

Strategic planning and reporting among French public establishments

OCDE - Bratislava

Claude ROCHET

Chargé de mission - Délégation Interministérielle à la Réforme de l'Etat

Professeur associé en économie industrielle - Université Paris Nord

c.rochet@dire.pm.gouv.fr

2001 survey results

- Our target: How public policies are implemented through EPs
- A questionnaire to EPs and parent administrations
- Extensive case studies on strategic EPs
- Conclusions to be integrated in a next reforming the state round

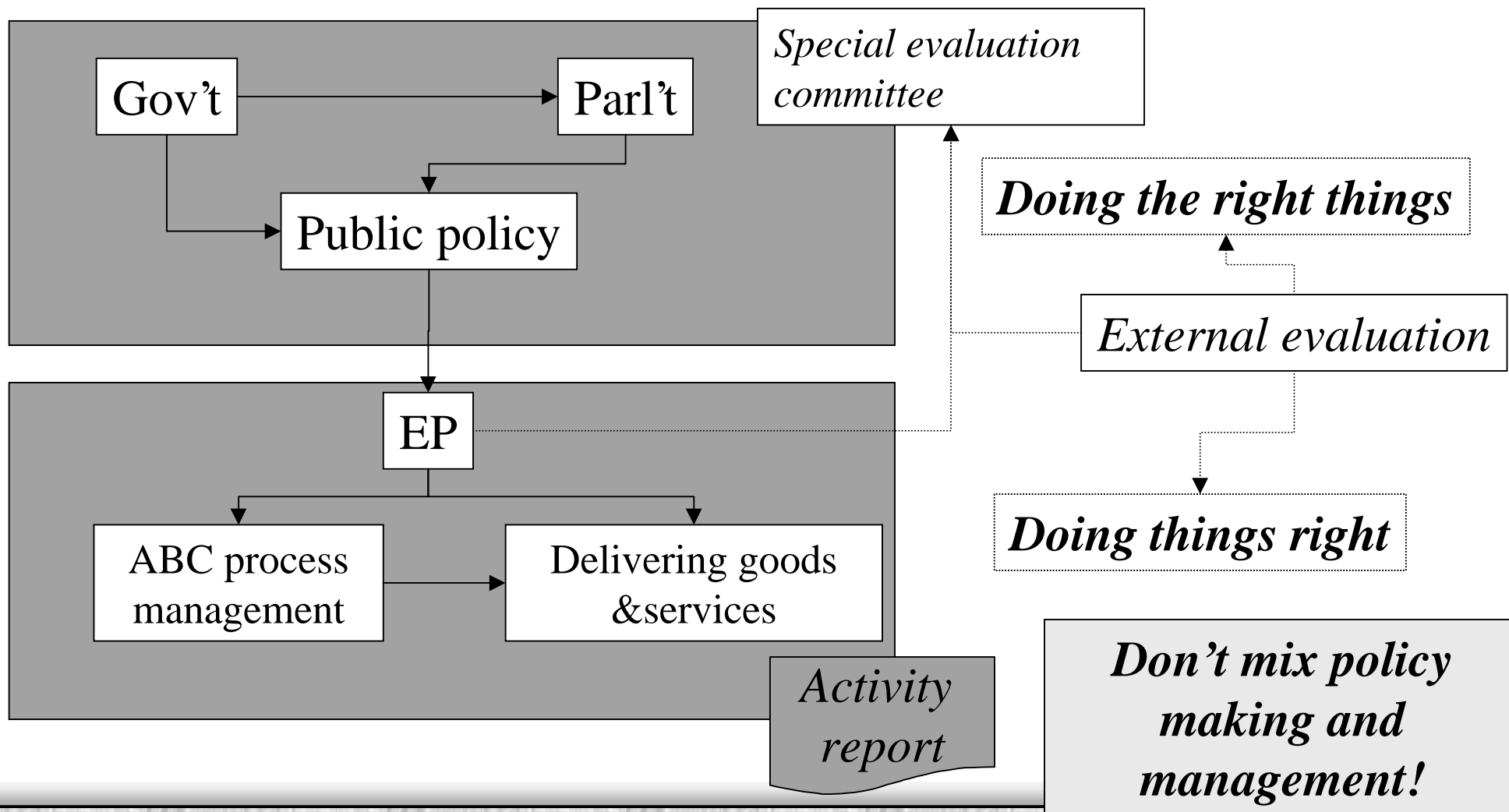
EPs: A conception of the state building the society

- Obviously, EPs rely on a speciality principle...
 - *Making a public policy readable*
 - *Gathering specific competencies*
 - *Effectiveness in reaching public policy targets*
 - *Collecting own resources*
- ... but their main effect is to build the society
 - *Water agencies: building territories around specific stakes*
 - *Agricultural offices: structuring a profession as an economic sector*
 - *Scientific EPs: Organizing the communities of researchers*

French agencies SWOT matrix

	<p>Opportunities: Need for new ways for building & assessing public policies</p>	<p>Threats: • Pressure for turning state in service provider • Being captured by private stakeholders</p>
<p>Strengths:</p> <ul style="list-style-type: none"> • Efficiency • Readability • Fair financial resources man'gt • Man'gt of specific competencies 	<p><i>Authority of the state * dynamism of autonomous bodies</i></p>	<p><i>Encapsulating business activities in public policies</i></p>
<p>Weaknesses</p> <ul style="list-style-type: none"> • Lack of strategic commitment • No formal strategic planning • Occasional reporting practices 	<p><i>Existence of conclusive experience in specific sectors</i></p>	<p><i>Improving & formalizing central strategic impetus and accountability</i></p>

Improving strategic planning: the general framework



A Case study: Nuclear waste management:

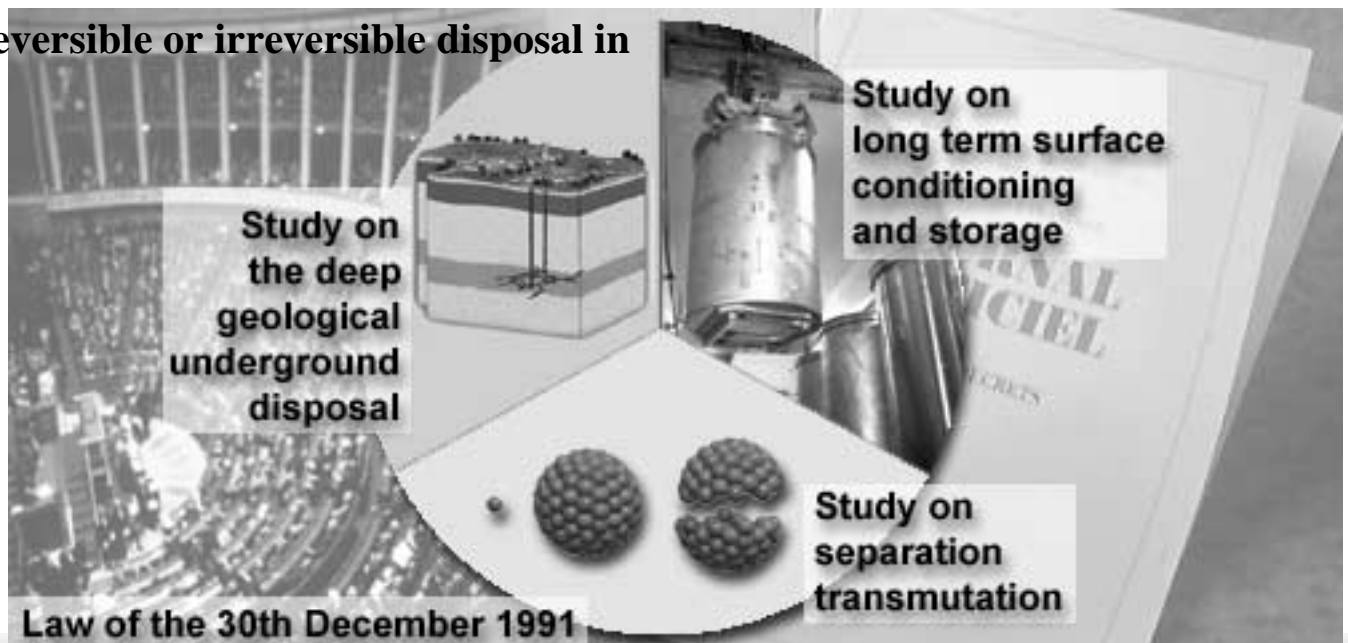
The Law of 30th December 1991 (Loi Bataille)

The Law of 30th December 1991 prescribed three research objectives with regard to the management of long-lived high-level radioactive wastes :

- Reducing the toxicity and radioactive half-life of the wastes.
- Improving packaging and long-term surface storage of the wastes.
- Studying the possibilities of reversible or irreversible disposal in deep geological formations.

- *Joining public decision and science policy*
- *Making an industrial problem a public policy*

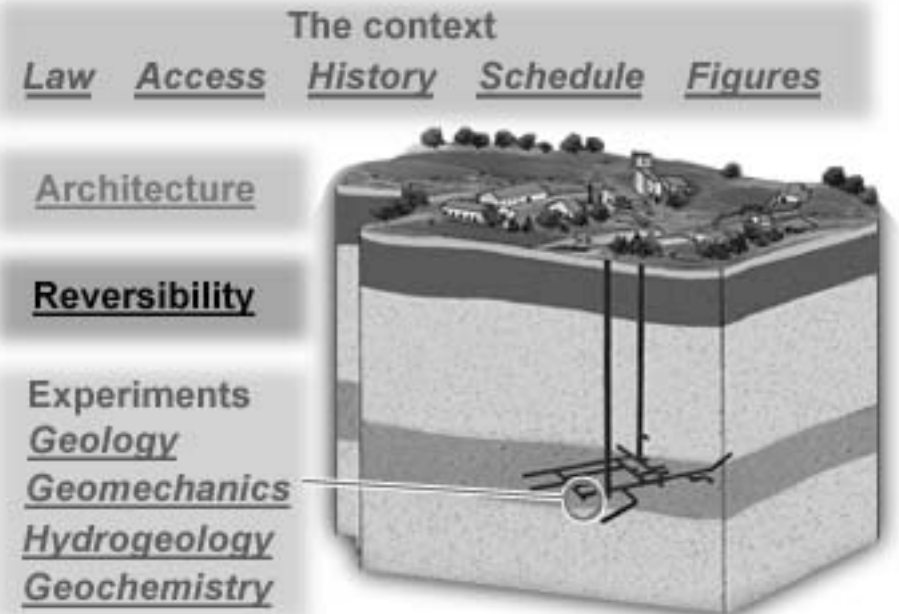
Gathering data and experiments for a public debate in 2006



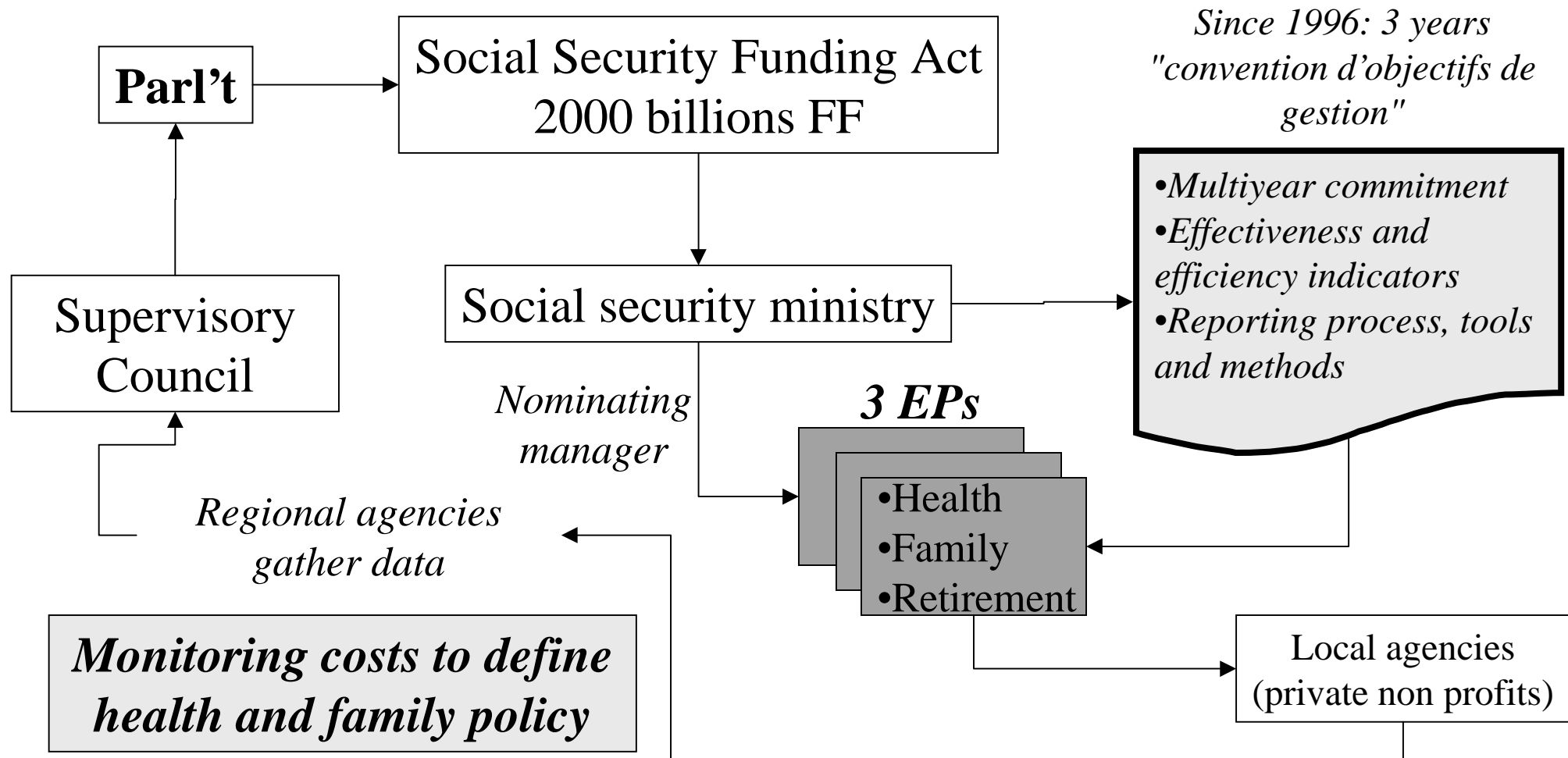
Providing public debate with trustful informations

- The decision to be taken in 2006 will impact future generation for 300 years
- Everyone agree with producing nuclear power, but wants the waste to be stored far from home
- So-called "ecologists" make their business with the uncertainty of the situation
 - *For them "solving the problem IS the problem"*

- *Science is basic, but not enough!*
- *Citizens have to be not only informed but strongly involved in weighting risks before choosing a solution*



Strategic planning and reporting to parliament: The social security case



EPs help government in conceiving public policies

- EPs, by some aspects, are service providers, but, for their main tasks, are public policy incubators
 - *Listening to the customer has no sense in public policy making*
 - Poores have no voice, Non market actors have no voice
- When public policies become complex, EPs allow gov't to define the stakes
 - *AFSSA (food and health security agency): gathering scientific competencies, assessing laboratories to qualify risks, authorizing new drugs for crop*

Business is useful but is not the business of EPs

- *EPs raise between 0 and 100% of their budget from commercial or affected fiscal resources*
- *EPs is an excellent logo in a country where people traditionally mistrust market*
- *Introducing business practices is an excellent modernization vector*
- **Opportunities:**
 - *Increasing commercial return is a reward for quality products performance*
- **Threats:**
 - *Being captured by market: ex blood scandal*
 - *Limiting EPs role to market compliance and avoiding strategic public policy issue:*

***The more business EPs do
The stronger political leadership must be***

Accountability? The critical role of the board

- *The more opened the board, the more accountable:*
 - Tripartite management (state, employers, workers) at social security and ANPE
- *The more autonomous, the more strategy-oriented.*
- *The more strategic and sensitive the issue, the better activity reports toward public and parliament are.*
- *Opening the board to civil society representatives make it appropriate to impulse public debate on strategic issues*

EPs: a laboratory for publicly debating on complex issues



Organizing a socio technical controversy on the mad cow case



- Naive people questioning experts:
 - *Two naive people panels got prepared during two months before the controversy*
 - One panel gathers ordinary people without any specific knowledge on the topic
 - The other panel gathers health related activists
 - The first step is to draw the representation of the problem by common people
 - Secondly, expert talk is appropriated by panelists
 - Doing so, passion is put apart and give place to a structured questioning

Naive and experts.....

Sharing



Understanding



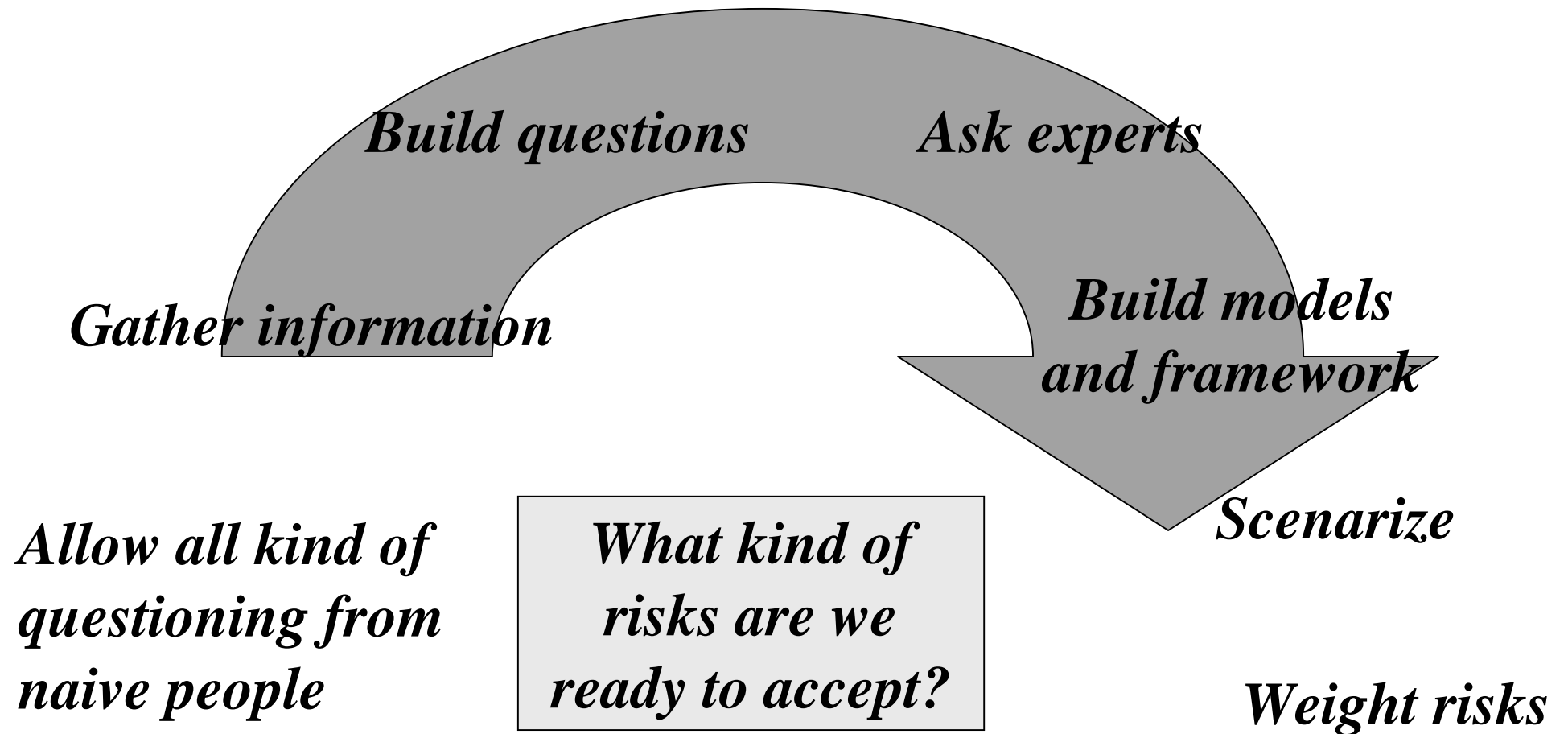
Les groupes de citoyens interpellent...

Questioning



...et se concertent face aux scientifiques.

Lessons



Key success factors

- Formalize **strategic planning** at parent administration level
- Make the **parent director accountable** for piloting the strategic plan through contracts
- Build these contracts in a **formal strategy-based pilotage system**
- Introduce **ABC** management
- **Rely on staff to re- engineer EP** organizational processes
- Make full use of **IT** and evaluate their impact on productivity
- Introduce **accountability at all levels**, starting from the **top**, and invent appropriate incentive
- Make the **board** the real governing body