

Focus

Public Management Gazette Number Four

This newsletter is prepared by the Public Management Service (PUMA) with the guidance of the Public Management Committee of the OECD. It appears quarterly: March, June, September, December.

For a dynamic and well-equipped public service

PUMA Committee defines work to be undertaken in 1997

PUMA's work has two complementary objectives. The first is to help countries strengthen their capacity to govern by improving policy-making systems and the performance of public institutions. The second is to contribute to the OECD's goals for economic growth and competitiveness, fiscal consolidation, effective structural change and renewed confidence in government.

Participation in horizontal work
"Horizontal work of the OECD" is the kind of work that cuts across various

sectoral activities. One unit plays the lead role in a study while others contribute from their sectoral perspectives. PUMA is the co-ordinator of work on regulatory reform which will continue in 1997. PUMA is also involved in the work on structural adjustment, the global information society, ageing populations and the "jobs study".

PUMA's work for 1997 is structured around four interrelated areas. The chart below summarises the main building blocks of this work. ■

PUMA: staying on the fairway

The launching of the fourth issue of *Focus* is good news for us all; it confirms that the Public Management Service and its Committee are moving smoothly down the fairway.

The improvement of public service performance is a priority for Member country governments and citizens. PUMA surveys and conclusions are often useful for starting reform machinery and achieving modernisation targets.

The basis of PUMA work lies in the sharing of information among Member countries. Increasing the sharing and spreading of public management information is *Focus's* main task. But provoking readers' participation and enriching the debate, given the different levels of reform found in OECD countries, must also be an important aim of this newsletter.

Emilio Casals Peralta
Counsellor for International Affairs
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Using MTMs : any limits?

Recent trends in public sector reforms are dominated by privatisation and the introduction of market-type mechanisms (MTMs). In using MTMs in the public sector, we are not seeking profit, but the most effective services at least cost.

This practice can have a serious impact on society or lead to excesses that may endanger or change the social character of the modern state.

I think that this defines the limit up to which these methods can be used: that is, the point beyond which the social nature of the state will change. On this crucial matter, the information and experience PUMA provides are, once more, valuable guides to lead us safely along the difficult path of using these methods.

Vassilis Andronopoulos

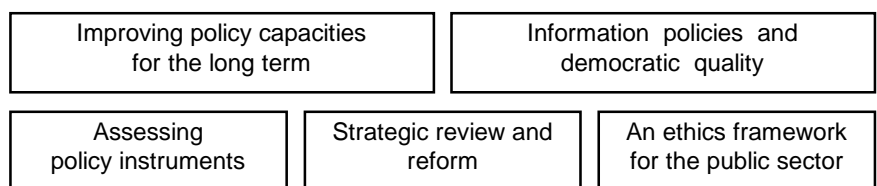
Director-General for Human Resources Management,

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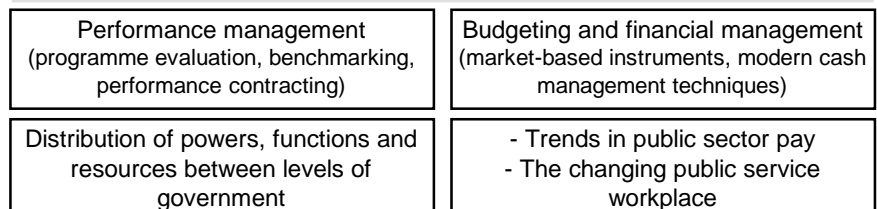
1. Reporting and assessing developments in public management

Surveying and analysing governments' initiatives; statistics; the Web site; Focus, etc.

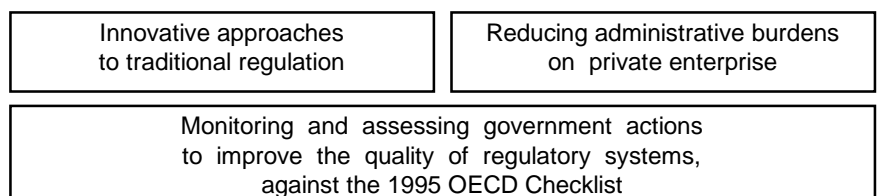
2. Effective governance and the role of the State



3. Performance and the management of resources



4. Regulatory management and reform



Modernising the German federal administration

A high-level meeting on the "Lean State" (Schlanker Staat) took place in Düsseldorf on 19-20 February. It was organised by the Lean State Advisory Council (LSAC) which presented its findings to 2,000 participants. Mr. Donald Johnston, the Secretary-General of the OECD, was invited to make the keynote speech. For this occasion, the LSAC Secretariat drew up a list of modernisation initiatives undertaken at the federal level. The list incorporates over 600 initiatives. Some examples are given below, to illustrate this rich experience. (For more information on the LSAC, please see previous issues of Focus.)

ated to guide, encourage and promote reform. They include the Lean State Advisory Council, the IT Co-ordination Unit and the Working Group on Efficient Administration (which deals with issues of quality management). The Independent Commission to Simplify Law and Administration, created in 1984, has also launched new initiatives.

Improving legislation

The use of impact analysis and a regulatory checklist is being expanded and improved. In collaboration with a *Land* government, the Federal Ministry of the Interior is running a pilot project on how to assess the implementation costs of laws.

Simplifying norms

Several laws on social issues have been consolidated in one law. Transportation and construction laws are being streamlined, as well as regulations on housing.

Simplifying procedures

In June 1996 a law was passed accelerating permit procedures. Other initiatives include procedures for conscription into the army, pharmacy permits, infrastructure planning procedures, matters related to air pollution control, registry of firms, etc.

Human resources management

A major goal is to reduce personnel to pre-reunification levels. An annual reduction rate of 1 to 1.5% has been fixed, resulting in the elimination of 17,000 positions since 1993. On the other hand, more attention is being given to personnel development and motivation, including team work, corporate approaches, internal consultation, job enrichment, delegation of responsibilities, teleworking, etc. ■

Reducing public functions

Some services are being cut back. The goal is to reduce public expenditure and bring the ratio to GDP down to 46 per cent (the pre-reunification level) by the end of the century. Areas affected by budget cuts include:

- tourism promotion centres (savings of several million DM per year);
- certain benefits for public servants, such as special leave following health problems;
- federal cultural institutions (reorganisation and privatisation).

reduction in the number of directorates and units.

- Ministries are transferring executive tasks to subordinate bodies and agencies. The aim is to create smaller policy-oriented ministries before moving them to Berlin.
- Regional offices are being merged or reorganised in order to increase efficiency.

Information technology

IT is being used as an efficiency tool, especially in the Federal Ministries of the Interior, Justice (databases on new regulations, legal terminology, etc.) and Finance (land registry, export promotion, border controls, internal flow of information, personnel matters, etc.). An effective computer linkage has been established between Berlin and Bonn; this initiative is playing an important role in the move of the federal administration. The Federal Ministry of Foreign Affairs has been linked up to its embassies and delegations.

Cost-effectiveness initiatives

Several government units are beginning to set up quality management systems. A joint federal-*Länder* initiative has been launched to introduce a standardized cost accounting system to be used throughout the federal administration and the *Länder*.

Institutional support measures

Many bodies have recently been cre-

Eliminating tasks

Tasks are being eliminated in various areas, such as the post and telecommunications and the transport administration. The most important initiative was made in statistics, where requirements have been simplified, leading to significant savings. Also, a number of tasks previously performed by the East German administration no longer exist.

Privatisation and outsourcing

The postal bank, airline company, airports, harbours, etc., have been partly privatised. Some internal services are also being studied to see whether private firms could provide them: building security, the distribution of internal mail, cleaning, printing, etc.

Reorganisation

- Systematic organisation studies are being carried out within federal ministries. These result in a

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On this page, you see a feature introduced in a previous issue of Focus: a panoramic view of what has happened and is happening in a specific country. The first one was the United States; this issue looks at Germany.

It was frequently thought that in Germany the federal government was not too active in public management reform, and that it was the *Länder* and municipal authorities that carried the torch of reform.

The examples on this page show that federal units have recently launched a variety of measures, with far-reaching implications. The units are accumulating a wealth of experience, and are actively pursuing reforms.

Words & Concepts

Public administration, public management and governance are terms that are often used without being precisely defined. In PUMA, we use them as follows:

- *Public administration* refers to the techniques by which government policies are carried out.
- *Public management* encompasses the broad range of techniques and strategies used to carry out the responsibilities assigned to governments, but goes beyond the structure of the public service.
- *Governance* is defined in terms of relationships, and thus includes more than the public administration and its instruments of governing. It covers the interaction among democratically elected bodies, the administration and citizens (both as individuals and as represented by organisations and business).

In the past it was difficult to express this concept in French. However, President Chirac coined it as "*gouvernance*" in a speech he made in December 1996.

● Collegiate reform

Reform at the federal level in **Switzerland** centres on strengthening the Federal Council, in particular its executive role and collegiate character. A first phase ("Governmental Reform 1993") aimed to free the Federal Council from technical tasks so it could concentrate on policy issues. Proposals were made to allow transfer of tasks among Council members without having to seek parliamentary approval, to give service mandates to administrative units, and to institute Secretaries of State to relieve the burden on Federal Councillors. But this last proposal caused the proposed Law on the Organisation of the Government and the Administration to be defeated in popular referendum in June 1996. Government reforms now concentrate on four areas: redistributing the portfolios of Council members; issuing the first service mandates; introducing New Public Management principles into each sector; and adapting the senior administration and control bodies to the restructuring and new working methods. A new draft law is due to be approved by Parliament in March 1997. In essence it reflects the initial reform, but without the Secretaries of State. The Federal Council is currently defining the administrative structure that will best serve its strategy, based on recommendations from an external adviser and proposals from the administrative services concerned. The analyses are already well advanced, and have reached the highly political stage.

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●Public sector meets private sector

A commission was created in 1993 in **France** to oversee the departure of civil servants who leave the public sector to take jobs in the private sector. Several laws regulate this kind of move. A 1984 law forbids civil servants to exercise certain private-sector activities that are incompatible with their previous post. A decree in 1991 and a law in 1993 deal with the prevention of corruption and the need for transparency in the economy and in public procedures. A 1994 law created three consultative commissions and stipulated that an opinion from them is obligatory. A 1995 decree defines the private activities forbidden to a former civil servant and sets out the compatibility control mechanisms. This was modified by a second decree in 1995 extending these mechanisms to some civil servants not covered by public law.

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Surfing the Internet

The Web site of the Hungarian Prime Minister's Office:

<http://www.meh.hu/>

Government of Ireland Web site:

<http://www.irlgov.ie/>

Government of New Zealand Web site:

<http://www.govt.nz/>

Government of Sweden Web site:

<http://www.sb.gov.se/>

Government of the United Kingdom Web site:

<http://www.open.gov.uk>

●Administrative Procedures Law

Transparency of government activities will increase the support and participation of citizens. This is the idea behind the draft Administrative Procedures Law now before the **Korean** National Assembly. The law obliges government agencies to inform individuals in advance of any administrative measure concerning them. There must be an informal hearing to allow citizens to express their opinions, and the final decision must be explained clearly and with all legal and factual details.

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<http://oecd.org/puma/>. This is the address of PUMA's Web site. It has over 200 pages. Some of these explain the work undertaken on public management, providing detailed information and texts.

Others describe publications, often including the table of contents and a summary. The site also gives linkages to other sites dealing with public management topics or managed by government units.

<http://oecd.org/puma/focus/>. This is the site of Focus On-Line, the electronic version of Focus. We are still working on this new site to develop it further and give it its final shape.

Ethics in public life has become an important issue. Countries employ tools and processes that either regulate against undesirable conduct or provide incentives to encourage good conduct. These measures taken together constitute what PUMA calls an “ethics infrastructure”.

Each function and element of the infrastructure is a separate but important building block, and they should be complementary and mutually reinforcing. The elements need to interact to become a coherent and effective infrastructure.

Functions and elements

An ethics infrastructure is made up of 8 elements serving 3 functions: control, guidance, and management.

Control function

Control can be achieved through the following elements:

- a legislative framework enabling independent investigation and prosecution;
- effective accountability and control mechanisms;
- public involvement and scrutiny.

Guidance function

Likewise, guidance can operate through three elements:

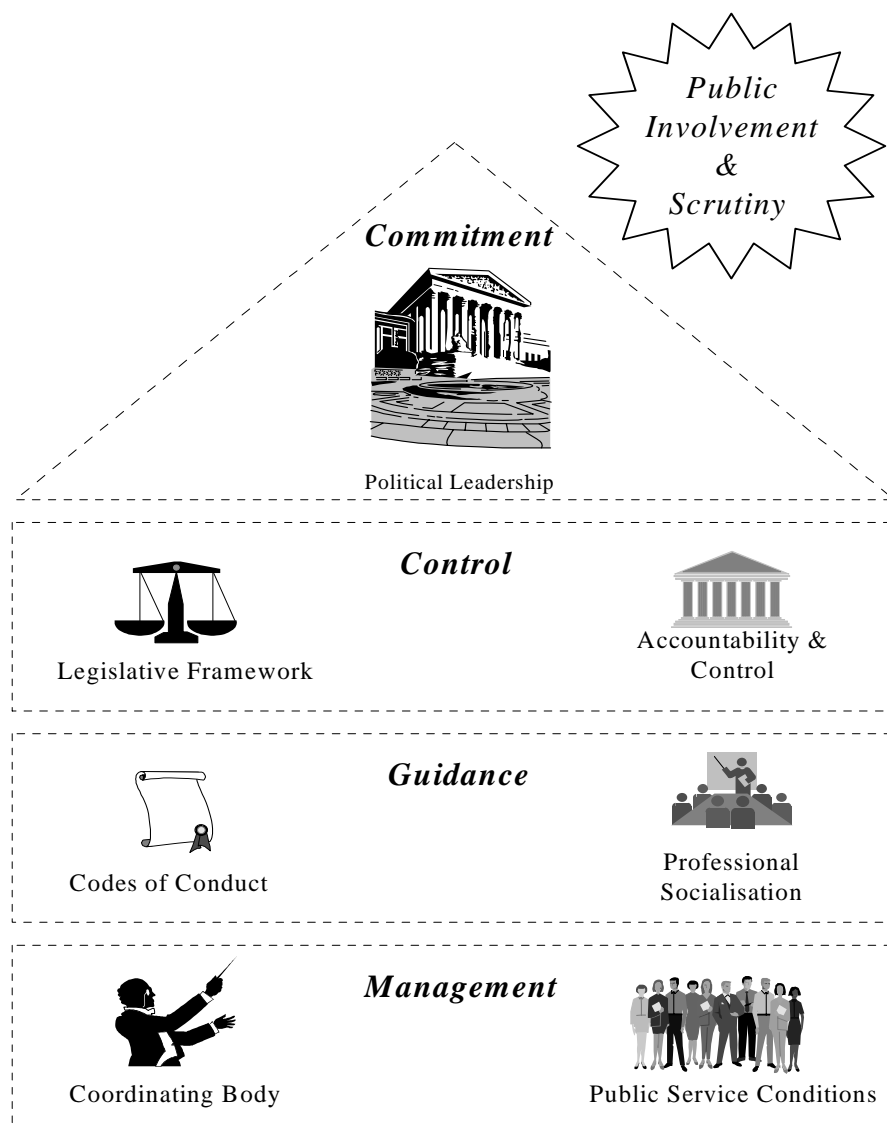
- a well-articulated commitment from political leadership;
- codes of conduct expressing values and standards;
- professional socialisation activities such as education and training.

Management function

Management can be realised through two remaining elements:

- co-ordination of the infrastruc-

ETHICS INFRASTRUCTURE



ture by an existing central management body, department or agency;

- sound public service conditions based on effective human resources policies.

The ideal mix and degree of these functions depend on the cultural and political-administrative milieu of each country. For example, the United States, with its tradition of checks and balances, places more importance on control, while the Netherlands, with its tradition of

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OECD countries are experiencing an apparent decline in confidence in government. Citizens seem to be losing trust in decision-makers, with corresponding negative implications for the legitimacy of government and its institutions.

With this situation in mind, the PUMA Committee launched a study on ethics and conducted an inquiry in nine countries: Australia, Finland, Mexico, the Netherlands, New Zealand, Norway, Portugal, the United Kingdom and the United States.

The outcome of the analysis is reported in a recent OECD publication: **Ethics in the Public Service**. The ethics infrastructure shown here is from this book. Country reports are available on our Web site: www.oecd.org/puma/gvrnance/ethics/index.htm.

●**Review of top pay**

In **Norway**, the general pay system for civil servants was reformed in 1991. Previously, all wages were the result of negotiations with the trade unions. In 1991, about 450 of the top civil servants were moved to a new individual contract-based pay system. Wages were categorised in four classes based on responsibilities and scope of tasks. In addition to basic pay in each class, bonuses were awarded according to responsibilities, individual market value and performance. This system was managed centrally, authorising the Minister of Government Administration at the time to monitor all contracts, including the approval of all proposals for individual bonuses. The system was reviewed in 1996 and the government decided to decentralise the decision-making procedure. Ministries now conclude contracts with their own managers and give individual bonuses to a greater extent. Also, in each pay category there are more alternatives for the ministries to use. The aim is to revitalise the system as a means of improving management in the government administration.

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Surfing the Internet

Australia:
 Department of Industrial Relations:
<http://www.nla.gov.au/dir/>
 Public Service and Merit Protection Commission:
<http://www.psmpc.gov.au/>

●**Family-friendly workplaces**

The **Australian** Department of Industrial Relations has been involved in a range of initiatives aimed at helping staff balance their work and family responsibilities, including more flexible working hours. Home-based work was introduced into the Australian Public Service in mid-February 1994. A joint management/union review in 1996 found widespread support for these arrangements to continue. Home-based work is seen as having advantages for both management and employees, including improved productivity, higher employee morale, enhanced job satisfaction, retention of skilled employees and higher quality of work. Findings have been published in *APS Home Based Work Interim Award: A Resource Document*.

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●**2+2=5**

The use of team-based work approaches and similar innovations can provide significant benefits to work processes, participative decision-making and the use of skills. These are the findings of a project undertaken by the **Australian** Management Advisory Board (MAB) on innovative ways of organising people. The project has produced a package of products including MAB/MIAC Report No.20, *2+2=5: Innovative Ways of Organising People*, and *Toolkit for Teams*. The latter product provides practical assistance to managers and their staff in deciding on and implementing the most appropriate form of work organisation to deliver the best results for clients. Further information on this project can be found on the PSMPC's Internet site (see box).

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●**Re-employing older officials**

The Government of **Japan** decided in 1994 to raise the minimum age for full pension rights from 60 to 65 and to carry out a further study of possibilities for re-employment of officials in their early sixties. In June 1996 an interim report of an examination committee made up of the related administrative bodies confirmed the maintenance of the retirement age at 60 and the adoption of a re-employment system for older employees.

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●**Re-engineering people management**

A project was undertaken by the **Australian** Management Advisory Board (MAB) and its Management Improvement Advisory Committee (MIAC) on achieving cost-effective personnel services. It demonstrates how the design and practice of people management can be fundamentally changed to achieve sustainable and justifiable improvements in efficiency and effectiveness. Agencies identified significant savings, particularly in the areas of recruitment and selection and pay and conditions. A key outcome, however, is the increased effectiveness that these changes will deliver. Ten agencies, employing about half of public service staff, participated in the second stage of the project. A report, *Re-engineering People Management*, was published on this second stage.

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Country-related information given in Focus comes from Fact Sheets submitted at PUMA Committee meetings. The Committee originally planned the flow of information in this way.

However, after the launch of Focus, government officials who wanted to share their experiences with colleagues from other countries began to send contributions directly to Focus. This is an important

indication of the role Focus can play. But, before we adopt such a change in policy, we will bring this matter to the attention of PUMA delegates, who prepare the Fact Sheets and act as the Board of Editors.

●Performance measurement

Austria is trying to systematise the use of performance indicators. Existing indicators are being studied to determine which ones could be used for a performance measurement system for the entire federal administration. A system of performance indicators should aid resource allocation decisions and provide basic information for benchmarking programmes. The use of performance indicators and the development of a performance measurement system are part of the administration's efforts to apply "controlling": a method of steering the public administration's performance towards indicators rather than detailed supervision. A *Handbook on Controlling* was issued in June 1996.

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●New annual reports

Denmark has launched a pilot system for annual reports as part of the general work on performance management. The focus now is on reporting and assessing results. It is expected that an annual report will contain between 20 and 30 pages and will have four main sections: appropriations, expenditure and sources of finance, results, cost components. The statement of results will include two elements: an analysis covering the last four financial years that gives a full picture of the activities of the agency, and an analysis of central aspects of the activities through specially selected performance measurements that express policy and/or management priorities.

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●Tighter top-down budgeting

Performance management reforms have been in effect in **Sweden** since the late 1980s. During the recession in the early 1990s and until recently the government focused on the fiscal situation and reducing the budget deficit. To achieve this, the budget process has been reformed through tighter top-down budgeting with a ceiling for public expenditure. One aspect of the reforms is an emphasis on setting objectives and measuring results. The responsibilities of Parliament, the government and agencies have been clarified through a new Budget Law and government ordinances. The government sets specific goals for each agency and decides which performance information it needs. It is then accountable to Parliament for the objectives and results achieved.

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●Buying better

In the **Mexican** federal public administration, the procurement and contracting of goods, services, leasing and public works are carried out through public bidding or restricted invitation. Millions of transactions take place, involving millions of dollars. Now an electronic system of government procurement, called Compranet, has been set up by the Ministry of the Controllershship and Administrative Development. The different stages of the federal government's procurement process will be automated through the linkage of purchasing units with suppliers or contractors via computers and electronic networks. A more transparent system will be a more efficient system.

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From the Bookshelf

The Danish Ministry of Finance has published a 37-page booklet entitled *Wages and Other Conditions of Employment in the Danish State*.

A booklet entitled *The Negotiation and Co-operation Structure within the Public Sector in Denmark* was jointly produced by unions and different levels of the Danish administration (12 pages).

●Spending your tax dollars

Before reinventing government reforms were launched in 1993 in the **United States**, the typical federal worker was not trusted to buy so much as a \$4 stapler for the office. Only trained procurement specialists were allowed to buy things, because only they could understand the rules. So a worker needed to present many forms, properly filled out and signed by several bosses up the line, and then wait an indefinite time for the stapler. Now the administration and Congress have taken action to streamline many procedures and keep costs down. One example is the elimination of paperwork by using special credit cards. Another technique for procurement of computers and other information technology is to buy a little, test a little, fix a little, and do it quick. By shopping around for competitive prices for services like package delivery and long-distance telephone calls, the administration saves the taxpayer money. By using products more commonly found on the market, and by using common sense in specifying what is needed, procurement costs are being kept down.

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In the last issue, we reported on some government publications. Here we continue with this feature. In addition to what you see in these pages, we would like to mention two booklets.

Restructuring the Public Sector in Iceland: Principles and Progress is a 12-page booklet published by the Ministry of Finance. It outlines the reform policy and its results.

The Rapport d'activité 1995-1996 is the first report published by the French State Reform Commission. It covers the modernisation initiatives recently undertaken in France.

● **Delegation not abrogation**

Until recently, management of personnel in the **United Kingdom** civil service was tightly controlled by the central departments. The introduction of "Next Steps" and the creation of executive agencies brought tensions between this centralised approach to personnel management and the freedom that agencies had to manage other aspects of their business. Now a key element of the UK government's programme of public sector reform is increased delegation of responsibility to departments and agencies for managing their own staff, a development underpinned by the 1994 White Paper on the civil service, "*Continuity and Change*".

Delegation of full responsibility for pay and grading systems and a wide range of other employment issues took effect in April 1996, and was accompanied by the 1996 revision of the Management Code for the entire civil service. The policy is "delegation not abrogation". The continuing role for the Office of Public Service is strategic: advising ministers, departments and agencies on employment issues with service-wide implications, and monitoring the use that departments and agencies make of their delegated powers.

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● **National committee**

The government of **Greece** has established a National Committee for Public Administration (NCPA) representing all the political parties. This is part of the government's long-term strategic policy to achieve a stable public administration unaffected by governmental changes.

The members are the Minister of the Interior, Public Administration and Decentralisation (who presides), parliamentarians nominated by each political party represented in the National Parliament or in the European Parliament, and the Chairman of the Parliamentary Committee of Public Administration. The NCPA gives opinions and makes proposals on general policy to support common positions and strategy in the area of public administration.

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● **"Single administration"**

Spain is a parliamentary monarchy with constituent regional governments (*Comunidades Autónomas*). Each of these Autonomous Communities (AC) has its own statute, akin to a regional constitution. But the Constitution of 1978 specifies the sharing of responsibilities and tasks between the State and the AC. In recent years there has been gradual movement towards decentralisation, due in part to effects of the general crisis of the welfare state and accession to the European Union on the Spanish public administration.

The ideas of a "single administration" and "subsidiarity" are taking hold. A new set of guidelines in the government's current political programme will aim for the "single administration", closer to the citizen, where each AC has an administration of its own (a "common law" administration) capable of managing the collective interest. All major public services, namely social services, education, and health care, will be provided by each AC. The role of local authorities will be reinforced and administrative structures and financing will be improved. An entirely new design in the territorial organisation of the general administration of the State will be established by the Law on the Organisation and Function of the General Administration of the State, currently before Parliament.

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From the Bookshelf

Independent study

In 1995, the State Services Commission and The Treasury of **New Zealand** commissioned Professor Allen Schick to carry out an independent study of the New Zealand state sector management framework. The final report, *The Spirit of Reform: Managing the New Zealand State Sector in a Time of Change*, was released in 1996. It is available from the State Services Commission at a cost of NZ\$35 (fax:+64-4-4725.979). The text can be viewed on the Internet at <http://www.govt.nz/ssc>.

Training

Training that is both targeted and cost-effective is integral to the delivery of the objectives of any organisation. The **United Kingdom** has published a White Paper on training and development: *Development and Training for Civil Servants: A Framework for Action*. The White Paper cites examples of existing good practice and puts emphasis on prioritising existing commitments and ensuring that all development and training activity is both relevant and cost-effective.

Page Break

This is the last Page Break of this issue. But, it may also be the very last Page Break, because we do not yet know if we will continue publishing Focus. For more on this topic, please see the Back Page.

If we continue, it is quite possible that we will make some changes both in the design and content of the newsletter. This depends on the evaluation to be conducted by the PUMA Committee.

This issue was again produced by the same team: Atila Alpöge, Marie Murphy, Andrea Uhrhammer and Deirdre Wolfender. To contact us, use the addresses shown on the Back Page.

In Canada, the review of government's role becomes the backbone of

At the October 1996 meeting of the PUMA Committee, **Ms. Nicole Jauvin**, (Assistant Secretary to the Cabinet, Machinery of Government) presented the recent Canadian experience with public management reform. This is a short summary of the presentation.

Like most countries, Canada has made efforts over the years to renew the public sector. One of these attempts, launched in 1989, was an ambitious initiative. It created expectations; but, as it did not look closely at the basic role of the federal government, it failed.

Fiscal pressure forces a new agenda

In 1993, fiscal pressure on government increased. The aggregate deficit (both at federal and provincial levels) had reached over 9% of GDP. In response to this problem, the government introduced a review of all government programmes.

A powerful tool: "Program Review"

Departments (ministries) were required to review each programme in the light of the following questions:

- Does it continue to serve the public interest?
- Is there a legitimate and necessary role for the government in this area?
- Is the current role of the federal government appropriate?
- Could it be provided by the private or voluntary sector?
- If it is maintained, how can its efficiency be improved?
- Will the resultant package be affordable given fiscal restraint?

Tangible results

Program Review produced concrete results. The aggregate deficit will fall to around 3% in 1997. Department budgets have been cut significantly -- some by as much as 50%.

Program Review has become a powerful driver of public management change: apart from cutting costs, it also led to a redefinition of the role of government, producing a set of benchmarks to assess government activity. This role consists of ensuring that

Canada speaks with one voice internationally, protecting and promoting Canadian economic and social union, managing the pooling of resources toward collective goals when efficiency gains dictate, and guarding citizens' rights in a democratic society.

Now, priority is given to issues of better service delivery and ways to strengthen policy capacity.

Alternative service delivery

Work is under way on modernising the way the federal government serves citizens. One of these ways is the creation of alternative service delivery agencies. They are given greater autonomy to provide more cost-effective and responsive service. The biggest challenge in this is integration: vertical (among different levels of government) and horizontal (among federal departments). An example of integration is the new Border and Revenue Service, where users will find a single window

dealing with all tax and border matters.

Portfolio management

Another important initiative seeks to strengthen policy coherence within each ministerial portfolio. This effort looks at how a group of organisations can best work together in support of their minister and the government. It includes encouraging regular exchange of information and views, sharing best managerial practices and ensuring the timely involvement of relevant units in policy development.

What is next on the agenda?

Now governments at the federal and provincial levels face two complex questions:

- How much less government is desirable to ensure a well-performing society?
- What priorities should be pursued as preparation for the next century?

The answer to these questions will form the basis of future change. ■

The last issue of *Focus*?

- *Why do you say that this may be the last issue of Focus?*

When the PUMA Committee launched this newsletter a year ago, it decided that the initiative should be an experimental one. The Committee would evaluate the experience after the first four issues with the following questions in mind. Does *Focus* serve a purpose? Is it cost-effective? Are the scope, coverage, substance and format satisfactory? After this evaluation, the Committee will decide in its meeting of 20-21 March 1997 whether or not to continue the newsletter's publication.

- *What were the initial guidelines set by the Committee that shaped Focus?*

The *Focus* team was given several directives. The newsletter would report, in a balanced way, the reform initiatives of countries as well as the work of the Committee. It would give weight to information dissemination, instead of analysis. It would use a simple "newspaper" look, rather than a highly designed "magazine" approach. It would use simple language and reader-friendly style. It should use the lowest level of resources. The Committee's message was clear: "Do not take this initiative for granted; we will reconsider it, because we want to be sure that it is cost-effective."

The Committee is thus "practising what it preaches". ■

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