration* (Advisory Group on Reform of Australian Government Administration, 2010) in March 2010.

The reform *Blueprint* identifies four main components of a high-performing public service that form a framework for evaluating Australian Public Service (APS) performance and a benchmark for future reviews.

The first component is that a high-performing public service must meet the needs of citizens by providing high-quality, tailored public services and by engaging citizens in the design and development of services and policy.

The *Blueprint* recognises that services for citizens need to be better integrated and more appropriate to citizens' life experiences and needs. Citizens are increasingly mobile and businesses operate across both domestic and international borders. There are opportunities to improve services within the APS, across governments and with the community and private sectors. The *Blueprint* proposes a systematic evaluation of how services are delivered from the citizen's perspective, in order to develop a whole-of-government strategy. Opportunities for new and aligned technological solutions must be pursued, while better models for partnering with the community and private sector need to be developed. Further information is available on the Department of the Prime Minister and Cabinet website at [www.dpmc.gov.au/publications/aga\\_reform/aga\\_reform\\_blueprint/index.cfm](http://www.dpmc.gov.au/publications/aga_reform/aga_reform_blueprint/index.cfm).

### *Service delivery reform*

In 2004, the government of the day created the Department of Human Services (DHS) as a co-ordinating body to place more emphasis on service delivery. In December 2009, the government announced further major reforms to service delivery, aimed at shifting the focus from bureaucratic, structured service delivery, to higher quality services centred on the individual.

The service delivery reform agenda includes:

- the creation of a single point face-to-face, phone and online access to a wider range of government services, with the creation of more co-located offices;
- bringing payment and services directly to Indigenous communities and rural and remote Australia through Mobile Offices;
- giving Australians the possibility to provide information only once rather than give different human service agencies the same information (while maintaining appropriate levels of privacy);
- service delivery agencies Medicare and Centrelink becoming part of the Department of Human Services, bringing together their IT, finance, property management, procurement and human resources.

Further information is available from the Department of Human Services website at [www.humanservices.gov.au](http://www.humanservices.gov.au).

### *New Federal-State Financial Framework*

The Council of Australian Governments (COAG) is the peak inter-governmental forum in Australia, comprising the Prime Minister, state premiers, territory chief ministers and the President of the Australian Local Government Association. In late 2008, COAG entered into a new Inter-governmental Agreement on Federal Financial Relations which provides the overarching framework for the Commonwealth's financial relations with the states.

A key feature of the new framework, which commenced on 1 January 2009, is centralised payment arrangements, which will simplify payments to the states, aid transparency and improve the states' budget processes. Previously, payments to the states were provided by Commonwealth portfolio departments to the relevant state agencies, and each payment had its own payment and administrative arrangements. Under the new arrangements, all payments are centrally processed by the Commonwealth Treasury and paid direct to each state treasury. State treasuries are responsible for distributing the funding within their jurisdiction. The Commonwealth's financial relations with the states now fall under one piece of legislation, the Federal Financial Relations Act 2009. This improves public transparency of these payments and the ability of the parliament to scrutinise the payment arrangements. Further information can be found at [www.federalfinancialrelations.gov.au](http://www.federalfinancialrelations.gov.au).

### *Engage: Getting on with Government 2.0.*

On 3 May 2010, the government released its "Government Response" (Australian Government, 2010) to the report of the Government 2.0 Taskforce (2009), *Engage: Getting on with Government 2.0*. Some key points from the Taskforce's report include:

- Government 2.0 or the use of the new collaborative tools and approaches of Web 2.0 offers an unprecedented opportunity to achieve more open, accountable, responsive and efficient government.
- Though it involves new technology, Government 2.0 is really about a new approach to organising and governing. It will draw people into a closer and more collaborative relationship with their government. Australia has an opportunity to resume its leadership in seizing these opportunities and capturing the resulting social and economic benefits.
- Leadership and policy and governance changes are needed to shift public sector culture and practice to make government information more accessible and usable; make government more consultative, participatory and transparent; build a culture of online innovation within government; and to promote collaboration across agencies.

The “Government Response” (Australian Government, 2010) to the report, accepting the majority of its 13 recommendations, is available at [www.finance.gov.au/publications/govresponse20report/index.html](http://www.finance.gov.au/publications/govresponse20report/index.html).

The central recommendation of the report was for a high-level declaration of open government, which the government launched in July 2010 (see section on “promoting open and transparent government”).

### *Creating more open government*

An important component of open government is enabling citizens to collaborate on policy and service design. Proposed reforms in *Ahead of the Game: Blueprint for the Reform of Australian Government Administration* include conducting a citizen survey to collect feedback on citizen’s satisfaction with government service delivery. While the proposal is for a survey to initially focus on Australian government services, it would ideally be expanded over time to cover state, territory and local governments.

Advances in information technology are making a stronger relationship between citizens and government possible. It is often more convenient for citizens to use online mechanisms to communicate their views to government. Accordingly, the *Blueprint* also recommends that the Australian government become more open and that public sector data be more widely available, consistent with privacy and secrecy laws (in line with the “Declaration of Open Government” (Department of Finance and Deregulation, n.d.), see section on “promoting open and transparent government”).

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

#### *Strengthening the performance framework*

*Ahead of the Game: Blueprint for the Reform of Australian Government Administration* recommends the development of a strengthened performance framework that supports all employees in identifying strengths and areas for improvement and promotes constructive feedback from relevant sources, for example, from supervisors, peers, subordinates and stakeholders as appropriate to the nature of the role. The

framework is also to offer encouragement for high performance and better guidance and support for dealing with underperformance.

### *Building organisational capability*

*Ahead of the Game: Blueprint for the Reform of Australian Government Administration* proposes regularly reviewing agencies to assess institutional effectiveness. Capability reviews would be conducted on a regular basis to assess strategy, leadership, workforce capability, delivery and organisational effectiveness. Reviews would result in agency capability plans that secretaries would be accountable for taking forward.

### *Examples of innovative practice in design of policy or delivery of programmes*

Appendix 1 (p. 184) of the 2008-09 *State of the Service Report* (Australian Public Service Commission, 2009), lists a number of specific examples at the individual agency level of initiatives to improve agency performance; improve collaboration across government; and innovative practice in design of policy or delivery of programmes. The full report is available at [www.apsc.gov.au/stateoftheservice/0809/report.pdf](http://www.apsc.gov.au/stateoftheservice/0809/report.pdf).

## **Promoting open and transparent government**

### **Key initiatives**

#### *“Declaration of Open Government”*

The central recommendation of the Government 2.0 Taskforce’s report (see above) was that the Australian government make a declaration of open government. In July 2010, the **Minister for Finance and Deregulation** made the “Declaration of Open Government” on behalf of the government, as follows:

The Australian government now declares that, in order to promote greater participation in Australia’s democracy, it is committed to open government based on a culture of engagement, built on better access to and use of government held information, and sustained by the innovative use of technology.

Citizen collaboration in policy and service delivery design will enhance the processes of government and improve the outcomes sought. Collaboration with citizens is to be enabled and encouraged. Agencies are to reduce barriers to online engagement, undertake social networking, crowd sourcing and online collaboration projects and support online engagement by employees, in accordance with the Australian Public Service Commission Guidelines.

The possibilities for open government depend on the innovative use of new Internet-based technologies. Agencies are to develop policies that support employee-initiated, innovative Government 2.0-based proposals.

The Australian government’s support for openness and transparency in government has three key principles:

- informing: strengthening citizen’s rights of access to information, establishing a pro-disclosure culture across Australian government agencies including through online innovation, and making government information more accessible and usable;

- engaging: collaborating with citizens on policy and service delivery to enhance the processes of government and improve the outcomes sought; and
- participating: making government more consultative and participative.

### *Freedom of information*

The “Declaration of Open Government” underpins a range of initiatives already underway, including the establishment of the Office of the Australian Information Commissioner and the government’s broader freedom of information reforms, which aim to restore trust and integrity in government and drive agencies to proactively release information to the public.

Further information is available on the Department of the Prime Minister and Cabinet website at [www.dpmc.gov.au/consultation/foi\\_reform/index.cfm](http://www.dpmc.gov.au/consultation/foi_reform/index.cfm).

The Declaration also reflects one of the key reforms of *Ahead of the Game: Blueprint for Reform of Australian Government Administration*, which also called for more open government (see above).

### *Fostering integrity and transparency*

The government has introduced a range of integrity and transparency measures from 2008-2010 including the aforementioned reforms to freedom of information laws, as well as Standards of Ministerial Ethics and a Code of Conduct for Ministerial Staff, which can be viewed on the Department of the Prime Minister and Cabinet website at [www.dpmc.gov.au/guidelines/index.cfm](http://www.dpmc.gov.au/guidelines/index.cfm).

In 2008, the government introduced a Lobbying Code of Conduct and established a Register of Lobbyists to ensure that contact between lobbyists and Commonwealth government representatives is conducted in accordance with public expectations of transparency, integrity and honesty. Consistent with the government’s commitment to keep the code and register under review, a discussion paper was released inviting feedback on possible reforms. Further information is available from the Department of the Prime Minister and Cabinet website at <http://lobbyists.pmc.gov.au>.

Other measures include new rules and guidance covering the administration of grants by the Australian government (see the Department of Finance and Deregulation website at [www.finance.gov.au/grants](http://www.finance.gov.au/grants)) and two Green Papers and legislation on electoral reform that seek to make donations to political parties more transparent ([www.dpmc.gov.au/consultation/elect\\_reform/index.cfm](http://www.dpmc.gov.au/consultation/elect_reform/index.cfm)).

The government is also developing legislation which implements strengthened whistleblower protections within the Australian government public sector ([www.aph.gov.au/House/committee/laca/whistleblowing/index.htm](http://www.aph.gov.au/House/committee/laca/whistleblowing/index.htm)).

### *Ethics Advisory Service*

In May 2009 the Australian Public Service Commission introduced an Ethics Advisory Service. The Ethics Advisory Service is available to all APS employees who want advice on ethical issues in the workplace and on how to make sound decisions around these issues. Employees may call the enquiries line for this. Further information is available from the Australian Public Service Commission website at [www.apsc.gov.au/ethics](http://www.apsc.gov.au/ethics).



### *Revising Australian public service values*

A significant recommendation of the Reform *Blueprint* is to review the APS values as set out in the Public Service Act 1999. This involves:

- revising the APS values to a smaller set of core values that are “meaningful, memorable and effective in driving change”;
- embedding the revised values into the work of the APS through senior leadership and learning and development and performance management frameworks.

## **Strategies for implementation**

### *Mobilising citizens, businesses and civil society*

#### *National Compact between the federal government and the not-for-profit sector*

In March 2010 the government launched a new National Compact, which aims to strengthen the working relationship between the federal government and the not-for-profit sector. The compact was developed following extensive consultations between the government and the sector. The consultations are outlined in the “National Compact Consultation Report”, released 17 February 2010. Further information is available from the National Compact website at [www.nationalcompact.gov.au](http://www.nationalcompact.gov.au).

*The Blueprint for Reform of Australian Government Administration* contains a number of strategies in support of increased strategic capacity, innovation and resource flexibility.

The *Blueprint* recognises that the APS needs to strengthen its capacity to undertake rigorous research, gather and analyse data, and provide the highest quality strategic policy advice. Under the proposed reforms, all agencies would strengthen strategic policy capability. This would be supported by a new policy maker’s tool kit to identify strategic policy principles. Partnerships with academic and research institutions would be encouraged.

The *Blueprint* also proposes reforms aimed at promoting a service-wide culture and to this end recommended creating the Secretaries Board and the Senior Executive Service 200 to drive cross-agency and whole of public service co-operation.

### *Fostering innovation and change in the public sector*

*Empowering Change: Fostering Innovation in the Australian Public Service* was published in 2010. The report looks at the “state of play” for innovation in Australia and identifies barriers that public servants face when innovating. It looks at sources of innovation and those who can help design, implement and deliver it. It outlines what agencies, team, and individuals can do to foster innovation. The report makes 12 recommendations around the following 5 themes: strategy and culture; leadership; systemic/structural issues; resourcing and managing innovation in the Australian Public Service; and recognition, sharing and learning.

The report, and further information, is available from the Department of Innovation, Industry, Science and Research website at [www.innovation.gov.au/Section/Innovation/Pages/AdvancingPublicSectorInnovation.aspx](http://www.innovation.gov.au/Section/Innovation/Pages/AdvancingPublicSectorInnovation.aspx).

### *Better Practice Guide to Public Sector Innovation*

In December 2009, the Australian National Audit Office released “Innovation in the Public Sector: Enabling Better Performance, Driving New Directions”, a better practice guide designed to provide a framework for understanding the processes that underpin innovation in the public sector and to provide practical insights and a resource for practitioners. Its aim is to further encourage and facilitate an innovative culture in the APS and the public sector more generally. The guide is available from the Australian National Audit Office website at [www.anao.gov.au/director/publications/betterpracguide/s/currentguides.cfm](http://www.anao.gov.au/director/publications/betterpracguide/s/currentguides.cfm).

### *National Innovation System*

More broadly, the “Australian Innovation System Report 2010” (Department of Innovation, Industry, Science and Research, 2010) reports on the performance of Australia’s national innovation system and builds on the commitment by the Australian Government in “Powering Ideas: An Innovation Agenda for the 21<sup>st</sup> Century” (Department of Innovation, Industry, Science and Research, 2009) to produce an annual report on innovation. The report outlines:

- Metrics and baseline indicators which compare Australia’s innovation performance to other OECD member countries and tracks progress against the government’s innovation priorities and targets. These metrics are presented under the four policy themes identified in “Powering Ideas: Skills and Research Capacity, Business Innovation, Links and Collaboration, and Public Sector Innovation”.
- Features and trends of the Australian innovation system and performance as a whole, including Australia’s performance on gross expenditure on research and development, investment in knowledge, proportion of innovating businesses, collaboration and networking, skills used and shortages and trends in multi-factor productivity growth.
- Actions, achievements, and forward plans of various participants in the national innovation system, including governments, public sector researchers, and industry.

The report is available from the Department of Innovation, Industry, Science and Research at [www.innovation.gov.au/Section/Innovation/Pages/AustralianInnovationSystemReport.aspx](http://www.innovation.gov.au/Section/Innovation/Pages/AustralianInnovationSystemReport.aspx).

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## Austria

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

Even in times of fiscal consolidation, maintaining a high quality of service delivery is of great importance. Cost reductions must not have a negative effect applying the rule of law.

- In the judiciary, efforts are underway to set up more citizen service centres modelled on the Regional Court of Linz, where a wealth of extrajudicial services are now provided centrally from a service centre (e.g. land register extracts, notarisation of deeds). This concept is currently being implemented at several pilot locations. The quality of the service will be improved by developing quality standards for service to citizens on the basis of the pilots and by continually learning from this process for further implementation at other locations.
- The Common Assessment Framework (CAF) is a self-assessment tool that quickly generates a profile of the strengths and weaknesses of an administrative organisation and points out any development potential that may be there. It was developed at EU level and also provides a general framework for instructive comparisons with other administrative bodies. There are now nearly 2 000 CAF users across the European Union. In Austria, the Federal Chancellery serves as a co-ordination and information centre for CAF users and other persons interested in the CAF.

#### *Key initiatives*

##### *Engaging citizens and the voluntary sector*

In 2008, Standards of Public Participation were prepared by an inter-ministerial working group with the participation of legally established representations of interest, NGOs and external experts as part of a project commissioned by the Federal Chancellery and the Federal Ministry of Agriculture, Forestry, Environment and Water Management and were adopted by the Austrian Council of Ministers on 2 July 2008.

The public, politics and the administration can benefit optimally from such involvement when public participation is of a high quality. This can be ensured by the application of standards aimed at maximising the effectiveness and efficiency of public participation. The present Standards of Public Participation are to help administrative staff of the federal government conduct high-quality participation processes. The Standards of Public Participation are recommendations for good practice and offer service and practical support in public participation processes. They are a contribution to good governance in Austria.

Whereas the legal provisions on public participation have to be applied in any case, these standards are to be applied in a supplementary way and adjusted to specific topics, to public participation processes for the development of policies, plans, programmes or legal instruments.

### *Better co-ordinating with local governments*

The Austrian Federal Chancellery and the Federal Province of Styria called a conference which brought together the heads of the district administrative authorities, on the topic of “quality standards for citizens and businesses” in autumn 2007. A brochure “*Qualitätsstandards für Bürgerinnen, Bürger und die Wirtschaft*” (“Quality Standards for Citizens and Business”) was published for the occasion of the conference. At the same time, five district administrative authorities – which primarily enforce federal laws while providing a wide range of services – carried out a project with the aim of developing quality standards for selected areas. Based on shared values, ethical standards were developed in the field of “management”. Future initiatives relating to this topic were developed based on the findings of the 2007 conference and on the experiences gained by the five district administrative authorities in the course of their joint project for the development of quality standards.

In 2009 and 2010 a collaborative initiative was launched with representatives of the federal government and local authorities to develop quality standards for district administrative authorities with a focus on standards for offices and customer satisfaction management and measurement.

### *Using e-government and cutting red tape*

Some 95% of all public services are already available online in Austria, ranking it first on the list of EU countries for the second time running in 2007. The EU average is 75%. The Austrian Federal government sees this distinction as a mandate to continue its successful strategy hand in hand with the federal provinces, the municipalities and the business world. In 2007, to help foster a “learning administration”, a survey was undertaken to determine the full range of e-services available at all levels of the public administration. This gave rise to an “e-government map”, which pinpoints not only the main focuses of the administration but also its shortcomings. In the future, this map will serve to monitor progress achieved in the line-up of services provided.

### **HELP.gv.at**

“HELP” is an across-the-board online platform or service centre that provides information on the official channels people need to negotiate when living and working in Austria. Since 2001, the website has been offering a growing number of services online.

In providing its services, HELP sees itself as a “24/7” interface between the authorities and private citizens or businesses. The platform offers information on nearly 200 different topics relating to official procedures, including the required documents, fees and deadlines as well as online forms and guidelines for completing them. The contents are organised into four sections corresponding to the target groups of the public administration (citizens, businesses, young people and senior citizens). This layout was chosen to provide greater clarity on the range of services available and to accelerate the virtual administrative procedures. By early 2008, HELP was already receiving over 440 000 visits per month. See [www.help.gv.at](http://www.help.gv.at).

## Unternehmensserviceportal

On 1 January 2010, all information concerning businesses was concentrated on a new platform, the *Unternehmensserviceportal* (Business Service Portal). It also includes *FinanzOnline* applications with the aim to create a one-stop-shop for businesses to gather information, submit applications and meet obligations to provide information quickly and efficiently.

## Citizen Card

The Austrian Citizen Card combines an official ID card and a means of verifying a person's electronic signature for online administrative procedures.

Rather than referring to a specific type of card, it stands for a concept that allows citizens to perform administrative procedures and official paperwork online in a secure manner and thus serves as a basic prerequisite for any electronic procedure. Whereas applicants used to have to sign hardcopy documents when performing administrative procedures, such verification can now be performed online by using the Citizen Card to apply an electronic signature at the end of a document. What is more, the Citizen Card serves as a key to numerous e-government solutions in public administration and to web services in the business world. In Austria, the following services are currently accessible using the Citizen Card: the e-services of the Austrian Social Security Scheme (e.g. insurance account statements, basic health insurance details, and pension account), the prescription drug approval procedure, online banking, the services of *FinanzOnline*, company register inquiries, childcare allowance applications, criminal record certificates, and the confirmation of resident registration.

Furthermore, the electronic public service ID card, which is known by its German acronym "eDA", includes the functions of a Citizen Card and is currently being introduced across all branches of the Austrian federal administration. The eDA is a multi-purpose smart card that, apart from serving as an official ID card, also provides electronic identification required for the use of PCs and IT processes, adds an electronic signature to e-mails and documents and can be used as an access control system to unlock doors. Moreover, since the eDA also serves as a Citizen Card, any federal government employee can use it to identify him- or herself as an authorised user of e-government services not only in his or her official capacity but also as a private individual. For more information on the concept of the Citizen Card, see [www.buergerkarte.at](http://www.buergerkarte.at).

## FinanzOnline

In 2003, *FinanzOnline*, the electronic data exchange system of the Austrian tax administration, was launched. Using Internet technology, it provides Austrian citizens, companies, professional client representatives, municipalities and many other participants cost-free around-the-clock access to the virtual tax office. It has now become possible to conveniently perform many official procedures from home at the click of the mouse without requiring any special software. A *FinanzOnline* hotline, as well as an extensive online help system, have specially been set up to assist users with any support issues. Over recent years, the Internet platform has been subject to ongoing evaluations by way of usability studies and has been further refined, adding many new features in the process. In 2007, the service portal had already attracted 1 300 000 registered users, accounting for nearly one-fourth of all taxpayers and reflecting a high rate of acceptance for virtual tax administration.

## Electronic record system (ELAK)

The electronic record system (ELAK by its German acronym) is the back-office application in Austrian e-government. Its main purpose is to improve the services of the federal administration. Thanks to the ubiquitous introduction of the ELAK in 2004, paper documents have now been replaced by electronic documents in all branches of the public administration. Internal procedures have been significantly accelerated ever since through the fully automatic processing of business and “anytime, anywhere” access to case files and documents. Alongside the clerks of public authorities, clients of the public administration are among the first to feel the benefits of the electronic record system: citizen requests can be handled faster and with better quality thanks to seamless administrative co-operation between the public authorities, but also thanks to the use of various e-government solutions, such as the option of servicing replies to official applications electronically.

## Electronic law making

The Austrian federal government launched the online publication project “*E-Recht*” in 2001 enabling an end-to-end electronic legislative process from the initial formulation of draft bills and their debate in parliament through to the official promulgation of the legal instruments online.

The essential advantage of the system is that those involved in the process work on one and the same electronic document throughout the legislative process, thereby reducing the risk of errors that used to result from entering the same texts through different interfaces. This has brought about a significant improvement in the quality of laws and ordinances. In this electronic procedure which allows the individuals involved in the legislative process to share the subjective states of the document thus ensuring the complete traceability of the origin of the texts the legal instruments are communicated online by the ministries of the federal government. Governmental decisions are sent to parliament online and, in return, the adopted laws are sent back electronically by parliament. Finally, the laws are promulgated online on the federal government’s legal information system at [www.ris.bka.gv.at](http://www.ris.bka.gv.at), which provides free access to laws from anywhere at any time. The system simplifies and standardises the procedure, ensures a certain uniformity of legislation and, most notably, speeds up the process of law making and promulgation. In implementing the “*E-Recht*” project, Austria has taken on a pioneering role across Europe in legislation and legal publication.

## ***Policy initiatives to improve service delivery to specific population groups***

A basic characteristic of any modern, citizen-oriented administration is that its organisation and procedures be fine-tuned to the needs of its customers. Calculations by the Federal Ministry of Finance attest that the bureaucracy imposes an annual burden of approximately EUR 4.3 billion on Austrian enterprises, which amounts to 1.6% of the country’s gross domestic product. To enhance Austria’s appeal as a business location, alleviate the burden on businesses in a sustainable way, upgrade co-operation between businesses and the administration, and to leverage greater transparency and efficiency in the legislative process, the Austrian federal government embarked on an initiative entitled “Reducing Administrative Burdens for Businesses”. In March 2008, the federal government adopted an initial list of measures comprising 133 projects with the purpose of reducing bureaucratic expenditure for businesses. The administrative expenses are calculated according to the Bertelsmann Foundation criteria and the internationally

recognised standard cost model. Current attempts to reduce the burden on businesses include time-saving communication of information through the use of e-government solutions and the avoidance of duplication through improved data exchanges within the administration.

In autumn 2009, a similar initiative was launched to reduce the administrative burdens for citizens. In a first step, a project was started to assemble data on the most important administrative processes concerning customer satisfaction, expenditure of time and money and areas for improvement. In a next step, the results were discussed in working groups to improve these processes and reduce the financial and temporal burden as much as possible. In August 2010 the Austrian Council of Ministers agreed on 150 measures to reduce administrative burdens for citizens that will be pursued in the coming months and years.

### **Towards a more effective and performance-oriented public service**

In Austria, a Federal Budget Reform is currently being implemented. In December 2009 its second stage was adopted by the Austrian Federal Parliament and will enter into force on 1 January 2013. The aim is to build a consistent framework which leads to improved budgetary decision making. The key features of the second stage are:

- a new budget structure;
- outcome-oriented management in public administration;
- accrual accounting and budgeting;
- performance budgeting.

A particular focus is put on performance management, especially the integration of performance budgeting as well as performance management into the budgetary decision-making process. As far as the concept for performance budgeting is concerned, Austria does not have to start from scratch. On the one hand, some performance information is already included into the budget documents; on the other hand, line ministries in some fields experimented with measuring performance. However, the aim is now to interweave input, output and outcome information in the budget documentation in a consistent and transparent manner. Outputs and outcomes will be formulated for all policy fields on all budgetary levels. At the same time, in order to avoid administrative overkill, the performance budgeting system will be designed in a way that a focus on priorities is obligatory and documentation is kept as short and simple as possible. Furthermore, a direct linkage between performance indicators and budgetary allocations, so-called “taximeter budgeting”, is conceptually and practically highly problematic and therefore explicitly excluded.

Another key feature of the Austrian Federal Budget Reform is the implementation of regulatory impact assessments (RIA), which will be obligatory for all federal regulations and projects with a high budgetary impact. It aims to not only help set and define goals for regulations and bigger projects but also to provide a model for the analysis of expected impacts.



### ***Integrating performance information into strategic and political decision making***

The information gathered through performance budgeting is, as stated above, not directly linked to budgetary allocations. However the data on input, output, outcome and performance are collected and analysed by a department for performance management at the Federal Chancellery. The data will then be published with the aim to support the national parliament with strategic and political decision making but will also be available to the public.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

In July 2008, the “Standards of Public Participation” were adopted by the Austrian Council of Ministers. They consist of performance as well as quality standards for the public administration for when and how to involve citizens to reap the highest benefits for all.

Beside this publication, two e-government applications were designed: one to support public employees with additional tools and information on citizen involvement; the other for citizens to facilitate public participation.

## **Promoting open and transparent government**

One of the most important political drivers in this area is the Austrian Federal Court of Audit. The Austrian chapter of Transparency International is pretty active in this area as well:

- making information available;
- fostering open and inclusive policy making;
- fostering integrity and transparency;
- improving service delivery.

All aspects mentioned above are included in the publication “Standards of Public Participation” that was adopted by the Austrian Council of Ministers in July 2008.

### ***Reaffirming core public service values***

The Austrian Federal Chancellery has published a Code of Conduct to Prevent Corruption that addresses all public employees with the aim to raise awareness on issues like accepting small gifts and private sponsoring to support ethical values and preventative measures. It was developed by an inter-ministerial working group.

The Code of Conduct to Prevent Corruption was also integrated in training sessions for public employees.

### ***Safeguarding integrity***

#### ***Conflict of interest, post-public employment or the “revolving door” phenomenon***

Public employees have to notify their employer of any secondary employment. In a post-public employment situation, integrity is safeguarded by the obligation of official secrecy.

The introduction of a “cooling-off period” for certain top-level public employees is currently under discussion.

#### ***Transparency on interactions between the public and private sectors***

Public procurement is currently being discussed in a working group at the highest political and administrative level.

### **Strategies for implementation**

#### ***Mobilising citizens, businesses and civil society***

There have been several public-private dialogues on reform concerning important issues like education or science with the intention of including different civil society organisations.

#### ***Fostering innovation and change in the public sector***

One key strategy for overcoming resistance in the public sector to culture change is to provide as much support and to start as early as possible when managing change processes. One example for this is the Austrian Federal Budget Reform. Its second stage will come into force only in 2013, but training and support on issues such as outcome-oriented management in public administration have already begun.

The Austrian Public Sector Award has turned out to be a very promising strategy to promote change and mobilise innovation in the public sector. It provides best practices, awards innovative thinking and fosters competitiveness when it comes to improving services for citizens.

## Belgium

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

At the federal level, the fiscal consolidation has resulted in intensifying existing efforts to improve the efficiency of the administration.

In Flanders, as a result of the New Public Management movement, the Flemish government launched a reform in 1999 for “Better Administrative Policy” (BAP or “*Beter Bestuurlijk Beleid*” – BBB). This project aimed at re-organising the core of the civil service – the Ministry of the Flemish Community – the agencies or “Flemish public institutions” and the advisory councils.

The reform included a structural change by reshuffling entities and responsibilities. Since April 2006, 13 more homogenous policy domains have been created, each consisting of a department and 1 or more (semi-)autonomous agency. A second feature was the decoupling of the policy cycle. Central departments explicitly received core tasks oriented at policy preparation and policy evaluation and were assigned the task of steering and following-up of policy implementation.

For their part, agencies became charged with tasks related to policy implementation and service delivery. The consolidation of the division of tasks between the policy fields and the political level on the one hand and between the entities within a policy field on the other hand imply a strong need for delineation of respective responsibilities and accounting mechanisms based on performance information. Greater accountability was also one of the main objectives.

Over the last two years, accountability as a driving force has also become more pressing in Flanders. The global financial and economic crisis presents significant challenges for the Flemish government.

Stringent measures were introduced in 2009 for the budget year 2010 (i.e. cost reductions) and was supposed to lead to a better situation for the budget year 2011. However, as investments should continue most savings need to be realised through efficiency gains (do more with less).

#### *Key initiatives*

The Flemish administration has a Service Delivery Charter that was adopted by the Flemish government on 15 December 2006.

With the “Flanders-in-Action” Initiative (initiated in 2006), the Flemish government aims to become one of the five most efficient and effective public organisations and regions in Europe by 2020. The initiative resulted in a new future plan for Flanders: Pact 2020. In 2008, the Flemish government established a Commission on Efficient and

Effective Government (CEEG) as a think tank and vision group to reflect on the Flemish government in 2020.

In Wallonia, the main initiative is the Marshall Plan 2.0, a huge action plan aimed at boosting the economic activity of regional companies, involving the whole government, companies and the administrations. In October 2010, an Industry Action Plan was launched to focus on administrative burdens on industry. Another notable initiative is the *Ensemble Simplifions* (“Let’s Simplify Together”) Plan for 2010-14, which includes measures and projects to reduce administrative burdens on users and to meet the objective of a 25% reduction in administrative burdens.

### *Partnerships with the private sector*

At the federal level, the social secretariats (non-profit organisations, of private law) play a role in the relations between enterprises and the social administrations. Traditionally focused on social security aspects, this role has developed even further with the Dimona applications (electronic declaration of employees by enterprises) and the quarterly electronic declaration of social security contributions.

Since 2003, the one-stop shops for businesses -- private not-for-profit organisations -- carry out registrations and other business formalities at the Crossroads Bank of Enterprises, acting as public services in those transactions.

In Flanders, public managers, university professors and leaders in industry and society are taking part in round-table discussions in the framework of the ongoing “Flanders-in-Action”/Pact 2020 Initiative in the course of 2010-11.

In addition to existing advisory councils (on socio-economic issues, on environmental and nature issues) the BBB-reform also created a number of strategic advisory councils which formulate advice on policy proposals and draft legislation. Academic experts and representatives of societal stakeholder groups and private sector organisations are members of these advisory boards.

Since 1993 there is a Flemish legal framework in order to stimulate and facilitate public-private partnership initiatives in Flanders to a maximum extent, e.g. this framework is being used in order to build new schools.

In Wallonia, within the framework of the Industry Action Plan, several roundtables are organised bringing together industry as well as the public sector in order to better understand the needs and problems of the private sector as well as the constraints of the public sector.

### *Engaging citizens and the voluntary sector*

In Flanders, Pact 2020 aims at uniting and representing all of the Flemish population. For that reason, it bears the signature of the Flemish government, the Employers and Employees Associations of the Social Economic Council of Flanders (SERV), the United Associations (voluntary sector), the ViA-steering group, and the Flemish administration. The plan will remain in force over various legislative terms of office and exert an effect throughout the whole of the Flemish society.

The plan is designed to stimulate the emergence in Flanders of the open entrepreneur and the citizen committed to learning and knowledge as member of the learning society. It is set up to turn the Flemish Region into an intelligent pivotal focus within Europe,

while simultaneously developing the institution of Flanders as an effective medical centre and as a green network of cities, a green city region.

In Wallonia, the “*Ensemble Simplifions*” Plan 2010-14 has been based on the needs and expectations of users: enterprises, citizens, non-profit organisations, local authorities, civil servants.

Information needs were collected by a 2009 survey “*Ensemble Simplifions*” which aimed at identifying the most complicated procedures in terms of relations with the administration. Providing and receiving information from the administration on procedures are the principal elements. According to those elements, the “*Ensemble Simplifions*” Plan provides a set of procedures to make communication easier thanks to better information and the most appropriate way of communication for each user (web, phone, mail, etc.).

### *Better co-ordination with local governments*

At the federal level, Belgium has developed interactive systems of information, on paper and electronically, between the federal state and the local authorities. For example, the National Register is the central collector of population registers. Local authorities remain the proximity services for the delivery of the electronic identity cards.

Local authorities handle various formalities in the name of the federal state, which gives them more and more facilities to do so (Communit E, Pension On Line,...). The Telemarc application is devoted to all services, in particular the local authorities that have to apply the public procurement regulations.

In Flanders, a process for a “Green Paper on Internal Constitutional Reform” was launched by the Flemish Minister for Public Governance and Internal Affairs in February 2010. This reform is part of the objectives set down in the Flemish Political Agreement. An independent Commission on Efficiency of Local Governments was created in order to discuss proposals from the Flemish administration and stakeholders. The “Green Paper” was adopted by the Flemish government in July 2010 and contains all 80 proposals accepted by this commission, after having been the subject of discussions in an *ad hoc* “governance forum” composed of different stakeholders.

The “Green Paper” was discussed in the Flemish Parliament in November 2010. In the course of 2011 a “White Paper” with clear objectives, and a set of clear and well-defined projects to be monitored, will be presented.

In Wallonia, several projects have been planned under the “*Ensemble Simplifions*” Plan regarding local authorities.

The objectives are the following:

- To simplify the procedures between local authorities and their users. This means helping local authorities improve their services to citizens (web sites, easier procedures, intelligent electronic forms, etc...). The strategy is to identify the most important and complicated procedures for users when they are in contact with the local administration and to help local authorities simplify them in priority by taking into account: processes, regulations, better information, sharing information, forms, and dematerialisation.
- To simplify procedures between local authorities and the Walloon Region.

### *Using e-government and cutting red tape*

At the federal level, the “Tax on web” application is a growing success. It represents a huge effort for central data collection by the public finance services through an electronic tax declaration template that is interactive, already filled-in with the data that is known by the administration, and includes a pre-calculation module.

### *E-procurement*

The Federal Public Service Personnel and Organisation launched the development and management of e-procurement tools in 2005.

For the moment, three applications have already been developed and put into production:

- e-Notification: this is a publication portal for all Belgian notices. On 1 January 2011 e-Notification became the official national platform.
- e-Tendering: this application allows: *i)* economic actors to submit electronic tenders; and *ii)* the public administration to open the tenders.
- e-Catalogue: this application allows: *i)* economic actors to upload their catalogues; and *ii)* to electronically order products from those catalogues.

Since the end of 2010, the applications e-Awarding (evaluation of the tenders) and e-Auctions (management of price-based auctions) have been operational.

The introduction of e-procurement gives both economic actors and public administrations many advantages. Submitting an electronic tender is an example of administrative simplification and the use of an auction is an example of more open competition.

All applications are developed with open source and are made available (without extra cost) to other levels of authority. For the moment, agreements exist with the Flemish, Brussels and Walloon governments. This is an example of a win-win situation: a single platform exists for economic actors (this is an important issue) and the public administrations only have to develop and maintain one platform.

In line with several EU policies (Lisbon Strategy; Sustainable Development Strategy, Better Regulation Agenda; E-government Action Plan), the Flemish government has developed initiatives and programmes to reduce administrative burdens and enhance the use of e-government applications. In 2005, the Regulatory Management Unit initiated a compensation rule and, more recently, zero measurements and reporting on administrative burdens related to Flemish legislation for several policy domains. This work has led to specific action plans and administrative burden reduction projects in a number of policy fields. Furthermore, in December 2010, a more horizontal action plan, *inter alia*, on reducing administrative burdens was adopted by the Flemish government. This plan aims to enhance the use of ICT and e-government applications. A major development of the E-government Unit is the Flemish Integration Platform as part of a general approach to integrate customer services as well as minimise administrative burdens.

In Wallonia, the “*Ensemble Simplifions*” Plan 2010-14 is dedicated to the reduction of administrative burdens. One important part of the plan consists of the development of e-government applications or tools (electronic signature, personal account “My Personal Space”,...) that allow not only digitised procedures for users but also sharing information

between administrations themselves (following the principle of “authentic sources”). Users will have to give information only once. The plan should lead to a “Walloon information bank” making this sharing of information easier.

Some examples of projects under this action plan:

- simplification and digitisation of the environment permit for companies;
- a personal space/account on the Internet for users. It should allow companies to follow the progress of their personal files within the administration;
- form simplification and digitisation (intelligent forms) and the possibility of electronic signatures.

### ***Policy initiatives to improve service delivery to specific groups***

At the federal level, the services in charge of diversity systematically examine all processes related to human resources management and the organisation of the civil service in order to detect possible discrimination based on sex, ethnic origin, disability, etc.

Specific efforts are made, for instance in recruiting civil servants, to ensure that all the specific population groups have an equal chance by: checking the cultural neutrality of the selection tests (“test the test”); organising an “Ethnotour” of Belgium, in partnership with associations which represent people of foreign origin, in order to inform this public about the conditions of access to the civil service; offering reasonable adjustments and individual support to people with a disability during the selection procedure; opening up the access to candidates who do not have the required diploma but who obtained an equivalent certificate delivered by the federal selection office (“previously acquired competences”), based on the competences and experience acquired.

Other actions concentrate on training (specific diversity training courses) or the development of a diversity charter, for example.

A specific effort has been made to encourage women with managerial ambitions to become aware of their competences, increase their participation in management selections, and make the selection procedure more transparent. A dedicated network has been created, called Felink, which supports women in the development of their own network and in their professional fulfilment. An assessment of managerial competences allowing women to become aware of their qualification level is being organised.

Yet another example is the development, in collaboration with associations and experts, of a procedure to evaluate the knowledge of sign language and to grant certificates.

In Flanders, examples of targeted user groups of e-government applications include students (allowances), farmers, consumers (energy), citizens (subsidies), etc.

In Wallonia, the “*Ensemble Simplifions*” Plan identified five targets: companies, citizens, local authorities, non-profit organisations and civil servants. Projects have been selected for them to simplify and reduce administrative burdens.

For companies:

- simplification and digitisation of the environment permit process;
- simplification of the town planning permit (building) process;

- online registry of grants for companies (all the information regarding grants on the Internet).

For citizens:

- harmonisation and simplification of subsidies for energy and accommodation;
- simplified procedures for disabled people: better information and data sharing between public services devoted at helping disabled people.

For local authorities:

- the simplification and digitisation of the supervision authority procedure: most official decisions made at the local level must be controlled by the regional level. The current process of sending the local decisions to the region is mainly paper-based. A pilot project is currently being tested to digitise this process and allow the electronic exchange of documents and information. In parallel, the whole process has been analysed and is currently being simplified.

For non-profit organisations:

- simplification of processes of subsidies allowance;
- creation of a registry of employment in non-profit organisation.

In addition, analyses such as the Standard Cost Model have been done on some of these procedures to measure the administrative burdens and to find the most efficient ways of reducing them.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

In Flanders, as part of the “Better Administrative Policy” (BBB) reform, performance contracts are used as a more results-oriented system of control and accountability between the Flemish government and its public bodies. Explicit standards and measures of performance are negotiated and agreed upon with the minister. Long-term strategic engagements are defined in a five-year management contract. Annually every department or agency also formulates a business plan with operational goals and targets. The use of management contracts comes together with a report obligation. Each department or agency is required to report its realisations by 31 March of the following year to the minister. To be able to steer organisations on goals and results and focus on outputs and outcomes the management contracts and business plans must contain enough quantitative and measurable targets.

The BBB reform still raises questions about the delegation of tasks, quality control, accountability mechanisms and provision of policy and management information. Different entities within the Flemish administration are looking for solutions and are setting up systems for strategic planning, monitoring and evaluation.

In 2008, the Department of Public Governance launched a management system “MODO”. The MODO project refers to an integrated set of processes and tools that the organisation uses to develop its strategy, translate it into operational actions, and monitor and improve the effectiveness of both. In 2010, the MODO management system was commonly known and used at all organisational levels (entity, sections and individual workers) for planning, monitoring and reporting. The start of a new policy and



management cycle (a new policy paper for the period 2009-14, second generation of management contracts for the period 2011-15) was taken as an opportunity to fine-tune the pilot version of the planning and monitoring system and to take into account the lessons learned so far. The policy objectives from the policy documents can also be consulted in MODO by the political level and thus constitute usable input for future policy formulation.

In 2008, the Flemish government established the Commission on Efficient and Effective Government (CEEG). In May 2009, the commission published a final report on “Decisive Government in Flanders”, proposing 5 strategic goals and 28 breakthroughs in 10 policy domains. At the same time, the commission developed specific key performance indicators (KPI) for each domain, which will lead to the measurement of further advancement in efficiency and effectiveness. The outcome of the commission resulted in a Multi-Annual Programme (MAP) on “decisive government” (2009). This multi-annual programme is based on four strategic objectives:

- by way of an internal constitutional reform and partnerships on each governance level, striving for less governance pressure and more value for each;
- increasing the power of adaptation in order to do more with less;
- improving client oriented service by innovating procedures and instruments;
- improving the ability to find solutions, in order to cope with the challenges of society and raising the level of trust and satisfaction of civilians, organisations and enterprises, in combination with more responsibility.

The Flemish Multi-Annual Programme will be realised through 12 organisation-wide key projects, the emphasis being on co-operation, efficiency, quality and effectiveness.

In Wallonia examples include the Marshall Plan 2.0 and the AVANTI plan (see below).

### ***Integrating performance information into strategic and political decision making***

The Federal Public Services have launched a new type of strategic document, the “administration contract”. This instrument is signed by both the minister and the head of the administration. It details the strategic and operational objectives of the organisation in measurable indicators for services. The indicators will serve as a basis for evaluating the results of the organisation.

In Flanders, the policy intentions of each Flemish minister (e.g. for Public Governance) are captured in a long-term policy paper (for a period of five years, which is the term of the legislature of the Flemish government) and annual policy letters that contain the more detailed implementation intentions and measures of the policy paper. The systematic monitoring of the intentions and actions as stated in these policy documents should enable the political actors to have an overview of the progress of policy implementation.

On 25 September 2009 the Flemish government adopted a monitoring instrument in order to monitor the implementation of the Government Agreement (2009-14) and the “Flanders in Action” initiative, as the objectives of the latter form the basis for the Government Agreement. Eighty-eight strategic objectives with a huge societal impact are being implemented by 335 projects as approved by the Flemish government on

21 May 2010. The first Monitoring Report on 8 October 2010 revealed that the realisation of 95% of the projects is on track.

Next to this new instrument, various other Flemish reporting instruments exist, such as the Flemish Regional Indicators (VRIND), the Monitor on Sustainable Development, the Urban Monitor, etc.

Wallonia: DPR (Regional Policy Declaration), AVANTI Plan, operational plans implemented by the Directorates General. All major plans are regularly monitored and reported on by the Walloon government (e.g. Marshall Plan 2.0, the *Ensemble Simplifications* Plan, etc.) and, once completed, are assessed by an independent external agency.

Likewise, indicators are specified for each action, and an evaluation of the *Ensemble Simplifications* Plan will be carried out once it has been completed in 2014, in collaboration with the Institute of Statistics. These indicators are designed to measure the situation at a given moment in time and to track changes in terms of simplified procedures at a later point in time. This evaluation will in particular require users to be consulted to check that administrative procedures have indeed been simplified between the two given points in time.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The Belgian federal organisations have been investing in monitoring citizens' opinions of services. The satisfaction survey is the preferred tool for capturing customer feedback, whether it is carried out immediately after the service is delivered or on a more recurrent basis. A broad programme supporting complaints management across the federal administration was also launched in September 2009. In one year, 40% of federal organisations have adopted, or are about to adopt, the proposed common approach to listening to citizens.

In Flanders, the new [www.i-vlaanderen.eu](http://www.i-vlaanderen.eu) website aims at gathering citizens' input, proposals and reflections about innovative ways for more interactive and transparent policy making. Also, the new draft Flemish Strategy for Sustainable Development contains a chapter on governance beyond government and looks for other innovative governance approaches as part of its ambitions regarding transition management.

The main benefits should become clear during the coming years once the major projects of the Multi-Annual Programme (MAP) on "decisive government" have been realised.

In Wallonia, in order to define an Action Plan in line with users' expectations, a survey was conducted in the summer 2009 among companies, citizens, local authorities, non-profit organisations and civil servants to identify the most complicated procedures and those which had to be simplified first. In addition, the government collected the opinions of several users selected to reflect the views of the society.

During 2010-14, small surveys will be regularly carried out to collect opinions and levels of satisfaction from users, thanks to the web site [www.ensemblesimplifications.be](http://www.ensemblesimplifications.be), such as a survey regarding local authorities and their simplification priorities.

## Promoting open and transparent government

### *Key initiatives*

At the federal level, two major legislative texts have an impact on ethics:

- the law of 11 April 1994 on publicity within the administration;
- the law of 29 July 1991 on the formal motivation of administrative acts.

In 2007, the Council of Ministers decided to organise a global policy on integrity within the federal administrative civil service. The Bureau for Administrative Ethics and Deontology has been charged with the implementation of this policy. The access to and availability of public information is regulated in Flanders by law (Decree of 26 March 2004). The implementation of this decree was evaluated in 2009 and revealed no particular problems.

Fostering open and inclusive policy making includes several approaches and initiatives. The general legislative process includes the consultation of strategic advisory councils. At an earlier stage, after setting the agenda, it is becoming increasingly common to hold consultations with stakeholders or target groups regarding a particular policy proposal. A number of regulations regarding planning procedures include a mandatory “consultation of the public” phase. The Regulatory Management Unit is developing new consultation approaches as part of an improved regulatory impact assessment system. The last report of the Flemish Ombudsman (2010) contained recommendations on, *inter alia*, better early accessibility of public information, legal certainty, improved service delivery and more participatory policy making. In a number of these recommendations the need for increased use of ICT is mentioned. The latter is also included in the proposals on governance in the new draft Flemish Strategy for Sustainable Development to be adopted in 2011. The “Policy Brief 2011” of the Flemish Minister for Public Governance addresses these issues, including new measures on the development of ICT and e-government applications.

In Wallonia, the focus is mainly put on the transparency and the efficiency of the administration towards users thanks to the availability and quality of information. Better information and communication with users is one of the objectives of the Walloon government in its simplification Action Plan. Information must be available for users through several channels (phone, web, documents, etc.), clear, easy to understand and written for the user. Users should be given the possibility to know the status of their administrative file as it progresses through the different steps of a procedure. An analysis grid has been developed and tested in order to assess the relevance, feasibility and risks linked with such transparency. In a second phase, this will be applied to administrative measures.

### *Impact on trust in government*

The federal policy on integrity contributes to safeguarding and improving the trust of citizens in the functioning of the civil service, by fostering ethical behaviour in all civil servants. Values and norms play a central role in those matters, for instance, the need to serve the general interest and not individual interests.

For the Flemish government, maintaining trust in government is an ongoing challenge for public administrations too. The use of the existing instruments, described above, requires regular evaluations and, if necessary, improvements. The further implementation

of the Multi-Annual Programme (MAP) on “Decisive Government” will be essential to create a stable setting for a reliable government.

In Wallonia, more time is needed to measure the change in trust in government. Currently the notion of trust is taken in a different way, i.e. how to establish a trusting relationship between administrations and users. In line with a priority set by the government, the administration works on the “trust principle”, trying to assess under which conditions it is feasible, relevant and not too risky not to ask, *ex ante*, for pieces of evidence but to trust users to do what they have said they will do, for example, when installing a new heating system or energy efficient windows. The administration can control them, *ex post*, in a more appropriate way. An analysis grid has been elaborated and is currently being tested on several processes.

### ***Reaffirming core public sector values***

Core values remain fundamental in the Flemish public administration, and the ongoing projects of the Multi-Annual Programme on “Decisive Government” should improve their implementation, as the quality issue is considered as important as efficiency and effectiveness.

In Wallonia, simplification is clearly a strategic priority for the Walloon government. It is an obligation (towards users, and in relation to the European context, to reduce administration costs by 25%); it is a need for more efficient and productive public services in a difficult economic context and it is an opportunity for administrations to rethink their processes in a more adequate way in order to answer users’ needs and expectations.

The government highlights the following:

- everyone must be concerned;
- think as a user;
- learn to know each other;
- trust users;
- think about the way we do things;
- be transparent;
- share information;
- simplify processes before developing IT applications;
- make the difference between exceptions and generalities, and
- communicate.

A real and practical reduction of administrative burdens for users is a challenge. To realise this final objective, all aspects need to be taken into account: burdens on users, change management, change in regulations, need for communication and learning, etc.

### *Safeguarding integrity*

Several instruments have been developed at the federal level:

- an adapted civil servant statute and the publication of a code of ethics;
- a manual for handling conflicts of interest (self-evaluation by civil servants) was published on the web in 2009;
- possibility to solicit (within 30 days) non-compulsory advice of the Bureau for Advertising and Ethics in matters of conflict of interest;
- training courses for the administration (general courses, conflict of interest, ethical dilemmas, deontological guidelines, integrity policies, etc.);
- a law proposal on whistle blowing (June 2010);
- publication of a circular (June 2010) concerning a declaration of honour on conflict of interest in public tenders.

The federal administration is trying to build what is called “my glass-house web”.

For several decades, federal government departments have developed large databases containing data of sufficient quality for it to be made available to other services and individuals for their own needs. Public authorities also wanted to provide citizens with the means of gaining greater access to this data.

Four examples of computerised applications contribute to this “glass house web”.

- MY MINFIN, a platform for exchanging data between the tax authorities and taxpayers, which should also facilitate electronic processing, provide a tax schedule, allow taxpayers to fill in and submit an income tax return and follow the administrative process of their declaration.
- MON DOSSIER, a personal file, which provides citizens online access to their personal data from the National Register, and enables a reusable extract and an audit trail of the organisations that have looked at a personal file, to be provided.
- PRIVATE SEARCH, in addition to the Public Search of the Crossroads-Bank of Enterprises (CBE), which allows an enterprise to check all the data that the CBE holds on it, to print an extract, and to have the data corrected by the same means.
- MY PENSION, a computerised tool which provides access to personal files and advance information about the awarding of a pension.

Access begins with authentication by electronic identity card (or a token) and not by a request in writing, which was the situation before.

The Flemish administration has a special Integrity Co-ordinator who develops and supports integrity activities, including information sessions and advice. Specific guidelines – developed in collaboration with the Internal Audit Office of the Flemish administration – are available.

Senior managers as well as politicians need to fulfil the requirements of Belgian legislation (1995) regarding the declaration of their assets.

The possibility for former ministers to exercise professional activities in the private sector immediately after their resignation is only marginally limited and regulated by law (i.e. by a protocol of 3 February 2003 signed by the chairpersons of the federal legislative chambers and of the parliaments of the federated entities on the one hand, and by the chairpersons of the federal government and of the governments of the federated entities on the other hand).

Other Flemish institutional arrangements dealing with service delivery that may include integrity features are the Flemish Ombudsman (and Unit) and the Complaints Management Approach. Both are regulated by decrees (1998, 2001).

Public procurement legislation is federal (Belgian) legislation. Within the Flemish Public Governance Department an e-Procurement Team is working on innovative approaches which also ensure greater transparency on public procurement contracts.

The Flemish practice of policy making traditionally includes a lot of consultation. The creation of new strategic advisory councils has further formalised this approach and offers a transparent way to address the particular concerns of societal stakeholders and private organisations regarding policy initiatives and proposals.

## Strategies for implementation

### *Mobilising citizens, business and civil society*

Under the Flanders in Action Initiative (ViA), the Socio-Economic Forum gathered all responsible social partners “captains of society” to engage in round-table discussions. As a result of this successful action, the Flemish Region very quickly gathered impetus. At the Forum of 2008, the Flemish government and its social partners took the initiative towards a new future plan for Flanders: Pact 2020. On 20 January 2009, nearly 1 000 stakeholders were informed of the new plan. The Flemish public authorities do not hold the monopoly on ensuring more efficiency and effectiveness. The contribution of local administrations, social partners and society, and the development of broader social support are also essential. Furthermore, good co-ordination is required between the Flanders long-term objectives in the ViA breakthroughs and the Pact 2020 objectives, as well as complementarity between other processes being implemented as part of the Government Agreement.

Within that framework, the Commission on Efficient and Effective Government ensures, among other things:

- Input to the “Council of the Wise” monitoring the implementation of the strategy set within the framework of ViA and the Pact 2020.
- Alignment of the activities of the Commission on Efficiency Gains and Local Administrations and other consultative bodies within the broad framework of decisive governance. The CEEG appoints a representative who acts as a sounding board for the project internal reform of the federated state in the Administration Forum.
- Consulting the various monitoring bodies, e.g. the Court of Audit.

In Wallonia relevant initiatives include:

- Industry Action Plan: roundtables with enterprises;
- *Ensemble Simplifions* Plan (Let’s Simplify Together):

- *Ensemble Simplifions* survey in 2009 to design the plan;
- *ad hoc* surveys during the implementation phase of the plan in order to collect data on users' opinions and satisfaction ratings, particularly through the web site created for that purpose: [www.ensemblesimplifions.be](http://www.ensemblesimplifions.be).

### ***Fostering innovation and change in the public sector***

In several cases, civil servants have been associated with developing strategy. For instance, strategic plans have been based on staff proposals for improvement emerging from organisational self-assessment using the Common Assessment Framework (CAF). This considerably reduced the resistance to change among personnel.

In recent years it became obvious that “cultural factors” also play an important role. In Flanders, this was not taken into account in the BBB reform, nor in the following years. This factor is extremely important as a “third pillar” along with the organisational and process pillars, in creating a smoothly functioning organisation. This third pillar should be part of the “government governance”, demonstrating that government governance starts in the minds of staff, and is implemented through re-organisation and re-processing, which is still considered a problem. An element of this work towards a different culture concerns the relationship between the cabinets of the Flemish ministers and the top managers of the administration (departments/agencies). In 2009, a Charter was agreed which outlines the basic principles and practices for this relationship. As an element of the HRM policy, innovation and quality issues are addressed regularly, including networking events and awards.

In Wallonia, the “*Ensemble Simplifions*” Plan and the Industry Action Plan have been created in a context of modernisation and fusion of the Walloon administration (*Service Public de Wallonie* – SPW). In this context, the government and Easi-Wal, charged to put in place the 2010-14 simplification strategy, choose to closely associate administrations to these plans. The strategic plans of the administrations are related to the “*Ensemble Simplifions*” Plan because both have the same guidelines. In consequence, administrations are more implicated in the simplification process. In addition, the government presented the simplification as a priority for the administration's top management. Both plans and actors are then concerned by the same objectives.

### ***Co-ordination across ministries***

At the federal level, exchanges of best practices are organised in different ways. The annual national quality conferences have become, in the last few years, a moment for the services to present their greatest successes. Another way is networking: several networks are active such as the network of the heads of administrations and the network of the head of services responsible for personnel and organisation.

A major effort in internal communication and mobilisation has been made through a civil servants' journal; a website specifically dedicated to the information and needs of civil servants; brochures explaining new aspects of the organisation or human resources management, and e-communities built around the interests of specific functions. Training courses have also been systematically developed to accompany the developments.

In Flanders, one of the main goals of the “Better Administrative Policy” (BBB) reform was to enhance transparency and co-operation among departments and agencies. This remains a challenge as, *inter alia*, the more horizontal setting of the Flemish administration has created additional incentives for direct links between the top manager

and the competent minister. But the MODO instrument is a way to address this challenge. In 2009, MODO was applied for the first time within the Department of Public Governance. In 2010, the political level requested the further implementation of the system throughout the public governance policy area. This trend fits with the post-New Public Management concept of reducing fragmentation through further structural integration.

Furthermore, by giving the Board of Administrators-General (a formally established supreme council containing a limited number of top managers of agencies and departments) formal decision-making power the Flemish government has given its administration the means to improve horizontal co-operation. The need to rationalise certain functions (e.g. management supporting functions) as well as the present hiring freeze offers opportunities for enhanced co-operation between policy domains.

For the French Community, the ministry has developed the API Plan, aimed at mobilising staff on values to be defined together, to integrate their actions in a global dynamic, to make each agent accountable in function of his competencies and to assess his results in relation to fixed objectives.

The main guidelines of the operational plan developed for the ministry are to move together in the same direction, to be more efficient, to be better recognised, and to be of better service to the citizen.

The implementation of the first operational plans in the Ministry of the French Community should start embedding the organisation in a new dynamic focusing on accomplishing a double objective: the first objective is that each woman, man and young person be the master of their destiny, and able to build their life around their aspirations and to use their talents in the best possible way. This guideline covers all the actions of the ministry, through all its competencies. Second, the staff of the ministry has the responsibility to reinforce the institution that speaks for all the people of the French-speaking Community of Belgium. The French Community is a fundamental pillar in the Belgian institutional landscape. It is an essential objective to reinforce its legitimacy and efficiency.

To realise those two fundamental objectives in an optimal way, the ministry needs to modernise. This is the ambition of the API Plan. This plan develops in six strategic axes:

1. To improve everyone's place within the ministry.
2. To make of the ministry a real organisation rather than a collection of services.
3. To make of the ministry a real partner of the government.
4. To optimise relations with privileged partners in order to improve everyone's efficiency.
5. To be of better service to citizens and to the actors within each sector of its competency.
6. To be an actor in the regional development of Brussels and of Wallonia.

In Wallonia, in addition to the operational plans implemented by managers from the administration mandated for a period of time equivalent to the legislative term and subject to evaluation, as well as the target contracts for Inspectors-General (level n-1 in the administration), Wallonia's Strategic Plan for Public Service, known as the AVANTI Plan (*Allons vers une Administration Nouvelle Transversale et Innovante* – Let's move



towards a new, cross-cutting and innovative administration) sets out the lines of approach of the Walloon government's Regional Policy Declaration with regard to the civil service.

Drawn up in June 2010, this over-arching plan covers all services provided by the Walloon Public Service and by the administration's Strategic Committee, and through its implementation, ensures that policy goals are met as efficiently and effectively as possible.

For the Strategic Committee it represents the blueprint which is translated into the operational plans administered by the mandated managers and into the actions pursued by the directorates-general from the standpoint of the management of services. This plan provides a cross-cutting line of action and ensures greater consistency across different entities. It is a tool for guiding action at the disposal of the government and the Strategic Committee of the administration. It integrates both administrative simplification and sustainable development measures and is deployed along eight strategic lines of approach that integrate the administration's desire to provide a civil service whose performance meets the highest standards:

- development of a genuine human resource policy;
- identification of values and development of a sense of belonging;
- optimum control over different activities;
- results-oriented;
- quality-oriented;
- oriented towards efficiency and effectiveness (in particular through the use of new technologies – ICTs);
- search for cross-cutting measures and collaboration between departments (directorates-general), and
- an ability to make strategic proposals to the government.

## Brazil

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

Brazil had already made relevant adjustments to its fiscal policy before the beginning of the international crisis, which cushioned its effects. This allowed the country to adopt important counter-cyclical measures and policies, such as tax reductions for products in industries that have a great impact on the economy (such as car manufacturing and home appliance industries), and even to launch a programme (*Minha Casa, Minha Vida*) to construct 1 million homes per year for low-income families, which is perhaps the largest programme of this nature currently in progress in the world.

#### *Key initiatives*

##### *Partnerships with the private sector*

In the *Minha Casa, Minha Vida* programme, the houses are being built by private contractors. In addition, the Growth Acceleration Programme, or PAC in Portuguese, relies on the same type of arrangement to build roads, power plants and other large-scale projects in infrastructure.

##### *Engaging citizens and the voluntary sector*

From 2003 to 2009, the Brazilian federal government organised 60 national and international conferences on a wide range of public policy areas, gathering 4 million people from the public sector, voluntary sector and citizens, and bringing society closer to the production of public services.

The Economic and Social Development Council is another good example of government efforts to engage citizens in the discussion of public policies. The most important among many councils in the federal government, it was created in 2003 to provide an institutional arena for discussing development issues between the government and society, including workers, businesses, social movements and specialists in specific fields of knowledge.

The central government has also determined that agencies delivering services to the public must issue their Service Charter, listing the services provided and the quality standards citizens should expect in their delivery. That, along with polls to gauge the standards of citizen satisfaction about public services and the creation of about 150 ombudsman offices in government agencies, provides citizens with the information and means they need to demand quality in service delivery.

### *Better co-ordination with local governments*

Co-ordinating with local governments is no easy task, especially in federal systems like the Brazilian one. But over the years, the country has managed to successfully put together important public policies and deliver some of the most relevant public goods in articulation among central government, state governments and municipalities.

That is the case of Unified Health System (SUS), one of the world's largest public health systems, providing 180 million Brazilians with consultations, exams and hospital care; SUAS, the Brazilian social assistance system; and SUSP, the public safety system.

Apart from the systems, there are programmes that require strong co-ordination among the three levels of government, such as the Education Development Programme (PDE) and the Pronasci, a comprehensive programme which articulates many kinds of social action to reduce violence in the country.

### *Using e-government and cutting red tape*

The massive use of the Internet for public procurement (70% of all goods and services bought by the central government in 2007) is saving the country about 20%. E-procurement is the cheapest, fastest, safest and most transparent way to buy goods and services, making it possible for even the smallest companies to participate.

Brazil is also in the final steps of developing an integrated system to open, close, change and regularise businesses all over the country, so that companies do not have to gather lots of documents and go to many different agencies to do it. They will soon be able to do it all on the Internet without bureaucracy.

Another important measure in this field is an Internet-based system that facilitates the central government's relation with states and municipalities by simplifying the decentralisation of resources, making it more transparent and integrating government action within the territory. The system brings together on a single web portal programmes that were scattered among several ministries. It also organises state and municipal demand, making it easier for the central government to direct its action.

It is also worth mentioning the effort to prevent government agencies from asking citizens for documents containing information that other government agencies already possess.

### *Policy initiatives to improve service delivery to specific groups*

Over the past eight years Brazil has created and restructured government agencies devoted to gender, race and indigenous issues, with an important impact on public policies and services targeted at specific population groups. The work performed by the Economic and Social Development other Councils mentioned above has made policy makers even more sensitive to the needs of those groups.

## **Towards a more effective and performance-oriented public service**

Under the Growth Acceleration Programme (PAC), the resources used and goals achieved are intensely monitored, with implications for managers if results are not satisfactory. With intensive monitoring, any obstacles can be dealt with immediately and removed in due time.

There has also been an effort to revise and improve performance evaluation procedures for civil servants and institutions, as well as discussions of proposals in terms of performance pacts with government agencies (which are allowed more autonomy in terms of management since they reach certain performance goals) and performance gratification.

### ***Integrating performance information into strategic and political decision making***

In the case of PAC, which involves huge infrastructure projects, whenever performance is not satisfactory, there are immediate adjustments to put projects back on track.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The involvement of citizens makes them not only capable of making more consistent demands and complaints, but also makes them, to a certain extent, co-responsible which is the ultimate involvement. This is good for everyone because it allows much needed qualified social debate about public policies and public service delivery.

## **Promoting open and transparent government**

### ***Key initiatives***

#### ***Making information available***

The federal government has proposed a bill to the Congress on access to public information and has launched the Transparency Portal (see below), among other initiatives.

#### ***Fostering integrity and transparency***

The Office of the Comptroller General (CGU) has made an invaluable contribution in this field, defending public assets and enhancing management transparency through internal control activities, public audits, corrective and disciplinary measures, preventing and combating corruption, and co-ordinating ombudsman's activities.

One of CGU's most important initiatives was launching the Transparency Portal in 2004, to allow public managers and citizens to more easily follow up on the financial execution of all programmes and actions of the federal government.

Other related initiatives include the Public Ethics Commission (Presidency), the Ethics Management System (agencies) and the Code of Conduct for the Senior Civil Service.

#### ***Improving service delivery***

Decree 6.932, issued in 2009, made it mandatory for government agencies providing services to citizens to simplify procedures and provide higher standards of quality. Important improvements have been made since.

As mentioned above, the central government has determined that agencies delivering services to the public must issue service charters, listing the services provided and the quality standards citizens should expect in their delivery. That, along with polls to gauge citizen satisfaction with public services and the creation of about 150 ombudsman offices in government agencies, provides citizens with the information and means they need to demand quality in service delivery.

There have also been important improvements in terms of e-services, including some related to social security and retirement, to passports and to income tax statements and information.

### ***Impact on trust in government***

Although this is very difficult to measure, the expressive rates of government approval shown in polls conducted by different institutes are an indication that trust in government is increasing.

The efforts to make public administration more professional and objective, along with the initiatives in terms of integrity and transparency mentioned above, are helping to reaffirm core public service values.

### ***Safeguarding integrity***

*Conflict of interest, post-public employment or the “revolving door” phenomenon?*

The Office of the Comptroller General and the Public Ethics Commission have been working on related policies.

### ***Transparency on interactions between the public and private sectors***

E-procurement (mentioned above) is one of the main practical examples in this field.

### ***Lobbying***

The federal government is drafting a bill on lobbying to be sent to Congress shortly.

## **Strategies for implementation**

### ***Mobilising citizens, businesses and civil society***

A national network developed around a federal programme for improving public management and cutting red tape (Gespublica) has been very active in the discussion of reforms. The network involves civil servants, businesses, the third sector, academia, students and citizens in general. 2009 was declared “National Public Management Year”, and the network has been growing since.

The states and the federal government are actively discussing the reform agenda within the National Council of Administration Secretaries (CONSAD), a council of state-level secretaries of management (the Brazilian territory is divided into 26 states and the Federal District). The CONSAD has taken the debate to a wider public by organising national conferences on public management. The Latin American Centre for Development Administration (CLAD) has also been making an invaluable contribution to the debate on the reform agenda all over the region.

***Fostering innovation and change in the public sector***

Three factors of innovation have been paving the way for cultural change in the public sector. One of them is endogenous, consisting of recruiting (through public competition) better paid, more qualified personnel, who tend to be more open to change; and giving continuous training to those recruited before this policy was put in place. The second is exogenous, with 30 million Brazilians rising to the middle class, growing ever more conscious of their rights and demanding more and better public services. And the third comprises the accelerated development of technology, which requires quick adaptation by the public sector.

***Co-ordination across ministries***

One of the biggest challenges is co-ordination, given the inter-disciplinary character of public policies. Some government agencies may still display very vertical organisational structures, but public policies do not fit single “boxes”, so integrated action among ministries must be improved.

## Canada

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

In response to the global financial crisis and its aftermath, the government of Canada has put in place significant policies. Canada is on track to recover from this crisis, powered by one of the strongest economies in the industrialised world.

In Budget 2010, the government of Canada outlined its plan to manage spending in the current environment of fiscal restraint. This plan includes a series of short-term, targeted measures to reduce the federal deficit over the next few years. At the same time, Budget 2010 directions reflect a longer term view of ongoing effective management of resources, which involve continuing, and in some cases, augmenting, several key expenditure management tools designed to ensure that spending is efficient, effective and targeted to the priorities of Canadians.

In this regard, Canada committed to a three-point plan for returning to a balanced budget: *i*) continuing with the implementation of the Economic Action Plan (Canada's stimulus package); *ii*) restraining spending through targeted measures (e.g. reducing the rate of growth of expenditures and increasing efficiency, while reducing the rate of growth in the size and operations of the public service); and *iii*) undertaking a review of government administrative functions and overhead costs to identify opportunities for additional savings and improving service delivery.

In addition to directing investment toward job creation and economic growth, the underlying approach is a systematic and rigorous examination of programme funding and departmental spending to ensure value for money and tangible results for taxpayers. Moreover, key in the design of the above-noted targeted measures is departmental flexibility: while the overall spending limits have been set for departments, departmental managers have been provided with the flexibility to develop ways to respect the restraint objective as best enables them to deliver on programme mandates. Notably, the government has chosen not to impose a hiring freeze or wage restraints on the public service, recognising that a highly talented and motivated civil service is key to successful public policy, and that targeted recruitment is necessary to effectively deliver on programme and service obligations.

#### *Key initiatives*

There are a number of key government initiatives aimed at improving the delivery and/or the quality of services to Canadians.

### *Administrative Services Review*

The government of Canada recently launched an **Administrative Services Review** (ASR) to improve access to government services for citizens and reduce delivery costs, while simplifying and standardising generic administrative functions so as to reduce the overall administrative footprint. Implementation of this initiative will be informed by consultations with private sector experts and key government officials.

Canada has also undertaken targeted initiatives to improve service delivery in partnership with the private sector, voluntary organisations and other jurisdictions as the following examples demonstrate.

### *Public-private partnerships*

In an increasingly competitive global environment, governments around the world are focusing on new ways to finance projects, build infrastructure and deliver services. In addition to maximising efficiencies and innovations of private enterprise, public-private partnerships (PPPs) can provide much-needed capital to finance government programmes and projects, thereby freeing public funds for core economic and social programmes.

Canada has developed considerable expertise in the PPP field, both domestically and internationally, and increasingly through co-ordinated provincial programmes. Indeed, PPPs have become a successful vehicle to deliver public services in over 25 distinct sectors, at all levels of government, and make a valuable contribution to Canada's economic health.

### *Citizen-oriented service delivery*

Enabling innovation and a client orientation in service delivery is a critical goal for Canada. The federal government and most provincial governments have introduced integrated service delivery organisations, the latter owing partly to the fact that provinces are responsible for many service delivery areas. The provinces have encouraged pilot initiatives in their jurisdictions. There has also been success in working across jurisdictional boundaries in Canada, by integrating, streamlining or aligning services from several levels of government. Canada is one of the leaders in integrated service delivery, and an early adopter of data-driven approaches through the use of **Citizens First surveys** which, since 1998, have measured citizen expectations, satisfaction levels, and priorities for service improvement. They have allowed government to analyse progress over time and provide a baseline for cross-jurisdictional benchmarking.

In addition, **Service Canada** continues to provide Canadians with simple, obstacle-free, channel-of-choice paths to better access a broad range of government information, programmes and services. The Service Canada approach is a key element in advancing a government-wide, co-ordinated service delivery strategy. This approach is supported by a framework of service excellence which sets out the criteria and expectations for meeting the needs of citizens and their communities as well as performance management measures, and the continual assessment of business processes. Additional information on Service Canada is available at [www.servicecanada.gc.ca/eng/home.shtml](http://www.servicecanada.gc.ca/eng/home.shtml).



### *Engaging citizens and the voluntary sector*

The government of Canada is committed to finding new and innovative ways to consult with and engage citizens. The Consulting with Canadians website ([www.consultingcanadians.gc.ca](http://www.consultingcanadians.gc.ca)) provides citizens with single-window access to a list of consultations from certain federal departments and agencies. Citizens may view current consultations and options for their participation.

Canada's regulatory process is another key area in which citizens are directly engaged. The regulatory policy requires that federal departments and agencies demonstrate that Canadians have been consulted and that they have had an opportunity to participate in developing or modifying regulations and regulatory programmes.

Pre-publication in Part I of the *Canada Gazette* gives various interested groups and individuals, as well as Canadians in general, a final opportunity to review and comment on a proposed regulation at the last stages of the regulation-making process, before it is enacted and published in Part II of the *Canada Gazette*.

Pre-publication also provides interested parties who were consulted at the beginning of the regulatory process with the opportunity to see how the final draft proposal is in keeping with previous consultation drafts.

### *Using e-government*

With the advent of new technologies that make document distribution on the Internet more cost-effective, many governments are moving relevant documentation and data online, thereby enabling public access. The concept of e-government supplements this access, also known as proactive disclosure in Canada,<sup>1</sup> with an interactive component to allow citizens to provide feedback on various issues ranging from individual service to statistics.

Another associated term is “Government 2.0”, which includes the use of Web 2.0 technology and social media, combined with process and policy changes to allow government to more effectively serve citizens. In recognition of the importance of a consistent approach to the introduction of these new, social technologies into government structures and operations, Canada has begun work to develop a government-wide Web 2.0 strategy.

### *Cutting red tape*

Governments have the potential to be key drivers of, or obstacles to, business success. The quantity and quality of the public goods and services that government provides, and the regulatory, reporting and other administrative requirements it imposes have consequences, intended and not, on businesses and for Canadians. Even where individual government regulations are appropriate and effective, the burden of regulatory compliance may inhibit productive economic activity. The recognition of this problem has led to new efforts to streamline the regulatory regime in Canada:

- Budget 2010 announced several initiatives to improve the federal regulatory system and reduce red tape both inside and outside of government:
  - Red Tape Reduction Commission: a federal commission, involving both parliamentarians and private sector representatives, has been established to review federal regulations in areas where reform is most needed to reduce the compliance burden. The commission has been asked to identify irritants that

have a clear detrimental effect on growth, competitiveness and innovation. The commission will also look at the cost associated with federal regulatory requirements that businesses face, and provide advice on permanent solutions for reducing the overall compliance burden.

- Advisory Committee on Small Business and Entrepreneurship: a private sector committee has been created to provide advice on improving business access to federal programmes and information.
- Administrative Services Review: a comprehensive review of government administrative services aimed at improving administrative efficiency and eliminating duplication, led by senior public servants and external experts, is driving efforts to improve services, identify efficiencies and eliminate duplication.

In addition, the government of Canada is taking a whole-of-government approach to streamlining the accumulation of internal rules, reporting requirements and processes that contribute to the so-called web of rules that leads to inefficiency and waste and stifles creativity and innovation.

Research to date confirms the link between high quality government services and citizen confidence and trust in government. The initiatives and processes described above support Canada's efforts in delivering quality services.

## **Towards a more effective and performance-oriented public service**

In light of the recent economic recession, the government of Canada is engaged in ensuring that Canadians receive value for money from government and in providing oversight of financial management functions as well as the general management of the government. Initiatives such as the use of the **Management Accountability Framework** in reviewing departmental management practices, and **Strategic Reviews** of their programmes and expenditures are some examples of Canada's efforts in this regard.

### ***Key initiatives***

#### ***Management Accountability Framework***

Introduced in 2003, the Management Accountability Framework (MAF) is a key performance management tool used by the federal government in Canada. Its purpose is to support management accountability of the Deputy Minister (the most senior civil servant in a federal department) and improve management practices across departments and agencies. MAF clarifies expectations of deputy ministers, informs ongoing dialogues on management priorities, and provides a comprehensive and integrated perspective on the state of management practices and challenges faced within and across federal government departments. MAF strives at management excellence in areas such as stewardship, accountability and people management, which in turn enables organisations to effectively translate the government's strategic directions into results.

An independent evaluation of MAF found that deputy heads are increasingly using MAF information to support decision making and priority setting, and to drive improvements in management performance within their executive team. MAF is also being used to inform the design of risk-based approaches that will provide greater delegation of authority for organisations that have strong management performance.

### *Strategic Reviews*

In 2007, the government of Canada introduced a new expenditure management system that established a rigorous process to allocate and manage government spending. One important element of this initiative is the regular review of the direct programme spending by every federal department and agency on a four-year cycle, referred to as the Strategic Review Process. Strategic Reviews ensure that funding is allocated to programmes that are a high priority for Canadians and produce results. These reviews have supported management excellence and responsible spending by redirecting existing spending to higher performing areas by aligning programmes with government priorities and ensuring effectiveness, efficiency and value for money.

Complementing Strategic Reviews, two additional policy enhancements aim to ensure that a comprehensive and reliable base of evidence is created and used to support policy and expenditure management decisions, as well as programme improvements. A renewed Policy on Evaluation was introduced in 2009, extending the requirement for evaluations to all direct programme spending while the Policy on Management, Resources and Results Structures (MRRS) reinforces the government's commitment to strengthen its management of and accountability for public expenditures. By providing integrated financial and non-financial performance information on programmes, the MRRS supports decisions on the realignment of spending and the identification of horizontal linkages among programmes, and provides information to parliamentarians and Canadians on results and associated spending down to the programme level.

## **Promoting open and transparent government**

### *Key initiatives*

Canada's contributions to increased accountability and public trust in government are captured in the **Federal Accountability Act (FedAA)**, enacted in 2006. Through the FedAA and related Action Plan, the government of Canada has brought forward numerous specific measures to help strengthen accountability and increase transparency and oversight in government operations. The Action Plan included both legislative measures and non-legislative commitments, such as: the strengthening of auditing and accountability within departments by clarifying the managerial responsibilities of deputy heads within the framework of ministerial responsibility, and by strengthening internal audit functions; the creation of a Public Sector Integrity Commissioner and the Public Servants Disclosure Protection Tribunal to protect against reprisals those public servants who report wrongdoing; the creation of a Procurement Ombudsman to review complaints from government suppliers; the establishment of a legislated regime governing the ethical conduct of federal public office-holders, both during and after employment; and the reduction of the amount of donations to political parties and candidates.

The Federal Accountability Act can be found at [www2.parl.gc.ca/HousePublications/Publication.aspx?Docid=3294507&file=4](http://www2.parl.gc.ca/HousePublications/Publication.aspx?Docid=3294507&file=4). Further details on the Federal Accountability Action Plan can be found at [www.tbs-sct.gc.ca/faa-lfi/index-eng.asp](http://www.tbs-sct.gc.ca/faa-lfi/index-eng.asp).

### *Reaffirming core public sector values*

Canada's "**Values and Ethics Code for the Public Service**" (2003 Code) is a core guiding document on the professional conduct of public servants. The 2003 Code presents a framework of public service values to guide employees in the performance of their duties and in their professional conduct: democratic, professional, ethical, and people values. The 2003 Code also describes measures intended to minimise apparent, potential, and real conflicts of interest between private life and professional duties.

The **Public Servants Disclosure Protection Act (PSDPA)** creates several statutory obligations, including the requirement for the Treasury Board to establish a code of conduct applicable to the entire federal public sector, including parent Crown corporations. Furthermore, chief executives are required to establish a code of conduct that applies to their own individual departments, while remaining consistent with the values and ethics requirements applicable to all public servants. Work is ongoing in developing these codes of conduct. The act also established a procedure for the disclosure of wrongdoings in the public sector, including the protection of persons who disclose such wrongdoings. The purpose of the act is to encourage public servants to come forward if they have reason to believe that wrongdoing has taken place and to protect them against reprisal.

### *Safeguarding integrity*

The **Lobbying Act** is another statutory regime that promotes integrity and transparency in interactions between lobbyists and government, as part of the measures introduced by the FedAA. The act aims to ensure transparency and accountability with respect to the lobbying of public office-holders in order to contribute to confidence in the integrity of government decision making. The act also provides for the establishment of an independent Lobbying Commissioner to administer the act by:

- maintaining a public Registry of Lobbyists,
- developing and implementing educational programmes to foster public awareness of the requirements of the act;
- conducting reviews and investigations to ensure compliance with the act and the Lobbyists' Code of Conduct; and
- receiving monthly communication reports from lobbyists regarding lobbying activities and arranged meetings with designated public office holders.

The **Lobbying Act** prohibits designated public office holders from lobbying the federal government for five years after leaving office to discourage the use of connections and information. This post-employment restriction applies to Ministers of the Crown, Ministers of State, exempt staff employed in their offices, and certain senior public servants. The designated public office holder category was recently expanded to include all members of parliament (members of the House of Commons and senators) and exempt staff in the Offices of the Leader of the Opposition in the House and in the Senate.

The FedAA also provided for the creation of the **Office of the Procurement Ombudsman**, whose objective is to strengthen the fairness, openness and transparency of federal procurement. This is done by, for example, reviewing the practices of departments for acquiring materiel and services to assess their fairness, openness and transparency and making the appropriate recommendations for improving these practices.

The government of Canada currently makes a significant amount of open data available through various departmental websites. Nevertheless, not unlike other jurisdictions, Canada is looking to facilitate access to government data, which could include providing one-stop access to federal data sets through a “single-window” to government data. In addition to providing a common “front door” to government data, it could also encourage users to develop applications that re-use and combine government data to make it useful in new and unanticipated ways, creating new value for Canadians. Canada also contributes to open and transparent government through proactive disclosure initiatives, which include the posting of travel and hospitality expenses, government contracts, and grants and contribution funding exceeding pre-set thresholds. Subsequent phases will involve the alignment of proactive disclosure activities with those of the **Access to Information Act**, which gives citizens the right to access information in federal government records.

## Strategies for implementation

### *Public Service Renewal*

The current context of fiscal restraint makes renewal even more critical for Canada’s public service. Improved planning, targeted recruitment, employee development, and continual improvements to the workplace are all required to become more effective while strengthening capacity to respond to the challenges facing Canada both domestically and globally.

In this context, Canada has established the **Prime Minister’s Advisory Committee on the Public Service** to provide expert advice to help shape a renewed federal public service which is geared towards excellence and is distinguished by highly engaged and skilled people. A key related initiative is **Public Service Renewal (PSR)**, aimed at addressing the challenges facing the public service (e.g. an aging population, new technologies and a competitive labour market) in order to strengthen its capacity to provide high quality services and advice. The Clerk of the Privy Council as the head of the public service is leading this renewal agenda. Building on key recommendations from the Prime Minister’s Advisory Committee on the Public Service, the Clerk is overseeing the implementation of a principles-based approach to risk management, the modernisation of key internal systems, and the maintenance of a management focus on recruitment. PSR also calls for increased accountability of senior officials (deputy ministers) for the management of people.

Canada is also promoting innovation by expanding ownership of the renewal agenda to functional communities (representing the information technology, administration, and human resources sectors), employee-based networks, and regional councils.

More recently, Canada has invested in mobilising citizens and the private sector across the country to seek advice on maintaining its long-term economic growth and prosperity through the 2010 **Cross Canada Roundtable Series**. Experts from the private sector, business, academia, and non-government organisations provided valuable guidance on achieving and sustaining fiscal balance on the road to economic recovery. The roundtables are an important effort on the part of the government of Canada to engage citizens in an active role in forming options for deficit reduction and increased economic growth.

## Note

1. Proactive disclosure initiatives are discussed under “promoting open and transparent government”.

## Chile

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

If we define service delivery as government expenditure in education, health, social security, etc., the 2008-09 global crisis did not affect service delivery. In contrast to other OECD member countries, the fiscal balance rule followed by Chile for several years allowed the country to expand government expenditure during the crisis (in 2009, Chile's fiscal deficit reached 4.4% of GDP, which is significantly lower than the OECD average.) As such, in the case of Chile, the crisis did not force fiscal consolidation. Actually, acting counter cyclically, Chile's fiscal expenses during 2009 increased by 16.9% in order to boost employment, reactivate the economy and support social services.

#### *Key initiatives*

##### *Partnerships with the private sector*

The Programme of Government includes a new public-private partnership for fighting urban poverty ("hard poverty"). This programme provides a mechanism whereby the state supplements private donations to civil society organisations in its fight against urban poverty.

Some examples of these new public-private alliances are:

- The National Student Card provides various public services to students through an agreement between the Ministry of Education and private corporations.
- A great variety of private corporations and NGOs from business, the academic community and civil society are sponsoring reconstruction efforts to rebuild cities or agricultural communities destroyed by the earthquake of 27 February 2010.
- The Reconstruction Fund – established after the earthquake – is a mechanism whereby private corporations send donations under some tax incentives.

The National Telecommunications Corporation (ENTEL) and the Undersecretary of Telecommunications signed an alliance called "The Rural Internet Network: Chile Communicated as a Whole" which is expected to double the broadband infrastructure and to link all remote schools in Chile with broadband.

##### *Engaging citizens and the voluntary sector*

All matters regarding citizen participation are a high priority for President Piñera. In his Government Programme 2010-14 he states his "commitment with a modern, lively and participative democracy" and establishes that he will enable "Chileans to have an active role in public decision making".

According to this mandate, the Social Organisations Division of the Ministry General Secretariat of Government has implemented a series of participative initiatives to orient the government's actions. These initiatives have made it possible to encourage a closer relationship between citizens and the state, access to public information and comprehension, and public consultations, providing input to the design and implementation of public policies.

### *Better co-ordination with local governments*

The Undersecretary of Regional Development has improved the delivery of public services among the different levels of government in two main areas: payments and evaluation projects.

The process of decentralisation and mutual dependence among the different levels of government was redesigned. Finance and technical executives were nominated at regional levels, while responsibility and capacity-building have been improved for the presentation, selection, communication and payment of projects at regional and municipality levels.

The challenge now is to improve the timeframes for payments and promote better co-ordination among the national and the sub-national levels of government.

This has been the case in some of the emergency camps created after the earthquake, where positive results were obtained in responding quickly and better to the need for financing and delivering sanitation services to affected families during the long-term economic and social reconstruction in damaged areas.

The Urban Improvement Programme, which is administrated by this Undersecretary, finances projects involving lesser urban infrastructure and municipal equipment. It is meant to collaborate in generating new jobs and in improving the quality of life of the lower income population.

Local governments apply to this programme via the Internet and following the Communal Development Plan, which is elaborated through open dialogue with the population. Projects are then endorsed by the regional government and, finally, assessed and prioritised by the central governments.

### *Using e-government and cutting red tape*

Like all OECD member countries, Chile is aware that a high level of readiness to develop and implement e-government services is fundamental for high-performing and better delivered integrated services which make life easier for citizens and business.

The Digital Strategy of the Ministry of Economy has been working on the following initiatives:

- The State Platform for Electronic Integrated Services (PISEE, in Spanish) has been developed so that the citizens do not have to go to different public services to do their paperwork. So far 16 public agencies are included and it is hoped that eventually 70 procedures will be included through electronic services.

The website [www.chileclic.cl](http://www.chileclic.cl) connects to the state information's services with one direct link to more than 400 online procedures. Several agencies such as the National Civil Registry are already issuing more than 2 million certificates online



annually. The Criminal Record Certificate Service has just been launched and has a capture potential of more than 6 million services per year.

- **Internal Revenue Service:** 96.5% of taxpayers pay their tax obligations via the Internet. The situation is similar in the case of VAT.

### ***Policy initiatives to improve service delivery to specific population groups***

#### ***New Life Programme***

The New Life Programme is a new early alert programme designed by the Ministry of Internal Affairs and aimed at improving the existing 24 Hours Programme of Chile's National Police, which signals when young people (14 years old and younger) come to a police station, either as a criminal or as a victim.

Its main objective is to interrupt the “criminal career” of young people in social risk and to prevent victims from developing one. It is very necessary, since specialised supply and management capacity for high complexity cases has been so far insufficient. New Life will assure referral to the appropriate specialist or institution, access to rehab centres, educational re-insertion and psychosocial attention, along with results monitoring.

#### ***Electronic medical leave certificate***

This certificate aims to facilitate the issuing and processing of certificates using information technologies to include providers, insurers and employers. Although it functions at the moment only for private insurers and providers, the Ministry of Health is working on implementing the system in the public healthcare system.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

The current administration, which began in March 2010, decided to create a Delivery Unit according to Michael Barber's British model. This unit is fulfilling the government's goals and will continuously inform citizens on its progress. The unit is already functioning and defining the strategies it will follow in each of five key areas: education, employment, health, poverty and public safety. Some examples of specific initiatives are:

- **education:** students of those schools that need urgent improvements will be evaluated using quarterly standardised tests;
- **employment:** in order to reduce informality in this area, some measurements will be made, including the number of retirement fund contributors versus overall number in the workforce and the efficiency of educational campaigns in this area.

### ***Integrating performance information into strategic and political decision making***

Quarterly evaluations in the area of education, for instance, will be used by those who implement the public policy. This will enable them to follow up on the impact on students' learning and identify schools of poorer performance in order to take corrective action.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

Recent examples of initiatives in this area include:

- a) Presidential Instruction N°8 (2008) states that all public administration institutions must establish a general participation rule, which includes how people can influence the development of public policies that affect them.
- Publicly report to the citizenry on the management of their policies, plans, programmes, actions and budget spending.
- Establish advisory civil society councils whose members must obey principles of diversity, representativeness and pluralism.
- Publish information regarding their policies, plans, programmes, actions and budget, ensuring that it is opportune, complete and accessible.

An example of a general rule for citizen participation is the Decree Approving General Participation Rules of the Ministry General Secretariat of government, which was passed in 2009 and regulates the way in which people and civil society organisations can influence the development of public policies that affect them. It established that the inclusion of citizen participation in this ministry's public management is based on four principles: citizens' right to public information, participative public management, strengthening civil society and, finally, non-discrimination and respect for diversity. It states that the mechanisms of citizen participation of this ministry are: *i*) a system of citizen inclusion in public management, which includes a participative state of the ministry address, a council of civil society and participative dialogues; *ii*) a system of citizen information; and *iii*) a system of citizen education for people who are active in public policies. Lastly, it says that the instruments for promoting citizen participation are: *i*) a fund for strengthening public interest organisations and associations; *ii*) a fund for promoting regional, provincial and municipal social communication media; and *iii*) a "good practices" initiative called "All of Us Are Chile".

b) Law 20 416 sets special rules for small businesses. It is an initiative of the Ministry of Economy, which co-ordinated with other state institutions to collect information, analyse different aspects and regulate employment, sanitary, municipal and pension issues. This adapted existing regulation making it consistent with what small businesses could actually fulfil.

The Small and Medium Sized Enterprise Statute sets a milestone by introducing a new form of regulation designed for small businesses. Since this law was passed, regulators must include the impact of their proposals on SMEs, introducing the concept of cost effectiveness in enterprise regulation.

c) Law 20 417 created the Ministry of the Environment, the Environmental Assessment Service and the Superintendency of Environment and considers regulations for public participation in the process of environmental impact assessment.

d) Decree 236 of the Ministry of Foreign Affairs ratified ILO Convention 169 on indigenous and tribal populations, which establishes the participation and co-operation of these groups in: measures for improving life and labour conditions; legislative or administrative measures that could eventually affect them; formulation, application and assessment of development plans and programmes that could affect them and formulation

and execution of educational programmes destined for them and the right to create their own educational institutions.

e) Law 20 402 created the Ministry of Energy, which must establish participation mechanisms (including information, advisory and resolution) for populations interested in determining energetic efficiency standards.

f) Law 20 285 on Access to Public Information regulates the principle of transparency in public management, the right of access to information held by the state administration, the procedures for the exercise of this right, and the exceptions to the obligation of publishing information. The law also provides for “active transparency”, which means the obligation to have certain information permanently available online.

g) Resolution 94 (2009) of the Superintendency of Securities and Insurance establishes a mechanism to allow citizen participation, if required, by disclosing proposals to modify regulations on the website. The aim is to receive comments from market agents and citizens.

h) Law 19 253 (1993) created the National Indigenous Development Agency. It establishes: the right of indigenous people to carry out activities as a community in specified state-owned areas; public participation in indigenous matters when addressed by public services or territorial organisations; and an indigenous council in every regional division of the National Indigenous Development Agency, whose role is to ensure the necessary co-ordination of state institutions in line with indigenous development and public participation mechanisms.

i) Law 20 249 (2008) created the Marine Coastal Zone for Indigenous People. Its main purpose is to safeguard the traditional use of these zones in order to preserve the traditions and the use of natural resources by communities involved in the coastal shoreline.

j) Law 19 496 (1997) on Consumer Protection Rights, established the creation of consumer’s associations and organisations, as well as their objectives and duties. Among the organisations’ main functions is taking part in the setting of tariffs for basic public services.

k) Decree 37 (2005) of the Ministry of Economy established the rules of grants (open to bidding) for financing consumer association initiatives. It established the composition of its Administration Council, which includes public servants as well as civil society members, and aims at determining the criteria, conditions and procedures for public auctions and projects bidding for grants.

l) Law 20 422 (2010) established rules on equal opportunities and for social inclusion of disabled people. It says that preference must be given to these people, their families and their organisations in the design and execution of programmes, projects and support to improve their quality of life. This law also created the Disability Consulting Council, whose main mission is to ensure participation and social dialogue in equal opportunity, social inclusion and accessibility process. This Council is approved by the Director of the National Disability Service and by members of civil society. Its function is to express its opinion concerning national policies and plans for the disabled and to support and advise the duties of the National Disability Service.

m) Law 18 695 on the Organic Constitution of Municipalities states that each municipality must determine mechanisms to enable the participation of local citizenry, taking into account its own characteristics. Each municipality must have an economic and

social communal council that ensures the participation of territorial and functional organisations and the execution of relevant activities for economic, social and cultural progress. Each municipality must regulate the public audiences through which the mayor and the council should address matters of local interest. In addition, the mayor can submit to popular referendum matters regarding specific investments in local development projects, the approval or modification of the local development plan and the modification of the urban planning map, among others.

In order to fulfil their functions, municipalities can give subsidies to public agencies or to private non-profit organisations collaborating directly in their fulfilment, and establish “neighbourhood units” in order to achieve balanced development and appropriate citizen participation. The law establishes that the unit in charge of community development must technically advise community organisations, foster their development and promote their effective participation in local government.

n) Resolution 864 (2009) approves the general rule of citizen participation in the Pension Funds Superintendency. It states that the User Commission of the Pensions System must inform authorities on users’ evaluation of the system. In addition, it establishes the annual report on the Superintendency as a citizen participation mechanism. This report must be communicated via the Superintendency’s website, and citizens can send their comments, positions or suggestions, which must be answered on the same website. The Superintendency has also made available to the public the proposals it is intending to adopt for citizens to be able to send their suggestions and comments.

o) Resolution 44 of the Internal Revenue Service approves the general rule of participation (2009) and its modification (2010). It establishes citizen participation mechanisms as the annual “state of the service” report and the consulting council. After the report’s publication, the service’s website must be open to citizens’ comments and questions for 30 days. A participative dialogue with representatives of civil society organisations must be made in parallel. Responses to comments and questions from the website and the dialogues shall be given within the following 45 days. The consulting council must advise the Director of the Internal Revenue Service on tax and financial affairs.

p) ChileClic of the Digital Development Secretary of the Ministry of Economy offers easy access to public information and services. It allows an expedited search of information regarding benefits, programmes and procedures carried out online.

Some examples of concrete benefits of these initiatives:

- Participative public management in the Women Affairs Service allows women to demand public accountability on fulfilling commitments included in the gender agenda of state institutions and to strengthen the participative processes according to a gender perspective.
- Citizens have been able to participate in the pre-investment and design of highways and in the implementation of grants to consumers associations.
- Civil society strengthening made it possible to develop the project of a transversal policy to protect the rights and obligations of consumers in the National Consumer Service of Ministry of Economy.
- Procedures, time and paperwork regarding the administration or disposition of fiscal property have been optimised thanks to the initiatives described above.

These new partnerships are certainly changing the balance between government accountability and social responsibility. First of all, promoting methodological initiatives for citizen participation in public management helps facilitate competencies and skills of citizens, representatives and leaders of civil society in the areas of citizen control and social responsibility.

Moreover, such processes have led to a phenomenon of co-responsibility with public management, which is backed up by an emerging culture of transparency based on a legal framework. That expresses itself in “active transparency”, the availability to the general public of a long list of information to be posted permanently on websites and updated at least once a month, as well as “passive transparency”, the right of all citizens to request and receive information contained in documents, resolutions, files, contracts and agreements, and to all information reports that have been paid for from the public purse.

### **Promoting open and transparent government**

The Ministry General Secretariat of the Presidency, the Ministry General Secretariat of Government, the Transparency Council, the Direction of Procurement and Public Hiring of the Ministry of Finance, the Digital Strategy of the Ministry of Economy and the legislative branch have been the key drivers of open and transparent government, which include the following dimensions: making information available; fostering open and inclusive policy making; fostering integrity and transparency and improving service delivery.

#### ***Impact on trust in government***

Citizens have reacted positively to initiatives to increase participation and recognise that they confer greater legitimacy on public programmes and projects.

#### ***Reaffirming core public sector values***

In 2006 the 2006-10 Pro-Citizen Participation Agenda was proposed. It established a series of public policies aiming to empower citizens to participate in proposals, definitions and solutions to public interest matters, understanding that participation and dialogue are the most important means to build consensus in a democratic context.

Its four central axes focused on strengthening citizens’ right to public information, promoting participative public management, strengthening civil society, and respecting diversity and non-discrimination. This led to the creation of an integrated system including citizen information web portals, telephone information platforms, information centres, documentation centres and brochures.

Two examples of participative public management are the Civil Society Councils and the citizen participation inter-ministerial co-ordination. The objective of the latter is to establish common citizen participation criteria and instruments in policy making, which should be validated and applied throughout work with ministries, undersecretaries, regional governments, provincial governments and all public services. In this way, each ministry and service has the obligation to appoint an official responsible for citizen participation at national and regional level. These officials are in charge of follow-up on the participative components of public policies and commitments to civil society. They must periodically report on the achievement of citizen participation goals defined in their policies, plans, programmes and actions. Within these measures, participative dialogues

stand out. Dialogue is launched on a matter of public interest, and then the authorities must present a position document including a formal proposal.

In August 2010, President Sebastián Piñera presented the Pro-Democracy Agenda, which expresses the government's commitment to strengthening democracy. Measures include:

- automatic inscription in electoral registries which will add 4 million Chileans to the electoral roll;
- voluntary vote: the government has chosen to define voting as a right rather than an obligation, and the people should vote because politicians have been able to attract their attention, not because they are afraid of being fined, as is currently the practice;
- vote of Chileans living abroad: this measure applies only to those nationals that keep any kind of commitment and a sense of belonging to the country;
- modernisation of the Law on Political Parties;
- establishment of primary elections;
- establishment of the citizen initiative as a valid method of proposing a bill to parliament;
- simplification of municipal referenda;
- direct election of regional councillors.

### *Safeguarding integrity*

Chile has adopted the following initiatives:

- **Constitutional Reform** (2005): the principles of probity and the obligation to publish state institutions.
- **Constitutional Reform** (2010): the obligation of authorities to publicly declare their interests and patrimony and to trust the administration of their goods to a third party in case they imply any conflict of interest in the exercise of their functions.
- **Probity and Transparency Handbook** (2008): designed for all public servants and describes how to implement transparency and accountability.

Regarding the transparency of interactions between the public and private sectors, Decree 250, which sets out the specification on administrative contracts of supply and service provision has been modified. These modifications include modern concepts of contracts and respond to the need for introducing greater transparency, access, efficiency and quality levels in public procurement and hiring processes. One transparency criterion regulates contact between buyers and providers during the assessment process. It explicitly forbids any contact apart from that described in the selection process bases (interviews, tests, field visits, etc.) The rule contains principles committed with the OECD such as penalties to judicial persons and ineligibility because of bribery crimes.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

Chile has an active group of think tanks related to both political parties and academia. Many of these think tanks are very involved in the agenda-setting for public sector reform. There are task forces working along with the government to promote public sector reform through both research and dialogue. Recently, a group of 11 think tanks presented a broad public sector reform agenda, ranging from centre of government reform to human resources management, decentralisation, government internal management, delivery, transparency and accountability. In general, the CSOs, and in particular think tanks, are seen as important partners in implementing reforms in the public sector.

### *Fostering innovation and change in the public sector*

In 2003 a completely new system of senior officials was implemented. This system is based on technical merit and allows people from both public and private sectors to apply in the recruitment process. Most of the heads of public services that are not directly related to policy design but rather to policy execution or delivery are now chosen through this system. In recent years it has been expanded both vertically and horizontally throughout the government. In this way, culture change has been introduced top-down from senior civil servants chosen based on merit and not for political reasons.

Innovation is basically achieved in Chile through outsourcing to the public sector. The delivery of many public goods is made by the private sector, which is an important driver in healthcare, education, infrastructure and most of the key public services, from water supply to electricity. Innovation in the public sector comes as a consequence of the close relationship with the private sector and their common effort to improve public services.

### *Co-ordination across ministries*

Strategic capacity is based on the capacity of the centre of government to both plan and implement government's policies. This results in strong and close co-operation between the Ministry of the Presidency, the Ministry of Finance and the Ministry of the Interior, which work together to keep a strategic perspective and to expand it throughout the public sector. Innovation is promoted through the budget and also through the strategic planning process, while resource flexibility is basically achieved by making senior civil servants more accountable for the use of their resources.

The centre of government has a key role in promoting co-operation among the agencies and ministries. It focuses on inter-ministerial teams that address policy objectives from several perspectives, which is very important in a country where each ministry has a very Weberian-style organisation, making co-operation an exceptionally important matter.

## Denmark

### Delivering public services in times of fiscal consolidation

#### *Key initiatives*

##### *Zero-growth in public consumption*

The economic downturn that has followed the financial crisis has created a need for fiscal consolidation. However, budgetary cutbacks should be implemented carefully so as not to reduce the quality of public service – and not to disappoint the expectations of citizens.

For the purpose of achieving these goals, Denmark has enacted a zero-growth policy concerning public consumption. The annual inflation-adjusted growth of all tiers of the public sector should be 0%. The growth target of 0% is ambitious considering that the inflation-adjusted growth rate of public consumption in Denmark over the past 5 years has been 2.1% on average.

##### *Releasing resources for service delivery through better regulation*

In 2008, the Danish government decided to initiate an ambitious Programme on Better Regulation Inside Government, as part of *Kvalitetsreformen* (“The Quality Reform”). The main goal of the Programme on Better Regulation Inside Government is to create a more effective public sector by reducing the amount of time spent on paperwork and administration, and by granting local management more autonomy and scope for professional discretion.

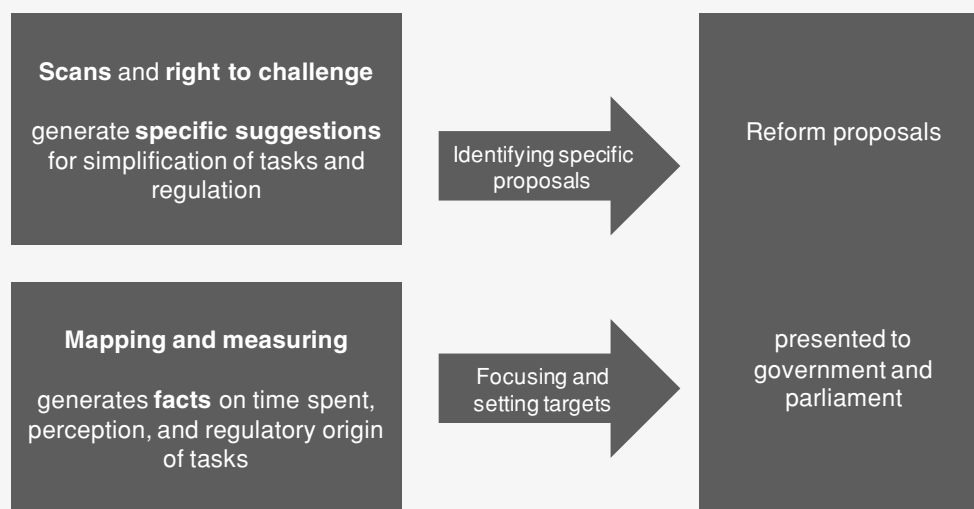
The methodology and results of the Programme on Better Regulation Inside Government are described in the box “Better Regulation Inside Government”. Moving forward, Denmark will have a stronger focus on the experiences of citizens in their interaction with the public sector. By engaging citizens directly, it becomes possible to change and simplify regulation in ways that makes sense to modern citizens. Concretely, through broad surveys citizens have the ability to voice their dissatisfaction with the parts of the public sector they experience as bureaucratic.

Similarly, all local institutions have the “Right to Challenge” regulation: If an application is approved, an institution is temporarily exempted from a specific piece of regulation.



### Better Regulation Inside Government

The Programme on Better Regulation Inside Government is based upon a systematic methodology that consists of three inter-related methods: “scans” and “right to challenge” engage front-line personnel, local managers and local institutions in developing specific proposals. “Mapping and measuring” provides information about the time spent on administrative tasks by front-line personnel and their perception of these tasks. Thus, the three methods provide the necessary basis for formulating reform proposals for decision making at the political level. The figure below illustrates the methodology, and how the three methods are interrelated.



The approach employed is **broad** since it is not limited to regulation and legal rules, but includes the interaction among legal rules, work flows, ways of organisation, IT-systems and reporting practices as well. The approach is also broad in the sense that it is based upon reciprocal commitments and agreements between central government and municipalities.

The first result of the programme was a comprehensive reform proposal presented to the Danish Parliament in 2009. This proposal consists of 105 specific proposals concerning eight central welfare areas in municipalities and regions, e.g. public schools, nursing homes, day-care centres, and hospitals. A reform proposal concerning the internal workings of central government institutions followed in January 2010.

### Using e-government and cutting red tape

Denmark is at the forefront of e-government development, as the OECD (2001) has pointed out in *Efficient e-Government for Smarter Public Service Delivery*. This position has ensured that Denmark is performing well when it comes to creating an accessible public sector. For citizens, a pre-requisite for high-quality public service is that the public sector be **accessible**. As a result of a series of initiatives, it is now easier than ever to interact with the public sector in Denmark:

- *NemID* (“Easy-ID”) is a single encrypted login that all citizens and businesses can use to log on to both their private sector web bank and all public sector websites. The login is created in co-operation with the financial sector in Denmark.

- *borger.dk* (“citizen.dk”), is a unified web portal through which all citizens can engage with the public sector.
- *Den digitale dokumentboks* (“Digital Document Box”), is a system that allows for two-way communication between citizens, businesses and all public organisations. The messaging system is easily accessible with the use of *NemID* and *borger.dk*.

If citizens do not wish to use e-government solutions to interact with the public sector, they can easily get in touch through **citizen service centres** in all municipalities. Some services are only available online to maximise the efficiency of systems, but only to the extent that the user group has sufficient IT-skills. This is the case with students applying for student grants, for example.

E-government solutions not only result in a more accessible government, but create the foundation for a more effective public sector. An example of this is shared service centres.

#### Shared service centres

In February 2008, the Danish government decided to establish two administrative service centres: the Financial Service Centre and the Agency for Governmental IT services. The centres are part of an overall vision to create a streamlined and efficient government administration.

The Financial Service Centre is responsible for delivering services related to payroll, finance and travel administration for more than 48 000 full-time employees within the state sector.

The Agency for Governmental IT services is responsible for administrative IT services. It is the central hub for hosting, operation and maintenance of all IT for more than 10 000 full-time employees currently – and the number of users will grow in the future.

### Towards a more effective and performance-oriented public service

#### *Integrating performance information into strategic and political decision making*

Since 1992, the central government of Denmark has been using performance contracts to keep a focus on results in public service delivery, and the governance regime of performance contracts has been gradually developed since then.

Currently, the Danish central government is promoting the use of long-term goals concerning the effectiveness of central government agencies – instead of using activity-based targets.<sup>1</sup> This shift of focus is in recognition of the risks associated with activity-based targets, particularly the risks of defining inaccurate or too specific organisational targets. Likewise, the central government is developing ways to keep a focus on effectiveness by using evidence-based documentation for government grants and subsidies.

The same movement toward effectiveness goals is also happening at the lower tiers of government. This focus on quality in the local service delivery does not mean that local institutions are being burdened by new procedural regulation. On the contrary, procedural regulation of municipalities is gradually being removed.

Ministries and Local Government Denmark are currently developing quality evaluation tools that are used to measure and improve the effectiveness of local government service delivery in central welfare areas. The development of these tools is taking place with the co-operation of many Danish municipalities. The two main quality evaluation tools are called “Comparable User Satisfaction Surveys” and “Professional Information on Quality.”

### *Comparable User Satisfaction Surveys*

In 2009, the central government and Local Government Denmark began testing and developing a concept for Comparable User Satisfaction Surveys. The concept has so far been tested by approximately 50 000 users of day-care centres, schools, social institutions and nursing homes. When the concept is fully developed, it will be possible to benchmark the performance of local service delivery across municipalities. The comparability of user satisfaction surveys is a key element in the performance management of Danish municipalities.

### *Professional Information on Quality*

In addition to comparable user satisfaction surveys, quality evaluation tools are being developed in order to support the work of professionals in day-care centres and nursing homes. The main idea is that by giving professionals evaluative tools to support their work, it becomes possible to work with quality service delivery in a systematic way. In 2010, half of the Danish municipalities began testing and developing the concept for Professional Information on Quality.

## **Promoting open and transparent government**

### ***Key initiatives***

#### *E-government as a driver for open government*

E-government contributes to the Danish effort to create an open and transparent government. Data from central registers are made available to citizens using their *NemID* (“Easy-ID”). By making personal information available for a particular citizen, it becomes easy to know exactly what data is registered about him or her. The availability of information is particularly important on matters of health, taxation and housing. In order to maintain trust in government, e-government solutions are coupled with strict legislation on data security.

#### *Values as the foundation for effective service – nine principles for good public service*

The central government has, in co-operation with Local Government Denmark and Danish regions, created nine principles for good public service. The idea is that the nine principles will serve as basis for debate on values in local public institutions. Ultimately, this local debate on service delivery values will strengthen positive values that can guide the meeting between public employees and citizens.

### Principles for good public services

1. Respect the individuality of citizens.
2. Communicate in a clear and open manner.
3. Ensure clear expectations of citizens.
4. Show humility about your role and power as a public employee.
5. Make sure that errors are corrected.
6. Make professionalism the foundation for good service.
7. Ensure coherency in the public service.
8. Develop and innovate service delivery.
9. Spend public resources thoughtfully.

## Strategies for implementation

### *Building public consensus through inclusion and debate*

One of the most important lessons of the past ten years' work on public governance in Denmark is the necessity of broad inclusion of civil society in reform processes. Successful implementation requires inclusion and debate.

Public inclusion is partly achieved through the decentralised structure of the Danish public sector. The public sector of Denmark consists of 3 tiers: state, 5 regions and 98 municipalities. Compared to local governments in many other countries, the Danish regions and municipalities enjoy a high level of autonomy. Regional and municipal politicians are not subordinated to government ministers and can, to a considerable extent, set service levels autonomously and decide how services are to be carried out within the framework of national legislation. This high degree of devolution ensures that local public institutions and democratic processes can respond to the local needs of citizens.

Another important characteristic of the Danish political system is its openness. Policy debates in the Danish Parliament and parliamentary committees are publicly accessible. And it is possible to voice criticism or bring forth constructive policy ideas through the extensive system of public hearings.

Moreover, the experiences of the previous major public governance reforms in Denmark illustrate the importance of inclusion and debate. *Struktureformen* ("The Structural Reform") reformed the two lower tiers of Danish government in 2007 in order to achieve economies of scale and professional local institutions. Concretely, the number of regions was reduced from 13 to 5, and the number of municipalities was reduced from 271 to 98. The foundation for this process was a public commission, *Strukturkommissionen*, which created public debate about the structure of the Danish government. This helped define the problem that the forthcoming reform was to solve.

The latest major governance reform, *Kvalitetsreformen* (“The Quality Reform”), was based on the inclusion of both public employees and labour associations. The reform was discussed at a series of large, open meetings attended by ministers. This way of organising reform processes was inspired by the “Globalisation Reform”. The series of high-profile meetings created public debate and helped ensure that the opinions of all relevant players were incorporated in the reform process. Also, the inclusion of labour associations throughout the process enabled the associations to engage in negotiations in a pragmatic and constructive way.

### ***Addressing public sector resistance through inclusion***

The Danish efforts on better regulation inside government show the importance of engaging public sector opinion through inclusion. More specifically, the bottom-up approach used, and the broad sense of ownership to the initiative, has resulted in successful implementation.

With the use of “scans”, specific regulatory problems were identified by engaging local managers and employees through interviews and focus groups. In the latest Danish initiative on better regulation, more than 4 000 front employees were included. Similarly, the use of “right to challenge” has also contributed with important ideas for regulatory changes. Finally, the use of surveys of citizens can help illustrate the need for reform of a particular regulative area. As an example, 2 000 citizens were interviewed in the summer of 2010 to help focus the better regulation agenda.

The bottom-up approach to reform not only supplies central government officials with valuable information about the realities experienced by local institutions; it also makes sure that relevant actors feel a sense of ownership to a particular project. As a consequence, inclusion in the policy preparation becomes key to better implementation.

### ***Co-ordination across ministries***

The Danish system of sovereign ministers makes it a challenge to keep a coherent and co-ordinated focus. However, inter-ministerial co-operation and co-ordination is undertaken through a well-developed system of committees in Denmark. This system of horizontal co-operation ensures co-operation and pragmatic solutions to inter-ministerial disagreements in reform processes.

Major government initiatives and legislative proposals are reviewed and co-ordinated by selected ministers in the Cabinet Committee of Co-ordination. In the Cabinet Committee of Economic Affairs, another group of ministers assess proposals and initiatives of significant consequences for the economy and budget.

In preparation for meetings in the Cabinet Committee of Co-ordination and the Cabinet Committee of Economic Affairs, senior civil servants from the relevant ministries meet to discuss the agenda.

Another example of inter-ministerial co-ordination is the annual Legislative Programme, which is presented to parliament at the beginning of each parliamentary session. It provides an overview of the government’s legislative proposals planned for the next year. The programme serves as a management and planning tool for both parliament and government.

## Note

1. The latest publication on this matter is called *Ansvar for Styring*, released by the Danish Ministry of Finance in 2010.

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## Estonia

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The Estonian economy began to soften towards the end of 2007 (as part of the natural economic cycle). Less than a year later, as the global financial crisis spread to the real economy, and in response to an expanding fiscal gap, the Estonian government revised the 2009 budget. Three supplementary budgets representing 9.3% of GDP were passed in 2009. Roughly half came from expenditure cuts and the other half from increased revenues (both taxes and other income, such as extra dividends from state-owned companies).

Additional justification for fiscal consolidation came from euro area entry criteria (in July 2010 the EU approved entry for 1 January 2011), but in the second half of 2009 the government also enjoyed popular support based on the public perception that cuts were necessary. During 2009 public approval ratings for the government increased. In 2009, Estonia's public finances were in a significantly good position compared to most OECD member countries, as the overall public budget deficit stood at 1.7% of GDP and public debt represented only 7.2% of GDP. In the first half of 2010, goods exports had increased by 22.2% on an annual basis. Estonia's economy was expected to recover moderately in 2010, as unemployment remains high, but should gain momentum in 2011.

The recession has fundamentally changed the way the public sector will handle new spending initiatives. Between the years 2000-08, public revenues increased in Estonia 10-20% each year (both the central government and the local self-government). In this context it was obvious that all new initiatives were possible within the extra revenue and real analysis on the existing policies and provision of public services was not possible.

Now, however, macroeconomic estimates show that during the next five years the public revenue will grow only marginally. Taking into account the need to restore budget surplus, it is evident that the budget for public expenditure will not grow. This puts the Estonian authorities in an entirely new situation, where, besides efficiency gains, existing policies and the entire organisation for service delivery will be closely scrutinised.

The changed financial situation has also given rise to discussions on the sustainability of public finances. As the first step, this has led to changes to the regulation that increases the current retirement age (for men 63, for women 61 and gradually increasing) to 65 by the year 2026. This decision is now followed by a comprehensive study of the options to increase the long-term sustainability of all social security funds (pension, health insurance and unemployment) that was commissioned by the government in spring 2010.

Recent years have shifted the focus of public policy much more to the quality of public finances. This is not only about ensuring reasonable deficits and budget surplus in the medium term, but also means that the different expenditure areas get much closer attention from the whole of government (and not only by the Ministry of Finance).

The expenditure cuts in Estonia have not only been mechanical cuts in all institutions. Consolidation efforts have also initiated a few more structural changes in the Estonian public sector. In November 2009 the government decided four new inter-linked initiatives:

- centralising support functions (i.e. back office, such as accounting and technical financial management and public procurement) for central government organisations;
- streamlining the organisational structures of ministries;
- analysing the delivery of existing public services with the aim of reducing red tape and excessive bureaucratic rules for citizens and enterprises;
- reviewing state foundations and other public organisations in order to find opportunities for merging institutions with similar and duplicate functions.

### ***Key initiatives***

In Estonia the focus of public attention to public administration development has been mostly on institutions, structures and the system of benefits and less on public service delivery. In order to shift the focus more on public services, the Estonian government has asked the OECD to carry out a comprehensive public governance review. The review will be published in early 2011, around a month before parliamentary elections.

At the same time, the government has started to finance a number of concrete pilot projects for joint service delivery, such as a project for a single state service centre in one of the Estonian counties. There are also a few specific studies underway to analyse options and the cost effects of shared service delivery by municipalities in different regions. These studies are carried out in co-operation with municipalities and co-financed by the government.

As for e-government, there are also a vast number of developments ongoing. Since the beginning of 2010, Estonian central government is 100% paperless, meaning that the government institutions organise their official communication only electronically (this applies also to the process of drafting of legislation until adoption by the parliament). The work continues to also take the Estonian municipalities to the same level of digital readiness.

### ***Specific policy initiatives to improve service delivery to specific population groups***

As a result of the economic downturn, the government decided to merge two public employment services – the Unemployment Insurance Fund and the Labour Market Board. With this merger the payment of unemployment benefits and provision of active labour market measures are now better linked, and thus there are stronger incentives to target training and empowerment efforts. As a result of the merger of the public employment services, the number of people participating in active labour market measures has increased considerably over the past six months. There were 2.6 times more active labour market measures offered in the first half of 2009 than in the first half of 2008. The improvements in the provision of labour market measures continued in 2010 and will continue in 2011 with the aim of making the public employment service function quicker and ensuring a needs-based service.



## Towards a more effective and performance-oriented public service

### *Key initiatives*

In January 2008, the Ministry of Finance presented the “State Financial Management Development Concept” (hereinafter referred to as “concept”) to the government. This concept was created through the co-operation of ministries and constitutional institutions. In addition to financial management developments (including accrual-based budgeting), the above-mentioned document also contained the concept of performance management.

To analyse the feasibility of implementing the concept, the Ministry of Finance has initiated the pilot projects of accrual and performance budgeting since the beginning of 2009 in parallel to the drafting of the 2010 and 2011 state budgets. At the same time, the current situation of the state’s management functions – budgeting, planning and reporting – were analysed and the shortcomings and the development activities needed for organising the current management system have been mapped.

Development activities, which are preconditions for implementing a complex performance management system, have been worked out and will be implemented in two stages. The first stage will consist of developments that support the organisation of the existing system of government, and the second stage developments that support the improvement of the quality of management skills. It is planned to implement the first stage gradually over the next five years and the second stage over the next ten years.

### *Main first stage development initiatives in 2009/2010*

- Designating and agreeing at administrative level the strategic sectors and performance areas for the state.
- Improving the links amongst strategic development documents and establishing their hierarchy, and, in co-operation with partners, drafting a transition plan for the implementation of the hierarchy of development documents.
- Developing methodological instructions and training materials for evaluating the impact of strategies.
- Developing a process for carrying out impact analyses of strategies, and agreeing on the roles of various stakeholders and launching pilot projects to evaluate the impact of strategies.
- Adjusting the budgetary process in accordance with changes in strategic planning. Harmonising components and structures in plans and the budget.
- Standardising management accounting.
- Developing an accruals-based budgetary methodology and harmonising step-by-step budgeting and accounting principles.
- Developing and piloting the implementation of the principles for budgeting revenue and expenditure items for a programme (costing) (Rescue Board).
- Creating a performance management information system (begun in 2010), with a preliminary analysis performed on the information system.

### ***Integrating performance information into strategic and political decision making***

Since 2006 Estonia has used performance information in its strategic planning system, but it is not directly connected to the decision-making process and budgeting. The budget documentation (including the medium-term budgetary framework) contains performance information as background, but finances are not closely linked to policy outcomes and impacts. In the framework of a developing performance budgeting system, Estonia is moving towards integrating performance information (which is more sophisticated in the sectoral strategies) in budgeting and decision making.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

In Estonia, the different organisations gather information for better service delivery by various means. There are organisations (such as the Agriculture Registries and Information Board) that have a wider network of institutionalised customer unions. There are also service providers (such as the Police and Border Guard) who rely on different surveys.

The capacity for wider stakeholder involvement and partnership for policy development differs across the public sector. The Government Office, in co-operation with the Ministry of Finance, provides training courses for civil servants on engaging civil society organisations and the public in policy making.

Since 2008, one-day introductory courses have been available for civil servants (both at central government and sub-national levels). During 2008-09, approximately 300 participants were trained in citizen engagement principles and participatory practices. Such basic courses continue in 2010–2011, to deliver training for a further 250 people, including stakeholders and civil society organisations in the training groups. Advanced capacity building will be available for senior civil servants in charge of policy planning. During 2010 and 2011, a practical training cycle is organised over 8 days, to share and analyse real-life cases of participation, with a special focus on problem-solving and facilitation.

Several consultation projects are financed under a programme “Enhancing Administrative Capacity”:

- Analysis of current participation practices is currently carried out at central level (in ministries) to analyse the effectiveness of stakeholder involvement at central government level; compare the practices of government institutions and highlight experiences, solutions and good examples worth sharing; collect feedback from non-governmental partners that participated in decision-making processes; and make policy suggestions for improving public participation.
- A team of consultants advise civil servants in eight ministries. The consultants support policy planners in planning and implementing ongoing participation processes.

Led by the Government Office, several but not all ministries have compiled yearly work plans for listing participation processes. These plans reflect major policies in the form of strategic plans, legislative regulations or other formal documents, which will be prepared during the coming year. The plans serve as an early warning system, sharing information to stakeholders and the wider public as to when and how their involvement

can take place. Work plans have been published on ministerial web sites and on the central participation portal [www.osale.ee](http://www.osale.ee).

This website is a common platform for all government agencies. Citizens and NGOs can publicly give their opinion about draft legislation prepared by government agencies. Each year, an average of 25 public consultations are carried out, initiated by all ministries and the Government Office, which constitute approximately 8% of all documents discussed yearly by the Cabinet in its sessions. The website has over 3 000 registered users. Among them are citizens, but also representatives of organisations, e.g. entrepreneurs' organisations, NGOs or associations who issue a statement on behalf of their members.

According to a recent study on participation practices in ministries, there is a growing share of non-governmental partners who frequently contribute to policy making: from 32% in 2004 to 47% in 2010. This trend reflects the dissemination of engagement in recent years.

## Promoting open and transparent government

In Estonia all exchange of information circulated by public sector organisations (letters, decrees) is public and electronically accessible through document information systems that have public web-interfaces, unless a specific document has been declared confidential or with restricted access.

In order to improve and simplify public access to the work of the government and to improve cross-ministerial communication, the Estonian Government Office is about to publish a new government web portal, which is designed for the first time with a whole-of-government perspective. This will be the basis for future integration of all government (11 ministries) information at one single point of entry.

Engaging interest groups in drafting legislation and preparing policy documents is not strictly mandatory under Estonian law. However, elements of participatory democracy and engaging interest groups can be found in the Constitution, the rules of the government of the Republic, and legislative drafting rules of the government and the parliament. A significant push in favour of engaging interest groups has come from recent developments in sectoral strategic planning, which requires the engagement of social partners in preparing a national plan for financing measures.

Consultations with civil society organisations (CSOs) are stipulated in a governmental decree adopted in 1999 which provides that the explanatory letters of draft laws should also include the opinions of NGOs and interest groups.

Currently, the Rules of the Government are being amended, and will potentially include recommendations for enhancing public participation.

The Estonian Civil Society Development Concept was adopted by the parliament in 2002. The concept (EKAK, [www.ngo.ee/1030](http://www.ngo.ee/1030)) is a strategic document defining the complementary roles of the public sector and civic initiative, the principles of their co-operation, and mechanisms and priorities for shaping and implementing public policies and building up civil society in Estonia. In the course of compiling bi-annual Estonian Civil Society Concept action plans, the Minister for Regional Affairs reports to the parliament on the implementation of the concept, including achievements in employing participation practices on government level.

An advisory committee for the concept has been formed, consisting of senior level civil servants from all ministries who contribute resources to civil society development, and elected representatives of major civil society organisations. This committee oversees the implementation of concept action plans and makes recommendations for further steps.

In 2005, a “Code of Good Practice on Involvement” was developed by representatives of public sector and civil society organisations, elaborating the key principles that support the active and meaningful participation of CSOs and the wider public. The code ([www.ngo.ee/11583](http://www.ngo.ee/11583)) is in the form of recommendations to be applied by government agencies in the preparation of the following documents: drafts laws and their amendments; draft regulations and directives of the government of the Republic; drafts of ministers’ decrees; documents, concepts, policies, development plans; drafts of European Union legislation and other strategic documents (i.e. green and white books); instructions and procedures for providing public service; conventions and international agreements, etc., as policy documents that are important to the country’s development.

### ***Impact on trust in government***

While the Estonian authorities do not evaluate the impact of each initiative on building trust in the public sector, there are a few general features that are also monitored internationally. During a time of exceptionally deep budget cuts, public approval ratings for the government improved in Estonia. Approval ratings for the government (Eurobarometer):

- autumn 2008: 48%
- summer 2009: 38%
- autumn 2009: 47%
- spring 2010: 53%

Also, a look at other countries shows that there is a clear correlation between public trust in the government and orderly public finances. There is no country in Europe with poor public finances and high public approval ratings at the same time.

The IMD (Institute for Management Development), which provides competitiveness rankings, includes in its annual surveys a series of questions asking business leaders to assess a number of issues that are relevant for public governance, including:

1. Is the management of public finances sound and likely to improve?
2. Does the regulatory framework support the competitiveness of enterprises?
3. Is government policy adaptable?
4. Are government decisions effectively implemented?
5. Is government policy sufficiently transparent?
6. Does bureaucracy hinder business activities?

From 2009 to 2010, the IMD’s assessment of the Estonian government improved in all six aspects listed above. It is noteworthy that, according to the survey questions on the management of public finances and the adaptability of government policy, business executives gave historically high assessments.

### ***Reaffirming core public sector values***

The Estonian Anti-Corruption Strategy proposes to strengthen co-ordination for public sector integrity developments. To achieve this, the Estonian authorities are discussing the right format for using the personnel managers' network to discuss and agree rules and guidelines on issues such as: civil servants as trainers and consultants, post-public employment, communication and reporting of contacts with lobby groups, etc.

In 2010 two other significant initiatives were implemented:

- The target group for regular integrity and ethics training was considerably expanded. In addition to civil servants and municipal staff, training is now also provided to various other public sector employees, such as managers of publicly owned companies, state foundations, members of municipal councils, etc.
- Based on the relevant OECD manual, the “Estonian Conflict of Interest Handbook” is in the final stages of preparation. The handbook is adapted to Estonia's specific situation and includes analysis and discussion of the most recent cases of conflict of interest by civil service integrity experts.

### ***Safeguarding integrity***

Estonia regulates various aspects of conflict of interest at a high level of detail in the Anti-Corruption and Public Service Acts. Amendments to both of these laws have been under discussion in the parliament since the end of 2009. As both laws have seen substantial changes in the parliament, it is too early to describe the implications for integrity and conflict of interest issues.

In order to increase the efficiency and transparency of public procurement, new IT systems for e-procurement are in the testing phase. The new e-procurement system enables all public procurement procedures to be carried out electronically, thus creating efficiency by reducing administrative costs. In addition, information on the procedures, decisions and justification is made more widely available to the public.

## **Strategies for implementation**

### ***Mobilising citizens, businesses and civil society***

In Estonia, mobilising citizens to build consensus on the public administration reform agenda has been linked more to information provision than to actual participation. Participation is sought in developing different policies and pieces of regulation, but in the area of public administration the wider public is usually not consulted as much as for legislative and policy initiatives. One exception in Estonia has been the initiative for reducing the number (and increasing the average size) of municipalities. This reform initiative has been the subject of wide public debate, but with no success in building consensus.

### ***Fostering innovation and change in the public sector***

The government of Estonia has been relatively effective in state building, meeting immediate objectives, and establishing itself as a model for small, open economies. After having achieved certain foreign policy goals, Estonia faces such questions as: is its public administration well positioned and does it have sufficient capacity to rapidly respond to

risk? How can it help Estonia become stronger both in terms of global competitiveness and its own economic and socio-economic development? Can it meet the increasing demands of its citizenry for effective and high quality public services? Many public administration leaders in Estonia are aware of these challenges and have sought to increase the capacity of the public administration to be able to meet current and future needs. A number of reforms at the central level currently underway or being considered include:

- programme and accrual budgeting (led by the Ministry of Finance);
- shared corporate (HRM and accounting) services (led by the Ministry of Finance);
- civil service reform (led jointly by the Ministries of Finance and Justice); and
- better regulation (led by the Ministry of Justice).

The key strategy for overcoming resistance to change in the public sector work includes robust consultation, top quality preparation and analysis, and careful timing of the initiative.

### ***Co-ordination across ministries***

In Estonia the system of governance is hierarchical, given strong ministerial autonomy and independence. Ministerial portfolios are allocated among coalition partners when the government is formed. Each ministry is basically responsible for its policy development, and ministries are perceived as top-down organisations. This is balanced with a principle and practice that the members of the Cabinet make decisions based on consensus. If one of the ministers opposes, the decisions are postponed until further discussions and negotiations have been carried out.

Informally, the governance system is networked. As is characteristic of small states, and potentially more prevalent in young ones, networks are likely to be informal and between individuals rather than formal and between institutions. This means that social capital is essential, and it needs to run high for an individual to be effective within Estonia's public administration. Significantly, social capital seems more strongly tied to the individual than to his/her institution or post, which would allow more sustainable ties to be built with other government bodies, civil society organisations, intellectual leaders, other individuals, etc.

Working across the government has been an issue in Estonia that public management reformers have been trying to improve in recent years. However, this concept of one single government is still in its early phases in the Estonian central administration. One step towards improving the system was made in 2006, when the government decided to establish a new policy co-ordination unit within the Government Office. The debate about cross-sectoral and inter-ministerial joint efforts will intensify with the *OECD Public Governance Review of Estonia*.

## Finland

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The deep recession and the sharp weakening of general government finances caused by it have fundamentally changed the bases of the Finnish fiscal policy. General government finances are in a more vulnerable position from which to meet expenditure pressures caused by the ageing of the population and a restricting tax base. Ensuring the sustainability of public finances now represents a bigger challenge. In the next few years it will be essential in economic policy to implement a post-recession exit strategy in which measures supporting growth are combined with adjustment measures in general government finances. In fiscal policy, a strategy and measures to strengthen the long-term sustainability of public finances are required. It has been estimated that although general government finances will continue to improve over the years ahead on the back of economic recovery, it is expected that without new measures to stimulate growth and consolidate public finances, they will remain firmly in deficit in 2014.

In Finland it has been illustrated that sustainability can be improved in principle **in three ways**: through structural reforms, increasing taxes or cutting spending. Post-recession after-care will take several years. Important tools in the long-term management of public finances are medium-term budget planning and, based on this, spending limits extending beyond the parliamentary term.

To ensure a responsible and long-term spending policy, the government has committed to **spending limits** that control growth in central government expenditure. The spending outline of the decision on spending limits implements the government's economic strategy, in which the priorities are developing social security, skills promotion, R&D activity, and climate and energy policy. The decision on spending limits takes into account the expenditure impact of stimulus measures decided in 2009. The government has respected the expenditure ceilings for the central government from the beginning of the government term.

2011 is the final year of this parliamentary term and spending limits period. The spending level for 2012-14 does not include new policy outlines. On the other hand, the decision on spending limits takes into account the effects of decisions made by the present government on the spending level of future years.

First steps towards consolidating public finances have been taken. In relation to public management issues these include reforms aimed at increasing the effective retirement age, implementing further mergers of municipalities, measures aimed at raising the productivity of public services and raising user fees on services. In addition to measures aimed at strengthening the position of general government finances, structural reforms supporting growth and the sustainability of general government finances should form an integral part of the consolidation strategy.

Moreover, projects initiated earlier can be used to support the productivity of the public administration and public service provision, which is important in terms of sustainability. Through the structural reform of municipalities and services, the production practices and organisation of services offered by municipalities will be developed and an effort made to strengthen the financial basis of the arrangement and provision of services. A productivity project will enhance public sector activity and reallocate labour. In the future, particular attention will be paid to developing the productivity of municipal services.

### ***Key initiatives***

#### *Engaging citizens and the voluntary sector*

Traditionally the Finnish civil society organisations have been involved in providing services in many areas, especially social and health services and this is very typical at municipal level. Some organisations provide services as organisations; some have changed this function into a business unit. For example, 18% of social services and 5% of health services are provided by organisations. Besides social and health services, in very diverse areas such as fire fighting and defence, voluntary co-production is very typical and very traditional. Although this is seen as an issue to take further, there are currently no central projects for increasing co-production; rather, this happens at the local level in individual municipalities. This issue is also emphasised in the quality tools (e.g. CAF – Common Assessment Framework) promoted by the Ministry of Finance for public sector organisations to use.

The key issue around this question has lately been the tax issue: that is, how CSOs that provide services but are not business units should be taxed, in order to have a fair and equal tax treatment of service providers.

#### *Better co-ordination with local governments*

During this election period there have been four extremely wide and challenging government initiatives in this field run by the Ministry of Finance.

PARAS: the objective of the reform to restructure municipalities and services is a sound structural and financial basis for the services that municipalities are currently responsible for, in order to secure the organisation and provision of such services in the future, with due regard to the required standards of quality, effectiveness, availability, efficiency, and technological advancement.

- The Basic Public Services Programme introduced in 2003 aims at achieving a better balance between financial resources and the tasks and obligations of the municipalities. The programme consists of an annual budget review and service assessment. According to the Local Government Act, matters of municipal finances and the co-ordination of state and municipal finances are dealt with in the negotiation procedure between the state and local self-government authorities. As a part of PARAS, regulations concerning the Programme of Basic Public Services were included in the Local Government Act. The Basic Public Services Programme procedure is an integral part of the co-operation and negotiating procedure of central and local government, and of the government Budget formulation. The programme is prepared annually in co-operation between the responsible ministries and the Association of Finnish Local and Regional Authorities. The programme is a tool that facilitates the management of local



government services and their overall financing in political decision making. The programme evaluates changes in the local government operating environment and the demand for services as well as the trend in local government finances and changes in local government functions, and draws up a plan of the measures required for balancing revenue and expenditure. In the programme, the term “basic public services” means all services that are based on special legislation and the provision and financing which are the responsibilities of local government. The main emphasis is, however, on statutory services related to government transfers for social welfare and health care and for educational and cultural activities. Total spending for these services accounts for more than three-quarters of overall local government expenditure.

- Regional state administration was comprehensively overhauled at the beginning of 2010. The duties of existing key regional administrative authorities – such as the state provincial offices, employment and economic centres, regional environmental centres, environmental permit agencies, road districts, and occupational health and safety district offices – were all brought together under two multi-functional authorities: the regional state administrative agencies (six agencies) and the centres for economic development, transport and the environment (15 centres).
- The Act on the Regional Self-Government Experiment in Kainuu (a region in north-east Finland) was passed in the Finnish Parliament in February 2003. The aim of the experiment is to assess the effects of the regional self-government enforcement concerning regional development, basic services, citizen activity and the relationship between the regional and the central state government as well as the municipal and the state local government. The Act is valid from 1 June 2003 to 31 December 2012. The main reason for launching the administrative experiment in Kainuu was concern over the direction in which the region was developing. The region was (and still is) an area of population loss, with an employment outlook that is one of the worst in the country and where it has been difficult to develop the region. As a result, local government finances in Kainuu were in many respects one of the weakest in the whole country, and core public services were deemed to be under threat as a consequence. The trial project serves a number of purposes. Development measures and similar actions were boosted in the region by increasing the powers of the Kainuu regional authorities and by allowing them to determine the allocation of central government resources. To make it possible to develop public services more effectively, to increase cost-effectiveness and to safeguard the availability and quality of services, public services and their funding were brought together at the regional level.

### *Using e-government and cutting red tape*

A new E-Government, E-Services and E-Democracy Programme (SADe, 2009-14) has set the following priorities for public services:

- availability through multiple channels;
- easily found and supporting the life situations of the citizens or enterprises;
- customers will see public administration as a coherent entity.

The goal is that e-Services will be available for citizens and enterprises in all key areas by the end of 2013. The priority is to offer high quality customer-centred e-services from one or few access points with secure authentication and a single sign-on principle to all customers (citizens and corporations).

The main challenges are ensuring high uptake of existing e-services, and making e-services as easy to use as possible and modernising back-end systems alongside new e-service development. There are still legal constraints such as the limits of data exchange (interoperability). New legislation is being drafted and corporate steering is being strengthened. The greatest challenges are in the area of interoperability. The SAdE Programme will deal with several key projects including the development of the Citizens' Account, national portals, e-Service entities and a national contact centre for customers. The first project in the e-services development programme will be the Citizens' Account. The service will offer citizens a personalised view of all transactions they have with the public sector and one safe electronic channel for the administration and citizens to exchange messages and documents. It will be a place where citizens can receive information from the administration. There will also be a temporary archive for documents. Citizens will be notified by either e-mail or an SMS message after something has changed in their accounts. This service was launched on 28 January 2011.

Additionally, there are several important information system projects promoting productivity and high quality public services in the state administration. Centralised funding will be allocated in 2011 to developing the electoral data system, the real-estate recording system, the National Archive Service's electronic data acceptance and service system and the Occupational Safety and Health Inspectorates' information system, and to the acquisition of the central government's shared administrative and human resources management information system.

### ***Policy initiatives to improve service delivery to specific groups***

There is a wide variety of policy initiatives on this field. The following list gives a few examples of development projects and reforms

In the administrative branch of the Ministry of Justice, the criminal policy priorities will be enhancing crime prevention, the rapid enforcement of criminal responsibility, reducing recidivism and improving support for victims of crime. In reducing violence, the focus of attention will be on violence directed at women and children and on domestic violence. Victim support services will be developed to improve the position of victims of crime. In enforcing criminal responsibility, the interoperability of the processing chain for criminal cases and the balanced allocation of resources will be further improved.

In the immigration administration, additional funding will be allocated for the reception of refugees and asylum seekers and for compensation for municipalities owing to a larger than anticipated number of refugees and asylum seekers.

In the administrative branch of the Ministry of Education, the improving quality of basic education in accordance with the Government Programme will be continued in 2011, directly funded by reducing the size of teaching groups in basic education among other things. During the spending limits period, significant additional funding will be allocated to the construction of educational establishments and particularly to renovations.

The development of electronic customer data systems in social services and health care will continue. In the health care sector, a project which has been under way for a number of years will be supported annually with a supplementary appropriation.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

In April 2009, a project to evaluate the performance management system was launched by the Ministry of Finance following the recommendation of the annual report of the State Audit Office. This project evaluates the operability of the present performance management system from the perspective of:

- steering public service production;
- managing fiscal policy, and
- setting and evaluating the performance targets set across the various sectors.

From these perspectives, the functioning of the present performance management system will also be evaluated in relation to other management systems as part of the corporate steering system. The central future challenges of the performance management system will be evaluated, and, based on these measures, proposals will be made for future developments to the system.

### ***Integrating performance information into strategic and political decision making***

In Finland, there are two key processes in strategic and performance target setting and reporting. The current challenge is how to best combine them or make them work better. At the moment the annual budget is the main the framework document for the budget and performance. It shows the performance targets for all levels of the hierarchy covered by the steering systems as well as some data series. Apart from the budget, the performance agreements between ministries and agencies and the agency performance reports are also important; all of these are appended to the Central Government Final Accounts Report submitted to parliament each year.

The **Government Programme** forms the basis for outcome targets. This is essentially an agreement between coalition parties in the government. It is nowadays customary for a newly appointed government to draft a “Government Strategy Document” (GSD) immediately upon taking office. The Government Programme and the “Government Strategy Document” form the basis on which ministries draft their outcome targets. Each ministry drafts outcome targets independently for its administrative sector. The ministries provide data to the Prime Minister’s Office on how the targets have been achieved as part of the GSD follow up process.

The **ministries** are responsible for the performance of their respective administrative fields, meeting political and strategic objectives as well as reporting on performance. Ministries ensure that proper performance targets are set, also for their own operations, and that the agencies present true and fair information on the outcomes of their operations in their annual accounts. Performance targets for ministries are based on social impacts and outcomes, while those for the agencies and institutions are based on operating performance targets. Both have generated added value for consumers and society as a whole as an over-arching goal.

The “**Final Accounts Report**” is an instrument of the accountability of the government and ministries to parliament and the public concerning national financial administration, the effectiveness of social development policy and the performance of the administration. Work is underway to join this report with the government’s report to parliament. Together they could form a better forum for reporting on societal outcomes.

The government has two specific forums (a policy forum and the budget framework forum) for these two separate processes. It has been proposed in Finland, as well as in *Finland: Working Together to Sustain Success* (OECD, 2010), that these processes should be more closely linked in order to reduce the administrative burden and ensure better reporting on performance for decision makers.

In Finland, a lot of emphasis has been put on developing indicators and providing them in an easily accessible way. A recent example is the Findicator service ([www.findikaattori.fi](http://www.findikaattori.fi)), which includes data on key social indicators produced by a variety of organisations. The indicators have been selected in consultation with user groups and information providers. The most recent data for each indicator is automatically updated in the service as soon as it becomes available. Another example is NETRA, a service that provides information on the effectiveness of government actions as well as on resources.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

Citizens and service users are involved in the design, delivery and evaluation of public services in a number of ways. On a very aggregate level, the Ministry of Finance uses a method created by two Finnish expert organisations, Statistics of Finland and the Consumer Research Centre Sampling: the Finnish Service Quality Barometer.

The Quality Barometer indicates that citizens are happy with the public services they use. The aim of the Quality Barometer is to support quality work carried out by the public authorities and to produce material on the quality of public services as experienced by citizens.

The Quality Barometer focuses on citizen satisfaction with the following public services: municipal nurseries, comprehensive (elementary) schools, municipal libraries, health centre appointments and duty visits, the police, tax offices and the main roads outside densely populated areas. Those not actually using these services are also asked for their impression. Similar surveys have been commissioned by the Ministry of Finance since 2003.

Currently the barometer results are being combined with those of another study on results on the overall services of public administration. The aim of combining the two types of studies is to plan the measurement of the Quality Barometer and the overall services of public administration in a manner that best ensures the compatibility and comparability of the results. A second aim is to support the development of multi-channel public services.

At least 5 000 citizens will be interviewed by telephone in the context of the Quality Barometer. In a survey of overall public administration, at least 1 000 citizens will be interviewed either by phone or in person.

Finland is also promoting the use of the Common Assessment Framework (CAF) as a quality self-assessment model for public sector organisations. The model includes an emphasis on enhancing the involvement of citizens and customers. The Ministry of Finance has also promoted national and regional quality networks for public organisations in order to enhance peer learning, benchmarking and exchanging of best practices.

### **Promoting open and transparent government**

Transparency and access to information have traditionally been considered as strengths of the Finnish public administration. Nonetheless, the approaches used to engage citizens in policy making and service delivery have been quite traditional and limited, especially at central government level. This has been noted in various assessments of the Finnish public administration during the past decade. The weakness in engaging different actors in the policy-making processes and in the design (and delivery) of public services is seen as contributing to a lack of trust in the public sector and decision-making processes. Better engagement has also been seen as essential to further improve the quality of decision making and public services by enhancing the knowledge of civil servants and decision makers.

In addition to the quality of policy making and service delivery, the constantly decreasing interest in political decision making and political parties as well as declining voter turnout have caused some concern about the future of democratic society.

In general, the integrity of civil servants has not been a major concern in Finland. The Administrative Procedure Act and the State Civil Servants' Act regulate the rights and responsibilities of civil servants. There have, however, been a few cases in the past few years where the actions of certain senior civil servants have led to legal actions, and these were quite widely discussed in the media. On the other hand, the integrity of political parties and politicians has been widely discussed during the past year as the financing campaign of some MPs is currently under investigation. This has led to a revision of the rules of reporting on the financial support received by each candidate.

### ***Impact on trust in government***

According to recent survey results, Finns in general trust the government and the politicians. The majority of citizens (78%) agree with the statement that democracy is, generally speaking, well functioning. However voting activity has been constantly declining over the last few decades. Even if Finns traditionally consider voting in elections as a civic duty, there is very low interest in voting among the younger age groups. The younger citizens' habit of not voting, once ingrained, is very difficult to change by government initiative.

### ***Reaffirming core public service values***

Government officials, state authorities, agencies and individual public servants are required to act in a manner that meets standards of neutrality, sovereignty and impartiality, among others. A civil servant has a particular relationship to citizens, and the employment relationship entails values and principles associated with this relationship.

The basic common values for the state administration were defined in the government's decision in principle issued in 2001 concerning the government's Personnel Policy. According to the decision in principle, government activities are grounded in values and ethics. The common values foundation for the state administration is as

follows: activities are results-oriented and open, they are characterised by quality, strong expertise and trust, and they fulfil the service principle. Activities are neutral, sovereign, equal and responsible.

The handbook *Values in the Daily Job – Civil Servants Ethic* (State Employer's Office, 2005) is intended to assist and support the operational units of the state in turning the values and civil service ethics principles into practices. The handbook describes the content of the common values of the state administration and the central principles of civil service ethics and management with regard to maintaining activities at an ethically high level. It is recommended that the handbook be distributed to managers and personnel, and that it be used in orientation and training.

### ***Safeguarding integrity***

#### *Conflict of interest, post-public employment or the “revolving door” phenomenon*

This has not yet been a major issue in Finland, although there have been some cases when this has risen to the level of public debate. So far the existing legislation and the relatively well-adapted values concerning, on the one hand, transparency and access to information and, on the other, ethical values and norms in the civil service, have been considered sufficient.

#### *Transparency on interactions between the public and private sectors*

New legislation on public procurement entered into force in June 2007. The legislation stipulates the means for supply, service or public works contracts, into which the state, municipalities or federations of municipalities, state enterprises and other contracting authorities, as defined in the legislation, enter with external suppliers. The fundamental principles of the public procurement regulation include transparent and efficient tendering and equality and non-discriminatory treatment of participants.

#### *Lobbying*

The guidance for civil servants in terms of accepting hospitality and gifts from private companies or other non-governmental actors is currently under revision.

## **Strategies for implementation**

### ***Mobilising citizens, businesses and civil society***

In Finland, mobilising citizens to build consensus on the reform agenda has been very closely linked to information provision rather than actual participation. Openness is an underlying value in the Finnish public service, and the administration aims to be proactive when providing information about reforms that are starting or recently launched. In some reform areas, such as the current e-government and e-democracy initiative, particular emphasis has been placed on enhancing the possibility of citizens and stakeholders to take part in the various phases of the different projects making up the programme. The same applies to private sector actors.

### ***Fostering innovation and change in the public sector***

The key strategies have been to inform staff civil servants about reform projects as early as possible, and to include them in the reform process. One strategy has been to provide organisations with actual tools to help them cope with difficult reform processes (including a dedicated website including tools as well as FAQs). The State Treasury and the State Employer's Office have developed such tools as well as support functions for the organisations in need. The personnel have found these tools very useful. Special attention has been paid to providing training for the leaders of the organisations undergoing change. A unit in the State Treasury has been set up to help in the change process also (the Unit for Personnel Services).

### ***Co-ordination across ministries***

Working across the government has been an issue in Finland that public management reformers have been trying to improve along with resource flexibility. However, as noted by the *OECD Public Governance Review* (OECD, 2010), these are both still sore points in the Finnish central administration. Two relatively large reforms have been undertaken in recent years to improve the situation: one is the policy programme reform, bringing horizontal policy programmes to the state administration; the other is the regional reform, where besides combining several regional authorities into two, a new more horizontal joint steering system was developed.

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## France<sup>\*</sup>

Since June 2007, measures aimed at modernising central government public services have formed part of the overall framework of the “General Review of Public Policies” (*Révision générale des politiques publiques*, RGPP). The RGPP’s steering body, the Council for the Modernisation of Public Policies (*Conseil de modernisation des politiques publiques*), which met in June 2010 under the chairmanship of the President of the Republic, reaffirmed the priority being given to improving the quality of service delivery to users.

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The fiscal consolidation measures taken, in particular because of the reduction in fiscal expenditure and the decrease in the administrative and operating expenditures of the central government, have had no discernible impact on the availability and quality of public services in the light of the efforts made to improve the quality and productivity of public services.

#### *Key initiatives*

##### *Partnerships with the private sector*

French legislation has long recognised the possibility for public authorities to call upon the private sector to provide public services when they consider that private forms of organisation will be more effective. Alongside public procurement contracts and concessions, a 2004 order introduced a third type of government contract: i.e. partnership contracts. This innovative tool, which should improve the effectiveness and quality of public services, is used by the central government and its operators, as well as by regional and local governments for construction and urban infrastructure projects and projects involving information and communication technologies.

##### *Engaging citizens and the voluntary sector*

In the framework of the RGPP, the central government has launched an overall approach to enable all categories of users to participate in improving government services. An example of this is the consultation system *Ensemble Simplifions* (“Simplifying Government Together”) established by the Directorate-General for Government Modernisation (DGME).

This system, set up on the basis of a broad survey (6 000 telephone interviews) conducted in 2008 with four categories of users (private individuals, companies, local governments and associations), made it possible to identify specific events involving

\* Disponible en français à <http://dx.doi.org/10.1787/888932382349>.



administrative procedures that users would like to see simplified on a priority basis (for example, having a child, getting married, moving and renewing identity papers; and starting up a business, recruiting an employee, etc. for companies).

For this purpose, the DGME has set up a permanent pool of over 5 000 citizens and 2 800 companies that it consults regularly for qualitative and quantitative studies. Plans for simplification measures are also tested by consulting with professional organisations, users' associations and elected officials.

The interactive site *www.ensemble-simplifions.fr*, organised by headings (private individuals, companies, local governments, associations) enables Internet users to make proposals for simplification, to comment on projects, to vote and to reply to online surveys.

Finally, a programme for assessing the quality of public services has recently been developed (following consultation with 3 000 persons) in order to measure the quality of service delivery to users. This programme comprises 21 indicators (5 dealing with the quality of reception by staff and 19 with the efficiency of the procedures considered to be most important), and its initial results were published in July 2010. Future results will be published every six months. The programme's independence is ensured by a monitoring group appointed by the Minister for the Budget, Public Accounts, the Civil Service and the Reform of the State.

#### *Better co-ordination with local governments*

A number of measures aimed at simplifying procedures and introducing paperless procedures (see below) are based on better co-ordination between central government administrations and regional and local governments (for example, the compulsory registration of citizens at age 16 [*recensement citoyen obligatoire*] and voter registration).

#### *Using e-government and cutting red tape*

Launched at the end of 2009, the single personal account for access to online administrative procedures *www.mon.service-public.fr* provides individual users with secure access to a growing number of online services. It now covers virtually all formalities in the social sphere (health insurance, old age insurance, family allowances, complementary mutual insurance) as well as other widely used online services. One and a half million user accounts have been opened thus far with an average of over 20 000 visits per day.

The electronic filing of tax returns, used by some 10 million taxpayers in 2010, and the electronic filing of applicants for aid under the Common Agricultural Policy, used for 30% of applications, also show the progress being made in introducing paperless services and simplifying procedures.

Beyond these results, at its June 2010 meeting, the Council for the Modernisation of Public Policies decided to expand e-government for users as part of a programme that includes 100 measures to cut red tape. Tangible results can already be seen, for example:

### For private individuals

- it is now possible to apply online to be registered on the electoral roll (10 million French citizens currently have access to this service, which will gradually be extended to all communes, the aim being to ensure 50% coverage of the population by the end of 2011);
- upon reaching the age of 16, young citizens can carry out the compulsory registration procedures over the Internet. Already available to one young person out of six, the service is gradually being extended to the whole of France, with the aim of ensuring that 50% of young French citizens can benefit from this service by the end of 2011;
- when changing address, all users can inform the 12 main public services simultaneously and free of charge (Social Security, Job Centre, Family Allowances Fund, National Service Office, tax authorities, etc.) of changes in their personal contact information (e-mail address, land line and mobile telephone numbers, postal address, etc.). One out of three French citizens who moved in 2010 (around 550 000 persons) used this service during the year through the site: [www.mon.service-public.fr](http://www.mon.service-public.fr);
- the formalities for next of kin in the event of a death have been simplified in that the Old Age Pension Fund (CNAV) no longer requires supporting documents to be produced in order to register a death;
- a citizen who loses his or her identity papers can now submit a single application online for the replacement of three documents (identity card, passport, vehicle log book) through an online service available on the site: [www.mon.service-public.fr](http://www.mon.service-public.fr).

### For firms:

- the main procedures relating to changes in the life of a firm will gradually be made available online from *Votre Compte Pro* (“Your professional account”), a new virtual account for firms modelled on the [www.mon.service-public.fr](http://www.mon.service-public.fr) web site. This service, launched in November 2010, is primarily aimed at 3.5 million very small enterprises and SMEs;
- the *Votre Compte Pro* already offers firms a simple form and online procedure which they can use to transfer their corporate headquarters and make the associated statutory amendments (enterprises registered on the Companies Register; 250 000 changes of address a year);
- the formalities for creating an enterprise have now been made paperless for activities that do not need to be licensed (40% of enterprises are concerned) and the [www.guichet-entreprises.fr](http://www.guichet-entreprises.fr) portal has been launched;
- all firms awarded a public procurement contract can already obtain their tax clearance certificate online from their tax account. In 2010, 34% of all tax clearance certificates were issued on line;
- finally, it should be noted that, for all users, 80% of administrative procedures should be accessible on line by the end of 2011.

### ***Policy initiatives to improve service delivery to specific population groups***

As is the case in other OECD member countries, the approach being adopted in France to improve service delivery is based not so much on predefined population categories as on life events considered to be the most complex and frequent. These have been identified through a number of surveys conducted with users. Typical patterns for users (such as persons starting up businesses) have been mapped to determine what needs to be done in order to improve the quality of service delivery (reduce the time taken, reduce the number of supporting documents needed to create an enterprise).

“Accelerators of change” (*accélérateurs de transformation*) are another concrete initiative aimed at rapidly improving user satisfaction and the efficiency of government. This is a “Lean” method based on the critical analysis of processes and dysfunctions in order to completely reorganise the way an administrative department or a specific process operates (reception in a department, issuing of an administrative document, payment of an invoice), while enabling the staff to be genuine participants in the change. Initially conducted at several pilot sites, the experiments were then analysed to produce models that could be applied on a larger scale in comparable environments.

For example, the “accelerators of change” approach was applied in 2009 in the services of the Ministry of the Interior in order to reduce the time taken to process naturalisation applications. Thanks to this approach and the elimination of the dual processing of applications by *préfectures* and the immigration services, the time required to process applications was reduced from 12 to 5 months.

Other administrations have used this approach, which in their cases too has achieved significant results such as a 20% reduction in emergency admission times at the CHU hospital in Nancy and the 30% reduction in the average time taken by *préfectures* to issue driver’s licences, passports and identity cards.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

The new method of financing universities (January 2010) illustrates an innovative form of resource allocation on the basis of activities and performance. The latter is measured using new criteria, such as evaluation by an independent agency and the graduate employment rate. In this way, the system of resource allocation between universities has been reformed so as to develop a results-based culture in universities. Some 20% of their resources are now allocated on the basis of their performance in the fields of education and research, as opposed to 3% prior to the reform.

### ***Integrating performance information into strategic and political decision making***

The Organic Law on Finance Acts (*Loi organique relative aux Lois de finances*, LOLF, voted in 2001 and fully implemented since 2006) introduced the concept of performance, which involves setting objectives and establishing performance indicators for public policy programmes.

At the strategic level, the use of performance by public managers is a major challenge that should be addressed through a step-by-step approach. The concept of performance is regularly reduced to the objectives and performance indicators shown in budget documents, but these do not provide the sole basis for evaluating public policies, as

strategic reviews and reports justifying the use of appropriations also contribute to enriching the information provided to parliament. It is then up to parliament to use this information to set the direction of public policies when the next finance bill is examined.

At the operational level, performance is taken into account, more or less fully, in the budget formulation process through dialogue between programme managers and the managers of the programmes' operating budgets (*budget opérationnel de programme*, BOP). This dialogue consists of optimising results, for a given level of resources, and is aimed primarily at ensuring an approach geared to results-based management rather than results-based budgeting. Incorporating performance into the budget formulation process remains problematic, for several reasons. A better-than-expected result may be explained by the effectiveness of action plans, but also by the fact that there were unanticipated favourable exogenous factors or by the fact that the target set was not ambitious enough. The second problem, mentioned by many actors, resides in the difficulty of drawing conclusions from the analysis of results. In some cases, the fact that an objective has not been achieved, which may be a sign that resources were poorly used or allocated, may in some cases lead to an increase in resources, and in others to a reduction.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The main means of involving citizens and service users in the design, delivery and evaluation of public services have been mentioned above. These are based, in particular, on the interactive site [www.ensemble-simplifions.fr](http://www.ensemble-simplifions.fr), on a permanent pool of over 5 000 citizens and 2 400 companies, on regular, productive work with users' associations.

In addition, there has been regular reporting on the simplification of administrative procedures not only to the RGPP Monitoring Committee, but also to the users' associations and pool mentioned above, so that they can measure the progress made and participate in preparing the successive phases of the programme comprising 100 administrative simplification measures.

In addition, users can rate public Internet sites by means of a permanent rating system common to all government web sites. It has already been trial led on a number of sites including [www.service-public.fr](http://www.service-public.fr), [www.mon.service-public.fr](http://www.mon.service-public.fr) and [www.justice.gouv.fr](http://www.justice.gouv.fr) (these three services receive over 60 million hits a year) before being rolled out in 2011 to all government sites.

## **Promoting open and transparent government**

With regard to government in France, there is no precise definition of the term "openness". However, transparent government and users' participation in government are based on clearly identified legal foundations.

For example, the Act of 17 July 1978 established freedom of access to administrative documents. It created the Commission for Access to Administrative Documents (*Commission d'accès aux documents administratifs*, CADA), an independent administrative authority that helps users to obtain administrative documents for which access has been denied. The Act of 12 April 2000 on the rights of citizens in their relations with government extended the CADA's scope to documents based on computerised processing of individualised personal information. This act also stipulated that administrative authorities were required to organise a means of easy access to the

rules of law, since this right of access was a public service mission. More recently, the Order of 6 June 2005 broadened the access to administrative documents and introduced the principle of the free reuse of public information, whatever the medium used.

With regard to users' participation, some procedures provide for this expressly. This is the case of the public investigation procedure that is conducted prior to an expropriation in the public interest. In these cases, an investigator must consult with the users concerned and record their opinions in a written document. Similarly, the National Public Debate Commission (*Commission nationale du débat public*) enables users' associations to give their opinion on major infrastructure projects. Users can also participate in the workings of government on an ongoing basis, for example, as is the case for patients who participate in hospital governing boards.

### ***Impact on trust in government***

It seems clear that the measures taken in this respect, like those in the field of the effectiveness and quality of services, are contributing to building greater trust in government.

To check on the progress made, the perceived level of complexity of administrative procedures in the eyes of users was measured by an independent body between 2008 and 2010. The trend in this level since 2008 shows that the efforts made by the government have borne fruit: the perceived complexity in the eyes of the French public has fallen by 5 percentage points with regard to all life events, and in particular those whose magnitude the administration had started to measure:

- job seeking: the level of complexity fell from 42% in 2008 to 31% in 2010, thanks in particular to the introduction of a one-stop-shop for employment and the development of remote services (by telephone or Internet);
- retirement: the level of complexity fell from 30% in 2008 to 22% in 2010, thanks in particular to the introduction of the individual pension statement (RIS) informing users of their pension rights.

### ***Reaffirming core public service values***

The “White Paper on the Future of the Civil Service”, published in 2007, highlights the importance of values, which give meaning to the activities of government departments and the work of government officials. It recommends developing explicit shared values in order to guide the process of change. It recognised, however, that when government departments and the civil servants seek to apply these values in practice, in certain cases they face obstacles stemming from public law, administrative practice or a partial contradiction between some of these values. In practice, a number of civil service occupations are governed by codes of professional ethics and some administrations have set up ethics committees.

### ***Safeguarding integrity***

#### ***Conflict of interest, post-public employment or the “revolving door” phenomenon***

The Act of 3 August 2009 on mobility and careers in the civil service changed the conditions for referring matters to the Ethics Commission laid down by the amended Act of 29 January 1993 on the prevention of corruption and the transparency of economic life and public procedures.

First, it made it compulsory to consult with the Board of Ethics (*Commission de Déontologie*) when members of the staff of the President of the Republic or of the office of a minister wish to engage in a gainful or professional activity.

Second, this act now allows the Chair of the Board of Ethics to bring the matter before the board if neither the official nor the relevant government office has done so. In this case, the Board can hand down an opinion that the activity is incompatible if it deems that either the official or the relevant government office has failed to provide the elements necessary to assess the case.

Third, the act requires the members of the staff of local and regional executive officials to inform the Board of Ethics before engaging in any private activity.

In order to specify the means of implementing these new provisions, a decree, published on 13 September 2010, amended the Decree of 26 April 2007 on the exercise of private activities by civil servants and non-statutory public employees who have temporarily or definitively left government service and on the Board of Ethics.

With regard to conflicts of interest, a Commission for Reflecting on the Prevention of Conflicts of Interest (*Commission de réflexion pour la prévention des conflits d'intérêts*) was established by a Decree of 8 September 2010. It is responsible for making any proposals for preventing or resolving situations of conflict of interest concerning members of the government, managers of public institutions and state-run companies and, when appropriate, other public officials when the specific nature of their duties so warrants. The commission presented its conclusions in January 2010 and draft legislation will be brought before parliament in this area.

#### *Transparency on interactions between the public and private sectors, for example in public procurement*

With regard to public procurement, this is a field that primarily concerns the relevant European legislation, which has been transposed into French law. In the specific field of the effectiveness of appeals procedures, France has recently (November 2009) consolidated the treatment of disputes regarding public procurement and private law contracts involving public tenders.

#### *Lobbying*

In 2009, the National Assembly and Senate adopted measures aimed at regulating access to the premises of both houses of parliament by the representatives of public and private interests. These representatives must commit themselves to respecting a code of conduct governing their lobbying activities with members of parliament.

### **Strategies for implementation**

#### ***Mobilising citizens, business and civil society***

The General Review of Public Policies (RGPP), which encompasses all reforms in this field, has a particularly strong political resonance since the Council for the Modernisation of Public Policies, which is the RGPP's steering body and has met 4 times since it was launched in 2007, is chaired by the President of the Republic. Communication campaigns adapted to the different aspects of the RGPP are helping to mobilise citizens and the private sector.

In this way, as mentioned earlier, civil society organisations are involved in the various stages in the design and implementation of public sector reforms.

### ***Fostering innovation and change in the public sector***

Calling upon private sector consulting firms and setting up teams that bring together these consultants with government managers has made it possible to develop a fundamentally new approach to reform. A special system of consultation with high-level government managers makes it possible to understand how they view the reforms under way and better identify their need for support. This system consists of an online survey for gathering input on the views of a group that is essential to the successful implementation of the reforms currently under way.

With regard to innovation, in addition to the system for consulting with users (through studies, surveys, pools of users and the site *www.ensemble-simplifions.fr*), a participative approach to innovation with staff has already been implemented in various administrations. For example, the Ministry of the Interior awards a yearly prize to reward innovative projects in the fields of improving security and relations with users. At its 30 June 2010 meeting, the Council for the Modernisation of Public Policies decided to make staff-led innovation a key element of modernisation efforts, with the launching of the “Adm’innov” Programme. This programme encourages the deployment of staff innovations in all central government administrations. It also aims to develop approaches to co-design among staff and actors outside the administration (users, experts, associations) to jointly and simultaneously produce innovative ideas for simplifying formalities and improving service quality.

Lastly, it should be pointed out that the “accelerators of change” initiative (mentioned above) is based on an approach aimed at enabling central government staff to become actively involved in the process of change.

## Germany

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

Budget consolidation – which is also affecting Germany in the current legislative period – has also led to a reduction in budget funds for public authorities delivering public services. These necessary budgetary cuts will reduce the federal ministries' and their subordinate authorities' scope for action, adversely affect individual projects and heighten the need to set priorities. However, budget-neutral, internal postponements or financial shifts in expenditure will ensure that the implementation of projects which are important in policy terms are not put at risk.

#### *Key initiatives*

##### *Partnerships with the private sector*

Public projects can be implemented more cost-effectively and in many cases more swiftly through public-private partnerships (PPPs). They also provide the opportunity to consolidate public investment and to make it less dependent on cyclical developments. In order to implement more PPPs in Germany, the PPP Acceleration Act (*ÖPP-Beschleunigungsgesetz*) was adopted as far back as September 2008. This greatly improved the general conditions for PPPs. With the establishment of “ÖPP Deutschland AG”, a new PPP competence centre has been set up at federal level that has already commenced its work. It acts as a qualified and independent consulting service provider that is available to the public sector only, advising them on issues relating to PPPs. The aim is to further strengthen and further develop the current PPP initiative in order to leverage the full potential of PPPs and to kick-start more cost-effective PPP projects. The federal government, the federal *Länder* and local authorities hold a majority stake in the stock corporation so that they can press ahead with the use of PPPs in Germany.

ÖPP Deutschland AG was established in order to promote public-private partnerships in Germany. The company itself is a public-private partnership in which the public sector has a majority stake. It provides consulting services to the public sector only.

The company has been commissioned by the federal government to perform a wide range of important basic tasks aimed at expanding the market for PPPs, facilitating the transfer of know-how and promoting standardisation (contract and tender modules, systematic analyses of individual PPP sectors, etc.). On the other hand, it also provides advice on the implementation of PPP projects.



One important flagship project is the new building for the Federal Ministry of Education and Research in Berlin. The project is being implemented as a PPP owner model with the private partner taking responsibility for planning, finance, construction, operations and maintenance for a period of 30 years.

In the past 12 months, additional PPP segments such as IT or services have been successfully developed.

In this context, ÖPP Deutschland AG is also implementing important projects with local authorities, security authorities, in the social insurance scheme and the federal *Länder* which are the initiators of the modernisation of public administration.

The Coalition Agreement for the 17<sup>th</sup> legislative period is also pressing ahead with additional public-private partnerships. It is a matter of leveraging the additional potential of PPPs above and beyond the construction industry. However, certain sovereign activities cannot be privatised.

The so-called “three-partner-model” represents a special type of co-operation with the private sector. In this model, public administration experts and business experts co-operate within the federal administration. The aim of this type of co-operation is to enable the federal authorities to access much-needed expertise in information technology and process optimisation from the private sector as quickly as possible and involving as little red tape as possible, when the need for any such consulting services arises unexpectedly. To this end, 6 framework agreements have been concluded with 18 companies, which, together with the public administration experts, provide around 200 staff who can perform the relevant tasks at short notice.

### *Engaging citizens and the voluntary sector*

**Project D115 – a single government service telephone number, giving businesses and private individuals a direct line to public administration**

The prime goal of modernising public administration is to make it more responsive to citizens’ needs and to eliminate red tape. Public administration is to be geared to the requirements of the general public so that callers can obtain rapid answers and reliable information at one easily memorised telephone number. Project D115, “a single government service telephone number”, pursues these goals with the vision of becoming a “single point of contact”. The 115 telephone number gives businesses and private individuals a direct line to public administration. Callers no longer have to figure out which level of government, which agency or office is responsible for their specific concern. Callers obtain coherent and reliable information when they dial 115, for instance, which office is responsible for the matter in hand. The plan is to roll out the 115 service throughout the whole of Germany by 1 April 2011 once the 2-year pilot project has been completed.

At local level, so-called participatory budgets have been set up, *inter alia*, within the framework of the Open Government initiative. Local authorities are endeavouring to enhance budget transparency and are allowing citizens to co-determine and decide, at least partly, how available budget funds are to be spent. This enables citizens to decide, in a process of consultation facilitated by public administration acting in an advisory capacity, how the funds are to be used. Examples include Cologne and Berlin-Lichtenberg.

### *Better co-ordination with local governments*

The incorporation of Article 91c of the Basic Law (Constitution) of the Federal Republic of Germany created a constitutional mandate to foster co-ordination among all state levels, namely among the federal government, the federal *Länder* and local authorities in the field of information technology. New and standardised governance structures were created on this basis. With Article 91c of the Basic Law, the Act Governing the Integration of IT Networks (*Gesetz über die Verbindung der informationstechnischen Netze*) and the IT State Act (*IT-Staatsvertrag*), which entered into force on 1 April 2010, the legal basis was created for IT co-operation between the federal government and the federal *Länder*. It is now up to the IT Planning Council to start implementing this legal framework. The IT Planning Council co-ordinates co-operation between the federal government and the federal *Länder* on all issues relating to information technology, sets independent and multi-disciplinary IT interoperability standards and IT security standards, monitors e-government projects and implements tasks for the so-called communication network aimed at facilitating the secure exchange of data across all administrative levels and boundaries. Establishing the IT Planning Council, has simplified administrative structures, as it integrates the many diverse bodies involved in IT management. This has the benefit of facilitating better co-ordination and avoiding duplicate developments and structures for public service.

In terms of content, the management structures are complemented by the National E-Government Strategy for the whole of Germany. The National E-Government Strategy is based, *inter alia*, on the Malmö Ministerial Declaration 2009. It defines the mission statement, areas of action and objectives for Germany's e-government by 2015.

Ways to improve the co-ordination of the federal government's legislative processes are discussed with local authorities within the framework of the Local Authority Finance Committee. The aim is to enhance local authorities' participation rights. It is also being discussed whether and how the cost-related consequences of legal projects that place a financial burden on local authorities can be defined more accurately in relation to specific federal *Länder*.

### *Using e-government and cutting red tape*

The Coalition Agreement of the Federal Government is committed to further promoting e-government and to making legal amendments if and wherever it is necessary to do so (E-Government Act – *E-Government-Gesetz*). As such, special emphasis is placed on creating the prerequisites for secure communication among citizens, the business community and public administration. This is an important project for the current legislative period. Citizens and companies rightfully expect to be able to contact the public administration simply and conveniently – including through electronic means. Legal obstacles such as formal requirements need to be reviewed in detail and, if applicable, abolished or simplified. This applies in particular to mass procedures involving frequent contact with public administration. There is huge untapped potential here for the new electronic identity cards that were launched on 1 November 2010. They enable people engaging in online transactions to authenticate their identity and hence also when they access services provided by public authorities and public administration. In addition, citizens, businesses and public administration can exchange information in a reliable and confidential environment using the new De-Mail services.

### *Policy initiatives to improve service delivery to specific population groups*

On 18 August 2010, the federal government adopted the government programme “Integrated and Transparent Public Administration”. It is the universal strategy aimed at further modernising the federal administration during the 17<sup>th</sup> legislative period. The programme encompasses 20 key projects in the areas of human resources, organisation and information and communication technology. The programme also includes measures involving in-house modernisation and projects aimed at optimising public services: e.g. “D115 single government service telephone number”, “Open Government”, “De-Mail”, “Geo-Data Infrastructure Germany” and “Process Data Accelerator”.

## **Towards a more effective and performance-oriented public service**

### *Key initiatives*

In recent years, the federal administration has been gearing its reform endeavours towards a new management model. In Germany, this is referred to as the “New Management Model” (the international term used is: New Public Management). This philosophy involves a greater focus on targets and results, and above all, on impact and outcomes. In 2010, a general “Management and Control” working group was set up. It has defined its task of assisting with the introduction, implementation and further development of impact-oriented management and control in public institutions. Its members include not just auditors from public institutions but also management from the respective administrations and representatives of the federal ministries and business and scientific community. The involvement of the federal government in this working group has been incorporated into the new government programme “Integrated and Transparent Public Administration” as a project on “Further developing and incorporating result- and impact-oriented management in public administration”. The federal government is hoping its co-operation in this working group will lead to recommendations for action – based on the wealth of experience it and the federal *Länder* have gained as well as on scientific findings – in particular for the implementation process. The findings of the working group are to be implemented as examples by administrations involved in the pilot project.

In the past few years, elements such as measurable performance, efficiency and financial targets have been incorporated into collective bargaining law and civil service law, as well as in **human resources policy**.

The **D115 project** involving the nationwide introduction of a single government service telephone number encompassing all administrative levels – the 115 telephone number – is just one example of a practical approach (see above). The efficiency of the project is monitored on an ongoing basis. To this end, the central infrastructure components – telecommunications technology and information management – as well as the individual service centres deliver a number of key performance indicators which are collected each month by the project group at the Federal Ministry of the Interior. The project group evaluates the key performance indicators and issues a number of reports. A management version furnishes the D115 Steering Committee with information. In addition, each service centre receives its own individual report, containing individual assessments and anonymised benchmarking among the service centres is carried out. This monitoring process provides input for D115 quality management which responds, for instance, with targeted training and skills upgrading. A representative survey of public opinion carried out by Allensbach Institute for Public Opinion Research (*Institut für Demoskopie Allensbach*) also focused on the quality of the D115 service. The survey

conducted with users of the service was carried out in early 2010 one year after pilot operations had been launched and the results were incorporated into the project interim report. An update of the survey is to be carried out at the end of the pilot project in early 2011.

### ***Integrating performance information into strategic and political decision making***

According to the rules of procedure of the federal government, the federal ministry responsible for a given piece of legislation must specify in the **explanatory memorandum for draft legislation** whether and after what length of time it should be reviewed: whether the law has the intended effect, whether the costs incurred are proportionate to the results achieved and what the side-effects have been. With government programmes, evaluations are carried out on the development and expansion of e-government so that any adjustments needed can be made within the framework of new initiatives. In Germany, it is the federal ministry responsible for the matter at hand which decides how the evaluation is to be conducted.

Within the federal administration, performance information is used to enhance competition between service centres. This competition between the service centres, which is based on the spirit of co-operation, is not just intended to enhance the efficiency of the service providers and the range of services they provide. It is also intended to promote maximum economic efficiency. However, this goal can only be accomplished if performance measurements yield comparable (performance) data. Nonetheless, performance measurements and key performance indicators cannot be taken for granted for the benchmarking of service centres. In addition, performance measurements are needed for the in-house management of service centres. The most important categories of key performance indicators are:

- information about finances, costs and economic efficiency;
- information about capacity and utilisation of capacity in respect of human resource information technologies;
- information regarding the core processes and business processes in place;
- quality information regarding process implementation and process results.

Performance data and measurements are also relevant in the direct relationship between the service provider and customers. This is where key performance indicators such as processing times, throughput quotas (quantities), price per item and quality (e.g. error quotas) play an important role. This applies both to decisions taken by a public authority whether and which service provider to commission and to the existing service relationship when it is a matter of measuring whether the level of service commissioned is actually being offered. From a strategic perspective, these key performance indicators are relevant when a decision needs to be taken on whether to commission service providers or whether service providers need to be set up in the first place.

The aim is to have a uniform **performance measurement system for e-government**. Up to now, performance is only measured as part of comparisons or benchmarking with other countries (e.g. EU benchmarking). While the National E-Government Strategy is being implemented by the IT Planning Council, measuring performance in relation to the implementation of the E-Government Strategy and hence e-government will certainly be a topic of discussion.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

In the more recent past, there have been a number of examples that demonstrate how citizens have been involved in the design and evaluation of public services. The following projects are just a few examples:

- “easier access to parental allowance”;
- “easier access to housing allowance”; and
- “easier access to educational assistance”.

These projects are under the Federal Education and Training Assistance Act, implemented by the Better Regulation Unit (*Geschäftsstelle für Bürokratieabbau*) in co-operation with the National Regulatory Control Council and selected federal *Länder* and local authorities. Further examples are the online consultations on the Act on Residential Accommodation (*Heimgesetz*) in Lower Saxony, the Citizen Portals Act (*Bürgerportalgesetz*) and on integration policy at federal level. This gave citizens the opportunity to engage in a direct exchange with those responsible in politics and public administration. In addition to leveraging new media as a vehicle for shaping public opinion, this also promotes the transparency and public acceptance of administrative and government action.

## **Promoting open and transparent government**

### ***Impact on trust in government***

The response to the initiatives adopted by the federal government to create a modern and transparent public administration has been very positive for the most part.

### ***Reaffirming core public sector values***

The Freedom of Information Act (*Informationsfreiheitsgesetz*) creates a general, unconditional right to access information. The right to access information is oriented to information provided by public authorities and the right to inspect files of public authorities. Any person is entitled to receive information; they are not required to prove that the information affects them either in legal or actual terms. This means that, in principle, citizens have access to all files and all information. In individual cases, the right to information may conflict with laws regulating public and private interests. The public authority is obliged to explain any such grounds for exemptions. Persons requesting access to information may be required to pay a small fee. The Freedom of Information Act also obliges public authorities to publish certain pieces of information (in particular organisational plans and filing plans as well as directories indicating existing collections of information). Citizens are making use of their right to access information: in 2009, the federal ministries and their subordinate public authorities received 1 358 requests for information. The vast majority of requests for information are granted in full or partially granted. The requests for information relate to all conceivable areas in public administration. Citizens request information that is almost considered to be “historical” as well as up-to-date information. There is no indication of a tendency for large numbers of requests for information to focus on any particular area. As a result, the Freedom of Information Act represents an important step in making public administration transparent to citizens.

Public administration will need to perform tasks that are becoming ever more complex, offering quality standards that are higher and with resources that are becoming ever more scarce (given demographics, budget consolidation). In addition, globalisation and new technological developments mean public authorities and employees of the federal administration will need to hone their expertise in relation to quality assurance, quality enhancement, and modernisation of administrative services and processes. It is of special importance to give citizens and the business community access to information and to facilitate the integration of government IT systems in strict accordance with data protection regulations. Wherever there is a lack of sufficient data protection regulations, for instance when new technologies, databases or business practices are being introduced in the private sector, the government needs to find adequate solutions by enacting legislation or by urging the business community to impose voluntary self-restrictions. This includes government initiatives such as the Open Data and E-Government initiatives.

Requests for information by citizens filed under the Freedom of Information Act generate additional administrative work, as anticipated, and are hence more time-consuming for public administration. However, no additional staff has been hired to handle the relevant requests by citizens for information. Notwithstanding this, the additional work generated so far has remained within reasonable limits.

### *Safeguarding integrity*

#### *Conflict of interest, post-public employment or the “revolving door” phenomenon*

In Germany, the question relating to conflict of interest, for instance, in the awarding of public procurement contracts, is regulated in many diverse ways by law and by administrative provisions. Numerous control mechanisms and the general obligation to put public contracts out to tender ensure that the possibilities of manipulation by administrative staff are minimised to the greatest possible extent. Suspect cases are consistently investigated and criminal activities are subject to prosecution without exception.

There are also clear constitutional and statutory requirements at the political level of the federal ministries.

Pursuant to Article 66 of the Basic Law in conjunction with Section 5 of the Federal Ministers Act, neither the Federal Chancellor nor a federal minister may hold any other salaried office, or engage in any trade or profession, or belong to the management or, without the explicit consent of the *Bundestag*, to the supervisory board of an enterprise conducted for profit. This is intended to prevent, in particular, conflicts of interest and members of the federal government from facing an excessive workload while they are in office.

Once they are not longer in office, it is **no longer** incompatible for members of the federal government to hold any other salaried office, or engage in any trade or profession. This explains why there is no special code of conduct which members of the federal government are obliged to observe once they have retired from office. The only obligations that continue to apply are the obligation to observe official secrecy and the obligation to disclose gifts received in connection with offices previously held. Otherwise, there are no regulations prohibiting former members of the federal government from becoming gainfully employed or restricting gainful employment nor is there any duty of disclosure.

In addition, the “monitoring” of public administration and politicians by the public with the help of the media represents is another important tool for reviewing government decisions. This tool is supported by government initiatives such as the “Transparent Public Administration” initiative since it also includes the transparency of administrative decisions.

*Transparency on interactions between the public and private sectors, for example in public procurement*

Since the new Contracting Rules for Award of Public Service Contracts (*Vergabe- und Vertragsordnung für Lieferung und Dienstleistungen – VOL/A*) entered into force in June 2010, public contractors have been obliged to publish all pan-European invitations to tender on the website: *www.bund.de*. This is to enable the business community to access information on potential contracts at a single point of contact. In addition, the contracting authorities are obliged to publish certain pieces of information in national tender procedures on all contracts awarded once the value of EUR 25 000 net is attained (e.g. name of the company awarded the contract, type and scope of service), if it was a limited tender without competition or a single tender action without competition.

Similar rules apply to the Award and Contract Procedure for Construction Services (*Bauleistungen nach der Vergabe- und Vertragsordnung für Bauleistungen – VOB/A*).

An administrative provision of 17 July 2008 regulates the deployment of employees from outside the public service (external persons) in the public administration. External persons are deployed on the one hand to leverage external expertise temporarily for certain areas and to exchange information. This possibility is particularly important in areas that have very specific technical, legal or economic conditions. On the other hand, staff is deployed within the framework of personnel exchanges with institutions and the private sector with a view to enabling employees to gain insight into the decision-making processes of the other sector and to foster mutual understanding. The deployment of external persons in the federal administration is subject to tight restrictions; for instance, external persons are not permitted to take on a managerial role and they do not have any final decision-making powers. For the first time this year, the Federal Ministry of the Interior is launching an initiative to create a common dialogue platform which will be accessible to all interested federal authorities and companies. It will be a priority task initially to establish the interfaces and points of contact between public administration and the business community.

*Lobbying*

In principle, lobbying offers more opportunities than risks owing to the monitoring mechanisms outlined above. It is a legitimate element of free competition provided that lobbyists observe legal restrictions. However, decisions by the federal administration must always be taken on the basis of facts. This means lobbying can be regarded as an additional, **very sensitive form of co-operation** with the private sector. This is why civil servants in public administration face very restrictive regulations on the acceptance of gifts or benefits to prevent even the semblance of public administration being inappropriately influenced. These regulations are flanked by the above-mentioned statutory and administrative regulations and are specified in great detail.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

The Federal Ministry of the Interior provides information on an ongoing basis on projects being implemented within the framework of the “Modern State” initiative via the official websites. In addition, reform projects are showcased at regular intervals at the annual “Modern State Trade Fair” (*Kongressmesse Moderner Staat*) and at the CeBIT trade fair. The trade fairs and conferences are aimed at providing the public, the business and scientific communities and public administration with information. In doing so, services, concepts and strategies involving the modernisation of public administration and e-government are publicised and discussed using information and communication technologies (ICT). At the same time, opportunities, options and risks are discussed with the public and the private sector. This approach has made it possible to generate acceptance, build confidence and foster understanding for the accomplishments of the federal government in the area of modernisation of public administration and ICT over the past few years.

### *Fostering innovation and change in the public sector*

There are two important factors from Germany’s perspective:

- Creating clear and, if possible, uniform, central management structures for modernisation and change. This has already been accomplished in Germany with the Council of IT Commissioners and the appointment of a federal government Commissioner for Information Technology (CIO of the federal government) and with the addendum of Article 91c of the Basic Law (Constitution) of the Federal Republic of Germany as well as the establishment of the IT Planning Council. Many of the federal *Länder* have also designed their governance structures to become more transparent and uniform.
- The enhanced governance structures need to be supplemented by content-related and strategic governance. In Germany, this has been accomplished in the area of e-government, for instance, with the National E-Government Strategy. This type of strategy defines the mission statement, fields of action and goals for change and the transformation process. An autonomous decision can be taken about the further levels and administrative units on this basis on the one hand, while common “flagship projects” can be specified and implemented on the other. These points of reference guarantee that a minimum of change is achieved.

### *Co-ordination across ministries*

According to the principle of ministerial autonomy, all federal ministers conduct the affairs of their departments autonomously; however the Federal Chancellor determines and is responsible for the general guidelines of policy. It is up to the federal minister to strengthen strategic capabilities within his or her own ministry, to promote innovation, to enhance the flexibility of resources and to select and use the suitable tools for doing so.

Neither the Federal Chancellor nor individual federal ministers can interfere in the powers of another ministry without further ado. This means that intra-ministerial tasks are heavily influenced by horizontal boundaries. They require a consensus. The culture of consensus is a characteristic element of intra-ministerial co-operation between the federal ministries.



Regardless of this, all ministries are bound by the government programme “Integrated and Transparent Administration”. Any co-ordination between the federal ministries therefore relates mainly to the implementation of approved initiatives and projects.

## Greece

### Delivering public services in times of fiscal consolidation

Greece's financial situation calls for a bold fiscal consolidation, through cutting costs in the public sector. In fact, Greece has made a serious reduction in government spending through the general suspension of permanent personnel appointments for 2010, the introduction of the 5-to-1 replacement rule, the additional reduction by 30% of personnel under limited period contractual agreements in relation to 2009 and salary cost reductions (i.e. 12% allowances reduction, reduction/elimination of 13<sup>th</sup> and 14<sup>th</sup> wage payment, abolition/reduction of committees' remuneration and overtime compensation) as well as a reduction in operating costs.

However, operating costs should be reduced without compromising public service delivery quality. It is important for the public sector to achieve innovation and ensure administrative capacity in order to offer better services to citizens and enterprises through red tape reduction and simplification, rationalisation of structures, e-government and better public sector human resources management. Most important, all these solutions for better service delivery will have added value if they are incorporated in a general reform to improve strategic planning, co-ordination and implementation control of public policies, transparency and accountability of the public sector.

The first step for the implementation of an integrated strategy for e-government was the creation of the National Network of Public Administration, "SYZEFXIS", with more than 4 500 public agencies (nodes) connected to it, serving more than 200 000 public employees. This communication network offers high-value ICT services (i.e. telephony, data networks, teleconferencing, "tele-training", broadband access to Internet) and supports key public infrastructure, including digital certificates, thus minimising relevant costs and increasing the efficiency of the public sector and the quality of services. At present, a new project, "SYZEFXIS II", is being developed, aiming at connecting more than 30 000 public agencies (nodes).

During the past few years, citizens' service centres (KEPs) have been very successful in delivering one-stop-shop services to citizens in a multi-channel way, physical or virtual (through 24/7 call centres or the KEPSs portal: [www.kep.gov.gr](http://www.kep.gov.gr)). The operation of KEPs is twofold as they are managed locally (local administration) but their procedures are standardised, with operational supervision and the IT platform managed at central level (Ministry of Interior, Decentralisation and E-government). Currently, 1 077 KEPs cover the whole country (one-third are located in remote areas i.e. mountainous or island areas), and carry out 1 045 administrative procedures from a wide range of policies and activities. New initiatives are underway for the provision of integrated e-services and e-transactions to citizens and businesses, through the KEPs and the National Governmental Portal "ERMIS" ([www.ermis.gov.gr](http://www.ermis.gov.gr)). "ERMIS" is fully operational, designed to provide information but also electronic transactions between citizens or businesses and the Greek public administration, in a secure and integrated way (i.e. E-GIF interoperability

standards, digital authentication); thus materialising the virtual one-stop-shop complementary to KEPs.

Furthermore, KEPs are extending their operation as one-stop-shops for business start-ups and professional licensing. A framework Law for Service Directive implementation was also introduced in May 2010. The Ministry of Interior, Decentralisation and E-government has been appointed to co-ordinate the simplification of procedures according to the provisions of the Services Directive, as well as the operation of Points of Single Contact (PSCs) in Greece:

- the Greek government portal “ERMIS” has been appointed to operate as the electronic PSCs;
- 54 KEPs have been appointed to operate as physical PSCs.

A comprehensive review of licensing regimes for sectoral professions is being conducted, and “ERMIS” hosts EUGO Greece ([www.ermis.gov.gr/portal/page/portal/sd](http://www.ermis.gov.gr/portal/page/portal/sd)) containing relevant information to enable the completion of administrative procedure by electronic means within the next few months.

To facilitate the provision of efficient, user-friendly and secure public services for citizens, the Greek government has deployed the “Citizen’s Card”. The Citizen’s Card will be used for the physical identification and authentication of citizens and will replace the existing, official identity card (provided by the Greek police). Additionally, the card will provide the “digital identity” of citizens for Internet usage, supporting their logical authentication and thus ensuring their access to electronic services that are currently, or will be in the near future, offered by the public administration and the private sector. Moreover, the Citizen’s Card will offer – to those citizens wishing to do so – the capability to digitally sign documents, in compliance with the existing EU Directive and Greek legislation. The capability of the digital signature will actually be an essential step towards the Greek government’s vision of a paperless and green public administration.

Administrative burden reduction is part of the Better Regulation Agenda in Greece. The structural target set at EU level is a 25% reduction of the total administrative burden by 2012, having as an intermediate milestone the reduction of administrative burdens by 20% compared with the 2008 level. The Ministry of Interior, Decentralisation and E-government has already realised a partial measurement in 4 policy areas (company law, health and safety, agricultural subsidies, cohesion policy) using the European Standard Cost Method and 2007 as baseline. The project for the design and elaboration of a national methodology, co-funded by the operational programme “Administrative Reform”, is in progress. It will provide the necessary and suitable tools (manuals, databases, etc.) and measurement in the policy area of tourism. Additionally, four projects with full baseline measurement have been initiated in four policy areas (company law, agriculture policy, public procurement, food safety), co-funded by the same operational programme. In addition to measurement, the projects will include reduction appraisal and simplification proposals.

The Greek government is in the process of reorganising local and decentralised administration introduced by the “Kallikratis” Law (Law 3852/2010). This reform intends to generate sizeable productivity gains and savings, strengthen the role of local authorities and enhance the citizen’s participation. In particular, the “Kallikratis” reform aims to:

- Create a modern local government through the reduction and consolidation of municipalities the rationalisation of procedures. The law reduced the 1 034 municipalities and communities to 325 municipalities; established 13 elective regions, which will replace the 76 second grade entities of local government; created 7 general state directorates, which will replace the 13 state regions; and reduced legal entities and municipal enterprises (from 6 000 to up to 1 500).
- Generate considerable savings (about EUR 1.5 billion during 2011-13) due to the reduction of operational costs, the use of economies of scale, a new system of financial supervision and the reduction of elected and appointed officials (the number of the municipal elected officials will be reduced to 7 710 from 16 510). Better allocation and use of human resources is also anticipated.
- Improve service delivery to citizens and enterprises at local level through the clarification of responsibilities between levels of government, the enhancement or transfer of competences at local level (i.e. building permission and professional licensing are transferred to municipalities), as well as through the implementation of new technologies and the creation of one-stop-shops and e-KEPs (municipal KEPs, administrative municipal correspondent).
- Enhance the transparency and accountability of local authorities' financial and administrative operation through the introduction of control mechanisms both in expenses and revenue, increased citizens' representation, consultation processes and the compulsory publication of all state and self-government decisions on the Internet ([www.et.diavgeia.gov.gr](http://www.et.diavgeia.gov.gr)).

Under the 3<sup>rd</sup> CSF, a project funded by operational programme “Information Society” created integrated information systems at the level of the 13 regions, involving hardware acquisition, systems implementation and personnel training.

Advancing tax administration reform is also a crucial priority to limit the risks of revenue shortfall and tax evasion while embedding tax fairness. This includes improving audit operations, developing e-tax services, faster processes of tax dispute resolution and reorganising and building the capacity.

Specific initiatives are being developed to improve access for disabled people to public administration services. The Ministry of Interior, Decentralisation and E-government is co-ordinating actions for the effective implementation of measures safeguarding both the physical access of disabled people to public buildings and the accessibility of e-government services to disabled people (i.e. communication and controls on buildings' technical specifications, introduction of accessibility certification for buildings and portals and best practices awards). In fact, the portal of the Ministry of Interior ([www.ypes.gov.gr](http://www.ypes.gov.gr)) is fully accessible to disabled people, with AA rating according to the W3C standard. Moreover, Law 3838/2010 rationalised the terms and conditions for acquiring Greek citizenship and the participation in local government elections regarding legal immigrants and repatriated Greeks.

## Towards a more effective and performance-oriented public service

### *Key initiatives*

In general, performance management was introduced in the Greek public sector by Law 3230/2004, setting the yearly elaboration of goals and targets, the adoption of performance indicators and the creation of “quality and efficiency units” at all levels of government. Since then ministerial decisions were issued setting performance (general and special) indicators for 9 ministries, 13 regions and 4 other public entities (i.e. labour inspectors, National Centre for Public Administration and Local Government) as well as, after consultation with the Union of Prefectures of Greece (ENAE), 10 prefectures. Quality and efficiency units are established in 14 ministries and all regions. For Law 3230/2004, four circulars were issued: the introduction of management by objectives in the Greek public administration, guidelines on methodological approaches for performance indicators, guidelines on strategic planning and reporting procedures. The existing performance management system and structures are under review in order to support: *i)* the new framework for budget formulation and execution, linking strategic planning (three-year and annual) and performance evaluation with economic programming and resource allocation; and *ii)* public sector human resource performance appraisal.

Regarding quality management in the Greek public sector, the Common Assessment Framework (CAF) is used as a quality assessment tool in 72 public entities, and the Ministry of Interior, Decentralisation and E- Government has introduced quality awards based on CAF methodology.

Public financial management and budgeting reform were prioritised in order both to address the short-term fiscal challenges as well as to strengthen performance, accountability and transparency. In this context, Law 3871/2010 for Fiscal Management and Responsibility sets the new framework for budget preparation, execution, monitoring and reporting obligations, thus supporting fiscal consolidation and discipline at general government level (including local authorities, social security funds and other entities). The new law introduces a three-year fiscal and budgetary strategy (including governmental goals), top-down budgeting with expenditure ceilings and frequent fiscal reporting, modernisation of audits and strengthening of accountability and transparency, including the creation of a parliamentary budget office. Most elements of the new legislation will become effective for the preparation of the 2011 budget.

To address fragmented employment practices and wages, the Single Payment Authority was established for the centralised payment of all wages across the public sector; the first phase of civil servants registration is complete. A process is underway to set the principles and the timetable of actions (i.e. assessment report on levels and structure of compensation and volume and the dynamics of public employment, drafting of the relevant law, consultation) for the establishment of a simplified remuneration system that will cover all basic wages and allowances. It will apply to all public sector employees, ensuring that remuneration reflects productivity and tasks. This new remuneration system is part of a general reform regarding human resources management in the public sector, focusing on better allocation, performance appraisal, development of a system of job profiles and re-organisation of the Ministry of Interior General Directorate of Personnel and other ministries competent directorates.

In the context of reforming the hiring system for public servants, Law 3812/2009 has been introduced designating the Supreme Council for Civil Personnel Selection (ASEP) as the sole competent body for the control and implementation of personnel hiring in the public sector, prohibiting all other exemption recruitment procedures. In this way, public sector personnel hiring will be programmed and executed in an impartial, objective and economic way. In addition new Law 3839/2010 introduces a staff promotion system for senior positions in the public sector based on impartial and objective criteria.

With the aim to review the scope and performance of public entities, a standing inter-ministerial consultative committee under the vice-president of the government was recently formed (*Government Gazette* Issue B 19/2010) regarding the creation, abolition, re-organisation and transformation of public services, committees, boards and entities. A new draft law is being introduced for the abolition and consolidation of 78 public entities and service units (i.e. 51 local centres of rural development), resulting in considerable cost savings due to reductions in official posts and operating costs, while a new proposal for the abolition/consolidation of 27 public entities is underway.

### Promoting open and transparent government

An “Open Government” has been implemented by the Prime Minister’s Office since October 2009, fostering citizens’ participation in decision making. This innovative initiative involves the online publication on the central Open Government website ([www.opengov.gr](http://www.opengov.gr)) of the following:

- Calls of interest for public service senior positions: individuals can apply for senior public sector positions (i.e. general – special secretaries, public entities board members, political advisors)
- Draft regulations (laws, presidential decrees, ministerial decisions, etc.) of all ministries for open consultation: a minimum ten-day consultation is prescribed where everyone (citizens, social partners, etc.) can submit comments and objections. All submitted comments are gathered and assessed by competent authorities, and in many cases they are incorporated in the final regulations.
- Calls for online submission of innovative ideas for issues such as reducing bureaucracy, redesigning public services, the environment, etc. To a significant extent, <http://labs.opengov.gr> is a first experimental attempt for bottom-up generation of mature and immediately applicable ideas. It is an open innovations web laboratory that brings together experts from the wider domestic technology community, public bodies that manage information technology projects for the public sector and interested citizens.
- Opening public data to citizens, enterprises, researchers and different government bodies. The website [www.geodata.gov.gr](http://www.geodata.gov.gr) is the first attempt to make geospatial data publicly available.

In parallel, legislation (Law 3861/2010) has been recently enacted making it compulsory to publish online all government, local government and public administration bodies’ decisions, including the commitment of funds and financial decisions of the government sector. The programme is called “Diavgeia” (Lucidity) and is under the co-ordination of the Ministry of Interior, Decentralisation and E-government. One of the most advanced points of this programme is that, according to the Law 3861/2010, decisions will not be applicable unless they are first published on the Internet. Decisions

are published online both centrally on the Government Printing Office site ([www.et.diavgeia.gov.gr](http://www.et.diavgeia.gov.gr)) and on public entities sites. This law also grants free access to *Government Gazette* issues and obliges public entities to publish certain information such as organisation charts and competences on their portals. In all, this programme aims at maximum publicity for government policy and administrative actions and wide access to the relevant information through new technologies implementation, thus embedding transparency, responsibility, legality and accountability in the execution of public power and administrative actions and securing citizens' constitutional rights about access to information and participation in the information society.

The Better Regulation policy is very high on the governmental agenda. Recently a modification of the Rules of Procedure of the Hellenic Parliament sets new prerequisites for legislative procedure, making impact assessment and consultation reports obligatory. A new law was introduced in December 2010 for implementing the Better Regulation Agenda (i.e. procedures for impact assessment and consultation requirements). A number of regulation codification projects are also underway, co-funded by the operational programme “Administrative Reform”. Finally, the “Raptarxis” project concerning the automation of the management, filing and diffusion of legislation to the general public based on the Permanent Code of Legislation (involving the creation of portal: [www.e-themis.gr](http://www.e-themis.gr), a call centre and an information system).

Moreover, new Law 3832/2010 granting full independence to the Hellenic Statistical Authority (ELSTAT) and relevant measures are a major step toward ensuring the reliability and transparency of public sector statistical data.

The Ministry of the Interior, Decentralisation and E-Government, in co-operation with the independent authority of the Greek Ombudsman is in the process of drafting and publishing a “Civil Servants’ Good Administrative Behaviour Guide”, in order to officially present instructions and directions on the principles and the behaviour of employees of the public sector towards the citizens whose affairs they handle. More precisely, the guide will determine the manner in which civil servants are expected to adhere to the values and the principles of good governance: legality, professionalism, responsibility, integrity, impartiality, independence, confidentiality, confidence, etc.

The integrity framework for public officials has recently been strengthened by the introduction of Law 3849/2010. The new law makes special provisions regarding conflict of interest, asset declaration by public officials and crimes committed during public service (i.e. assets declaration controls, whistle blowing, illegal enrichment, favourable influence, and offshore participation and punishment measures).

A reform of the public procurement system is also underway, involving the implementation of an electronic platform for public procurement and the use of an e-auctioning system, which should generate efficiency gains and ensure transparency. Finally, Law 3886/2010 was recently introduced for disputes settlement and judicial protection concerning the awarding of public contracts; thus implementing EU Directive 2007/66/EC and an effective appeal system.

## Strategies for implementation

In general, for the implementation of reforms in the Greek public administration, there is a special operational programme for the programming period 2007-13. The vision behind the public administration reform is the “creation of a citizen-centred, effective, open and flexible governance”, targeting the transition from an administration based on

competences and procedures to an administration operating accordingly to policies, objectives, results and delivery of qualitative services”. The goal of the public administration reform is the improvement of the quality of governance through enhancing the effectiveness and efficiency of public organisations, as well as strengthening accountability and professionalism through the broadening of public consultation and the participation of stakeholders.

A new initiative of the Ministry of Interior, Decentralisation and E-government is the programme “Reforming the State: Towards a Strategic State”, with a vision of establishing a strategic state, able to achieve economies of scale, providing quality services to citizens and businesses and operating under the principles of efficiency, effectiveness, subsidiarity, accountability and user friendly functionality. The programme will contribute to the accomplishment of a new administrative model for the central state, focusing on:

- improving multi-level co-ordination and the cohesion of government policy;
- reinforcing the strategic, steering and supervisory role of the state,
- reducing operational costs and the enhancement of productivity/efficiency of public organisations;
- reinforcing and re-organising the audit bodies;
- promoting transparency and accountability and increasing the citizens’ “trust” in the state.

More particularly, the programme will have the following outputs:

- establishing a strong centre of government and improving multi-level governance;
- developing new organisational charts for the ministries, which shall reflect their new role;
- consolidating the supporting structures and functions of the ministries as well as the classification of functions;
- introducing job profiles, which shall be linked to workforce planning, training and mobility of the personnel;
- increasing the span of control;
- introducing a new HRM system and a new salary system;
- applying a new assessment system for public bodies.



## Iceland

### Delivering public services in times of fiscal consolidation

The economic crisis has created a need for fiscal consolidation in the Icelandic Government. Consolidation has been, and will continue to be, both on the revenue and expenditure side of the budget. On the expenditure side, the emphasis has been on protecting the most vulnerable citizens on the one hand and the public services most important to economic recovery on the other.

For the purpose of achieving these goals, Iceland has enacted a reduction policy with the aim to protect fundamental structures in government, education and health. There have therefore been fewer expenditure cuts on income transfers and education than in other parts of the public sector. The consolidation represents a 3% contraction in health; 5% in education (7.5% for universities), law enforcement and welfare institutions; and 9% in administration. Freezing pay and benefits also helps to avoid having to resort to special cuts in pension and disability benefits and payments to farmers.

#### *Key initiatives*

##### *Partnerships with the private sector*

A small number of public services are run by the private sector in public-private partnership, e.g. higher education and quite a number of services to the handicapped and elderly are in the hands of the third sector (non-profit organisations – NPOs). The Icelandic Government does not currently plan to further increase the role of non-public activities or privatisation.

##### *Better co-ordination with local government*

The laws on local government were in the process of being renewed in the autumn 2010 at the time of writing. The agreement between the state and local authorities on public finances to strengthen the general fiscal framework was also ongoing at that time. The purpose of this work is twofold: implementing fiscal regulations to make the fiscal autonomy of local governments more responsible, and implementing new standards of practices within the public sector fiscal framework, with an agreement between the central and local governments to better ensure that local governments comply with the central government fiscal framework.

This should lead to less volatile revenues and expenditures for local governments and the public sector as a whole.

The transfer of service tasks from central to local government has been on the agenda for many years. On the one hand, the policy has been considered an incentive for the amalgamation of the numerous, small local authorities, thereby empowering the local level of government. On the other hand, there has been reluctance to transfer tasks to

small local authorities that do not have the competence to deliver specialised services. Such elementary services as primary education were only transferred to the lower level of government 15 years ago and in many cases local authorities have had to co-operate in order to be able to produce primary educational services. The transfer of services to the disabled has been on the agenda for decades but a declaration of intent was signed in 2009 with the aim of transferring these services in the beginning of 2011. The objective is to improve services to the disabled and, by providing services at a lower administrative level, being better able to adapt to individual needs. By devolving services to the disabled to the lower level, all social services will be delivered at the same level, thereby minimising overlap between levels of government, improving co-ordination and adjusting services to the different needs of individuals.

### *Using e-government and cutting red tape*

The Prime Minister's Office has set up a toolkit aiming to facilitate the use of online public services for Icelanders. The following online services are available at a low cost for all Icelandic institutions and municipalities:

- Authentication at *www.island.is*: the Authentication Service at *www.island.is* is used for secure identification in closed (or restricted access) pages of institutions and municipalities, the so-called "My Pages". Public bodies can reduce costs and efforts considering that they would themselves have to develop a host certificate or create and maintain a list of users and passwords.
- Electronic document delivery at *www.island.is*: this service allows people to send electronic documents safely to public bodies. It is especially designed for organisations that are not able to make large investments in electronic document delivery software.
- Service layer at *www.island.is*: the aim of this electronic service is to facilitate public institutions to provide electronic services and access to data in addition to offering various central solutions used by many organisations.

## **Towards a more effective and performance-oriented public service**

### ***Integrating performance information into strategic and political decision making***

For the last decade or so, Icelandic ministries have been making performance management contracts with their agencies. The Ministry of Justice and Human Rights has used its vast experience in developing and implementing performance management contracts to make extensive changes in their use, aimed at making them a more flexible work and communication system between ministries and their agencies. Although this work is still in its initial stage it is believed to embody positive changes. This new approach seems to be especially well-suited in the case of agency integration and strategy making.

Previously, performance management contracts were valid for several years and were not modified during the duration of the contract. One of the major changes that have been made recently is that performance management contracts are intended to be provisional and to be revised at least on an annual basis. This approach stresses that performance management contracts are active communication tools and should be modified when necessary. They should also become the framework for overall long-term as well as

short-term strategy making. Yearly meetings should be held and an agenda should be set prior to those meetings. Long-term plans and annual reports are not specifically called for; the objective is rather to solve as many issues as possible during the meeting between the ministry and its agency.

This continuous revaluation of performance management contracts allows for the opportunity to change their presentation. The aim is to set long-term goals as well as secondary – or phase – goals in a defined and planned way in order to help achieve the long-term goal. With the revaluation of the contracts, time-bound assignments are replaced and new ones are implemented.

The evaluation of agencies' performance on the basis of the above-mentioned performance management contracts will, among other things, consist in evaluating how well the agency has managed its time-bound assignments, phase goals and in a later stage, its long-term goals. Performance management contracts are intended to influence subsequent goal setting in long-term policy planning, to be a channel for implementing strategy making and to monitor implementation.

However, it is not a holistic system or process that connects performance management and decision making. Information regarding performance results is not interconnected in a systematic manner to the fiscal budget or central government accounts.

## Promoting open and transparent government

### *Key initiatives*

#### *Making information available*

The Icelandic government has made it clear that openness and transparency are key factors in rebuilding trust in government following the economic collapse in 2008. The Prime Minister's Office, as well as other ministries, provides information more openly to the public and the media than before. Exceptions to the right to access information are not relied on unless absolutely necessary to protect vital interests. At the same time, the Law on Access to Official Documents is being revised in order to broaden its scope and streamline procedures. The preparation of legislative bills is also gradually being made more transparent. Ministries increasingly invite the public to comment on draft bills before they are introduced to parliament.

#### *Reaffirming core public sector values*

##### *Ethical values as the base for effective service*

In spring 2010 the legal framework for core public service values and ethical rules was revised. In addition to legal provisions on certain basic standards of behaviour for civil servants, a committee is being established which will be responsible for promoting public sector values, commenting on draft codes of conduct, organising training and consulting with the Parliamentary Ombudsman and the National Audit Office on the risks of unethical conduct and ways to counter them. The codes of conduct to be adopted will be monitored by managers within each ministry or government office under the supervision of the Parliamentary Ombudsman. He will act on complaints or at his own initiative.

Following the adoption of the aforementioned legal framework, codes of conduct for ministers, civil servants and political assistants will be adopted. Their content is still being discussed in the framework of a consultation with concerned parties and the public at large.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

Early in 2009 the government launched an economic and social development strategy named “Moving Iceland Forward 2020”, in consultation with government offices and social partners. National meetings were held in eight identified regions. During these one-day meetings politicians and members of civil society engaged in consultations with the general public – selected randomly in each area from the national registry – about the competitiveness of each region. At the same time expert groups in seven fields (infrastructure, technological readiness, macroeconomic stability, functioning of markets, education and research, innovation, and health) were formed to discuss competitiveness. This consultation process has allowed a strategy to be proposed which should form the basis for co-ordinating government policies and civil service reforms in the coming years.

### *“Stability Pact” with the largest unions and employer associations to encourage reconciliation in the Icelandic labour market*

Tripartite negotiations where employers’ and employees’ organisations in the labour market (both private and public) and the government/Cabinet co-operate in order to reach an agreement have been quite common although there are no formal procedures obliging them to take part. In 2009 the government made a special “Stability Pact” with all the trade unions, employer associations and local government, both in the private and public sector, in order to tackle the extraordinary situation that arose in the wake of the economic “tsunami” that hit Iceland worse than most other countries.

In Iceland, mobilising citizens to build consensus on the reform agenda of the day is partly based on the decentralised structure of the public sector, which only has two tiers, state and municipalities (there are currently 76) but it is mostly based on the underlying values of the openness of the Icelandic public service.

These values are egalitarianism and inclusiveness which are in turn based on constitutional rights in the form of justice and fairness. They are also based on the tradition of bargaining and compromise which is linked to a corporatist tradition, characterised by organised interest groups, which explicitly or implicitly influence policy making. The above-mentioned values have their roots in the social and ethnic homogeneity of the population.

### *Fostering innovation and change in the public sector*

#### *Structural design of policy and delivery of strategic programmes*

The key strategies in this area have been aimed at delivering clear, simple and standardised reform projects to agency managers as early as possible and at including the personnel in the reform process.

Another important element has been providing necessary support functions to state sector institutions and their leaders in order to help them cope with difficult reform processes. The Ministry of Finance has provided a range of support functions for institutions in need. The personnel and their organisations have been involved and have taken an active part in the reform process. For example, the Ministry of Finance launched a major programme in 2009 to cut costs. A bottom-up approach was emphasised when implementing assignments, by organising a series of large, open meetings with the attendance of public employees, their trade unions, management and citizens/users. The series of high profile meetings created public debate and allowed the opinions of all relevant players to be incorporated in the process.

## Ireland

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The rapid deterioration in public finances in recent years has brought greater urgency to the need to improve the way in which services are provided by the public service.

The government has set out its agenda for public service reform in its “Statement on Transforming Public Services” (TPS) (TPS Programme Office, 2009) which accompanied the “Report of the Task Force on the Public Service” which, in turn, followed a review of the public service undertaken by the OECD. The overall theme of TPS is a more integrated public service which has greater connectivity and linkages across departments and agencies and delivers an improved level of performance for customers along with enhanced accountability. The Public Service Agreement 2010-14 (an agreement between the government as employer and the public service unions) made provisions for themes emerging from TPS and set out a shared vision of how the arising challenges can be met. Progress has already been made under a number of headings.

In the area of human resources, measures have been put in place which will continue to contribute to the implementation of expenditure savings. These include the incentivised scheme of early retirement in the public service, the special civil service career break scheme and the shorter working year scheme, together with restrictions on filling public service vacancies by recruitment or promotion. Work is also underway on specific shared services proposals in the areas of human resources, pension administration and payroll and financial management. The aim is not just to make significant savings but also to bring about improvements in the delivery of services. There has been progress in the area of business process re-engineering (BPR) with a number of pilot projects taking place with a view to rolling out the programme in all departments.

In the area of ICT and fiscal consolidation, Ireland has taken three primary initiatives:

- Greater scrutiny of all ICT expenditure proposals to ensure absolute value for money. The arrangements for this scrutiny are set out in Department of Finance Circular 2/09.
- The government has mandated all public bodies to use a range of central drawdown and framework procurement arrangements to ensure a co-ordinated, standardised and shared approach across the system.
- All public bodies must produce detailed plans for e-government which include a detailed and reasoned statement of anticipated expenditure; an analysis of whether a project can be developed and delivered from existing resources; and a statement of potential benefits and impacts for the state and for citizens or businesses.

Accordingly, the current fiscal environment has required a more targeted approach to identifying and delivering ICT and e-government projects.

ICT facilities such as websites, email, social networking sites, online feedback forms, etc. are available to support the various customer engagement mechanisms developed under “Delivering Better Government” (Co-ordinating Group of Secretaries, 1996) and “Transforming Public Services” (Task Force on the Public Service, 2008).

ICT is used to support the simplification of all aspects of business or citizen interaction with public authorities. This includes the provision of a large number of online information and transaction services, downloadable forms, multi-channel access to services, online triage functions, and electronic backend system integration and data sharing.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

At an organisational level, in the 2007 Budget, the Department of Finance introduced a requirement for all government departments to produce annual output statements (AOS) with the objective of linking expenditure and staffing demands with key outputs and strategic impacts. The annual output statements are prepared on a programme basis that aligns resources, both money and staff, with the actions adopted by departments to achieve the high-level goals (HLGs) as set out in their three-year “Statement of Strategy”. This approach supplements the presentation in the annual estimates for each department, which is based on financial inputs at a subhead level. The annual output statement for each department is submitted to the relevant *Dáil* sectoral committee for consideration at the same time as the annual estimate.

In the *OECD Public Management Reviews: Ireland 2008: Towards an Integrated Public Service* (OECD, 2008), the OECD was broadly supportive of the AOS, which they saw as in keeping with their central recommendation for a more integrated, performance-centred approach to managing resources. However, as the OECD recognised, and in light of the practical experience to date across various departments, it is clear that there are a number of shortcomings with the AOS approach, namely: it is not related to the annual estimates or to decisions on resource allocation; stated targets are often “broad-brush” and lack specific relevance; and as a result *Dáil* committees have not found it as helpful as it could be in discharging their scrutiny role. The requirement to produce essentially the same expenditure-related information in different formats also imposes an administrative burden on departments.

In response to this input, and taking on board various recommendations of the OECD review, changes have been made to the annual output statements. The emphasis has been on fewer, more relevant outputs and impact indicators. In addition, departments have been asked to dispense with “administrative programmes” in favour of allocating administration across programmes in the interests of transparency and showing the full costs of programme implementation.

The question of pursuing further initiatives in this area, e.g. moving towards a “performance budgeting” approach that allows for fuller integration of financial and performance information, is under active consideration.

At the level of the individual, work has been undertaken on the TPS recommendations regarding designing, negotiating and introducing performance assessments in all areas of the public service where none exist, initially targeted at tackling underperformance.

Under new guidelines, e-government is now a stated fundamental in the development of three-year statements of strategy that each minister and secretary general is obliged to produce under the Public Service Management Act of 1997.

E-government policy is set out in various government decisions, the Department of Finance Circular 6/09 on “Arrangements for e-government”, and the “E-government Strategy 2010” each of which contains performance management initiatives.

Additionally, public bodies are required to develop detailed plans for any proposed e-government projects. These project plans are required to include a specific set of details including a description of the facilities being offered; a detailed and reasoned statement of anticipated expenditure; expected or intended impacts and benefits of the project; and the capacity of the organisation to deliver the project. Once approved by the Department of Finance, projects are included in a rolling programme of e-government projects. Progress is monitored by the Department of Finance which reports directly to the government and to the Cabinet Committee on Transforming Public Services.

E-government progress reports are submitted to the government on a regular basis which include detailed updates on prioritised projects as well as developments in relation to a rolling programme of e-government projects. This information is a central element of strategic and political decision making on future e-government priorities, as evidenced by the E-government Strategy 2010.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The Irish government encourages interested partners (e.g. customers; user groups; professional, trade and other organisations; private firms; service users; and individuals) to contribute to the development of the strategic direction of public bodies. The website [www.onegov.ie](http://www.onegov.ie) provides information on the government’s “Transforming Public Services” Programme which amounts to a radical overhaul of the Irish public service.

Irish government departments and other public offices use a range of online channels to facilitate consultation with customers. For example, the Department of Communications, Energy and Natural Resources (DCENR) used the Ammodo Social Network site to conduct a collaborative discourse between policy makers, the public, regulators, industry, academia, business representative groups, and telecommunications operators, on its “White Paper on Next Generation Networking” ([www.ammado.com/community/105907/articles/6772](http://www.ammado.com/community/105907/articles/6772)). The DCENR also began a thread on the online discussion group at [www.boards.ie](http://www.boards.ie) to include those interested in technology and broadband questions in the public consultation. DCENR also provides online consultation fora on its website, [www.dcenr.gov.ie](http://www.dcenr.gov.ie). Current consultations focus on the development of the department’s “Statement of Strategy 2011-13” and on the broadcasting review of major sporting and cultural events.

The use of these online channels (complemented by the use of offline consultations and third-party assessments) ensures that the public service receives the views of interested parties. This complements the long-established social partnership structures



(government, employers, trade unions, community and the voluntary sector) which has ensured a high level of government accountability and social responsibility.

As part of the government's Customer Charter Initiative (launched in 2002), public service organisations are required to publish a public charter of standards that customers/citizens can expect in their interactions with that organisation. The Customer Charter process involves four stages – consulting with customers, setting standards/commitments, evaluating performance, and reporting on results. Organisations are also expected to produce customer service action plans, detailing how they will meet (and exceed) their public commitments. All government departments/major offices produce customer charters, and action plans.

In terms of customer/citizen involvement, there are a range of methods utilised. These include customer surveys (undertaken by individual organisations as well as across sectors – for example, the Department of the *Taoiseach* undertakes surveys of civil service customers on a periodic basis), formal public consultation processes on specific issues (as required, e.g. one completed for the *OECD Public Management Review* [OECD, 2008] of the Irish public service), and the use of customer/user focus groups for example. These methods are undertaken in tandem with existing customer feedback mechanisms and procedures, use of websites and other means of direct communication with customers/citizens.

A key element of the government's Transforming Public Services Programme (launched at the end of 2008) is to reach out to citizens to get their input to policy making and into the design and delivery of services. As part of this process, the government is committed to a greater use of public consultations, customer panels, surveys and other means to engage citizens and will make special efforts to encourage the participation of socially excluded groups and those whose voices are seldom heard. The government also committed to sharing information on performance and benchmarking the activities of public bodies as a means of empowering citizens in evaluating public services and monitoring performance.

The government is committed to consultation with stakeholders and actively seeks the views of those outside the decision-making process in order to better inform that process. These views feed into decision making, the development of regulations and procedures and the policy-making process.

## Promoting open and transparent government

### *Key initiatives*

#### *Making information available*

The Freedom of Information Act (FOI) came into force on 21 April 1998. The Freedom of Information Act is “An act to enable members of the public to obtain access to the greatest extent possible consistent with the right to privacy, to information in the possession of public bodies...”

While this is clearly the primary purpose of the legislation it has also produced other important benefits. The mere fact that it exists has helped public bodies to refocus their attention on the details of their relationships with their clients. In the light of the Freedom of Information legislation more and more public bodies are examining how they manage information as a resource and exploring how can it be shared to a greater extent with the

public. It has also directed the attention of public bodies to the importance of maintaining a high level of quality in the day to day tasks of public administration – the processing and maintenance of records. Furthermore, the requirements on public bodies under the act to publish information about their internal rules and procedures, together with greater transparency attached to the decision-making processes has enhanced the quality of decision making generally and in particular the quality of feedback to clients in relation to their dealings with public bodies.

The FOI Act currently covers over 500 public bodies ranging from central government departments, local government and health sectors, and various other agencies. The government set out in the renewed programme for government agreed in October 2009, to extend the FOI Act to specific administrative functions of the police (*An Garda Síochána*) and work has commenced on this proposal. Officials are also currently working on extending the act to other bodies which will increase the number of bodies covered by the legislation to over 550.

Enhancing the provision of information is a key goal of the E-government Strategy 2010. Comprehensive information on services, rules, regulations and costs is available for citizens at [www.citizensinformation.ie](http://www.citizensinformation.ie), for businesses at [www.basis.ie](http://www.basis.ie), and for the nation's laws at [www.irishstatutebook.ie](http://www.irishstatutebook.ie). It is intended that the next phase of this E-government Strategy will concentrate on publishing public data in ways that are meaningful to customers.

### *Fostering integrity and transparency*

The Ethics in Public Office Acts 1995 and 2001 provide, *inter alia*, for the disclosure of interests by parliamentarians and public servants. For parliamentarians these disclosures are publicly available in the registers of members' interests. The Ethics Acts established the independent Standards in Public Office Commission and the Select Committees on Members' Interests of *Dáil* and *Seanad Éireann* to supervise the operation of the legislation and for investigation of possible non-compliance with its requirements. The principal objective of the legislation is to demonstrate that those who participate in public life do not seek to derive personal advantage from the outcome of their actions. The legislation is founded on the presumption of integrity but recognises that specific measures should exist to underpin compliance. The legislation also introduced a requirement whereby elected members of both Houses of the *Oireachtas* and appointees to senior office in the public service are required to furnish evidence of tax compliance. It also made provision for the publication of Codes of Conduct for office holders (e.g. ministers and Ministers of State), ordinary members of both Houses of the *Oireachtas* and for civil and public servants.

Under the Ethics Acts, parliamentarians, office holders, the Attorney General, special advisers, and designated directors and employees of public bodies must not perform an official function where the person concerned has a material interest in the function and must furnish a statement of the facts of the matter.

Typically, employment positions in public bodies that are concerned with public procurement or otherwise interface with the commercial sector are covered by the Ethics Acts. This means employees who occupy these positions must make annual disclosures of their interests where an interest exists that could materially influence the employee in his/her official functions. The employee must also cease work on an official function and furnish a statement of facts where he/she has a material interest in the function.

The government's Transforming Public Services (TPS) Programme reaffirms and states the core values of the public service of equity, integrity and impartiality. It does so in the context of achieving a leaner, more effective and integrated public service; it provides a blueprint for a much more flexible, more responsive public service. To date, progress has been made in the implementation of many aspects of this programme which is driven by a Cabinet Committee chaired by the *Taoiseach*. In 2010, public service management and unions agreed on a comprehensive agenda for public service transformation and a framework for public service pay determination through to 2014 – this will assist in the advancement of the TPS Programme.

Significant progress has been made in promulgating codes of standards and behaviour in recent years across the Irish public sector. Codes of standards and behaviour have been put in place for:

- the civil service;
- county and city councillors;
- local authority employees;
- the health service executive;
- members of *Dáil Éireann*;
- members of *Seanad Éireann*;
- the guidance of office holders;
- *An Garda Síochána* (the police service).

In addition to these codes, the Department of Finance updated its long standing Code of Practice for the Governance of State Bodies in July 2009. Work on a proposed Code of Standards and Behaviour for the remaining elements of the wider public service which will broadly reflect those set out for the civil service is ongoing.

The implementation of each of these codes required consultation with the relevant stakeholders as provided for in the relevant enabling legislation. There are well-established procedures in place in the Irish public service for consultation with the staff interests concerned. The implementation of each of these codes reflects continuing government policy to strengthen the ethical framework set out in the Ethics Acts and to ensure that all public servants are operating within and guided by codes relevant to their particular sector.

The Outside Appointments Board was established under the Civil Service Code of Standards and Behaviour as drawn up and promulgated by the Minister for Finance on 9 September 2004. The objective of the board is to provide an open and transparent system of oversight of such proposed appointments that will protect the public interest without placing undue barriers in the way of movement of people with experience and expertise between the public and private sectors. The code directs the board to reach decisions on applications before it on the basis of whether there is a clear conflict of interests. The board may approve the application or apply conditions to its approval. It is responsible for approving applications from civil servants who, upon resigning or retiring from the civil service, propose to accept an offer of appointment from an employer outside the civil service or an engagement in a particular consultancy project “where the nature and terms of such appointment or engagement could lead to a conflict of interest”.

The board has published rules and guidelines which have been issued to all government departments/offices. Departments/offices are required to advise persons leaving or retiring from the civil service of their requirements under the Civil Service Code of Standards and Behaviour.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

The development of the government's Transforming Public Services (TPS) Programme built on the *OECD Public Management Review* (OECD, 2008) of the Irish public service. As part of this review, the OECD met with a large number of key stakeholders at political and administrative levels as well as representatives of the social partner pillars and academics. A major public consultation process was undertaken involving a media campaign; an invitation to the public, social partners and other interested parties to make submissions; and the facilitation of dialogue between the OECD and a consultative panel. The TPS Programme was in part developed by a task force whose members included representatives from the private sector.

The Prime Minister appointed a new Minister of State with responsibility for Public Service Transformation to strengthen the political leadership of the transformation programme.

A **Programme Office**, based in the Department of the Prime Minister, was established to support the Cabinet Committee on Transforming Public Services, secretaries general, and public service leaders in the implementation of the transformation agenda. The Programme Office, working closely with the Public Service Management and Development Division of the Department of Finance, supports organisations across the public service in their transformation efforts and supports the government in driving, co-ordinating and monitoring progress in implementation.

### *Fostering innovation and change in the public sector*

Designated officials have been charged with supporting the change agenda within each of the **main sectors (health, education, justice, and local government)**, and groups of officials at an appropriately senior level are taking an integrated approach across each of the strands of the transformation agenda on behalf of their individual organisations and the civil service.

In addition, a communication strategy for the transformation programme has been developed. Accordingly, a website ([www.onegov.ie](http://www.onegov.ie)) dedicated to the programme was established, and a newsletter (entitled "ONEGOV") informing public servants at all levels about the programme and encouraging their active involvement in it is distributed across the public service. The Programme Office organises briefings, seminars and conferences for public servants on a range of transformation related issues e.g. public procurement, re-designing business processes, human resources, etc.

The government has announced its plans to strengthen capacity in the public service to deliver the transformation agenda. This includes the following:

- The establishment of the new Public Service Board that will comprise a majority of external members. Its role will be to advise the government on further opportunities and priorities for transformation and efficiency, and on the capacity of the public service to lead change and to deliver a high standard of performance.

It will inform the approach of the government and public service management on the transformation process over the period ahead.

- The establishment of the Senior Public Service (SPS) encompassing, initially, the assignment and development of all secretary generals, assistant secretaries and equivalents in government departments.
- Plans to make senior appointments (including a chief information officer) to bring greater expertise to the leadership of change in the areas of e-government and shared services are currently underway and job specifications for these appointments are being finalised.

As part of the Public Service Agreement 2010-14, redeployment arrangements across the civil and public service were agreed. These include opportunities for re-skilling and re-assignment. The implementation of this agreement is driven by a dedicated Implementation Body which is comprised of an independent chairperson and six people – three nominated by public service management and three by the Public Services Committee of the Irish Congress of Trade Unions.

### ***Co-ordination across ministries***

Horizontal co-operation among ministries is facilitated by the Cabinet Committee on Transforming Public Services. It oversees the implementation of the transformation programme, and is chaired by the Prime Minister. Its membership also includes the Minister for Education and Skills and the Ministers for Finance; Health and Children; Justice and Law Reform; and Environment, Heritage and Local Government. The Minister of State with responsibility for Public Service Transformation was appointed in March 2010 to strengthen the political leadership of the transformation programme. A steering group of secretaries general supports this work on implementation and monitoring progress.

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## Israel

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

##### *Responsible fiscal policy*

Israel entered the recent period of global financial turmoil in a healthy position due to a stable banking sector, no local real estate bubble and no credit bubble like in many other countries. The government carried out responsible fiscal policy: decreasing expenditure and temporarily increasing the deficit. Because of the government's responsible and balanced actions, service delivery has hardly been affected.

##### *Reform in the Israel Land Administration*

The reform in the Land Administration will transfer the ownership of the majority of built land in Israel from the state to the citizens.

The majority of Israeli citizens reside in buildings that were constructed on state-owned land, which they leased for many years. The basis for the reform is the transfer of ownership from the state to the citizens, free of charge or at a very small price compared to the current market value.

The reform, designed to reshape the way in which land ownership is distributed, will reduce the bureaucracy that currently inconveniences private land owners wishing to build, sell or make changes in property.

#### *Key initiatives*

##### *Partnerships with the private sector*

**“Aviv” Project for the computerisation of the Civil Registry:** this project is being carried out in collaboration with Hewlett-Packard Israel and is an outsourced project for the computerisation of the Civil Registry (characterisation, development and the establishment of a computerised system). The project is funded by data service fees from various organisations and from regular payments provided by the Ministry of the Interior.

**Land registry computerisation project:** the Ministry of Justice has scanned and uploaded the land registry onto a computerised database. A number of private companies, as well as the postal service, developed interfaces that connect the Ministry of Justice database with their company website, thus enabling customers to print out reliable copies of the required land registry file from the Internet. Because a land registry document is only applicable if signed, the companies provide customers with a paid premium service in which the signed land registry document is sent directly to the customer's residence.

### *Engaging citizens and the voluntary sector*

**Open Knesset** is a project developed by volunteers and aimed at making the activity within the Knesset (Israeli legislature) readily accessible to the public. The website features detailed data regarding the members' votes, proposed legislation, votes against the party line, attendance at general assembly and committee discussions, etc.

**Guide-Star Israel** is a website containing information regarding non-profit organisations. The website contains official data from the Non-profit Organisation Registry regarding all non-profit organisations operating in Israel, as well as information added by the organisations themselves. The resulting database enhances the transparency of the non-profit organisations' activities and enables donors, volunteers, suppliers, clients and the general population to access information regarding the activities of various organisations. The website enhances the public exposure of all non-profit organisations regardless of their size, encourages volunteering and strengthens collaboration between organisations.

### *Better co-ordination with local governments*

The Ministry for Improvement of Government Services established a steering committee with the objective of establishing co-operation with local governments. One of the committee's missions is to take strategic decisions for the development of accessible government services.

Indeed, co-operation has already begun: a committee was set up, headed by the deputy accountant general (in charge of technology), with the objective of setting technological standards that will enable local government databases to interface with state-level service providers. In addition, it was agreed that the professional teams of the Accessible Government Unit and of the IT departments in local governments will join the steering committee on subjects that are relevant to local government.

Furthermore, as part of the "NAMAL" project (Civilian Service Point), a telephone answering service and a website will be established that will provide information regarding the entire government. A database of all government services will be provided to the telephone receptionists at the municipal call centres to enable them to provide information regarding central government issues. For greater efficiency, the central government call centres will be able to forward questions regarding municipal issues to the municipal centres.

### *Using e-government and cutting red tape*

**Government Reform in Spatial Planning:** the Israeli government set efficiency and quality goals in the field of spatial planning by amending the Planning and Construction Law and the bureaucratic maintaining system. The reform cuts red tape both in the planning and licensing procedures by making the process work in the digital zone (pre-rolling, online procedures, etc.), eliminating unnecessary bureaucratic burdens ("one plan at one committee"), setting time limits for the bureaucratic phases, etc. Other issues such as social interests, integrity, heritage and environmental benefits are also covered in this reform.

The **Israeli Land Administration Reform** discussed above is also an example of cutting red tape.



**Doing Business:** a government resolution formed a cross-ministerial committee on the subject of “Doing Business”, headed by the General Director of the Ministry of Finance and comprised of general directors from other government ministries and agencies. Two projects advanced by the committee include:

- **Accessible Permits** – in order to shorten the process of receiving building permits: the reform will enable the submission of building permit requests through the web portal. Requests will then be forwarded to the relevant planning committee (out of a total of 120 local planning committees). Correspondence with government entities and with other services (such as the Fire and Rescue Service, Israel Electric Corporation, etc.) as well as their replies will also be delivered through the web portal.
- **Shortening the procedure of starting a business** – today the process of starting a business involves the submission of four different requests to four government agencies: the National Security Institution, the Company Registrar, and the tax authorities (income tax and value added tax). As part of the reform, a web portal will be developed in which only one form will have to be filled in. It will then be delivered to the relevant agencies. Replies will be delivered via e-mail instead of regular mail.

**Establishment of a CIO institution** – in recognition of the potential of e-government services to simplify bureaucracy and shorten procedures, the Israeli government decided to establish a governmental chief information officer (CIO), as the top authority regarding governmental computerisation. The CIO will be responsible for setting and enforcing the information technology and computer systems policy for the entire government. The CIO will be an influential actor capable of co-ordinating the activities of IT departments in the ministries.

### *Policy initiatives to improve service delivery to specific groups*

The level of service provided by the **Holocaust Survivors Rights Authority** has improved. This authority is responsible for answering to the Holocaust Survivors Group, giving attention to the special characteristics of this group. The Holocaust Survivors Rights Authority has formulated a comprehensive long-term plan with the goal of improving service and strengthening the connection with holocaust survivors.

The plan is based on the principle of attempting to minimise survivors’ need to apply to the authority. This is done by informing them about the benefits they are entitled to and on how to take advantage of those benefits. Due to the advanced age and medical condition of most survivors, a committee was formed with the purpose of not only improving service but also of limiting their need to apply in person. Significant efforts are also being directed towards simplifying the realisation of their rights.

The following actions have been taken:

- Extending the activity of the information centre – an improved and extended information centre will be established that will provide human assistance and back office services through a private concessionaire. In addition, for improved efficiency of the centre and assuring the professionalism of the service providers, the authority has formulated a thorough, professional instruction programme in order to successfully implement all relevant procedures.

- Providing a service vouchers through a rechargeable card that is used as a credit card.
- Reducing participation fees when purchasing medication.
- Simplifying the work procedures in the authority: forms for compensation claims and bank account information regarding the Nazi Prosecution Invalids Act are available on the authority website.

## **Towards a more effective and performance-oriented public service**

### ***Integrating performance information into strategic and political decision making***

Significant processes have already been put in place for assimilating performance indicators in the annual planning practices of government ministries, and more are under way:

- The Governmental Planning Guide has been updated, with a greater focus on performance-oriented thinking in policy planning.
- For the first time, a government-wide volume will compile the annual work plans of all government ministries, including their performance indicators, and will be released to the public.
- The assimilation of a computerised follow-up system in all government ministries will enable government officials to track, analyse and learn from the progressive implementation of annual work plans.
- The leading ministry in this area – the Ministry of Industry, Trade and Labour – uses a computer system that supports the use of performance indicators down to the sub-unit level, and takes performance into consideration when determining wages.

### ***Performance indicators***

Performance indicators are viewed as a management tool. The Department of Policy Planning in the Prime Minister's Office is responsible for assimilating them.

Supervision is carried out to a certain extent by the Prime Minister's Office, but the ministries are expected to supervise their own performance during and at the end of each year, in order to improve their planning capacities for the years to come.

It is estimated that by the end of 2011, the assimilation of planning practices in the government will be complete and that in 2012 it will have a sound basis in the computerised system.

The Government Public Service Index will be published twice a year and will include a comparison of the performance of various governmental units in public service quality. This should be an incentive for managers and policy-making units (ministerial level) to place improving service delivery on the policy agenda as well as for integrating this aspect into the work programmes of all government offices. The rating of the ministries using technological tools is also intended to incentivise the units to adopt these tools for improving their own public service delivery. Meanwhile, a government headquarters unit

is being established for customer service, as a central and professional authority, to help ministries promote the quality of service they provide to the public.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The “public participation site” is a government initiative for improving government services to the public, in which the government invites the general public to an open discussion on its new reform bills. The discussion is part of an online forum that allows participants to freely express their views on legislative bills under government reform proposals, position papers and vote “for” or “against” sections and other issues. The site was launched in July 2010. More than 4 000 users enter the site every month. As of October 2010, the site had already received 3 342 votes, and a similar level of feedback.

## **Promoting open and transparent government**

### ***Key initiatives***

A government resolution established a **ministerial Committee for the Improvement of Government Services** delivered to the public and accessible governance on the basis of transparency, reporting, public participation and accountability.

### ***Making information available***

- The Freedom of Information Unit has been established in the Ministry of Justice. Among the unit’s objectives are setting and enforcing standards for proactive reporting. This unit was created to foster transparency in the public sector by publishing information proactively and by not withholding information from the public. It was also created to provide central professional assistance to officers in charge of freedom of information in the various ministries. The proactive reporting will focus on a number of areas: a database of persons entitled to driver licenses, an information brochure on taxation rights for the elderly, and on making databases accessible to the public.
- *data.gov.il*: a specification process is under way for a project that would make various databases accessible to the public, to businesses and to civil society organisations.

### ***Fostering open and inclusive policy making***

- the public participation website (<http://shituf.gov.il>) was founded in 2010 and receives reactions and comments from the public regarding policy-making processes – reforms and government resolutions with a high public profile and the potential for widespread effects, as well as legislation memorandums in the public opinion phase. The site also enables users to comment on proposed legislation. The comments are forwarded to the relevant professional departments.
- **accountability** – the government of Israel is in the process of developing a government service index. The index will rank government agencies that provide services based on inputs and outputs, and will enable the public to evaluate various ministries and ministers in the area of service delivery to the public.

### *Impact on trust in government*

The initiatives discussed above are quite recent developments while a marked change in public trust in the government is a long-term process. Therefore, it is too soon to determine at this stage whether and how these initiatives have influenced the level of the public's trust in government. It is reasonable to assume, based on international experience in this area, that the implementation and propagation of these initiatives is likely to improve public trust and approval of the civil service.

### *Reaffirming core public sector values*

Several initiatives have been undertaken to reaffirm the core values of the public sector:

- **equality affirmative action** – the Israeli Civil Service Commission established a specific department which deals with promoting the status of a few special groups in the Israeli society: there is a department for promoting the status of women in the public sector; the status of Arabs, Druse and Circassians; the physically and mentally disabled; and people belonging to the Ethiopian community.
- **ethics** – managers and employees in the civil service receive more extensive training in ethics in accordance with the ethics principals that were developed and adopted by the Civil Service Commission.
- **quality and excellence** – the commission has also adopted a methodology suitable to the civil service in the field of quality and excellence. A new chapter was added to the Civil Service Regulation Code, based on the principals of the European Foundation of Excellence.
- **conflict of interest** – regulations aimed at preventing conflict of interest include a requirement for senior level workers to declare their assets and rules governing the employment of close relatives.
- **senior level workers** – tenure was established for the most senior level positions, adding to the independent status of the grade.
- **protecting whistleblowers** – new rules were published to better protect whistleblowers, which has influenced the culture in the civil service.

### *Safeguarding integrity*

#### *Ministerial ethics*

**Visits abroad:** over the past year, a protocol regulating procedures for visits abroad by ministers, deputies and spouses funded by non-governmental parties was drafted and published. These regulations are applicable by the party responsible for approving the visit as visits may be funded by various organisations outside of the civil service.

**Governmental Ethics Code:** a ministerial committee, headed by the Minister of Justice, is holding discussions to formulate an ethical code for members of government. The committee is charged with preparing and submitting to the government a proposal for a comprehensive ethics code that would be upheld by ministers and deputy ministers. The basis of the discussions is the code proposed by a committee that was headed by former Chief Justice Shamgar. The emerging code will regulate the conduct of members of government and of the organisations they are in charge of. Among other things, the code

will include instructions regarding conflicts of interests, receiving gifts, patronage of non-governmental parties and restrictions following retirement.

### *Government assistance of NGOs*

Government assistance tests for NGOs are in the process of, or have recently been, revised, improved and/or corrected in order to better uphold the principle of equality. Some tests were found to be flawed in their level of equality; some had already been corrected while others are in the process of being corrected.

### *Tenders*

Regulations have been put in place to implement tender laws in higher education organisations according to the Mandatory Tender Act.

A thorough and comprehensive amendment to the Mandatory Tender Act has been administered in all government ministries and agencies, which will enforce equality and improve competition.

### *“Cooling-off period”*

Extension: a legislative memorandum was disseminated regarding the extension of the requirement for a cooling-off period for law enforcement officers.

The Civil Service Code was amended with added instruction regarding the avoidance of conflicts of interest, mandatory reporting by civil servants and the behaviour of civil servants towards retired persons during their cooling-off period.

Enhanced enforcement: during the last two years the enforcement was strengthened both in the administrative aspect (so that more retired persons are now required to apply to the committee) and in the criminal aspect, so that a number of investigations were opened against retired persons who have allegedly broken the law.

## **Strategies for implementation**

### ***Mobilising citizens, businesses and the civil society***

The government instructed the Minister of Finance to appoint a steering committee to recommend reforms for improving and increasing efficiency in “Doing Business” in Israel.

The committee was established in June 2009 and includes members from relevant ministries and public economic bodies as well as from business organisations.

The committee examined two main processes of doing business in Israel: establishing a new business, including receiving the necessary permits, and registering assets. Procedures have already seen improvement and increased efficiency can be observed.

### ***Fostering innovation and change in the public sector***

Organisational reform is accompanied by consensus-building, training and support. In order to successfully implement advanced planning practices, co-operation must be maintained with the various ministries. The establishment of such co-operation is a key part of the planning practices at the Prime Minister’s Office.

The assimilation of work plans based on performance indicators has advanced in a number of ways:

- Training seminars, headed by the directors-general of the ministries, have been carried out in co-operation with consulting firms that assist in the process of assimilation.
- Quality of Service Indicators have been implemented and measured in co-operation with the directors-general of government ministries.
- In many government ministries, policy planning units have been established for the purpose of improving the strategic thinking capabilities of the ministries.
- For the second time in Israeli history, the government will operate on a bi-annual budget, forcing all ministries to plan their policy two years in advance.

### ***Co-ordination across ministries***

Initiatives for ministries to apply for co-operation with other ministries in order to produce and implement a wide-encompassing plan have been created.

An example of such horizontal co-operation is the five-year plan for the development of the Arab sector. The plan strives to improve the economy of Arab municipalities in Israel. The plan focuses on four main areas:

- occupational development;
- housing and real estate;
- accessibility and transportation;
- personal safety and improved policing.

The various ministries are working to establish industrial complexes, business and industrial incubators, administration entities, professional training and retraining for university graduates and day care centres that enable mothers to work. In addition, they are also looking for ways to improve tourism, increase accessibility of public transport, and enhance personal safety.

In order to ensure its success, this initiative is co-ordinated by the Prime Minister's Office and is being carried out with the co-operation of a number of ministries: the Ministry of Finance; the Ministry of Industry, Trade and Labour; the Ministry of the Interior; the Ministry of Construction and Housing; the Ministry of Transportation; the Ministry of Internal Security; the Minister in charge of Minorities and others.

## Italy

### Delivering public services in times of fiscal consolidation

#### *Key initiatives*

The Italian approach to fiscal consolidation aims at bringing the Italian economy back on the path to financial sustainability while simultaneously fostering its growth potential. Agreements taken at the European level are thus honoured on both the expenditure and revenue side, introducing structural reforms in order to enhance competitiveness and growth in general through public sector productivity and efficiency. In particular, the latest corrective action (Law 122 adopted by the parliament on 30 July 2010 “Urgent Issues for Financial Stabilisation and Competitiveness”) foresees that the overall net public debt will be reduced by EUR 12.1 billion in 2011 and by around EUR 25 billion in 2012-13. Consolidation relies on a reduction of expenses by two-thirds (namely through freezing civil servant salaries and curbing pension expenditures, both in the private and the public sector) and on a one-third increase of revenues (mainly through reducing tax elusion and evasion). Simplification and liberalisation measures have also been established, which are aimed at profoundly changing the relationship between businesses and the public administration, at cutting administrative burdens and at favouring e-government policies.

#### *Engaging citizens and the voluntary sector*

In order to improve service quality, the Ministry for Public Administration and Innovation has launched several initiatives aimed at increasing users’ choice and engaging citizens in co-evaluating services. Based on public-private partnerships, citizens have easier access to public services (the deliverance of passports, payment of social security contributions and insurance, etc.) through the retailing network of existing service providers such as post offices, tobacco shops, banks, distribution centres (shopping malls), etc. (e.g. the “Friendly Networks” initiative). The co-evaluation of quality services is carried out in partnership with the national civic association *Cittadinanzattiva*, with the aim of promoting widespread citizen participation (users) in assessing public services (the “Civic Evaluation” initiative launched in 2008 by the Department of Public Administration – DPA).

#### *Using e-government and cutting red tape*

Cutting red tape is pursued through a multi-year administrative burdens measurement and reduction programme (“*taglia-oneri*”) that includes cutting costs, structural simplification and streamlining administrative processes to reduce costs and burdens by 25%. Another way of reducing burdens is engaging citizens via online consultation which allows the administration to collect comments and proposals directly from users (citizens, administrations, businesses) through an online questionnaire (“*Burocrazia: diamoci un taglio!*”) launched in November 2009.

Furthermore, Italy's agenda for simplification foresees: *i*) extending the criteria and methods used to measure and reduce administrative burdens at the central level to local levels of government (regional and local bodies); *ii*) specific measures to simplify life for small and medium-sized enterprises. In particular, simplification and liberalisation measures aimed at profoundly changing the relationship between businesses and the public administration and at cutting administrative burdens were established by the corrective mechanism approved 30 July 2010 (Law 122/2010): "Certified Notice of Commencement of Business" (*Segnalazione certificata di inizio attività – SCIA*) and "Targeted Simplification of Compliance for Small and Medium-sized Enterprises". In line with the Small Business Act adopted at the European level, an important innovation is the introduction of the principle of proportionality in administrative compliance requirements. The new criteria for simplifying the regulations for small and medium-sized enterprises are the following: proportionality in relation to the dimension, field of activity and need to safeguard public interests; elimination or reduction of unnecessary or unproportionate procedures; digitisation; extension of self-certification and certifications of qualified technicians and agencies for the enterprises; co-ordination of controls.

In order to get a clear idea as to what the priorities and possible solutions available are, stakeholders are directly involved in the process.

Inter-governmental co-ordination among the different levels of the administration is essential to ensure that the improved quality and efficiency of public services is extended to all levels of government. Co-operation agreements have been signed by DPA with other ministries and with local administrations (regions, provinces and municipalities) within the e-gov 2012 Plan that aims at improving services, making them more effective and less expensive through the use of e-government. The plan, that has recently been updated, focuses on specific sectors (health, justice and school and universities) that are more "sensitive" and can benefit more from cost savings and service improvement through e-government.

### ***Policy initiatives to improve service delivery to specific groups***

Specific initiatives have also been adopted to improve service delivery to specific populations, such as immigrants, working mothers and children with serious diseases. The "Immigration Friendly Line" is a new free telephone information service with multilingual support, for Italians and foreign nationals on the topic of immigration, with assistance in particular on domestic matters, residence permits, citizenship, and practical matters. The Initiative Nido PA aims at reconciling work and family life for civil servants by increasing childcare services at the workplace in central and local public administrations. Finally, children unable to attend school due to serious health reasons can access e-education during their stay in the hospital through the "Smart Inclusion" initiative that is being progressively expanded after a pilot phase. Further information is available at [www.co-operationlab.it](http://www.co-operationlab.it).



## Towards a more effective and performance-oriented public service

### ***Integrating performance information into strategic and political decision making***

The public administration reform package adopted at the end of 2009 (Decree 150) consists of a comprehensive review of the performance management system aimed at improving labour productivity as well as efficiency, effectiveness and transparency in the public sector.

In order to facilitate the implementation of the new performance management system, the reform set up a new central body, the Commission on Evaluation, Transparency and Integrity (CIVIT). At the same time, independent evaluation bodies must be established within each administration.

Beginning in 2011 for the central government, the reform foresees the adoption of multi-annual performance plans and performance reports. Through the performance plan and reports, performance information is fully integrated with strategic and political decision making. In addition, in line with the reform of the state Budget, performance information is used in the decision-making process.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

Citizens and service users are seen as key players in the reform strategy. To improve quality public service delivery, the government approved legislative Decree 198/2009 establishing that, when service standards are not complied with, citizens and companies may file a collective action suit against the relevant public administrations and public service providers. When successful, these collective action suits enable citizens and businesses to demand public services to be provided in compliance with quality standards regardless of the nature, whether public or private, of the entity providing the service.

Another dowel contributing to a more effective and performance-oriented public service is the e-gov 2012 Plan. This plan defines a number of broader priorities geared at enhancing the relationship between citizens and public entities. This includes for example, improving transparency and efficiency within the public administration, the development of the Public Connectivity System (SPC) and the digitisation of the educational, health and judicial systems:

- Schools and universities: now more than ever, schools are looking for more advanced teaching tools. Some of these include: the digital blackboard and the digitisation of all paper registers as well as books. In addition to this, an effort to optimise and simplify communication between all parties involved, such as parents, teachers and/or administrative offices, has been made and as a result two new portals are now available: the “Scuolamia” portal: <http://scuolamia.pubblica.istruzione.it> and the “Innovascuola” portal: [www.innovascuola.gov.it](http://www.innovascuola.gov.it). As for the university system, current plans contemplate wider WIFI coverage (up to 80%) and the possibility of providing each student with a personal electronic transcript and of communicating with the academic structure via a certified email system. Further information is available at [www.ict4university.gov.it](http://www.ict4university.gov.it).

- Justice system: plans to digitalise law suits, civil or criminal, are under way in the following areas: administrative, accounting and ordinary. The result is that all data are easily accessible to all parties involved, whether lawyers or judges and their staff, with high standards of security.
- Health system: some specific projects in the health area are well under way including the digitalisation of the doctor-patient relationship, such as online prescriptions and medical certificates and the electronic health-care record (e.g. e-health records, digital prescriptions and medical certificates). To overcome the problem of long waiting times, an online booking system is to be set up at an inter-regional level.

Finally, new initiatives have been implemented to improve customer satisfaction and increase public administration responsiveness:

- “Show your face”, launched in March 2009, allows citizens to express in real time their level of satisfaction with the delivery of service. Citizens can provide their feedback on service delivered through different channels (face to face, online and telephone) and an emoticon scale: if the citizen is dissatisfied, he/she is asked to select a specific reason. Initial results indicate that some of the concerned administrations followed up customer complaints with tangible improvements. Some even adopted the opinions of users as a benchmark to reward staff responsible for the service delivery.
- The “Friendly Line” (*Linea Amica*) enables citizens to get help and guidance on administrative matters, and be called back if the problem cannot be immediately solved. *Linea Amica* also serves as a contact centre to collect complaints for poor service and the provision of the evaluation for specific interactions with the public administration.

## Promoting open and transparent government

### *Key initiatives*

The Italian public sector reform sets new standards and promotes a global framework for transparency, aimed at fostering a citizen-centred form of control. The reform package foresees the compulsory adoption by each administration of multi-annual transparency plans and the implementation of annual Transparency Days as two new instruments to be promoted (from 2011). A total disclosure approach has also been adopted through the so-called “Transparency Operation”, a legal-based initiative providing citizens with online information on proceedings, tenders, evaluation, absences, remuneration for consortia and companies in which the state is a shareholder, assignments for consultants and external freelancers. Information on remunerated assignments to civil servants, secondments, salaries, curricula vitae, e-mail addresses and contacts of managers and secretaries at municipal and provincial level are available.

The “Charter of Duties of the Public Administration” (*Carta dei doveri della Pubblica Amministrazione*) is a legislative initiative that was being introduced at the time of writing. In the framework of the principles stated in both the Italian Constitution and the EU legislation, such as transparency, simplification, accessibility and timeliness, the charter is meant to provide a systematic legal framework on the duties of the public administration based on citizens’ and businesses’ rights that shall also be enforced through the strengthening of the accountability of public managers.

Furthermore, the Anti-Corruption Law decree under discussion at the time of writing will provide for the following measures:

- a national Anti-Corruption Plan, co-ordinating all anti-corruption measures adopted in each ministry;
- an Observatory on corruption enabling a more faithful and accurate analysis of the phenomenon;
- transparency, simplification and reduction of costs particularly with regard to procurement.

Under this framework, the DPA, as the national anti-corruption authority, has started to promote agreements with regional authorities to boost anti-corruption and simplification measures in the public administration.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

A bold communication strategy focusing on different initiatives has been implemented by the Ministry for Public Administration and Innovation to build consensus around the reform agenda. A web portal has been set up in order to inform citizens and civil servants of the progress of the implementation. Online public consultations were carried out during the decision-making process of the aforementioned reform package.

### *Fostering innovation and change in the public sector*

The implementation phase of the reform (in terms of performance management and transparency plans) is supported by rewarding best practices and supporting pioneers in order to overcome cultural resistance and foster co-operation (e.g. “*Premiamo I Risultati*”). Partnership agreements are either signed directly with ministries and major national institutions or agencies such as the National Audit Office (*Corte dei Conti*) or the Social Security Agency (INPS) or with local government associations (ANCI for communes and UPI for provinces). Bilateral agreements are also signed with the regions. Moreover, to support the key actors of performance management in ministries and agencies at the national level, a comprehensive training programme and exchange of best practices is being established, mainly via the National School of Government and Formez (the in-house training centre of DPA).

Finally, measures have been taken to promote innovation in the public administration and in other sectors. The National Award for Innovation rewards innovation best practices in industry and services, design, public administration, universities and the tertiary sector. It was designed to support the best innovation capacities and enhance their value on a national level, furthering the cause and culture of innovation.

### *Co-ordination across ministries*

Horizontal co-operation among ministries has been successfully promoted through bilateral e-government agreements which are being implemented and which will foster improvement in performance and service delivery in key sectors such as schools, health and justice.

## Japan

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

Following the Cabinet decision concerning the Budget Formulation Reform in October 2009, the National Policy Unit published guidelines for improving the disclosure of information on budget execution as well as for budget monitoring and promoting efficiency teams (published in March 2010), which was followed by the implementation of budget monitoring and the establishment efficiency teams in each agency. This will be followed up through meetings of the team leaders.

#### *Key initiatives*

In order to achieve a society where vigorous economic activities evolve by opening up areas to the public that have been dominated by the government sector and by encouraging citizens, businesses and NGOs to provide services to meet public needs in an efficient manner, the “New Public Commons” roundtable has been meeting regularly since January 2010. The Declaration of the “New Public Commons” was made in June 2010. Based on this declaration, as well as on the timetable for the “New Growth Strategy” decided by the Cabinet in line with the “Government Actions” agreed at the roundtable, the government will implement measures to facilitate the participation and co-operation of enterprises, NGOs and other non-government parties to the social problems that the government cannot solve by itself.

The Strategic Headquarters for the Promotion of an Advanced Information and Telecommunications Network Society (IT Strategic Headquarters), which has been set up in the Cabinet, has committed to achieving an electronic administration. Based on the Action Plan for Expanding Online Use decided by the IT Strategic Headquarters in 2008, the Japanese government has intensively implemented necessary measures such as promoting the use of online services for 71 priority procedures with high rates of use by citizens and businesses, and increasing the ease for the public of using these procedures. Also, to make it easier for citizens and to improve the transparency of government procedures, the Japanese government has been increasing the use of online services for administrative procedures through publishing and disseminating electronic administration, to understand the opinions and requests of users and to realise a one-stop service by utilising a comprehensive portal for e-government. So far, most of the government’s administrative procedures used by citizens and businesses are available online (92% of all the procedures were online at the end of fiscal year 2008). Furthermore, a New Strategy on Information and Communication Technology was decided in May 2010. One of its priority measures is delivering citizen-oriented e-government. Under this measure, the Japanese government has developed policies to improve administrative services such as improving online access to such services, issuing certifications online and further disclosing administrative information.

## Towards a more effective and performance-oriented public service

### ***Key initiatives***

#### *Basic Act on Public Services*

The Basic Act on Public Services was enacted in 2009, establishing the basic philosophy on public services, clarifying the responsibilities of national and local governments, and promoting measures on public services by defining the basic matters for public services. The act emphasises the following points: the efficient and appropriate implementation of safe and good quality services should be respected as citizens' right to public services. National and local governments should disclose information on public services to ensure transparency in the decision-making process and take account of the public's opinions on implementing public services. It is necessary for governments to continually review measures on public services based on the public's opinions.

#### *Government revitalisation*

The Government Revitalisation Unit was established by a Cabinet decision in September 2009. The unit is chaired by the Prime Minister. The objectives of this unit are to revitalise the functions administered by the central government, the state Budget and institutions and to review the role of central and local governments as well as the public sector.

#### *Policy evaluation*

In May 2010, the government revised the system, as well as the Cabinet Order for the Enforcement of the Government Policy Evaluation Act, and obliged each administrative organ to carry out *ex ante* and *ex post* evaluations of policies pertaining to special taxation measures related to the corporation tax, etc. The government has also formulated "Guidelines for Publication of Information on Policy Evaluation" in order to be more accountable to the public.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The "New Growth Strategy" targets increasing the "New Public Commons" participation rate from 26% to about 50% by FY 2020 by opening areas up to the public that have been dominated by the government sector and building a system where parties such as citizens, businesses and administrative agencies support each other. Establishing a society where parties such as citizens, businesses and NPOs provide detailed services which are difficult for the public sector to provide and which can meet various public needs in an efficient manner will improve citizens' satisfaction and well-being and possibly result in reducing expenditure.

## Promoting open and transparent government

### ***Key initiatives***

The Act on Access to Information Held by Administrative Organs (effective 1 April 2001) and the Act on Access to Information Held by Incorporated Administrative Agencies (effective 1 October 2002) provide for the right to request the disclosure of

administrative documents held by administrative organs and incorporated administrative agencies (including government-affiliated corporations and government supported organisations), based on the principle that government should increase its accountability to the public.

The following methods were adopted in the Programme Review that was carried out by the Government Revitalisation Unit, in order to judge the necessity of projects, the effectiveness of managing projects and the efficiency of their system:

- to make the budgetary process transparent for the public, by creating programme sheets and disclosing them;
- to make a zero-based review of the budget (projects), with screening by external experts from the private sector.

The Government Revitalisation Unit has carried out a Programme Review, which has disclosed the budgetary processes and promoted administrative transparency through open discussions, introduced external experts and assessment of budget execution. The Programme Review has contributed to reducing expenditure and ensuring revenue by scrutinising the activities of government-affiliated corporations, etc. The Programme Review has been a major success. Moreover, in order to introduce the Programme Review to all ministries, the Programme Review of Entire Public Activities (PREPA) has been promoted so that all ministries can calculate their budget expenditure and reflect the results of those reviews in their budget requirements.

### ***Impact on trust in government***

The Minister of State for Government Revitalisation has held Administrative Transparency Study Team meetings since April 2010 to define administrative transparency. The state minister chairs the meeting which is attended by the parliamentary secretaries of related ministries and experts. The team has also been trying to better define the information disclosure system.

### ***Reaffirming core public sector values***

In 2009, from the necessity of establishing the basic philosophy on public services, clarifying the responsibilities of national and local governments, and promoting measures on public services by defining the basic matters for measures on public services, the “Basic Act on Public Services” was enacted.

Particularly, it provides that citizens have the right to safe and good quality public services which are efficiently and appropriately implemented. It also provides that one of the principles of the public service is to ensure that people can easily engage in daily and social life under healthy living conditions. Moreover, it provides that the responsibility of national and local governments and the obligations of public employees should be clearly defined. It also provides that the implementation of public services and the establishment of the working environment of public employees, including clarifying their roles and responsibilities as well as taking account the public’s opinions, should be defined as basic or fundamental measures of the public service.

### ***Safeguarding integrity***

Personnel exchanges between government organisations and private enterprises take place based on the Act on Personnel Exchange between the Government Sector and Private Enterprises (Act No. 224 of 1999). The purpose of this system is to develop human resources. The Criteria of Personnel Exchange, which prescribes by the National Personnel Authority Rule the criteria for exchanging personnel between the government and the private sector, was revised in August 2010.

In concrete terms, before the revision, the Criteria of Personnel Exchange did not allow personnel exchanges between government organisations and private enterprises over which the government office of the seconded official has jurisdiction, at the deputy director-general level or higher.

Following the revision, such personnel exchanges have become possible for deputy director-generals, unless the minister's secretariat or the bureau of the seconded official has jurisdiction over the private enterprise with which the exchange might take place. As a matter of course, the government official who is seconded to the private enterprise is expected to resume a government position at the end of his/her secondment in order to bring back to the government the knowledge and experience he/she acquired during their secondment.

At any rate, restrictions have been retained concerning personnel exchanges that involve officials at the director-general level or higher.

In addition, personnel exchanges that involve examiners of the Japan Patent Office also became possible, as long as the exchanges meet the required condition of upholding fairness in the public service.

As supplementary information, Article 103, Paragraph 1 of the National Public Service Act prohibits national public employees from holding executive positions in profit-making enterprises or operating any profit-making enterprise on their own, although there are exceptional cases where a concurrent engagement of operating a business is allowed under the approval of an appointer. This provision is to prevent concerns about concurrently holding both positions, such as the neglect of primary public duties and the hindrance of the fair execution of duties due to a conflict of interest between the official's public duties and their engagement in profit-making enterprises.

## **Strategies for implementation**

### ***Fostering innovation and change in the public sector***

From the public's point of view, in order to revitalise the functions administrated by the central government, as well as the state budget and institutions, and to review the roles of the central government, the local government and the public sector, the Government Revitalisation Unit, with the Prime Minister as its chairman, was established by a Cabinet decision in September 2009. Under the Basic Act for National Civil Service Reform enacted and put into effect in 2008, the Japanese government is working on a comprehensive civil service reform including the recruitment and development of diverse human resources, the promotion of personnel exchanges between the public sector and the private sector and the thorough implementation of the merit system so that public officials can improve their abilities and fulfil their duties with responsibility and dignity.

## Korea

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

In Korea, “fiscal consolidation” refers to balanced budget implementation with improved efficiency and transparency in fiscal management, and aims to reduce national debt and manage the appropriate delivery of social services such as the welfare system.

#### *Key initiatives*

##### *Engaging citizens and the voluntary sector*

In Korean society today, there are many problems that the government cannot deal with alone. To solve these problems, the civil society and the Korean government have been working together to build public-private partnerships and creating a productive co-operation model in the fields of environment, welfare, culture and local autonomy.

Partnerships between the government and the private sector have led to a number of meaningful examples in terms of improving public services, quality of life and national competitiveness, as well as solving conflicts, stimulating local economies, and achieving sustainable development.

In accordance with the Assistance for Non-Profit, Non-Governmental Organisations Act, the Korean government respects non-profit organisations’ (NPO) activities while encouraging them to take part in activities to promote the common good through their creativity and expertise. If an entity meets the conditions of the act to be considered as a civil group, with the purpose of pursuing public interest rather than profit, it can register itself as an NPO with the government and can then apply for subsidies for public interest activities.

The Korean government has introduced legislation that will promote volunteering and donations and expand the foundation of the civil society, such as the Official Information Disclosure Act and the Administrative Procedures Act.

Moreover, many experts from NGOs are members of committees or advisory bodies of the government and local governments, and encourage citizens to participate in the policy-making process.

##### *Better co-ordination with local governments*

In an effort to promote local autonomy, the Korean government has strived to deliver better public services by introducing user-friendly policies such as simplifying the seal registration system and introducing e-ID cards, while strengthening the capacity of local governments by reforming the local administration system and improving the service classification system.



Meanwhile, central and local governments have established a platform for co-operative communications so that the nation and the provinces can grow together. For instance, the government has introduced 4 major local consultative councils: the Governors Association, the National Association of Mayors, the Association of Councils of 16 regional governments, and the Association of Councils of 228 local governments.

### *Using e-government and cutting red tape*

The Korean government has promoted phased computerisation of Korea with mid- and long-term national information technology strategies. As a result, business processes have been improved by business process reengineering (BPR). Efficiency and transparency have also been improved and online and real-time delivery of public services has been realised.

Establishing an information network where government agencies can share information means that fewer documents are required; as a result, more online civil services have become available, enabling the Korean government to provide citizens with quality public services.

Based on these achievements, e-government in Korea is now considered among the “best” by the international community, taking first place in the 2010 UN E-Government Survey.

### *Policy initiatives to improve service delivery to specific groups*

Under the catch phrase “to care for the low-income group, to increase the middle-class population”, the Korean government has taken the following actions:

- **realising welfare through work** such as stimulating the economy, advancing the service industry, green growth, and developing the new growth engine;
- **securing the social safety net** such as reducing living costs of low-incomers, increasing financial support for the low-income group and protecting the disabled, elderly and other economically and socially vulnerable people;
- **diffusing the sentiment of sharing** such as spreading the sense of “*noblesse oblige*”, encouraging citizens to make donations, and promoting the corporate contribution to society.

As a specific example, the Korean government introduced the micro-credit system where low-incomers who cannot borrow from institutional financial companies can borrow initial and operating expenses without securities, and exempting families with more than three children from taxes related to buying a car (car acquisition and registration taxes).

## **Towards a more effective and performance-oriented public service**

### *Key initiatives*

Performance management in the government sector means presenting the missions, vision, mid- and long-term goals, annual goals and performance indicators of each agency and managing the processes and results of their activities in terms of cost-effectiveness, efficiency and effectiveness.

Performance management in the government sector consists of four parts: planning, implementation and inspection, evaluation, and feedback.

### *Planning*

Since 2007, central administrative agencies have come up with five-year “performance management strategy plans” that present their mission, vision, strategic objectives and five-year performance goals, as well as a “performance management implementation plan” that shows their annual performance goals, activities and performance indices for the goal.

### *Implementation and inspection*

Central administrative agencies push for their policies through the efficient distribution of resources and examine the implementation of the policies to achieve their goals. In particular, when it comes to major policies that have a significant impact on society, they identify and manage the inspection list of the policy quality management manual for each policy phase, namely, planning, implementation, output, outcome and application to prevent policy failure and enhance the quality of policies.

### *Evaluation*

Central administrative agencies devise an evaluation plan in April every year in which they review the year’s performance from January to March the following year. In parallel, the Prime Minister evaluates policies which require continuous follow-up within the government, those involving several government agencies and those on pending issues.

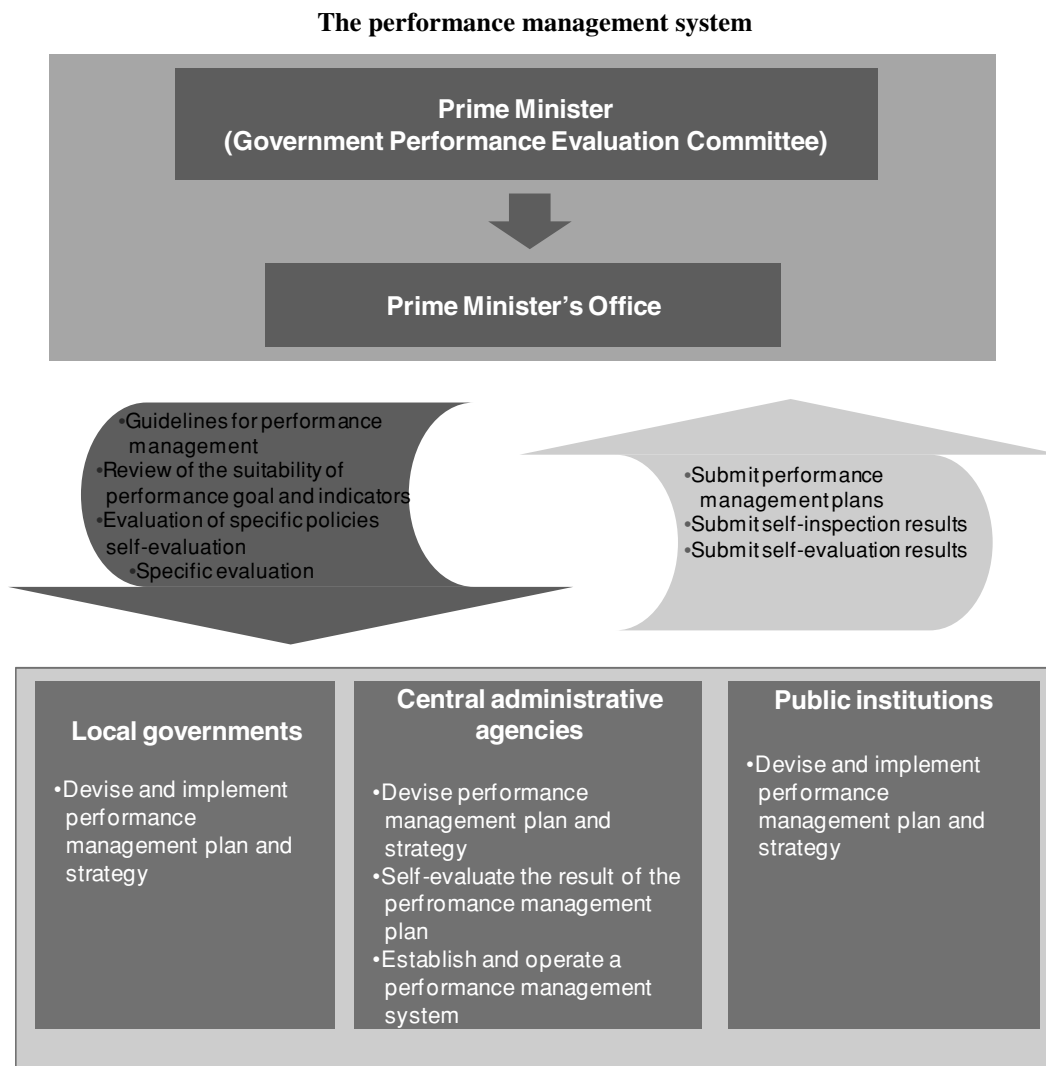
### *Feedback*

If the review phase highlights any problems, heads of central administrative agencies can take measures to solve them or audit their internal units. In addition, the heads review the performance of fiscal activities above a certain budget, by using a checklist of each activity every three years in accordance with the Fiscal Activities Self-Evaluation System. They then reduce the budget for activities with poor performance (if there are any) by more than 10%. Moreover, they grant their internal units differentiated organisational autonomy such as the authority to increase the number of staff or to change their table of organisation based on results of the review.

In addition, the conclusions of the review can influence the assessment of the person in charge of the activity.

### ***Integrating performance information into strategic and political decision making***

When deciding on a policy, the government collects information on performance from government performance evaluation results, audits, cautionary notes from parliamentary inspections of government offices, and media coverage.



### ***Involving citizens and service users in the design, delivery and evaluation of public services***

At the advent of “the era of policy prosumers”, citizens can submit proposals on policies through government websites such as the Civil Proposal System. The government also collects opinions from government committees, advisory councils, citizens, experts, civic groups and policy demanders in the decision-making process.

As a result, communication between the government and the public has become more active, and policies that directly benefit the public have been implemented. Furthermore, in local governments, citizens can participate in the budgeting process under the System of Civil Participation in Budgeting. This system was first introduced by Gwangju Metropolitan City in 2004. Out of the 244 local governments in Korea, 102 have adopted it within the past 6 years.

In summary, the citizen participation in all processes of public services has promoted better communication between citizens and the public sector on major issues in the government and has increased the public’s satisfaction of government policies.

## Promoting open and transparent government

### *Key initiatives*

The Korean government enacted the Official Information Disclosure Act in 1996, which entered into force in 1998, in an attempt to expand the public's right to know and to enhance transparency in government. Every citizen has a right to request government agencies, local governments and public organisations to release official documents that they prepared and are in charge of. Moreover, certain important information such as detailed statements of budget execution is disclosed regularly, in accordance with pre-defined criteria such as the extent, period, timing and method of disclosure.

In pursuit of an open decision-making process, several committees, advisory councils and meetings allow citizens to participate and share their opinions in the decision-making process.

### *Impact on trust in government*

Under the Official Information Disclosure Act, it is possible to achieve an open and transparent government by providing extensive and accurate information on government affairs, thus enabling the government to gain the public's trust.

### *Reaffirming core public sector values*

The Korean government places a priority on fostering a fair society, where fair opportunities are given to the public from birth and during their lifetimes, and where every individual is responsible for the consequences; individual freedom, personality, diligence and creativity are encouraged.

Due to rapid economic growth, Korean society has witnessed relative poverty, lack of accountability and rampant individualism; however, the government is doing its best to achieve a fair society in Korea by introducing moderate and practical policies for low-incomers such as the Life Sympathy Service.

The government has carried out regulatory reforms to stimulate the economy, job creation measures tailored for people from different income brackets, and a win-win policy for small and medium-sized enterprises and conglomerates.

### *Safeguarding integrity*

#### *Post-public employment: revolving-door effect*

The Korean government has tried to establish good ethics among public officials in order to secure the fair execution of official duties and prevent conflicts of interest between the public and private sectors. As part of this effort, the government introduced the Retired Public Officials' Employment Restriction System in 1981 under which retired public officials are restricted from obtaining a job in private companies related to the duties they executed before their retirement.

In February 2009, the government amended the Enforcement Decree of the Public Service Ethics Act in order to ease the restriction on the post-public employment of contract public officials who worked in the private sector before entering the public sector, so that competent workers in the private sector can easily join government agencies.

### ***Transparent interaction between the public and private sectors***

As for public procurement, the government introduced the e-Procurement System in September 2002, in order to achieve transparent public procurement. Since May 2010, it has pushed for the e-Procurement Renovation Project. For example, the government set up the fingerprint identification e-bidding system to prevent illegal proxy bidding, and it forbids unqualified companies, such as those with history of suspension of business, revocation of license or shutdown of business, to bid.

## **Strategies for implementation**

### ***Mobilising citizens, businesses and the civil society***

The Korean government has made ceaseless efforts to protect voluntary work carried out by the civil community, and the Assistance for Non-Profit, Non-Governmental Organisations Act is one of those efforts. The act prescribes that the central and local governments should respect non-profit civil groups' scope of activity and try to help them use their creativity and expertise to participate in public-interest activities.

As a result, the government and civic groups have evolved in a horizontal and equal relationship.

Korean non-governmental organisations (NGOs) have strived for legislation that can improve the capacity of the civil community. Their reform movements have led to changes of policy in a variety of fields, and eventually to enactments or amendments of several acts on political reform, gender equality, anti-corruption and disclosure of information.

### ***Fostering innovation and change in the public sector***

In Korea, central and local governments are pushing for self-management of innovation. The Ministry of Public Administration and Security has also carried out reforms in the public sector by playing a supporting role, such as identifying and diffusing best practices of public agencies.

In addition, the government is addressing resistance from the public sector against cultural changes by instructing public officials on current government affairs.

### ***Co-ordination across ministries***

Although the Korean government has been reorganised into larger ministries and agencies to reduce “silos”, due to the increase in complex administrative demand, it is nevertheless necessary for them to co-operate with each other in implementing policies.

To that end, the government is pushing for a new policy where ministries and agencies with similar functions sign MOUs (memorandums of understanding) in fields where they can identify and clarify their official duties thus improving their policy efficiency. For example, the Ministry of Land, Transport and Maritime Affairs; the Ministry of Environment; and several local governments have signed an MOU to build a low-carbon green city.

Furthermore, the Korean government has introduced the Total Personnel Expenditure System, which grants flexibility to government bodies through the efficient use of their budget and the possibility of adapting their table of organisation and remuneration. Under the system, government bodies can change their table of organisation up to deputy

director (grade 5) level, increase their staff by 3%, and create new team units within the limitation of their total personnel expenditure. In addition, they can allot some of their personnel expenditure to performance-related pay by adjusting allowances.

## Luxembourg\*

In its inaugural speech of 29 July 2009, the Luxembourg government stated that it would continue to modernise the central government during the 2009-14 period through a series of reforms aimed at improving quality, effectiveness and transparency. On this basis, a framework for action was prepared comprised of a series of measures to reform service delivery and improve the quality of public services, in particular in the field of e-government, administrative reform and administrative simplification.

With regard to e-government, the initiatives that have since been launched are primarily aimed at enabling all citizens, companies, schools and administrations to participate in the information society by ensuring access to the Internet and new technologies so that they can gain access to the knowledge that they need, while strengthening social cohesion and taking the goal of social integration into account.

The government has primarily focused on two large-scale projects, i.e. the gateway *Guichet Unique* (“One-Stop-Shop”), which has some 7 500 visitors per day, and electronic document management. There is also a broad range of electronic services currently being provided on some 125 Internet sites. Alongside various electronic portals that have been launched since November 2004, other innovations include the introduction of the biometric passport including photos and fingerprints, electronic income tax returns and the launch of the site *eLuxembourgensia* which centralises all of the digitalised documents in the National Library.

With regard to the action plan for administrative reform, initiatives are aimed at promoting a “culture of quality” and helping to improve the quality and performance of government. The main projects currently being developed and implemented by the Civil Service Department focus on three fields: management through quality, management of relations with users, and staff involvement and motivation.

The CAF Programme (Common Assessment Framework) enables administrations to conduct self-assessments in a very short time so that they can have an internal diagnosis of their strengths and areas for potential improvement.

The assessment of user/citizen satisfaction can be primarily illustrated by the opinion surveys conducted by TNS-ILRES, which are aimed at providing information on the individual and overall image of public services, the development of a generic and methodological framework for implementing service charters and the development of guidelines for improving the quality of telephone help-line services within departments, administrations and services.

Regarding the involvement and motivation of staff, mention should be made of the steps being taken to define an ethical framework for the civil service in the form of a code of ethics; to define training plans and identify training needs in government; to strengthen behavioural, social and human relations skills; and to organise teleworking.

\* Disponible en français à <http://dx.doi.org/10.1787/888932382368>.

Lastly, administrative simplification is one of the government's priorities. A National Committee for Administrative Simplification (CNSAE) was established on 16 December 2004, aimed primarily at substantially reducing the administrative burdens imposed by the existing legislation. Among the measures taken, mention should be made of the harmonisation of public consultation procedures, the reduction in the time taken by authorisation procedures and a broad range of measures targeting individual legislative and regulatory provisions in fields such as municipal land-use planning, urban development, environmental protection, government procurement and the transport and management of waste. In this regard, of the 85 concrete initiatives that the CNSAE announced in its action plan, 52 have already been implemented and 19 are currently in progress.

Alongside the reform measures described above, the government has also undertaken an ambitious programme to implement a fundamental reform of the Luxembourg civil service in terms of salaries and the regulations governing staff. The main objectives of this in-depth reform are, firstly, to modernise the functioning of Luxembourg's public administration and, secondly, to achieve budgetary savings. For example, it is planned to decrease civil servants' starting salary, to review the career advancement mechanism by introducing a system that evaluates personal and professional skills, to implement a regular assessment of the quality of public services and to use management by objectives as a personnel management and organisational tool. This programme is currently being negotiated with social partners and should be implemented in the near future.

It should nevertheless be pointed out that the financial and economic crisis has had strong repercussions on Luxembourg's public finances. In this context, the Luxembourg government has decided to continue to pursue the anti-cyclical fiscal policy initiated in 2008-09. With the objective of restoring a balanced budget by 2014, savings in the range of EUR 300 to 500 million per year will be required from 2011-14. Some of the consequences of this policy will be cutting back on new hiring in the civil service and a stagnation of the basic salary index of civil servants in the 2010/2011 fiscal year.



## Mexico

### Delivering public services in times of fiscal consolidation

#### *Key initiatives*

##### *Engaging citizens and the voluntary sector*

The government of Mexico supports projects for people living in poverty, incorporating the development of human and technical skills as elements for promoting economic and environmental sustainability.

The **Social Co-investment Programme (SCP)**, led by the Ministry of Social Development (SEDESOL), promotes and strengthens the participation of social groups in development activities that benefit people living in poverty, on disability, facing inequality or vulnerable. This programme is based on the principle of responsibility, through joint venture schemes, adding government resources to those of social organisations to implement projects. It sets up actions to promote social and professional development and strengthens research for social development. The programme has an annual budget of MXN 350 million (approximately USD 27.5 million). In 2010 there were over 4 000 projects nationwide and the SCP provided resources to 1 337 projects.

The **Productive Options Programme (POP)**, also led by the SEDESOL, encourages individuals, families, communities and producer organisations to have alternative sources of income. The programme offers four types of support: local development agencies, a mentor network, integrated projects and co-financing funds. In 2010, the programme's budget was MXN 489 million (approximately USD 38.3 million) in support of 3 581 productive projects.

##### *Better co-ordination with local governments*

The Ministry of Public Administration (SFP) with the support of the Permanent Commission of State-Federation Comptrollers (CPCEF) developed the **Catalogue of Audit Observation for Federalized Programmes**, which aims to standardise the concepts, criteria, assumptions and normative-legal basis that supports the observations of federalised programmes.

Its scope of application is audits that are executed in federal entities (states), municipalities, and the Federal District and its territorial demarcations, realised directly by the SFP and the State Units for Audit and Control (OEC). It is important to note that federal resources that are transferred to the federal entities through programmes do not lose their federal character.

The legal-normative frame on which the catalogue is based includes the Federal Law of Budget and Fiscal Responsibility and its regulation; the Public Work and Services and Services Related to the same law and its regulation; acquisitions, leases and services of

the Public Sector Law and its regulation; the Federal Rights Law; the Fiscal Code of the Federation and Budget of Expenditures of the Federation.

The states and the federation are working together to improve and simplify the procedures for obtaining certified copies of birth certificates and driver's licenses, by performing a regional comparative analysis of processes in order to identify areas for improvement. On 10 December 2009 the Heads of the OEC and the SFP issued the Statement to Implement the Working Programme to **Improve State Procedures for Issuing Birth Certificates and Driver's Licenses**. The SFP designed the methodology for the Control Review to the Integral Programme for the Modernisation of the Civil Registration, whose main objective is to improve the process for issuing certified copies of birth certificates, to verify the correct use of the federal resources transferred, and for achieving the agreed targets.

In compliance with the Public Works and Services Related Law, the SFP began implementing the **Public Works Electronic Logbook (BEOP) System** in the federal entities and municipalities who are executors of federally funded work. This tool will facilitate access to information and improve the transparency, control and monitoring of the implementation of public works in the three levels of government.

The BEOP increases the legal certainty for contractors as well as the transparent accountability of federally funded contracts. This resolves one of the main difficulties for the control and monitoring of resources spent by states and municipalities: as it is a transversal system at all levels of government, it allows the co-ordination and participation of different control bodies with full access to information generated during the execution of contracts.

Since April 2010, 32 states already have a system administrator responsible for enabling and monitoring local users. In August 2010, 53 regional and state courses were given with the assistance of 1 561 local public servants of the 32 federal entities, who are BEOP users. A working session was held in August 2010 to address recurring questions. The session was attended by 280 public servants from 30 states and was transmitted over the Internet.

#### Promotion of the social control in Social Development Federal Programmes by local governments

The federal government manages 52 federally funded social programmes functioning that are executed by local governments. The SFP designs, in co-ordination with the agencies responsible for the programmes, a work plan to promote social control and to clearly define the activities that shall be carried out by the state and municipal governments, as well as the control mechanisms to be implemented.

#### Training on new tools for Social Control for local governments

The SFP, from 2009 through June 2010, trained more than 200 public servants of the OEC in charge of social control areas about leading practices in social control and IT tools to improve the co-ordination and communication between the agencies responsible for promoting social control.

The **Permanent Commission of State-Federation Comptrollers (CPCEF)** promotes co-operation between the OECs and the SFP on various issues. In 2009 the CPCEF implemented a National Prize for Social Control documented 616 successful experiences in the field. It also promoted the creation of a single national telephone

number for reporting acts of corruption for all federal entities in Mexico. The CPCEF was also responsible for the State Manual of Social Control as an effort to improve the capacities of public servants in the field. In terms of transparency, CPCEF co-sponsored the 4<sup>th</sup> “Transparency in Short” National Competition where 64 short films promoting transparency and accountability among young people were exposed.

### *Using e-government and cutting red tape*

The **Citizens Portal’s** main objective is to assemble in one single place all of the government’s electronic services in a user-friendly site. It integrates the electronic services of the federal and state governments. The portal offers the following advantages:

- easy access to electronic services;
- users only need to know the name of the service, not the government agency that is responsible for carrying out a specific task;
- can be consulted any time and in any place.

This tool allows the federal government to know which services are the most frequently used by citizens and to keep those services up to date.

Within the SFP, the Digital Government Unit is in the process of consolidating these services in a bus of interoperability through the Citizens Portal *www.gob.mx* in order to facilitate and optimise service delivery.

### *Zero based regulatory reform*

On 2 September 2009, within the framework of the Third State of the Union, President Felipe Calderon committed to the eighth of the “Ten Actions for a Deep Transformation of Mexico” to undertake a wide-ranging regulatory reform in order to make citizens’ life easier, to increase competitiveness and to facilitate the economic and social development of the country.

This strategy seeks to fight the paralysis generated by excessive regulation, to eliminate provisions that are opaque or that create unnecessary costs for the government and citizens, eradicate corrupt practices and diminish public administration costs in order to better use resources for priority areas.

The first phase of this regulatory reform started with creating an inventory of all government rules currently in force. From this inventory, all federal government departments identified duplicated norms, processes and inefficient procedures, excessive costs and bureaucratic procedures that generate unnecessary costs to citizens.

With the help of this inventory, the Ministry of Public Administration identified two major tasks for achieving the objective set by the President of the Republic:

- standardise administrative processes through the publication of nine *Handbooks of General Application* and eliminate previous rules in order to provide quality goods and services to citizens and to repeal all unnecessary rules (Administrative Regulation Guillotine);
- facilitate governmental procedures and services in order to better serve citizens, repealing all unjustified ones (Substantive Regulation Guillotine).

## *Policy initiatives to improve service delivery to specific groups*

### *HÁBITAT Programme (Unit of Programmes for Attention to Urban Poverty)*

The Ministry of Social Development (SEDESOL) launched the Hábitat Programme under President Calderon's administration to align social policy objectives with urban development and territorial planning objectives.

Hábitat supports, with federal subsidies, the execution of works and actions to introduce or improve basic urban infrastructure and supports the development of individual and community capacities. The purpose of this policy is to help overcome poverty and improve the quality of life of the inhabitants of marginalised urban areas. It targets households settled in poor urban areas located in cities of at least 15 000 inhabitants.

The design and operative strategy of the programme considers, among other things: targeting actions in concentrated poverty areas, identifying community needs and priorities, the integrity of works and actions to promote social and urban development, as well as co-ordinating with local authorities for the execution and financing of projects.

Within the selected cities, the programme addresses subsidies in support of the execution of works and actions in the so-called Habitat Polygons, consisting of marginalised urban areas presenting a higher concentration of households in poverty. Federal subsidies are supplemented with funding from state and municipal governments and, when appropriate, the beneficiaries themselves. SEDESOL signs annual co-ordination agreements with local governments.

Municipalities are the main executors of the works and other actions. The delegations and the SEDESOL entities, other federal departments or agencies, and state governments can also be executors.

The Hábitat Programme's amended budget amounted to MXN 3 915.7 million. From these resources, MXN 2 429 million were exercised.

A total of 11 602 projects in 1 459 Hábitat Polygons in 261 cities in 359 municipalities were engaged. Thanks to these projects, 1.5 million households composed of 4.6 million people benefited from the programme.

Of the supported projects, 5 082 fall under the Social and Community Development mode, 5 745 under the Improvement of the Urban Environment and 55 Urban Development Promotion. 4 228 led to the development of individual and community capacities; 179 to the promotion of gender equity; 956 to organisation and community participation; 311 to the prevention and treatment of violence; 183 to the prevention and mitigation of risks associated with natural phenomena; 82 to promote urban environmental sanitation (collection and disposal of waste and landfills); 32 aimed at the protection, preservation and revitalisation of historic centres inscribed on the List of World Heritage of UNESCO; and 49 for the development or updating of urban development plans and programmes and for urban poverty alleviation studies, among others.

In 2010, 641 000 people benefited from social and community development actions; 97 community development centres were constructed, improved or equipped; 651 200 meters of potable water networks, drainage and electrification were created or improved; and 5 888 100 square meters of roads were paved.

Between 2007 and 2009, Hábitat exercised MXN 7 699.9 million from federal funds, covered 356 municipalities and delegations of the 32 federal entities; funded 29 180 works and actions in 1 222 Polygons located in 248 cities; built, improved or equipped 766 buildings for the provision of social and community services; paved or built 13.1 million square meters of roads; built or improved 1.2 million linear meters of potable water networks, drainage and electrification; and on average, benefited 5.4 million people from 1.4 million households.

Under the Hábitat programme, external evaluations were conducted on the following:

- The programme's investment in basic infrastructure in Hábitat Polygons increased the value of the properties by MXN 2.85 for each peso invested (INDAABIN, 2007).
- The community development centres supported by Hábitat provides inhabitants from marginalised urban areas access to services, courses and workshops to improve their quality of life, and function as living and recreation spaces for users, for strengthening social and family ties (Colegio de México, 2007).

The executing agencies propose works and actions to SEDESOL in three “modes”: social and community development, urban environment improvement and urban development promotion.

The **Social and Community Development Mode** supports the development of individual and community capacities, promotes gender equality; develops and updates the development plans of Habitat Polygons; provides social services for higher education students, installs service modules that promote the implementation of other federal and local programmes in the Hábitat Polygons.

The **Urban Environment Improvement Mode** (developed in co-ordination with the Directorate General of Urban Development and Land) supports the introduction or improvement of drinking water networks, drainage and electrification; street lighting, paving, sidewalks; construction or improvement of roads, community gardens and sport fields in the Habitat Polygons; systems installation or reinforcement of the recollection, recycling and solid waste disposal and for water sanitation; gullies cleaning and rescue; construction, improvement and equipping community development centres, centres for victims of violence, and shelters for migrants in border cities; works and actions for the prevention and mitigation of risks from natural disasters; training the population in terms of environmental improvement, as well as the protection, preservation and revitalisation of historic centres inscribed on the List of World Heritage of UNESCO.

The **Urban Development Promotion Mode** (in co-ordination with the Directorate General of Urban Development and Land) supports the acquisition of plots with basic services (water, drainage, electrictrification and vehicular access) for households in asset poverty; the development or updating of local urban development or land planning plans or programmes and territorial planning; the development or updating of studies helping to overcome urban poverty; the establishment and strengthening of local urban observatories and urban development agencies as well as municipal planning institutes; training and technical assistance to municipal governments (urban studies and projects, surveying, historic centres, planning tools, land inventory, community development programmes). In 2007, the Urban Development Mode also supported the constitution of a territorial reserve and the certification of real estate assets.

The policy aims to:

- contribute to local planning and management that provides an ordered, inclusive, competitive and sustainable urban development;
- understand what keeps the urban population in poverty, in order to propose measures and actions that contribute to mitigating and overcoming it;
- encourage the creation and strengthening of citizen agencies that help authorities to plan and manage urban development;
- contribute to strengthening local authorities' capacities to implement Hábitat Programme actions, as well as those that improve the planning and management of urban development;
- contribute to the administration of urban planning and to the asset certainty and achievement for urban households in poverty, settled in precarious conditions.

The Urban Development Promotion Mode is targeted at all inhabitants of the cities and metropolitan areas of the National Urban System in the Hábitat Programme.

From 2007-09, 868 actions were achieved through the use of federal subsidies amounting to MXN 156.72 million.

For the 2010 budget year the implementation of 119 actions was proposed, for a total federal amount of MXN 29.41 million.

The purpose of **territorial planning** (in co-ordination with the Regional Development Unit) is to establish guidelines to regulate the modalities of land use and occupation that seek inclusive, balanced and sustainable distribution of human settlements and economic activities, that also contribute to the battle against the poverty of urban and rural populations by improving the conditions of access to public services and equipment, as well as reducing the settlement's vulnerability to natural phenomena. Territorial planning also contributes to federal government actions on climate change matters through the adaptation and mitigation criteria. Territorial planning is part of the Promotion of Urban Development mode of the Hábitat Programme (see above).

Under the Hábitat Programme framework, territorial planning corresponds to urban municipalities, with cities of 15 000 inhabitants or more.

Support for this programme consists of a contribution up to MXN 750 000. The federal entity and/or municipality must make at least an equal donation. This contribution is used to carry out territorial planning programmes. Support also consists of ongoing technical assistance throughout the study elaboration process.

Between 2007 and August 2010, under the Urban Development Promotion mode (in co-ordination with the Regional Development Unit), the Hábitat Programme allocated MXN 6.5 billion in federal funds for the development of 17 municipal territorial planning programmes.

The Hábitat Programme contributes up to MXN 750 000 for each municipal planning programme, and the municipality must make at least an equal contribution. Support also consists of ongoing technical assistance. Through this component, the programme seeks to contribute to federal government actions on climate change adaptation.

Also within the Urban Development Promotion Mode, the Regional Development Unit runs a programme to foster regional development. This programme establishes guidelines to regulate the modalities of land use and occupation, seeking inclusive, balanced and sustainable distribution of human settlements and economic activities. This also contributes to the battle against the poverty of urban and rural populations by improving the conditions of access to public services and equipment, as well as reducing the settlement's vulnerability to natural phenomena.

Since 2008, SEDESOL has been operating with a new “Methodology Guide for the Elaboration of Municipal Land Use Programmes” that seeks to build a planning process oriented to the action, to productive and sustainable investment. It contains all of the SEDESOL programmes aimed at improving the level and quality of life for the population as part of the potential sources of financing.

In addition, from 2007 to 2009, MXN 3.5 million were invested for the development of the Territorial Development Strategy for the state of Campeche, a study on Urban-Rural Integration for Development Planning in three municipalities of the state of Guanajuato and a Territorial Planning Programme for the route Don Vasco, Michoacán. In 2010, a territorial planning programme of the coast of Colima, Part One was developed as well as a study for the development of the Guide for the Relocation of Irregular Settlements in port areas as part of the commitments made by SEDESOL in the Special Climate Change Programme 2008-12.

#### Special mode for historic centres

The purpose of the Historic Centres part of the Hábitat Programme (carried out in co-ordination with the Directorate General of Urban Development and Land) is to carry out works and actions for the protection, preservation and revitalisation of historic centres inscribed on the List of World Heritage of UNESCO: Campeche, Mexico City (including Xochimilco), Guanajuato, Morelia, Oaxaca, Puebla, Querétaro, San Miguel de Allende, Tlacotalpan and Zacatecas.

From the resources exercised in the period 2007-09, subsidies were assigned by MXN 151.5 million of federal funds to the protection, preservation and revitalisation of historic centres inscribed on the List of World Heritage of UNESCO.

*PASPRAH, support programme for people domiciled in conditions of asset poverty to regulate human irregular settlements (co-ordinated by the Directorate General of Urban Development and Land)*

The purpose of this programme is to improve the quality of life of people living in conditions of asset poverty in irregular settlements, giving them legal certainty to build efficient, safe and competitive cities. This policy is targeted at households in a situation of asset poverty, who are in possession of an irregular lot.

Federal support for regularising land ownership amounts to MXN 8 000 or the cost of adjustment. When the regularisation cost exceeds the amount of the federal subsidy, the difference will be covered by: the beneficiary (not exceeding the amount of the federal allocations) or by other parties (with permission from SEDESOL); or by state or municipal governments or by the implementing body (with previous permission from SEDESOL).

The PASPRAH was implemented in 2008 to support households in conditions of poverty and in irregular human settlements, giving them legal certainty about their assets. From September 2009 to August 2010, 32 965 subsidies were distributed for regularisation and titling of lots of the target population for a total amount of federal funds of MXN 255.1 million

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

Under the current administration, the Mexican public sector has developed practices to improve performance management and provide effective results-oriented public interventions. Initiatives against over-regulation (zero-based regulation), the Results-Based Budgeting Programme, the National Programme of Public Expenditure Saving and the publication of nine Handbooks of General Application (e.g. human and financial resources, transparency, information technologies, control) are some examples of key performance management initiatives implemented between 2006 and 2010.

Mexico has implemented performance budgeting mainly with the creation of the Performance Evaluation System (SED). The implementation of SED began in 2007, with evaluations of budgetary programmes and policies. This implementation involved the development of performance indicators to measure and follow programme outputs and outcomes; in addition, SED considers seven different types of programme and policy evaluations. In the first days of each year, an Annual Evaluation Programme (PAE) is published and carried out by the Ministries of Public Management (SFP) and of Finance and Public Credit (SHCP), in coordination with the National Council for the Evaluation of Social Policy (CONEVAL).

Deregulation initiatives were completed with the elimination or fusion of more than 9 181 rules, standards, laws or programmes due to deficiencies, contradictions, duplication or over-regulation.

The performance-based budgeting initiative and the SED are the cornerstones of the Mexican government's efforts to improve the efficiency and effectiveness of budgetary programmes. This initiative has an ambitious timetable that requires the simultaneous implementation of performance budgeting by the national and state governments. It seeks to link planning, budgeting and reporting processes. The main objective is to ensure that the performance information generated by SED is used in planning and budgetary decision making to strengthen accountability, foster transparency, prevent overlap in budgetary programmes and make public expenditure more efficient. This initiative requires the permanent participation and coordination of SFP, SHCP and CONEVAL. Each institution has its specific responsibility within SED, which is stated in the law.

The objective of the National Programme for Saving and Reduction of Public Expenditure is to reduce public expenditure by at least USD 4 billion between 2010 and 2012, and to reallocate resources to education, health and other strategic sectors.

### ***Integrating performance information into strategic and political decision making***

The Performance Evaluation System is based on indicators built on a logical framework for each programme, which must be included in the annual Federal Budget. Public ministries and entities set indicators and goals; progress is reported to Congress



every three months by SHCP. Results are incorporated in the public accounts and considered for programme improvement and further budgeting.

Indicators are also the basis for external evaluations, which are defined on a yearly basis in the Annual Evaluation Programme. Individuals and organizations that carry out external evaluations assess the quality of the programmes, the goods and services provided, and the satisfaction of the general public. The findings are made public and the results are integrated in the next fiscal year budgeting process.

In its first three years of operation, the performance budgeting initiative has made important progress at the national and state levels. Since 2007, more than 820 evaluations of budgetary programmes have been performed and for 2010, 698 budgetary programmes included performance information, a number that will grow to 787 in 2011 (out of a total of 1 172 budgetary programmes). Performance information is used now as one of the main inputs for budget-drafting discussions, as an additional factor in decisions on reallocation of expenditure and programmes funding. It is also used to generate useful information to keep society informed about results of public expenditure and to improve the quality and design of budgetary programmes. By 2010, more than 65% of the federal budget included performance information and 25 947 public servants in the federal, state and municipal government and the Legislative branch have been trained in performance budgeting, in an ongoing effort by the federal government to consolidate the performance-oriented culture among public institutions.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

Today, social networks have penetrated into the relationship between government and citizens. An example of this was during the last federal budget approval process by Congress in which social networks participated in an important way in the final decisions. Federal web sites are starting to introduce social networks and are in process of consolidating their back office information systems to offer this kind of tool to citizens who are requesting these types of communication. As well, the federal government, the SFP, is working on developing the Citizens Portal in order to make it evolve towards a semantic web (Web 3.0) in order to allow interaction with citizens and to facilitate the search of and access to government digital services and their ecosystems.

Another example of how Mexico is involving citizens in the design, delivery and evaluation of public services is represented by the Worst Procedure Contest. A large number of citizens took part in the public call launched by the government for finding the worst procedure. A public health procedure was voted as the worst because Cecilia Deyanira Velázquez Tello, a Mexican citizen, had to spend four days every month in the Mexican Institute of Social Security to receive medication for her son.

## **Promoting open and transparent government**

### ***Key initiatives***

There are two main political drivers supporting open and transparent government in Mexico. First, the political desire to do so; this is to say that the issue is on the political agenda. And second, the interest shown by society as a whole.

The Mexican Federal Transparency and Access to Public Government Information Law, published in the *Official Gazette of the Federation* (DOF) on 11 June 2002 dictates

that public information should be available to anyone. This law also allows citizens to request information from different government institutions or agencies and obliges agencies to provide the information requested as long as the information is not classified as confidential.

In addition, Mexico has a policy of Targeted Transparency that obliges government agencies to publish information that can help citizens take better decisions when selecting goods, products or services, which in turn promotes healthy competition in all areas.

### *Making information available*

The Mexican Federal Transparency and Access to Public Government Information Law lists the information that all government agencies have to publish. Government agencies are obliged to publish the information listed in this law and they can publish any other information that is not deemed as confidential.

### *Fostering open and inclusive policy making*

As mentioned before, the policy of Targeted Transparency obliges government agencies and departments to publish information that can help citizens take better decisions when they are selecting a product or service, which promotes competition in all areas. This improves the quality of life of the population and reduces corruption in the government agencies that provide these goods, services or products. This covers things like mortgage rates, comparative prices of the basic food basket at supermarkets, activities designed to improve the environment or that promote water conservation, just to name a few.

Inclusive policy making is being developed by the central government through the establishment of public-private partnerships. Through these associations, government and the private sector identify and reform government processes collaboratively in order to preclude corruption.

### *Fostering integrity and transparency*

Through the implementation of the National Programme on Accountability, Transparency and Against Corruption 2008-12, Mexico's central government is working towards the following two objectives: *i*) to develop and institutionalise a culture characterised by adherence to the law, ethics and public responsibility in all society; and *ii*) to consolidate a state policy in the areas of information, transparency and accountability.

Regarding specific actions for fostering integrity in the public administration, these include the issue of instruments to establish clear guidelines and criteria about the expected behaviour of public servants, with reference to values and the principles of integrity, transparency, accountability and honesty. Public servants are informed of these guidelines and criteria through internal communication campaigns.

Concerning transparency, the federal government recently issued an *Administrative Manual of General Application* in the field of transparency, of compulsory application in all institutions of the central government. The purpose of this regulation is to position transparency as a strategic element for improving government processes and better satisfying citizen demands.

This manual includes the compulsory processes that the entire federal public administration has to follow concerning transparency, including the dispositions of Targeted Transparency. This new instrument will standardise, simplify and co-ordinate the transparency policy followed in the central government.

### ***Impact on trust in government***

Although initiatives' impact on building trust in government are not measured before and after the implementation of policy and programmes, change can be perceived. Citizens are aware that there are mechanisms that hold the government accountable and some already use these mechanisms to increase their participation and knowledge on government performance.

For instance, the number of visits to the Transparency Obligations Portal, a portal designed to disclose information related to the structure, procedures, employees and remuneration of federal government departments, jumped from 4 966 618 visits to 12 237 087 from 2007 to 2008.

At the same time, programmes such as the Simulated User Programme have increased citizens' trust in the fight against corruption.

### ***Reaffirming core public sector values***

Mexico is further developing its instruments and ways to reaffirm core public sector values. Presently, the Code of Ethics for Public Servants in the Federal Public Administration, the Federal Law of Administrative Responsibilities of Public Servants (LFRASP) and the codes of conduct developed in each entity of the central administration are the direct instruments that define and promote these values.

According to a survey completed in 2008 by the 210 entities of the federal government, 203 institutions had a code of conduct and most of them had a Code of Conduct Compliance Committee which promotes public sector core values internally through communication campaigns.

In addition to this, the following tools are currently used to foster a culture characterised by adherence to the law, ethics and public responsibility of public officials:

- “Guide of Administrative Responsibilities and Elections” to easily explain to public officials their duties, responsibilities and in an electoral context, the consequences of failure to comply;
- *Cineminutos*, which are short films that promote reflection on corruption and invite the viewer to act in an honest way when faced with ethical dilemmas; and
- an integrity course for public servants of the federal public administration, which is being designed together with the National Strategy Information Center (NSIC) to provide public officials with the necessary knowledge and skills to successfully solve challenging conflict of interest situations.

Despite these actions, the following instruments will also be developed to foster integrity in the public sector:

- issue a set of guidelines to give federal institutions a clear path to follow for implementing activities that delimitate the conduct of public officials in the performance of their jobs, positions or assignments;

- develop an index that will allow the measurement of the actions carried out by central government institutions to foster a culture characterised by adherence to the law, ethics and public responsibility.

### *Safeguarding integrity*

#### *Conflict of interest and post-public employment*

The policy followed by the Mexican government concerning the interface between the public and private sectors is included in the Federal Law of Administrative Responsibilities of Public Servants (LFRASP).

At the federal level, administrative regulation on this matter can be found in the LFRASP, issued in 2002. This law establishes specific rules on conflict of interest and post-public employment.

The SFP is the authority responsible for applying this law within the federal public administration. The ministry gets help from the Comptrollership Office belonging to more than 200 institutions in the federal government.

The LFRASP regulates the conflict of interest during the employment charge or commission and up to one year following its conclusion. There are prohibitions on the performance of public servants. This law also notes the obligation of public servants to be excused from intervening in the prosecution or trial of cases in which they have a personal, family or business interest.

Under the LFRASP, public servants must abstain from participating in the selection, appointment, designation, hiring, promotion, suspension, removal, dismissal, termination or sanction of any public servant when they have a personal, family or business interest, including those from which they may benefit or which could benefit their spouse or relatives by blood or affinity to the fourth grade, or civil relatives, among others.

In 2006, a reform of the LFRASP added a specific regulation about public research centres, which empowers the government bodies of these institutions (with prior authorisation of the Units for Auditing and Control) to establish the terms, conditions and exceptions to the activities that develop their staff. In particular, the Science and Technology Law establishes that researchers who leave their job in the research centers should follow the rules established by the governing organs regarding the management of the information they had access to and their eventual accession to another institution, public or private.

It should be noted that the LFRASP sets limits on donations (gifts) received by public servants and that may involve conflict of interest. These should not exceed ten times the general daily minimum salary active in the Federal District. There is a procedure to follow when a donation exceeds this limit. In December 2006, the SFP issued a special regulation in this regard, which aimed to establish the criteria for the correct application of the LFRASP. Nevertheless, a harmonious interpretation of an article of the LFRASP follows a conditional permissive exception to the equity value during the year of the goods or services concerned, so the law gives the public servant the possibility to accept donations of goods or services only when the net annual value does not exceed the maximum allowed.

In relation to post-public employment, the law establishes the obligation for public servants to abstain from soliciting, accepting or receiving money as well as for their

family members or any person connected either directly to their role and interests involving any conflict during the course of their functions and for one year after leaving employment.

### *Transparency on interactions between the public and private sectors*

The National Programme of Accountability, Transparency and Against Corruption 2008-12 (PNRCTCC) establishes the commitment of transforming the public procurement system of the federal public administration from an administrative and control function to a strategic role in the efficient and effective exercise of public spending, guided by solid principles of transparency, ethics and accountability, to enable a new method of doing business with the government.

For the implementation and deployment of the strategy, six lines of action were established:

- Make a reform bill of the Acquisitions, Leasing and Services of the Public Sector and Public Works and Services Related to the same laws, to incorporate international best practices in public procurement.
- Implement a consolidated procurement process and transversal contracts, which will avoid multiplicity of recruitment procedures, differential pricing, risks of corruption and generally inefficient public spending.
- Redesign the Public Procurement Electronic System (CompraNet) to make it possible to carry out procurement procedures and to generate useful information to the federal government to assist strategic decision making in this matter and allow unrestricted public scrutiny.
- Establish a system of indicators that provide information on the performance of public procurement.
- Improve mechanisms for resolving disputes that arise during the recruitment procedures or the execution of contracts in order to strengthen the legal certainty in the public procurement system, reduce litigations, generate certainty and confidence in order to generate private investment and promote transparency and accountability in the exercise of public expenditure.
- Promote legality in the conduct of public servants and individuals involved in procurement procedures, through an effective sanction system.

Under this framework, a restructuring process of the Ministry of Public Administration (SFP) took place from 2008 through April 2009 with the publication in the *Official Gazette of the Federation* (DOF) the new Internal Rules of the ministry (SFP).

As a result of this institutional reform, the Public Procurement Policy Unit (UPCP) was created, whose mission is to implement procurement policy aimed to ensure the best conditions for the state, grounded in the promotion of the principles of efficiency, effectiveness, economy, transparency, impartiality and honesty, as well as international best practices in this area and the use of information and communication technologies.

Some examples of how the Mexican government regulates the relation between the public and private sectors in terms of transparency are:

- The Order which amends, additions or abolishes certain provisions of the Acquisitions, Leasing and Services of the Public Sector Law and the Public Works and Services Relating to them Law, the Federal Law of Administrative Responsibilities of Public Servants and the Federal Penal Code were published in the *Official Gazette of the Federation* on 28 May 2009. The Regulation of the Acquisitions, Leasing and Services Sector Public Law and the Regulation of the Public Works and Services Related to the them Law were published in the *Official Gazette of the Federation* on 28 July 2010.
- The *Administrative Handbook of General Application* about Acquisition, Leasing and Services of the Public Sector was published in the *Official Gazette of the Federation* on 9 August 2010. The handbook systematises and codifies processes and procedures in this area that the institutions of the federal public administration must respect. Having processes and procedures prescribed and standardised according to best practices will enable institutions to have the necessary tools and to efficiently apply the available resources, to improve the quality of the supply and the provision of goods and services, strengthen transparency and accountability and facilitate the participation of suppliers in public procurement.
- The Agreement that instructs the institutions of the federal public administration and the Attorney General of the Republic to refrain from issuing regulations on procurement, public works, transparency and accountability was published in the *Official Gazette of the Federation* on 10 August 2010, in order to improve the regulation, management, processes and results of the federal public administration to promote competitiveness of businesses and sectors, as well as the entrance into new markets and meet the needs of citizens regarding the provision of public goods and services.
- The electronic version of the *Administrative Handbook of General Application* in the field of public procurement, which is available to the general public on CompraNet ([www.compranet.gob.mx](http://www.compranet.gob.mx)), published flowcharts of the overall procurement process and performance indicators.

As a result of the improvements and innovations introduced in procurement and public works laws, the SFP promoted the use of recruitment strategies provided in these orders, achieving the following results:

- the implementation of subsequent offers for the purchase of discounted drugs through 3 calls by the Mexican Social Security Institute (IMSS) achieving savings of MXN 780.3 million (USD 61.2 million approximately), 2 in “Mexican Petroleum” (PEMEX) of MXN 35.4 million (USD 2.8 million approximately) and 2 for the purchase of thermal coal on CFE achieving savings of MXN 2 021.7 million (USD 158.5 million approximately).
- Also, consolidated contracts were developed for armoured vehicles and insurance for property, including savings from about MXN 10.3 million (USD 807 000 approximately). Furthermore, with the completion and dissemination of market research for food stamps, institutions had access to information that allowed them to improve employment conditions thus achieving savings of MXN 37.2 million (USD 2.5 million approximately). In total, estimated savings amounted to MXN 2 884.8 million (USD 226.2 million approximately).

In June 2010 the new electronic system for government procurement, CompraNet, was launched. CompraNet is a transactional system which enables carrying out fully electronic procurement, organising and classifying historical information on the procedures for monitoring and evaluation and swiftly receiving quotes online. The new version of CompraNet encourages savings and promotes efficient public expenditure, helping to improve the quality of supply management from agencies and entities, strengthen transparency and accountability and favouring the use of electronic means in hiring.

### *Lobbying*

The central government is establishing public-private partnerships, which allow for joint identification and reform of government procedures in order to preclude corruption. Also, a process to further foster self-regulation mechanisms in the private sector has been launched. In concrete terms, the government is updating current tools to promote the implementation of integrity programmes in companies and will start a communication campaign to disseminate these tools.

In addition, the Federal Law of Administrative Responsibilities for Public Servants includes conflict of interest and post-public employment issues in its dispositions.

## Strategies for implementation

### *Mobilising citizens, businesses and the civil society*

As outlined above, the government is fostering and implementing public-private partnerships to work on government reform. Initially, these partnerships were developed through collaboration agreements signed between the government and private sector industry representatives, although recently there have been plans to put together working groups to thoroughly engage the private sector in reforms and the adoption of probity self-regulating mechanisms.

### *Fostering innovation and change in the public sector*

The **Programme for the Improvement of the Management of the Federal Public Administration** (PMG) promotes innovation in the Mexican federal government, in order to maximise the quality of goods and services delivered, increase effectiveness and minimise the operational and management costs of federal agencies. To fulfil those objectives, in 2010, 221 federal agencies committed 1 083 **Integral Projects of Management Improvement** involving almost 6 000 public servants who form the base of the network of people involved and committed to transforming the federal government. The network will also position a model of organisational culture to achieve a government focused on citizens. As part of the PMG, the SFP has driven the reduction of administrative and substantive internal regulations by 44%. The SFP has also driven the elimination and merger of procedures and services, so that by February 2011, a reduction of 27% was expected. In addition, transversal processes have been enhanced through the PMG, involving several federal agencies in a single project, using shared records, electronic single window strategies and integrating processes around the citizen.

Culture change has not completely been accomplished in the Mexican public sector, although there are strategies that are significantly influencing it. Two important ones are the professional career service and the introduction of information and communication technologies in government procedures. The latter has significantly reduced public

official discretions in individual cases, has allowed the citizen to have more information on the costs of procedures, and has also allowed citizens to complete government procedures over the Internet.

### ***Co-ordination across ministries***

The National Development Plan 2007-12 established a clear and feasible strategy for leading the country's transformation over solid, realistic and responsible bases. The plan is structured around five guidelines:

- rule of law and security;
- competitiveness and generating workplace economy;
- equal opportunities;
- environmental sustainability;
- effective democracy and responsible foreign policy.

This plan guides all ministries, encourages horizontal co-operation among ministries and promotes innovative policies that fulfil these goals. It is important to note that policies should be in line with the plan in order to survive.

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## Netherlands

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The new Cabinet has expressed its intention to restore the health of public finances and to achieve a balanced budget by 2015. To achieve this goal, the Dutch government will improve the financial position by EUR 18 billion in 2015. In 2015 EUR 6.14 billion will be saved by reducing the size of the government, social expenditure will decrease by EUR 4.34 billion and the rest will be saved on health care, international aid, etc. Because some of the savings will take longer than 4 years to implement structurally, the reduction will amount to EUR 24.8 billion. In the meantime there will be extra expenditures for care for the elderly, public security and infrastructure.

#### *Key initiatives*

##### *Partnerships with the private sector*

The Smart Regulations, Good Connections Programme (*Slim geregeld, goed verbonden*)

Most entrepreneurs waste time repeatedly supplying the same information to government. The Smart Regulations, Good Connections Programme brings together governments and companies to find ways to make their mutual exchange of information easier and cheaper.

Answers for Companies: [www.antwoordvoorbedrijven.nl](http://www.antwoordvoorbedrijven.nl)

The Answers for Companies website is the starting point for companies and entrepreneurs seeking all relevant government-related information, such as information about permits, rules and grants.

The Digital Skills and Digital Awareness project (*Digivaardig en Digibewust*)

Government and the private sector both want people to develop and continue developing their digital skills. The Digital Skills and Digital Awareness Programme allows government and the private sector to work together on several activities to achieve this goal.

### *Engaging citizens and the voluntary sector*

#### **Citizenlink (*Burgerlink*)**

Citizenlink is an initiative of the Dutch government to improve the performance of the public sector by involving citizens. To that end, Citizenlink promotes quality standards, measures citizen satisfaction and stimulates e-Participation.

#### **Building Letters (*Bouwen aan Brieven*)**

Building Letters is a relatively simple project that allows citizens to comment on municipal letters and to suggest modifications. This helps municipalities improve their services.

### *Better co-ordination with local governments*

#### **The “Powerful Government” Programme (*Programmema Krachtig bestuur*)**

The main goal of the Powerful Government Programme is to strengthen the governability of municipalities and other local public authorities.

#### **KING**

King is an institute that aspires to be an advisor for municipalities. Its aim is to improve the services of municipalities by stimulating co-operation.

### *Using e-government and cutting red tape*

Several programmes on reducing administrative burdens have been developed by the Dutch government. These programmes focus on citizens, companies, professionals and authorities. A special government hotline ([www.lastvandeoverheid.nl](http://www.lastvandeoverheid.nl)) enables citizens to report the regulatory pressures they are experiencing and suggest ways to reduce them.

#### **Top 10**

An important goal of the Dutch government is to provide better services to citizens with fewer administrative burdens. The government will thus resolve the top ten major obstacles experienced by citizens. These ten obstacles have been selected in concertation with citizens.

### ***Policy initiatives to improve service delivery to specific groups***

Some groups suffer more from administrative burdens than others, in particular the elderly, the chronically ill and the handicapped, volunteers and benefit claimants. These target groups receive special attention for reducing administrative burdens.

#### ***Complaints Office and Kafka brigade***

Citizens who have issues with the government can submit their complaint by e-mail to the Complaints Office. In specific cases the Kafka Brigade may be called into action to tackle red tape and contradicting rules. The Kafka Brigade has proven to be a useful tool for convening different organisations concerned by a specific case in one room and for discussing where and why services went wrong and for coming up with solutions agreed on by all parties.

### ***Customer Journey Mapping***

Government services are measured through a questionnaire concerning life events. Some of the low-scoring life events are mapped with the Dutch equivalent of the Customer Journey Mapping, the KEK. The KEK is a tool for visualising how customers interact with people and organisations in order to make a purchase or experience a service. It can be used as a form of consultation to improve a service by finding out how people use the service and how they interact with the service provider. It provides a map of the interactions and emotions that take place, and can help an organisation provide its customers with the experience it wants them to have. So far, three life events have been mapped and some improvements on the services surrounding these life events have been made.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

Most public sector managers carry out their tasks according to their management agreement, which is based on the working plan for their organisation. Working plans are derived from the ministry's strategic policy plans.

A rather new phenomenon in the Dutch public sector is working according to “policy programmes” and “policy projects”, which are temporary according to more or less well-defined objectives and targets.

In addition, more and more benchmarking instruments are being developed. The private sector (especially the media) publishes comparisons of the performance of public sector organisations or publically financed private sector organisations. Take for example, schools and hospitals. These public comparisons tend to encourage improved public sector performance and better public service delivery.

### ***Integrating performance information into strategic and political decision making***

Although systematic public sector performance measurement is still being developed (amongst other things by assessments and benchmarks), performance information is more and more integrated into systematic knowledge and trend development. An example is the “trend document” on developments in public sector organisation and employment, which is submitted to parliament with the government budget each year.

In recent years many larger public sector organisations have started to establish “knowledge units”, which collect performance data about their organisations (including data on clients' and employees' satisfaction), analyse these data and report on them. This knowledge is used by political officials, such as ministers, for strategic policy planning.

In addition, some independent local and national institutions – for example the Central Planning Office, the Social-Cultural Planning Office, the Scientific Council on Government Policy – report on social developments and analyse the role of public sector performance in relation to these developments.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

In addition to the initiatives discussed in the first section, the main reason for improving service and reducing administrative burdens is to make a difference for the citizen. This focus will help government make concrete changes that will help citizens. At the same time, citizens are encouraged to help themselves. Government accountability and social responsibility are still in balance, the real shift in this balance will depend on the noticeable results in the future.

## **Promoting open and transparent government**

### ***Key initiatives***

#### ***Making information available***

The Act on Disclosure of Public Information prescribes that all information held by public sector organisations is public and should be disclosed either actively (at the initiative of the public sector organisation) or passively (on demand of citizens, organisations, media, etc.). Only in a limited number of cases can disclosure be denied.

Jurisprudence has further clarified the limits of the exceptions of disclosure. There is permanent tension between the need of citizens and the media for disclosure and the interest that public sector organisations may have in limiting disclosure.

The Public Information Disclosure Act is regularly evaluated and adapted.

#### ***Fostering open and inclusive policy making***

Dutch public sector organisations have a tradition of involving citizens, private organisations and companies in policy preparation. A next step in the development of citizens' involvement is interactive policy making, in which decisions are taken in co-operation with citizens, organisations and companies. This takes place particularly at the local level, although it has not yet been entirely implemented everywhere. New information and communication technologies (ICT) make the implementation of this initiative possible on a larger scale. The use of these possibilities is still being explored. Also, vested interests in existing ways of working have to be overcome.

#### ***Fostering integrity and transparency***

Each public sector organisation is required by law to have an integrity policy. The basis of these policies is the same for all organisations, but the details may differ according to the need of the organisation.

Provisions are made for better monitoring public sector integrity, such as establishing an independent institute for whistleblowers to turn to.

The Netherlands ranks among the top in the Transparency International Integrity Index. Nevertheless, fraud and infringements of integrity do occur and require permanent attention.

*Improving service delivery*

Benchmarks and performance comparisons promote the improvement of public service delivery. Many public sector organisations clearly define the level of service delivery citizens and other clients can expect (“quality charters”).

On the other hand, initiatives and measures have been developed and implemented to guarantee the safety of politicians and public sector employees, as they are threatened and assaulted, both verbally and physically, more and more often.

*Impact on trust in government*

It is not clear in what way and to what extent measures to improve open and inclusive policy making and service delivery impact citizens’ trust in government. On the contrary, bad performance, too much disclosure and infringements of integrity seem to decrease trust in public sector organisations and in the public sector as a whole.

Trust is also affected by the way in which the feelings and opinions of citizens are recognised, channelled, expressed, handled and processed into effective policy, both by politics and by the civil service.

*Reaffirming core public sector values*

The oath of office was re-introduced several years ago.

Measures are being developed to increase the motivation of public sector employees and to promote pride in working in the public sector.

*Safeguarding integrity*

Politicians and high-level civil servants should disclose all other interests they have besides their public position. It is prohibited by law to hold two conflicting positions.

Revolving door constructions are forbidden. A civil servant who leaves the public sector cannot be rehired to carry out the same tasks in the organisation he has left for a period of two years. Sometimes attempts are made to get around this regulation.

EU rules for public procurement are relatively well implemented and complied with in the Netherlands, though sometimes courts have appealed to this.

The “OECD Recommendations on Lobbying” will be implemented by the government that was formed after the parliamentary elections in June 2010.

**Strategies for implementation***Mobilising citizens, businesses and civil society*

Traditionally in the Netherlands, public policy, both national and sub-national level, is designed in close co-operation with civil society organisations, especially with organised interest groups. For important socio-economic policy decisions, the government consults the Social-Economic Council for consultations with employers’ organisations and trade unions. The goal of these consultations is to come to a consensus. It is very rare for the government to push through legislation if employers and trade unions resist it. Engaging interest groups in both policy design and policy implementation is called the Dutch “polder model” of public governance. It also occurs in other policy areas, like education, agriculture, environment, transport, etc.

The advantage of this type of governance by consensus is broad support for government intentions and decisions, at least by interest groups. The disadvantage is that it is not entirely transparent and that decision making is slow, since reaching a consensus takes time.

This way of policy making and implementation does not guarantee more engagement on behalf of individual citizens, since interest groups are not automatically more representative of citizen's opinions and interests than the government is. The close relationships between the government and interest groups may even be a hindrance to more accessibility for citizens and accountability to the public.

In addition, drastic reforms are seldom adopted since organisations with vested interests do not accept them. On the other hand, other interest groups urge for reforms to improve their own position. There is therefore a permanent move to consider what innovations are acceptable on the one hand, and feasible on the other. As a result, reforms and innovations take place more gradually and incrementally.

### ***Fostering innovation and change in the public sector***

Dutch civil servants are prepared to change and innovate if and when it is needed for attaining the political goals in a changing context. Strategies promote openness to experimental approaches, the periodical replacement of professionals as new “blood” in the organisation, restructuring organisations, and new techniques such as Web 2.0.

Projects like “Government of the Future” and “Civil Servants of the Future” promote new ways of working. See for example the programme for “The New Way of Working at the Government” at <http://ambtenaar.voordetekomst.nl/documenten/english.doc>.

### ***Co-ordination across ministries***

In a political sense, government officials can strengthen strategic capacity by being first and foremost a member of Cabinet rather than seeing themselves as a representative and extension of their particular ministry. Political leadership can be considered a pre-condition for innovation and strategic policy making.

Attempts have been made to create a core Cabinet with a limited number of ministers to set out strategic policy. Partly because of the inevitable coalition character of Dutch cabinets, this has not yet been realised.

The annual government budget is arranged by ministry and each minister is responsible for his/her ministry. Resource flexibility within a ministry is less difficult than moving financial resources from one ministry to another.

The mobility of public employees between ministries and between levels of government is quite easy in the Netherlands and occurs relatively frequently.

Flexibility has been improved by working with temporary “policy programmes” and “policy projects”. Such programmes and projects are allocated their own budget and employees from several ministries work together for the duration of the programmes and projects. When the programme or project is finished, each of them returns to her/his original ministry.

The Dutch public sector (at national level) may be not as “stovepiped” as in other countries. For most matters ministries co-operate well for achieving their objectives. Nevertheless, when interests and visions do not concur, clashes occur from time to time. In most cases these are solved on a higher level, sometimes even at Cabinet level.

Though measures are taken to prevent such clashes, their occurrence is seen as inherent to the division of labour within the government organisation. The Dutch public sector disposes of procedures for such horizontal co-operation. Even though emotions can run high, these procedures provide a framework for calming specific interests in order to serve “the general interest”.

## New Zealand

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The current government's fiscal strategy aims to deliver a fiscal position that is sustainable in the long term, contributes to economic stability and advances key priority policies. In the short-term, the New Zealand government aims to return to a surplus position as soon as possible.

The government is focusing on improving health and education services and lifting science and innovation. There will be no additional government funding for several years for most government agencies. Existing public sector programmes have been re-examined to look at how these programmes can deliver higher quality services more efficiently. A review of government programmes identified savings of NZD 1.8 billion over 4 years which have been redirected to higher priority areas including within health and education spending.

The budget statement for 2010 identified opportunities for infrastructure investment needed for long-term growth as well as for higher quality public services. Government aims to institute higher standards of governance, planning and commercial discipline to get the best value out of these assets. Additionally, agencies are expected to improve performance and demonstrate value for money in service delivery.

#### *Key initiatives*

##### *Partnerships with the private sector*

##### Building and maintaining new school properties

To create savings, the government is moving towards a public-private partnership for building and maintaining some new school properties. Public-private partnerships can introduce new designs, financing and maintenance techniques that provide better services and value to taxpayers.

##### Broadband investment

The National Infrastructure Plan comprises a suite of initiatives aimed at infrastructure development. The government has invested NZD 1.5 billion to provide ultra-fast broadband infrastructure to 75% of New Zealanders over the next 10 years. The focus for the initial six years will be on businesses, schools and health services plus Greenfield developments. The government will co-invest with private sector partners in one or more local fibre companies. Private sector investment is expected to at least match government contributions. The investment will provide open access to a passive “dark” fibre optic network which may then be used by commercial providers to supply high-speed network services.



### *Better co-ordination with local governments*

#### Auckland Council

In 2008, the government set up a Royal Commission to:

- examine local and regional government arrangements for the Auckland region;
- make recommendations about a system of local government that would best suit Auckland for the next 50-100 years taking account of New Zealand's growth and ethnic diversity.

After public consultation, the Royal Commission released its findings on Auckland's regional governance, and recommended establishing a single Auckland Council for the region. The New Zealand government released its decisions on the Royal Commission's recommendations in April 2009. The key decisions made by the government are:

- one unitary Auckland Council;
- one mayor for Auckland with governance powers, elected by the region's residents and ratepayers.

The Auckland Governance Bill provides for the governance structure of the Auckland Council. This includes determining the membership of the Auckland Council, the roles and functions of the mayor and local boards, the powers and functions of the Local Government Commission that will establish the number of local boards and boundaries of the city and region.

The changes aim to improve local government efficiencies, co-ordination and accountability arrangements for the Auckland region.

### *Using e-government and cutting red tape*

#### ICT common capability across government

Work is underway to develop and deliver common ICT capability across government in the areas of communications and network services, ICT infrastructure, government online capability, and interoperability, authentication and security. As part of the development of online services for citizens, the igovt Identity Verification Service is being developed as a way for people to verify their identity to government agencies online and in real time up to a high level of confidence using an igovt ID. These initiatives are focused more on efficiency and service delivery than on cutting "red tape".

#### New Zealand Government Open Access and Licensing Framework

The New Zealand Government Open Access and Licensing Framework (NZGOAL) was approved by Cabinet on 5 July 2010 as government guidance for State Services agencies to follow when releasing copyright works and non-copyright material for re-use by third parties. It standardises the licensing of government copyright works for re-use using Creative Commons licences and recommends the use of "no-known rights" statements for non-copyright material. It is widely recognised that re-use of this material by individuals and organisations may have significant creative and economic benefit for New Zealand. NZGOAL does not apply to information or works containing personal or other sensitive information, except for its guidance on anonymising datasets which, once

stripped of personal information, might be licensed or released. This initiative reduces the “red tape” associated with accessing government data.

### National Health IT Plan

A National Health IT Plan is being developed to achieve a high quality of health care and to improve patient safety. The plan is a five-year whole-of-sector initiative aimed at prioritising investments in IT solutions. It will streamline health information for clinicians and patients by creating virtual health records for each patient with information stored electronically and made accessible regardless of location by linking to existing systems run by healthcare organisations, such as general practices and hospitals. It will also be composed of a regional clinical results repository and a shared care record. These initiatives will streamline health sector administration and as such will reduce “red tape”.

### National Education Network

In the 2010 Budget the government extended the trial of the National Education Network (NEN) in the education sector to 300 schools (in addition to the 200 already participating in the trial). The primary purpose of the NEN trial extension is to identify and understand:

- technical, financial and practical issues involved in extending the trial to a larger number of schools that are already working in a range of collaborative models;
- technical and financial issues involved in connecting new content and service providers to the trial version of the NEN; and
- potential benefits for schools in relation to teaching, learning and administrative practices.

E-administration within the education sector is expected to reduce “red tape”.

### *Policy initiatives to improve service delivery to specific groups*

#### *Whānau Ora*

Whānau Ora is a service delivery initiative aimed at building and maintaining the capability of *whānau* (families) to be self-managing. Whānau Ora provides practical, community-based support to *whānau*. The primary focus of the initiative is to develop whānau-centred service delivery. A governance group has been set up to support implementing Whānau Ora initiatives, provide strategic advice on policy priorities and ensure co-ordination across contributing government agencies and key stakeholders. The government has confirmed NZD 134 million will be available over 4 years to allow Te Puni Kōkiri,<sup>1</sup> the Ministry of Social Development and the Ministry of Health to jointly implement Whānau Ora.

The initiative integrates existing contracts from agencies into joint funding arrangements with other agencies. The first wave of 25 Whānau Ora provider organisations was selected in late 2010. Providers will help *whānau* access seamless health and social services, focusing on the opportunities to meet whānau needs. Regional leadership groups will be established across ten regions, with representatives from the community sitting alongside local agencies so that the initiative will reflect the local priorities and knowledge of each area.

## Towards a more effective and performance-oriented public service

### *Key initiatives*

There are structural and non-structural changes being made to improve performance management in the New Zealand public service. Examples of recent structural changes include the establishment of Auckland Transport (AT), a new regional transport authority and the New Zealand Transport Agency (NZTA).

#### *Auckland Transport (AT)*

In 2010, the New Zealand government made significant changes to the local governance of the Auckland region. This included establishing a new Auckland Council and a new regional transport authority, Auckland Transport. Auckland Transport is a controlled organisation (CCO) of Auckland Council. Operating since November 2010, the new organisation combines the transport expertise and functions of eight local and regional councils and the Auckland Regional Transport Authority (ARTA). Auckland Transport is responsible for all of the region's transport services (excluding state highways) – from roads and footpaths, to cycling, parking and public transport.

#### *New Zealand Transport Agency (NZTA)*

The NZTA was established in 2008 combining the functions of Land Transport NZ and Transit New Zealand. The new agency was set up to provide an integrated approach to transport planning, funding and delivery. NZTA is also responsible for regulating access to the transport network, managing state highways, and promoting safety and sustainability priorities.

Under the Land Transport Management Act 2003 (amended in 2008) NZTA is responsible for a range of functions including:

- promoting an affordable, integrated, safe, responsible and sustainable land transport system;
- investigating and reviewing accidents and incidents involving land transport;
- managing the state highway system, including planning, funding, design, supervision, construction and maintenance operations;
- managing the land transport system, including auditing the performance of organisations receiving land transport funding; and
- managing the regulatory environment for land transport.

#### *Performance Improvement Framework (PIF)*

The PIF is a joint central agency initiative to help senior public service leaders drive performance improvement across the New Zealand State Services. It is based on leading international private and public sector performance improvement models, and is tailored for the New Zealand State Services.

The Performance Improvement Framework is comprised of:

- a comprehensive model for performance and capability improvement;

- a cycle of formal performance assessments which identify priority areas for action and a process to ensure these are addressed.

Public service agencies can draw on the PIF as an assessment and continuous business improvement tool to manage their agency's development. The framework also provides central agencies with an overview of performance and capability across the New Zealand State Services.

Key elements of the framework are:

- to provide transparent and comparative performance information;
- a common performance language that provides clear signals on expectations and agency performance;
- a strengthened culture of continuous business improvement.

### ***Integrating performance information into strategic and political decision making***

Performance expectations for New Zealand government agencies are outlined in key accountability and performance reporting documents including the statement of intent (SOI) and the annual report.

The SOI outlines a department's expected contribution to the government's priorities over the medium term (three to five years). It should articulate decisions resulting from a department's engagement with ministers over outcomes and priorities the government is expecting the department to contribute to, and the key performance expectations of the department in regard to these priorities. They contain a baseline of forecast performance information against which ministers and members of parliament can assess the department's actual performance in contributing to outcomes.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

New Zealanders can participate in the design, delivery and evaluation of public services in a variety of ways including:

- voting;
- making submissions on legislation;
- signing petitions;
- standing for community boards, local or central government;
- writing letters and sending e-mail to editors and members of parliament.

## **Promoting open and transparent government**

### ***Key initiatives***

#### ***Making information available***

Open and transparent government is facilitated through two key pieces of legislation that govern access to official information. These are:

- the Official Information Act 1982; and
- the Local Government Official Information and Meetings Act 1987.

The guiding principle is that information must be made available unless good reason exists under the acts for withholding it. The purpose of the law is to increase the availability of official information to:

- promote more effective public participation in making and administering New Zealand laws and policies;
- promote the accountability of ministers of the Crown and government officials;
- protect sensitive information where necessary in the public interest or to preserve personal privacy.

### *Fostering integrity and transparency*

Integrity and conduct is a key focus for the New Zealand government that was formalised when the State Sector Act was passed in 1988. The State Services Commissioner has a mandate to set minimum standards for integrity and conduct for much of the State Services, including public service departments and most Crown entities.

There is ongoing work to build and maintain trust within the New Zealand public service. The State Services Commission recently released results from the 2010 State Service Integrity and Conduct Survey (State Services Commission, 2010) which measures the trustworthiness of state servants. The results can be found at [www.ssc.govt.nz/2010-survey-report](http://www.ssc.govt.nz/2010-survey-report). In 2010, there was also a focus on the need for the New Zealand public service to demonstrate judicious expenditure of public funds and appropriate behaviour by politicians and public officials by proactively releasing details of their business expenses and gifts.

### *Improving service delivery*

Improving service delivery is a key focus for the government. The New Zealand government is interested in improving front-line service delivery, and delivering better, smarter services for less. Specifically, the government has reiterated the need to identify savings and efficiencies to enable viable delivery of services now and in the future, particularly given the tight fiscal environment. The government has also expressed a desire to reduce “back office” costs in order to free up resources for front-line service delivery.

### *Impact on trust in government*

Trust in government tends to be high in New Zealand. Transparency International has consistently rated New Zealand among the top three countries in its Corruption Perceptions Index. New Zealand was ranked number 1 in 2009.

The “2009 Kiwis Count” (State Services Commission, 2009) results show improved levels of trust in public services since 2007, see [www.ssc.govt.nz/kiwis-count-2009](http://www.ssc.govt.nz/kiwis-count-2009).

### ***Safeguarding integrity***

#### ***Conflict of interest, post-public employment or the “revolving door” phenomenon***

This has not been regarded as an issue of particular concern in New Zealand. Identifying and managing conflicts of interest are addressed in the New Zealand State Services Code of Conduct, which applies to all state servants. A recent review concluded that there was no justification for imposing specific restrictions on post-public employment of officials.

#### ***Transparency on interactions between the public and private sectors***

The principles contained in the New Zealand State Services Code of Conduct address concerns that may arise, for instance: “We must: be honest; work to the best of our abilities; ensure our actions are not affected by our personal interests or relationships; never misuse our position for personal gain; decline gifts or benefits that place us under any obligation or perceived influence.”

### **Strategies for implementation**

#### ***Mobilising citizens, businesses and civil society***

New Zealand does not have a programme of reform. A recent speech by the Minister of Finance (English, 2010) outlines the current government’s thinking on public sector reform.

So rather than embarking on wholesale change, we are stress testing the existing devolved model of public sector management. There are two reasons for this. The 2008 election was fought in the world before the global financial crisis. Then, in Opposition, we made undertakings to leave existing income support measures in place, and to focus on moving public sector resources from the back office to the frontline.

This positioning effectively ruled out rationing public services or pushing more cost back on to the public. So that is not a debate we are entering into.

Instead, we are focused on getting value for money from the current level of resources. In this context, we also specifically ruled out large-scale structural change and we have kept to those undertakings, despite the change in circumstances.

#### ***Fostering innovation and change in the public sector***

In the speech cited above the New Zealand Minister of Finance highlighted the need for a culture change for the public sector to operate within fiscal constraints:

The culture of caution and risk management in the public sector has been deeply embedded in the last ten years. So the government has to keep demonstrating political support for change, and mandating tools chief executives can use without fear of political consequences.

This approach is reinforced by increasing oversight of our largest entities – the 10 departments and Crown entities that make up over 80% of government spending. It has required a lot of work to merely slow down the strong growth in spending driven by an expansionary fiscal policy, particularly since 2005.

Innovation is currently focused on efficiency and effectiveness. The New Zealand government's "Better Administrative and Support Services" Programme aims to lower the cost and strengthen the effectiveness and efficiency of state sector administration and support services across the New Zealand State sector. The approach taken to foster change is to run a four-phase programme of work. At the end of each phase, the programme will report back to Cabinet and seek approval to proceed.

- start-up: establishment of the programme;
- phase 1: benchmarking and goal setting – under way at the time of writing;
- phase 2: business case development;
- phase 3: design and business case validation;
- phase 4: build, test and deployment.

### ***Co-ordination across ministries***

Ministers set the outcomes and objectives for the portfolios that they are responsible for. The chief executives of the public service agencies within the portfolios are then responsible for achieving these outcomes and objectives. There are some well-established examples of chief executives co-operating to achieve government goals, for example in the justice sector, the education sector and in border control.

## **Note**

1. The Te Puni Kōkiri is the Ministry of Māori Development, which is the Crown's principal adviser on Crown-Māori relationships.

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## Norway

### Delivering public services in times of fiscal consolidation

According to Norwegian fiscal guidelines, the budget policy shall contribute to stable economic development. In January 2009, as a response to the financial crisis, the Norwegian government proposed to the parliament expansionary amendments to the 2009 Fiscal Budget, which were adopted with only minor changes. Measured as the change in the non-oil structural budget deficit as a share of non-oil GDP, the fiscal stimulus was estimated at three percentage points. This fiscal response was among the strongest among OECD member countries (later revisions have brought the calculated stimulus down to 2.1 percentage points).

From 2008 to 2009, the change in the structural (non-oil) deficit was estimated at NOK 45 billion. Actions were taken in many fields, but in particular there were environmentally friendly actions intended to: strengthen the adaptability of the public sector, support export-oriented industries and further strengthen the country's infrastructure.

The 2010 budget continued along the same lines, but made it clear that the actions adopted in 2009 were provisional, and should be phased out of the budget once the situation began to return to normal. 2010 was expected to be a consolidation year and to lay the groundwork for further fiscal tightening. According to Statistics Norway, GDP growth for the second quarter of 2010 was estimated at 0.5%, the fourth quarter in a row with growth. Compared to 2009, estimated growth in non-oil GDP for 2010 was between 1.6% and 2.1% ([www.regjeringen.no/fin/html/konjunkturbildet/0410/Tab\\_Norge.htm](http://www.regjeringen.no/fin/html/konjunkturbildet/0410/Tab_Norge.htm)).

The Norwegian economy has performed better than most other industrial countries during the financial crisis and global recession. In the first half of 2010, the decline in employment witnessed in 2009 came to an end and the unemployment rate remained low, between 3.25-3.5%. Unemployment is currently lower than the average of the past 20 years, and far below the level of most other industrial countries. The set of measures adopted to tackle the financial crisis appears to have been successful.

The fiscal policy guidelines stipulate that fiscal policy shall be geared towards a gradual increase in the use of petroleum revenues. The state's net cash flow from petroleum activities is set aside in the Government Pension Fund Global (GPF) in its entirety. Over time, the non-oil structural budget deficit shall correspond to the expected real return on the GPF, estimated at 4%. The guidelines allow for fiscal policy to be used actively to counter fluctuations in economic activity and the government has over the years made use of this flexibility in the guidelines.

The expansionary fiscal policy in 2009 and 2010 greatly increased the use of petroleum revenues. At the same time, economic activity picked up and the outlook for the labour market improved. In the revised national Budget for 2010, spending of oil revenues was estimated at about NOK 26 billion in excess of the estimated 4%,



corresponding to about 1.25% of non-oil GDP. The government has committed to align spending of petroleum income over time to the expected real return on the Fund, in line with the fiscal guidelines. As a result, fiscal policy leeway can be restored, as Norway must at the same time bolster its ability to cope with the increased expenditure that will follow in the wake of an aging population.

Three main factors can be mentioned to better understand Norway's flexibility:

- Careful expenditure in good times, or “saving for a rainy day”. This allows some margin and adaptability when times are more austere. As the situation is returning to normal, fiscal prudence has once again become the byword.
- Co-operation between government, employers and trade unions within a framework of moderate wage increases. This is a good starting point for maintaining a competitive export sector and keeping wage growth and inflation at moderate levels.
- Over time the Norwegian government has taken actions to ensure that the public sector is well suited to the changes in society. There has been a focus on the way services are delivered. Maybe most importantly is the agreement that has been reached concerning the pension system, which has been amended with the intention of keeping people in the workforce longer. This strengthens the contract between the contributors and beneficiaries concerning the financing of public services.

### *Partnerships with the private sector*

Public-private partnerships have by some actors been touted as a new way of financing public works and completing them in an efficient manner. The theoretic rationale behind this idea is to group the construction and maintenance in one enterprise, and thus to make allowances for efficient maintenance early during the construction process. Some infrastructure projects have been organised this way in Norway.

In the transport and communication sector, this kind of partnership usually takes the form of an agreement between a public body and a private enterprise for the delivery, running and maintenance of this investment for a fixed number of years. Public-private partnerships thus take the form of a leasing contract with an added maintenance agreement. The rationale for using this model is that it is more cost-effective compared with more traditional ways of financing infrastructure projects. The National Transport Plan in Norway presented as a white paper to parliament, shows that public-private partnerships have been implemented faster, but it is not possible to prove that costs are higher or lower than traditional methods. Savings which have been made can just as well be ascribed to a thorough procurement processes. There are also some negative consequences of public-private partnerships. This way of financing projects increases the financing costs and pushes costs forward, and can therefore be said to conceal the state's expenditure and debt. There are also concerns that PPPs might give some firms a competitive advantage over others. As long as Norway is not required to borrow to finance this type of investment, the focus will be on developing tools for more professional and efficient procurement, project planning and implementation regarding time and resources spent within the traditional framework. The Norwegian quality assurance programme for investments above NOK 500 million (approximately EUR 60 million) already lead to better decision making and more thorough planning and procurement.

## Towards a more effective and performance-oriented public service

### *Key initiatives*

#### *StatRes – a statistical system for central government in Norway*

The aims are:

- increased transparency of utilisation of resources;
- motivating increased performance due to better transparency;
- input for analyses, control and decisions.

StatRes has an input-output approach at the agency level based on the aims of the agency. StatRes publishes data on resources, activities, services and results, hence facilitating inter- and intra-agency comparisons, as well as more advanced efficiency analyses. These analyses may provide valuable input for policy makers and serve as a useful instrument in the management of public agencies and service production.

An important characteristic of StatRes is that data is fully accessible to the public, and hence provides a basis for critical scrutiny of the activities of government agencies by the media, independent researchers, etc.

#### *Public information and data*

The right to freedom of information (FOI) has a long tradition in Norway, and the Public Sector Information (PSI) directive was incorporated in a renewed Freedom of Information Act (FOIA) in January 2009. This new FOIA grants access not only to documents, but also to databases.

The Ministry of Government Administration, Reform and Church Affairs (FAD) has commissioned a study on the market size of certain kinds of public sector information in Norway, as well as the development of a Norwegian data catalogue. The URL of the data catalogue, <http://data.norge.no>, follows international “trends”, inspired by similar initiatives like [www.data.gov](http://www.data.gov) and <http://data.gov.uk>. Work is also underway on licensing terms, data formats and tutorials on this subject.

#### *The evaluation portal*

The government established an Internet-based Evaluation Portal ([www.evalueringsportalen.no](http://www.evalueringsportalen.no)), which has been operational since November 2010. The aim of the portal is to achieve a more structured approach to the use of evaluations in the public sector. The Evaluation Portal collects evaluations initiated by ministries and government agencies and makes them accessible to the public. This service makes it easier to assemble knowledge from different sources and evaluations. This knowledge can be used to help make new policy or in the management of public bodies. It can also be used to learn from previous or ongoing works, and from the results achieved from various policies and measures. In short, the portal will become a vital tool in strengthening the performance management aspect of good governance. The portal could become a point of reference when establishing good practice in different parts of the central government administration.

### *Plain language*

A special project on plain language was launched in 2010. The background was a survey that showed that one out of three Norwegian inhabitants had difficulties understanding public information, letters and schemes. Fifty per cent asked the governmental institutions responsible for the information for help. The project has its own website ([www.klarspråk.no](http://www.klarspråk.no)) containing advice, examples of bad as well as plain language, and a blog.

## **Promoting open and transparent government**

### *Safeguarding integrity*

#### *Conflict of interest, post-public employment or the “revolving door” phenomenon*

The Ministry of Government Administration, Reform and Church Affairs has set down ethical guidelines for the government service. Each individual government organisation is required to apply these guidelines to further develop and improve ethical awareness among state employees. Each organisation is also required to review whether it needs to supplement the guidelines, based on the individual organisation’s requirements. These guidelines are being revised and updated.

The Ministry of Government Administration, Reform and Church Affairs has issued post-employment guidelines for civil servants in general, for politicians returning to civil service posts and for politicians transferring from public to private employment. According to these guidelines, a politician may be temporarily disqualified up to six months, and may have to abstain from involvement in certain cases for a period of up to one year. A politician will be remunerated during the period of temporary disqualification, comparable to the net salary he or she had upon leaving office plus holiday pay. The decision to impose temporary disqualification and/or abstinence from involvement in certain cases is taken by the Committee on Outside Political Appointments; a committee that is independent of the government.

There are no special instruments in the government sector for dealing with the problem of “revolving doors”; the movement of personnel between roles as politicians and regulators and the industries affected by the legislation and regulation, other than the above-mentioned guidelines for post-employment in the private sector. A certain amount of interchange of personnel between the industries and the government sector is considered beneficial to both sectors.

### *Public procurement*

The Norwegian Open Files Act allows access to potential supplier’s offers during the period following the contract award but before the conclusion of the contract. This is meant to encourage transparency in the procurement process by giving, among others, the public access to documents related to the procurement procedure.

The Agency for Public Management and E-Government (Difi) has established a webpage aimed at helping operators in the area of public procurement (buyers, sellers, etc.). The page contains essential information on legislation, procurement procedure tools and news. The year the site was put online (2009) it was consulted approximately 78 000 times.

### Electronic public record database

An electronic public record database for the civil service ([www.OEP.no](http://www.OEP.no)) was launched in May 2010. Since its launch, all citizens can access the public records from one common site. Until May 2010, only journalists had such access to an electronic database (as a pilot-project). OEP represents democracy, participation and openness in practice.

All documents sent from or received by ministries, directorates, state agencies and county governors can be accessed through OEP, where everyone can make searches in the public journals. Documents are sent electronically from the unit in charge to those who make a request for a specific document or file.

### Strategies for implementation

In Norway the line ministers are responsible for the modernisation of their own sectors. The Minister of Modernisation has an overall co-ordinating role, but also tries to push the modernisation agenda ahead. A Modernisation Programme was developed (2007) to inform about the modernisation work and goals, but also because it is important to have a comprehensive strategy. The government policy is to involve the trade unions as well as the civil society in the modernisation work.

## Poland

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The Polish economy has thus far proven to be extremely resilient to the global economic crisis. Government activities such as the state transition pension reform, the reinforcement of Poland's credibility in international markets, the anti-crisis measures targeted at the labour market or the major privatisation scheme, have consolidated the foundation of the Polish economy. In November 2008 the government put forward the Stability and Development Plan aimed at protecting the Polish economy against the global financial crisis. In addition, the Package of Anti-Crisis Measures was introduced by the government in 2009. The Polish currency was stabilised and its position safeguarded. A programme supporting Polish enterprises has also been developed.

In pursuit of financial savings, and as an alternative to cutting jobs in the public administration, the government carried out a detailed external audit in ministries and central offices. Such data is extremely helpful for reorganising central offices and making them more effective. The project “Enhancing the Effectiveness of the Human Resources Function in Public Administration” has been implemented as part of the initiative aimed at strengthening the potential of the government administration within the framework of the Human Capital Operational Programme.

The government has frozen all wages in the public administration for 2011. More and more people are expressing the need to cut back employment in the public administration.

#### *Key initiatives*

##### *Partnerships with the private sector*

The new **Act on Public-Private Partnerships** in Poland came into force in February 2009 and replaced previous legislation that was ineffective and too complicated to implement. Compared with the old legislation, the new PPP Act has significantly reduced obligations for public entities and private partners for implementing PPP projects. The new legislation is based on a freedom of contract rule to regulate as little as possible and thus grants more flexibility to interested parties to freely negotiate individual aspects of their mutual co-operation.

The PPP Act significantly facilitates mutual co-operation between public and private partners. There has been a very positive reaction to these new regulations from entities interested in public-private partnerships. It is a real “green light” for PPPs in Poland as far as the legal provisions are concerned.

### *Engaging citizens and the voluntary sector*

Act of Law of 24 April 2003 on Public Benefit and Volunteer Work (last amended January 2010)

Non-governmental organisations and other entities operating in the area of public benefit can apply for public benefit status since 1 January 2004. There are certain benefits and obligations attached to this status. This status is granted to the third sector “elite”, who provide services to the general public and guarantee transparency from the moment they register. Apart from NGOs, public benefit activity may be conducted by churches and religious unions. They must also take part in obligatory co-operation programmes with NGOs for self-government entities.

Public benefit organisations (PBOs) profit from a number of legal and fiscal entitlements, including the exemption of the corporate income tax and property tax. The act also introduced the opportunity for taxpayers to donate 1% of their personal income tax to support the public benefit organisation of their choice.

In addition, NGOs and institutions engaged in public benefit activities can take advantage of volunteer work and donations for public tasks commissioned by public administration authorities.

### *Better co-ordination with local governments*

The **Joint Commission for Government and Territorial Self-Government**, established by the Act of 6 May 2005, constitutes an official forum to develop a common stance between central and local government. The main responsibility of the commission is to examine problems related to the functioning of self-government and the central administration’s policy on regional governance. The commission also manages issues of self-government which are under the scope of European Union competencies.

The **Joint Commission for Government and National and Ethnic Minorities** was established under Article 23 of the Act of 6 January 2005 on National and Ethnic Minorities and Regional Language and constitutes an advisory and consultative organ to the Prime Minister. Issues discussed include: the implementation of the act in regional self-government bodies, including the level of funds allocated in the state budget for the preservation and development of racial and ethnic minorities and the preservation and development of regional languages.

### *Using e-government and cutting red tape*

Supporting innovation is one of the roles of the Polish Innovative Economy Operational Programme, which is an instrument of the National Coherence Strategy 2007-13. The information society – or more specifically **Building E-Government**, is one of its priorities, which envisages better access to information resources for the public administration and digital public services for citizens and entrepreneurs.

### *Policy initiatives to improve service delivery to specific groups*

The **implementation of the quality management (QM) system for fiscal administration** is based on a study called the “Quality Management System for Fiscal Administration” and the *Quality Manual*, beginning in late 2008 in all fiscal

administration units. The QM system and *Manual* are the result of co-operation between representatives of the French and Polish fiscal administrations for “improving the quality of the functional units of fiscal administration.” This project is financed from the EU’s Transition Facility.

The goal of the “Quality Management System for Fiscal Administration” study has been to establish a framework for implementing a QM system and a compendium of the necessary theoretical knowledge and practical solutions needed to implement the system. The objective of the *Quality Manual* is to inform fiscal administration units how to implement the system step by step and how to effectively improve it in the future.

Implementing a common QM system in all fiscal administration units based on international standards such as ISO 9000, CAF, or EFQM has been a major accomplishment of the project. The final outcome of the project will be a common management system, self-assessment system, and platform for exchanging best practices between fiscal administration units.

## Towards a more effective and performance-oriented public service

### *Key initiatives*

The new **Law on Poland’s Civil Service** of 21 November 2008 entered into force in March 2009. The Head of the Civil Service (Mr. Sławomir Brodziński was nominated for this position by the Prime Minister Donald Tusk) was established as the central organ of the government administration competent in civil service issues. He develops the human resources strategy, ethics rules and standards. He is assisted by the directors-general. The Civil Service Council was created at the same time as an opinion-giving and advisory body to the Prime Minister regarding civil service issues.

Some of the detailed duties of the Head of Poland’s Civil Service include: ensuring compliance of the civil service rules; staff management; collecting data on the civil service corps; preparing drafts of normative acts related to public administration; monitoring and supervising the use of resources; planning, organising and supervising central training for the civil service; ensuring the dissemination of information concerning vacant posts; developing international co-operation in matters related to the civil service; establishing HRM standards and guidelines and ethical principles of the civil service corps by way of an ordinance.

### *Introducing flexible work time as an element of human resources flexicurity concept*

The project “Restructuring and Employment Conditions: How to Monitor the Modernisation of Public Administrations?” was initiated by the European Institute of Public Administration and involves partners from the University of Tilburg, the Chancellery of the Prime Minister in Poland, the State Chancellery in Latvia and the Ministry of Labour and Social Affairs in Estonia. The project was co-financed by the European Commission, and ran from December 2009 through December 2010. The aim of the project was to develop indicators for measuring modernisation processes and monitoring their development in the public administration in Poland, Estonia and Latvia. These indicators were to be transferable to other EU member countries’ public administrations, and comparable with the indicators used in other public sector areas, as well as being linked to the flexicurity indicators that are being constructed by the European Commission and academic scholars.

In response to the above and in order to increase the attractiveness of the public sector as an employer, the Ministry of Economy has recently introduced flexible work time for its employees. Flexible work time at the Ministry of Economy consists of two time brackets. The first bracket, from 7.30 am to 9.00 am, specifies the hours when employees may start work, while the second, from 3.30 pm to 5 pm, is when they may finish. The presence of all employees is therefore ensured between 9.00 am and 3.30 pm. It needs to be emphasised that employees are required to work eight hours a day. Furthermore, the flexicurity approach has had a positive impact on the perception of the public administration as an employer among its current employees and should encourage a greater number of persons to apply for a job in the public administration.

### ***Integrating performance information into strategic and political decision making***

The Head of Poland's Civil Service organises efforts on the **Strategy of Human Resources Management in the Civil Service**, which will be a part of a broader government-wide **Effective State Strategy**. The objective is to build a professionally managed civil service that operates through an informed and well organised staff of civil servants, capable of quick and efficient responses to emerging challenges, who can efficiently use available knowledge and experience to improve its own operation. Building a civil service under such conditions requires, among other things, adequate funding for strategic priorities and objectives, ongoing co-operation with people responsible for the functioning of more than 2 300 institutions active in the Polish civil service. Strategy development involves experts specialised in management as well as representatives from academia. A general diagnosis of HRM in the civil service has already been prepared. Following a development phase, the project will be subject to social consultations. The human resource management strategy in the Polish civil service will be financed by a special reserve fund that will be allocated in the central Polish budget specifically for improving the civil service. Several performance-related indicators will be included in the strategy. The Department of the Civil Service in the Chancellery of the Prime Minister has already been engaged in developing new performance indicators, some of them using innovative methods and approaches in human resources management.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The **Civic Initiative Fund Operational Programme (2009-13)** is an example of a national level initiative created to support civil society organisations (CSOs). It is directly derived from the **Strategy of Supporting Civil Society Development (2009-15)**. Both documents are elements of an overall tool of supporting CSOs in the process of building civil society. The Civic Initiative Fund is a grant programme addressing non-for-profit organisations, formed for the purpose of initiating and strengthening civic initiatives in co-operation with CSOs. It is complementary to the existing solutions and practice in this area. The programme is born from the idea of strengthening the civic sector which is being implemented by the government with the help of legal, informational, infrastructural, financial and institutional instruments.

The main goal of the programme is to enhance the participation of CSOs in performing public tasks based on principles of partnership and subsidiarity. There are four specific goals: *i*) enhancing the activity and awareness of citizens and local



communities; *ii*) developing the potential of the CSO sector; *iii*) increasing the CSO sector's engagement in performing social services in spheres such as social integration and professional activation; and *iv*) developing a Polish model of social economy.

The Civic Initiatives Fund's priorities enable financing projects aimed at improving living conditions for particular groups such as women, the disabled and the elderly.

## Promoting open and transparent government

### *Key initiatives*

#### *Making information available*

The **Act on Access to Public Information** was adopted on 6 September 2001 and came into force in January 2002. It allows anyone to demand access to public information held by public and private bodies exercising public tasks, as well as trade unions and political parties. The bodies must respond within 14 days. There are exemptions for official or state secrets, confidential information, personal privacy and business secrets. Appeals are lodged to the court.

Public bodies are required to publish information on their policies, legal organisation and principles of operation, the contents of administrative acts and decisions, as well as public assets. The law requires that each of these bodies create a *Public Information Bulletin* to allow access to information via computer networks. Consultations of every draft of legal acts as well as the publication of the whole legislative process are also a legal requirement. Publishing information is also required for public procurement procedures and during recruitment processes in the public administration.

In line with the Act on Access to Public Information, the official electronic journal for public information – the *Public Information Bulletin* (BIP) – was launched in July 2003.

The *Civil Service Review* is a bimonthly periodical published electronically and addressed to over 130 000 civil service corps members from over 2 250 offices. The first edition of the *Civil Service Review* was released in July 2009 and received a very positive response from readers. The periodical contains reports on the work of the Head of Civil Service, the Civil Service Council as well as on conferences and meetings organised by the Department of the Civil Service in the Chancellery of the Prime Minister. The information covers such issues as new solutions in the management of the civil service, budget and projects developed and executed in the framework of the civil service including international co-operation. The periodical also provides an opportunity to share best practices concerning the management and functioning of offices in the dedicated section as well as on the informal Internet forum – the Civil Service Café.

The periodical was created in order to provide the public administration with knowledge on solutions that have been introduced in the civil service as well as a platform for exchanging views, experiences and opinions on the administration-oriented issues.

### *Fostering open and inclusive policy making*

#### NGO Project on Lobbying

Lobbying mechanisms at the local level are being reviewed by the Institute of Public Affairs. The project aims to investigate the manifestations of lobbying activities in provincial municipalities. Lobbying at the level of local government in Poland has not yet been the subject of comprehensive research. Therefore, the main component of the project is a study carried out in all 16 provincial municipalities. By promoting decent standards and indicating deficiencies and risks, the project should contribute to the transparency of decision-making processes at the provincial level, as well as to increase the efficiency of mechanisms for consultation and co-operation with social partners in the regulation and implementation of public policies and regulations.

#### Open and competitive recruitment

In accordance with the Polish Constitution and the Act of 21 November 2008 on the Civil Service, all citizens are entitled to information about vacancies within the civil service. Recruitment to the civil service is open to the public and is competitive. Following similar rules, senior positions in the civil service are staffed by open and competitive recruitment.

Similar open and competitive recruitment procedures were also incorporated to the amended Act of Self-Government Employees.

### *Fostering integrity and transparency*

Since 2008, Poland has undertaken several initiatives to improve integrity and transparency. One of the most important ones has been **supervising lobby activities** in Poland. In 2008, under a grant financed by the European Commission and the Ministry of Interior and Administration, the Batory Foundation (one of the main anti-corruption non-governmental organisations) conducted a project to investigate the phenomenon of lobbying and influence groups in Poland. The research aimed at consulting the public to know about lobbying activities in Poland and to identify practices in the rule-making process. The result of this project was to make a number of recommendations to government and parliament aimed at increasing the transparency both groups.

### *Improving service delivery*

The implementation of **process management** in the Ministry of Economy provided a basis for measuring the performance of different processes which improved the operational efficiency and effectiveness of the entire ministry. Of fundamental importance to the success of the project, including the necessary mentality shift of many employees (from passive to active attitudes) was the commitment of the management. The focus placed throughout the process on employees, whom, as internal customers, participate by means of electronic modelling tools, in process identification and development, is not only innovative, but it is also a solution that provides an incentive for individuals and teams to be committed to the creation of a new management architecture. Management processes have strengthened the focus on the external customer – in the case of the Ministry of Economy, mainly entrepreneurs – which has improved the awareness of their particular needs and the quality of services delivered to them by the ministry's staff.

More than 230 processes have been identified and described at the Ministry of Economy, together with their key objectives and metrics, including those related to the quality of services and products. The owners of these processes are heads and deputy heads of the organisational units. Corruption risk analyses have been developed for all processes. The ministry has adopted a uniform approach for involving citizens/customers in the development of quality standards for the services and information delivered to them, as well as an approach for introducing innovative solutions to processes with the participation of the ministry's customers/citizens.

### ***Impact on trust in government***

Aware of the difficulties in measuring trust in the public administration, a task group of specialists was formed to **build a positive image of the civil service**. An additional goal of this group is to brand the civil service as an employer of choice in order to attract the best talents from the widest possible pool of potential candidates. Research indicates that most citizens are happy with their individual contacts with civil servants, but a majority of citizens still have a negative view of the public administration as a whole. Keeping that in mind, the task group has prepared an innovative concept of the research to support the creation of a new civil service communication strategy.

The concept is based on three separate modules focusing on qualitative and quantitative research as well as media analyses of public debate on government and the public administration. During the research phase, several target groups will be approached including members of civil service corps, citizens, students and university graduates as well as public opinion leaders, e.g. media, academics and politicians. A proposed system of measuring trust and the image of the public administration will be put in place and new indicators showing the evolution over time will be integrated into the new Strategy of Human Resources Management in the Civil Service.

A **working group for municipal and civil service employees** has recently been established as part of the Tripartite Commission for Socio-Economic Affairs, with joint participation of government, employees and employers representatives. The major task of this body is to work out and co-ordinate solutions focusing on public administration employees, at local and central levels, regarding in particular: level of remuneration, guidelines for recruitment procedures, job evaluation, labour law regulations as well as operational funds. This trust-building process will continue through 31 December 2011 at which time it will be decided whether or not to continue this social dialog.

### ***Reaffirming core public sector values***

A task-group is in the final stages of preparing a draft ordinance of ethics' principles in the civil service and a code of conduct, established by the Head of the Civil Service. The draft, after approval by the Prime Minister (by way of an ordinance), will assemble standards of behaviour derived from civil service values as defined in Article 153 of Poland's Constitution and in the Civil Service Act. A draft ordinance specifies two categories: *i*) ethics' principles for members of civil service corps; and *ii*) guidelines on their observance.

The **new Code of Ethics** will be focused on rules of proper behaviour, honesty/integrity, political neutrality/impartiality and loyalty to the state and its public service. The new Principles of the Civil Service are based on legalism, integrity, human and citizens' rights, transparency, professionalism, accountability, rationality, life-long learning, employment stability, open and competitive recruitment, sustainability,

impartiality as well as the principle of the primacy of the Prime Minister and the principle that the Head of Civil Service must ensure compliance of the civil service rules. In addition, a newly established Forum of Directors-General of public offices will propose methods for implementing the guidelines in regards to compliance with the principles of the civil service and the ethical code of the civil service corps as well as drafting conclusions about their implementation.

### ***Safeguarding integrity***

In 2010, work began on the second phase of the **Anti-Corruption Strategy**, for its preparation and subsequent implementation. By the end of the year, a draft of anti-corruption measures for the period 2011-15 was expected to be finalised. A strategic objective is to reduce the level of corruption by improving the law, strengthening the fight against crime and corruption, improving the quality of work in the public administration, reducing tolerance towards corruption and, at the same time, raising public awareness.

A **draft of the comprehensive Anti-Corruption Law** has been under inter-ministerial and social partners' consultations. The act proposed by the government plenipotentiary for the Development of the Programme for Preventing of Irregularities in Public Institutions – introduces a three-year “cooling-off” period prohibiting post-public employment in the private sector area that was previously dependent on decisions taken in a period of seven years by the public servant.

In regards to “revolving door” phenomenon, the Act on the Council of Ministers includes an obligation for members of political Cabinets to publish in the electronic *Bulletin of Public Information* their employment history and all sources of personal income, including any business activity, up to three years before s/he started to work for the government.

The **Public Procurement Law** was largely amended in Poland in order to implement the provisions of the EU Directives on public procurement, including those pertaining to electronic auctions and the Dynamic Purchasing System. The amended version of this law places electronic communications between the awarding entity and the economic operator on the same level as that of written or fax communications, regardless of the procurement procedure in question. It furthermore defines the cases when transferred data have to be supplied with a qualified electronic signature.

The evaluation of the effectiveness of the **Polish Act on Lobbying** has been based on consultation of the public, reviewing lobbying activities as well as consulting with the representatives of local self-governments on lobbying practices at the sub-national level. The primary aim of the new Act on Lobbying was to make the law-making process more transparent, but it does not regulate lobbying activities in other areas which are covered by the Public Procurement Law, the Anti-Corruption Law or the Criminal Code. It was better to make improvements in one specific area rather than to try to improve all areas simultaneously.

By August 2010, 176 entities conducting professional lobbying activities were registered in the National Lobbyist Registry and 6 had been deregistered.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

An example of a strategic document that devotes a lot of effort to building and using creative and innovative potential is the report **“Poland 2030 – Development Challenges”**, developed by the Board of Strategic Advisors to the Prime Minister of Poland and published in June 2009. It provides a multi-faceted diagnosis of where Poland has ended up 20 years after embarking on the fundamental political, social and economic reforms initiated in 1989. Importantly, the diagnosis is not limited to looking at history, but focuses on the future by trying to identify fundamental development dilemmas that Poland will be faced with at the beginning of the next two decades. The solutions to these dilemmas will have a crucial influence on where Poland, including its administration, will find itself in 2030. In terms of building an efficient state, the challenge faced by the administration was to acknowledge the expertise, practice and experience of non-governmental entities, citizens and individuals in identifying and solving current problems. One of the objectives is to shape and manage the Polish public administration into an innovative and efficient system open to external experience and serving its role in society. The process of building public confidence in the state’s institutional infrastructure (public institutions and administration) will focus on improving the effectiveness of institutions offering public services as well as on public debate regarding key challenges and dilemmas of the state’s development policy and will involve all its stakeholders as equals.

The **Public Benefit Works’ Council** is a public entity that was established for counselling, carrying out analysis, and assisting the minister responsible for social security issues. It is made up of five representatives of governmental administration bodies and of units supervised by or reporting to such bodies, five representatives of local government authorities, ten representatives of CSOs, CSO unions and/or associations.

The Public Benefit Works’ Council has contributed to many solutions concerning the functioning of NGOs and their co-operation with the public administration with respect to public benefit. The council also systematically gives its opinion on government drafts of legal acts related to NGOs’ activities and volunteer work. It is also involved in preparing the new Strategy of Supporting Civil Society Development, which is currently undergoing broad social consultations.

### *Fostering innovation and change in the public sector*

The project **“Strengthening Management Abilities in Government Administration Offices”** – co-funded by the European Social Fund within the framework of Sub-Action 5.1.1 of the Operational Programme Human Capital – aims at large-scale dissemination of a quality-oriented approach as well as total quality management (TQM) philosophy and methods in public administration. The objectives of the project are to initiate and support a quality-oriented management model applied to the public administration as well as to streamline its functioning. The project provides support for different target groups and institutions. Developing a network is one of the key factors for success of the project. Several actions have been focused on building a network of professional knowledge and exchanging experiences. Seminars, training sessions, and implementing team meetings are devoted to sharing good practices, discussing common obstacles, informing on initiatives and experiences and enhancing the exchange of information between practitioners, academics and representatives of self-government institutions.

The interest in Poland for a **Common Assessment Framework** (CAF) was first observed at the local level and was disseminated throughout local seminars and conferences and via European events. The idea of TQM was becoming more and more well known and the CAF appeared as a useful tool for easily introducing and promoting it, i.e. CAF has inspired many public managers to develop co-operation in benchmark learning networks.

Broader use of the CAF in Poland is a result of several projects that have been carried out by central and regional authorities, such as central civil service training on CAF in 2005 and a CAF implementation project in 20 ministries and central agencies by the Ministry of Interior and Administration. Those actions gave a further impetus for implementation of the CAF at local level.

As for the promotion of CAF, the main task is then divided between the Ministry of Interior and Administration, working mostly for local authorities and the Chancellery of the Prime Minister, dedicated to central-level administration. As of mid-2010, there were over 150 CAF users registered in the EIPA database and evaluations carried out in 2009 suggest that about 3-4% of administration units had used CAF at least once. The growing interest for the use of CAF may be seen as an indicator of change in the management of the public sector, as it is more and more popular in central and local levels of the Polish public administration.

### ***Co-ordination across ministries***

Strategic priorities and objectives with direct and indirect relevance to the civil service are introduced, discussed and provided at the newly established **Forum of the Civil Service's Directors-General**. Meetings with the Head of the Civil Service at the forum and debates conducted with a purpose-designed software application (Extranet restricted for use by the Head of the Civil Service and directors-general of public offices) for collecting opinions from top officials responsible for the development of the Polish civil service and tapping into their creative potential.

This opinion-sharing and advisory body is an innovative approach allowing horizontal communication between the Head of Civil Service and the 62 directors-general. The main goal in establishing the forum was to create a network of public administration chief executives for sharing knowledge and brain storming about best practices in public governance, strengthening teamwork to creative problem solving, implementing standardised rules and procedures within directors-general's offices and – last but not least – starting to build a corporate identity within Poland's public sector. The main responsibilities of the forum are in particular:

- expressing opinions and proposing drafts detailing how the civil service corps should perform its responsibilities, subject to the principles of efficiency, good management, legality and reliability;
- proposing priorities and strategic objectives in areas of the civil service;
- preparing opinions, analyses and positions with regards to the performance of the civil service corps and developing proposed standards in this area;
- exchanging experiences, best practices and information on how to improve the operation of the civil service.

The director-generals' forum meets regularly, and working teams exist (five to seven director-generals), which deal with concrete problems or challenges and report their recommendations to the forum (e.g. working group for the Polish Presidency of the UE, in particular for co-operation within the European Union Public Administration Network – EUPAN as well as with the OECD Public Governance Committee; or the working group concerning members of the civil service corps of education and the National School of Public Administration).

## Portugal

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

Budget consolidation undertaken between 2005-08, has not had a negative effect on the provision of public services, neither in terms of quantity nor in terms of quality. This process of budget consolidation implied the rationalisation of resources (for example, the Programme for Restructuring the Central Administration – PRACE) which enabled financial savings without jeopardising public service delivery.

In 2009, the process of budget consolidation due to the effects of the international crisis was interrupted and in 2010 budget consolidation became a national priority. Measures taken to cut expenditure are again oriented to the need to reduce waste in order to achieve financial savings, without jeopardising the quality of public services delivered.

#### *Key initiatives*

##### *Partnerships with the private sector*

A centralised PPP and concessions monitoring unit will be created in 2011 directly under the Minister of Finance, endowed with real powers to co-ordinate the strategic and economic components of public procurement, to finance those aspects, as well as to monitor the execution of the contracts.

PPP projects that are currently being implemented with a direct impact on budgetary expenditure include partnerships in the health sector, which have positive effects on increasing the number of people covered by health care, the number of consultations and surgeries performed, and created efficiencies in the system.

Seven new PPP contracts in the national road network also began in 2010, which will over time help to increase internal mobility, reduce travel times and accident indicators.

Finally, the RAVE project (a high-speed railway network which will link Lisbon to Madrid, with the section Poceirão-Caia already awarded), will constitute a modern and fast route, better connect Portugal to the rest of Europe, thus reducing the country's peripheral situation.

##### *Engaging citizens and the voluntary sector*

Over the last five years, several co-production initiatives have been promoted under the Programme for Legislative and Administrative Simplification (Simplex) with the goal of actively involving service users (citizens and businesses) as well as stakeholders in the modernisation of the public service, by participating in the planning of Simplex's priorities and in the design of its initiatives.



Simplex is a programme that combines e-government and cutting red tape in order to reduce administrative burdens for citizens and businesses; to deliver faster, simpler and more user-centred public services; and to improve the administration's internal efficiency.

The programme itself is an example of an innovative and collaborative way of designing policy. Its initiatives result from proposals from public bodies from all government departments (bottom-up approach) and some are the result of cross-departmental and multi-level collaboration. The government sets out the major priorities and guidelines and co-ordinates the programme, but it is up to the various public bodies to identify, design, implement and be accountable for their simplification initiatives, which must be completed in less than one year.

In order to collect input from citizens and other interested parties, a “public consultation” is conducted every year, before the disclosure of the programme. A web-based format is used, enabling people to comment on the public bodies' proposals for the programme, to contribute their own proposals and to have open discussions with other participants. Each year, the full report of the consultation process is published on the Simplex website ([www.simplex.pt](http://www.simplex.pt)).

In addition, citizens are invited to share their ideas for cutting red tape and improving service quality through the “Diga.Simplex” blog (<http://diga-simplex.blogspot.com>) and on Facebook. A “suggestion box” is also available all year round on the Simplex website. The “e-agenda” service for the online scheduling of medical appointments with the National Health Service is one of the Simplex initiatives that resulted from citizens' suggestions.

The “Simplex Idea Award” (*Prémio Ideia.Simplex*) is one of the most successful co-production initiatives promoted within the programme. It invites civil servants to actively participate in the planning and design of the programme, by contributing their own innovative ideas to help cut red tape and deliver better public services. This competition also involves citizens, who are invited to vote for the winning ideas online at [www.simplex.pt](http://www.simplex.pt).

For the 2010 edition of the “Simplex Idea Award”, civil servants submitted 600 ideas and more than 12 600 votes from citizens were recorded. One of the winning ideas, integrated into the 2010 Simplex Programme, is the “Electronic Prescription” (*Receita Médica Electrónica*) which allows doctors to prescribe drugs electronically and pharmacies to view them online. This measure will cut costs and save time, exempting users from carrying traditional paper prescriptions around.

Moreover, during the planning and design of the Simplex programmes, several meetings are organised with businesses, citizens and their representatives (civil society and private sector organisations) to discuss simplification priorities, concrete proposals for new initiatives and to evaluate the outcomes of those already implemented, taking into account their perceptions, expectations and specific needs.

For example, a Small and Medium-sized Enterprises (SMEs) Forum was jointly organised with the Business Association for Innovation (COTEC – *Associação Empresarial para a Inovação*). Also, an International Investors Forum, gathering the main foreign Chambers of Commerce in Portugal, was promoted with the support of the Investment and Economic Promotion Agency (AICEP – *Agência para o Investimento e Comércio Externo*).

Furthermore, a Committee on Administrative Modernisation was created in 2010 bringing together the main trade unions, consumer protection associations, employees' confederations, business associations and chambers of commerce.

All inputs from citizens, businesses and associations are analysed by the different government departments and each year some suggestions are integrated into the programme's final version. More than 20% of the 189 initiatives included in the 2010 Simplex Programme were the result of public participation.

Local government is also implementing relevant co-production initiatives aimed at involving citizens in city planning and management. "My Street" and the "Participatory Budgeting of the Municipality of Lisbon" are two examples.

The online service "My Street" draws inspiration from the British project "Fixmystreet". It is available through the Citizen's Portal ([www.portaldocidadao.pt](http://www.portaldocidadao.pt)) and enables citizens to actively participate in the management of their street and/or neighbourhood, by directly reporting problems to their local authorities (municipalities or parishes) such as potholes, poor street lighting, abandoned vehicles, graffiti, etc., as well as putting forth ideas for improvement.

This service includes an online software application that uses geographically referenced information and allows to follow-up the way in which citizen's communications are being addressed by the authorities.

Since the service was launched in September 2009, more than 2 000 reports have been sent to municipalities and parishes.

The "Participatory Budgeting of the Municipality" of Lisbon initiative ([www.cm-lisboa.pt/op](http://www.cm-lisboa.pt/op)) allows citizens to participate in their municipality's spending decisions and helps municipal authorities to better adapt their policies to the needs and expectations of the population.

Initially, citizens are invited to submit proposals to the city authorities. The proposals are then analysed by the municipal services and transformed into projects, which are submitted to an online vote by the public. At this stage, citizens vote for which projects to include in the city's budget up to a maximum of EUR 5 million (5% of the city's investment budget). Building more bicycle lanes or improving the municipal kennel and cattery are examples of winning projects proposed and voted for by citizens.

Providing services that better meet the needs of their users is the overall goal of all these co-production initiatives.

### *Better co-ordination with local governments*

Improving service delivery and quality through better co-ordination with local governments is one of the main goals of "*Simplex Autárquico*", a simplification programme for local government developed in partnership with the central government.

It started in July 2008 with 9 municipalities (10% of the population) and 67 simplification initiatives. It currently involves 60 municipalities (27% of the population) that are implementing 291 initiatives. Another 60 new municipalities (for a grand total of 55% of the population) are now in the engagement process. The programme is open to the participation of any municipality willing to voluntarily commit to its objectives and rules such as disclosing all information related to the initiatives, including the deadlines for its implementation and its results.

Taking into account the levels of collaboration involved, it comprises three types of initiatives:

- The **local-central government initiatives**, which involve the collaboration between the two levels of government (central and local) to put into practice projects such as “one-stop-shops for delivering central and local public services” or the “simplification of licensing regimes”.
- The **local-local government initiatives**, which entail the collaboration between several municipalities in order to enable the “adoption of standardised procedures” or the “sharing of resources to implement new projects”, among other measures.
- The **local government initiatives** that depend only on the work of a single municipality or parish (the main reason for integrating this type of initiative into a common programme is that it promotes the replication of best practices by other municipalities, parishes or departments of central government).

In fact, collaboration between central and local governments has many advantages. First, it contributes to assimilating and spreading a culture of cutting red tape and improving public services, and by benefiting from the proximity of local government it brings public services closer to citizens and businesses needs. Moreover, it facilitates the integration of public services regardless of its provider and the standardisation of the implementation of laws and of service delivery.

Furthermore, the government’s integrated and multi-channel model for public service delivery relies on deep co-ordination with local governments. One of its main objectives is to expand the network of Citizen’s Shops (*Lojas do Cidadão*) to all municipalities, improving the quality of public services all over the country and thereby ensuring social and geographical cohesion.

Citizen’s Shops are the most successful face-to-face services in Portugal. They draw their inspiration from the shopping centre model and deliver a wide range of public and private services in one place (tax, social security and health-related services, register, labour, utilities and banking services, among others). These one-stop-shop services are based on partnerships and collaboration agreements between public services from different departments and levels of government, as well as private institutions.

Between 1999 and 2010, more than 85 million citizens used Citizen’s Shops to access public services (which means that, on average, every Portuguese citizen visited Citizen’s Shops 8.5 times during that period). People find Citizen’s Shops useful and are generally satisfied with the services provided. The main reason why most people use Citizen’s Shops is convenience: they offer a wide range of services in one place with extended opening hours.

Another reason for their success is the delivery of new types of services, such as:

- The “Multi-services Counter” (*Balcão Multi-serviços*), which provides general services by using check-lists and data bases. It is used for services with a low level of specialisation that can be provided through one brief interaction (e.g. registering in local health centres or renewing one’s driving license).
- The “integrated counters”, which offer services organised around people’s daily life events, such as replacing various documents at the “I lost my wallet” counter (*Balcão Perdi a Carteira*); buying/selling a home at the “One-stop-house” service

(*Casa Pronta*); or creating a new company in less than one hour at the “On-the-spot firm” service (*Empresa na Hora*), among others.

The Citizen’s Shops network is being developed in co-operation with all municipalities. With this expansion model it will be possible to:

- rationalise the public services delivery model by gathering in one place several public services that used to be located in different buildings and, therefore, reducing installation costs, creating synergies and sharing resources;
- increase integration between services since they share the same space;
- take advantage of new technologies to bring a large number of public services closer to citizens.

Presently, there are more than 20 Citizen’s Shops throughout the country, in urban and rural, interior and coastal areas. The area and the mix (type of central and local services provided) of the Citizen’s Shops vary according to demand.

### *Using e-government and cutting red tape*

Making citizens’ and businesses’ daily life easier – by using ICT to cut red tape, reducing administrative burdens and delivering better public services – has been a priority for the Portuguese government over the last five years.

As mentioned above, to put forward this strategy the Portuguese government implemented a programme for legislative and administrative simplification – Simplex – that joins e-government and cutting red tape initiatives.

Since 2006, almost **800 initiatives** have already been successfully completed within this programme. These initiatives have led to the:

- **elimination of unnecessary certificates** (according to the principle that public services should not ask citizens for information that other public services have already asked for);
- **re-engineering of complex procedures**, like licensing permits in order to make them more transparent and predictable, e.g. by using applications that enable: access to the relevant information (deadlines, taxes, etc.) in advance; to simulate all the stages of the procedure; to request the license; and to monitor its progress;
- **dematerialisation of forms and procedures by putting them online** and if necessary using the eID available in the Citizen’s Card;
- **removal of old-fashioned and disproportionate regulations**, e.g. by eliminating the obligation of licensing for the exercise of certain economic activities;
- **improvement of the delivery of public services**, by creating single points of contact and integrated services, organised around user’s life events, or by offering news points of contact – for example the ATM network is being used to demand, renew and pay fishing and hunting licenses (this service won one of the 2009 European e-Government Awards).

Some examples of concrete initiatives to make life easier for citizens:

The **“Citizen’s Card”** (*Cartão de Cidadão*): the new Portuguese identification document gathers and replaces several cards from different public services (civil register, taxes, social security and health) and enables citizens to identify themselves when using online public services, as well as to sign documents electronically ([www.cartaodecidadao.pt](http://www.cartaodecidadao.pt)). This new card provides more secure access to public and private online services. Currently, it allows citizens: to start their marriage procedures online, to schedule a medical appointment, to buy and sell a vehicle, to request certificates, to change their address on their driving license, to set up a company, to open a bank account, among other services.

The **birth registration at maternity units** (*Nascer Cidadão*) is a service that allows registering newborn babies directly in the maternity service where the birth took place, exempting citizens from going to the Registry Office.

The **electronic pre-filled income tax return** (*Declarações electrónicas pré-preenchidas*) is an online service that exempts citizens from repeatedly giving the same information to tax services (such as name, taxpayer ID number, local tax office’s code) or to give them information about their income that they have already received from employers or from other public services (such as wages, pensions, deductions to taxes and social security).

The **“I lost my wallet” counter** (*Balcão Perdi a Carteira*) is a one-stop-shop service that enables people to renew several ID cards at once.

The **“One-stop-house”** (*Casa Pronta*) counter enables citizens to complete the most important procedures related to buying, selling or mortgaging real estate (urban buildings) at a single counter, for example: signing the sale or assignment contract or their mortgage and paying all related taxes and duties and requesting exemption from the municipal property tax (IMI).

Some examples of concrete initiatives to make life easier for businesses:

The **“On-the-spot firm”** (*Empresa na Hora*) counter enables to set up companies at a single contact point and in less than 1 hour (on average 38 minutes in August 2010), without filling in any application forms. All the information is internally exchanged among the public services involved (registry, social security, taxes, economy).

The **“Online firm”** (*Empresa Online*) service makes it possible to start-up a firm completely online ([www.empresonline.pt](http://www.empresonline.pt)). Companies just need to access the “Online firm” service available at the “Business Portal” and use a digital certificate number to authenticate themselves. This service also enables access to other online services related to the different stages of a “business’ lifecycle”, such as registering a trademark.

The **“Simplified company information”** (*Informação Empresarial Simplificada*) allows firms to submit their financial and accounting information in one step. Portuguese companies had to fill in different forms at different deadlines to report their annual financial and accounting information to four different bodies (Directorate General for Taxation; Business Register Centre; National Statistics Agency; Portuguese Central Bank). Now, firms just have to fill in a single form, available online at the “Business Portal”, to submit all the information required by these four bodies.

The “**Permanent certificate**” (*Certidão Permanente*) contains information about companies’ commercial registries that is permanently updated and available online. It can be obtained through the “Business Portal”. Whenever this information is requested by public or private bodies, firms just have to send a code to allow access to it. This service is also available in English.

The **Single window for port-related procedures** enables economic agents to contact ports (whatever its destination) through a single point, available online. It is a technological platform that centralises information and connects the various public services that work with port authorities. It allows economic agents to complete all the formalities to dispatch ships and merchandise in a faster, more convenient and paperless way.

Savings for business have been measured through the standard cost model methodology. Since 2008, 26 simplification initiatives have been evaluated. The study results show that administrative burdens for enterprises have been reduced by up to 56% with the new simplified procedures. It is estimated that: the 96 339 companies created at the “On-the-spot firm” service (since July 2005) have saved more than EUR 17 million by using this service; the 14 301 entrepreneurs that choose the “Online firm” service to start their firm (since 2006) saved more than EUR 27 million; and that the 1.5 million permanent certificates issued (since 2006) led to savings up to EUR 45 million.

Also, citizens’ perception of the quality of the new services has been assessed using the European Customer Satisfaction Index (ECSI) methodology.

### ***Policy initiatives to improve service delivery to specific groups***

In recent years many measures have been taken that have contributed to improving access to services, public administration bodies and private services of specific groups of population, at different levels.

#### ***At Simplex level***

Some of the initiatives developed under the Portuguese Programme for Legislative and Administrative Programme (Simplex) are aimed at improving service delivery to specific population groups, such as elderly people, disabled people and immigrants.

For example, **integrated counters for senior citizens** were developed to deliver services closer to elderly people. These counters are located in parish council offices and deliver a wide range of public and private services related to relevant issues for this specific group such as pensions, leisure activities and health care.

In order to **simplify disabled citizens’ interactions with public services**, several Simplex initiatives have been adopted to exempt them from moving around from public service to public service to repeatedly prove their entitlement to certain benefits. Instead, public services exchange information directly by using an interoperability platform.

Moreover, a wide range of initiatives were undertaken **to simplify immigrants’ admission and integration**. For instance, a new document (the “Foreign Citizens’ Card”) replaces and gathers the residence permits and other documents that were required to identify foreign citizens at different public services (social security, health and tax services). This new card includes biometric data which enables a more secure identification. Other initiatives have made foreign citizens’ access to public services easier and faster, such as the development of a call-centre and a new website to deliver all

the information and services provided by the Borders and Immigration Service (*Serviço de Estrangeiros e Fronteiras*). Moreover, a new procedure was implemented to simplify the certification of foreign students (from outside the Schengen area) required for the enrolment process in national institutions of higher education. This was achieved by providing direct communication between the information systems of the Borders and Immigration Service and the universities.

#### *At CITE level*

Restructuring the site of the Commission for Equality at Work and Employment (CITE) – site of informative and formative nature, that makes legislation available online in matters pertaining to equality between men and women, statistics, opinions and other specialised information.

The Green Line is a telephone line to deal with specialised juridical issues concerning rights in matters relating to the equality between men and women.

Specialised legal support on rights related to the equality between men and women – support provided face-to-face and in writing in response to written consultations, namely via e-mail.

Participation in the CITE in specialised networks and forums, with objectives and activities that are framed in the mission and attributions of the CITE: an example is the Network RSOpt – National Network of Social Responsibility of Organisations, of which CITE is a founding member. Its mission is to promote the development, operation and incorporation of concepts and social responsibility tools within organisations, namely having to do with gender equality. This network, with nearly 160 public, entrepreneurial entities, together with civil society integrates the CITE and accedes more easily its target publics, namely employer entities.

Development and participation in specific projects for strategic publics, namely:

- Social Dialogue and Equality in Businesses – this project proposes to respond to difficulties felt by companies in the recognition and identification of discriminatory situations according to gender and for promoting gender equality. Strategic public: companies, social partners.
- Reevaluate Work to Promote Equality – targeted to develop and test a methodology centred upon the value of the work that would enable the application of the principle “equal salary for equal work or of equal value” without gender bias. Strategic public: companies, workers, social partners.
- “The professional desegregation in the combat against poverty”, in the scope of the European Year for Combating Poverty, which aims at contributing to reduce the poverty and social exclusion of unemployed women and men or at risk of unemployment, in the municipality of Castelo Branco, through awareness and good practices to promote professional and sectoral desegregation of the labour market according to gender, integrating the principles of social responsibility. Strategic public: companies, social partners, public sector employers and unemployed or laid off persons.

*Others measures*

- Adoption of technical standards of accessibility (Decree – Law 163/2006 of 8 August) requires the creation of a set of rules for accessibility in public buildings and housing.
- Creating conditions for the sites, services and state agencies that are accessible to people with special needs, allowing them access to all available information.
- Recommendation of a set of obligations that allow the monitoring of emissions by people with special needs, including through the use of subtitling, interpreting through sign language, audio-description and other techniques deemed appropriate, based on a multi-annual plan, providing its gradual implementation, taking into account the technical and market conditions. In addition, this law stipulates the specific obligation of the public service broadcasting concessionaire to guarantee the possibility of monitoring emissions by people with special needs, including through the use of subtitling, interpreting through sign language services and public bodies are accessible so as to enable access to information for people with disabilities (Law 27/2007 of 30 July – Television Act).
- Developing measures to ensure access for persons with disabilities to cinematographic and audiovisual events (Law 42/2004 of 18 August).
- The Framework Law of the Portuguese Museums safeguards visitors with special needs, including people with disabilities who are entitled to special support (Law 47/2004 of 19 August).
- Sports grounds should provide places, parking and access for people with disabilities (Law 39/2009 of 30 July and Decree No. 10/2001 of 7 June).
- Established the right of accessibility for disabled people accompanied by assistance dogs (trained or undergoing training to monitor, lead and assist the disabled person), duly certified, local transport and facilities for public access (Decree-Law<sup>o</sup> 7 4/2007 of 27 March) and the possibility of using rail transport accompanied by those dogs (Decree-Law 58/2008 of 26 March).
- Set up conditions of access and rights of disabled persons and persons with reduced mobility in air transport (Decree-Law 241/2008 of 17 December).
- Established a set of mechanisms to strengthen consumer rights to information and protection of economic interests under the acquisition of urban property for housing (Decree-Law 68/2004 of 25 March).
- Created standards that allow access by the blind to information on goods sold to the public at large and medium supermarkets (Law 33/2008 of 22 June).

Without forgetting the priority of care in public services for people with disabilities enshrined since 1999 (Decree-Law 135/99 of 22 April), and the establishment of information services and mediation for disabled people among some municipalities (providing information on rights, benefits and resources in the area of disability and rehabilitation), the Hotline INR, IP (National Institute of Rehabilitation), which works either by mail, telephone or in person (this service is provided by a team of technicians providing support to citizens with disabilities, their families, organisations and services) and the Affordable Balconies Social Security which aims to allow disabled people to



access social security services, by the adaptation of furniture, architectural and physical conditions, and computer applications developed by Portugal Telecom.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

Key performance management initiatives with a strategic impact on the public sector include the integrated system of performance assessment in the public administration (SIADAP) and management contracts in public companies.

#### ***SIADAP***

In December 2007 a new integrated system of performance assessment in the public administration (SIADAP) entered into force, with universal application throughout state, regional and local administrations, providing wide-ranging mechanisms for flexibility and adaptation to the different types of administration, public services, careers and functional areas of their staff and management needs.

As one of the major assets of the public administration modernisation strategy, the SIADAP includes the performance assessment of services, top and middle managers and public workers.

The system is based on a management model for public services centred upon objectives. In this sense, in the assessment of services, managers and other staff, results achieved in relation to previously set objectives play a key role. Results should be measured through pre-established indicators that, among other things, foster transparency and impartiality and prevent discrimination.

The goal is, on the one hand, to create an environment of competition and improved performance, as the results of the performance appraisal will have an impact on remuneration and contract renewals, and on the other hand, to develop, in a coherent and integrated manner, an overall assessment model that functions as a strategic tool to gear up to changes, and professionally motivate with a direct impact on the global improvement of public administration.

In 2008 the performance assessment of public services was implemented with the aim of strengthening a culture of assessment and accountability in the public administration, marked by the publicising of services' objectives and results on their respective websites, accomplished in close articulation with the assessment and accountability framework (QUAR) of each service, related to their respective management cycles.

The assessment, undertaken on an annual basis, and grounded on objectives of effectiveness, efficiency and quality, is carried out through self-assessment which is compulsory, and hetero-assessment. In the latter case it may be internal (for example, inspectorates-general), or external (for example, consumer associations or other users) with the aim of obtaining in-depth knowledge of the causes of deviations evidenced in the self-assessment or detected in any other way and to put forward proposals for improving processes and future results.

In each ministry it is incumbent upon the service with attributions in matters pertaining to planning, strategy and assessment (GPEAR) to follow-up on the process and give opinions of the self-assessments. These results are forwarded to the respective member of the government.

In order to ensure co-ordination and co-operation and to promote the exchange of experiences, the Services Assessing Co-ordinating Council was set up.

For the first time, the assessment of services was carried out with top and middle managers and other staff, thus facilitating the coherent alignment of the performance of services and of the staff working in them.

The quota system was set up for the differentiation of the performance of public workers and middle managers: 25% for “relevant” performance and, within this percentage, 5% for “excellent” performance.

In order to stimulate merit, rewards were introduced for public workers and middle managers who obtain the maximum annual performance assessment. Performance bonuses are equivalent to one month’s basic salary.

As far as the performance assessment of senior managers is concerned, this process is carried out and based on the following parameters: *i)* degree of accomplishment of the objectives set out in the Charter of Mission and in the management of human, financial and material resources assigned to the service; as well as *ii)* leadership competences, strategic vision, external representation and proven management skills.

In summary, the Charter of Mission is a management commitment delivered by a member of the government to the appointed senior manager which serves as the basis for assessing how the senior manager performs his/her functions. The Charter constitutes an indispensable instrument for the development of the public administration within a culture of management by objectives.

In addition to the assessment that is made at the end of the three-year mandate, the performance of senior managers is also assessed on an annual intercalated basis. A management award may be granted if the senior manager accomplished his objectives thus receiving a qualitative score of “excellent performance”. To respect the transparency policy in the public administration, the results of the assessment justifying a management award are published on the respective ministry’s website.

Only up to 5% of senior managers can receive the merit award for “excellent performance” in each ministry.

### *Management contracts in public companies*

Public companies require professional and strict management, centred upon clear and ambitious objectives, which foster a market culture and bring management closer to the customer. Public sector management must also observe entrepreneurial best practices that ensure sustainability.

It is envisaged to reinforce the management paradigm to better prepare public companies and improve leadership capacity, by holding managers responsible for achieving previously defined strategic objectives. This presupposes that strategic guidelines are clearly defined between supervisors and companies (objectives embodied in the Charters of Mission that by virtue of the new public manager statute are now called management contracts).

In this context, in 2007, the public manager regime was brought closer to the status of administrator of private companies, generalised by the adoption of the management contract that implies setting quantified goals and the possibility of removing the public manager from his post when the agreed objectives are not achieved.

The variable remuneration of public managers shall be dependent upon the actual achievement of pre-determined objectives.

In entrepreneurial public entities, performance assessment is the responsibility of the member of the government in charge of financing the relevant area along with the member of the government entrusted with the respective sector of activity.

In companies delivering services of general interest, the conclusion of a management contract is compulsory, which defines: *i)* the modes of materialisation of the imposed guidelines, including when feasible, quantified goals; *ii)* parameters of management efficiency; *iii)* other specific objectives.

The public manager may be dismissed when one of the following situations can be individually imputable to him/her: *i)* negative performance assessment, namely by non-compliance with the objectives set out in the management contract, provided that this condition is specified in the contract; *ii)* serious violation, by action or by omission, of the law or of company statutes; *iii)* infringement of rules relating to incompatibilities and impediments; *iv)* breach of professional secrecy.

### ***Integrating performance information into strategic and political decision making***

Performance information of services and of public servants is of strategic importance both at the managerial level and for the organisational restructuring of the public administration, namely in human resources and financial management, as well as at the political decision-making level.

The performance of top sector managers is assessed by the member of government who signed their charter of mission, in order to determine if they have earned a management award and if their limited tenure should be renewed or terminated.

Individual performance assessments allow managers to: *i)* identify personal and professional potential that should be developed; *ii)* diagnose training needs; *iii)* identify competences and professional behaviour that need improvement; *iv)* improve the work position and related processes; *v)* increase the worker's pay step and grant performance bonuses.

At the services performance assessment level, a consecutive “insufficient performance” rating or the inadequacy of efforts to overcome deviations as verified and analysed in the assessment may justify political decisions relating to the pertinence of the service, its mission, attributions, organisation and activity, without prejudice to seeking possible causes.

A merit award (as the result of an excellent performance rating), provides the following for one year: *i)* an increase of 35% (“excellent performance”) and 10% (“relevant performance”) of maximum percentages for middle managers and for remaining staff; *ii)* increase of budget appropriations with a view to changing staff pay steps or bonuses; and *iii)* the possibility of assigning budget increases aimed at supporting and encouraging new projects for improving the service.

The above-mentioned examples show the importance of performance assessment in public management, which results in a more performance-oriented public service in Portugal.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The aforementioned co-production initiatives explained that the knowledge and daily experience of service users and civil servants is very important for better defining modernisation and simplification priorities and for developing more efficient and tailor-made services.

Thus, the main benefit of involving them in the design, delivery and evaluation of public services is the ability to provide services that better meet citizens' needs and expectations and, as a result, are more cost-effective for government.

These new partnerships result in a joint responsibility in public services provision, contributing to a shift from a culture of dependency to a culture of interdependency between public service providers and users.

Co-production doesn't replace government accountability and social responsibilities. On the contrary, citizens that participate are more demanding of government's performance, in particular when their contributions are being implemented.

## **Promoting open and transparent government**

### ***Key initiatives***

The political driver that supports open and transparent government is the need to develop a new model for providing and delivering public services that addresses urgent economic, social and cultural challenges, such as public spending cuts, an ageing society, the increasing number of people with long-term health conditions and the greater expectations of better informed and more demanding citizens. Governments need to deliver more for less and to achieve this goal more innovation and collaboration are crucial. Governments must promote the sharing of knowledge and innovation as well as stimulate citizen's and stakeholder's participation.

In Portugal, all of these dimensions are being considered. For example, within the Simplex Programme, all of the initiatives and results are submitted to public scrutiny.

### ***Reaffirming core public sector values***

A number of legal measures intended to reaffirm **transparency and ethics** in the public sector have entered into force in the last three years:

- The creation of a **management subsystem and Annual Performance Assessment of Public Administration Services (AP)**, that imposes setting objectives for each service and assessing them (Law 66-B/2007 of 28 December).
- The creation of an **assessment system for top public sector managers**, involving the signature of the Charter of mission and the subsequent appraisal of compliance with that charter (Law 66-B/2007 of 28 December). Along the same lines, a **performance assessment of public managers of the entrepreneurial public sector** was implemented according to pre-defined and published objectives (management contracts) (Decree-Law 71/2007 of 27 March).

- Reinforcing the control function in the public administration and in particular of the Inspectorate General for Finance (IGF), at national and Community level, under the scope of the National Strategic Reference Framework-QREN (Decree-Law 267/2007 of 31 July and Decree-Law 170/2009 of 3 August).
- **Increasing publication in the electronic pages of each service**, for example, the objectives and resources (predicted and executed), open competition procedures, merit assessments and performance bonuses granted (Law 66-B/2007 of 28 December and Law 12-A/2008 of 27 February).
- The new Disciplinary Statute **increased the duties of public administration workers'**, including the pursuit of the public interest, impartiality and information to citizens (Law 8/2008 of 9 September).

These initiatives have **reinforced the social control** of the action of public entities and those with equivalent status (direct, indirect and entrepreneurial state administration, local authorities) through permanent scrutiny of the respective activity through public and universal access. Likewise, increasing **accountability** has fostered greater comparison and competition between public services, inducing improvements in the quality of services delivered. Obviously, these new demands have brought about some resistance by some public operators who still do not agree with this model of public management which is rather more demanding in terms of accountability.

### *Safeguarding integrity*

Portugal has adopted the following initiatives to safeguard the integrity of relations between the public and private sectors and in terms of conflict of interests:

- **Adoption and dissemination of Prevention Plans of Corruption Risks** by entities managing public monies, irrespective of their administrative or entrepreneurial nature, of public or private right, following the recommendations of 1 July 2009 and 7 April 2010 of the Council for Prevention against Corruption (published in the *Official Gazette*, II Series, of 22 July 2009 and 13 April 2010).
- Modification of the Penal Code to include “urban crime” and “crime of receiving undue advantage” and increase to 15 years the statute of limitations for corruption (Law 32/2010 of 2 September).
- Creation of a **database of bank accounts** in the Central Bank of Portugal, **extending access to the Public Prosecutor’s Office** (Law 36/2010 of 2 September).
- Prohibiting public sector managers and workers from accumulating public and private functions (Law 34/2010 of 2 September).
- Extending the incompatibilities and impediments regime to public managers (vide, Statute of the Public Manager, Decree-Law 71/2007 of 27 March).
- Universal access to **property registration of deputies** (Law 43/2007 of 24 August).
- Applying the asset disclosure rules to public sector auditors and increasing of the amount of information it is necessary to communicate to the Constitutional Court (Law 38/2010 of 2 September).

- Adoption of the new **Code of Public Contracts**; also contracts awarded by direct negotiation shall be compulsorily disclosed on the **Portal of Public Contracts** (Decree-Law 18/2008 of 29 January).
- Creation of a **National Procurement System and of the National Agency for Procurement** so as to increase rigour, transparency and competitiveness in public procurement (Decree-Law 37/2007 of 19 February).
- Compulsory publication of **accounts reported by all public entrepreneurial entities, municipalities and other entities with the same status**, as well as of management forward planning instruments, plans and activity and social reports (Decree-Law 71/2007).
- Reinforcement of **control** by an independent body of the Constitutional Court of the **public and private funding of political parties**, for the accountability of public reporting of accounts subject to judgement published and with civil and penal liability (Law 64-A/2008 of 31 December).
- **Extending** the scope of the **juridical regime of public-private partnerships (PPP)** to **entrepreneurial public entities**, increasing transparency, rigour and demand in the management of public resources, with a view to adopting best practices in terms of governance, with an assessment of the risk sharing of the business (Decree-Law 141/2006 of 27 July).
- Creation of the juridical regime of the local entrepreneurial sector that increases the **control measures at the level of creation, feasibility and economic and financial sustainability of these companies** and obliges the publication of accounts and control of the respective activity (Law 53-F/2006 of 29 December).
- Changes in the state entrepreneurial sector: **the mandatory publication by the management of public companies information** related to the composition of corporate bodies, criteria and selection procedures of independent administrators, accumulation of functions, and total remuneration (Decree-Law 300/2007 of 23 August).

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

As mentioned previously, several initiatives have been undertaken to mobilise and engage citizens, the private sector and civil society organisations as partners in implementing reforms in the public sector.

A good example is the establishment of the Committee on Administrative Modernisation that brings together the main trade unions, consumer protection associations, employees' confederations, business associations and chambers of commerce.

The recently launched initiative “Zero License”, which aims to eliminate the obligation of licensing for the exercise of certain economic activities, is being planned and designed in partnership with this committee.

### *Fostering innovation and change in the public sector*

Proving that change is possible and positive, by **showing quick and visible results**, is very important for overcoming resistance to culture change in the public sector.

When Portugal set targets to implement administrative modernisation in 2005, the context was not favourable for engaging civil servants for change. They were not used to changes in their daily routines. A feeling of distrust towards innovation prevailed.

Therefore, one of the key strategies adopted was to choose critical situations where change was urgently required, and to take on quick and concrete actions to overcome them. The time required to establish a company in Portugal (almost 2 months back in 2005) was one of those critical situations. In 4 months, a new simplified service was developed to enable entrepreneurs to set up a company – private limited companies, joint-stock companies or single shareholder limited liability company – in less than 1 hour (this process now takes on average 38 minutes), at a single contact point and without filling in any application forms.

The “On-the-spot firm” service precludes the statutory obligation for obtaining, in advance, the registration of the name of the company as well as the obligation of signing a public deed. Instead, the new service provides lists of pre-approved names and pre-approved standard articles of incorporation that are available either on the website “On-the-spot firm” ([www.empresanahora.pt](http://www.empresanahora.pt)) or at any desk providing the new service. Thus, to create an “On-the-spot firm” entrepreneurs are only required to choose the name and the articles of incorporation of the new company among those available in the lists mentioned above and to formalise their choice at any “On-the-spot firm” desk. The desk immediately hands over the company’s identification card and immediately carries out the registration of the new company. Furthermore, entrepreneurs no longer need to communicate the establishment of the new company to other relevant public departments – e.g. tax, social security and labour departments. Indeed, all the required information is sent to them by electronic means as soon as the registration process is finalised.

Since 2005 more than 96 000 enterprises have been created at the “On-the-spot firm” service, representing 69% of the total number of new enterprises. This service was completely developed by public services and its success contributed to increasing civil servants’ self-confidence as well as their belief of the benefits of innovation and change.

Another initiative chosen to start the reform process was the “Certificate of Vehicle Registration” that merged the two existing documents (the vehicle logbook and the ownership document) into a single document. This project had been lingering for ten years because two different government departments could not agree on how to split up the resulting revenue.

It is very important to identify well-targeted and quick-win initiatives and publicise their results in order to demonstrate that innovation is possible, effective and is being taken seriously by government.

But none of this would have been possible without the Prime Minister’s strong commitment and involvement since day one. In Portugal, administrative modernisation policies are directly conducted by the Prime Minister. His presence and participation is the most relevant aspect of the reform, alongside the civil servants responsible for the initiatives.

Reward schemes are very important for mobilising innovation in the public sector. In Portugal, as mentioned above, a contest has been implemented that rewards civil servants' most innovative ideas for cutting red tape and delivering better public services. The winning ideas are developed under the Simplex Programme.

### ***Co-ordination across ministries***

The Simplex Programme is a good example of how co-operation among ministries is critical to strengthening strategic capacity and promoting innovation. Some of Simplex's cutting red tape initiatives are enabling ministries to free up workers from performing useless tasks and to allocate them to other tasks or projects that are much more useful for providing better public services, thus contributing to increased resource flexibility in the public sector. Other initiatives are enabling the sharing of all types of resources, from staff and knowledge to equipment and technology, allowing ministries to do more for less.



## Russian Federation

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The reduction in budget revenue during the global financial crisis and subsequent stabilisation of the economy has led to cuts in expenditure for managing the federal provision of public services, while also reducing the number of federal government employees. According to the Budgetary Address of the President of the Russian Federation Policy for 2011-13, by 2013 the number of government employees will be reduced by 20%. At the same time, new technologies will continue to be introduced that allow better services to be rendered at lower cost; these will include “one-stop-shop” delivery of state and municipal services, and e-services.

#### *Key initiatives*

The basic principles applying to public and municipal services in the Russian Federation are:

- the legitimacy of delivering public and municipal services;
- declaratory order of applying for public and municipal services to be delivered;
- the legitimacy of charging applicants a state fee and additional fees for the services rendered;
- the openness of public authorities;
- the availability of public and municipal services, including for persons with disabilities;
- the possibility of obtaining these services in electronic form, as well as in other forms at the applicant’s option.

July 2010 saw the adoption of Federal Law of 27 July 2010 No. 210-FZ on the Organisation of Rendering Public and Municipal Services, enshrining the country’s new principles for – and mechanisms of – interaction between public authorities and society in delivering public and municipal services.

In particular, the law enshrined the rights of citizens to receive: public (municipal) services in a timely manner and in accordance with standards for full, timely and reliable information on the order of delivering these services, including in electronic form; actual rendering of the services in electronic form, as well as options for receiving them in other forms; pre-trial review of complaints during the process of obtaining these services; and public and municipal services through a multi-purpose Centre.

In accordance with the law, government bodies and local government bodies must: render public or municipal services in accordance with administrative regulations; as stated above, provide an applicant with the possibility of obtaining public or municipal services in electronic form, as well as in other forms at the applicant's option; and provide other government bodies, local government bodies and organisations the documents and information necessary for rendering public and municipal services, as well as receive such documents and information from them.

The law prohibits the state from demanding information from citizens and businesses already in its possession, as well as information or documents whose disclosure is not required directly by the legal acts.

The specific instances of charging for public and municipal services – on the basis of either the Tax Code of the Russian Federation or its List of Paid Services are identified and approved by the government of the Russian Federation, the law of a region of the Russian Federation and the representative authority of municipalities.

The following actions have been taken to improve the quality of public and municipal services in the Russian Federation.

### *Regulation and standardisation of public and municipal services*

Administrative regulation is developed for each public or municipal service. This is a legal act that establishes the procedure for delivering the service, the prescribed sequence of actions in its provision, reasons for these decisions, and deadlines and requirements for service quality (service standards). As part of the administrative regulations, requirements are established for, *inter alia*, service to and the comfort of citizens, as well as the personal responsibility of officials and the possibility of pre-trial appeal of their actions (or inactions).

Administrative regulations are developed with the involvement of citizens, civil society and scientific organisations. The regulations are subject to independent review as well as public discussion. Regulation of public and municipal services has systematised the powers of public authorities, filled legal gaps, specified administrative procedures, eliminated redundant steps, and reduced service delivery time.

Regulations of public functions and services at the federal, regional and municipal levels of government are due to be fully in place in 2012.

To protect the rights of citizens, a mechanism is being developed (and will soon be legislated) for pre-trial (out of court) claims against actions (or omissions) of public authorities and officials in rendering public and municipal services. In cases where services are of low quality, a citizen or business would file the claim in writing, in electronic form, or through a telephone hotline. In cases of outright violation of established standards and procedures, a mechanism is provided for administrative prosecution of officials within government authorities or local self-government.

### *Using e-government and cutting red tape*

#### **“One-stop shop” implementation**

In 2007 the Russian Federation began establishing offices for delivering public and municipal services on a one-stop principle: multi-purpose centres. A recipient need only to apply for a service and should obtain results in due time, free of charge except for

special cases stipulated in the law. All the other work, including inter-agency co-ordination, is conducted by officers of the multi-purpose centres and the corresponding public and municipal authorities, in accordance with administrative regulations. Multi-purpose centres handle more than 100 public and municipal services.

These centres are now established in over half of the entities of the Russian Federation. From early 2010, according to expert estimates, 102 existing multi-purpose centres performed services for more than 1.5 million people. Almost 90% of visitors appreciated the work of the centres and actively support this source of public and municipal services.

The multi-purpose centres have proved capable of reducing delivery times for public services; reducing inter-departmental red tape; reducing corruption, due to lack of direct interaction with the authorities rendering services, or with intermediaries possibly involved in corrupt schemes; and enhancing the comfort and satisfaction of citizens by interacting with the authorities. Centres are now planned for every major municipality in the Russian Federation.

### Delivering public and municipal services electronically

This would reduce the time and financial costs to recipients of services requiring co-ordination with the relevant authorities, and could in fact obviate any direct interaction with state officials. To implement these objectives, in November 2009 a single portal of public and municipal services was opened ([www.gosuslugi.ru](http://www.gosuslugi.ru)), which allows rendering services in electronic form. The single portal contains comprehensive information about the procedure for receiving public services, requirements for submitting documents and examples of such documents.

Converting services to electronic form is being carried out gradually, beginning with the most popular, socially relevant and (therefore) sought-after services. A list of 74 services for the federal executive authorities has been defined; these pertain to taxation, registration of legal entities and entrepreneurs, licensing, employment and social protection, registration (when a citizen moves from one region of the Russian Federation to another he must register himself in the region where he is staying and living) and immigration records, and health issues. A similar list of 58 regional and municipal services covers education, social welfare, civil registration, social security, housing and utilities. The scope can be extended further to include other services.

Integral to the process is the account of these services, identification of their structure and optimisation of the procedures for delivering them. Those activities are implemented effectively using information technologies: at the federal level by the Information System of Consolidated Register of Public and Municipal Services, and at the regional level typically by regional portals and registries. Information on the service is compiled, updated and published on the Internet, including locations for applying and contact details. These systems also allow electronic monitoring; interested persons are provided with the relevant forms and documents. In addition, these systems can interact with each other, synchronising the information they contain; this allows for consistent information resources at the federal and regional levels.

### *Optimisation of enforcement, licensing functions and rendering public and municipal services in key sectors of the economy*

Starting in 2009, as part of the activities of the Government Commission for Administrative Reform, optimisation of the most popular public services began to be carried out. This involved interaction of different departments and levels of government authorities.

Comprehensive performance optimisation is also carried out for the delivery of public services in key sectors of the economy – in particular, agriculture, education, healthcare, construction, industry, civil registration, transport and communications, road safety, trade and foreign economic activities, environmental management, land and property relations, fisheries, migration, passport and visa services for citizens, state registration of legal entities and individual entrepreneurs, and tax administration. Optimisation relates mainly to reducing administrative barriers and restrictions, eliminating redundant requirements for activities carried out by legal entities and individual entrepreneurs, and eliminating duplicative and redundant functions, as well as reducing execution time. Decisions adopted in this area are recorded in the acts of the Russian government and their performance monitored, including through necessary changes in legislation.

So far, relevant decisions have been adopted in the field of agriculture, education, urban planning and health services, civil registration, transport and communications, and traffic safety.

### **Towards a more effective and performance-oriented public service**

The previous section described key decisions implemented over the past three years in the sphere of public and municipal services, which indeed produced dramatic changes in the way services are rendered. Complete information on these and other decisions adopted in public administration is available on the official website of administrative reform, [www.ar.gov.ru](http://www.ar.gov.ru).

The President and government of the Russian Federation place a high priority on improving how public and municipal services are delivered. A government commission for administrative reform was created in 2003 to carry out the co-ordinated work of public authorities on administrative reform, including measures to improve service quality. Interested organisations and associations participate in the commission's sessions, allowing reflection on decisions adopted and feedback from service users.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

Citizens, non-profit organisations and business structures are involved in the legal acts governing how public and municipal services are provided.

As stated earlier, independent review of proposed administrative regulations for public and municipal services is performed by individuals and legal entities, including business associations and public organisations. An opinion is prepared and then directed to an authority developing administrative regulation. That authority considers all opinions received from the independent review and decides on the action to be taken. The review evaluates the possible positive and negative effects for citizens and organisations of implementing the provisions.

At the same time, citizens and organisations participate in public discussions of draft bills prepared by the state authorities.

An important role for expert organisations in the process of improving the quality of public services is regular monitoring of the performance quality of the most popular and socially important services, including surveys of citizens and legal entities. Optimisation of public and municipal services in the most significant sectors of the economy is carried out based on the results of the monitoring.

## Promoting open and transparent government

### *Key initiatives*

#### *Making information available*

In order to ensure the rights of citizens and organisations to have access to information on activities of the government of the Russian Federation – federal, regional and local authorities – a federal law was adopted in 2009. Federal Law of 9 February 2009 No. 8-FZ on Ensuring Access to Information of Activities of Public Authorities and Local Self-Government enshrined the mechanisms of interaction between society and public authorities (local government) in this field.

#### *Fostering integrity and transparency*

The basic principles of transparency of public authorities and local self-government are:

- openness and accessibility of information on their activities;
- the reliability of that information and the timeliness of its provision;
- freedom to seek, receive, transfer and disseminate that information in any lawful way;
- respect for the rights of citizens to privacy, protection of their honour and reputation, the rights of organisations to protect their reputation when providing information on the activities of public authorities and local self-government.

In particular, the law enshrines the rights of citizens to receive accurate information on the activities of public authorities and local self-government; to refuse to be informed of these activities; to receive the requested information (access to which is not limited) without having to justify the request; to appeal actions (or omissions) of public authorities and local self-government, or their officials who violate rights of access to such information or the established procedure for obtaining it; and to be compensated for damages caused by violation of their rights of access to such information.

In accordance with the law, state authorities and local self-governments, in providing access to information on their activities, should comply with requirements such as ensuring the reliability of the information; comply with deadlines and procedures for provision; remove from the information provided data relating to restricted information; create within their powers the organisational, technical and other conditions necessary to implement the right of access to information, as well as state and municipal information systems for information user services.

In the Russian Federation, building open and transparent government involves interaction based on information and communication technologies at the following levels:

- public authorities and citizens (government to citizen);
- state and private companies (government to business);
- between public authorities (government to government).

Increasing the openness and transparency of government through policy formulation in the area of regulation promotes public consultation. Consultations with representatives of business entities and other activities are conducted prior to the adoption of draft normative legal acts of federal executive authorities, as well as during the preparation of draft acts at higher levels. Within the public consultations the draft acts are directed to the largest business association of the country as well as the Chamber of Commerce and Industry of the Russian Federation; they are also posted on the website.

Results of public consultations are recorded in a Regulatory Impact Assessment (RIA). RIAs are mandatory for acts that regulate the supervisory relationship, mandatory requirements for products and production processes, or conformity assessment (Order of the Ministry of Economic Development of Russia of 31 August 2010 No. 398). Both RIAs and public consultations are organised by the Ministry of Economic Development of the Russian Federation. The procedure for consultations is enshrined in agreements that the Ministry of Economic Development of the Russian Federation prepares for signing with the respective organisations.

### ***Safeguarding integrity***

#### *Conflict of interest*

A definition of conflict of interest is provided by the Federal Laws on Public Civil Service of the Russian Federation and on Municipal Service of the Russian Federation.

A conflict of interest is a situation in which the personal interest of a civil (municipal) employee affects or may affect the impartial performance of official duties and for which there is or might be a contradiction between the personal interest of that employee and the legitimate interests of citizens, organisations, societies, entities of the Russian Federation or the Russian Federation, which may result in harm to these legitimate interests.

To regulate conflicts of interest in public authorities and local self-governments, two commissions were formed: one to regulate compliance with requirements of official conduct for civil (municipal) employees, and one to regulate conflicts of interest.

#### *Anti-corruption*

Greater transparency in government is supported by anti-corruption policies. Thus, the Russian Federation ratified the United Nations Convention against Corruption of 31 October 2003 (Federal Law of 8 March 2006 No. 40-FZ). On 31 July 2008 the President of the Russian Federation approved the National Anti-Corruption Plan, and the Presidential Decree of 13 April 2010 No. 460 approved both the National Anti-Corruption Strategy and National Anti-Corruption Plan for 2010-11.

Work on anti-corruption pursued by public authorities in accordance with these documents is in particular aimed at:

- improving the public service and municipal service including settlement of conflicts of interest of public and municipal employees, and ensuring compliance with the relevant prohibitions and restrictions;
- improving mechanisms for delivering public and municipal services and for public and municipal procurement, in order to eliminate corruption-generating factors;
- introduction of information and telecommunications technologies in the activities of public authorities, allowing for transparency of such activities;
- legal education to cultivate in society an intolerance of corruption, ensuring interaction between society and the state on anti-corruption issues, and media involvement in anti-corruption issues;
- assessment of levels of corruption and the effectiveness of anti-corruption measures, in order to take further effective administrative and legislative decisions in this area;
- improvement of the regulatory system governing relations in most corruption-generating areas.

In addition, the Russian Federation regularly monitors the departmental anti-corruption activities of federal executive authorities. At the same time, a sociological study is now being conducted among the general population in different regions of the country, aimed at assessing the level of corruption and effectiveness of anti-corruption measures. The survey was completed by the end of 2010.

In order to ensure the openness and transparency of public authorities, federal legislation established an extensive list of public positions that require their holders to provide information on their income, assets and property liabilities, and similar information relating to their family members (Decree of the President of the Russian Federation of 18 May 2009 No. 559 on Representation by Citizens Intending to Hold Positions in the Federal Public Service and Federal Government Officials of Information on Income, Assets and Property Liabilities, Decree of the President of the Russian Federation of 18 May 2009 No. 557 on Approval of List of Positions in the Federal Public Service by Appointment to which the Citizens and by Holding of which Federal Government Officials are Required to Submit Information on their Income, Assets and Property Liabilities, as well as Information on Income, Assets and Property Liabilities of their Wife [Husband] and their Minor Children).

### *Public procurement*

Increased transparency in government is promoted by the regulation of public procurement. In the Russian Federation, public procurement is regulated by a single federal law (Federal Law of 21 July 2005 No. 94-FZ on Placing Orders for Goods, Works and Services for State and Municipal Needs); one of the main objectives of this law is to ensure the openness and transparency of procurement.

Standards provided by this federal law require that public and municipal customers publish all information regarding procurement (notices, documents, records compiled during the procurement procedures, information on performance and the execution of

contracts) on the official Internet sites. (An exception is procurements that are classified). In 2011 a single official website will operate containing all information on public and municipal procurement in the Russian Federation. Thus, any interested person can, without any additional registration, obtain all information on public and municipal procurement.

Since 2009 the Russian Federation has been transferring the main part of procurement to an open electronic auction. This auction provides the highest level of competition and, consequently, maximum budget savings – by minimising both the opportunity for bidders to collude and the potential for abuse by customers through administrative intervention in the process of selecting suppliers.

### *Lobbying*

The legislation of the Russian Federation provides preconditions for lobbying activities:

- The Regulation of the State Duma of the Russian Federation (Order of the State Duma of the Russian Federation dated 22 January 1998, No. 2134-II GD) provides the possibility for experts and representatives of public associations to participate in meetings of committees and commissions; the right of committees and commissions to involve experts in their work; the right to invite to meetings of the State Duma representatives of public organisations, scientific institutions, experts and other professionals, to provide necessary information and opinions for draft bills under consideration by the State Duma and other issues;
- The regulation of the government of the Russian Federation provides that co-ordination and advisory agencies may include representatives of scientific organisations, public associations and religious organisations that have the right of deliberative vote in the co-ordination agencies (Order of the Government of the Russian Federation dated 1 June 2004 No. 260).



## Slovak Republic

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

As a part of its fiscal consolidation plans, the new government plans to decrease wage expenditures by 10%; the intention is to decrease costs and improve productivity in the public sector.

#### *Key initiatives*

##### *Partnerships with the private sector*

The new government is currently reconsidering planned public-private partnership (PPP) projects to build motorways, with an eye to decreasing costs and improving quality. PPP schemes will be subject to more rigorous cost-benefit evaluation than standard forms of financing, to ensure the highest possible efficiency.

The government is interested in having specialists from the private sector work with the Ministry of Interior to improve police work and strengthen the fight against bribery.

##### *Engaging citizens and the voluntary sector*

The new government will benefit from greater co-operation between the public administration authorities and non-profit organisations. A legislative framework will be designed that allows non-profit organisations to participate more fully in the decision-making process. That participation will help increase government's effectiveness in satisfying citizens' needs, raising the quality of their lives – and indeed the quality of governance. The new government will create conditions for the development of a vibrant voluntary sector.

##### *Better co-ordination with local governments*

The new government will review the results of the decentralisation of competencies at all levels of the public administration. In its efforts to cut public administration costs, it will consider further financial decentralisation.

##### *Using e-government and cutting red tape*

One of the government's priorities is to render its services in electronic form. E-government will substantially benefit not only state government and local self-government but also citizens and businesses, because it will reduce unproductive time spent on administration, it will reduce error rates, and it will eliminate duplication of actions. Citizens and businesses will conduct affairs via a central government portal, using a guaranteed electronic signature.

The most important projects are:

- digitising birth records;
- digitising the naturalisation registry;
- a computerised identification system for naturalised citizens;
- developing an electronic identification card;
- electronic services of central registration office for registration/change of residence;
- computerising property register services;
- computerising services relating to the Ministry of Labour, social issues and family, state social allowances, social assistance, and emergency assistance;
- computerising social insurance services;
- computerising healthcare services.

Information and communication technologies are used in education in order to improve the quality of public service provision in that sector. The portal [www.modernyucitel.net](http://www.modernyucitel.net) is run in co-operation with Microsoft. Its objective is to improve education and learning via modern information usage and information and communication technologies. The central information portal of the Ministry of Education, [www.iedu.sk](http://www.iedu.sk), became available to the public on 20 April 2010. It provides information on those activities of the Ministry of Education focused on regional schools and its main target groups are teachers, parents and pupils. The digital education content prepared should improve the use of information and communication technologies in schools.

To promote excellence in education and research, the government is encouraging large university projects focused on improving institutional quality smaller projects aimed at an inflow of internationally recognised scientists and teachers to the Slovak Republic, as well as top national post-graduate programmes focused on linking the best capacities within the country to their equivalents abroad.

An overview of progress in implementing e-government in the “National Reform Programme of the Slovak Republic for 2008-10 – Implementation Report 2009” is available at [www.finance.gov.sk/en/Default.aspx?CatID=450](http://www.finance.gov.sk/en/Default.aspx?CatID=450).

### ***Policy initiatives to improve service delivery to specific groups***

The new government will explore the possibility of simplifying the process of issuing small business licences.

## **Towards a more effective and performance-oriented public service**

The previous government introduced centralised public procurement in an effort to make the process of public procurement as efficient as possible. However, the expected results never materialised and the deficiencies in public procurement need to be addressed. Public sector governance issues rank among the most significant problems for doing business in the Slovak Republic.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The new government plans to allow citizens to actively participate in the process of cutting public sector costs by identifying areas of potential fiscal savings via the Internet. That input will be consulted when elaborating the public sector budget (see [www.rokovania.sk/File.aspx/ViewDocumentHtml/Mater-Dokum-123044?prefixFile=m\\_](http://www.rokovania.sk/File.aspx/ViewDocumentHtml/Mater-Dokum-123044?prefixFile=m_)).

## **Promoting open and transparent government**

### ***Key initiatives***

#### ***Making information available***

Open access to public institutions for the public is important in building public trust in the government and those institutions. Therefore, maximum transparency will be mandatory in the activities of public authorities and institutions in order to apply the principle “What is not secret is public”. That principle was the driver behind the Act on Free Access to Information, adopted in 2001; it is expected that the act will be extended to apply to all entities within the public sector.

#### ***Improving service delivery***

More rapid introduction of e-government services should make the processes more effective everywhere, so that integrity appears at the interface between the public and private sectors.

### ***Safeguarding integrity***

#### ***Conflict of interest***

The amendment of the constitutional Law on Conflict of Interest is expected to enable effective control of its observance, in particular regarding the property declarations of public officials. The intention is that the public could monitor whether the property increase of a public official corresponds to his/her income from public duties. Property declarations are expected to be accessible to the public. An act on the property liability of public officials will also be considered.

#### ***Transparency of interactions between the public and private sectors, for example in public procurement***

Public procurement reform is under way. Competition will be part of the process, even if it is not obligatory. Electronic auction will be obligatory in all cases. In order to make the process more transparent, the government will publish an electronic journal of public procurement, containing all public orders under way according to different criteria. Public institutions will be obliged to publish in this journal all invitations, offers, and evaluations of commissions as well as their results and their justification.

The Ministry of Education began to use electronic auctions as part of the public procurement system – see [www.minedu.sk/index.php?lang=sk&rootId=6608](http://www.minedu.sk/index.php?lang=sk&rootId=6608).

The government launched the Internet portal <http://zmluva.gov.sk/>, where all public procurement contracts and agreements must be published. The intention is to adopt a law that would make publication of a public procurement contract on the Internet compulsory before it comes into force. Indeed, the government intends to adopt a law requiring all court decisions to be published on the Internet.

The government of the Slovak Republic aims to have all unexercisable subsidies and contributions provided from public resources posted on the Internet, and it will introduce competition into any procurement process that follows.

The government will also achieve a duty to advertise economic analysis made relating to procured goods or a service to prevent making public orders more expensive.

The government will strictly adhere to the rule that it must make decisions about major investment projects based solely on a clear and published analysis. Advertising economic analysis, comprehensible and available to public will be a condition of approving financially important decisions in the government or in the parliament.

#### Electronic services of the public procurement office

The main objectives of this national project are to build an information system based on web services, and then integrate the current system of electronic public procurement into this system. This would enable delivery of announcements of all types electronically, and secure support for the digitisation of all public procurement processes currently used.

Fighting bribery effectively requires removing opportunities for it while at the same time strengthening the bite of sanctions. Public institutions, local self-governments, any disposing of national property, national and other subsidies, the granting of resources from EU funds, and public procurement can all be at least partially open doors for bribery.

The government of the Slovak Republic will support transparent and competitive forms of disposing of national property (public tenders, auctions) and of using national property, as well as property of public institutions and of self-governments. Any disposing of national property – whether it involves public procurement or the state selling or renting property – has to be open to public scrutiny.

## Slovenia

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

To achieve the objective of reducing the central government budget deficit by 2013, savings in the total amount of EUR 1.2 billion or EUR 400 million per year are required. The pace of achieving these savings will not be the same every year. Savings will be obtained through measures in the four areas of the public sector:

#### *Improving public sector efficiency*

**Cutting labour costs in the public sector:** amendment of rules and criteria regarding the number of organisational levels and the unification of procedures relating to the adoption of job classification acts; reduction of the number of employees in the public sector by 1%, i.e. approximately 1 600 public servants per year; measures regarding salaries and other receipts from employment (public servants shall not be entitled to remuneration for regular superior work performance; performance-related bonus for increased workload shall not exceed 30% of the basic wage; wage disparity elimination is postponed).

**Optimisation of processes in the public administration** – with the introduction of modern information and communication technologies, costs will be cut; processes will be simplified; and the operation of public administration will become more transparent, efficient and user-oriented. The most important intersectoral and inter-operable projects in the development or implementation stage are the following: e-social care, a one-stop-shop for companies (e-VEM), the government portal e-Uprava, a point of single contact in the framework of the EU Directive on Services in the Internal Market, e-justice, e-health, e-invoice, e-public procurement, e-archives, information support for legislative drafting, government single contact centre, shared infrastructure and reusable modules.

**Rationalisation and simplification of procedures** – the Programme of Measures to Eliminate Administrative Obstacles and the Action Plan to Reduce Administrative Burdens by 25% by 2012 are aimed at reducing the burdens for businesses and citizens; fewer burdens in various procedures indirectly imply a reduction of administrative barriers in public administration. Estimated savings of EUR 100 million in 2010 and EUR 500 million in 2011 are essential for economic growth, greater volume of investment and higher living standards. On the basis of 41 specific measures to eliminate administrative burdens, savings of EUR 150 million in 2010 as well as in 2011 are estimated.

### *Rationalisation of services provided by the public sector*

This includes redefined standards and norms for public sector services by taking into account the quality aspect. By regulating providers of public services, the government will increase their autonomy regarding human resources, organisation and financing, while reinforcing the responsibility for delivering public services in terms of quality and to the extent appropriate. The government will improve the monitoring of public service performance and provide for action in cases of established irregularities and inefficiency. The ownership relations between public institutes and their founders will be redefined. The government will require that the public institutes consistently comply with the Accountancy Act and strictly separate revenues and expenses for public service delivery from their commercial activities. In the period of fiscal consolidation, the public institutes will have to allocate at least one half of the surplus of revenue over expenditure to financing public services. The Law on Non-commercial Public Services will regulate the status, organisation, management, financing and supervision of public institutes.

### *Establishment of the Public Procurement Agency*

In Slovenia, public procurement accounts for around 10% of GDP; therefore the regulation of this field can contribute significantly to greater efficiency, rationality and transparency, which would in turn allow for savings in public expenditure and would reduce the possibility of irregularities. The agency will be established on the basis of the Public Procurement Agency Act on 1 January 2011. Improving the procurement system would bring estimated savings of EUR 10 million in 2011 and EUR 10-15 million in 2012.

### *Establishment of a public fund for management of state-owned real property*

The Strategy for the Management of State-owned Real Property stipulates the centralised management of that property and the establishment of a public fund to manage state-owned real property under the Public Funds Act. The purpose of establishing the public fund is to accomplish the spatial needs of the state bodies: new investments and maintenance, management of state-owned real property and optimum utilisation of real estate. The aim is to maximise revenues.

**Rationalisation of the government's distributive function** covers the system of social transfers, pensions and healthcare benefits. The aims are to enhance the transparency and fairness of the social transfer system to the benefit of the most vulnerable; to change pension indexation and contribute to inter-generational solidarity; to rationalise services in healthcare; and to change the proportion of costs of healthcare services and medicinal products covered by compulsory and voluntary supplementary health insurance.

**Rationalisation of programmes supporting government development priorities**, including maintenance of a high investment level and financing predominantly from the EU budget.

## ***Key initiatives***

### ***Partnerships with the private sector***

According to the Slovenian Exit Strategy 2010-13, the emphasis should be on fostering entrepreneurship and acquiring and applying knowledge for growth and development. Growth and development necessitate reform of higher education and improved efficiency of investment in research and development activities, particularly in the applicability and quality of outputs. Top priority should be given to the technology development projects of enterprises and the information society, human resources development, and R&D projects in the field of eco-innovation and new green technologies. Growth and development are also supported by an efficient public administration and public sector; therefore, it is vital to implement ICT projects that increase competitiveness (e-government, e-justice, e-health, e-social care).

### ***Engaging citizens and the voluntary sector***

The Resolution on Legislative Regulation, adopted in 2009, is aimed at assessing the effects of regulations at the time of their adoption, simplifying existing legislation, eliminating red tape, and collaborating with the public. The main goal of the resolution is to commit any political authority and its civil servants to collaborating with the public when preparing legislation, and ensuring a suitable time frame for public debate (a minimum of 30 days and a maximum of 60). It is the government's aim that drawing up regulations and policies involves the key principles of good legislation policies – such as the necessity of legal regulation, self-restraint, proportionality, responsibility, accessibility, simplification and transparency. Drawing up new regulations and policies will necessarily entail considering the economy (mainly SMEs and their competitiveness), the environment (e.g. quality of air, water and water sources; plant and animal health; safety of food for animals and humans, etc.), social issues (employment and the labour market, social inclusion and protection of certain groups, public health, safety, etc.), public finance, and the administrative capacities of the public administration. Furthermore, new legislation will require the assessment of all major laws and bylaws with a view to eliminating red tape and amending existing regulations and policies. Based on the resolution, amendments to the Rules of Procedure of the Government and the Instructions for Implementing the Provisions of Rules of Procedure of the Government of the Republic of Slovenia were adopted in 2010.

The quality of co-operation and public participation in decision-making processes does not depend solely on the establishment of appropriate institutional and legal frameworks and the development of appropriate technical solutions, but also and to a large extent on the skills of public servants and training of the public – especially the organised sector of civil society, NGOs. Therefore, in 2008 the Ministry of Public Administration prepared the *Handbook on Planning, Managing and Evaluating Public Participation Processes*, which advises public officials on how to plan and implement participatory processes and at the same time explains why such participation is necessary and the officials' responsibility with regard to contributions received from individuals.

To further train preparers of regulations – so as to change the culture of civil servants and ensure that they acquire appropriate skills for such co-operation – in 2011 the Ministry of Public Administration plans to prepare a special training of civil servants in the implementation and evaluation of consultation processes.

The Draft Law on Volunteering is a concrete example of good practice in involving the public in the process of drafting regulations and co-production of services. Besides the representatives of the ministries, the working group for drafting the law comprised representatives from NGOs. Consensus was sought throughout the preparation of the law, which was put up for debate in June 2010. Public discussion was closed in September. All comments and suggestions received were analysed by the non-governmental members of the working group as well as the group within the Ministry of Public Administration. The co-ordinated draft will be accompanied by a report on the process of public participation, submitted for consideration and adoption by the government and then by the National Assembly.

### *Better co-ordination with local governments*

The Local Self-Government Act defines the obligation for ministries and government offices to provide continuous help, assessment and advice to citizens, municipalities and others in order to deliver better public services. This includes seminars, written information, the joined administration of two and more municipalities, etc. State organs provide legal arrangements in which strategies and resolutions in specific fields are required, not only at central but also at local level (energy consumption, spatial planning, tourism, education, public safety, etc.). Strategies, resolutions and other policy papers always include state and local measures, relevant stakeholders and financial resources for achieving designated goals.

### *Using e-government and cutting red tape*

In Slovenia the aim, through e-government services, is to ensure savings in time and money for citizens and companies. Therefore, especially high impact e-services are being developed that can significantly affect the modern functioning of public administration:

- a one-stop-shop for companies with a view to provide savings for them through rationalisation and optimisation of administrative processes;
- e-social care for quick and equitable decision making on social rights through the use of modern ICT solutions;
- the government portal e-Uprava, offering over 800 services to citizens, businesses and public servants, including electronic delivery, electronic payment, online delivery of vehicle registration, e-reminder and e-revoke for more transparent, efficient and inclusive public administration;
- points of single contact in the framework of the EU Directive on Services in the Internal Market, which will furnish access to all information on service provision, competition and employment in the labour market;
- e-justice to increase the efficiency of courts, eliminate court backlogs and complete computerisation of courts;
- e-health for efficient command of extensive health-related data, more personalised treatment of patients and a more efficient health system;
- e-invoices to reduce invoice processing costs and ensure efficient electronic operations;
- e-public procurement for electronic implementation of public service contracts through the whole cycle – from planning to electronic invoice;



- e-archives for receipt and safe archiving of a document in digital form through its life cycle;
- information support for legislative drafting in one place for unified operations in all ministries and government bodies and enhanced participation of the interested public in the development of legislation;
- a government single contact centre aimed at centralising all contact points within ministries and government bodies, which enhances the satisfaction of users and rationalisation of resources;
- shared infrastructure and reusable modules, in order to facilitate development of electronic services, shorten the time for their implementation, and enable interoperability and the use of low-emission technology.

The new Action Plan for e-Government was adopted in April 2010 based on the Strategy for e-Government Development (adopted in July 2009). It enables the government to deliver better services with fewer resources, which can assist economic recovery. The objectives are to reduce the expenses of e-government development by sharing infrastructure among public institutions and reusing different modules and other horizontal measures. The main objective through 2015 is to reach 25% of shared components and reusable modules used in sectoral services. It is estimated that the cost of development will be reduced by 25% by 2015. Another important objective is cross-border services, and consequently removing barriers for internal market development.

Only a combination of simplified processes, reduced administrative burdens and in-advance impact assessment – strongly connected and supported with information and communication technologies – can create an appropriate synergy for developing a user-friendly, cost-effective, modern, open and transparent public administration.

Every year since 2006, the Slovenian government has adopted the Programme of Measures for Reduction of Administrative Burdens, which contains defined measures aimed at simplifying procedures and raising the quality of administrative services. In the period 2006-09 measures for reducing administrative burdens and cutting red tape were directed towards the economy and citizens.

In May 2009 the Slovenian government adopted a programme, “SIMPLE RULES!”, for eliminating administrative barriers and reducing administrative burdens by 25% by 2012 as a fundamental strategic document. The “SIMPLE RULES!” programme consists of two parts: the first is represented by the Action Programme for Reducing Administrative Burdens by 25% by 2012 in the Republic of Slovenia, and affirms the fundamental commitment of the government to reduce burdens at a national level as well as the commitments of the ministries to reduce administrative burdens in their fields by 2012. The second part of the programme contains 41 concrete measures for eliminating administrative barriers and concrete simplifications. Concrete measures were prepared on the basis of proposals from citizens, business entities, chambers, ministries, etc.

### *Policy initiatives to improve service delivery to specific groups*

Some dedicated portals have been established for specific population groups:

- the government portal for Italian and Hungarian national minorities, with life events for minorities and important information about the Slovenian state and public administration organisation;
- the government portal for older people and retirees with information in the form of life events on pension, social services, quality of life, health, useful information for older people and retirees, safety on the Internet, etc.;
- the government portal for kids and youth with information on the government system, public administration, Slovenia in the EU context, safety on the Internet, etc., through stories for children and games and quizzes in Slovene and English;
- a speech synthesis service for the content of the e-government portal, for blind or partially sighted users.

### **Towards a more effective and performance-oriented public service**

#### *Integrating performance information into strategic and political decision making*

##### *Target-oriented budgeting*

In 2009, simultaneously with the preparation of state budgets for 2010 and 2011, the government launched a project of “target-oriented budgeting”. Several working groups (for different spending areas) were established to be actively engaged in the process of budget preparation. Their aim is, above all, programme evaluation and setting measurable objectives and indicators to gauge the effectiveness of individual programmes. The main results of a development approach to budget practices are a new development classification and preliminary budget preparation within formal policy working groups. All budget users and policy working groups prepare logical frameworks for each development policy, programme and sub-programme. On this basis the government will build the system of development planning, which will allow monitoring and linking all development planning documents, the hierarchical division of the strategic and operational documents, and exact checking for achieving individual goals.

The Resolution on Legislative Regulation is an important tool for performance management. Adopted in 2009, it contains guidelines for capacity building in implementing regulatory impact assessment and public involvement in the decision-making process. As a politically binding act, it sets out four principles for drafting regulations – the principle of regulatory impact assessment, the principle of simplifying legislation, the principle of removing administrative barriers and the principle of co-operation with the public in drafting regulations. The existing regulation drafting regime requires that, when submitting proposals, the drafters and proposers: estimate the state of play and reasons for adopting a regulation as well as the objectives, principles, and main solutions of the proposal; estimate the proposal’s financial impacts on the state budget and other public financial resources; provide a statement affirming that resources for its implementation are provided by the state budget **and whether the use of budgetary resources is foreseen for the period for which the budget has already been**

**adopted;** demonstrate the proposal's compatibility with other legal systems in the European Union, as well as other impacts the proposal may have; and consult with the public concerned. The objective should be consistent implementation of all requirements applicable in the preparation of regulations and an upgrade thereof, with quantified impact assessments of the provisions. This applies to all fields, but especially the environmental, economic, and social fields. Spatial and safety aspects should be taken on board, with assessments for reducing or eliminating administrative burdens and simplifying procedures.

Information support for legislative drafting was set up in 2010 in order to enable the unified operations of all ministries and government bodies in drafting legislation, while enhancing the participation of interested public in the process. As part of the e-democracy sub-portal, the system enables the public to obtain information as well, and furthermore enables individuals to make suggestions directly to the drafter. Consequently, the regulations are properly prepared and allow more effective and performance-oriented public service.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

The Republic of Slovenia strives to enhance the involvement of its citizens in the decision-making process with the help of new technology tools.

The e-democracy sub-portal of the government portal e-Uprava allows all electronic services and information to be published in one place. Citizens can actively participate in the preparation of legal acts; participate in reducing administrative processes; obtain information about democratic processes; contact elected representatives; obtain information related to national legislation, EU legislative procedures, or information of a public character; and address questions as well as receive answers on democracy-related subjects. In this context, all legislative proposals are published at all stages of the legislative proposal's lifecycle, that is, from planning the proposal to its adoption. Proposals can be selected through different search criteria that grant the public easy and comprehensive access to all relevant information.

The <http://predlagam.vladi.si> web tool (*my.suggestion.gov.si*), launched in November 2009, opened up a new channel for direct communication between the government and Slovenian residents as well as among citizens themselves. The primary purpose of the project is to encourage citizens to express their opinions, suggestions and proposals for the regulation of certain substantive issues. In this way, greater participation in formulating government policies is achieved and dialogue between civil society and the government is enhanced. Furthermore, the government not only is being informed in real time about the most crucial issues as perceived by its citizens, but is also presented with possible solutions for tackling the issues. Citizens' proposals are publicly debated and voted upon by registered users. If they generate enough support, they are taken under consideration by a competent government body, which has 30 days to respond to the suggestion. The response is published and subject to further discussion on the web portal <http://predlagam.vladi.si>. The web tool uses an upgraded version of the open-code software solution TID+, which was developed by the Estonian non-governmental organisation "e-Governance Academy" in co-operation with the European Commission and the government of the Republic of Estonia.

Reducing administrative burdens is one of the priorities of the Ministry of Public Administration, and therefore receives extensive IT support. The IT system aimed at supporting the burden reduction programme consists of two parts. The first is IT support for the procedure for preventing new administrative burdens, in which a special team at the Ministry of Public Administration reviews all proposals for new regulation and brings attention to unnecessary administrative obstacles that need to be eliminated. The second part is a collection and analysis of proposals for burden reduction submitted by interested stakeholders. They are invited to co-operate in decision making regarding the elimination of administrative obstacles, and send their suggestions to the e-mail address *oao.predlogi@gov.si*. The best proposals are then reviewed and included in the government's programme for the removal of administrative burdens which is adopted every year and includes clearly defined measures, activity leaders and deadlines.

Government accountability as well as social responsibility is being raised to a higher level in order to strengthen mutual confidence.

## Promoting open and transparent government

### *Key initiatives*

#### *Fostering integrity and transparency*

Open and transparent government, citizen participation in the decision-making process and the integrity of the public sector are increasingly recognised as core elements of good governance in the Republic of Slovenia. The following institutions are in place to promote open and accountable legislation and policies, or to ensure that they are implemented: the government of the Republic of Slovenia, the Information Commissioner and the Human Rights Ombudsman.

The country's legislative and policy measures for open and transparent government are as follows:

- General Administrative Procedure Act, 1999;
- Electronic Commerce and Electronic Signature Act, 2000;
- Rules of Procedures of the Government, 2001;
- Access to Public Information Act, 2003;
- Information Commissioner Act, 2005;
- Personal Data Protection Act, 2004;
- Resolution on Legislative Regulation, 2010;
- E-Government Strategy of the Republic of Slovenia for the period 2010-15 (SREP), 2009;
- E-Government Action Plan up to 2015 (AN SREP), 2010;
- Public Sector Integrity Act, 2010.

Slovenia has the appropriate institutional and legal framework for obliging public authorities to see that their operations are transparent, and to consult with interested parties and civil society organisations with the aim of achieving an inclusive standard of democracy. These parties should have a say on key decisions, and include civil society

and NGOs; the Permanent Inter-ministerial Working Group, which addresses open issues in co-operation with the government of the Republic of Slovenia and NGOs; the Office for Non-governmental Organisations, responsible for the preparation and enforcement of measures to strengthen civil dialogue, i.e. to promote participation of NGOs in the process of preparing and implementing public policies and to support a better policy and regulatory environment for the development of the non-governmental sector; the aforementioned Resolution on Legislative Regulation; the *Handbook on Planning, Managing and Evaluating Public Participation Processes*; the training of civil servants in the implementation and evaluation of consultation processes, etc.

### ***Impact on trust in government***

Delivering services in an easy and transparent manner, strengthening integrity and transparency, and preventing corruption and avoiding and combating conflicts of interest are important features of building trust in government. The implementation of IT tools for civic participation in decision making has increased the willingness of interested public to help create government policies and actions. Interested stakeholders have enough time to deliver their comments to the regulation drafters (30 to 60 days), ensured by the Resolution on Legislative Regulation. In this way, a better regulatory policy has been stimulated that enhances the development of the economy, satisfies citizens in relation to current policies, and (thus) strengthens the democratic process of public governance. Also, there is a noticeable increase in the public's critical opinion of corruption, which reflects the awareness and strengthening of anti-corruption culture in society. Meanwhile, government is aware that it is important to develop different policies and institutional frameworks as well as different technologies, and to change the political culture. That entails adopting a supportive legal environment for public participation, training for civil servants to manage the processes of decision making, and promoting civil society and especially NGO engagement.

### ***Reaffirming core public sector values***

The stated core values for public service are as follows:

- equal access;
- legality;
- professional conduct;
- honourable conduct;
- restrictions and duties in respect of the acceptance of gifts;
- confidentiality;
- responsibility for results;
- diligence of a good manager;
- protection of professional interests;
- political neutrality;
- impartiality;
- openness to the public;

- assuring general information;
- obligation of dealing with clients;
- the principle of proportionality.

The core values are included in the following legal documents: the Civil Servants Act, the Public Administration Act, the Decree on Administrative Operations and the Inspection Act.

The recent policy initiative undertaken to reaffirm the core values of the public sector was set up by the Integrity and Prevention of Corruption Act, adopted in 2010, which is a major weapon against corruption. It defines the composition and supervision of the Corruption Prevention Commission, efficient protection of whistleblowers, prevention of conflict of interest and supervision of receipt of gifts, supervision of assets, integrity plans, the Resolution on the Prevention of Corruption in the Republic of Slovenia, lobbying, and penal provisions for misdemeanours. The act upgrades the existing system regulated by the Prevention of Corruption Act from 2004, regulates rights and obligations, and points out strategic objectives with mechanisms for the early detection and elimination of corruption. A comprehensive, proactive approach established a basis for the transition to a higher level of performance for transparency, integrity, corruption prevention and corruption risk management in the public sector.

### *Safeguarding integrity*

#### *Conflict of interest, post-public employment or the “revolving door” phenomenon*

Adoption of the Integrity and Prevention of Corruption Act involved a novelty: the definition of conflict of interest. The previous Prevention of Corruption Act from 2004 hadn't provided any definition of the issue. “Conflict of interest” was determined by the Civil Servants Act and dealt with a narrower circle of persons.

The Integrity and Prevention of Corruption Act lays down provisions on incompatibility of office and exceptions, and on discontinued performing of an activity, office or membership. It describes the Corruption Prevention Commission and warns of the consequences of noncompliance. A functionary holding office must not perform, in addition to the public function, an occupational or other activity for the purpose of obtaining income or pecuniary benefit. Also, a professional functionary cannot be a member of or manage, supervise or represent commercial enterprises, business interest associations, co-operatives, public institutes, public funds or public agencies. Nor can they manage, supervise or represent other persons governed by public or private law except for societies, institutions and political parties.

In terms of post-public employment, the act stipulates that, from the time they leave office, functionaries must not lobby for two years.

#### *Transparency on interactions between the public and private sectors, for example in public procurement*

With regard to the Integrity and Prevention of Corruption Act, the Prevention of Corruption Commission can also intervene in the private sector – in particular, when the commission conducts a proceeding in which the necessary data are available outside the public sector. The activities of the public and private sectors are intertwined; therefore, it

is necessary for the effective functioning of the commission that it have access to data from the private sector.

The Integrity and Prevention of Corruption Act also provides that the data on income and property of persons under obligation and persons responsible for public procurement must be publicly available when they relate to income and property acquired in the period of the holding of public office or activity and one year following departure.

### *Lobbying*

The Public Sector Integrity Act, adopted in 2010, regulates the definition of lobbying and lobbyists, registration of lobbyists, their rights and obligations, rules and standards, and supervision of their activities as well as appropriate sanctions in cases of noncompliance. The provisions of the act set out the regulatory framework for lobbying activities and foster a culture of lobbying, thus preventing unwanted conduct from lobbyists as well as a rise in corruption and clientelism. Special attention is given to standards of conduct in cases where public officials engage with lobbyists; the act lays down the rules, conditions and criteria of communication between the two parties. Furthermore, a two-year period that restricts former public officials from lobbying their past organisations is stipulated by the act. Lobbyists are obliged to report on their activities to the Commission for the Prevention of Corruption once a year.

## **Strategies for implementation**

### *Mobilising citizens, businesses and civil society*

The Economic and Social Council of the Republic of Slovenia (ESC) was established in 1994. It was founded by the social partners – employers’ organisations, trade unions and the government of the Republic of Slovenia. It is the highest level body representing the social partners in the country. The ESC was primarily set up to deal with issues related to the social agreement and wage policy, social policy, employment issues and working conditions, collective bargaining, prices and taxes, the economic system and economic policy, plus other areas falling within the remit of the social partners. As well as dealing with areas requiring tripartite agreement, the ESC can also examine other matters of an economic and social nature.

The need for economic policy measures, structural changes and institutional adjustments is balanced with the need for transparency and evidence-based decision making. Therefore, the government intensified social dialogue and civil society debates to increase the inclusion of social partners and civil society in the decision-making process. It is crucial for the government to remain committed to social dialogue. A strong political will, needed for addressing the crisis, should not reduce democratic pluralism.

### *Fostering innovation and change*

The capacity of the public sector to implement reform requires commitment as well as funding and motivation instruments. Although reforms should improve public service or lower the expenses, sufficient funding of necessary processes is needed. Experience shows that reforms that are not fully carried out often decrease efficiency and even increase budget expenditure. The “Government Plan for Optimisation of Public Sector” comprises rationalisation of public procurement, reduction of material expenses, efficient management of state-owned real property, reducing public employment by 1% a year by natural attrition, implementation of the reform of public sector wages based on a

sustainable policy, and rationalisation of the public sector (new standards for internal organisation of the public sector, better regulation and reduction of administrative burdens).

### ***Co-ordination across ministries***

Programme-based budgeting enables more efficient use of budgetary resources and so improves the quality of public finance, consequently strengthening the efficiency and quality of public services. In order to achieve these goals, ministers should prepare well-founded programmes within set priorities. Horizontal reconciliation is fundamental for cohesive and harmonised co-operation among ministries and within government itself; it paves the way for higher flexibility in the design of structural reforms, necessary for adjustment to economic and social circumstances.



## Spain

### Delivering public services in times of fiscal consolidation

#### *Key initiatives*

In all of its initiatives, the general administration of state in Spain seeks to include the private sector in the main actions influencing its current modernisation and improvement policies. Thus, in the area of e-government, an important milestone was the approval in 2007 of Law 11/2007 on Citizens' Electronic Access to Public Services, which placed Spain among the leading countries in the use of e-government. For the implementation of this law, which recognises the right of citizens to communicate with the administration through electronic means, various measures are being taken. Some of these measures are described in Plan Avanza for the fostering of an information society, and in its revised version – Plan Avanza 2 – which was approved in July 2010 and includes measures for the next 5 years. These measures highlight some of the lines of action proposed:

- collaboration with the private sector (for example, through agreements with telecommunications businesses);
- involving citizens in service improvement (for example, through public awareness of the measures being carried out to foster e-government);
- improving collaboration with local businesses (through shared networks among administrations, sharing software, and fostering state investment in local e-government projects. To this end, the State Federation of Towns and Provinces is generally the mediator between the administration and the Higher Council on E-government, a unit that includes all different levels of the administration: state, autonomous, and local).

Similarly, in the area of cutting red tape, the National Action Plan for Reducing Administrative Burdens, approved in June 2008, is aimed at reducing costs associated with administrative work by 30% before 2010, 5 percentage points above the objective established by the European Union. Here too, initiatives exemplify the proposed lines of action mentioned earlier. They include agreements to formulate proposals for administrative simplification, signed with public agencies including autonomous communities and local agencies, as well as with private and specifically business organisations.

### Promoting open and transparent government

#### *Key initiatives*

The government of Spain considers that both the democratic reinforcement and the sustainability of public administration are the main driving elements of open government. On the one hand, citizens demand more knowledge of the actions being carried out and

the reasons for these actions. On the other, only by relying on non-government actors can these actions meet the challenge of doing more with less.

Since 1992, Spain has had a regulation regarding access to public information, with citizens' rights described in the Regulation on Public Administration and Common Administrative Procedure. In 2007, this right was expanded to cover the ability to electronically access information. The right to choose a means of receiving information was recognised in the Law for Citizens' Electronic Access to Public Services.

Likewise, the recently approved Plan Avanza 2 includes measures aimed at encouraging open government through the use of IT. The goal is to consider society's interest when designing public services and policies, promoting transparency and citizens' participation by electronic means. To this end, a themed open government web page may be created in order to provide higher visibility for already existing initiatives, and a plan of action may be developed within the state's general administration.

Examples of activities carried out in this field are the citizen consultations on regulatory projects (for example, in the creation of the Law for Citizens' Electronic Access to Public Services, or in the royal decrees that approved the National Security and Interoperability Frameworks) and on action plans (for example, the aforementioned Plan Avanza 2).

As for placing public information at the disposal of citizens, there are many examples of initiatives that have advanced this goal. The organisation charts of ministries are published in their websites, information from Councils of Ministers is published immediately, and all current laws are accessible electronically.

### ***Impact on trust in government***

Because of their effect of expanding rights, these measures are backed by citizens and organisations representing citizens' interests.

### ***Reaffirming core public sector values***

The current economic situation has been viewed as an opportunity to undertake measures that create a favourable environment for economic growth. The initiatives mentioned in the first section relate to the administration's role as a promoter of growth.

### ***Safeguarding integrity***

#### ***Conflict of interest, post-public employment or the "revolving door" phenomenon***

In recent years, codes of conduct were established for government officials (Law 5/2006 Regarding Conflicts of Interest) and for public employees (Law 7/2007 on the Basic Statute on Public Employment). These measures complement the Law on Incompatibilities of the Staff Working in the Public Administration, approved in 1984.

#### ***Transparency on interactions between the public and private sectors, for example in public procurement***

The Law on Contracts in the Public Sector, approved in 2007, obliges public agencies to notify the relevant user profile electronically. In the case of the central administration and the majority of territorial administrations, additional platforms were implemented regarding hiring that allow full access to the process of tender and adjudication.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

As was mentioned previously, the government of Spain not only permits citizens access to public policy on an individual level and through organisations, but also has continued to work for the expansion of this collaboration through new electronic channels. Engagement covers all spheres of society, from business organisations on how to reduce the administrative workload, to telecommunications businesses in the implementation of e-government, to disabled persons in the promotion of this social group's right to access public employment. Notable here is the legal backing of this participation, as the process of a public hearing is recognised by the Spanish Constitution.

## Sweden

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

During the economic crisis, Sweden was able to combine limited deficits in public finances with significant fiscal stimuli, including temporary transfers to local governments (see below) in order for them to maintain their levels of service delivery despite sharply decreasing tax revenues at the local level. The ability to maintain surpluses during the good pre-crisis years made this possible; the existence of a well-defined national fiscal policy framework, combined with a strong political commitment, has been essential.

The Swedish medium-term fiscal policy framework includes a surplus target of 1% of GDP for general government net lending over the business cycle; a fixed nominal expenditure ceiling for central government expenditures, set 3 or 4 years in advance on a rolling basis; and lastly, a balanced budget requirement for local governments.

Another important factor contributing to the stability of expenditures and service delivery is the Swedish system itself: while appropriation levels for agencies' running costs are tied to different price indices, agencies are for the most part free to decide how to allocate their means. The system is automatic and allows stable planning conditions for the agencies. It also offers the benefit of predictability, e.g. as regards most total expenditures for running costs.

The agencies most frequently in contact with citizens are in the process of rolling out joint service offices across the country; these will replace the separate agency offices. The purpose of this reform is to enable the agencies to be present in smaller communities and remote places, where separate offices cannot be justified from a financial point of view.

Local governments – most public services (e.g. healthcare, education and social services) are provided for by local authorities. Despite the recent downturn in the economy, local authorities were generally able to maintain healthy finances in 2009 – partly due to temporary revenues and partly by lowering cost increases, with limited effects on services. For 2010 the central government temporarily increased state grants by SEK 17 billion.

#### *Key initiatives*

Since 2008 a new reform programme has been focusing on increasing the ability of government authorities to interact and to co-operate with external third-party developers. The reform programme consists of three parts: **a new organisation for change management, a “third generation” e-government-strategy and a number of concrete projects to be delivered before 2014**. Since development work is by default financed by loans, the pace of change has not been affected. However, the conditions for financing

common projects have been improved where a project's benefits are distributed to those other than the project leader.

“Change management”: the processes for preparing necessary government decisions to support e-government initiatives have been streamlined through a “fast lane approach” involving focus groups of state secretaries and civil servants in the government offices. The drive for change has been focused at the director-general level by creating the E-Delegation for E-Government. This consists of 16 director-generals and the CEO of the Swedish Association of Local Authorities and Regions. It will work as a “powerhouse of change” in the Swedish administration. On a third level, the government is in the process of assigning authorities “mandates for development”. These will focus on certain sectors and design projects from the viewpoint of the users.

Strategy: the E-Delegation presented a “third generation and demand-driven” e-government strategy in October 2009. It focuses on the take-up problem and how e-government development can contribute to economic development by making public resources available for reuse. The E-Delegation also suggested a service-oriented architecture, a new solution for federated e-ID management, and shared service centres for administrative support.

Projects: in March 2010 the E-Delegation suggested a number of strategic projects that should be prioritised in order to build a third generation e-government. These include: an infrastructural “MyPage” service and a “MyMessages” service, a service for businesses to deliver information only once, a common platform for the distribution of public service products and a common solution for archiving. These proposals are now being processed into project plans to be launched during 2011.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

In its Bill Public Administration for Democracy, Involvement and Growth (Bill 2009/10:175), the government issued guidelines and requirements for public administration, and a new goal for central public administration development was presented. The new goal reads, “An innovative and interactive central public administration that provides legal certainty and is efficient, has well developed quality, service and accessibility in order to contribute to Sweden's development and efficient work within the European Union.”

The bill will point to some high-priority projects, including:

- stimulating innovation in the public sector;
- e-ID (*E-leg*);
- better co-ordination of public purchasing;
- an overview of the government offices;
- better co-ordination of agencies' front offices;
- better follow-up on how agencies include citizens when developing their services.

Furthermore, the elaboration of a new system for following up on the new goal and the further development of the public sector have been initiated.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

- *Verksam.se* is a common portal for businesses that uses focus groups to identify real demands, test groups to validate solutions and pilot users for final testing. On the site there is a centrally placed “button” for suggesting improvement.
- The Swedish National Heritage Board has built an applications programming interface (APIs) into their databases of National Heritage objects such as ancient remains so third-party users can build Apps for reuse.
- *MittBygge.se* is a collaboration site to facilitate the process of building houses.
- “Open Foreign Aid” is a project of the Foreign Office, which intends to publish **all** information on foreign aid from Sweden in order to facilitate control by third parties.

### **Promoting open and transparent government**

#### ***Key initiatives***

##### ***Making information available***

Sweden already has unique legislation stipulating the right for the public to gain information about actions carried out by the government or agencies.

##### ***Fostering integrity and transparency***

The government sector needs professional heads of agencies. The distinguishing characteristic of leadership within the sector is to recruit persons with the skill and knowledge to achieve the goals of the given activity with regard to both high demands of efficiency and quality and demands of good working environment conditions. All heads of agencies must live up to some overall standard requirements, but they must also meet the requirements regarding the specific job for which they are applying.

There are approximately 205 heads of agencies in Sweden; chancellors, directors-general and county governors are the most common titles. A head of an agency is hired for a specific period: six years, usually with the possibility of prolongation for another three years.

The government has introduced new ways of finding the best candidates for the job of heading an agency. Advertising is now the main rule when recruiting heads of agencies; since March 2007 there have been 82 advertisements where anyone has been able to apply for the job. As of August 2010, 75 appointments had been made by the government following the advertising. Before 2007 the government never advertised for these jobs; it used other tools to find suitable persons.

Another 16 appointments have been made regarding chancellors. In these cases it is not the government that advertises, but the board of the university or high school. The board will, however, recommend that the government hire a certain person as chancellor, since in the end this is always a government decision.

### *Improving service delivery*

- The e-Delegation has published a list of sources of public sector information.
- *Geodata.se* is publishing all data within the framework of the INSPIRE directive (Infrastructure for Spatial Information in the European Community).

### *Reaffirming core public sector values*

In November 2009 the government decided to give an agency, the Swedish Council for Strategic Human Resources Development, the mandate to lead and co-ordinate a project on public ethos. The goal is to strengthen good governance culture in the civil service by working on these issues throughout the administration over a period of two years.

The project is about working with values and ethics issues and strengthening employees' knowledge and understanding of the fundamental values – such as civic orientation, legal certainty and efficiency – of the public administration and the role of a public official. The administration's response to the public at all times should be characterised by dignity and respect.

Strengthening the administration's work on these issues requires a joint effort aimed at all employees in the state administration, with a special focus on the heads of agencies. The ambition is to offer special education and engagement for the approximately 15 000 managers in various positions within the central government sector.

### *Safeguarding integrity*

Swedish public procurement legislation implements those European Union directives on public procurement that are applicable above certain thresholds. The Swedish Procurement Acts also regulate procurements below these thresholds as well as procurements of so-called Annex II B services. These would include compulsory rules on advertisement in publicly available electronic databases and the same rules on court review that are applicable to procurement above the thresholds. New national procurement legislation – the Act on System of Choice in the Public Sector (*lagen [2008:962] om valfrihetssystem*) – entered into force 1 January 2009. It introduces a new procedure for contracting authorities that buy health and social services.

The Act on System of Choice in the Public Sector introduces a new way for municipalities and regional authorities to buy health and social services. A system of choice, including contract documents, must be published in a national database.

New public procurement remedies recently entered into force. They implement EU directives and introduce a compulsory standstill period for the contracting authority or entity – i.e. they may not conclude a public procurement contract until a certain period has passed. The new rules make it possible for aggrieved suppliers to ask the court to review the procurement. The standstill period is automatically prolonged during the review.

## Switzerland

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

According to current financial planning, federal government expenditure for the period 2011-14 amounts to CHF 63-68 billion per annum. Planned expenditure cuts add up to CHF 1.5 billion p.a. However, some of these cuts have no influence on service delivery (lower interest charge on public debt, compensation of investments which were brought together to stimulate economic growth in 2009, adaptation of planned expenditure to lower inflation forecasts). The remaining cuts amount to CHF 150 million in 2011 and CHF 450-500 million for 2012-14. Compared to total expenditure, this amount is too small to have severe impacts on service delivery.

#### *Key initiatives*

##### *Partnerships with the private sector*

The Swiss Confederation and some cantons and communes are members of a public-private partnership (PPP) network. On the network's website there is a list of some (smaller) PPP projects ([www.ppp-schweiz.ch/fr](http://www.ppp-schweiz.ch/fr)); however, the network's definition of "PPP" is rather broad.

##### *Using e-government and cutting red tape*

#### E-Government Switzerland Programme

E-Government Switzerland is a programme jointly run by the Confederation, the cantons and the communes. Its goal is to organise the administration's work with the help of information and communication technologies (ICT), making it as cost-effective and business-friendly as well as citizen-friendly as possible. Its core element is a catalogue containing 45 priority e-government services and prerequisites: [www.egovernment.ch](http://www.egovernment.ch).

#### E-Health Programme

The term e-health covers all electronic health services. Health service procedures are improved by bringing stakeholders together electronically – patients, doctors, therapists, insurance policy holders, insurance firms, laboratories, chemists, hospitals and carers: [www.e-health-suisse.ch](http://www.e-health-suisse.ch).

#### SuisseID

SuisseID is Switzerland's first standardised electronic proof of identity, providing both a legally valid digital signature and a secure means of authentication: [www.suisseid.ch](http://www.suisseid.ch).



## Towards more effective and performance-oriented public service

### *Key initiatives*

#### *How performance management evolved in Switzerland*

In the 1990s reforms were launched at all state levels to restructure the state budgets. Since then, outcome-oriented public management has firmly established itself as an alternative management model at cantonal (states) and at municipality level. Most of the larger cantons and cities introduced the relevant key elements during long phases of individual adaptations.

At the level of the Federation, the performance management model was part of the modernisation efforts aimed at helping the public sector accomplish tasks more efficiently and effectively. The performance management project was co-ordinated with the then ongoing government and administration reform.

In the pilot phase between 1997 and 2001, 11 administrative units were converted to this model. The outcome of the project and the accompanying evaluation of the goals pursued showed that the model had proved effective. As a result, performance management was converted into a permanent, ongoing programme in 2002.

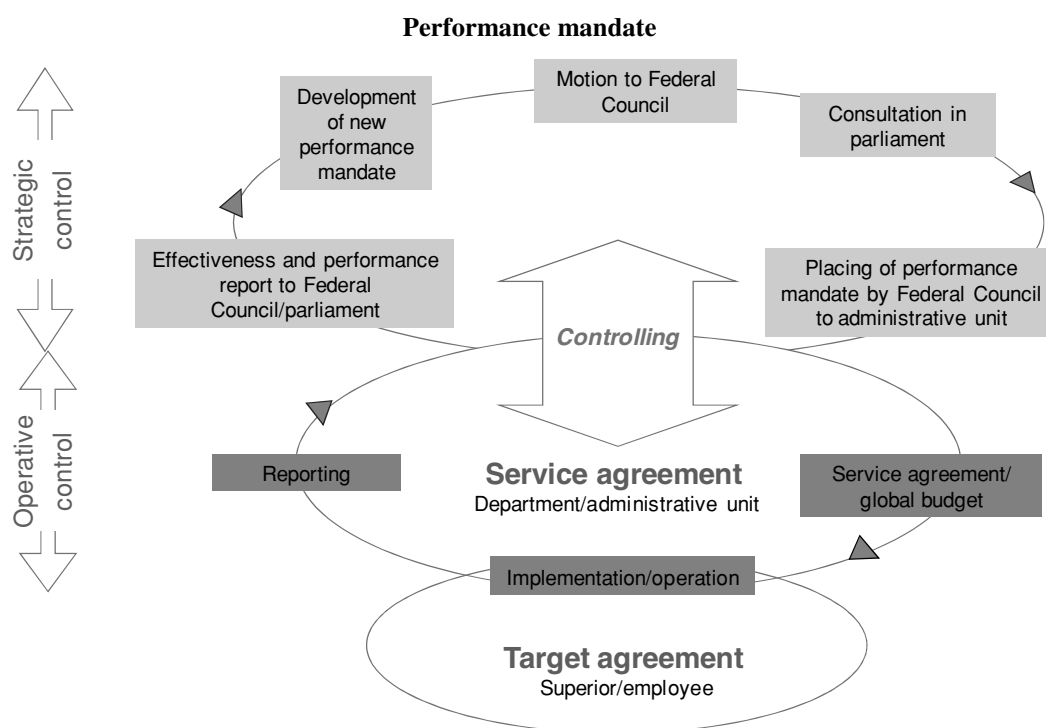
The Federal Council outlined its corporate strategy for public sector entities under performance-related contracts in its dispatch on the new Financial Budget Act of 24 November 2004. Today, one-third of the administrative units are managed along performance management lines. In these 22 administrative units, one-sixth of all employees provide services generating one-third of the Swiss Confederation's operating expenses.

#### *How it is put into practice*

The Federal Council has a dual approach to its political controls to measure the effects of public services. One consists of approximately 80 internal and external programme evaluations a year covering health, agriculture, development aid, environment, education and energy expenditure. Evaluations are often applied to horizontal public functions, functions with high innovation content and political programmes. As a second approach, the Federal Council also runs one-third of the federal administration's central agencies along performance mandate and global budget lines. The key interest here is to show transparently the connection between the resources employed and the performance and impact desired. The performance mandate sets the strategy, the framework of available means and the performance objectives.

### *Integrating performance information into strategic and political decision making*

The means are passed by the legislature in the form of global budgets for the operating domain and increased scope of the units. The Control Committee assesses the demand for credits based on performance information and aims.



### Federal accounts

Impact and performance goals 2008			
Goals	Indicators	Standard	Current value/figure
Satisfaction of the armed forces and the civil protection bodies at the level of the Confederation and the accuracy of weather information and warnings provided	Use and satisfaction of the assignment organisations by means of an institutionalised feedback procedure	Overall mark for content >5.0, accuracy >4.5 (scale 1-6)	Content: 5.4; accuracy: 5.5
Quality of the bad weather warning will be maintained at a high level	Percentage of undetected warnings/unrequired warnings	<10%; <40%	Undetected warnings 11%; unnecessary warnings 23%; partially achieved. Further improvements are being strived for (improved ratio of undetected warnings to unnecessary warnings)
Quality of the short-term and medium-term forecasts will be kept stable at a high level	Hit rate in accordance with the objective forecast control taking into account the variability of weather trends.	Overall values for Switzerland: short-term at least 84%, medium-term at least 72%	Overall values for Switzerland: short-term 86% (best result since 1985), medium-term 75.5% (best result maintained with the previous year)

Extract from the performance mandate

moi CHF	Account 2007	Budget 2008	Account 2008	Gap to absolute	2007 account (%)
Returns	10.8	12.3	10.4	-1.9	-15.4
Costs	24.3	24.9	25.9	1	4
Balance	-13.5	-12.6	-15.5		
Cost-coverage ratio	44%	49%	40%		

The Federal Council conducted its most recent evaluation between December 2006 and the end of 2009, with a view to optimising the performance management model. In that time frame all parties were involved and the current status of public management at the national and international level was documented. Overall, the Federal Council's evaluation report can be seen as favourable, although there is still room for improvement. Both chambers of parliament were to debate the report in 2010. The Federal Council is currently examining options for the further development of performance management within the administration by the end of the first quarter of 2011. One approach is to converge the dual management model and introduce a new, integrated performance-based

management model to pool strengths and facilitate management; another would be to continue and improve the dual management model.

In order to monitor implementation of federal government policy, the Federal Council has a number of strategic leadership instruments at its disposal.

### *The Legislature Programme and the legislature financial plan*

The **Legislature Programme** provides parliament with the government's political agenda: the aims and measures of the legislature programme constitute the framework of Federal Council policy for the following four years. The Federal Council defines its activities on the basis of this programme and implements it in its annual objectives, which list the objectives to be achieved and the measures with which to achieve them.

The dispatch (Federal Council report) on the legislature programme also presents the **legislature financial plan**, which sets out the financial needs for the legislature. The objectives and measures of the Legislature Programme and the financial plan are co-ordinated as closely as possible, by item and by deadline. In addition, a new legal provision requests a better co-ordination in the timing of the decisions on the major quadrennial financial engagements in different fields of action (e.g. education, agriculture) and the overall legislature programme (*Ordonnance sur les finances de la Confédération*, article 7.2).

Every four years, the Federal Council reviews the extent to which the objectives set out in the Legislature Programme have been achieved, and why or which measures have led to delays.

### *The budget and financial plan*

Based on the decisions of the Federal Council, the Federal Finance Administration prepares a report regarding the budget and a report on the financial plan. These are adopted by the Federal Council in the course of the session that follows the summer recess, and are then submitted to parliament in mid-September and decided before the beginning of the budgetary year.

The annual objectives of the Federal Council are co-ordinated with the Legislature Programme and communicated to parliament in the winter session. The annual objectives of the federal departments and of the Federal Chancellery cover a rapid outline of the main items planned by the government. They flesh out the objectives of the Federal Council while incorporating objectives and measures of their own departments.

### *The budget*

The Federal Finance Administration drafts the dispatch on the budget based on the annual accounts. After its adoption by the Federal Council, the dispatch is submitted to parliament in April.

### *The annual report of the Federal Council, the federal departments and the Federal Chancellery*

The annual report gives an account to parliament of the activities of the Federal Council, setting out the main points of its activities over the past year and the achievement of its annual objectives. The difference between the objectives and other important activities are also presented and justified.

### *Evaluations*

Politically important activities are assessed specifically in terms of their impact using evaluations. Evaluations are planned in the annual objectives of the Federal Council. An overview is published in the annual report.

### *Indicators*

The objectives set out in the Legislature Programme are assigned indicators, which are used to gauge whether the objectives have been reached.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

For recent examples of how service users and citizens are involved in design, delivery and evaluation of public services, including the use of e-government, see “Bi-Annual Studies on User Uptake and Needs”, at [www.egovernment.ch/de/dokumentation/studien.php](http://www.egovernment.ch/de/dokumentation/studien.php).

In Switzerland, the legal framework allows people to participate in almost every aspect of governance. This can still be done using traditional channels, but electronic alternatives (e-initiatives, e-participation) are the subject of investigation for future projects. E-voting is already a priority project of the E-Government Switzerland Programme. Pilot projects are currently under way.

The main benefits are:

- for government: faster and more efficient processing of administrative issues;
- for citizens: availability, easier access to services for people with disabilities;
- for businesses: reducing administrative burdens, direct impact on productivity.

## **Promoting open and transparent government**

### ***Key initiatives***

In May 2006, the Federal Council introduced the Freedom of Information Act along with its implementing ordinance, which entered into force on 1 July 2006. The FOI Act is intended to foster transparency with regard to the tasks, organisation and activities of the administration. To this end it contributes to keeping the public informed by allowing all citizens to access official documents.

Citizens submit their applications to the authority that produced the document or to third parties not subject to the FOI Act that received it. They may inspect the requested document on site or ask for a copy. The processing of an application is subject to a fee although none is demanded where little effort is required on the part of the authority.

Access to official documents may be restricted or refused to protect overriding public or private interests. This may be the case, for example, if inspection of the official document would affect the forming of the will and opinion of an authority, or the domestic or foreign security of the country. The FOI Act provides for further exceptions if professional, commercial or manufacturing secrets could be revealed as a result.

If the relevant authority fails to provide access or full access to official documents, the applicant may submit an arbitration request to the Federal Data Protection and Information Commissioner. If arbitration does not lead to any agreement, the applicant may open complaint proceedings: the authority issues a ruling, which can then be appealed before a court.

The FOI Act applies to the federal administration, to the parliamentary services and to organisations that fulfil public tasks and are able to issue rulings (e.g. Swiss Federal Railways [SBB], SwissPost or Swiss Accident Insurance [SUVA]). The Swiss National Bank and the Swiss Federal Banking Commission are not covered by the law. The implementing ordinance contains details concerning access to official documents and the arbitration procedure, as well as fees.

### ***Safeguarding integrity***

A new article was introduced into the Federal Personnel Act (entry into force 1 January 2011) that contains a duty to notify offences prosecuted *ex officio* and that provides better protection of whistleblowers.

The Swiss government and the cantons recently launched the SIMAP website (Information System on Public Procurement, [www.simap.ch](http://www.simap.ch)), which provides structured listings of public tenders, thereby removing the need for them to be published in the *Swiss Official Gazette of Commerce* (SOGC).

## **Strategies for implementation**

### ***Mobilising citizens, businesses and civil society***

The involvement of a broad range of actors in the political decision-making process is deeply rooted in Switzerland, and is an important element of any democratic and pluralist society. For that reason Switzerland can also be considered a “citizens’ democracy” with real co-decision powers.

Swiss politics is known for the **large number of players** with access to broad-based institutional co-determination. The large number of players is in part due to the complex structure of the public sector:

- 26 cantons;
- some 2 700 communes;
- various linguistic, cultural and religious groups;
- lobbies/pressure groups from all sectors of the economy and society.

In addition, democratic rights are highly developed. This means that there are well-established co-operation mechanisms/mechanisms that permit the involvement of interested parties. Opportunities for exerting influence are therefore already there long before parliament gets involved in the process.

Players are divided into two groups: governmental and non-governmental. The following are the main examples of **governmental players**:

- the Federal Council (government) and the federal administration;
- the Federal Assembly (parliament);

- the courts of law;
- the cantons and communes, with their institutions and organisations.

The **non-governmental players** are made up of various interest groups, such as:

- political parties;
- lobbies/pressure groups;
- organisations;
- media.

The circumstances described have led in Switzerland to a political system that is described as a **concordance democracy**, which is characterised by **consensus-oriented procedures and processes**.

The actors must be well integrated into the political decision-making processes. The political process therefore requires a high need for consensus and it is essential to make each act acceptable to the majority. Swiss government thinking strives towards the permanent integration of all major forces of politics, business and society.

Non-governmental players can incorporate their requests into the political process in different ways. The most direct way is to launch a popular initiative, by means of which a request can be codified in the federal Constitution. There are, however, tough hurdles to overcome. For example, 100 000 signatures must be collected. Then the request must be submitted to a vote by the people (**mandatory constitutional referendum**). Popular initiatives, however, often contain radical demands that have not been agreed with the other players, which is why most of them fail.

There is, however, another way that is far more promising even for non-governmental players: they submit their requests to the governmental players by (for example) lobbying them. They can drum up popular support for the submission of a parliamentary procedural request.

Finally, the interest groups directly affected are included in the drafting of a bill (**preliminary draft phase**). In this way any specific interests can be taken into consideration right from the start. The organisations directly affected are often already represented in the panels of experts.<sup>1</sup>

The **consultation process** is highly institutionalised, and takes place during the preliminary legislative procedures. The federal proposals that are of major political, financial, economic, environmental, social or cultural importance are examined in this phase for their:

- factual accuracy;
- feasibility of implementation;
- acceptance by the public.

The proposal is circulated for this purpose to:

- the cantons;
- the political parties represented in the Federal Assembly;
- the associations representing the communes, and towns;

- business associations;
- other groups that might have a specific interest.

The consultation procedure is ordered by the Federal Council and carried out by the appropriate department. Even those who are not invited to the consultation procedure can express their opinion on a proposal. The responses of the people taking part in the consultation process are evaluated before the Federal Council establishes the key points of its proposal. If a bill is sent to parliament, the Federal Assembly will discuss it in light of this consultation procedure.

Even parliament itself can send a bill for consultation. In this case the process will be carried out either by the:

- appropriate department; or
- specific parliamentary committee concerned.

Less important proposals do not justify any consultation procedure. Here though, there is the possibility of holding a hearing. The authority responsible in this instance is not the Federal Council but a department or federal office. The list of addressees is smaller with this procedure and the procedural provisions are less strict.

The bill is revised to a greater or lesser extent depending on the results of the consultation. It is then submitted to parliament. It may be that no solution acceptable to the general public is evident from the consultation procedure. The proposal may then have to be completely redrafted. The aim of the consultation is to issue the best laws possible and to make them acceptable to the general public.

The above-mentioned mechanisms mean that political processes tend to take a long time in Switzerland. Quick changes are not really possible.

### ***Co-ordination across ministries***

In order to recognise future challenges, risks and opportunities facing Switzerland in good time, the Federal Chancellery has operated a Forward Planning Staff since 1993. In order to optimise its work, the Federal Council commissioned the Federal Chancellery to establish a new working mandate in 2009.

The core task of the Forward Planning Staff is to produce a situational and environmental analysis in accordance with Article 146 paragraph 3 of the Parliament Act as a basis for the upcoming new Legislature Programme presenting the most important challenges for federal government policy. The Forward Planning Staff is also charged with ensuring the constant exchange of information between the most important co-ordinating bodies at federal level, and that existing supra-departmental and sectoral strategic and planning work is duly incorporated. It should take a critical yet constructive look at new risks, but also identify opportunities and draw on the know-how of external experts.

## Note

1. The name is misleading as this panel does not exclusively consist of specialists on the subject. It also has people representing interest groups, cantons and parties. (Morand, Ch.-A. [1987], “La formation et la mise en œuvre du droit”, *Pouvoir*, 43: 73-86).



## Turkey

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

With the economic and fiscal policies it applied, Turkey has fared rather well in relation to other countries during the financial crisis. This is clearly seen in the indicators relating to growth, employment, budgetary deficit and debt stock. The 2010 budget has been announced as the budget to exit the crisis, and this has been proved by the economic growth now being experienced. The main target of the 2011 budget is to ensure sustainable growth and to further recover financial balances.

#### *Medium-Term Programme (MTP) and Medium-Term Financial Plan (MTFP)*

The Public Financial Management and Control Law requires the annual preparation of a Medium-Term Programme, with a three-year perspective. The MTP, which covers 2011-13, has been approved by the Council of Ministers while the MTFP, prepared by the Ministry of Finance and covering 2011-13, was approved by the Higher Planning Council on 8 October 2010 and published in the *Official Gazette* on 10 October 2010.

Turkey has taken its place among the very few countries that announced its exit strategy in terms of financial policy (with the MTP), and provided a medium-term framework for economic units. This situation has enabled Turkey to be one step ahead in the eyes of capital markets, which evaluate developed or developing economies in terms of the sustainability of their debts. Turkey has become one of the rare countries that increased its credit score during the crisis period.

The Medium-Term Programme:

- is a road map to increase predictability for the public and private sectors;
- provides a series of targets, policies and priorities that are consistent with each other in various fields;
- covers the basic development axis and main sectors in addition to macro policies;
- identifies the priorities for focus in a three-year period and the ways they can contribute to long-term targets;
- is a dynamic structure that will be renewed annually by considering the results of implementation and the changes in general conditions;
- has a three-year perspective.

The MTP and MTFP aim at allocating resources in line with identified main policy priorities, increasing the quality of public expenditures, and raising living standards. Efficient public financial management should be based on rational prioritisation of expenditures and the allocation of resources according to that prioritisation. Within this framework, the Medium-Term Financial Plan stipulates the preparation of a three-year budget by the public institutions after identifying their institutional priorities. In the period 2011-13, the main policies concerning budgetary expenditures will be as follows:

- the ratio of budgetary deficit and debt stock to national income will be decreased;
- priority will be given to expenditures stimulating growth and employment and to expenditures decreasing the regional development differences;
- priority will be given to expenditures relating to health and education as well as to social expenditures, all of which increase society's living standard;
- R&D works that support the efficiency and productive structure of the economy in the medium and long term and improve information and communication technologies will gain importance;
- priority will be given to investments necessary for EU membership.

### ***Key initiatives***

#### *Partnerships with the private sector*

Following the Law on Development Agencies, which was put into effect in February 2006, there are now 26 agencies established.

The main aims of the development agencies are to maximise their contributions to the national economy by activating the potential of the regions, to bring the underdeveloped regions to the country average by decreasing the development gaps among the regions, to balance the development gaps within the regions, and to increase the competitiveness of the developed regions at the global scale.

The basic duties of the development agencies are to prepare regional development strategies; to support regional competitiveness; to improve co-operation between the public, the private sector and NGOs; to contribute to the developing capacities of institutions in the region; to support entrepreneurship; to search for and introduce job and investment opportunities; to support rural development activities; to provide technical assistance to the planning works of the local governments; and to follow and co-ordinate the permission and licence procedures of the investors at one stop.

#### *Engaging citizens and the voluntary sector*

With the constitutional amendments made by the parliament in May and approved by a referendum on 12 September 2010, the Economic and Social Council – which brings together the public and private sectors and NGOs – has gained constitutional ground. With the amendment, the following sentences were entered into the Constitution: “the Economic and Social Council shall be established to provide the government with consultative opinions in the formulation of economic and social policies. The establishment and functioning of the Economic and Social Council shall be laid down in law.”

### *Better co-ordination with local governments*

There have been efforts to stimulate local development processes through new projects and attempts to increase the participation of the local governments in decision-making processes. The goal is to increase local incomes, which could in turn contribute to financing local expenditures.

A significant reform concerns shares allocated from the general budget to local governments, and the distribution of these shares. In addition, local governments have benefited from the resource transfer projects of the development agencies KÖYDES (Village Support Programme), BELDES (Municipality Support Programme) and SODES (Social Support Programme). Newly transferred resources are earmarked for the Southeast Anatolia Development Project GAP, which is of crucial importance for the South-eastern Anatolia Region.

### *Using e-government and cutting red tape*

#### Public Services Inventory (PSI) and Public Service Standards (PSS)

The idea of a Public Services Inventory (PSI) was elaborated for the first time in the document “Information Society Strategy and Annexed Action Plan”, which covers the activities and the projects that will be realised during the implementation period. Action Number 29 of the plan charges the Administrative Development Department of the Prime Minister’s Office with the task of establishing an inventory covering all services provided by central and local public institutions.

The Public Services Inventory is a table that includes:

- the name of the services provided by the public institutions;
- the legal base of the services;
- the places of application;
- the documents required to provide the services;
- the chain of signatures needed to complete the service;
- the correspondence between institutions and within the institution itself;
- the legal time limit and the average time limit needed by the institution to complete the service;
- the average amount of services provided within a year.

The PSI was designed as a database tool that would serve as a basis for future work. It is an instrument for determining:

- services and processes that should be revised;
- unnecessary bureaucratic operations that should be eliminated;
- the flow of work that should be simplified.

The inventory was first used in study called “Cutting Red Tape and Simplification of Administrative Procedures”. As a result of this study, 170 regulations have been revised and:

- in 72 services authority has been delegated to lower levels;
- 421 documents that are requested by authorities have been abolished;
- notarised documents are no longer required for 215 different services.

These figures are stated in the “2009 Progress Report” (Commission of the European Communities, 2009) under the heading “public administration”.

Inventory output was also used in the study “Public Service Standards” (PSS). With this study, a new system of service standards has been introduced. The system will ensure that public services are finalised on time. It has a self-monitoring mechanism that enables dissatisfied citizens to complain to the supervisor. Citizens will know:

- which documents and information are requested;
- how long it will take to complete the service;
- contact information of the supervisor to whom they can complain.

With this system, each public authority determines a certain time period for finalising the service and prepares a table (PSS) that includes the information above. This table shall made public by the units providing the service on boards that can be easily seen by citizens, on the corporate websites, and on the e-government web Portal.

The system, which is similar to citizen charter programmes in Europe, aims to increase the quality of public services and ensure that the service is concluded in the time period determined. The system is especially important for licence and authorisation applications; it will ensure that those documents are received on time.

In order to provide a legal basis for these studies, the Regulation on Procedures and Principles Governing Public Service Delivery was put into force on 31 July 2009.

Some important provisions of this regulation are that:

- the authority shall issue the updated inventory of the public services delivered by it on its corporate website and on the e-government Portal;
- the authorities shall establish their service standards and these shall be announced by the units delivering service on the boards that can be easily seen by the citizens, on the corporate websites and on the e-government Portal;
- in principle, during the transactions the statement of the citizen shall be considered true;
- the procedures shall be completed at the nearest locality to the citizen;
- information obligations and documents demanded by public bodies shall be revised; forms must be simplified; the same information shall not be required repeatedly; public institutions shall share information instead of getting it from citizens or businesses;
- public services shall be provided electronically if at all possible;
- databases shall be shared if at all possible;

- public authorities shall inform the applicants of their financial obligations;
- the applications shall be concluded within the time determined by service standards;
- public authorities shall not ask for the documents (such as birth certificates or residence cards) that can be easily obtained online.

The authorities shall make all necessary administrative, technical and legal arrangements specified in this regulation within six months after the regulation is published. After the adaptation process, the savings resulting from only six of the many types of documents and activities affected – birth certificates, residence cards, criminal records, health reports, notarised documents, copies of diplomas, ID cards, etc. – amount to:

- TRY 1 013 045 000 (about USD 675 million);
- 733 tons of paper;
- 10 968 years' time.

This regulation helps create an administration in which regulatory complexity and uncertainty have been removed; unnecessary burdens created by bureaucracy and paperwork have been eliminated. Thus, it provides an effective, efficient, accountable, transparent and citizen-oriented administrative system.

The long-term goal of the Public Service Inventory is to ascertain the flow of work of Turkish public administration as a whole – a kind of mapping of workflows. These could then be analysed and simplified to remove administrative burdens.

### E-government

Particularly during periods when measures to close budgetary deficits are taken, ensuring cost- and time-effectiveness is taken into account in the delivery of public services. In Turkey, although e-government services are not solely for closing or preventing deficits, they serve this need indirectly since they increase effectiveness in public service delivery. Moreover, the principle of following the needs and demands of users is deemed as the most important condition for e-government services, from design to delivery.

Examples of the primary applications in Turkey related to reducing red tape are as follows:

- e-declaration: employers can carry out transactions relating to the declarations and premium payments of their employees online; the employees can question whether their premiums have been paid. This application is being utilised by businesses at a rate of over 90%.
- Tax Offices Automation Project (VEDOP) – taxpayers can declare 99% of their taxes and make their payments electronically. The tax payment unit cost has been reduced from USD 2 to USD 0.35.
- e-customs Project – all customs transactions can be carried out electronically. Some 6.3 million export and import declarations were made electronically in 2009.

- Social Aid Information System (SOYBIS) – this system has been set up to ensure online inter-institutional information exchange in order to meet/find out the needs and personal data of citizens who apply for aid through central databases, and prevent fraudulent duplication. Using this system, 22 different inquiries under 8 titles can be made in seconds.
- Electronic Public Procurement Platform (EKAP) – this platform, which will result in significant savings and justice in public procurement, was put into practice in September 2010.
- Online Environmental Permissions Project – enterprises can apply online for various environmental permissions required during their functioning, starting from their establishment stage, at a one-stop shop. The processes of making these applications, submitting them to the competent authorities, and evaluation and approval by these authorities can be completed electronically. Printed documents and files are no longer required; nor are the handwritten signature and seal procedures in practice at the application, evaluation or approval stages. Instead, electronic signatures are being used. Thus, significant progress has been made in reducing bureaucracy and red tape.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

In accordance with Public Financial Management and Control Law No. 5018, approved in 2003, administrations falling within the scope of general budget, public administrations with a private budget and social security organisations all prepare institutional “strategic plans” covering a five-year period, and their medium- and long-term objectives, basic principles and policies, aims and priorities, performance criteria, and methods to achieve these objectives and resource allocations.

The administrations also prepare annual “performance programmes”, which include the activities and projects to be carried out in order to achieve their aims and objectives in the strategic plans, and the resource needs and performance aims and indicators. The budget of the administration is issued in line with this programme. And it is possible with the “activity reports” prepared at the end of the year to monitor the performance of the administration.

The following are the aims of performance-based budgeting:

- obtaining and using public resources efficiently, economically and effectively;
- implementing and placing concepts such as financial transparency and accountability at the heart of public administrations;
- introducing a new performance-oriented concept to all public institutions.

The strategic plan-performance programme-activity report triad is the primary component of the public management system for public service delivery in Turkey.

Another issue that can be offered as an example relating to the performance management initiative is the work on establishing and developing “management information systems” (MIS) in the administrations in order to measure efficiency, effectiveness and economy in public service delivery.

### ***Integrating performance information into strategic and political decision making***

The activity reports prepared annually by the public administrations and submitted to public opinion, parliament, the Ministry of Finance and Court of Accounts contain important information about the administration's performance and have an important impact on the political decision-making process. The activity reports are information resources concerning the components that shape the future strategies, policies and decisions of the administration.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

One of the main goals of the e-Transformation Turkey Project, initiated in 2003, is to improve mechanisms that would ensure the participation of citizens in decision-making processes in the public sector through information and communication technologies. To this end, the e-Transformation Turkey Executive Board, Transformation Leaders Board and Advisory Board have been established, and all of these boards have engaged representatives from NGOs to follow the needs and demands of the citizens in public service delivery.

According to the Regulation on Principles and Procedures Governing Public Service Delivery, dated 31 July 2009, administrations are required to set their service standards in such a way that services delivered to citizens can be evaluated, in order to ensure high quality. The administrations are obliged to observe all sorts of administrative, technical and legal requirements specified in the regulation as of 31 January 2010. The regulation specifies principles governing service delivery for citizens at the nearest locality and electronically, informing the citizens, establishing service standards, taking due account of disabled people, and requesting information and documents from the applicants.

The E-Government Portal, which was designed to provide integrated public services needed by citizens and the business world at a one-stop-shop – continuously, safely, and 24/7 – was initiated in December 2008. Citizens can submit the problems they face concerning the feedback mechanism and their suggestions about the services delivered, on the E-Government Portal through a survey available on the website. Moreover, citizens can utilise the Call 150 Center as a communication channel to convey their requests, complaints and satisfaction about the E-Government Portal.

The 8th e-Tr awards are being organised by NGOs; best practices are awarded by evaluating e-government projects. These awards aim at setting the best practices before the public as an example, introducing innovative initiatives that could receive wider practice. These awards indeed serve as motivation for public institutions to evaluate public services.

In addition, practices have begun to be implemented that reduce the burdens on citizens and companies in most public services, such as tax and social security premium payments, customs transactions, justice services and school registration. Not only does the quality of public service delivery increase, but the costs of service delivery decrease, and an appropriate environment for transparency and accountability at public institutions is created.

The Turkish Statistics Agency (TUIK) collects information on citizen satisfaction with e-government services through various surveys. The satisfaction level is recorded for utilisation during decision-making processes, and the evaluations of citizens are considered in designing and delivering public services. According to TUIK surveys in 2009, citizens' satisfaction in the field of e-government services was 95%.

## Promoting open and transparent government

### *Key initiatives*

#### *Making information available*

The Department of Public Relations of the Prime Ministry is responsible for the following duties:

- assessing the impacts of government works through public opinion;
- assessing all sorts of written notices, complaints, proposals and requests sent by citizens to the Prime Ministry and carrying out the necessary procedures to respond to them;
- providing administrative consultancy to citizens about public duties and ensuring co-ordination on these issues among the institutions and ministries affiliated with the Prime Ministry.

In fulfilling the above-mentioned duties, the Department of Public Relations bases its actions on two main criteria for service delivery. The first is the government policy based on “further strengthening the ties between the government and society and responding to the requests and expectations of the people”. The second is the Urgent Action Plan, which states that citizen-oriented approaches should be adopted in public service delivery.

The Department of Public Relations has accelerated its structuring and established “Call 150” lines in addition to letters, faxes and phones. Furthermore, this department established a “Prime Ministry Communication Centre” (BIMER), which provides the opportunity to make, register and file all sorts of applications electronically using modern communication tools and systems.

The BIMER system, which was established to ensure communication between the citizens and the government and to provide services more effectively, quickly, efficiently and cost-effectively, has been in operation since 2006.

Applications concerning the Law on Access to Information, Law on Exercising the Right to Petition, Law on Ethical Board of Public Officials and laws on human rights can be made to BIMER. The Laws on the Right to Petition and Access to Information are among the important rights to which citizens are entitled in terms of ensuring:

- transparency, by way of receiving replies to the questions;
- supervision, by way of filing a complaint;
- democratic participation, by way of requests and proposals.

The primary objective of the BIMER system, which is one of the best examples of e-government practices in the country, is to speed up and boost the efficiency of public communication, ranging from the Prime Ministry to the local level and front-line units.



BIMER established a huge electronic communications network with 32 000 users (the operating authorities). Since the BIMER system was set up:

- from February 2006 to September 2010, around 1 403 693 applications were filed;
- the transaction time, which was around 30 days, was reduced to 1 day;
- from February 2006 to the present, almost TRY 1 000 000 have been saved.

Moreover, BIMER was selected for the “Best Practices List” in the category “E-Government Empowering Citizens” at the 4<sup>th</sup> European E-Government Awards Consortium organised by the European Commission.

### *Fostering integrity and transparency*

The Ethics Board of Public Officials has been involved in multi-dimensional practices in order to improve transparency and ensure that ethical principles prevail for the public. The board particularly applies preventive measures. Within this framework, projects financed by the EU are conducted in co-operation with the European Council; awareness-increasing activities and training sessions are also being organised.

In the first 10 months of 2010, 6 486 public officials – many from organisations in the provinces – were trained in ethics. In 2009 this number was 5 015, mostly from the central administrations. The board has also been implementing programmes to cultivate trainers in ethics. Accordingly, in 2010 the number of certified trainers reached 188.

This training in ethics is provided to other public officials in line with strategies prepared by the ethical commissions of the institutions. For example, the General Directorate of Land Registry has provided applied training on ethics for 5 000 persons out of its 17 000 staff; most of those receiving the training are in the at-risk group.

The trainings are based on an interactive dilemma-type model through which the trainer-as-facilitator stimulates participants to speak and think, rather than a rule-based model.

With the decision of the Council of Ministers dated 1 March 2010, the ethics course was added to the training subjects relating to the promotion of public officials. This change has increased the demand for ethics training, and paved the way for public officials seeking a promotion to specialise in these subjects.

### **Project on Ethics for the Prevention of Corruption in Turkey**

The Ethics Board of Public Officials and the European Council have jointly carried out this project, with a budget of EUR 1.5 million financed by the EU within the IPA (Instrument of Pre-Accession Assistance) projects in 2007-09.

Through this project:

1. an ethics training module has been prepared;
2. 12 Ethical Leadership Seminars in Ankara and 20 Ethical Leadership Seminars in the regions were organised;
3. 110 ethics trainers among the staff working at central and local governments have received certification;

4. certain materials such as awareness-increasing booklets, posters, etc. have been prepared;
5. ethical guidelines have been prepared for use in the training to familiarise public officials with ethical dilemmas and conflicts of interest;
6. academic research has been conducted in ten different sectors where public expenditures and corruption claims have increased, and solutions have been offered following these findings.

The research subjects are as follows:

- conflict of interest;
- law enforcement services and ethics;
- land registry services and ethics;
- public works and ethics at the local governments;
- ethical culture and society;
- public procurement and ethics;
- black economy and ethics;
- professional organisations in the nature of public institution and ethics;
- customs services and ethics;
- health services and ethics.

The results of this research have been shared with the public as well.

### Project on Consolidating Ethics in the Public Sector

The Ethics Board of Public Officials has prepared another project, a follow-up of the one mentioned above. The Project on Consolidating Ethics in the Public Sector, which will be financed by the EU and carried out jointly with the European Council, has a budget of EUR 1.5 million. This project was expected to be initiated in January 2011. Within its framework, the following are planned:

- continuing and increasing the training activities on ethics at the central and local level;
- establishing and institutionalising an Ethical Platform that would engage the private sector and NGOs in order to spread ethical values throughout society;
- preparing and implementing concrete action plans with the aim of reducing corruption and improving ethical values in the relevant institutions, integrating the academic research results addressed in the previous project;
- contributing to the improvement of ethical awareness through visual materials and activities such as conferences, panels, seminars, etc.

### Project on the Need Assessment for the Public Ethics Commissions

Currently, the Project on the Need Assessment for Public Ethics Commissions is being carried out by the board within the framework of the Support Activities to Strengthen the European Integration Process (SEI). The objectives of this project, which

has a budget of EUR 130 000 and was planned to be completed in December 2010, are as follows:

- discovering the institutional obstacles that public ethics commissions face;
- analysing the gaps in ethics legislation and problems during implementation processes relevant to the tasks of ethics commissions;
- analysing what public officials expect from ethics commissions;
- re-evaluating the tasks given or expected to be assigned to ethics commissions;
- building a base for future legislation.

#### Project on Fostering Co-operation among NGOs and Public and Private Sectors for Ethics

The board has submitted a project to the EU Commission, to be launched in 2012, that ensures co-operation among NGOs and the public and private sectors in improving ethical culture. The project has been approved. Preparation procedures for the project, which has a budget of EUR 1.5 million, are in progress.

#### Regulation on the Professional Ethical Code of Conduct to be respected by supervisors

This regulation has been issued in order to identify the Professional Ethical Code of Conduct to be respected by supervisors working at the public institutions and agencies. It came into force after being published in the *Official Gazette* No. 27699, dated 14 September 2010. In order to implement this regulation effectively, a meeting was planned for November 2010 in which all heads of supervising departments were expected to participate.

#### Strategy on Increasing Transparency and Strengthening the Fight against Corruption (2010-14)

In accordance with the action plan prepared within the framework of strategy published in the *Official Gazette* No. 27501 dated 22 February 2010, a guidance task has been assigned to the Ethics Board of Public Officials in order to “identify professional ethical principles, and ensure that the public officials comply with these principles and prevent the conflict of interests”.

To this end, the three main professional groups (education, health and law enforcement) that have the highest public official employment rate have been identified, and working groups including the relevant segments have been formed. The working groups had prepared their reports as of September and submitted them to the Executive Committee. It is planned that in 2011, the works on identifying professional ethical principles under the leadership of the board and turning them into legal norms will be carried out.

#### Awareness-increasing activities

To increase ethical awareness, the board attaches great importance to organising activities such as seminars, panels and conferences. Recent activities are:

- Symposium on Local Governments and Ethics (17 May 2010);

- Symposium on Co-operation between Public-Private Sectors in Fostering Ethical Culture (25 May 2010);
- the Private Sector and Ethics Arena.

### Ethical Guidelines

The Ethical Guidelines that were prepared for use in the trainings within the project carried out in 2007-09 – and which are intended to guide public officials in the subjects “ethical dilemmas and conflicts of interest” – were updated in October 2010. Ten thousand copies have been re-published and are provided for the use of public officials.

### Training materials

The materials prepared within the framework of the project carried out in 2007-09 are available on the board’s website.

### Bulletins

The board publishes e-bulletins quarterly to cite developments in an ethical field and share the best international practices.

### The challenges faced

Recently, some challenges arose in meeting increased demands for ethical training. There is a capacity problem due to lack of staff of the board, and difficulty in cultivating ethics trainers in a short time.

## ***Safeguarding integrity***

### *Transparency in public procurement*

Turkey’s new public procurement system has been transformed into a more transparent, accountable and competitive structure in order to provide more effective and efficient public services for citizens, respond to evolving and changing conditions, and harmonise with international and EU practices.

The aims of Public Procurement Law No. 4734 are transparency, competitiveness, equal treatment, credibility, confidentiality, public supervision, meeting needs in appropriate conditions and on time, and using resources efficiently. The principle of “transparency” means making tenders openly – not only before the bidders, but also before all available persons – and notifying the reasons in writing for unaccepted or excluded tenders upon request by the bidders.

The electronic public procurement platform, which was set up on 1 September 2010, is an information infrastructure that was established to support the principles and procedures for compliance of the procurement process with information and communication technologies. Created in accordance with the core principles in Law No. 4734, the platform enables procurement procedures to be completed with the lowest burden and at the lowest cost. And it has many additional aims: increasing effectiveness, efficiency and transparency in the bidding process; ensuring activation in mutual integration with the business world; electronically publishing calls for tender, including the tender results concerning goods and service procurement and construction

works; providing free access to calls for tender and to board decisions on conflicts; and making all tenders and other procurements electronically.

### Strategies for implementation

Turkey held a referendum on constitutional reform 12 September 2010. The reform was voted in by a wide margin (58% yes, 42% no) with a high level of participation (77.5%). It includes amendments regarding fundamental rights and freedoms, and thus aims to bring about a more liberal and rights-based approach to the relationship between the individual and the state. The package provides greater freedoms for individuals; more opportunities for women, children and minorities; and more democratic institutions. The package also takes crucial steps to improve protection of constitutional rights, such as the right to information and children's rights.

One amendment provides a constitutional basis for establishing an independent ombudsman. This ensures that the acts and actions of the government are subject to an independent review verifying good governance and conformity with the law on behalf of the parliament.

The final amendment of the constitutional reform package guarantees the exercise, efficiency and participation of a new Economic and Social Council. Such a mechanism is useful in strengthening social dialogue channels and gathering the government and NGOs to discuss topics such as economic and social policies.

What the constitutional amendments would bring to the citizens has been explained clearly at each stage and through mass media. Information and communication technologies – in addition to face-to-face discussions, written and printed materials, and mass media such as television and radio – were utilised effectively during the referendum. Most of the NGOs, whichever way they voted, have also assumed important roles in shaping the opinion of the people. Thus, the new constitutional amendments have been approved with a high participation rate, which is rarely seen in most countries.

After the referendum, Turkey will become a more democratic and open society through the implementation of democratic reforms.

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## Ukraine

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The economic crisis has made many people wonder about the feasibility of reforms at such a juncture. On the one hand, the crisis is a unique opportunity to implement long overdue reforms as measures to save the country. On the other hand, the crisis increases by many times the risks peculiar to the major reforms: failure can bring a weak economy to disaster.

Arguments for the urgent implementation of reforms are based on the belief that transformation and improving the business climate and competitiveness of Ukrainian enterprises, is the only efficient measure to tackle the crisis. In fact, a budget deficit will tend to inspire measures that are not required to stimulate business – merely reforms.

Currently Ukraine faces a number of major challenges, which are listed below.

#### *Dependence on foreign markets*

Sixty per cent of Ukraine's GDP is linked to foreign trade. Ukraine belongs to those countries with a high export rate (60%) and an import quota of more than 50% of GDP and this figure is often on the rise. But despite the high rate of involvement in international trade, exported resources and a high import quota are proof of the country's ineffective specialisation on international markets. And Ukraine's dependence on external markets is much higher than many other countries.

#### *Weak fiscal management*

Ukraine only plans the budget one year at a time. Many European countries have already switched to medium-term budget planning, which provides a solid base for business and an opportunity to see the directions in which the state is headed.

#### *External debt*

At the end of the first half of 2010, gross foreign debt in Ukraine amounted to USD 104.5 billion, which is USD 1.2 billion (1.2%) more than at the beginning of the year. At the time this profile was written, it was 36% of GDP.

#### *Macroeconomic instability*

Macroeconomic instability here takes the form of inflation, high lending rates and inefficient use of budgetary resources. It is predicted that inflation at the beginning of 2011 will be at 11%.

## *Unemployment*

In the first half of 2010, unemployment in Ukraine (according to ILO methodology) was at 9%, which exceeded forecasts nearly by 1%. However, payment of wages at the beginning of the second half increased by 21.6%, to USD 1.8 billion.

Various international indexes rank Ukraine fairly low in terms of fighting corruption and degree of international competitiveness. But today the country faces a unique situation: it has the political will and unity of purpose, methods and even ideologies, to attain development at the highest level. Today the President has set a strategic challenge: in 10 years Ukraine has to figure among the 20 most developed countries of the world.

The Head of State took a decision to form the Committee for Economic Reforms. This is an advisory body under the President, established with the purpose of implementing system-wide economic reforms aimed at both tackling the crisis and the sustainable economic development of Ukraine as a precondition for growth in people's welfare. The committee sets the basis for elaboration of the Programme for Economic Reforms in 2010-14, titled "Prosperous Society, Competitive Economy, Effective State".

The programme covers a wide range of strategic reforms in five areas:

- Ensuring basic preconditions for economic growth through keeping the inflation rate low, stabilising public finances and developing a stable financial system.
- Maximum assistance to businesses by reducing the government's role in the economy, reducing administrative barriers for business, modernising the tax system and intensifying the international economic integration of Ukraine.
- Modernisation of infrastructure and basic sectors through the elimination of fixed structural problems in energy, coal, the oil and gas sectors, housing and communal services, development of transport infrastructure and the land market.
- Maintenance and development of human and social resources by increasing efficiency and social stability, and improving the quality and accessibility of education and health services.
- Improving governance efficiency through public administration and civil service reform.

The competitiveness of Ukraine, the sustainability of its development, and achieving an appropriate living level of citizens, along with other factors, all depend on the effective functioning of the public administration system and its institutional basis: public service.

## ***Key initiatives***

### *Administrative reform*

In December 2010 the President launched an administrative reform process, aimed at optimising the system of the executive government. The reform has reduced the number of ministries from 20 to 16, the number of agencies from 112 to 75, and set targets to reduce the number of civil servants. The reform has also introduced a clear division of policy making, policy implementation and control functions among different types of agencies, in order to avoid duplications and intrinsic conflict of interest. During 2011, the reform process shall be completed at the central level, as well as at the level of local executive authorities, and result in more manageable and effective government.

### *Public-private partnership*

In line with a Cabinet decision, each central executive body must establish a public board, which functions as an advisory body. The board provides an opportunity for private sector representatives to take part in the discussions of plans and reports on government policies within the central executive body, including issues of public service delivery.

### *Judicial reform*

On 7 July 2010, the Law of Ukraine No. 2453-VI, on the Judiciary and the Status of Judges passed through parliament.

### *Human resources development*

An important element in the revival of the country, both overall and within each region, is a state personnel policy. The issue of a development strategy for personnel policy arose for the first time in the history of Ukraine's independence; it is defined by the President of Ukraine as an urgent task.

### *Leadership*

The “Presidential Cadre Reserve” initiative was launched in order to identify and prepare future leaders capable of implementing reforms in the country. In November 2010 the Concept of Senior Civil Service Training and Development was adopted. Starting in 2008, the School for Senior Civil Service was established under the Main Department of the Civil Service of Ukraine to support training for senior civil servants through innovative practices in professional development.

### *Regional development, co-ordination with local government*

The Centres for Registration Permits Issuance in Economic Activity was created in order to simplify procedures for obtaining permits and so save time for businesses wishing to obtain permits, certificates, approvals, and findings required in setting up and conducting business. The centres are constantly monitored by civil society and business associations.

### *E-government*

One of the declared public administration reform priority areas is wide implementation of e-government technologies in the public sector. This includes a system of online public services delivery through a single point of access on the Internet, a data-processing system to support the human resource management of the civil service, and the transition of the public sector to a paper-free technology of electronic documents.

### *Policy initiatives to improve service delivery to specific groups*

In terms of reforming the state and its further democratisation, it is very important to pay greater attention to the relationship between people and the local governments. Local authorities implement public policy at the regional level and boost citizen confidence in the government, playing a major role in the democratisation of public life. They have real power as the agents behind increased provision of certain public services – nearly 70% of them are currently provided at the level of state administrations.



Today the provision of administrative services, including by local state administrations, suffers from a number of systemic problems caused by the following factors:

- a large number of declared services and thus large numbers of people applying for services (for example, in some areas up to 25% of the population can be eligible for different types of social services and benefits);
- a lack of qualified personnel to provide services;
- the limited availability and limited use of IT technology to simplify and streamline the service provision process;
- the sheer geographical inaccessibility of services (many people live far from the district centre).

Therefore, a number of projects on improving the public services provision at local level are taking place, including the one launched by the Main Civil Service Department. The purpose of this project is to considerably improve the quality and content of administrative services provided to citizens and businesses. It is being implemented as part of a new approach to defining content and form of administrative services, which implies the introduction of modern methods for their provision and widespread use of information technology. This project shall solve the shortage of two key resources – time and money – and thus increase the quality of services and reduce their cost.

The Register of Public and Administrative Services was established in 2009; it includes information about all public services and is free to access online. It was created with the aim of informing citizens about accessible public services, laws that regulate public service delivery, and public bodies that provide public services. In the future, the register will become a basis for public services delivered through the Internet.

Many central and local public bodies are set up for electronic reception on their websites; citizens can send in their requests from great distances.

## **Towards a more effective and performance-oriented public service**

### ***Integrating performance information into strategic and political decision making***

A quality management system is one of the key mechanisms to ensure more effective organisation of the activity of Ukraine's state bodies. The task of building such a system in the executive branch of Ukraine is to create conditions to ensure the proper quality of services delivered to different categories of consumers. The system of controlling quality in state bodies is in conformity with requirements of international standard ISO 9001:2009. This system is strictly regulated, close to the existing normative documentation of operations of executive bodies, and aimed at creating an effective system of internal processes.

In 2006 the Cabinet of Ministers of Ukraine adopted Decree No. 614 on Approval of the Programme of Introduction of Quality Management in the Executive Bodies. Pursuant to this decree, corresponding regulations were developed under a work plan. As a result, the quality management system was introduced in 9 executive agencies at the central level, 13 local state administrations and at least 15 municipalities.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

One of the important steps in the development of civil society was the government's initiative for efficient definition of strategy to improve co-operation between the executive authorities and civil society institutions.

The governmental decisions provided:

- compulsory consultations with the community on state social economy development and the interests of a wide section of the population;
- participation of citizens and civil society in the administration of state affairs, provision of civil control over the activity of state executive authorities, provision of transparency of indicated activity, assistance in development of civil society.

In 2008 under the initiative of Main Department of the Civil Service of Ukraine and supported by the government of Ukraine, the all-Ukrainian competition "Friendly Administration" was launched. Resolution No. 933 on conducting the all-Ukrainian competition "Friendly Administration" was adopted on 18 July 2007.

The aim of the competition is to benchmark best practices of executive authorities regarding interaction with the public, as well as to study, generalise and spread best practices on the provision of public (administrative) services. The main impact of the competition is the enhanced quality of public service provision to citizens, enterprises and organisations by the authorities that participated in the competition. Two types of questionnaires (on how services are provided in the opinion of the consumers of services and that of the bodies that deliver them) were developed by the special expert group for participants in the competition. The first one was for consumers (citizens, enterprises and organisations) who apply to the public authority, the second one for representatives of these authorities. Using the input from the questionnaires, the expert group chooses the winner, i.e. the most effective administration.

A single web portal of bodies of executive powers, [www.kmu.gov.ua](http://www.kmu.gov.ua), is a central part of the electronic information e-government system, designed for website integration and electronic informational systems, as well as resources of bodies of executive powers and delivering informational and other services online.

## **Promoting open and transparent government**

### ***Key initiatives***

The Law on the Main Principles of Information Society Development in Ukraine for 2007-15 set forth the priority of developing and implementing innovative and competitive informational and computer technology in all spheres of public life, particularly in Ukraine's economy and the activities of state and local government.

One of the major infrastructure projects is the development of the information and telecommunications environment of public administration.

Through the development of web resources, Ukraine state bodies seek to expand the list of services provided through the Internet and to improve their quality; to raise society's awareness about this activity; and to engage the citizenry in the process of policy making and policy implementation in the civil service sphere.

### ***Impact on trust in government***

On many websites of state bodies of Ukraine – for example, the Main Department of the Civil Service of Ukraine ([www.guds.gov.ua](http://www.guds.gov.ua)) – the government introduced an interactive feedback system, with a view to having great masses of the population participate in determining and making policy in different directions involving the development of civil society and democracy in Ukraine.

The “Subsystem Public Discussion in Automatic System of Normative Legal Documents Diagnostic” is software designed to facilitate and partly automate the process of developing normative legal documents. The programme makes it possible to involve great masses of the population in the discussion and assessment of drafts of normative legal documents.

### ***Reaffirming core public sector values***

A public discussion of the draft Law on the Fundamentals of State Regional Policy is in progress. Its adoption is the precondition for creating a legal basis for implementing a qualitatively new regional policy.

The law will determine the fundamentals of a legal regulation concerning organisational, social, humanitarian, environmental and other foundations of state regional policy. The aim is to create a fully fledged, vital environment for people throughout Ukraine, regardless of their place of residence – providing effective use of natural, economic, human and other resources of the regions; territorial integrity; and stable development of the state and its parts.

Particularly, the draft law determines such major goals of state regional policy as:

- the creation of conditions for balanced development of the regions;
- the effective use of regional potential, taking into consideration geographical, natural, environmental, demographical and other peculiarities, as well as ethnic and cultural traditions;
- increased regional competitiveness.

Implementation of the statements of this draft law enables the:

- provision of better quality public services;
- creation of an institutional and legal basis for co-operation between public and private sectors;
- provision of financial, informational, personnel and organisational support for innovative enterprises and clusters development.

Among the institutional instruments for realising state regional policy are the National and Regional Co-ordination Councils of regional development. These councils were created so that due account could be taken of the regional aspects of public authorities’ activities, the harmonisation of interests of interested parties in the process of development, and implementation of state regional policy.

Realisation of regional policy greatly increases the role and responsibility of local administrations, local self-governments and local communities for development. This will furnish the focus for administrative reform. The main task of administrative reform is to

build an effective model of governance at national and regional level, through optimisation of the executive bodies system and development of the civil service.

In particular, issues on territorial-administrative reform in Ukraine were discussed during the expert work meeting “Prospects for Reforming the Administrative-Territorial Structure of Ukraine”, which was held on 15 July 2010 by the Council of Europe Programme “Strengthen Local Democracy and Support for Local Government Reforms in Ukraine”. Different ways to further work on the legal preparation and implementation of administrative-territorial reform in Ukraine were discussed, and innovative tools for improving municipal management were presented.

### *Safeguarding integrity*

#### *Lobbying*

Any lobbying is ill-viewed and in fact often identified with manifestations of corruption. This approach does not seem entirely correct. A major function of elected officials is to represent voters (in particular certain social, political and regional groups) so that they should truly represent society’s interests. Therefore, the promotion and co-ordination of certain group interests at the government level could be said to be anything but negative; it is the essence of the democratic political system – if it happens transparently and in line with legislation.

Currently Ukraine is seeing certain lobbying practices of various socio-economic and political interests. However, the regulatory framework is virtually absent, which leads to corruption. Lobbying does not exist in legal terms, allegedly. However, in practice lobbying does exist and needs a legal mechanism. The draft Law on Lobbying in Ukraine should be the first step.

Other initiatives in this area include the draft Law on Conflict of Interest in the Civil Service and Service in Local Self-Government Bodies and the draft Law on Integrity of Public Officials.

The draft Law on Conflict of Interest in the Civil Service and Service in Local Self-Government Bodies seeks to introduce the term “conflict of interest” in legislation; to consolidate general rules for preventing and managing conflict of interest in the activity of civil servants and officials in local self-government bodies; and to set forth the principles of liability for violations against those rules.

The draft law lays down norms and standards that establish the following: relevant criteria and behavioural standards that encourage integrity; effective procedures of exposing threats for the integrity of public officials (in particular, a clear description of circumstances that can lead to a conflict of interest); adequate internal and external accountability mechanisms (in particular, those ensuring public control and the implementation of policy for conflict of interest management at the institutional level); mechanisms for managing conflict situations; and relevant sanctions for violations against the rules to ensure the personal responsibility of officials.

In 2009-10, the Main Department of the Civil Service of Ukraine provided an information campaign aimed at raising awareness of the implementation of the new anti-corruption legislation. The campaign’s target audience included heads of the Main Department of the Civil Service of Ukraine territorial administrations, representatives from press services of central executive government bodies, other civil servants, and officials in local self-government. The campaign’s goal was to achieve the highest

possible level of awareness of the new anti-corruption legislation and willingness to implement it on central and local levels.

According to the Action Plan on Implementation of the Concept of Counteracting Corruption in Ukraine “On the Way to Integrity” for the period to 2010 (Resolution of the Cabinet of Ministers of Ukraine # 657-p of 15 August 2007), the section entitled “Preventing Corrupt Practices” was created on the websites of all executive government bodies.

That section contains information on the level of adherence to requirements of the Law of Ukraine on the Fight Against Corruption by executive authorities; on other legal acts pertaining to the civil service and prevention of corruption; on the review of proposals and appeals arriving at the Cabinet of Ministers of Ukraine through the Internet and “hotlines”; on the Action Plan on Implementation of the Concept of Counteracting Corruption in Ukraine “On the Way to Integrity” for the period to 2010; on legal acts on counteracting corruption; on hyperlinks to the section “Preventing Corrupt Practices” of the Main Department of the Civil Service of Ukraine, etc.

Furthermore, this section may have additional subsections on the websites of some executive authorities. In particular, on the official website of the Ministry of Economic Development and Trade of Ukraine, this section has the two following subsections: “Normative, Legal and Methodological Database on the Issues of Preventing Corruption” and “Action Plans on Preventing and Counteracting Corruption and Information on their Fulfilment”.

The section on the website of the State Court Administration of Ukraine contains an internal order to intensify efforts to prevent corruption practices in the state administration bodies, the list of civil servants’ positions in a central apparatus with higher corruption risks, and other information materials.

The website of the State Tax Service of Ukraine contains nearly 50 news items about the results of anti-corruption struggles in the State Tax Office and related authorities. Since 11 February 2009, the website has hosted a forum entitled “Methods of Citizens’ Civilized Pressure on Authorities with the Purpose of Protecting Taxpayer Rights during the Financial Crisis”.

From 30 October 2010 in Ukraine, the Law on Public-Private Partnerships, entered into force. Such partnerships make it possible to engage additional resources and technologies that optimise risks and prevent corruption, etc.

The law provides for the conclusion of long-term (5 to 50 years) agreements between local authorities and particular economic players to create concessions linked to infrastructure development, granting long-term leases for municipal propriety. The authority takes risks partly through granting public guaranties to implement those projects. The building sector is of current importance as well.

In addition, to develop public and private partnerships in Ukraine, on 31 August 2010 an inter-agency working group was established with the status of a permanent consultative advisory body under the Ministry of Economic Development and Trade of Ukraine. Its main task is complex research; generalisation of the results of state and private partnership activities; co-ordination of activities concerning the development of state and private partnerships in Ukraine; development of institutional, legal and scientific-methodological support in this sphere; as well as support of implementation of state and public partnerships and distribution of acquired experience.

The Ukrainian Centre for Support to the Private-Public Partnership was established in 2010. The mission of this institution is to support the implementation of infrastructure projects of national and regional importance, using the mechanisms of public-private partnership and scientific-methodological and organisational assistance to the central executive bodies, local government bodies and entrepreneurial subjects in this field.

The Centre for Support to the Private-Public Partnership has a special training programme for the public bodies of Ukraine called “Public-Private Partnership and Efficiency of Public Administration”. The training programme is aimed at supporting the introduction and application of the principles and tools of public-private partnerships in the activities of the central and local public bodies of Ukraine.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

An essential element of civil society’s development is citizens’ participation in the process of policy making and the establishment of a democratic state. Ukraine pays special attention to openness and transparency in these processes and to the active involvement of citizens in the formulation and implementation of public policy in the public sphere. In recent years, public consultation in its various forms has become a regular practice.

The common practice for the state bodies in Ukraine is to establish an advisory body. For example, the Enhanced Board of the Main Department of the Civil Service of Ukraine is a permanent consultative and advisory body established to provide effective decision-making processes in the spirit of collegiality and open discussion, with the purpose of finding co-ordinated solutions to issues within the Main Department of the Civil Service of Ukraine competence, related to all spheres of the institution’s activities.

In addition, each body of power has communication units to ensure co-operation with structures of the private sector.

On 9 April 2010 the Advisory Board of Regions under the President of Ukraine was created. Its main tasks, *inter alia*, are to ensure interaction between central and local authorities on state regional policy, improvement of the system of local authorities, administrative-territorial reform, overcoming inter-regional disparities, and provision of balanced socio-economic development. According to the practice of the Advisory Board of Regions’ work, influential politicians, scientists, and representatives of civil society organisations are welcome to take part in its meetings.

To ensure smooth co-ordination between public authorities and the private sector, the government created an electronic interactive information-analytical system, “Civil Society and Authority”, which contains information on all actions, meetings and draft legislative acts for open discussion.

A good number of open and transparent meetings provide a good basis for effective discussions with civil society involved as well as state bodies of power representatives. One of the most important events here is Richelieu’s Academic Reading – an open discussion platform on the burning problems of the reform agenda. In 2010 this meeting was dedicated to the discussion of public authorities’ modernisation, civil service and manpower policy.

The increased number of news items is a result of the growing amount of communication events with the participation of international experts, government representatives, influential politicians, public figures, and mass media representatives.

Among the main topics of interest for mass media in Ukraine are: debates on the political neutrality of the civil service; on the separation of administrative and political positions; public discussion of the draft Law of Ukraine on Integrity of Public Officials; activities of the Council of the Heads of Human Resources Units; hotlines of the Cabinet of Ministers of Ukraine “Society Against Corruption”; organisation of civil servants’ professional development in the form of conducting the annual all-Ukrainian competition “The Best Civil Servant” and expanding the institution building instrument TAIEX to the regional level; debates on the draft Law of Ukraine on Civil Service, and the adoption of new anti-corruption legislation.

### ***Fostering innovation and change in the public sector***

The key strategy for the cultural change is the new legislation on the public sector, which includes the world’s best practices on civil service issues. The draft Law of Ukraine on Civil Service (new edition), which is currently being discussed, includes the following main provisions:

1. Separation of the areas where principles and norms of public and private law are applied for the regulation of relations in the civil service.

While at present the effective legislation in fact only supplements the Labour Code with regard to peculiarities in the regulation of civil servants’ labour relations, the new law will become fundamental for civil servants, and only the issues untouched by this law will be regulated by the Labour Code.

2. Separation of political and administrative positions through the introduction of a state secretary position in ministries with the simultaneous granting of political status to a deputy minister position.

Undoubtedly, the issue of separating administrative and political positions is that “stumbling block” which has impeded the passage of the draft law for the last five years. Indeed, there is no consensus about the appropriateness of classifying a deputy minister position as a political position. However, if the aim is to adapt to EU standards, Ukraine should take into account existing European practice. Also, it is well known that deputy minister positions in Ukraine are *de facto* political. Therefore, the proposed norm has been dictated by reality and world practice, and basically it only calls things by their right names.

3. Clear definition of the sphere of the civil service and the establishment of specific functional criteria for ascribing certain positions to civil service positions.

Probably, this norm has “ripened” long before and is obvious for everyone, since an end should finally be put to the unjustifiable enlargement of the civil service.

4. Open and transparent competition for all positions in the civil service.

Currently, competitive selection of candidates to the positions belonging to categories I-II is not prescribed by the law. The draft law envisages the mandatory organisation of a competition for positions belonging to categories III-VII and the possibility of holding competitions for the positions belonging to categories I II at the discretion of the subject of appointment.

5. Requirements regarding loyalty and political neutrality of civil servants.

Within the bounds of his/her authorities, a civil servant must objectively and impartially execute the orders and commissions of his/her supervisors, irrespectively of their party affiliation or his/her own views. At the same time, a public servant does not have a right to demonstrate his/her own political views or take part in election campaigning (except in cases where s/he is registered as a candidate to elective post, but in this case s/he shall take unpaid leave). Article 3 of the Law of Ukraine on Principles of Internal and External Policy identifies the modernisation of the civil service system on the principles of professional neutrality as one of its priorities.

6. Preservation of the existing system of civil service positions and ranks.

This provision is important to ensure the system's stability upon the enactment of the new law – so that no one would feel “demoted” or “insulted”.

7. Introduction of the improved performance evaluation system.

Civil servants' performance will be assessed on the basis of a civil servant's individual annual work plan according to the indicators defined in it. It is important that the performance of civil servants within all categories be subject to such an assessment.

Civil servants will be awarded incentives (bonuses) only once a year upon the results of his/her performance evaluation, which will provide an opportunity to protect a civil servant from supervisor's partiality.

8. Legal definition of the civil service salary structure and its relative minimum level.

In accordance with international practice, the draft law defines that the amount of the civil servant's monthly basic pay, together with rank bonuses and longevity bonuses, shall constitute no less than 80% of a civil servant's monthly salary, with minimum basic pay no less than double the national minimum salary, defined in the Law on Salary and in the Law on Budget for the current year. In the opinion of the bill's authors (and not only in their view), investment in the human component of the state machine should figure among the state's priority investments. However, in view of the pace of economic development, this norm should be introduced step by step during a five-year period.

9. Introduction of new mechanisms to prevent corruption.

It is planned to use a generally recognised practice of successful countries – a mandatory declaration of not only incomes, but also expenditures. (If “generally recognised”, the practice is still sufficiently “tough” for those officials whose fortune is obviously not based on official wages.) Also, for the civil servants belonging to categories I-II, the draft law prescribes a binding disclosure of declarations.

10. Creation of the disciplinary liability system.

The draft law sets forth the exhaustive list of grounds for imposing disciplinary sanctions and the procedure for imposing fines for disciplinary offences. In addition, civil servants' financial liability is also envisaged.



### *Co-ordination across ministries*

Twinning, TAIEX, SIGMA and CIB are effective mechanisms for the approximation of Ukrainian public administration to the standards of the European Union. Twinning, TAIEX and SIGMA played an important role in the accession of Central and Eastern European countries to the EU, and in the improvement of the quality of public administration in those countries.

Co-operation between Ukrainian and EU member country civil servants promotes not only development in the sphere where a project is implemented, but also changes in the awareness of Ukrainian civil servants and their attitudes towards civil service, which are sometimes defined by the conventional post-Soviet administration rather than by the advanced achievements of the world community.

Ukraine has become a leader among countries covered by the European Neighbourhood Policy (ENPI) in a number of Twinning projects and in a number of TAIEX events.

In particular, according to European Commission's "TAIEX Activity Report 2009", 31 TAIEX activities took place in Ukraine during 2009, including 1 093 participating civil servants which is the 1<sup>st</sup> place among other ENPI countries.

As of early 2010 there were 44 projects in the Twinning Work Plan in Ukraine in the spheres of accreditation, sanitary and phytosanitary, gas and energy regulation, justice, civil service, transport, investments, statistics, monetary policy, financial control, environmental protection and housing infrastructure, judicial reform, communications, internal affairs, social policy, education, telecommunications, civil aviation, external audit, standards and norms, space technologies. Eight of them were in the implementation phase, 11 projects were finished, and other projects were in different stages of the project cycle. The Twinning projects in the spheres of finance, internal market, transport and energy proved to be the most demanded in Ukraine, while 15% of projects, including projects in the spheres of transport, civil service and space, cannot be ascribed to any general sector.

Yearly, the Twinning Programme Administration Office in Ukraine organises institution-building conferences. Such annual conferences have become a good tradition and regarded as a forum for exchanging experiences and discussing actual issues concerning the development and implementation of Twinning, TAIEX, SIGMA and CIB institution-building instruments.

The European Union will support reforms of public administration and public service by providing sector budget support programme. This support is an issue of current importance for Ukraine and should proceed in close correlations with national reform efforts.

For achieving better horizontal co-operation among ministries, the Main Department of the Civil Service of Ukraine has launched a Network of Policy Analysis Groups, the creation of which has already become good practice.

In 2009, the number of policy analysis groups increased. During the year ten new inter-governmental policy analysis groups on supporting the creation of a free trade area and three groups on civil service reform were established. Each group consists of around ten civil servants occupying category II-IV positions.

In 2010 the importance of such work was reflected in legislation (Resolution of the Cabinet of Ministers of Ukraine dated 2 March 2010 # 334-p Functioning of Policy Analysis Groups in Central Executive Government Bodies and the Order of the Main Department of the Civil Service of Ukraine dated 2 April 2010 # 91 on Approval of the Regulations on the Functioning of Policy Analysis Groups in Central Executive Government Bodies).

Since 2007 nearly 360 civil servants representing higher management levels of the administration of the President of Ukraine, the Secretariat of the Cabinet of Ministers of Ukraine, the National Bank of Ukraine, the ministries, and other central executive government bodies have gained knowledge in the field of policy analysis and democratic decision-making procedures.

## United Kingdom

### Delivering public services in times of fiscal consolidation

#### *Main implications of fiscal consolidation for service delivery*

The reductions in government spending over the medium term mean that it will not be possible or desirable to simply maintain current models of service delivery. Rather than “top-slicing” budgets, the government is taking a more strategic approach to the consolidation, looking first at removing funding from activities that the state does not need to perform while protecting areas of activity that are vital for the state to provide. However, in all public services there will need to be a focus on improved efficiency, so that the same or better outcomes can be secured with lower inputs.

The principles of freedom, fairness and responsibility will inform the government’s decisions in reducing spending. The government feels strongly that a “big state” should no longer “crowd out” social action and instead should look to society first to address a range of social and economic issues. In the United Kingdom this has been termed as the ‘Big Society’ agenda to contrast with a “Big State” approach. There will certainly remain areas where government will need to offer support, but in these instances the state should not micro-manage services from the centre nor deliver all services itself. Rather, the state will look to decentralise power down to the lowest appropriate level, and encourage a diverse range of providers and civic institutions to offer services, including the creation of employer-led co-operative organisations independent from government control. Services will be held accountable to users – through choice, voice, and enhanced local democratic control – rather than bureaucratic accountability to central government. This will be aided by improving transparency and the provision of government-held datasets, so users can judge performance, hold providers to account and make more informed decisions.

The government’s commitments to fairness and improving social mobility mean that it recognises that certain population groups need additional support. That is why there is a range of specific policy proposals to support these groups, set out below. The government will look closely at the effects of its decisions on different groups in society, especially the least well off, and on different regions. Coupled with the radical reforms the government has proposed for welfare, taxes and education, the Spending Review will make supporting those most in need a priority.

By looking to society, supporting the radical decentralisation of public services, developing and further liberalising public service markets, building capability in the private and voluntary sectors, and opening up information on service performance, the government’s reform agenda will help maintain service quality even as spending is reduced.

## *Key initiatives*

### *Partnerships with the private sector*

The use of partnering arrangements in public infrastructure projects has brought a new rigour to public sector procurement – and such improvements in efficiency will be essential in meeting infrastructure needs in light of future restricted budgets. When we consider the benefits PPPs have brought to public procurement, it is clear they have:

- brought long-termism into public sector thinking about investment decisions, focusing attention on the whole life cost of infrastructure, assets and services;
- forced a much greater understanding of the risks inherent in providing complex infrastructure and services, however ultimately delivered;
- led the way in moving towards output-based contracting, where the public sector commissions services focussing on outputs and outcomes, leaving the design of the service delivery to specialists in those fields;
- successfully transferred the risks of availability of assets and the long-term risk of service delivery to the private sector;
- contractually committed government to the long-term maintenance of assets, leading to an era of responsible asset stewardship with the intergenerational benefits that brings.

These benefits have not only been felt by those projects engaged in PPPs, but also are being systematically transferred to other, more conventional procurement methods, leading to a shift in the way the public sector purchases goods and services.

### *Engaging citizens and the voluntary sector*

The government has a broad agenda to open up public services to a more diverse range of suppliers and some of the initiatives are of relevance to private sector businesses also, such as small and medium enterprises. A sharp division between policies aimed at including more voluntary and community sector (VCS) organisations and for example more private businesses is not always possible.

Key initiatives include:

- Modernising commissioning: increasing the role of charities, social enterprises, mutuals and cooperatives in public service delivery.

This consultation, published in December 2010, asked for views on the voluntary sectors role in public service delivery. In particular:

- Which public services markets could be opened up to delivery by the voluntary sector?
- How could government make public service markets more accessible to the voluntary sector?
- How commissioning can use full social, environmental and economic value to inform their commissioning decisions?
- How voluntary organisations support greater citizen and community involvement in all stages of commissioning?

Responses will inform future policy on the role of the voluntary, community and social enterprise sector in public services.

- “Opening Public Services White Paper”: the “Opening Public Services White Paper” will set out the future of public services, including the valuable role that voluntary organisations can play.
- Mutualisation: government has committed to give public sector workers a new right to form employee-owned cooperatives/mutuals. Every department will put in place Rights to Provide for public sector workers to take over the running of services. A programme of employee-led mutual pathfinders links emerging mutuals with expert organisations, as well as leading figures in social enterprise and public service. A taskforce has also been set up to further enable the success of this policy.
- Transition Fund: the GBP 100 million Transition Fund was launched as part of the Spending Review 2010 to support civil society organisations make a transition to the new funding environment and help them prepare for future opportunities created by the Big Society. The fund closed on 21 January 2011. The Minister for the Cabinet Office and the Minister for Civil Society announced 18 early grant awards from the Transition Fund on 15 February 2011. Grants from the GBP 10 million funding allocation for this financial year will be paid out by the end of March 2011. Grants from the GBP 90 million funding for next financial year will start to be distributed in April 2011.

### *Better co-ordination with local governments*

The UK government is currently exploring the potential for more focused integrated local public services that can unlock the potential of communities and frontline workers to design and deliver a genuinely joined-up approach to multiple challenges.

Local integrated services (LIS) pilots should allow local budget holders from the public, private, voluntary or social enterprise sector to lead the design of cross-agency responses to really difficult problems. Ideas, resources, skills, assets and data can be brought together to do much better within a reduced budget.

### *Using e-government and cutting red tape*

As part of the Cabinet Office Efficiency and Reform Group, the Office of the Government Chief Information Officer focuses on the following areas:

- Project review – ICT projects above GBP 1 million are being reviewed to identify synergies and ensure they are necessary and offer value for money. A moratorium on all new ICT spending over GBP 1 million is in force. Where spending is deemed absolutely essential, requests for exception will be considered. This programme is also changing the way ICT projects are procured to stop unnecessary bureaucracy, encourage innovation, promote the use of open standards and open source software, and make it easier for smaller firms to engage in business with the government. The performance of all ICT projects over GBP 1 million will be published.

- Procurement – where central government buys standard goods and services – such as travel, ICT equipment and energy – it will look to negotiate single contracts so that it can get the best price for departments by buying in large volumes. There are now also strict limits on the use of consultants by departments.
- Management of major projects – the government is reviewing every significant large project to find ways to reduce costs or to stop wasteful projects altogether.
- Contract renegotiation – contracts with major cross-government suppliers are being renegotiated to find ways to reduce costs.

The government is also committed to greater online delivery of public services, to provide better, more efficient services and support public service transformation:

- The Digital Delivery Team is driving this work across government and supporting the newly appointed UK Digital Champion, Martha Lane Fox, in her work to help those who have never used the Internet to get online. The digitally excluded miss out on consumer savings, enhanced opportunities to communicate and engage in wider society, and timely access to information and education opportunities. They are also often the heaviest users of the current offline public services. Efforts are therefore under way to ensure that individuals understand the potential benefits of being online, and that online services are the first and best option for transacting and communicating with government.

### ***Policy initiatives to improve service delivery to specific groups***

The programme for government contains a range of commitments that will protect vulnerable groups in the face of spending reduction by improving targeting and use of resources where they are needed most. Examples include:

- Young children and families – the government will support the provision of free nursery care for pre-school children. The Sure Start Programme will be brought back to its original purpose of early intervention; resources will be focused on the neediest families.
- Low-income groups – the government will fund a significant “Pupil Premium” for disadvantaged pupils from outside the schools budget, through reductions in spending elsewhere.
- The elderly and those with social care needs – the government will help elderly people live at home longer through solutions such as home adaptations and community support programmes. In addition, personal budgets will be used increasingly to give people and their carers more control and purchasing power.

## **Towards a more effective and performance-oriented public service**

### ***Key initiatives***

#### ***Performance management***

As part of the Spending Review 2010, the UK government has developed a new approach to performance management to replace public service agreements and departmental strategic objectives. The new system replaces traditional bureaucratic accountability with a new system of democratic accountability (increased accountability

outwards to the public, rather than upwards to government, through increased local political accountability, increased competition and choice, etc.), and will be supported by the transparency agenda, where the transparent publication of data at all levels of government, in an open and usable format, will help better value for money in public spending.

This new framework helps to ensure departmental accountability for delivering more for less and includes the publication of departmental business plans showing the resources, structural reforms and efficiency measures that they will need to put in place to protect and improve the quality of key frontline services.

Each department's business plan contains further detail on:

- **Vision.** This sets out the Secretary of State's vision for the department over the Spending Review period (2011-15).
- **Coalition priorities.** This sets out the department's major structural reform priorities, their other major responsibilities, and some examples of activities the department will no longer be doing.
- **Structural Reform Plan.** These set out the actions departments will take, and by when, in order to deliver the structural reforms and the Coalition's Programme for Government. This will enable to public to see whether the government is doing what it has said it will do.
- **Departmental expenditure.** This sets out the department's Spending Review settlement. This section will be expanded in March 2011 to include a **bubble chart** setting out in detail how the settlement will be spent across departments' key programmes and activities.
- **Transparency.** This sets out departments' contribution to the government's transparency agenda, the input and impact indicators that will demonstrate the cost and impact of the government's policies and reforms, and other key data sets.

The plans will open the government up to greater scrutiny, and make it easier to hold it to account, through:

- monthly updates on the No. 10 website on whether the actions set out in departments' structural reform plans are being carried out;
- regular publication of data against departments' input and impact indicators, which will demonstrate the cost and impact of key public services.

### ***Integrating performance information into strategic and political decision making***

The transparent publication of data at all levels of government, and in an open and usable format, is at the heart of integrating performance into strategic and political decision making. This will enable government to provide democratic accountability, reduce the deficit, and provide better value for money in public spending.

As set out in the Spending Review framework document, the Treasury has enumerated nine key questions against which departments must prioritise their main programmes. A number of these questions ask how effectively the programme is performing and help ensure that these programmes are providing good value for taxpayers' money. For example:

- Is the activity essential to meet government priorities?
- Can the activity be targeted to those most in need?
- How can the activity be provided more effectively?

In addition, the government is currently strengthening the way departmental boards are run. They are now to be headed by the relevant Secretary of State, and will include between one and three other ministers, three or four senior officials, and three or four non-executives from the private sector. Boards will play a key role in both evaluating departmental performance and setting departments' strategies. The appointment of non-executive directors is a key step forward in helping get external business experts to raise standards and levels of professionalism across Whitehall.

### ***Involving citizens and service users in the design, delivery and evaluation of public services***

#### *Main examples*

- The introduction and expansion of personal budgets and self-directed support (initially in social care and now also in health), empowering citizens with choice and control over the services they receive. There has also been significant development in the advocacy and brokerage sector (primarily delivered by the VCS) in order to make these choices real.
- The piloting of participatory budgeting (primarily in youth services and community facilities) to involve citizens more in local purchasing decisions. VCS organisations have played a key role in facilitating citizen involvement (particularly that of young people and disadvantaged groups).
- The Department of Health's User-Led Organisations Project has pioneered and invested in the development of a disabled person-led organisation in every local area. The purpose of these organisations is to enable local disabled people to help shape and improve local services for disabled people.
- Many public service areas have developed groups and networks that aim to enable citizens to improve public services – e.g. Primary Care Trusts have had Local Involvement Networks (LiNKs); Local authorities have had Local Strategic Partnerships; and neighbourhood policing teams have local panels that help determine priorities and areas of focus.

### **Promoting open and transparent government**

The Coalition's Programme for Government, section 16, Government Transparency, sets out a number of specific commitments to progress the ambition is to make the United Kingdom the most transparent government in the world. The transparency agenda has two aims.



- stimulate economic growth:
  - by enabling businesses to develop innovative new products and applications;
  - by giving companies, social enterprises, and charities the opportunity to compete to offer public services.
- improve public services and support the Big Society:
  - by exposing government spending and structures – enabling the public to hold the government to account for its performance and encouraging departments to improve controls on public spending and further reduce their costs.
  - by giving citizens the information they need to make informed decisions about their public services and incentivising providers to improve service quality.

### *Public Sector Transparency Board*

The Prime Minister established the new Public Sector Transparency Board on 1 June 2010. It is based at the Cabinet Office and chaired by the Minister for the Cabinet Office. The other board members are:

- Sir Tim Berners-Lee, inventor of the World Wide Web;
- Professor Nigel Shadbolt of Southampton University, an expert on open data;
- Tom Steinberg, founder of MySociety;
- Dr Rufus Pollock of Cambridge University, an economist who helped found the Open Knowledge Foundation, a not-for-profit organisation which promotes open knowledge in all its forms;
- Andrew Stott.

The board was set up to drive forward the government's transparency agenda, making it a core part of all government business and ensure that all Whitehall departments meet the new tight deadlines set for releasing key public datasets. In addition, it is responsible for setting open data standards across the whole public sector, listening to what the public wants and then driving through the opening up of the most needed data sets. The board is itself transparent and publishes its minutes and papers.

### *Public Data Principles*

One of the first priorities for the board has been defining clear principles for the implementation of the government transparency commitments across the public sector. A draft has been published and the public has been asked to comment. The principles include a call for public data to be published using open standards in reusable, machine readable form under the same open licence allowing free reuse, including commercial reuse.

### *Right to Data*

The Cabinet Office is working amend the Freedom of Information Act 2000 to ensure that all datasets realised through FOI must be in a re-useable and machine readable format, available to everyone and able to be exploited for social and commercial purposes. It has been agreed that these legislative changes will be carried in the Rights and Freedoms Bill, which was intended for introduction in late January 2011.

In advance of introducing any necessary legislation to effect the right to datasets, public requests to departments for the release of government datasets should be handled in line with the principles underpinning those proposals: a **presumption in favour of transparency**, with all published data licensed for free reuse including commercial re-use. Since this is data which departments already have, or should have, this should not involve significant costs or new IT systems.

### *Open Government Licence*

The new UK Open Government Licence (OGL) launched in September 2010 is a simple and straightforward licence for people to re-use government data in any way they want. It enables inventive people to build innovative new applications and websites which help people in their everyday lives.

The OGL signals the government's commitment not only to publish the data but to allow everyone to use it freely, helping to create a new era of social entrepreneurs. The licence is machine readable, completely flexible and works in parallel with other internationally-recognised licensing models such as Creative Commons. The new UK licence does not require users to register or formally apply for permission to re-use data.

### *Data.gov.uk*

*Data.gov.uk* is the single point of access to local and national government data for free re-use currently with over 4 500 individual datasets. All of the data is in a format that can be reused by any individual or business to create innovative new software tools, such as applications about house prices, local amenities and services, or access to local hospitals.

Dimensions considered under “open and transparent government”:

- Enabling the public to hold politicians and public bodies to account:
  - Right to Data – as part of building the Coalition's new “Right to Data”, amendments are being made to the Freedom of Information Act which will ensure that government-held datasets can be requested and re-used by the public, and then published on a regular basis in a re-useable format.
  - Public Call for Data – the government's approach to transparency is both push and pull – it has already pushed out data on money and people to make sure it is automatically available, and is working on the pull aspect. As part of this, the Transparency Board has put out a “Public Call for Data”, which asks what the public's priorities are.
- Helping deliver better value for money in public spending, and helps government achieve its aim of cutting the record deficit.

- Bringing significant economic benefits by enabling businesses and non-profit organisations to build innovative applications and websites:
  - *Data.gov.uk* – aims to promote innovation through encouraging the use and re-use of government datasets. Datasets released to date include:
    - the names and salaries of central government staff earning over GBP 150 000;
    - infection rates for acute resistant diseases in NHS hospitals (updated weekly);
    - release of “COINS”, the central government accounting database;
    - the names and salaries (where over GBP 58 200) of all political special advisers;
    - all new central government contracts and tenders worth over GBP 10 000 on a single website: Contract Finder;
    - details of all central government spending transactions over GBP 25 000 – with some departments publishing all transactions over GBP 500;
    - information on all DFID (Department for International Development) international development projects over GBP 500;
    - primary and secondary school expenditure per pupil;
    - how pupils are progressing in English and maths at key stages;
    - costs, usages and impacts of main 43 government websites;
    - the names and salaries of outer central government staff earning over GBP 150 000;
    - energy and water consumption in some departments’ headquarters buildings;
    - central and local government procurement data, split into 130 categories;
    - new comprehensive legislation site, including API access and linked data;
    - some local government councils’ monthly expenditure over GBP 500;
    - details of exceptions to moratoria on: consultancy; marketing; recruitment; IT contracts.

### ***Reaffirming core public sector values***

The civil service clauses of the Constitutional Reform and Governance Act 2010 came into effect in November 2010. The act places the management of the civil service on a statutory footing. It requires the Minister for the Civil Service to publish a code of conduct for the civil service, and specifies the minimum requirements for the code of conduct, including the requirement for civil servants to carry out their duties with integrity, honesty, objectivity and impartiality. The act also requires the Minister for the Civil Service to publish a code of conduct for special advisers (political appointees), and specifies restrictions on their activities in relation to the civil service. The provisions of the act will be brought into force in the autumn 2011.

### *Safeguarding integrity*

The Ministerial Code published in May 2010 after the general election strengthened the rules for former ministers around the acceptance of appointments after leaving ministerial office, by setting a general prohibition on their lobbying government for two years after they have left ministerial office. The revised Code of Conduct for Special Advisers, published in June 2010 also strengthened arrangements in this area for special advisers (political appointees), by requiring that all applications from special advisers under the business appointment rules for any appointment they intend to take up within two years of their last day of paid service are scrutinised by the independent Advisory Committee on Business Appointments.

The Ministerial Code has also strengthened transparency around disclosures, as it now requires regular publication by departments of information concerning: gifts received and given by ministers (valued at more than GBP 140); all overseas travel by ministers, including costs; hospitality received by ministers (subject to *de minimis* limits); and ministers' meetings with external organisations. Departments already had established processes for recording these details, but there is now a greater level of transparency around such disclosures as information is required to be published on at least a quarterly basis.

The revised Code of Conduct for Special Advisers requires departments to publish information on a quarterly basis about gifts and hospitality received by their departmental special advisers.

Since April 2009, departments have been required to publish quarterly information about business costs incurred by their most senior civil servants, and details of hospitality received. The government is also committed to publishing quarterly information about permanent secretaries' meetings with external organisations.

On lobbying, the lobbying industry created a task force to set up the UK Public Affairs Council (UKPAC), in response to a recommendation by the Public Administration Select Committee (PASC) in its report on lobbying published in January 2009. The report said, "The ethics of the activities of lobbyists should be overseen and regulated by a rigorous and effective single body with robust input from outside the industry."

The UK Public Affairs Council was created by the three industry representative groups (the Association of Professional Political Consultants [APPC], the Public Relations Consultants' Association [PRCA], and the Chartered Institute of Public Relations [CIPR]'s Government Affairs Group [GAG]), and is currently trialling a voluntary register of lobbyists.

The Coalition government has stated its belief that the best way to increase transparency and openness in the activity of lobbyists is by introducing a statutory register, and will publish a consultation paper on the form and content of a statutory register shortly.

## Strategies for implementation

### *Mobilising citizens, businesses and civil society*

The government is directly engaging the public in devising its plans for reform as a crucial part of the ongoing Spending Review. This engagement includes private sector and civil service organisations, both of which are vital to bringing the government's plans for a renewed civil society and more diverse service provision to fruition. To date the government has set up 2 dedicated websites, one for the public and one for public sector workers, which have already seen more than 100 000 ideas from people keen to help find ways to make savings and transform the public sector. The government has also been hosting a wide range of seminars at the Treasury with a diverse array of stakeholders from across the public sphere to develop solutions. These sessions have included leaders from the private and voluntary sectors who have experience delivering public services and believe they can do more. Ministers will participate in regional events with the public over coming months. On specific areas of reform, such as in health, in-depth consultation is being carried out before proposals are finalised. Engagement with the public and civil society stakeholders is vital to inform the Spending Review, and will continue into the future.

### *General overview of the Big Society*

The actions below come in the context of a concerted effort by the Coalition government to forge a new relationship between citizens and the state, advocating social and personal responsibility over state control. Alongside widespread measures to reduce public spending are measures to decentralise both power and access to information, and to stimulate the capacity of communities to shape their own areas and take responsibility for solving local problems and running local resources. These are sometimes referred to under the banner of the “Big Society”, to emphasise an expansion of social action and complement a smaller state. The measures are wide-ranging and encompass for example steps to make local crime data more widely available in order to hold local government to account, and steps to enable communities to have more say in local planning decisions. The Cabinet Office is leading on a number of programmes specifically aimed at increasing community capacity, including:

- a National Citizenship Service, with the Department for Education, to enhance young people's sense of responsibility and leave a legacy of community action;
- support to community organisers and a programme of small grants to community organisations and neighbourhood groups in deprived areas, to find and up-skill the activists who can dramatically enhance communities' capacity to address local problems themselves.
- other actions to support a social norm of personal and social responsibility, such as a national day to celebrate community action, and making volunteering part of the appraisal process for civil servants.

Some of these activities will not directly relate to public services but are designed to enable a culture and habit of responsibility to thrive within communities, reducing dependence on the state.

### ***Fostering innovation and change in the public sector***

A big part of overcoming resistance to change is being straight with people and giving them time to engage before change occurs. The government has been very upfront about its priorities and the changes it believes have to occur in the public sector to deliver them. These changes will be difficult, but by being clear about why they need to take place people can be brought around to accepting their necessity. Engagement is also crucial. That is why the Prime Minister and other senior ministers have gone out of their way to directly address public sector workers and hear what they have to say about how best to implement reform.

Freeing up large parts of the public sector from top-down bureaucracy will be critical to driving innovation. Frontline professionals, citizens, and private and voluntary sector organisations need to have more freedom and flexibility to develop creative ideas for service delivery without central government getting in their way. People and professionals need more opportunities to get involved and run their services directly. The government is committed to radical decentralisation, replacing bureaucratic accountability with democratic accountability and involving the people and not just the government machine in decision-making. Innovation will flourish once the one-size-fits-all, top-down approach to government stops.

### ***Co-ordination across ministries***

The role of central government has to change from one of micro-managing the entire public sector to one of trust and strategic leadership. If central government can spend less time telling the wider public sector what to do and how to do it, it can dedicate more time to looking at the vital strategic and long-term questions the public sector will face. Innovation will happen by letting in a more diverse range of providers across service areas. It will happen when parents, teachers, doctors and citizens have a greater role in making decisions and running services. It will happen when local government has more flexibility and incentives over their funding and when they have more accountable and directly elected local leaders in vital service areas, such as policing. Resource flexibility is vital to allow innovation at the local level to flourish. Local governments need fewer constraints on what and how they can use the funding they raise and are provided with. They should not have to explain how they used funding to central government, but to their own local citizens. At the local level it is necessary to break down barriers to different public bodies pooling resources locally to address shared challenges, such as improving public health outcomes.

*Annex A*  
**Questionnaire**

**Session 1. Delivering public services in times of fiscal consolidation**

1. What are the main implications of fiscal consolidation for service delivery in your country?
2. Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:
  - partnerships with the private sector;
  - engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality;
  - better co-ordinating with local governments;
  - using e-government and cutting red tape.
3. Please describe any specific policy initiatives to improve service delivery to specific population groups.

**Session 2. Towards a more effective and performance-oriented public service**

4. Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).
5. How is information on performance integrated into strategic and political decision making?
6. Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

**Session 3. Promoting open and transparent government**

7. What are the political drivers that support open and transparent government? What are the dimensions considered in your country under “open and transparent government”:
  - making information available;
  - fostering open and inclusive policy making;
  - fostering integrity and transparency;
  - improving service delivery.
8. Have the related initiatives had any impact on building trust in government?
9. What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?
10. Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address:



- conflict of interest, post-public employment or the “revolving door” phenomenon?
- transparency on interactions between the public and private sectors, for example in public procurement?
- lobbying?

### **Final plenary session: Strategies for implementation**

11. How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with civil society organisations as partners in implementing reforms in the public sector?
12. What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?
13. In what ways can ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

## **ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT**

The OECD is a unique forum where governments work together to address the economic, social and environmental challenges of globalisation. The OECD is also at the forefront of efforts to understand and to help governments respond to new developments and concerns, such as corporate governance, the information economy and the challenges of an ageing population. The Organisation provides a setting where governments can compare policy experiences, seek answers to common problems, identify good practice and work to co-ordinate domestic and international policies.

The OECD member countries are: Australia, Austria, Belgium, Canada, Chile, the Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Iceland, Ireland, Israel, Italy, Japan, Korea, Luxembourg, Mexico, the Netherlands, New Zealand, Norway, Poland, Portugal, the Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey, the United Kingdom and the United States. The European Commission takes part in the work of the OECD.

OECD Publishing disseminates widely the results of the Organisation's statistics gathering and research on economic, social and environmental issues, as well as the conventions, guidelines and standards agreed by its members.

# The Call for Innovative and Open Government

## AN OVERVIEW OF COUNTRY INITIATIVES

This report presents an overview of country initiatives concerning efficient, effective public services and open and innovative government. It focuses on four core issues: delivery of public services in times of fiscal consolidation; a more effective and performance-oriented public service; promotion of open and transparent government; and strategies for implementation of a reform agenda. These issues were discussed at the OECD Public Governance Ministerial Meeting held in Venice, Italy, in November 2010, hosted by the Italian Ministry for Public Administration and Innovation.

The book also includes detailed profiles of countries' open and innovative government initiatives, covering Australia, Austria, Belgium, Brazil, Canada, Chile, Denmark, Estonia, Finland, France, Germany, Greece, Iceland, Ireland, Israel, Italy, Japan, Korea, Luxembourg, Mexico, Netherlands, New Zealand, Norway, Poland, Portugal, Russian Federation, Slovak Republic, Slovenia, Spain, Sweden, Switzerland, Turkey, Ukraine and the United Kingdom.

### Related reading

*Government at a Glance 2011* (Forthcoming )

*Government at a Glance 2009* (2009)

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Please cite this publication as:

OECD (2011), *The Call for Innovative and Open Government: An overview of country initiatives*, OECD Publishing.  
**<http://dx.doi.org/10.1787/10.1787/9789264107052-en>**

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