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COUNTRY FACTSHEETS

20e Session du Comité de la gestion publique
28-29 octobre 1999

20th Meeting of the Public Management Committee
28-29 October 1999

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TABLE DES MATIERES / TABLE OF CONTENTS

ALLEMAGNE/GERMANY	3
AUSTRALIE / AUSTRALIA	4
AUTRICHE/AUSTRIA	10
BELGIQUE/BELGIUM	12
CANADA	14
CORÉE/KOREA	18
DANEMARK/DENMARK	21
ESPAGNE/SPAIN	23
ÉTATS-UNIS/UNITED STATES	27
FINLANDE/FINLAND	29
FRANCE	33
HONGRIE/HUNGARY	38
IRLANDE/IRELAND	56
ISLANDE/ICELAND	59
ITALIE/ITALY	61
JAPON/JAPAN	64
NORVEGE/NORWAY	67
NOUVELLE-ZÉLANDE/NEW ZEALAND	70
PAYS-BAS/NETHERLANDS	73
POLOGNE/POLAND	75
RÉPUBLIQUE TCHÈQUE/CZECH REPUBLIC	80
ROYAUME-UNI / UNITED KINGDOM	83
SUISSE/SWITZERLAND	87

ALLEMAGNE/GERMANY**Assessment of the consequences of legal provisions**

It is envisaged to further develop the existing system for assessing the consequences of legal provisions. Already today, the assessment of the prospective monetary and non-monetary effects of laws is required for selected aspects in the framework of the legislation procedure. For instance, the official reasons for draft legislation must indicate the implications this will have for public budgets, the expenditure required for its implementation in the public and private sectors, repercussions on the price level, the consumer, the environment or transport. However, so far there is no generally acknowledged method for assessing the consequences of legal provisions rationally and reliably. A series of projects implemented with scientific backing both at federal and Länder level have pointed out to various solutions as to how even highly complex assessments of the consequences of laws can be put into practice successfully. For the time being, this experience is further developed and systematised in order to transform it into more general guidance in a user-oriented manual.

With a view to improve the procedure of law-making by the Federal Government, the rules of procedure are under now thorough review. They govern, inter alia, the relations between the various federal ministries in the legislation process and the nature and extent of participation of agencies outside the Federal Government in legislative procedures. They also include provisions on the necessary elements of the statement of reasons for draft legislation and the assessment and outline of the expenditure to be expected as a result of a new piece of legislation.

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AUSTRALIE / AUSTRALIA

Public Service Act 1999

On 20 October 1999 the Australian Parliament passed the *Public Service Act 1999*.

The previous Public Service Act was more than 75 years old, had been amended more than 100 times, and was almost 250 pages long. The *Public Service Act 1922* was highly complex and technical and promoted a legalistic approach to managing people.

By contrast, the *Public Service Act 1999* reflects the contemporary realities of the Australian Public Service. It is less than one fifth of the size of the old Act, and has been totally rewritten in Plain English, making it simpler and easier to follow.

The new Act has moved the Australian Public Service away from the constraints of a lengthy and prescriptive Act, to a new framework where employment powers are largely devolved to agency heads who are held directly accountable for their use of those powers.

The Act substantially advances public sector reform and provides much needed flexibility to respond to changing needs. The provisions of the Act are in line with the *Workplace Relations Act 1996* and put the Commonwealth in the same position as a private sector employer, except where there are public policy reasons not to do so. The Act gives agency heads direct power over the engagement of staff, as well as power, subject to the workplace relations framework, to determine their remuneration and terms and conditions of employment.

Further information on the Act is available on the Public Service and Merit Protection Commission website at <http://www.psmpc.gov.au>.

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1999-2000 Commonwealth Budget – A New Framework Implemented

Australia's conversion to accrual budgeting and reporting has been implemented progressively over several years, in tandem with a range of broader reform efforts aimed at improving service delivery, fiscal condition, and public sector performance.

A key aim of Australia's accrual budgeting, reporting, and accounting framework is the development of better links between budgeted information and actual performance and between outputs and outcomes. The change to accrual budgeting and reporting is also intended increase transparency and accountability of public policies. Greater consistency of information will improve managers' accountability for performance and outputs and will eventually enable the benchmarking of public activities against similar activities in the private sector.

In April 1997, the government agreed to the implementation of accrual-based outcome and output budgeting for the fiscal year 1999-2000 Budget. By November 1998, all departments and agencies had agreed with their Ministers on the desired outcomes and the contributing outputs to achieve those outcomes. In the first part of 1999, departments and agencies assigned accrual-based prices to those outputs. The fiscal year 1999-2000 Budget, tabled in May 1999, was the first budget to implement the full accrual-based outcomes and outputs framework including accrual budgets and accrual reporting. Though this budget expresses funding in outcome terms, it is a transitional budget because funding is allocated to departments based on the full accrual expenses of department inputs, rather than the full accrual cost of outputs.

The Australian model seeks to move departments and agencies to a system where they will justify the price of their outputs as far as possible by comparison with other suppliers through the determination of proper benchmarked prices.

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

Further information and copies of relevant publications are available on the DOFA Budget Group website at <http://www.dofa.gov.au/budgetgroup>

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Workplace Reform In The Australian Public Service

Through the *Workplace Relations Act 1996*, the government introduced reforms that established a new framework for the making of workplace agreements. The framework provides for the terms and conditions of employment to be negotiated between employers and employees at the agency level in Australian Workplace Agreements (AWAs) and Certified Agreements (CAs).

At the same time the government aimed to mainstream employment arrangements in the Australian Public Service (APS). APS Agencies have taken a leading role in pursuing the opportunities for agreement-making afforded by the workplace relations reforms.

In May 1997 the government issued its Policy Parameters for Agreement Making in the APS, which provided the framework for the devolution of authority for agreement-making to agencies, while protecting the Government's interest as the ultimate employer. In August 1998 the Minister for the APS announced a review of the 1997 Parameters with a view to providing greater flexibility and further devolving responsibility for agreement-making to APS agencies.

In May 1999, following an extensive review process and consultation with agencies and other stakeholders (including unions), the government released a new set of policy parameters. The 1999 Parameters are a more streamlined set of Government policy requirements, being reduced from 12 to six. The 1999 Parameters place the responsibility for agreement-making even more firmly in the hands of Agency Heads and responsible Ministers, as well as providing agencies with additional flexibilities within the broader policy framework.

Nearly all APS agencies have CAs in place covering virtually all APS staff. Some APS agencies have negotiated or are close to finalising their second agreement. The APS has taken a leading role in introducing AWAs with over 90% of Senior Executive Service (SES) level staff having AWAs, and increasingly, AWAs are being introduced below the SES level.

To gauge the effect of agreement-making in the APS, a review is being undertaken to both inform policy development and provide material to assist agencies in their next round of agreement-making. The review will examine agreement-making processes and identify initiatives so agencies can promote further productivity by capitalising on the innovations of others.

The first part of the review includes a survey covering about 90 APS agencies with CAs. The survey results have provided an overview of agreement-making in the APS. Overall, the survey research found that APS agencies had embraced agreement-making and viewed it as an initiative that would assist them to improve their performance and organisational effectiveness. The most frequently stated objectives for agreement-making were to: tailor conditions to agency business requirements; change culture; and support strategic directions in agency development. The most reported positive outcomes from agreement-making related to improved employee relations and progress with cultural change.

The second part of the review will include case studies on specific themes. The final report of the review is due at the end of 1999.

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

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Strategic Alliance For Property Portfolio Management

Following feasibility studies undertaken by DOFA in late 1998, the Government announced in April 1999 that it would seek to establish a strategic alliance with the private sector to manage the Commonwealth's non-Defence property portfolio. This proposed strategic alliance will enable the Government to access international best practice in property management; accelerate progress already made; provide improved rates of return on the Government's assets; provide savings to the taxpayer; and maintain the asset value of the Commonwealth's multi-billion dollar property portfolio.

The Commonwealth's non-Defence property portfolio consists of around 600 properties in around 50 countries valued at approximately \$A2.5Bn. Market testing for the strategic alliance for property portfolio management began in May 1999, with a view to outsourcing the full range of property functions, including

portfolio, asset, facilities and development management. The Commonwealth will retain responsibility, accountability and ownership of the assets, through a small strategic management unit.

The Request for Tender was released to a shortlist of three tenderers on 1 October 1999 and tenders will close on 26 November 1999. Once tenders have closed, the responses will be evaluated prior to commencement of final contract negotiation with a preferred tenderer(s). It is expected that a contract will be signed early in 2000, with the Alliance Partner accepting full responsibility for provision of all services by mid-2000.

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Senior Executive Leadership Capability Framework

During 1998/99, the Public Service and Merit Protection Commission (PSMPC) co-ordinated, in conjunction with Australian Public Service (APS) agencies, the development of a *Senior Executive Leadership Capability Framework*, to assist with an upgrading of leadership development in the APS. The Framework, which is specific to the APS rather than being an adaptation of other models, identifies the behaviours that characterise high performance in APS leadership roles, in a way that can be applied to all areas of planning and development for this group.

Applying the Framework to executive selections

The Framework became the core criteria for SES selections from 1 September 1999. Whilst the Public Service Commissioner remains the decision-maker in respect to decisions relating to the promotion and appointment of senior executives, the Framework will be able to be used flexibly by agencies to articulate the balance between and within the five criteria, depending on the work of the particular agency, the demands and levels of particular jobs, and the mix of skills required in the senior executive team of an agency.

APS-wide Senior Executive Development

As part of the leadership initiative, the PSMPC has conducted a fundamental review of its suite of senior executive leadership development programs. These programs play an important role in cross-service leadership development by enabling senior executives to build and maintain a comprehensive understanding of the overall APS environment, and to develop a broader range of key capabilities. A new range of SES development programs, which will be aligned with the Framework, are under development.

Development of the Senior Executive Feeder Group

In response to a need identified by Portfolio Secretaries to strengthen the development of future senior executives, the Framework is providing the basis for the design of a Career Development Assessment Centre. The Centre, which will be operational in late 1999, will focus initially on the identification of the specific developmental needs of high potential executive level staff, and incorporate suggestions for

addressing those needs. The PSMPC is co-ordinating the establishment and implementation of the Centre as a collaborative venture with fifteen APS agencies which have made a financial commitment to its establishment.

A number of APS agencies have also begun to implement the Framework through using it as a model to guide their performance management processes, agency-specific leadership development strategies and succession plans.

Further information regarding the Framework and its applications can be accessed on the PSMPC Web site at <http://www.psmpc.gov.au/leadership.htm>.

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The Australian Public Service Employment Database

The Australian Public Service (APS) Employment Database is a new central database, which will record the employment history of all APS officers employed under the *Public Service Act 1922*.

Information collected will include career histories in the APS and details relevant to the operation of the Equal Employment Opportunity programs. Until recently this information was derived from a centralised pay system and stored in a database known as the Continuous Record of Personnel (CRP). The devolution of financial management to individual agencies and the subsequent closure of the centralised pay system have meant that the CRP could no longer be maintained.

As APS-wide data is essential for reporting to Parliament on the State of the Service and for other research and information purposes, the Public Service and Merit Protection Commission undertook to replace the CRP with a new improved collection and operating database, the APS Employment Database. This system will collect employment data from 1 July 1999 and store information previously in the CRP, including the historic data from 1966. Additional enhancements have been developed to enable greater detail, flexibility and ease of use. All records on the APS Employment Database continue to be maintained confidentially, within security and privacy legislation.

The APS Employment Database captures data directly from individual Commonwealth agencies' Human Resource (HR) systems using interfaces developed by the owners of each system. The new central database will receive data via the Internet. It will provide enhanced reporting capabilities and it is anticipated, over time, that it will reduce the amount of work required by agencies to supply the data. In the long term, it will be possible for agencies to access reports from the database using a web-based query system.

Further information is available on the PSMPC APS Employment Database Internet site at <http://www.psmpc.gov.au/apsedonline.html>

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AUTRICHE/AUSTRIA

Administration Innovation Fair In Vienna:

The administration innovation programme (VIP-VerwaltungsInnovationsProgramm) of the government was started on the 3rd of December after a decision of the government. An administration innovation fair was held on the 27th and 28th of May 1999 in the technically well equipped centre of the Austrian lottery company. Specialist lectures- and discussion session took place at the same time. Several departments presented their results of modernisation with enthusiasm. On the stand of the showcase district police office Liesing the user friendly performance of public servants was shown and it was even possible to get a passport there. The setting of all kinds of requests will be possible at this police station with the beginning of June 1999.

Finally the project- teams of the 10 VIP- projects and the innovators were honoured solemnly by the Secretary of State Ruttenstorfer and by Minister Molterer in front of a great audience.

Marketing Public Management Development:

One aim of the VIP- Marketing was to make the administration innovation accessible to the citizens of Austria. After a tendering procedure McCann- Erickson was entrusted with the design and implementation of a public relation and advertising campaign. HELP as one VIP-Project was selected as **the** medium for marketing because of its great innovation and citizen- friendliness. HELP is an internet-platform that holds information about dealings, forms and all kind of information a citizen needs, when he/she gets into contact with public administration. The address is www.help.gv.at. An information campaign ran between March and June 1999. An Austrianwide poster-campaign, TV advertising spots and various media were integrated in the campaign.

In connection with the @ the advertising slogan was: " Austria aims at Europe's most advanced administration", quite an ambitious target for the Austrian Public Administration.

Two market inquiries made in March and June 1999 showed the success of this information campaign of the Federal Government.

Some results were:

- The satisfaction of the Austrians with the public employees has raised from 48 per cent to 59 per cent (market analysis June 1999) compared to the results of the first weeks of the year.
- One third of the Austrian population knows the support through HELP and its offers.
- 71 per cent of the Austrians feel good about the idea of getting their informations about the official channels via internet very much.

Performance Indicators in the Federal Administration:

In November 1999 the second edition of the "Performance Report of the Federal Administration" covering 11 of 12 Austrian Ministries will be completed. The use of performance indicators underlines the improved quality of public services as well as a greater accountability in the administration. The main objectives of the project are to show high efficiency in spending taxpayers' money and to build up an overall performance-indicator-system.

VIP-FINAL REPORT June 1999:

After 1 ½ year of modernisation work within the VIP Programme a Final Report was presented in June 1999. It gives a short overview about the reform-measures which have been taken and about the final results of the Programme as a whole. The English version is available for everybody who is interested in.

BELGIQUE/BELGIUM

Évolutions Récentes

Un nouveau Gouvernement s'est mis en place au mois de juillet. La modernisation de l'administration est la première priorité du programme gouvernemental. Ceci n'est pas étranger aux crises importantes dans lesquelles les administrations sont apparues dans l'incapacité d'agir efficacement (fonctionnement de la Justice et des services de police, politique d'asile des étrangers, contrôle de la qualité alimentaire...).

Le Premier Ministre va mettre en place 3 groupes de travail qui devront déposer leurs conclusions pour la fin de l'année :

- sur les missions que doit remplir l'administration (ceci devrait déboucher sur une consultation populaire ce qui est exceptionnel en Belgique) ;
- sur les principes d'une politique efficace du personnel ;
- sur la recherche d'une haute expertise pour penser de façon globale et intégrée l'architecture de l'informatique de l'État.

Le ministre de la Fonction publique et de la Modernisation de l'Administration a présenté, le 11 octobre, sa note de politique générale concertée avec le Collège des Secrétaires généraux des ministères.

L'administration doit se situer dans un cadre entrepreneurial, soucieux de résultats qui répondent aux besoins des clients, dans la transparence et la simplicité administrative avec des indicateurs de performance et un contrôle de qualité ex ante et ex post. En conséquence, des réformes radicales vont être entreprises :

- sur le plan de l'organisation avec une redéfinition des structures, une simplification de la hiérarchie et un principe d'autonomie responsabilisée pour les unités (business units) ;
- sur le plan du personnel avec l'organisation de 3 carrières :
 - une fonctionnelle de base ;
 - une d'expertise qui permet de valoriser la maîtrise d'un métier sans devoir promouvoir;
 - une de gestion dont l'accès sera régulé par une procédure d'évaluation aux qualités de direction et organisée selon un système de mandat.

Le Gouvernement a également nommé un commissaire du Gouvernement (qui appartient au personnel politique) en charge de la simplification administrative. Le commissaire a déposé son premier plan de travail. Il est assisté par l'Agence pour la simplification administrative récemment mise en place et en charge du secteur des formalités administratives des entreprises.

Sources :

- Site du Gouvernement fédéral : <http://www.fgov.be>.
- Site du ministre de la Fonction publique : <http://www.mazfp.fgov.be>.
- Note de politique générale du ministre de la Fonction publique et de la Modernisation de l'Administration : "Le contexte des pouvoirs publics dans une société en mutation".
- Note du Premier Ministre et du ministre de la Fonction publique et de la Modernisation de l'Administration : "Modernisation de la Fonction publique".
- Note du commissaire du Gouvernement pour la simplification administrative et du ministre de la Fonction publique et de la Modernisation de l'Administration : "Plan d'action 1999-2000 pour la simplification administrative".

CANADA

Cabinet Directive on Law-Making (Government of Canada)

In March 1999, Cabinet issued a new Directive on Law-Making. It provides basic information on the law-making process for use by Ministers, Members of Parliament, political staff, officials, and the Canadian public.

The new Directive is a product of a comprehensive government-wide review of the legislative development process which was led by a committee of Assistant Deputy Ministers and completed under the leadership of the Privy Council Office and the Department of Justice. This initiative responded to increasing demands for legislation with less time available to develop it, growing numbers of government motions to amend bills in Parliament, increasing difficulty in managing the flow of bills to Parliament, and a need for integrated consideration of legislation and regulations.

The new Directive updates a 1981 document by addressing significant constitutional developments, such as the *Canadian Charter of Rights and Freedoms*, and contains a current description of the Cabinet Committee system for the approval of legislative initiatives.

The new Directive also provides specific, detailed guidance to officials who are involved in the development of legislation and who are responsible for providing support for a bill during parliamentary consideration.

The new Directive:

- advises public servants of Ministers' expectations in relation to the fundamentals of law-making;
- underlines the necessity for careful planning and management to support the Government in meeting its legislative objectives;
- highlights major constitutional matters which must be respected in proposed legislation such as the federal-provincial distribution of legislative powers, and the Canadian Charter of Rights and Freedoms;
- emphasizes the constitutional requirement for drafting in both official languages (French and English) and the requirement for bi-jural drafting to ensure that resulting laws respect both common and civil law since both of these systems operate in Canada;
- confirms that consultation may occur on draft bills if Cabinet is advised of a Minister's intentions; and
- describes the Cabinet process by which approval of legislative initiatives (including amendments to bills) may be sought and describes the roles of key players.

The directive was distributed to all Ministers and senior officials in all federal departments. It will be supplemented by a comprehensive package of other capacity-building initiatives currently under development such as targeted training sessions and a revised and expanded *Guide to the Making of Federal Acts and Regulations*.

The Cabinet Directive on Law-Making is available on the Internet on the Privy Council Office Website at:

http://www.pco-bcp.gc.ca/legislation/directive_e.htm

http://www.pco.bcp.gc.ca/legislation/directive_f.htm

Directive du Cabinet sur l'activité législative (Gouvernement du Canada)

En mars 1999, le Cabinet a émis une nouvelle directive sur l'activité législative pour fournir des renseignements de base aux acteurs clés (ministres, députés, personnel politique, fonctionnaires et grand public) du processus.

La nouvelle directive est un produit de l'examen pangouvernemental du processus d'élaboration des lois et règlements amorcés par un comité de sous-ministres adjoints et mené à terme sous la direction du Bureau du Conseil privé et du ministère de la Justice. Plusieurs motifs justifiaient cet examen : augmentation du nombre de lois et de règlements à rédiger dans des délais toujours plus courts ; nombre croissant de motions déposées au Parlement pour amender des projets de loi et difficulté de plus en plus grande à en gérer le flux; nécessité de considérer la rédaction des lois et des règlements comme un seul et même processus continu.

La *Directive du Cabinet sur l'activité législative* remplace *La filière législative* approuvée en 1981. Elle tient compte d'importants changements constitutionnels comme la *Charte canadienne des droits et libertés*, et comprend une description actualisée du système de comités du Cabinet pour l'approbation des mesures législatives.

La Directive fournit en outre des instructions détaillées et précises aux personnes chargées d'élaborer des lois et des règlements ainsi qu'aux intervenants qui pilotent un projet de loi tout au long du processus parlementaire :

- Elle informe les fonctionnaires sur les attentes des ministres à l'égard des principes fondamentaux de l'activité législative du gouvernement ;
- elle montre que l'atteinte des objectifs du gouvernement en matière de législation est liée à une planification et à une gestion adéquates ;
- elle souligne les principales questions constitutionnelles dont le texte législatif ou réglementaire doit tenir compte (répartition fédérale-provinciale des compétences législatives, *Charte canadienne des droits et libertés*) ;
- elle signale l'obligation constitutionnelle de rédiger dans les deux langues officielles (le français et l'anglais) et de respecter les deux traditions juridiques canadiennes (le droit civil et la *common law*) puisque les lois fédérales s'appliquent en principe à l'ensemble du pays ;
- elle confirme qu'il peut y avoir consultation sur les avant-projets de loi si le Cabinet est avisé des intentions d'un ministre ;

- elle décrit le rôle des acteurs clés ainsi que le processus à utiliser pour faire approuver des mesures législatives (y compris des amendements aux projets de loi) par le Cabinet.

La Directive a été distribuée aux ministres et aux hauts fonctionnaires de tous les ministères fédéraux. Elle sera complétée par toute une gamme d'initiatives de renforcement des moyens qu'on est en train de planifier (par exemple, des séances de formation ciblée) et un exemplaire (édition revue et augmentée) de *Lois et règlements : l'essentiel*.

La Directive du Cabinet sur l'activité législative est sur le site Web du Bureau du Conseil privé :

http://www.pco-bcp.gc.ca/legislation/directive_e.htm

http://www.pco-bcp.gc.ca/legislation/directive_f.htm

Identifying Citizens' Service Needs, Expectations and Priorities for Service Improvement (Government of Canada)

In the Spring of 1998, the Canadian Centre for Management Development, in partnership with the Treasury Board of Canada Secretariat, Canada Post, and the Provinces of Ontario, New Brunswick and Manitoba fielded a sophisticated and detailed citizen survey on the subject of service delivery. Over 2,900 Canadians completed and returned the mail survey. The survey was designed by CCMD's Citizen Centred Service Network to fill the important knowledge gaps about Canadian' service needs, expectations, satisfaction and priorities for service improvement. This initiative recently won the Institute of Public Administration of Canada 1999 Gold Medal for Innovative Management.

According to the results of the survey Canadians rate public sector services in the same range as private sector services. In the *Citizens First* survey, Canadians gave seven private sector services an average rating of 6.2 out of ten, whereas they gave federal services an average rating of 6.0, provincial services an average rating of 6.2, and municipal services an average rating of 6.4 out of 10. These results are consistent with a 1993 survey undertaken by the UK Citizens Charter Office which demonstrated that UK citizens rated individual public and private sector services in generally the same ranges. The *Citizens First* survey also identified the five key drivers of satisfaction and dissatisfaction: timeliness, competence, courtesy, fairness and outcome.

The *Citizens First* survey results are being used by the Government of Canada as the foundation for its citizen-centred service strategy, which focuses on improving access and improving service performance in areas identified as priorities by citizens. Several Provinces are also using the results of the survey in a similar way. For example the government of Ontario has developed government-wide service standards based on citizens' expectations as revealed in the survey. Likewise, the Federal-Provincial-Territorial Senior Service Delivery Officials Forum (SSDO) is using the *Citizens First* results as the basis for intergovernmental work on service improvement. The SSDO has recently agreed to conduct the next *Citizens First* survey in 2000, and bi-annually thereafter, to ensure that the Canadian public sector service agenda continues to respond to the service improvement priorities of Canadians.

September 1999

Déterminer les besoins et les attentes des citoyens quant aux services et les éléments prioritaires à améliorer (Gouvernement du Canada)

En collaboration avec le Secrétariat du Conseil du Trésor, Postes Canada, et les gouvernements de l'Ontario, du Nouveau-Brunswick et du Manitoba, le Centre canadien de gestion a mené, au printemps 1998, un sondage détaillé auprès des citoyens sur la prestation des services. Plus de 2 900 Canadiens et Canadiennes l'ont rempli et l'ont retourné par la poste. Ce sondage, préparé par le Réseau du service axé sur les citoyens du Centre canadien de gestion, visait à combler des lacunes importantes en matière de renseignements sur les besoins, les attentes et le niveau de satisfaction des Canadiens quant aux services et sur les éléments prioritaires à améliorer. Le Réseau a reçu en 1999 la Palme d'or pour gestion innovatrice, prix décerné par l'Institut d'administration publique du Canada, pour cette initiative.

Selon les résultats de ce sondage intitulé *Les citoyens d'abord*, les Canadiens considèrent que la qualité des services dans le secteur public est comparable à celle du secteur privé. En effet, les Canadiens ont accordé à 7 services offerts par le secteur privé une note moyenne de 6,2 sur 10, comparativement à 6 pour des services fédéraux, à 6,2 pour des services provinciaux et à 6,4 pour des services municipaux. Ces résultats concordent avec ceux d'un sondage réalisé en 1993 par l'UK Citizens Charter Office qui avait révélé que les citoyens de Grande-Bretagne considéraient que la qualité de différents services offerts dans le secteur privé était comparable à celle du secteur public. Le sondage *Les citoyens d'abord* a par ailleurs permis de relever cinq facteurs clés de satisfaction (ou d'insatisfaction) : rapidité, compétence, courtoisie, équité et résultat.

Le gouvernement du Canada s'inspire des résultats de ce sondage pour l'élaboration de sa stratégie de services axés sur le citoyen, dont l'objectif est d'améliorer l'accès et la qualité dans les secteurs que les citoyens jugent prioritaires. On fait de même dans plusieurs provinces. Le gouvernement de l'Ontario, par exemple, s'est servi des résultats du sondage portant sur les attentes des citoyens pour établir des normes de service pangouvernementales. De même, le Forum des agents supérieurs de la prestation de services fédéral-provincial-territorial les utilise dans ses travaux intergouvernementaux sur l'amélioration des services. Cet organisme s'est d'ailleurs engagé récemment à mener le prochain sondage, en l'an 2000, et deux fois par année par la suite, pour s'assurer que le programme du secteur public canadien sur les services améliore constamment les éléments qui en ont le plus besoin aux yeux des Canadiens.

Septembre 1999

CORÉE/KOREA**Open Personnel System to be introduced in Korea**

The introduction of the Open Personnel System (OPS) across the administration is underway. The recruitment system to date was based on the closed personnel system except for entry positions in grade 5, 7, and 9. Vacancies in grade 4 (director-level) and above were filled mostly through promotion within the government. Under the previous system, much importance was placed on job security in civil service, so that competition among individual members was rather neglected.

The OPS aims at incorporating the “competition” principle into the civil service, and enhancing transparency in the process of administrative services. More than 130 positions(20%) out of 758 senior positions of 52 central agencies, excluding those related to the maintenance of public security such as National Intelligence Service and public prosecutors will be open to outside candidates. However, it is not applied to soldiers, policemen, and fire-fighters. It is expected that Inspector Generals (Director General level) of each ministry are pertinent to the OPS. In particular, it would be essential for reducing and/or preventing corruptions if the Inspector- Generals in the areas of tax, construction, housing, environment, and sanitation were recruited from the outside. In other words, with the professionalism and independence in their works, they will play key roles to prevent corruption across the public administration.

Under the new system, experts from the private sector are expected to be employed. Especially, many specialists with certificates or qualifications in the areas of law, accounting, building, etc, will be employed to positions open to the public. Specific conditions of employment including salaries will be determined on the basis of contracts.

To operate the OPS, the Civil Service Commission (CSC) was established under the President in May, 1999. Now, the CSC is carrying out job analysis for senior positions in each ministry. By the end of this year, potential posts will be selected in consultation with the related ministries. The CSC will establish the standards and procedures for recruiting of senior officials to the open posts. Also, the CSC will make a review of their qualifications. From the year 2000, vacancies will be recruited in due process prescribed in the law.

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*Promising Practice***Recent Government Reform in Korea**

As a part of initiatives taken to overcome the economic crisis, the new government has exerted the great effort to reform virtually every facet of the society. The effort has focused on four major sectors: finance, business, labour and the public sectors.

Goals of Government Reform

The principles for reshaping the government are recognised as follows: efficiency, autonomy, and transparency.

Up to the first half of 1999, the public sector reform drive concentrated on reorganising and downsizing the government structure. By 2001, the civil service workforce will be reduced by 16% or 25,955 positions. But the focus of reform has now shifted to the innovation of operating systems by improving in management and reforming the attitude and behaviour of government officials.

The major reform programs

The following are among the key changes; (i) the development of executive agencies; (ii) expansion of outsourcing and privatisation of the state-owned enterprises; (iii) the introduction of performance-based personal management and the open recruitment system, and (iv) the cultural change for customer-oriented services.

Especially noteworthy is the introduction of the executive agency. The increased autonomy and businesslike management of the executive agency are expected to enhance the customer-oriented service delivery and foster a performance-oriented culture in the government. The chief executives will make their contracts with ministers on the management targets and fiscal plans every three years. Ten pilot agencies have been designated for 1999 including the Driving and Vehicle Licensing Agency, National Science Museum, National Central Theater, National Medical Hospital, etc.

Expansion of private participation is another innovations to keep the public sector more efficient and competitive. Eighty eight activities including the Administration Information System and the Library Information System have been selected for outsourcing in 1998 and 1999. The introduction of market testing is being seriously considered as the means for increasing competition between the public and private sector by the open bidding process.

Privatisation for the state-owned enterprises, and private financing of infrastructure projects will be further executed. All the state-owned enterprises were reviewed, and five of which (Korea Technology Banking Co, National Text Book Co., Pohang Iron & Steel Co., Korea Heavy Ind. & Const. Co., and Korea General Chemical Co.) were completely privatised. Six others (Daehan Oil Pipeline Co., Korea District Heating Co., Korea Electric Power Co., Korea Gas Co., Korea Telecom Co., and Korea Tobacco and Ginseng Co.) will undergo phased privatisation.

Also important is the development of a performance-based personnel management system. Starting this year, a performance yearly stipend system in the central government has been introduced. The recruitment of those senior positions, mostly assistant ministers and bureau directors will be opened by up to 20% from the private sector.

Until 2003, the accrual-based financial reporting will be applied to the central and local governments. The present cash-based accounting lacks in providing reliable information on overall financial positions and the government's performance. Thus, the development of accrual-based accounting standards and their pilot application is now being made.

In order to change the attitude and conduct of government officials for customer-oriented services, citizen's charters and service quality standards were established for pilot agencies such as police departments, the subway system, the Passport Office, etc. Using Information technology will be also enhanced for public information and transparency of management.

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DANEMARK/DENMARK

Service & Welfare

In co-operation the Government, the Association of County Councils and the Association of Local Municipalities have initiated the project "Service & Welfare".

The purpose of the project is to create a framework for public sector learning and public sector reform, and to promote the public debate on the future challenges of the public sector.

The project is based on the principle of *Web Governance*. This means that emphasis is placed on facilitating networks and promoting public debate involving citizens and professionals alike.

A framework for learning

The first purpose of the project is to facilitate experiments and the sharing of knowledge on management, organisation and citizen relations within the public sector.

Two initiatives are taken in this regard:

- First, electronic networks are created. The purpose is to bring together public sector professionals, who share similar challenges, problems and/or ambitions in experimenting with new ways of solving the public tasks.
- Second, specific experiments and initiatives are analysed and evaluated. The results hereof are communicated to the relevant networks and the public sector at large.

A framework for reform

The second purpose of the project is to create a framework for public sector reforms. Initiatives will be taken on information about services and the use of electronic self-service.

Promoting the public debate

The third purpose of the project is to promote the public debate on the future of the welfare society at large, including issues related to public management.

Three initiatives are taken in order to promote the debate:

- A series of public conferences are held.
- Three pamphlets are published by the government on issues related to 1) challenges to the welfare society, 2) government citizens relations and 3) efficiency, quality and management in the public sector.
- A forum for public debate is created on the project homepage.

The communicative axis

The communicative axis of the Service & Welfare project is the Service & Welfare homepage. The homepage contains forums in which public managers and employees can co-ordinate experiments of renewal and exchange practices and issues of professional interest. Other forums invite citizens, users and employees to exchange views and opinions on core issues regarding the challenges of the welfare society in general and the public sector in particular.

The page can be found at the following address on the Internet: www.service-og-velfaerd.dk. All material is in Danish.

Effective Public Processes

A key prerequisite for ensuring the continued success of the Danish performance management strategy is the development of tools, which support and enable the public manager's efforts to produce services in a more cost-effective manner.

Among these tools is the targeting of public processes by way of internal process-reengineering projects.

The purpose of '*Effective Public Processes*' is to provide public managers and professionals with tools for carrying out internal process reengineering projects, and furthermore to facilitate the transverse exchange of experiences and efficient practices. The project consists of two parts:

- *Development of a tool for process reengineering.* The tools are developed in co-operation with a focus group consisting of selected public professionals with experience in process rationalisation. The key considerations in the developing of the tools are: 1) ensuring adaptability to varying levels of ambition and to the specific context of the public institution; 2) a combined focus on legal considerations, end user quality and cost-efficiency; and 3) dialogue-based implementation.
- *Creating a project network as part of 'Service and Welfare'.* Along with other Service & Welfare networks, '*Effective Public Processes*' has established an electronic forum for the exchange of experiences with internal process reengineering projects. The network is continuously adapted to user needs – among recently voiced needs is the access to relevant process benchmarks.

ESPAGNE/SPAIN**Projet : Guichet unique pour les entreprises*****Objectifs***

Ce projet vise la création d'espaces physiques intégrés, dans lesquels des services d'information et d'orientation sont offerts à quiconque serait intéressé par la création et le développement des petites et moyennes entreprises, ainsi que des services de réalisation des démarches administratives nécessaires, à travers la collaboration des trois niveaux administratifs. En définitive, il s'agit de permettre au citoyen désireux de commencer une activité commerciale de se rendre à un lieu de référence unique, dans lequel il s'informerait et réaliserait les démarches nécessaires.

Résultats***Actions réalisées***

A la suite des études et des négociations pertinentes, les ministères des Administrations publiques, de l'Économie et des Finances, du Travail et des Affaires sociales, ont signé, le 26 avril 1999, avec le Conseil supérieur des Chambres de commerce, un Accord visant à mettre en marche le Service de Guichet unique pour les entreprises, service qui sera présent dans les sièges des 85 Chambres de commerce, et qui sera l'unique lieu physique où les citoyens pourront faire les démarches pour la création d'une nouvelle entreprise, réduisant et simplifiant ainsi les activités nécessaires à sa constitution.

Une Convention a été signée le 25 mai 1999, entre l'Administration générale de l'État, l'Assemblée de Castille et Léon, la mairie de Valladolid, le Conseil supérieur des Chambres et la Chambre de commerce et d'industrie de Valladolid. En conséquence de cette Convention, le premier Guichet unique pour les entreprises s'est ouvert le 1er juin au public. Jusqu'à présent, plus de 400 entrepreneurs y ont été reçus et plus de 80 nouvelles petites et moyennes entreprises ont fait l'objet de démarches pour leur constitution. Bientôt une Convention similaire sera signée avec le Gouvernement autonome des Iles Baléares et la mairie de Palma de Majorque.

Activités pour le futur

L'ouverture progressive de GUE dans des capitales des Gouvernements autonomes.

Projet : Plan Général de simplification

Objectifs

Ledit Plan prévoit l'adoption par l'administration, dans un délai de un an, de mesures concrètes qui auront des répercussions immédiates sur l'amélioration de la qualité des services publics et sur la réduction des charges bureaucratiques qui affectent tant les citoyens que les entreprises.

Le Plan poursuit trois grands objectifs : l'instauration définitive du silence positif dans les procédures, le rapprochement de l'Administration et du citoyen ainsi que l'incorporation au sein de l'activité administrative des technologies de l'informatique et de la communication.

Pour atteindre ces objectifs, le Plan propose des actions comme celle de la **réduction des nombreux documents que le citoyen se voit obligé de remettre à l'Administration** pour réaliser une démarche ou solliciter un service quelconque. Ainsi, à titre d'exemple, on prétend que les citoyens et les entreprises n'aient pas à remettre leurs déclarations fiscales ou leurs certificats de travail chaque fois qu'ils demandent une bourse ou toute autre subvention ou aide. De la même façon, on travaillera sur la **simplification des fréquents formulaires** compliqués qu'il est nécessaire de remplir pour entamer des démarches administratives ainsi que sur **l'amélioration substantielle de l'information et l'orientation des citoyens**.

Le Plan poursuit l'adoption des actions qui incorporent pleinement l'Administration au sein de l'époque actuelle de la société de l'information, à travers des mesures telles que l'implantation de bureaux sans papier, la télé-démarche et la généralisation de l'utilisation du courrier électronique.

Le Gouvernement est pleinement conscient des coûts qu'impliquent pour les citoyens et les entreprises aussi bien des gestions bureaucratiques qu'ils doivent réaliser que l'adaptation aux critères que les nouvelles réglementations légales et réglementaires introduisent. Lesdits coûts ont des effets négatifs sur la situation économique ainsi que sur la création d'emploi, et c'est pour cela que le Plan introduit des mesures telles qu'une révision des presque **600 autorisations administratives existantes**, afin d'éliminer celles qui s'avèreraient inutiles et de simplifier celles qui resteraient, ou **l'implantation d'une évaluation des coûts et de l'impact dans la production de nouvelles normes**, permettant ainsi que les projets de lois et de règlements fassent l'objet, à travers le contact avec les secteurs concernés, d'une étude complète de leur nécessité ainsi que des coûts économiques qu'ils peuvent représenter pour les entreprises et les citoyens.

Actions réalisées

- La constitution de la Commission et approbation des Objectifs, des critères et des directives du 1er Plan Général de Simplification (26 juillet 1999). Conformément à l'article 2b du Décret Royal 670/1999, qui attribue à la Commission «l'établissement des directives et la fixation de critères généraux des Plans de Simplification».
- La formulation par les départements de leurs propositions d'action et le renvoi au Secrétariat de la Commission (Direction Générale d'Inspection, de Simplification et de Qualité des services). Conformément à l'article 9, les ministères doivent formuler des propositions d'action. Dans l'approbation des objectifs, des critères et des directives, la Commission a fixé la date du 10 septembre pour ladite formulation. Les propositions ont été reçues entre le 10 et le 23 septembre.

Actions pour le futur

- L'élaboration par la Commission Exécutive d'un rapport sur l'incidence des propositions d'action présentées et son envoi à la Commission interministérielle en formation plénière. Article 7a. Le rapport d'évaluation réalisé prétend être un premier brouillon.
- L'élaboration par la Commission Exécutive de la proposition du Plan Général de Simplification et son envoi à la Commission Interministérielle en formation plénière. Article 7b. Cette activité peut se réaliser antérieurement simultanément.
- Approbation du 1er Plan Général de Simplification.

Projet : Lettres de Services*Objectifs*

Le projet découle des articles 3 et 4 de la récente Loi 6/1997, relative à l'organisation et au fonctionnement de l'Administration générale de l'État, et dont il faut souligner les principes d'efficacité et d'efficience, de responsabilité de la gestion publique, de rationalisation et de rapidité de l'action administrative et, plus particulièrement, celui d'un service effectif auprès des citoyens, principe que ladite Loi décrit comme étant l'assurance par l'Administration générale de l'État, de l'amélioration continue des services publics, déterminant ainsi les prestations qu'offrent les services étatiques, leurs contenus et les standards de qualité correspondants.

Résultats

La finalité concrète des Lettres de Services vise à ce que les citoyens aient à leur disposition des documents souscrits par les responsables des différents organismes au moyen desquels ils puissent s'informer facilement de tout point éminent relatif aux services offerts et, plus particulièrement, aux niveaux ou standards de qualité engagés dans l'exercice de ceux-ci.

Ces documents doivent, au minimum, fournir des informations sur :

- le catalogue des prestations ou des services dispensés ;
- la détermination des niveaux de qualité dans la dispense du service ;
- le système d'évaluation de la qualité.

Jusqu'à présent, il existe des propositions selon lesquelles vont être réalisées dans Lettres de Services dans les départements et organismes suivants :

<i>Ministère</i>	<i>Organisme</i>
Ministère des Administrations publiques	C.I.A. et MUFACE
Ministère de l'Industrie et de l'Énergie	Office Espagnol des Brevets et des Marques

Ministère de l'Environnement	Institut National de Météorologie
Ministère de l'Éducation et de la Culture	Musée du Prado et de la Reine Sofia
Ministère de l'Économie et des Finances	Direction Générale du Cadastre Direction Générale des Coûts de Personnel Direction Générale de Politique Commercial et d'Investissement Extérieur
Ministère de Justice	Sous-Direction Générale d'Organisation et des moyens de l'Administration de Justice et du ministère public
Ministère des Travaux publics	Secrétariat Général des Communications Poste
Ministère de la Présidence	Journal Officiel de l'État
Ministère de l'Intérieur	Sous-Direction Générale d'aide au citoyen et d'assistance aux victimes du terrorisme
Ministère du Travail et des Affaires sociales	I.N.S.S. (Institut National de la Sécurité Sociale)

Responsables

- Le Ministère des Administrations publiques
- Le Secrétariat d'État auprès de l'Administration publique
- La Sous-Direction Générale d'Inspection, de Simplification et de Qualité des services.

Information Complémentaire

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ÉTATS-UNIS/UNITED STATES

E-ZINE or Electronic Magazine

In mid-October, Vice President Gore's National Partnership for Reinventing Government (NPR) launched an up close and personal vehicle to tell the reinvention story. The premier issue of "REGO" – NPR's new quarterly electronic magazine – contains compelling stories of how the effort to reinvent government has touched the lives of ordinary citizens. Read about the experiences of federal employees who are making a difference by creating a government that works better, costs less, and gets results that Americans care about.

The October 1999 issue of REGO also contains interviews with two remarkable federal employees - Shirley Watkins, the Under Secretary for Food and Nutrition Services at the Department of Agriculture, and Colonel Eileen Collins, the first woman to pilot and command the Space Shuttle. And, as if that weren't enough, the issue includes a comical retrospective on certain crazy Federal activities that are no longer supported by tax dollars thanks to reinvention.

For additional information about NPR and the United States Government's reinvention initiatives and success stories, please visit NPR's Internet site at www.npr.gov or email William Ryan, the *REGO Magazine* Editor, at william.ryan@npr.gov

Balancing Measures - Best Practices in Performance Management

Vice President Gore's National Partnership for Reinventing Government (NPR) recently completed a report outlining best practices and lessons learned by public and private sector entities in their performance planning and management.

The report represents the work of a team of federal agency and local government representatives who surveyed several dozen high-performing organisations -- such as the Coast Guard, Postal Service, and Florida Department of Environmental Protection -- to determine how those organisations developed, deployed and balanced measures to improve performance. The study concludes that high performing organisations:

- Establish a results-oriented set of measures that balance business, customer and employee. They define measures that matter the most to each, have them work together, maintain flexibility -- and start rather than study.
- Establish accountability at all levels of the organization. They keep employees and customers informed, not just management.
- Collect, use, and analyze data. They collect feedback data, performance data, and combine them for a more complete picture.

- Connect the dots. They connect performance management to their business plans and budget processes.
- Share the leadership role by cascading it throughout the organization.

The report is available electronically at www.npr.gov. In each instance where a specific organisation is used as an example, you can find a link to the full case study of that agency. The report will be used to kick-off a governmentwide effort to use balanced measures as part of agencies implementation of the Government Performance and Results Act. This 1993 law, which is still going through initial implementation, provides a statutory framework for strategic plans, annual performance plans, and annual performance reports. The current emphasis of the implementation of this law is to provide information useful for accountability. This new initiative is intended to extend the tools this law provides to encourage managers to use it to make their day-to-day management more performance and results oriented.

For additional information, contact Donna Fletcher, Balanced Measures Implementation Project Manager, at (202) 694-0118, or email at donna.fletcher@npr.gov

FINLANDE/FINLAND

Quality Award in the Public Sector

A project implemented during 1998-1999 by the Center for Excellence – Finland focused on the utilisation of quality award and self evaluation in the development of public organisations and public services. The central goal of the project was to study the experiences of the users in the application of a quality award in State administration and in the municipal sector, for example in health care, educational institutions and offices. The report included proposals for the public sector and recommendations for practical measures.

The Final Report (published at the end of September 1999) of the project's Steering Group contains the opinions and experiences of more than 50 people on the use of a quality award in public organisations. Based on the extensive interview and questionnaire material, the Steering Group, consisting of the key actors of the public sector, made five central recommendations and proposals to guide the use of a quality award. **The Steering Group recommended the use of the European Quality Award Model (EQA) for the whole public sector and its application to improve public management and the development of the quality of services.** The use of a joint European evaluation model is supported especially by the extensive co-operation between the Member States of the European Union and the possibility for comparisons with the public and private sectors in the Member States.

There are already several examples of the use of the quality award model in public sector organisations. They represent the full range of public services and the operating environment in which public services function. At the same time they tell about the extensive field in which the quality award is used and its popularity both within the Defence Forces and the police and in hospitals, schools and other educational institutions as well as in State and municipal offices.

The familiarity of the Finnish Quality Award

The above-mentioned pilot project studied the familiarity regarding the Finnish Quality Award and the use of the quality-award model in public-sector organisations. Municipalities, cities, joint municipal organisations as well as State offices and other institutions formed the basic sample of the study. The results of the public sector have been compared with the results of a corresponding study in the enterprise sector.

The Finnish Quality Award is known very or fairly well by 41 per cent of all those in the public sector who responded to the survey. 10 per cent of those who answered had not heard about the Finnish Quality Award. The award was known best in organisation with more than 250 people, in which more than half of those who answered were at least fairly familiar with the quality award. Of the public organisations familiar with the Finnish Quality Award, one in ten intends to participate in the Finnish Quality Award competition within the next few years.

The quality award model had been applied to the development of operations by 17 per cent of all the public sector organisations which responded. Another 12 per cent intends to start applying the quality model in

the development of their operations. Of those familiar with the Finnish Quality Award, almost half (47 per cent) are familiar with the evaluation criteria and contents of the award. About one-third of those familiar with the award, only know it by name, and 16 per cent of those who answered use the quality-award model in the development of the organisation. Compared with the business sector, the public sector clearly has more people familiar with the evaluation criteria and contents of the award while the business sector has more people who know the award by name only.

The application of the quality award in the development of public organisations was inquired from those who had at least heard about the Finnish Quality Award (90 per cent of all those who answered). The quality award model had been applied by 19 per cent of those who answered and another 13 per cent of public organisations intend to start applying the quality award model. In comparison with private sector organisations, public sector has slightly fewer organisations in which the quality award model is applied to the development of operations or which intend to start applying it.

Those respondents who had at least heard about the Finnish Quality Award were also asked how well the evaluation criteria of the quality award suit the development of their organisation. Half of the subjects felt that the evaluation criteria of the quality award suit their organisations fairly or very well. One-fifth felt that the evaluation criteria suit their organisations fairly or very poorly. Those working in big public organisations felt that the evaluation criteria suited them best. On the other hand, smaller organisations had a largest number of people who could not estimate how well the evaluation criteria of the quality award suit their organisations. The central drawbacks of the quality award model or obstacles for its practical application included inter alia problems relating to measurements as well as the fact that it is more difficult to apply the model in the public than in the private sector, e.g. in industry. It was felt that the quality award model and self-evaluation had brought e.g. a more holistic view, coherence and greater system-orientation into public organisations.

On the basis of the results of the project one can say that the operating environment of the public sector places its own demands on the use of the quality award, which relate mainly to the determination of customers and customer satisfaction, the markets and competition as well as the results and societal effects of the operations. The opinions and experiences of those who have used the quality award give valuable information on the actual needs of the users.

Since 1994, public sector organisations have been able to participate in the Finnish Quality Award Competition. In 1994-98, altogether 15 public sector organisations have participated in the competition. Participation in the competition itself must, however, be seen as "the tip of the iceberg" and the self-evaluation taking place within organisations as actual "quality competition" looking for strong points and areas for development in the operations. The criteria of the quality award are already being used to develop leadership and to evaluate operations in many fields in the public sector and interest in their application is increasing rapidly.

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Development of the managerial and expert potential in the Finnish state administration

In the Finnish state administration, recruitment is open. There are career systems in place except for the diplomatic and military services. Hence, Finnish civil servants have advanced to more demanding managerial and expert positions either through direct recruitment or performing more and more demanding tasks in their particular organisations. There has not been any systematic career planning.

In many cases, managerial positions in state organisations require such expert knowledge in its particular field of substance that this kind of expertise can hardly be found outside. Therefore, applicants from inside the organisation have been strong candidates for managerial positions. Consequently, outside applicants have sometimes found it hard to get recruited.

With this in mind, selection criteria and selection methods for high civil servants were reformed in Finland some three years ago. The new criteria underlined, *inter alia*, managerial skills and wider experience. This reform was assumed to improve the possibilities of candidates outside the state administration, including the private sector, to get recruited. It was recognised, on the other hand, that the recruitment possibilities of civil servants have to be maintained. To this end, more systematic development of managerial skills of civil servants was considered to be needed.

Further arguments to consider these issues were the rapid ageing of personnel of many state organisations as well as the increasing competition of private sector organisations for highly-skilled experts.

It was against this background, that the Ministry of Finance launched a development project in late 1997 to find ways and means to take care of the potential for future managerial and expert positions in the state organisations. It was recognised at the outset, that with the tradition of open recruitment and autonomy of individual organisations, it is not possible to consider entering into a more formal career system. Instead the objectives of the development project were formulated as follows:

underline the importance of systematic development for managerial and expert positions and, more generally, consideration of potential managerial resources;

develop concrete measures to assess and develop potential new managers and experts;

improve women's opportunities for higher-level managerial positions.

The project employed eight pilot organisations ranging from the Ministry of the Interior to the Finnish Meteorological Institute and the Sibelius Academy, the only music university in the country.

Attention was paid in particular to the following aspects:

- identification of the potential;
- assessment of their managerial and expert skills;
- measures to further develop these skills;
- follow-up and management of information on the potential;
- measures to motivate and reward the potential;
- equal opportunities.

One of the crucial issues is how to define the potential. There are two basic approaches, which have been labelled as "selection perspective" and "development perspective". The selection perspective assumes that a finite set of selection criteria or "competencies" can be defined *a priori* and these criteria are fixed: you have them or you have not. One only needs identify these criteria and employ them to select those who fulfil them. The development perspective assumes that the competencies are largely acquired: if you don't have it now, you might get it later; if you do have it now, you might lose it later. One needs to identify strategic challenges that managers must face, identify the kind of experiences that could prepare people to meet these challenges, and finally, search for people who can learn from the experience. Basically, the former approach leads to a limited potential while the latter leads to an open potential. It was the latter approach that was assumed in most of the pilot organisations.

The conclusions reached in the project can be summarised as follows:

- to be able to compete for skilled personnel, state organisations need to recognise their managerial and expert potential;
- top management of the organisation is in charge of the identification of potential. It needs to "own" the concept of potential. To avoid misunderstandings, the management needs to inform adequately the whole personnel and argument for the solutions;
- there is no single approach to the identification and assessment of potential that could be applied throughout the state administration. An individual organisation must find the approach which suits it best, whether "selection" or "development", limited or open. Therefore, it is not advisable to create a uniform system of managerial and expert potential to cover the whole state administration;
- ambitions concerning future career development should be clarified in the annual development discussions. These individual ambitions and objective opportunities need to match with the needs of the organisation;
- it is possible for the individual organisations to use various personal assessment techniques, also with the assistance of outside consultants;
- the most important means of skills development are the gradually more demanding tasks and duties. It is also possible to employ job rotation, other forms of internal and external mobility, mentoring as well as other management development techniques; post-graduate studies are encouraged;
- women are encouraged to apply for more demanding managerial and expert positions. Men and women must be equally represented in the management and expert potential.

The final project report will be given to the Ministry of Finance at the end of October 1999. It is the intention to make the results known widely in the whole state administration. In about two years time, an enquiry will be made to find out which measures the various state organisations have taken.

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FRANCE

États généraux de la santé

Les États Généraux de la Santé ont été lancés par le ministre de la Santé afin de consulter les citoyens avant d'entreprendre de vastes réformes dans ce secteur. Annoncée en Conseil des ministres en mai 1998, cette consultation s'est déroulée de septembre 1998 à avril 1999 sur l'ensemble du territoire. Les États généraux ont permis une large mobilisation des citoyens autour du système de santé, puisque **200 000 personnes** ont été impliquées dans ces discussions.

Trois modes de consultation des citoyens ont été mis en oeuvre:

- Les forums citoyens
- Les forums sur la politique hospitalière
- Les comités d'usagers

Les forums citoyens

Les forums citoyens ont été la base des États Généraux de la Santé. L'objectif était de mieux connaître les attentes des citoyens à l'égard du système de santé mais aussi de les rapprocher des experts en développant un effort de pédagogie.

De larges thèmes de discussion ont été fixés en août 1998 par des groupes de travail composés de fonctionnaires, de professionnels, de représentants des citoyens et d'élus :

- Mieux naître en France
- Accéder aux soins
- La santé par la prévention
- Les droits des usagers du système de santé
- L'hôpital et la ville
- Le cancer
- Jeunes et santé
- Santé et cadre de vie
- santé mentale
- Soins : impératif de qualité
- Progrès médical
- Douleur et soins palliatifs

Des jurys de citoyens 10 à 15 personnes ont été composés selon des modalités propres à chaque Direction régionale de l'administration sanitaire et sociale (DRASS) : ***appels par voie de presse, recrutements par sondages ou par bouche à oreille***. Le Comité régional de pilotage a sélectionné ensuite les jurés en écartant ceux qui sont trop impliqués dans le système de santé ou qui ont des idées jugées trop préconçues. Le rôle des jurés était de questionner les experts lors d'un débat public, de faire une synthèse des éléments qui sont ressortis de la discussion et d'émettre des recommandations.

Les forums sur la politique hospitalière

Ces forums se sont déroulés en parallèle aux forums citoyens. 23 forums se sont tenus d'octobre 1998 à mars 1999. Ils ont regroupé en moyenne 300 à 400 personnes par région : professionnels de santé, représentants d'association de malades et d'association du secteur sanitaire et social, représentants syndicaux ou du patronat du secteur sanitaire et de nombreux élus locaux et régionaux. Dans plusieurs régions, des élèves de collège, de lycées ou des étudiants y ont participé.

De l'avis des agences hospitalières, ces débats ont pesé sur les orientations définitives sur la révision des schémas régionaux d'organisation sanitaire (SROS). Par ailleurs la volonté de poursuivre la consultation des citoyens s'est affirmée et des comités d'usagers ont été constitués.

Les comités d'usagers constitués dans le cadre de la procédure SROS

Des comités d'usagers ont donc été créés dans 7 régions différentes. Leur composition est hétérogène : représentants d'usagers siégeant dans les conseils d'administration des établissements de santé ou représentants d'associations d'usagers ou de malades.

Les comités ne jouent pas de rôle décisionnel dans la procédure d'élaboration de la politique hospitalière. Néanmoins certains comités ont eu un impact significatif sur l'élaboration du schéma régional d'organisation sanitaire. D'autres comités ont permis des échanges fructueux dans la ligne pédagogique des États Généraux de la Santé.

La dynamique interministérielle au service de la modernisation : les réseaux interministériels et le management du changement

Depuis plusieurs années, le ministère de la fonction publique, de la réforme de l'Etat et de la décentralisation anime plusieurs réseaux permanents destinés à promouvoir la réforme de l'Etat et la modernisation de l'administration dans l'ensemble des ministères ; certains ont une vocation transversale, d'autres sont spécialisés, voire techniques.

Tous ont pour objectif, outre l'apport d'informations sur les questions et chantiers d'actualité, de favoriser l'évolution des cultures et des pratiques professionnelles et de contribuer à l'implication des différents ministères dans la modernisation.

Parmi eux, les réseaux transversaux revêtent une importance particulière. Il s'agit :

- du comité permanent du Comité interministériel pour la réforme de l'Etat ;
- des rencontres des directeurs du personnel et de l'administration générale ;
- des réunions des hauts fonctionnaires de modernisation et de déconcentration ;
- du réseau interministériel des modernisateurs.

1) Le Comité interministériel pour la réforme de l'Etat

Présidé par le Premier ministre ou, par délégation, par le ministre chargé de la réforme de l'Etat, le Comité interministériel pour la réforme de l'Etat (CIRE), instance gouvernementale décisionnelle en matière de

réforme de l'Etat, réunit le ministre chargé de la fonction publique, le ministre chargé du budget, le ministre de l'intérieur, le ministre chargé de l'aménagement du territoire, le ministre chargé du plan et, en tant que de besoin, les autres membres du gouvernement. Il fixe les orientations de la politique gouvernementale tendant à :

- - clarifier les missions de l'Etat et redéfinir le champ des services publics ;
- - prendre en compte les besoins et les attentes des usagers des services publics, notamment par la simplification et l'allègement des procédures ;
- - améliorer l'efficacité des services de l'Etat et de ses établissements publics ;
- - déléguer les responsabilités au sein de l'Etat ;
- - moderniser la gestion publique.

Il délibère également sur les schémas d'organisation des services de l'Etat sur le territoire français et coordonne le développement des systèmes d'information de l'administration.

Ce comité permanent joue aussi un rôle déterminant dans les décisions d'attribution des crédits du fonds pour la réforme de l'Etat, instrument budgétaire du CIRE pour inciter et soutenir concrètement des projets développés par les services de l'Etat au plan national et déconcentré.

2) Les rencontres des directeurs du personnel et de l'administration générale

Présidées par le directeur général de l'administration et de la fonction publique, délégué interministériel à la réforme de l'Etat, ces rencontres, qui réunissent les directeurs d'administration centrale de l'Etat chargés des questions de personnel et d'administration générale, permettent d'aborder les thèmes d'actualité et les procédures de travail touchant à l'administration générale et à la gestion des ressources humaines de l'Etat et de préparer les orientations pour des décisions interministérielles portant sur ces matières.

A titre d'exemple, les thèmes évoqués en 1998-1999 ont concerné la gestion de l'encadrement supérieur, la résorption de l'emploi précaire, la mobilité, la mise en oeuvre d'accords salariaux, la formation, le recrutement des handicapés. L'activité à venir portera essentiellement sur la mise en oeuvre des décisions du dernier Comité interministériel pour la réforme de l'Etat (13 juillet 1999) relatives à la dynamisation de la gestion des ressources humaines (GRH) dans l'administration : élaboration d'une charte de la GRH, gestion prévisionnelle des effectifs et des emplois, aménagement et réduction du temps de travail...

3) Les réunions des hauts fonctionnaires chargés de modernisation et de déconcentration (HFMD)

Ces hauts fonctionnaires, institués à l'automne 1997 dans chaque ministère à l'initiative du ministre chargé de la réforme de l'Etat, conduisent les chantiers de modernisation et de réforme de l'Etat dans leur ministère.

Dans sa composition, ce collège recouvre partiellement celui des directeurs du personnel et d'administration générale des ministères, mais sa vocation est beaucoup plus large puisqu'elle porte sur l'ensemble des aspects de la modernisation de l'Etat ; de ce fait, il constitue un lieu de cohérence et d'impulsion globale du changement dans l'administration.

En 1998, il s'est réuni à plusieurs reprises pour traiter de sujets essentiels tels que l'élaboration des programmes pluriannuels de modernisation des ministères, la modernisation de l'administration territoriale de l'Etat, la programmation pluriannuelle des effectifs, la rénovation de la gestion des ressources humaines dans l'administration.

Son activité porte actuellement sur l'orientation et le suivi de la mise en oeuvre des décisions du dernier CIRE (13 juillet 1999) : relations avec les usagers et démarches qualité, amélioration de la gestion publique (contrôle de gestion, contractualisation interne, pilotage des établissements publics...), suivi de la déconcentration et mise en place d'une nouvelle approche territoriale de l'intervention étatique, prospective et évaluation, fonctions européenne et internationale, "administration électronique" et modifications de l'organisation et des services induites par les nouvelles technologies de l'information et de la communication, charte de la gestion des ressources humaines...

4) Le réseau interministériel des modernisateurs

Le réseau interministériel des modernisateurs, animé par la Délégation interministérielle à la réforme de l'Etat (DIRE) et composé de chargés de modernisation dans l'ensemble des ministères, remplit un rôle complémentaire au collège des HFMD : organe régulier et technique de travail et d'information, il contribue aux avancées concrètes de la réforme de l'Etat par l'élaboration d'une culture collective et le soutien méthodologique aux démarches de modernisation conduites dans les ministères.

Ses membres sont des responsables opérationnels de haut niveau en mesure d'assurer le lien entre les différents axes de la réforme de l'administration décidés par le CIRE et précisés par le collège des HFMD et leurs conditions pratiques de mise en oeuvre dans les ministères.

Son activité se décline ainsi :

- échange et diffusion d'informations et de réflexions sur les questions d'actualité et l'avancement des chantiers de la réforme de l'Etat, les pratiques administratives, les outils de gestion et plus largement l'ingénierie administrative... ;
- production de documents de références, méthodologiques et autres (notes de synthèse, comparaisons internationales, guides et brochures méthodologiques, fiches et études de cas...), élaboration concertée de circulaires portant sur des chantiers spécifiques de réforme ;
- contribution à la capitalisation d'innovations (fiches d'expérience), dont certaines sont appelées à figurer sur le site internet interministériel des innovations dans les services publics (<http://www.innovations-services-publics.gouv.fr>), inauguré en juin 1998 par le ministre chargé de la réforme de l'Etat et qui permet de valoriser des expériences et démarches conduites par l'Etat, les collectivités locales, les organismes de service public ;
- participation à la conception des journées d'études organisées par le ministère de la fonction publique, de la réforme de l'Etat et de la décentralisation et qui sont elles-mêmes un instrument fort de pédagogie et de débat sur la modernisation des administrations. C'est dans le cadre de ce réseau qu'ont été constitués les différents groupes de travail correspondant aux grands chantiers décidés par le dernier CIRE .

Des outils spécifiques sont ou vont être prochainement mis en place pour faciliter les échanges et le travail au sein du réseau, faire connaître son activité et lui donner des prolongements au sein des services de l'Etat : un journal périodique sur la réforme de l'Etat et la modernisation de l'administration, un extranet qui

pourrait comporter l'annuaire des modernisateurs, les comptes rendus des réunions plénières et spécialisées, une banque de données des productions du réseau, des références sur la réforme de l'Etat, des fiches d'identification des personnes-ressources, des fiches de cas...

HONGRIE/HUNGARY

The Programme of the Continued Development of the HUNGARIAN public Administration System for the Years 1999-2000

On the preliminaries

In its programme the Government of Hungary -- in office since July 1998 -- assigns great importance to the planned and balanced development of public administration, to develop an efficient and cost effective a public administration system that provides services to citizens and their organisations. To implement the above goals in its **Resolution No. 1052/1999. (V.21.)** the Government adopted its development task plan covering the years 1999-2000 for the continued development of the public administration system, defining the concrete tasks.

Besides the concrete tasks to be performed the **task plan** also **specifies** the environment in which civil servants in the service of the public perform their activities and which orientates their activities. In this resolution the Government focuses on the revision of the tasks of the public administration system and of the scopes of competency, on the restriction of the roles played by the state, on de-regulation and on the improvement of the operation of public administration.

The improvement of the operation of the public administration system is promoted by the actions aimed:

- to renew Hungary's outdated law on public administration procedures;
- to create an up-to-date system for supervisory inspections/audits;
- to extend the information system of public administration; and
- the application in public administration of quality assurance systems.

The **appropriate management of the human factor is a central element** of the improvement of the improvement of public administration, and - to this end- the continued improvement of Hungary's public service system through the development of a public service career path and the expansion of the system of continued training and manager training. Decision has also been made **to improvement of the efficiency of the operation of the public service** on that:

- criteria for the evaluation of the work of civil servants should be elaborated and, as a result of the evaluation, the salaries of civil servants -- or part of their salaries -- should be determined on a performance oriented basis, and
- the code of conduct to regulate the moral behaviour of those employed in public administration shall also be elaborated.

The consistent implementation of the above two tasks is a fundamental pre-requisite for the development of the new service providing type of public administration system. Drawing on the documents of the public administration committee (PUMA) of the Organisation for Economic Co-operation and Development (OECD) of advanced industrial countries the Government will soon develop the system of performance evaluation in public administration. The Government will also draw on experiences of countries with longer traditions than does Hungary, but the system to be developed will be adjusted to the local conditions and circumstances.

The key concepts of the Government on the tasks of the continued improvement of public administration for 1999-2000 (based on the Government Resolution No. 1052/1999. (V.21.)

a) To improve the operation of the central public administration system:

- The tasks performed and competencies exercised by ministries shall be reviewed. Efforts shall be made to retain - from among the ministerial tasks that continue to be necessary - only sectoral strategic regulatory and controlling tasks at the ministerial level. From among the operative tasks the service providing tasks of the public administration system and those associated with the provision of information as well as the various individual official competencies should be delegated to a central office with its own competency separated from the organisation of the ministry, to territorial governmental offices, territorial or local organs of public administration directed by the ministry, to local governmental organs or to organisations of the civil sector.
- In accordance with the revision of the ministerial tasks the background institution structure supporting the ministerial tasks shall be reviewed. As a result of the review a proposal shall be made concerning the maintenance or termination of the budgetary organ nature of the background institutions, or concerning the deployment of the tasks performed by the given organisations to central or local territorial organisations. The continued maintenance of the background institutions that are considered to remain necessary should be supported by cost/benefit analyses. Decision concerning background institutions shall be made by Government in the budget act for 2001.
- The revision and reform of the public administration organs operating in other than ministerial forms shall be completed.
- No. XI Act of 1987 on legislation shall be reviewed. In the new law on legislation the organisational and procedural regime for the ex-ante and ex-post impact assessment of statutes of laws and their drafts as well as for the continuous revision for deregulation of such shall be created. In drafting the new act on legislation the findings of the country report put together by the OECD on regulatory reforms shall be taken into account along with the lessons drawn from the EU legal harmonisation.
- In all central public administration organs operating in a ministerial or non-ministerial form provisions shall be made to ensure performance of cost/benefit analyses of decisions and performance appraisal of the work performed. The tasks associated with this are established in the annual work plan.
- Methodology assistance shall be provided for the performance of the tasks associated with the cost/benefit analyses and performance appraisal.
- No. IV act of 1957 on the general rules of public administration procedures shall be reviewed. A codification committee shall be set up to carry out the preparations for the amendment. A proposal

shall be made for a single public administration procedural law that meets the requirements of an up-to-date public administration system.

- Legislation on the regime of the supervisory controlling of public administration organisations shall be elaborated.
- A concept shall be developed for the continued improvement of the financial controlling system.
- The concept for the foreign relations of public administration organisations shall be developed along with the associated legal regulation.

b) In the area of the development of sub-national and local administration:

- In accordance with the amendment to the act on regional development the legality supervisory regime of the regional development councils and the organisational and operational regime of the general monitoring of the regional development subsidies shall be developed.
- The scopes of responsibilities and competencies, the legal status, organisation and operation of sub-national and municipal level public administration organisations shall be reviewed.
- The review shall concentrate on the following aspects:
 - where is state intervention unnecessary or where can state intervention be supplemented with other means - outside the scope of public administration;
 - where can their state administration nature be terminated;
- in the case of state administration tasks that continue to be necessary, efforts should be made to delegate those to the levels closest to the clients - to sub-national or local organs of state administration - or to local governmental notaries.
- The possibility of placing sub-national state administration on regional foundations based on county boundaries shall be explored, making efforts primarily
 - to ensure that after the authority of the first instance, i.e. the notary of the local government that is the centre of the municipality as district centre, regionally organised state administration organisation above the county level, should be the authority of the second instance;
 - in the case of organs that do not have authority of the first instance at the municipality level attempts shall be made to transfer the competency of the first instance held by county offices to a level closer to the clients - to the notary of the local government of the municipality that is the centre of its district - while the organs of the second instance should be developed at a regional level based on the former county organs;
 - in the case of organs already operating at regional level (or with competencies extending over county limits) harmonisation of territorial competency in line with the framework of the seven planning/budgeting/statistical regions should be attempted;
 - from among the county (Budapest) public administration offices the heads of the offices of the headquarters of the working organisations of the seven planning/budgeting/statistical regions should be charged with the task of co-ordinating the activities of the de-concentrated organs

operating in their regions and of controlling those in accordance with the provisions of a separate piece of legislation.

- New sub-national state administration tasks may be delegated primarily to the already existing sub-national state administration organisations - or where there are no such organs to the public administration offices operating as government offices.
 - The sub-national offices of the Government - Budapest, county public administration offices - shall be prepared for the performance of their enhanced scopes of responsibilities. The necessary budgetary resources shall be provided for this, in the framework of which offices should be allocated a share of the revenues from fees and duties and the fines they impose. Their IT systems shall be strengthened as far as possible and their organisations shall be made suitable for the legality supervision of regional development. Their co-ordinating and controlling competencies shall be strengthened in sub-national state administration.
 - Proposal shall be made to harmonise the areas of competency of the performance of certain state administration tasks by notaries of local governments of municipalities that are district centres.
 - The scopes of responsibilities and competencies of local governments shall be reviewed and based on the findings proposals shall be elaborated concerning the differentiated deployment of competencies and the related financing system.
 - Based on the appraisal of the findings of external financial/economic controlling (auditing) of local governments proposals shall be elaborated concerning the revision of the validity and legitimacy of the application and accounting by local governments for their revenues originating from their central budgetary relations - state contributions and subsidies, personal income tax - in association with the legality controlling right of the county public administration offices in co-operation with the sub-national general government and public administration information services (TÁKISZ).
 - Based on the findings of the operation of the local development regions and based on the proposed changes of scopes of responsibilities and competencies and organisational changes the possibility of creating local governmental regions with elected bodies shall be explored.
- c) In the area of developing an efficient public administration system:
- The integrated information system shall be developed for public administration in a way as will enable it to provide the information services for customers as required for the service providing type of public administration.
 - A recommendation on methodology shall be prepared concerning the up-to-date operation of public administration organisations, for the development of their customer service and information systems.
 - A service providing type of public administration shall be created: the telehouse programme supporting it shall be promoted along with the various office model experiments and the creation of local information - methodology - services in the public interest shall be stimulated.
 - Up-to-date quality assurance systems should be introduced and applied in public administration as far as possible.
- d) To promote the quality improvement of the staffing of public administration:

- In reviewing the labour rules on the public service sector a proposal shall be prepared for the development of an increasingly uniform public service system and legal regulation.
- In connection with the nation-wide medium term plan for continued training and manager training plan elaborated based on the Government Resolution No. 199ú1998. (XII.4.) arrangements shall be made to ensure the approval of the annual plans, in the course of which special attention shall be paid to the continued training of elected local governmental executives performing public administration tasks.
- A code of conduct of civil servants to regulate the moral behaviour of those employed in public administration shall be elaborated.
- The criteria for the evaluation of the work of civil servants shall be elaborated. As a result of the evaluation, the salaries of civil servants should be determined in a performance oriented way, on a differentiated basis.

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In May 1999 the Government of Hungary approved the programme for the continued development of the public administration system in the years 1999 and 2000.

The programme is focussed on the improvement of the operation of the public administration system, primarily through the strengthening of its service providing nature. The goal is to establish a system that is close to citizens, one that is capable of providing citizens with the widest possible range of information of public interest.

In the course of the implementation of the task plan some of the planned actions are already underway. Two of them should be highlighted here, as prioritised programmes promoting the on-site clearance of administrative issues for citizens:

- The **programme of document centres**, aimed to issue personal documents in district centres, and
- The **“OK Telehouse-programme”**, enabling electronic ‘tele-clearance’ of administrative issues from ‘remote’ locations.

On document offices

The transition to an operating social market economy, the requirements of the rule of law and the protection of citizens’ personal data have raised in Hungary the necessity of a *system of instruments* without which these goals would be difficult or impossible to achieve.

In both the business and the public sector the necessity of proving personal authenticity has intensified in relation with the protection of property and the internal security of the state. These circumstances have

resulted in citizens spending more and more time on obtaining, updating and replacing various cards, certificates, official proofs (documents). Since a large proportion of these are necessitated by the exercising of public power, the modernisation of activities relating to documents and the performance of administrative transactions involving citizens, the increased computerisation of the clearance of large volume routine administrative activities, the replacement of labour, serve the interests of both citizens and the state.

The 'document reform' was planned in 1996 in the reform programme of the government aimed to modernise the public administration system, to be implemented in a medium run. The reform programme - subject to the administrative costs incurred and the IT development projects - aims to achieve the improvement of clearance of administrative issues involving documents in several steps, in co-ordination with other improvements of the public administration system.

This objective of the reform program was confirmed and improved by Government in its Resolution No. 1052/1999. (V.21).

The two year governmental task plan provides for the implementation of the tasks pertaining to the handling of documents as follows:

- In the first step -- from 1 January 2000 -- local governmental notaries with competency over the permanent addresses of residence of citizens shall administer only citizens' reports of changes of permanent addresses of residence and other customer service type issues pertaining to the management of locally generated data.
- In the case of any other document covered by the competency of the Minister of the Interior the recording, verification of personal identification data, the task of identification of citizens, the correction and complementation of central and local registries and the execution of certain documents would be carried out by the district *document office*.
- The *total number* of document offices *would be 152* in line with the competencies of local (municipal) police headquarters. (It should be noted that currently over 3,000 local governments are performing various types of functions involving clearance of issues involving documents.).
- The alignment of competencies to the districts of police headquarters would ensure that the IT background of the police can support the technical activities of document offices.
- In the second step - in a medium run - document offices will be integrated in the *general system of clearance of administrative issues at district centres*. At present we are integrating official clearance of administrative issues based on the *guardianship and construction administration* in order to ensure that *more complex issues* be cleared only by notaries of municipal governments where the *technical/professional/material requisites*, instead of the current practice where the notaries of all municipal governments perform such tasks. The function of the clearance of administrative tasks will not be entirely withdrawn from the notaries of smaller municipalities since the *preparation of issues* and some interim actions will continue to be part of the scopes of competency of the municipal governments of the permanent places of residence of citizens, where the clearance of more complex issues is prepared using *methods of customer service*.
- Thereby the local tasks of the issuance of documents - after the completion of the system - will be performed by document offices operating in a total of some 245 municipalities. (A more definite date for the introduction of this system will be available in 2001, subject to the funding of the costs of the development.)

The development of district centre competency shall, therefore, be an important element of the modernisation of the practice of clearance of documents for citizens. Document offices shall be located and developed in a way that will ensure that:

- following the phase of preparation by means of customer service citizens can have their issues cleared at offices that are easy to access, that are located close to their places of residence, that are nevertheless well prepared and that do have the necessary personal and technical/professional background;
- document offices are operating under the necessary security conditions, with up-to-date information technology support based on a proven IT background (e.g. the technical system supporting general and local governmental elections);
- the locations of document offices are harmonised with established administrative structures, carrying out corrections entailing the smallest possible costs;
- the tasks of the issuance of personal identification cards and documents used for similar purposes that affect the largest number of people will be performed by any document office, as chosen by the citizen.
- the key goal is to reduce the burdens (and costs) of citizens associated with the clearance of their administrative issues by the creation of a not too costly state administration system.

Telehouses and public administration in Hungary - The 'OK Telehouse' programme

Since 1994 an extensive, nation-wide and international 'Telehouse-movement' has evolved in Hungary in the wake of local initiatives, supported by civil, public and business organisations. Now at the turn of the millennium there are about 150 telehouses operating in Hungary most of them owned by local civil organisations, in co-operation with local governments and businesses.

The rural tele-service centres established following the Swedish example provide all kinds of services that need up-to-date information technology and communication facilities. The scores of different services provided by telehouses include education, games for children and young people, cultural activities, information of public interest, consultancy, services for civil organisations, organisation of social type services, tele-teaching, tele-working, tele-banking, electronic commerce etc. An institution system has developed to provide the necessary services for telehouses, the Hungarian Telehouse Association carries out the tasks of interest representation and its fully owned Telehouse Public Service Corporation organises and manages the provision of services for telehouses and so-called telehouse trade centres are being developed to operate telehouse business services (in the areas of trade, tourism, tele-teaching, tele-working, opinion polls, call centres etc.).

The central government has been monitoring and increasingly supporting the development of the Hungarian telehouse movement almost from its inception. It is quite clear that in small rural communities where there are no or only few public institutions and public services available it goes without saying that it is possible, indeed, it is necessary to assign public services to the telehouse infrastructure. What the state could not itself resolve - the development and maintenance of an infrastructure of this type - can now be created by a wide inter-sectoral co-operation, with a lot smaller and a lot more rational extent of financial contribution by the central budget. Since the range of services provided by telehouses is not strictly defined, this option is available for any area of the public services.

There are quite a number of possible forms for the participation of telehouses in the performance of public administration tasks. Five of these potential and closely inter-related areas are of outstanding importance. On the one hand, these make an extremely large contribution to the development of the society and the

economy in rural areas, on the other hand, these are sufficient in themselves, for the long term maintenance of the telehouse structure.

- The improvement of the standards of the clearance of administrative issues is one of the essential goals of the development of the public administration system. Telehouses are capable of this, balancing the necessary concentration of the specialised administration tasks. Their participation - as part of the ongoing reform - would promote the reduction (instead of the feared increase) of the distance between the clearance of administrative issues and citizens in areas where this is not at all the case today (e.g. taxation, social security, labour). Telehouses can operate as **intermediators of the clearance of administrative issues** gradually developing into terminals for tele-clearance of issues.
- The development of public administration could not be achieved without **high standard operation of municipal governments**. Representatives and local governmental bodies of small municipalities are particularly in need of technical/professional assistance and methodology support. Telehouses enable the direct provision of information and technical/professional assistance to local governments in decision making, in the organisation of public services, in the elaboration of plans and programmes. Access to information on good solutions that have proven successful elsewhere, the provision of information on subsidies for which applications may be submitted, the promotion of the development of relations, the organisation of training and other development programmes are particularly valuable services for local governments.
- It is already possible to 'streamline' the provision of **information of public interest** - which is quite deficient today, that does not form a single system and that does not offer a universal access interface - on the telehouse network (and on other access point), indeed, it is considered crucial for the purposes of supporting and developing the clearance of administrative issues, the development of the economy and employment. This is one of the fundamental functions of telehouses which would open a new chapter not only in providing access for citizens to information through co-operation with organisations of public administration and public service providers through up-to-date means and instruments, but it could also create a culture of a 'service provider state' and turn this culture a palpable reality.
- In the area of **public working** the telehouse network is creating new opportunities, it may transfer the potentials of the information society into day-to-day practice through the very organisation and operation of the system for the provision of information of public interest. The concept is not a complicated one: public work and the operation of the system of providing information of public interest should be interlinked. By creating opportunities (terminals) for tele-working -- these are already available -- for the maintenance of small segments of the immense system of information of public interest the task that seems formidable today may be resolved through the activities of a large number of intellectual tele-workers (they may even be semi-skilled workers) using a uniform technology.
- Drawing on the possibilities offered by the system for the clearance of administrative issues, consultancy and provision of information of public interest as well as expert support on the network, **local economic development** may be turned from the 'elite' genre that it is today - a field reserved for the very talented, very smart, very well informed, 'very much in the know', those with very good contacts - into day-to-day practice. The 'only' thing that it takes is the institutionalisation of telehouses in the systems of regional, sub-national and rural development as service providing centres of sub-regional areas and the creation of the public service providing surfaces - as part of the provision of information of public interest - to which they can get connected.

The 'OK Telehouse' programme launched in the summer of 1999 is aimed to strengthen and to organise the use of the above opportunities, supporting the governments programme of improving the public administration system. Almost as many as 20 nation-wide partners (ministries, the tax authority, the Hungarian Telecommunication Company and other service providers) have joined the effort of model development and of the creation of legal, professional, information and technical requisites.

- In the first step, the system and technology of service provision is being developed for OK Telehouses, in co-operation with the above partners.
- In the second step, ten telehouses to be selected through competitive bidding will be prepared for the provision of information of public interest and for the intermediation of the clearance of administrative issues. Further to training, they will be provided with free telephone lines, instruments, aids and wage support.
- In the third step, the service of intermediating the tasks of clearance of administrative issues will be operated for half a year in at least 20-30 areas (e.g. taxation, land registry, social matters).
- In the fourth step, the experience and findings will be evaluated and a plan will be developed for the wide scale introduction of the solution.
- In the fifth step -- depending on the success of the scheme -- the solution will be introduced in the largest possible group of telehouses. In a longer run, telehouses should be provided with a normative budgetary support in return for the provision of their services.

Our home page -- www.telehaz.hu -- is providing permanently updated information on the situation of the telehouse system in Hungary. This Internet site provides access to the OK Telehouse programme and the OK Service via the Internet.

Budapest, 18 October 1999.

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Programme du développement de l'administration publique hongroise pour la période de 1999-2000

Sur les antécédents

Dans son programme, le Gouvernement hongrois, qui est entré en fonction en juillet 1998, attache une grande importance au développement méthodique et équilibré de l'administration publique en vue de créer une administration publique efficace, économique et servant les intérêts des citoyens et de leurs organisations. C'est pour mener à bien cet objectif que, par sa **décision n°1052 du 21 mai 1999** le Gouvernement a adopté le projet de développement de l'administration publique pour les années 1999-2000.

Ce projet ne comporte pas seulement les tâches concrètes, mais **définit** aussi l'environnement dans lequel les fonctionnaires travaillant au service du public déploient leur activité et indique pour eux les orientations à suivre. Dans cette décision, le Gouvernement met l'accent principal sur la révision des tâches et des compétences de l'administration publique, sur la limitation du rôle de l'État, sur la dérégulation et sur l'amélioration du fonctionnement de l'administration publique

Servent l'amélioration du fonctionnement de l'administration publique les mesures qui visent :

- le renouvellement d'une loi dépassée définissant la procédure de l'administration publique ;
- la mise au point du système moderne des contrôles de surveillance ;
- la généralisation de l'informatique dans l'administration publique ; ainsi que
- l'application des systèmes d'assurance-qualité dans l'administration publique.

L'élément central de l'amélioration du fonctionnement de l'administration publique repose sur la bonne gestion du facteur humain ainsi que sur le perfectionnement de notre système de service public au moyen de la bonne définition de la carrière de service public et de la modernisation du système de la formation continue et de la formation des dirigeants. En vue d'accroître l'efficacité du fonctionnement de l'administration publique, il a été décidé que :

- il faut élaborer les critères d'évaluation du travail des fonctionnaires, et c'est à partir de ces critères que leur traitement ou une partie de leur traitement doit être fixé en fonction des résultats ; et
- qu'il faut aussi élaborer le code de déontologie fixant les règles du comportement des employés de l'administration publique.

L'exécution conséquente de ces deux dernières tâches est la condition primordiale de la création d'une administration publique de type nouveau. En s'appuyant sur les matériels de la Commission d'Administration Publique (PUMA) de l'OCDE, le gouvernement va élaborer sous peu le système d'évaluation du travail dans l'administration publique. Pour ce faire, nous allons prendre pour base, tout en créant un système qui s'adapte aux conditions spécifiques de la Hongrie, les expériences des pays qui ont des traditions de plus longue date que nous.

Les grandes orientations du Gouvernement concernant les tâches de développement de l'administration publique pour les années 1999-2000 (sur la base de la décision gouvernementale n°1052 du 21 mai 1999)

a) En vue du développement du fonctionnement de l'administration publique centrale :

- Il faut procéder à la révision des tâches et des compétences des ministères. Parmi les tâches qui seront nécessairement remplies à l'avenir aussi par les ministères, il ne faudra garder au niveau ministériel que les tâches stratégiques sectorielles, de régulation et de contrôle. Parmi les tâches opérationnelles, les tâches prestataires administratives et les compétences spécifiques d'autorité devront être confiées à un bureau central, indépendant du ministère et ayant des compétences autonomes ou à un organe d'administration publique régional ou local fonctionnant sous la surveillance du ministère, à un organe de la collectivité locale ou aux organisations de la sphère civile.

- En harmonie avec la révision des tâches ministérielles, il faut aussi revoir la structure des institutions auxiliaires qui assistent le travail des ministères. À l'issue de la révision, il faut proposer le maintien ou la suppression du caractère budgétaire de ces organismes ou confier leurs tâches à des organismes centraux ou territoriaux. Le maintien des organismes jugés nécessaires doit être étayé par une analyse du rapport coût/utilité. C'est dans sa loi de finances de l'an 2001 que le Gouvernement va décider du sort de ces organismes auxiliaires.
- Il faut achever la révision et la réforme des organismes centraux d'administration fonctionnant sous forme non ministérielle.
- Il faut revoir la loi n°XI de 1987 sur la législation. Dans la nouvelle loi sur la législation, il faut élaborer l'ordre structural et procédural de l'analyse a priori et a posteriori de l'impact des réglementations et des projets de réglementations ainsi que de l'analyse de la dérégulation. Dans l'élaboration du projet de la loi sur la législation, il faudra tenir compte des constatations des rapports de l'OCDE préparés sur les pays ainsi que des expériences de l'harmonisation juridique de l'élargissement de l'UE.
- Dans tout ministère et dans tout organe central fonctionnant dans une forme non ministérielle, il faut effectuer l'analyse coût/utilité des décisions et de l'appréciation du résultat du travail réalisé. Les tâches liées à ces analyses sont définies dans le plan de travail annuel.
- Pour l'analyse coût/utilité et pour l'appréciation du travail réalisé, il faut fournir l'aide méthodologique nécessaire.
- Il faut revoir la loi n°IV de 1957 sur les règles générales de la procédure de l'administration publique. Pour les travaux préparatoires, il faut former des commissions de codification. Il faut élaborer un projet de loi sur une procédure conforme à l'administration publique moderne.
- Il faut élaborer la réglementation sur le système du contrôle de surveillance des organes de l'administration publique.
- Il faut élaborer le projet du développement du système du contrôle financier.
- Il faut élaborer le projet pour le développement des relations des organes de l'administration avec leurs partenaires étrangers et la réglementation y nécessaire.

b) Dans le cadre du développement de l'administration territoriale et locale :

- Il faut élaborer, en harmonie avec l'amendement de la loi sur l'aménagement du territoire, le système de la surveillance des conseils régionaux de l'aménagement du territoire ainsi que l'ordre structural et de fonctionnement du monitoring des subventions régionales de développement.
- Il faut revoir les tâches, les responsabilités, le statut, les structures et le fonctionnement des organes territoriaux et locaux d'administration publique.

Dans le cadre de cette révision, il faut établir :

- les points où l'intervention de l'État n'est pas nécessaire et ceux où elle peut être assurée par des moyens autres que ceux de l'administration publique ;

- les points où leur caractère d'administration publique peut être supprimé ;
 - que, dans le cas des tâches toujours nécessaires de l'administration, il faut s'efforcer de les confier à des niveaux qui sont plus proches des clients -- c'est-à-dire à des organes territoriaux ou locaux de l'administration -- ou aux notaires de la municipalité de l'agglomération.
- Il faut examiner la possibilité de mettre l'administration territoriale sur des bases régionales situées au-delà des frontières départementales. Dans le cadre de ce processus, les efforts déployés doivent en premier lieu avoir pour but que :
 - le centre de l'agglomération, en tant que notaire de la municipalité du centre du district soit, après l'autorité du premier degré, celle du deuxième degré, c'est-à-dire une organisation d'administration publique de niveau régional ;
 - dans le cas des organisations ne disposant pas d'autorité du premier degré au niveau municipal, il faut essayer d'implanter les compétences d'autorité de premier degré des organes départementaux à un niveau situé plus près des clients -- c'est-à-dire à celui du notaire de la municipalité du centre de district -- et de constituer les organes de deuxième degré au niveau régional sur la base des organes ayant été antérieurement des organes départementaux ;
 - dans le cas des organes fonctionnant toujours au niveau régional (ou dépassant dans leurs compétences les cadres départementaux), il faut essayer de mener à bien l'harmonisation territoriale correspondant au niveau prévisionnel et statistique aux cadres des sept régions ;
 - parmi les bureaux départementaux (de capitale) d'administration publique, le dirigeant des bureaux se trouvant au niveau prévisionnel et statistique au siège des sept régions, doit avoir pour tâche numéro un la coordination de l'activité des organes déconcentrés de la région ainsi que le contrôle de ces derniers conformément à la réglementation les concernant.
 - Les nouvelles tâches territoriales d'administration publique peuvent être implantées en premier auprès des organes territoriaux d'administration déjà en place à défaut desquels lesdites tâches peuvent être confiées aux bureaux d'administration publiques fonctionnant en qualité d'offices gouvernementaux.
 - Les offices territoriaux du Gouvernement -- les bureaux se trouvant dans la capitale et dans les départements -- doivent être préparés à l'accomplissement des tâches nouvelles. Pour ce faire, il faut assurer les conditions budgétaires nécessaires, dans le cadre desquelles, il semble justifié de faire bénéficier ces offices des recettes provenant des taxes et de la somme des amendes infligées par eux. Il faut améliorer selon les possibilités leurs conditions en matière informatique et rendre leurs structures aptes à exercer la surveillance légale de l'aménagement du territoire. Il faut renforcer leurs compétences de coordination et de contrôle dans l'administration publique territoriale.
 - Il faut préconiser l'unification des compétences territoriales devant être confiées au notaire de la municipalité du centre du district.
 - Il faut revoir les tâches et les responsabilités des collectivités locales et élaborer, à partir de cela, les propositions relatives à l'implantation des responsabilités différenciées et au système de financement y nécessaire.

- Sur la base de l'appréciation du contrôle financier et économique extérieur des collectivités locales, il faut élaborer une proposition pour la supervision de l'authenticité et de la légitimité de la demande et de l'imputation des recettes de ces dernières provenant du budget central et cela par l'exercice du droit qu'ont les offices départementaux d'administration de contrôler la légalité des opérations et avec le concours des Services d'Information Territoriaux de l'Administration Publique et des Finances Publiques (TÁKISZ).
 - Sur la base des expériences de fonctionnement des régions de l'aménagement du territoire et des changements préconisés dans les tâches, les compétences et les structures, il faut examiner la possibilité de la constitution des collectivités régionales ayant un corps d'élus.
- c) Dans le cadre de l'amélioration de l'efficacité de l'administration :
- Il faut élaborer un système informatique administratif intégré de manière qu'il puisse assurer les services d'informations à la clientèle d'une administration publique à caractère prestataire.
 - Il faut faire une recommandation méthodologique pour le fonctionnement moderne des organes d'administration ainsi que pour la création de ses services clientèle et de ses services d'information.
 - Il faut créer une administration publique à caractère prestataire: il faut soutenir le programme des télémaisons censé l'assister ainsi que les différents modèles administratifs et il faut encourager la création des services locaux d'informations d'intérêt collectif et méthodologiques.
 - Il faut introduire et appliquer selon les possibilités les systèmes modernes d'assurance-qualité dans l'administration publique.
- d) Dans le but du développement de la qualité du personnel travaillant dans l'administration publique :
- Il faut faire des propositions, dans le cadre de la révision des règles de droit du travail du service public, pour l'élaboration d'un service public et d'une réglementation plus unifiés.
 - En rapport avec le plan national de formation continue et de formation de dirigeant à moyen terme élaboré pour quatre ans suivant les dispositions de l'arrêté gouvernemental n°199 du 4 décembre 1998, il faut assurer l'approbation des projets annuels. Dans le cadre de ce processus, il faut consacrer une attention particulière à la formation continue des responsables municipaux remplissant des tâches d'administration publique.
 - Pour réglementer les règles morales et comportementales des employés de l'administration, il faut élaborer le code de déontologie des fonctionnaires.
 - Il faut aussi élaborer les critères d'évaluation du travail des fonctionnaires, et c'est à partir de ces critères que leur traitement ou une partie de leur traitement doit être fixé en fonction des résultats.

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C'est en mai 1999 que le Gouvernement a adopté le programme du développement de l'administration publique pour la période de 1999-2000.

Ce programme donne la priorité numéro un à l'amélioration du fonctionnement de l'administration publique, dont la réalisation devra se faire en premier lieu par le renforcement du caractère prestataire de cette dernière. L'objectif est la mise en place d'un système qui soit à la portée des citoyens et qui puisse leur fournir les informations d'intérêt public nécessaires.

Dans la réalisation de ce programme, la mise en œuvre de plusieurs mesures prévue est déjà en cours dont deux méritent d'être soulignées :

- Il existe deux programmes d'importance prioritaire qui visent à faciliter aux citoyens le règlement de leurs affaires sur place. Il s'agit notamment:
 - du programme se proposant pour but la création des centres administratifs permettant de délivrer aux citoyens leurs documents personnels dans des centres de district ; ainsi que
 - du **“Programme des Télémaisons Okay”** destiné à permettre une administration électronique à distance.

Sur les bureaux administratifs

En Hongrie, le passage à l'économie de marché, les critères de l'État de droit et la protection des données personnelles ont attiré l'attention sur *un dispositif* sans lequel les objectifs indiqués ne pourraient pas du tout être menés à bien ou seulement au prix de grosses difficultés.

En rapport avec les besoins qui ont été formulés concernant la protection des biens et la sécurité interne de l'État, la nécessité de pouvoir justifier de l'authenticité de la personnalité des citoyens s'est elle aussi affirmée avec une intensité évidente dans la vie des affaires et dans la sphère publique. Tous ces phénomènes ont pour résultat qu'une partie croissante du temps des citoyens est consacrée aux démarches visant l'obtention, la mise à jour et le remplacement des différentes pièces justificatives et attestations (documents). Étant donné que ces tâches relèvent de l'exercice du pouvoir public, la modernisation de la gestion des documents, la rationalisation des travaux administratifs touchant les citoyens, l'amélioration du niveau d'informatisation des opérations massives de routine qui pèsent en grandes masses sur les autorités ainsi que le remplacement du travail humain sont de l'intérêt commun des citoyens et de l'État.

Le programme de réforme du Gouvernement visant la modernisation de l'administration publique a défini « la réforme des documents » comme projet à moyen terme. Ce programme se propose de réaliser le développement des tâches administratives en plusieurs étapes, en harmonie avec d'autres développements et en fonction des dépenses et des développements informatiques de l'administration publique.

Par son arrêté n° 1052 du 21 mai 1999, le Gouvernement a confirmé et approfondi les objectifs de ce programme de réforme.

Étalé sur deux ans, ledit projet gouvernemental fixe les tâches relatives à la gestion des documents comme suit:

- Dans la première étape, seuls l'enregistrement des déclarations d'adresse et les autres opérations liées aux données locales des citoyens et nécessitant un service clientèle seront assurés par les notaires des collectivités locales suivant le lieu de résidence de ces derniers.

- dans le cas de tout autre document relevant des compétences du ministre de l'intérieur, la saisie et la vérification des données permettant l'identification de la personne du citoyen, l'opération d'identification, la mise à jour des fichiers centraux et locaux ainsi que le remplissage des différents documents seraient faits par le bureau *administratif du district*.
 - fonctionnant sous les compétences des préfectures locales (de ville) le nombre des bureaux administratifs *seraient de 152*. (Il convient de noter ici qu'il existe actuellement plus de 3000 collectivités locales s'occupant à des niveaux différents de la gestion de documents.)
 - la définition des compétences en fonction du rayon de fonctionnement des préfectures a pour but de mettre le parc informatique de la police à la portée des bureaux administratifs pour l'accomplissement de leurs tâches de caractère technique.
- Dans la deuxième étape -- à moyen terme -- les bureaux administratifs s'intégreront *au système général du travail administratif des centres de district*. Actuellement, les tâches administratives remplies par les autorités sont intégrées sur la base de *la gestion des affaires de tutelle et de construction* afin que, dans les affaires de haute complexité, seuls les notaires des localités disposant d'*un environnement professionnel et technique adapté* puissent remplir des tâches de gestion d'autorité. Ainsi, le règlement des affaires ne sera pas éloigné des notaires des agglomérations moins importantes car la préparation des dossiers ainsi que certaines démarches intermédiaires relèveront toujours des tâches du notariat territorialement compétent du citoyen où le règlement des affaires de haute complexité sera préparé par des méthodes propres aux *services clientèle*.

Ainsi, les tâches locales de la délivrance des documents seront effectuées -- après la mise en place complète du système -- par des bureaux administratifs fonctionnant dans 245 localités. (Des dates plus précises ne pourront être indiquées qu'en 2001 en fonction de la disponibilité des fonds nécessaires au développement.)

La définition des compétences des centres de district est donc un élément important de la modernisation de la gestion des documents de la population. Les bureaux administratifs doivent donc être installés et développés afin que :

- après le travail préparatoire effectué par le service clientèle sur les dossiers, les citoyens puissent régler leurs affaires administratives dans un bureau situé proche de leur lieu d'habitation, bien équipé et ayant un personnel de taille sur le plan professionnel et humain ;
- les bureaux administratifs fonctionnent avec un équipement informatique moderne s'appuyant sur un support ayant déjà fait ses preuves (par ex. le système technique utilisé pour les élections) et dans de bonnes conditions de sécurité ;
- le choix du lieu d'implantation des bureaux administratifs s'harmonise avec les structures administratives déjà opérationnelles afin qu'il génère le moins de dépenses possible pour les modifications nécessaires ;

- les tâches liées à la délivrance de la carte d'identité et des documents nécessaires à son obtention, pièces touchant les plus grandes masses de la population, puissent être remplies par n'importe lequel des bureaux administratifs -- selon le choix du citoyen ;
- l'objectif principal, c'est-à-dire la réduction des dépenses encourues par les citoyens lors de ces démarches, puisse être réalisé grâce à la création d'un système d'administration publique pas trop onéreux.

Les Télémaisons et l'administration publique en Hongrie - Le programme « Télémaison okay »

A la suite d'initiatives locales, un large mouvement appelé "Mouvement télémaison" s'est déployé depuis 1994 en Hongrie, et il bénéficie du soutien d'organisations civiles et commerciales nationales et internationales. Environ 150 télémaisons fonctionnent au tournant du millénaire, la plupart d'elles sont détenues par des associations civiles et coopèrent avec les collectivités et les entrepreneurs locaux.

Créés sur le modèle suédois les centres de téléservice de province fournissent tout service faisant appel aux moyens modernes de l'information et de la communication. L'enseignement, le jeu, l'information d'intérêt public, le conseil, la prestation de services aux associations civiles, l'organisation de services sociaux, télé-enseignement, travail à distance, banque sans guichet, commerce à distance constituent les services les plus importants des plus de cinquante services fournis par la télémaison. Le système d'institutions des services nécessaires au fonctionnement des télémaisons a été créé, leur défense d'intérêts est assurée par la Fédération Hongroise des Télémaisons, la Société Télémaison qu'elle détient organise et gère les services assurés aux télémaisons, les organisations (associations) régionales des télémaisons sont en train de se former, et pour assurer la prestation des services commerciaux des télémaisons (commerce, tourisme, enseignement à distance, travail à distance, publicité, sondages d'opinion, call-centers) les centres commerciaux dits de télémaison sont en cours de création.

Le Gouvernement suit avec une attention croissante et soutient la création du réseau dès les débuts. Il est tout à fait évident que dans les petites collectivités de province où les institutions d'État et les services publics sont absents ou leur présence est très faible, il faut et on peut confier des tâches de service public à l'infrastructure des télémaisons. Ce que l'État serait incapable de résoudre seul, pourrait être assuré grâce à une large coopération intersectorielle et avec des dépenses raisonnables et nettement moins élevées. Comme les télémaisons sont ouvertes en ce qui concerne leurs services, cette possibilité est offerte à n'importe lequel des domaines des services publics.

La participation des télémaisons aux tâches de l'État peut se faire dans de nombreux domaines. Parmi ceux-ci, les cinq qui vont être énumérés sont liés entre eux potentiellement et ont une importance prioritaire. D'un côté, ils contribuent dans une mesure très importante au développement de la société et de l'économie dans les régions de la province, et d'un autre côté ils suffisent en eux-mêmes au maintien à long terme du réseau d'infrastructure des télémaisons.

- Dans le développement de l'administration publique, la poursuite de l'amélioration du niveau du travail fourni lors du règlement des affaires est une question essentielle. Les télémaisons sont capables de cette amélioration tout en compensant la concentration inéluctable dans la direction. Grâce à leur concours, — partie de la réforme — le service administratif s'approche des citoyens au lieu de s'éloigner d'eux dans des domaines où cela est loin d'être le cas aujourd'hui (par ex. fiscalité, sécurité sociale, droit du travail). En

jouant le rôle d'**intermédiaires dans l'administration**, les télémaisons pourront fonctionner au fur et mesure comme les terminaux d'une administration à distance.

- Le développement de l'administration publique est inconcevable sans **le fonctionnement de haut niveau des collectivités locales**. Ce sont surtout les représentants et les corps d'élus des petites agglomérations qui ont besoin d'aide sur le plan professionnel et méthodologique. Par l'intermédiaire des télémaisons, il est possible de fournir directement des informations et de l'aide professionnelle aux collectivités locales dans les décisions à prendre, dans l'organisation des services publics ainsi que pour l'élaboration de projets et de programmes. L'accès à des informations sur des solutions ayant fait leurs preuves ailleurs, la fourniture d'information sur des appels de candidatures, l'encouragement de l'établissement de contacts et l'organisation de programmes de formation et de développement sont pour elles autant de services précieux.
- "L'accélération" du flux d'**informations d'intérêt collectif** -- qui est actuellement assez défaillant et manque de moyen d'accès universel -- peut déjà être réalisé au moyen du réseau de télémaisons (et par d'autres points d'accès), voire il est indispensable à la gestion des affaires, au développement de l'économie et au soutien de l'emploi. C'est là une des fonctions essentielles des télémaisons qui, grâce à la coopération menée par des moyens modernes avec les organes de l'administration et du service publics, pourraient non seulement ouvrir un nouveau chapitre dans l'accès des citoyens aux informations, mais elles pourraient aussi faire naître et rendre tangible la nouvelle culture de « l'État prestataire de services ».
- Par l'organisation et l'exploitation du système d'information d'utilité collective, le réseau des télémaisons crée, dans le domaine **des travaux d'utilité collective**, une nouvelle possibilité et transpose dans la pratique quotidienne les possibilités résidant dans la société d'information. L'idée de départ est simple: il s'agit de lier le travail d'utilité collective et l'exploitation de l'information d'utilité collective. Si nous créons des emplois à distance dans les télémaisons (qui existent dans la pratique) pour gérer les différentes petites tranches de l'immense système d'information d'utilité collective, les nombreuses tâches qui, aujourd'hui, paraissent irréalisables pourront être remplies par des ouvriers -- soit ouvriers spécialisés -- à distance utilisant une technologie unique.
- En s'appuyant sur les possibilités locales de l'administration, du conseil, de l'information d'intérêt collectif et du soutien offert par les spécialistes de réseau, le développement de l'économie locale peut passer du genre actuel "d'élite" -- qui est la voie des surdoués, des habiles des personnes bien informées ayant de bonnes relations -- à la pratique quotidienne. Pour cela, il faut "seulement" qu'au sein des systèmes d'organisation spécialisés pour le développement des régions et de la province, les télémaisons deviennent des centres de service institutionnels et que soient créées les surfaces de service public -- parties de l'information d'utilité collective -- auxquelles elles peuvent s'attacher.

Lancé en été 1999 pour faire avancer le programme de développement de l'administration publique du Gouvernement, le programme de "**Télémaison okay**" a pour vocation en partie le renforcement et en partie de l'organisation de l'utilisation des possibilités indiquées ci-dessus. Une vingtaine de partenaires nationaux (des ministères, l'Office National pour le Contrôle fiscal et financier, la Société Hongroise des Télécommunications) se sont joints au développement des modèles ainsi qu'à la création des conditions juridiques, professionnelles, techniques et d'information.

- Dans une première étape, nous allons élaborer avec les partenaires le système et la technologie de la prestation de services des télémaisons.
- Dans une deuxième étape, nous allons préparer les 10 premières télémaisons retenues à l'appel de candidatures à l'information d'utilité collective et à la médiation dans le règlement des affaires. En dehors de la formation, nous leur assurons des lignes téléphoniques, des moyens, des matériels et du soutien sur le plan salarial.
- Dans une troisième étape, nous allons faire fonctionner le service de médiation administrative dans 20-30 domaines (par ex. dans des affaires fiscales, immobilières, sociales).
- Dans une quatrième étape, nous allons procéder à l'évaluation des expériences, puis nous allons élaborer un projet pour une application générale de cette formule.
- Dans une cinquième étape, nous allons généraliser cette formule -- dans l'espoir du succès escompté -- parmi les télémaisons. A long terme, nous comptons assurer un budget normatif aux télémaisons en contrepartie du service fourni.

C'est la page web www.telehaz.hu qui donne des informations régulières sur la situation des télémaisons en Hongrie. C'est cette adresse qui permet l'accès par Internet au programme Télémaison okay et au Service Okay.

Budapest, le 18 octobre 1999

Balázs István

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IRLANDE/IRELAND

Strategic Management Initiative -- The Next Phase

On 22 July, 1999 the Taoiseach (Prime Minister) and Minister for Finance launched the next phase of the Strategic Management Initiative (SMI) at a gathering of Ministers, Secretaries General and other senior ranking civil and public servants, trade union leaders and media correspondents.

The next phase embraces:

- deepening the Quality Customer Service Initiative first launched in May 1997;
- the introduction of a Regulatory Reform Action Programme;
- the extension of the Freedom of Information Act to additional areas of the public service;
- the development of a new model for Financial Management, involving a 5-year action programme for its implementation; and
- further developments in the area of Human Resource Management, including performance management, recruitment arrangements and gender equality.

Quality Customer Service Initiative

The two-year Action Programme drawn up by each Department and Office in late 1997 will be updated and refined to build on the progress achieved to date and to ensure further improvements over the next two years. There will be a particular emphasis on putting in place the leadership and culture change necessary to ensure quality customer service is a priority. To facilitate and support this process, the Quality Customer Service Group, representative of the public service, private sector and the voluntary and community sector, is being mandated to evaluate progress, and design and put in place mechanisms for benchmarking and for recognising and rewarding improvement and sharing experiences.

Regulatory Reform

An action programme has been introduced to simplify and make necessary regulations more accessible. The programme includes consultation with users, a quality checklist, review of existing regulations and the establishment of a Central Regulatory Resource Unit in the Department of the Taoiseach (Prime Minister) to drive the reform agenda and monitor progress.

Freedom of Information

The Freedom of Information Act is being extended to some key areas of the public service including the enterprise sector, utility regulators, broadcasting, the universities, some health agencies, certain local government bodies and social services agencies. Allowing for the preparation and publication of organisational and other key material, the Act will come into effect from next year. The first report on the Freedom of Information Act was published recently.

Financial Management

Building on the changes already made in the areas of multi-annual budgeting, administrative budgets, expenditure reviews and delegation of spending authority, a new model for financial management will be developed to improve financial reporting and management accounting. The new system will enable full costing of programmes and provide the information and indicators needed to measure and evaluate the achievement of Departmental strategic objectives. A five-year action programme to implement the model will be managed by the Department of Finance in collaboration with an interdepartmental Consultative Committee of Assistant Secretaries General.

Human Resource Management

New measures to improve recruitment procedures so as to enhance the prospects of the Civil Service attracting high calibre recruits, both in the current buoyant labour market and in future, are being pursued. These include a short-term programme which was implemented to address current supply problems, a medium term strategy, based on the recommendations of a recent consultancy study, covering forward manpower planning, more targeted and frequent recruitment competitions and a more assertive approach to advertising recruitment competitions, and in the longer term the putting in place of a new organisational model for recruitment underpinned by new legislation. The latter is currently being developed.

A further key development will be the implementation of the new performance management system when discussions currently underway with the trade unions are completed. The new system, based on role profiles, clarity of objectives and the identification and development of the skills, knowledge and other competencies needed to perform effectively, is a key element of the human resource management modernisation programme. An extensive training programme, which has been devised, will underpin the implementation process.

Gender Equality

Despite the proactive gender equality policies of recent years, a recent study commissioned by the SMI Human Resource Management Working Group has highlighted only minimal progress. Accordingly, a number of measures have been approved by the Government, including the development by a high-level Management Group of a new Equality Policy, a programme of affirmative action in the areas of recruitment, placement, mobility, training and development, work and family responsibilities, sexual harassment and policy delivery, and the adoption of specific equality goals to be achieved over a stated period of time.

Change Management Fund

The Change Management Fund will be used to help finance the above initiatives (see Factsheet March 1999 for details of the Fund).

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ISLANDE/ICELAND

A Description of the Icelandic Pension System

The Icelandic old age pension system is composed of a tax financed public pension scheme and mandatory funded occupational pension schemes, that are mostly run by private pension funds governed jointly by the partners on the labour market. The public pension scheme pays a basic pension from the age of 67 and a means tested supplementary pension from the age of retirement (usually 65-70).

The public pension is basically composed of two parts. Firstly, there is a basic pension amounting to 221 Eur. per month for an individual pensioner (autumn 1999 figures). Income will reduce the basic pension, that disappears when income reaches 1.984 Eur. per month. Pension payments from pension funds will not reduce the basic pension. Secondly, there is an income related supplementary pension that can at maximum become 381 Eur. per month. The supplementary pension disappears when income reaches 1.121 Eur. per month or pension received from pension funds reaches 1.259 Eur. per month.

The occupational pension funds pay somewhat different old age pensions depending on their financial position and the relative weights of other forms of pensions. It has been estimated that according to present rules a typical general occupational pension fund will pay a pension amounting to 45-58% the earnings of 40-60 years olds and that the basic public pension might add another 11%, giving a total replacement ratio of 60-70%.

On present trends the provision of retirement income will in the next century be based on three pillars, that are a relatively small public pension, dominant mandatory funded pension schemes and voluntary private saving. Contributions beyond what is mandatory can be used, if the individual so wishes, to set up an individual account of a defined contribution nature. This can increase the liquidity of individuals' financial assets and increase competition in the pension market. Younger people are likely to take up the individual account option. Indeed, they will have a long period to accumulate returns and thus are likely to obtain a higher value in terms of future retirement income than with pension benefit rights earned under the existing pension fund rules which do not vary with the timing of the contribution.

The New Pension Act of 1997

The Act on mandatory insurance of pension rights and on activities of pension funds - otherwise known as the Pension Act - was passed into law in 1997 and is intended to provide a comprehensive legal framework for all general pension funds whereby the rights of pension fund members are clearly defined, the obligations of pension funds, both as payers of pensions and investors, are spelled out and the transfer of members from one fund to another are facilitated without a loss of accumulated rights. In addition to the Pension Act, several pension funds - notably the Government Employees Pension Fund - are subject to special legislation.

The Pension Act greatly improves the rights of individuals for a protected pension, even if they change jobs and membership in pension funds throughout their working lives. It sets a framework for the operation

of pension funds that should ensure their financial soundness and provide for a pension fund system that will carry the bulk of pension needs in Iceland for years to come. (For further information please see The Ministry of Finance of Iceland's webpage, English version under: <http://stjr.is/fjr>)

The New Government Employees Pension Fund Act

The Government Employees Pension Fund has been in existence since early in this century. The laws governing the Fund have been reviewed several times, with the last main review taking place in 1963. As from the beginning of 1997 a new Government Employees Pension Fund Act (GEPFA) came into action and abolished the older one. The main features of the new Act are as follows:

The Fund was divided into two Departments, A and B. The existing Fund became Department B, and a new fund became Department A. All new employees were to join Department A and all existing employees could choose between membership in Department A or retaining their right to membership in Department B, which henceforth is closed to new members.

Members of Department B only pay premiums on the basis of their basic salary, not on their total pay. They acquire pension rights which principally are such that at retirement they receive a certain percentage of the basic pay for the post from which they retire. The pension is thereafter linked to the average rise in the pay of government employees. The percentage of retirement pay is based on the number of years of full-time service.

Members of Department A pay a premium on their total income and earn retirement rights on the basis of total premiums paid. The pension rights are linked to the consumer price index. Their rights to a pension are bound by law and employers must periodically adjust their premiums so as to ensure that the Fund's premium income matches its commitments. With this change the Fund is henceforth made self-sustaining and no longer accumulates a negative balance between premiums and commitments which eventually must be made up by the Treasury. (For further information please see The Ministry of Finance of Iceland's webpage, English version under: <http://stjr.is/fjr>)

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ITALIE/ITALY

Ripensare il Lavoro Pubblico

“Rethinking Personnel Management in the Public Sector”

“Rethinking Personnel Management in the Public Sector” is a project launched by the Department of the Public Administration–Presidency of the Council of Ministers.

This project is part of a wider programme of initiatives, set up by the Department of Public Administration with the aim of monitoring and facilitating the implementation of public administration reform in Italy.

Objective

- Support the ministries, regions, provinces and municipalities in the definition of policies of human resources management that are consistent with the national objectives set by the new legislation for contracting in the public sector.
- Facilitate the process of change, developing tools and methodologies that would improve the human resource management, through the sharing, evaluation and implementation of innovative solutions.

Target

The human resources managers of the public administrations (ministries, regions, provinces and municipalities) who are working on the definition of innovative policies for the development of the personnel management in order to allow the administrations to grasp effectively the most recent opportunities offered by labour relations reforms and national contracting procedures.

The project involves 1030 administrations, among these all the ministries, the regions and all major provinces and cities (Roma, Milan, Bologna, Florence, Naples, etc). These administrations accounts for over 50% of the total public employees in the Italy.

Strategy

By working in a interactive network the participants exchange and discuss the approach followed by different administrations in the implementation of the new tools provided by the new labour contracts regarding the management of the human resources (personnel assessment, wage incentives, job classification and career development.)

The network is organised around seven *learning labs* that promote and diffuse innovative policies of personnel management.

Expected Results

- Elaboration of manual for human resource management in public administrations.
- Report on a present status of the personnel management policies and degree of innovation before and after the introduction of the new labour contracts.
- Consolidation of a network of administrations engaged in the innovation of the personnel management.

Products and Services

Learning laboratories

Working groups are made of by the directors of the human resources departments in central government, regional and local authorities involved in the comparison and development of methodologies for personnel management.

The laboratories are spread geographically. 20 meetings have been planned for each laboratory, in addition there will be national seminars, conventions and other initiatives.

Surveying the status of personnel management policies

Analysing the degree of innovation of personnel management policies in order to obtain a general overview of the situation before and after the introduction of new labour contracts.

Good management examples “best practice cases”

Collecting of cases, (Italian and European), representing innovation in human resource management. Administrations and service companies will be encouraged to present the most significant initiatives conducted.

“Skills bank” Diffusion of information

Diffusion of innovative initiatives, tools and personnel orientation methodologies that respect the terms and modalities of contracting and incentive methods and personnel career paths.

All products and services produced by the project can be requested (methodologies, tried-and-tested tools, information, publications, location maps etc) through the mailing list of the network (infoscambio@funpub.it), or by consulting the project web site (www.funpub.it/lavoropubblico/menu.html)

Partners

Partners of this initiative are: Aran (Public Employer Contracting Agency), Anci (Association of Italian Municipalities), UPI (Association of Italian Provinces) and Conferenza di Presidenti delle Regioni e delle Province Autonome (National Conference of Presidents of the Regions and the Autonomous Provinces).

Time of implementation

22 months from February 1999 to November 2000

Project Director

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JAPON/JAPAN

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

Reform of the Ministries and Agencies of the Central Government

The seventeen bills related to the administrative reform of the central government, produced in line with the Basic Law for the Administrative Reform of the Central Government of 1998, were passed in July 1999. The Reform includes the reorganisation of ministries and agencies with the reduction of their number from 22 to 12 and the creation of the Cabinet Office; the introduction of new systems for policy evaluation, and for inter-ministerial policy co-ordination; the establishment of Independent Administrative Institutions (IAIs), by which each entity will have broader operational discretion. The government is preparing the bills to amend laws and regulations for the smooth transition to the new arrangement in January 2001; also drafting the bills to bring forth IAIs in April 2001.

Public Corporations

Public Corporations in Japan are in charge of government functions which may be executed more efficiently and swiftly by independent corporations than directly by the Government. The Government has been reviewing Public Corporations considering if the public sector should still retain such functions in the current socio-economic conditions of Japan. In line with the schedule set by the three Cabinet Decisions in 1997, the Government has been taking actions for abolishing, consolidating, and streamlining of Public Corporations. For example, as recent development, six financial institutions are reorganised into three, on October 1, 1999.

Regulatory Reform

In March 1999, the Government revised the Three-Year Programme for Promoting Deregulation (1998-2000). The revised program has two parts: The first part describes general principles and cross-sectoral approaches, the second is the list of 917 items of reform. The Government is taking actions in line with the revised program.

The revised program shall be revised again by the end of this fiscal year as a tentative deadline. Toward the revision, the Regulatory Reform Committee, which is the reinforced and renamed Deregulation Committee, is now deliberating new issues and challenges and monitoring Government actions. At the same time, the Government is inviting the opinions and requests on regulation from public (not only within Japan but also from abroad) for the revision.

References:

The Three-Year Programme for Promoting Deregulation
<http://www.somucho.go.jp/gyoukan/kanri/990422b.htm>

Public Comment Procedure

In March 1999, the Government adopted the "Public Comment Procedure for Making, Amending, or Repealing Regulations" by cabinet decision to invite comments and information from public with relation to regulations established by any means other than law. The Procedure became effective since April 1, 1999.

Decentralisation

The Government adopted Decentralisation Programs twice (May 1998 and March 1999), based on the five recommendations on principles for decentralisation submitted by the Committee for the Promotion of Decentralisation. During the last Diet Session, the law amending more than 470 laws was enacted to implement the first Decentralisation Program. By this amendment, the traditional relationship between central and local governments will change drastically, and self-determination of local governments are increased.

The amendment will take effect from April 1, 2000 in principle.

Promoting the Disclosure of Administrative Information

Promoting the disclosure of administrative information is important for making the administration that is open to and trusted by the people.

"Law Concerning Access to Information Held by Administrative Organs was passed at the 145th session of the Diet in May 1999. This law shall come into effect on a date to be provided for by Cabinet Order, but not more than two years from the date of promulgation.

Promoting Government-wide Use of Information Technology

The government adopted the Basic Plan for Promoting Government-wide Use of IT on December 25, 1994. Based on the plan, the government has promoted administrative informatisation in order to advance the administrative management and improve the quality of civil service. The government revised the plan for a five-year period from FY 1998 through FY 2002 on December 20, 1997, and has been actively promoting IT use in the Government.

Reform of Personnel Management System of Public Employees

On March 16, 1999 the Council on the Public Service Personnel System made a report to the Prime Minister, Keizo Obuchi, which showed a basic direction as to how the personnel management system should be in the future. In the report, the Council mentioned the following reform keywords of the personnel management system: increasing openness, diversification and increasing flexibility, improving

transparency, laying of importance on performance and ability and laying of importance on self-initiatives. The report presented some concrete measures including the expansion of mid-career recruitment from the outside of the administration and the establishment of promotion and remuneration system set according to performance and ability of the individual.

Promoting Ethics among Public Employees

Legislative bills to promote ethics among public employees were submitted to the Ordinary Session of the Diet in 1998. On August 9,1999, the Diet passed National Public Service Ethics Law, which is to be entirely effective from April 1,2000. The law has following contents:

- Obligation to report on senior officials who receive gifts, favours, etc. of value beyond 5000 yen.
- Obligation on highly senior officials to report their stock exchange and income.
- Establishment of the National Public Service Ethics Board in the National Personnel
- Authority responsible for the affairs concerning retention of ethics related to the office, for example, training, review of above-mentioned reports, investigation and punishment against unethical conduct.
- To prohibit or restrict some kinds of conduct by the National Public Service Officials, Ethics Instruction established as a government order.

Employment Policies regarding Aged Personnel

In July 1999, the National Public Service Law was revised to introduce the reemployment of officials in their early sixties from 2001, according to the recommendation to the Diet and the Cabinet made by the National Personnel Authority (NPA) in May of 1998. In this law, capable retired government employees who desire to continue to be employed after the fixed retirement age (the current fixed retirement age of 60 is sustained) may be re-employed until they are 65. The new reemployment system provides them with fulltime or part time (16 to 32 hours per week) work. Remuneration is determined based on the recommendation by the NPA.

NORVEGE/NORWAY**Setting Time Limits by Law**

The Ministry of Labour and Government Administration has prepared a report mapping the processing times in different parts of the government administration. This has this summer cause a change in the section 11 b in The Public Administration Act, after a proposal put forward by the Ministry of Justice.

The new § 11 b roughly reads as follows: The Government may in certain areas determine limits in the processing times for individual administrative decisions. The Government may prescribe further rules concerning the estimation of the time limits.

In October 1999 a draft regulation on such further rules was sent on a broad consultation to different ministries .

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The Committee on Economic Life

Norway is facing great changes in its transition from an economy based on industry to one based principally on services. Consequently, employers demand new and more flexible ways of organising work, and thus challenge the adequacy of the Act relating to Worker Protection and Working Environment.

The Committee on Economic Life was appointed last spring to describe and analyse the main problems incidental to devising the kinds of flexibility that are required by future employers and which at the same time are compatible with the interests of employees. Furthermore, the Committee's task is to propose subjects for further consideration (possibly by a legislative committee) within the following main areas of regulation: the working environment, working hours, employment protection and workers' participation.

The Committee shall present its report before Christmas this year. It will then possibly be succeeded by a legislative committee.

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Report on Management Evaluation Systems

The Royal Norwegian Ministry of Labour and Government Administration has given one of its subordinate agencies, the Directorate of Management Development (Statskonsult), the task of compiling a report on management evaluation systems and how they should be implemented in the Norwegian public administration.

The need for a system of management evaluation is connected, amongst other things, to the fact that a large number of the best-paid officials within the Norwegian public administration have converted from the standard wage structure to a contractual wage scheme. One condition of this is that an annual evaluation with relation to the element of performance-related pay within the contractual scheme is undertaken.

At the same time, future use of management evaluation must be co-ordinated with existing management systems that have a central role in Norwegian administrative practice.

During the preparatory stage, the intention is to gather information and experience from the private sector as well as professional and public sector bodies that already use evaluation systems. A key element in this work surrounds the question of which evaluation criteria are appropriate, whether data collection should take the shape of the so-called 90–360 degree evaluation, and how feedback to the individual official should best be undertaken. Simultaneously, the question of how public sector bodies can best develop their system of management evaluation in order to improve management competence in the Norwegian public administration should be considered.

Work on the report should be completed by approximately the turn of the year (1999-2000). After this, it will be possible to start trial projects in a selection of ministries in order to further develop this system in the public sector.

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Plain language in Government documents

Under the reform programme *Simplifying Norway* the project Plain language in Government documents aims at simplifying the language used in documents and various publications.

The task was organised as a joint project between the Norwegian Language Council and the Norwegian Central Information Service in July this year. The outcome of the project is a quality procedure to be used by government institutions in order to secure plain language in their forms and letters to the public as well as business and local government. By plain language is meant that a document is easily read and understood by the public in question. The plain language quality procedure (the check list) details how ministries and agencies should approach the problem of difficult language step by step. It suggests criteria for setting priorities in this effort, the main ones being importance of the specific document to the public and the size of the public. In order to test the language great emphasis is put on simple evaluation methods, and standard procedures for language surveys and interviews are outlined.

In addition to this, the language quality document also contains a set of language advises and a list of relevant literature.

By 15th November this year each ministry is to deliver a plan for how plain language is to be achieved by the ministry itself as well as by its subordinate agencies.

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NOUVELLE-ZÉLANDE/NEW ZEALAND

Crown Entities Initiative

Crown entities play a vital role in the State sector, undertaking regulatory, quasi-judicial, service delivery and commercial functions. Significant problems have become apparent, particularly in relation to some Crown entities' governance and accountability arrangements. These include clear and consistent expectations not being provided to boards, chief executives, departments and Ministers; and governance arrangements being inconsistent and incomplete across the Crown entity sector.

To address the problems that have been identified, the Government has developed a multi-faceted response which:

- spells out Ministers' responsibilities and encourages them to take a closer interest where appropriate (e.g. by improving advice from departments to Ministers on performance);
- clarifies the role and status of Crown entities in the Government's overall business;
- provides boards and board members with better information on public sector ethos and practice; and
- establishes standards for Crown entities in some areas, (e.g. stopping severance payments to board members, requiring public disclosure of senior executive remuneration levels in Crown entities, requiring public disclosure of payments to Crown entity board members).

Some standard requirements will apply to all Crown entities, such as expectations and standards of good corporate governance of the members of a public sector organisation's governing body. But the Government also recognises that aspects of the governance arrangements of some Crown entities must be treated differently from others.

While the provision of guidance will assist in some of these areas, legislative change will also be required.

The Government's decisions were implemented through the following instruments:

- Guidelines on the rights and responsibilities of Ministers, the roles of departments, and appointment processes – took effect from 9 August 1999.
- Guidelines on Statements of Intent and Purchase Agreements – already issued to Ministers and departments.
- Guidelines on terms and conditions of employment for Crown entity chief executives and remuneration of members of statutory boards – to apply to new appointments from 9 August 1999.

Legislative proposals will be developed, including (but not restricted to):

- making provision for entities expected to give direct effect to Government policies;
- disclosure of remuneration and other benefits;
- clarifying the accountability requirements of the Public Finance Act;
- dismissal provisions in some cases;
- clarifying conflicting enabling legislation;
- rationalising coverage of generic provisions, e.g. Official Information Act.

The current intention is to introduce legislation as part of the 2000 legislative programme.

Further information on the Crown Entities Initiative can be viewed on the State Services Commission's website, <http://www.ssc.govt.nz>. Included on the website are Occasional Papers Numbers 17 –21, detailing the background work behind the Initiative.

Capability, accountability and performance

The State Services Commission is about to begin a pilot programme called CAP – capability, accountability and performance, which brings together two of the Commission's key areas of interest: streamlining of the accountability system and assurance to Government of the performance and capability of Public Service departments. Under the pilot, a small number of departments will prepare, operate under, and report against a more comprehensive and integrated form of strategic business plan, designed to produce greater alignment of departmental activity with Government strategic objectives, a better and more explicitly considered balance between ownership and purchase interests, and more support for Ministers in relation to the exercise of the ownership interest in departments. Over time, the Commission expects this system to allow for the elimination of a number of existing items within the current plethora of accountability documents.

For the pilot departments, the present departmental performance assessment (DPA) system will be replaced by a system which takes both a retrospective view of performance (looking at a broader range of departmental outputs than at present) and a forward-looking view of capability – how well equipped a department is to achieve its objectives over the medium term. The new system will be more “conversational” and relationship-based than the present DPA; and more attuned to the needs of Ministers as the clients of the assurance system. While one element of the system being piloted will be an assessment (and self-assessment) of each department against the elements of the European Foundation for Quality Management's Business Excellence Model, the system overall will be highly organic, with both continuous scrutiny and periodic assessment “customised” to the specific issues and risks confronting individual departments.

The CAP pilot represents the testing of an important set of tools underpinning the Commission's role as the Government's ownership assurer.

This role was articulated in a recent Cabinet decision declaring the State Services Commission an advisor on the Government's ownership interest in departments and, where appropriate, the wider State sector.

The substance of that decision is that Cabinet has agreed that the Commission should provide support directly to Ministers to enable them to discharge their ownership responsibilities. The intention is to effect the following changes:

- pick up the outstanding parts of the post-reform agenda that relate to the concentration on purchase at the possible expense of ownership;
- move the focus of effort within the State Services Commission from backward looking reviews of past performance to the exercise of informed judgement about the ability of departments to deliver in the future; and
- move the quality of monitoring in the core Public Service away from a myriad of reporting requirements to a more integrated view of the state of departments.

For more information, please contact Mark Robinson, Team Leader, Capability Assessment, State Services Commission, mark.robinson@ssc.govt.nz.

PAYS-BAS/NETHERLANDS

Forum for Democratic Development

In 1998 the Netherlands celebrated the fact that 150 years ago (in 1848) the Constitution founded the parliamentary democracy. Amongst other things this celebration contained wide spread discussions on the future of democracy. The general idea was that democracy is not to be taken for granted, it should be maintained. On the one hand this means that threats to democracy should be counteracted or, even better, prevented. On the other hand opportunities to improve and deepen democracy should be seized and promoted.

The Minister of the Interior and Kingdom Relations has decided that discussions on the development of democracy and the constitutional for the future should be continued. To this end an independent foundation will be established to maintain a “*Forum for Democratic Development*”. This Forum will be a platform for debates on matters like: the social ‘values and virtues’ needed for democracy’, the effects of economic changes on democracy, the importance of education, forms interactive of government, the role of political parties.

The Forum has been prepared by a group of four people: the Chairs of both the First and the Second Chamber of Parliament, the President of the National Committee for Commemoration of the Liberation in 1945, and a professor of Sociology.

This group not only has prepared the foundation that will maintain the Forum, but has also started and supported some discussion activities. It has set up an Internet-site of the Forum (www.forumdemocratie.nl, up till now only in Dutch) on which a ‘digital debate’ is held, started by the Minister.

The Forum will be independent of the Government. The members of the foundation’s board are recruited from different social categories (arts, sports, science, youth, local authorities, minorities, media). The foundation will be able to start any discussions it thinks necessary and useful.

For the first five years (1999-2003) the Ministry of the Interior will support it financially; after that the foundation should have found other funds for its activities.

The Forum will be established by the Minister on the 8th of next November.

Best practices and new developments in quality management at the level of the organisation of the central government in the Netherlands

In the Netherlands a co-ordinated overview of best practices on the level of central government does not exist at this time.

However, this subject is considered as important by the government and the Ministry of the Interior and Kingdom Relations has formulated a policy to stimulate quality management for governmental agencies. One of the goals is to improve the service to citizens, another to improve the internal processes and the transparency of government agencies.

Among the concrete actions which have been initiated are the following:

- in 1998 an inventory was made of the use of quality instruments by governmental agencies with direct contact with the public (i.e. the police). We notice a strong increase of the use of these instruments, notably the EFQM-model.
- Consequently an interdepartmental network on the use of quality instruments was set up . This network consists of civil servants from the departments as well as from quasi-autonomous government organisations. By means of this network we hope to develop an interactive learning process on quality management and to enhance the use of quality instruments. Eventually this network may provide for a co-ordination platform for best practices.
- The last initiative is the elaboration of the results of a theoretical research into the influence of the use of quality instruments on the formal governing relations between departments, responsible for the formulation of government policy, and the decentralised quasi-autonomous government organisations, responsible for the execution and application of this policy.

For more information, please contact Marileen Klapwijk, Ministry of the Interior and Kingdom Relations, tel 00 31 70 302 6640, or email: marileen.klapwijk@minbzk.nl

POLOGNE/POLAND

New Developments

In 1999 the Polish Government implemented four important social reforms covering the public administration, health care, education and the pension system. These reforms are expected to introduce a new order in the respective fundamental spheres of Polish social life.

Local-Government and Administration Reform

So far as the changes affecting the Polish public administration are concerned, since 1 January 1999 the scope of authorisations enjoyed by local Governments has been broadened, and new geographic divisions of the country have been introduced.

The aims of the local-Government reform comprise:

- enhancing the efficiency of managing the state;
- deploying a considerable share of powers and financial resources from the central level to democratically elected local Government levels;
- improving the management of public resources.

By the end of 1998 local Government structures in Poland existed exclusively at the *gmina* (i.e. the community) level. The reform has introduced two further levels to the local Government structures, i.e. the *poviats* and the new *voivodships*. The scope of responsibility of the old community authorities has by no means become narrowed, while the new *poviat* and *voivodship* structures will take over from the Government administration units those tasks whose implementation requires stepping outside the capacities of single *gminas*. Local Government authorities are elected by and act under the supervision of respective communities which populate particular *gminas*, *poviats* and *voivodships*.

Local Government units at the ***gmina level*** continue to be responsible for all issues related to the life of inhabitants living in the area, such as public utility management, water provision and sewage discharge, roads and collective means of transportation, kindergartens and elementary schools, outpatient clinics and health care centers, community real estate management and administrative service provision to local inhabitants.

Local Government units at the ***poviat level*** are in turn responsible for all issues which extend over the area of more than one *gmina*, such as *poviat* roads and public transportation, schools higher than elementary, hospitals, fire and flood protection arrangements, activities aimed at combating unemployment and paying out benefits to the unemployed, as well as provision of certain selected services to inhabitants.

Local Government units at the **voivodship level** are responsible for the development and implementation of regional programs of economic and social development.

The local Government reform was complemented with changes in the geographical divisions of the country. 49 old and small voivodships were replaced with 16 new larger ones, economically stronger and capable of implementing economic and social development programs. Complementing local Government authorities, a representative of the Government (called voivode) is active in each voivodship and enjoying support from administrative machinery shaped into the voivodship office.

Health Care Reform

The health care reform which has come into life in Poland on 1 January 1999, is aimed at improving the health status of our society by way of:

- offering to the insured and their family members a competent and friendly medical care provided by the general practitioner active at the foundations of the health care system, or the respective family doctor;
- facilitating access to specialist medical care;
- introducing a transparent, reasonable and effective system for financing health protection.

The reform served as an opportunity to establish a new institution called the Patients' Fund (*Kasa Chorych*). 16 regional Funds have come to exist (following the number of newly created voivodships), and then complemented with a number of branch Funds. The Patients' Funds have the status of autonomous and self-governing units, supervised by special Boards elected by Voivodship Councils. They collect contributions from all the members of population who remain in employment, and next fund medical services provided to the beneficiaries by family doctors, nurses, mid-wives, outpatient clinics and the hospital.

The contribution is obligatory and collected directly from employees and employers; it takes on the shape of monthly advance payments. The level of the 1999 contribution amounts to 7.5% of base amount used for calculating personal income tax. In the past this money used to be absorbed by the state budget and then re-distributed to cover all kinds of expenses. Patients' Funds have concluded agreements with medical doctors and health care centers on the basis of which they purchase services for the insured with respective Fund. The system is aimed at stimulating competition among outpatient clinics, hospitals and individual doctors, thus it is expected to contribute to improvement in the quality of medical services provided by the national health service. Specialised services, such as transplantedation, are paid from the state budget. On top of that, a class of super-standard services has been created, for specialisms such as plastic surgery, which are to be paid directly by the patient him- or herself.

All the insured have the right to select the Fund they wish to join. In accordance with the principle that „the money follows the patient” the insured are also entitled to select their basic health care doctor, or their family doctor, their specialist doctor and the hospital [from among those with which their Fund has concluded contracts]. The old system composed of area outpatient clinics and hospitals has been liquidated.

The reform should prove helpful in developing more objective principles for assessing and remunerating employees in the national health service:

- doctors' remuneration will be more closely linked with the quality of their work and numbers of patients;
- better work by doctors and support medical staff will be remunerated better;
- the patient will not have to additionally pay their doctor since they are free to select one.

A more strict control over the expenditure of financial resources exercised by the Patients' Funds will permit to avoid many cases of waste and mismanagement, as well as prevent health centers from running into debt.

Pension System Reform

The aim of the reform (started on 1 January 1999) is to create a pension system, where:

- the pension will create a sense of security in the old age;
- pension levels will depend on the amounts of contributions paid by each employee and their duration of employment rather than the ever changing regulations;
- the pension system will not require extra funding with state budget allocations, but will efficiently support Poland's economic development.

The reform will be implemented in different ways for different age groups. Those who have already become pensioners will remain in the receipt of benefits in their current amount, while the new system will cover all people employed outside agriculture and born after 31 December 1948.

In the new pension system the level of the pension will be strictly connected with the amounts paid as contributions and the age at which one chooses to become pensioned. At present pensions paid out in Poland are funded exclusively with contributions paid by the generation currently remaining in employment. In the new system one part of pension will come from contributions paid by the currently employed, while another part from the capital saved by the pensioner him/herself in the course of their employment years (each person's contributions will be invested and multiplied, thus creating a capital to fund pensions paid). Ultimately, future pensioners will be in receipt of benefits coming from those two mandatory sources (i.e. the so-called I and II Pillars), complemented with III Pillar, which is voluntary and requires of them to become additionally insured.

Similarly to the old system, **I Pillar** will be based on the flow of resources from people in employment to pensioners. Yet, the level of the benefit - differently from the old system - will be tied directly to the contribution amount collected in an individual account. I Pillar will gather and keep approx. 2/3 of the obligatory pension contribution paid.

II Pillar - capital-based - is a novelty in Poland. It consists in safe investing one part of the pension contribution under the pension scheme. This money will be used to cover one part of the pension. This investment will also be used to increase capital assets of the Polish economy and stimulate its growth. II Pillar (i.e. the pension funds) will absorb approx. 1/3 of the obligatory pension contribution.

Pillar III covers all forms of voluntary insurance, including those supported by the state (e.g. Employees' Pension Programs).

Education System Reform

The essential aim of the education reform is improving the level of education of the young generation and creating equal chances in the sphere of education for youths coming from different social milieus by way of making it possible for them to acquire at school knowledge and skills permitting them to find attractive jobs. Knowledge and skills are especially important from the perspective of Poland's integration with the European Union.

The reform coming into life on 1 September 1999 introduces radical changes in:

- **The educational cycle** - the first stage will comprise a 6-year elementary school for children between 7 and 13. It may be preceded with a voluntarily taken kindergarten course and a one-year class preparatory for school (attended by almost 100% of kids). The next phase is a 3-year gymnasium for pupils between 13 and 16 years of age. The gymnasium and elementary school have become separated since the school needs of children and teen-agers vary. The third stage consists of a 3-year lyceum or a 2-year vocational school. The lyceum is general in character and will have a number of profiles. Lyceum graduates will be able to study in universities. Vocational schools will give vocational qualifications and opportunities to continue learning in two-year supplementary lyceums, which will prepare youth for university studies.
- **System of teaching results assessment** -- studies in each type of school will be concluded with an exam run by external commissions. Exam results will be used not only for assessing students' progress but also the school and teachers' work.
- **Schools programs** -- will depart from excessive factual knowledge requirements in favour of more practical information better preparing for independent life. Schools will have more freedom in composing their teaching programs, yet in compliance with the existing program guidelines.
- **Teachers' status and professional requirements *vis a vis* the teaching staff** -- four professional classes are expected to be introduced for teachers with precisely set promotion criteria. The remuneration system will strongly reward professional qualifications and quality of work.
- **Organisation of the education system** -- as a result of the self-government reform almost all schools since the beginning of 1999 have been run by gminas and poviats. Local Governments are responsible for the execution of all educational tasks in their respective areas and are autonomous in their management of financial resources allocated to fund schools. This means increased influence of local communities on the functioning of schools.

Promising Practices

On 18 December 1999, a new **Civil Service Act** was adopted in Poland; it came into life on 1 July 1999. Developing a draft of the Act the Polish Government was driven by the following objectives:

- to cover the whole of office staff employed in Government administration, which used to be ruled by a variety of legal acts, with a single and unitary piece of legislation;

- to harmonise regulations dealing with the Civil Service with the new Constitution of the Republic of Poland adopted in April 1997;
- to prepare the Civil Service for best possible performance of the tasks of the state which result from the administrative reform enacted after 1 January, 1999;
- to implement the requirement expressed by the European Commission in the *Accession Partnership* on providing equal access to the Civil Service to all citizens.

The aim of the new Act is to create in the Polish Government administration a Civil Service Corps following the principles of professionalism, honesty, impartiality and political neutrality and focused on the execution of the tasks of the state. The amended system of promotions and remuneration should contribute to a better functioning of the Polish administration and diminish the threat of corruption among state servants.

While implementing the provisions of the Act, on 16 August 1999 the Prime Minister nominated the Civil Service Council composed of 16 members (including 8 members of political parties represented in the Parliament, and 8 other members nominated by the Prime Minister for terms of 3 or 6 years in recognition of their knowledge and experience in the sphere of public administration). The Civil Service Council executes tasks connected with the creation and functioning of the Civil Service (among others, pronouncing opinions on drafts of normative acts dealing with the Civil Service, assessment criteria, remuneration scales and rules of promoting civil servants). It also supervises the course of qualification procedures, assesses candidates to the position of the Head of Civil Service as proposed by the Chairman of the Council of Ministers. On 1 October 1999 there came into life the Ordinance issued by the Prime Minister of the Republic of Poland on the mode of running qualification procedures for the Civil Service. By the end of the current year the first round of qualification procedures to become civil servants will be run in compliance with the new legal regulations assuming granting democratic and equal access to employment in Government administration to all citizens.

Another important component of the reforms of the Polish Government Administration is the **Act on Branches of the Governmental Administration** (coming into life on 10 September 1999) which identifies and specifies 32 branches. Ministers will be responsible for the policy and strategy pursued by the Government in particular branches of administration, and not - as it used to be in the past - for the work of particular ministries and central offices. The Act strengthens the position of the Prime Minister, who has an opportunity to harmonise the composition of the Government with the current needs of the state, combining or dividing particular branches in the administration in the competencies of particular members of the Government with technical units remaining tied to a given branch in the administration rather than a particular office. This will allow a greater flexibility and effectiveness of work of the state administration. Amendments should also lead to a reduction in the number of jobs in the Government administration and greater effectiveness in the work of the Government since rigid divisions of competence between particular organs of state administration, previously imposed by separate legal acts, will disappear, and senior civil servants employed in managing positions will become involved in activities and decisions on a national scale. The final result of this change in the administrative structure of the Government will be establishing an institution comparable in competence, effectiveness and reliability to Government administrations existing in the majority of European Union countries.

The Office of Civil Service, Poland

October 1999

RÉPUBLIQUE TCHÈQUE/CZECH REPUBLIC**New developments***New legislation for public administration reform*

The Ministry of the Interior submitted in October 1999 to the Government a package of five draft laws necessary for the establishment and functioning of public administration authorities at regional level in accordance with the Constitutional Act of December 1997 on the Establishment of Higher Territorial Self-Governing Units (regions) which will enter into force on January 1st, 2000. The five draft acts include following bills:

- the bill on Municipalities
- the bill on District Offices
- the bill on Regions
- the bill on the Capital City of Prague
- the bill on the changes of valid law which result from enacting of the four mentioned bills.

By these bills and a package of other bills which have been drafted by the Ministry of Finance (concerning budget allocation of tax yield, new budgetary rules of the Republic and of territorial self-government, the communal taxes, the property of the Czech Republic, the transfer of some property of the Republic to the regions and the economic management of the property of territorial self-government) the Government, after it has approved the bills and passed them to the Chamber of Deputies, will start, in normative terms, the second phase of public administration reform in the Czech Republic.

These bills form the basis for the enlargement of the decentralisation and deconcentration of state administration and its new institutionalisation. It is expected, that the government will decide on the bills in November and pass them to the Parliament to be enacted as acts. The elections to the regions' councils should be held in November 2000.

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New developments

The Concept on preparation of public servants

The Government of the Czech Republic approved by its resolution No. 601 of June 16th, 1999 the Concept on preparation of public servants.

The Concept is aimed mainly at preparation of a system of public servants' education linking with public administration reform and preparation for the EU accession. Furthermore, the objective is to establish a whole-life education in an open system which will provide qualified preparation before the EU accession, through a system of state and non-state middle-level, higher schools and universities. Meanwhile, it will ensure the additional education for deepening and nourishing the knowledge even for the career development of public servants, including re-qualification courses in case of change of position. The educational system will also reflect up-to-date issues in public administration.

The proposed system of public servants' preparation for public administration and in public administration will use contemporary system of schools, including universities' research facilities. It also presupposes using all training institutes of individual ministries, mainly the Institute for Local Administration of the Ministry of the Interior. Neither non-state educational institutions are excluded from the possibility to train public servants. Nevertheless, these institutions will have to obtain a quality certificate.

The Concept on preparation of public servants pays a special attention to the education of trainers, personnel managers and municipal and regional deputies.

The above mentioned resolution, *inter alia*, assigns the analysis of costs of the education in state administration authorities, including the proposal of instruments for financing the preparation of public servants in 2001. Furthermore, the resolution decided a document should be submitted to the Government on establishing a central authority for personal management to co-ordinate registering and professional education of state administration employees, including the scientific activities in the public administration. Alternative to this proposal should be the proposal for establishing the central educational institute.

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New development

State information policy and the Concept on Public administration information system

The Government of the Czech Republic by its resolution No. 525 of May 31st, 1999 approved the document entitled "State information policy". The document declares support of the Czech Government to creating and developing the information society and sets strategic priorities of government policy for the area of informatics, information and communication technologies and information society development. It also contains the Action plan of state information policy implementation which, together with the Concept mentioned below, create basic framework for application of informatics in the Czech Republic. The

document considers the improvement of effectiveness of public administration and its getting closer to the citizens through use of modern information and communication technologies and methods as one of the most important parts of the state information policy.

The document on the Strategy of public administration reform determines the informatisation of public administration as one of the key reform issues. By the term “informatisation” the modernisation and rationalisation of public administration through use of modern technologies and methods of work is meant, including management of public services and simplifying of decision-making processes in public administration.

The Concept on information system of public administration, approved by the Government resolution No. 1059 of 11 October 1999, reflects quick development of new information and communication technologies, which contributes to higher requirements for the quality of public management. It sets standards for building of information systems in the public administration. Problems and objectives of the Concept and conditions and measures for its implementation reflect some generally accepted points of view - setting of content, assuring of functionality (legislation, organisation, financing, security, standardisation, communication infrastructure and using of other I&CT, creating of public administration contact points) and education of public servants. There are special chapters devoted to the questions of providing of public information services and partnership of public and private sectors, according to the conclusions of the Vienna Declaration resulting from the November 1998 conference „Information Society Getting Administration Closer To Citizens“.

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ROYAUME-UNI / UNITED KINGDOM

New development.

Modernising Government

The UK Government published its *Modernising Government White Paper* on 30 March 1999. The White Paper sets out the basis for a long-term change programme of public sector reform. It recognises that in the face of sociological change and technical advances the present provision of government services cannot stand still – they must evolve to meet people’s rising expectations and also to address some of the UK’s most intractable problems and concerns (for example, rough sleeping and teenage pregnancies). The focus of the programme is on delivering responsive and high quality public services that match what people need regardless of organisational imperative, and using new technology to make government simpler and more accessible. It is a vitally significant initiative that **covers all of the UK public service**.

The programme concerns five key areas:

- **Strategic policy making:** policy making that considers long term problems rather than short-term crises, and on outcomes that matter in the community;
- **Responsive public services:** delivering public services to meet the needs of citizens, not the convenience of providers;
- **Quality public services:** delivering efficient, high quality public services;
- **Information age government:** use of new technology to meet the needs of citizens and business;
- **Public service:** valuing the public service, not denigrate it.

Examples of initiatives in the White Paper

The White Paper set approximately 130 aims and objectives and these have now been defined within 62 commitments. Some examples of these commitments are:

- tackling obstacles that prevent joined-up service delivery and working across organisational boundaries;
- to review all central and local government department services and activities over the next 5 years to identify the best supplier in each case;
- public services being available 24 hours a day, 7 days a week where there is demand;

- 100% of transactions with government capable of being delivered electronically by 2008; and
- a new Centre for Management and Policy Studies in the Cabinet Office responsible for corporate training will ensure that current and future leaders of the civil service are exposed to the latest ideas and thinking on management and leadership.

Follow-up

The following progress has been made on implementing the commitments of the White Paper:

- The Modernising Government Action Plan was published on 27 July to meet the commitment set out in the White Paper to establish milestones and success criteria. It is being updated regularly on the internet to show what progress we are making and we will be publishing an annual report;
- The Cabinet Office has commissioned Action Plans from other government departments setting out how they are taking forward the Modernising Government agenda;
- Professional **policy making for the twenty-first century**, a report on policy making undertaken by the Cabinet Office, was published in September. It examines modernised policy making, identifies good practice, and suggests possible levers for change to help to bring about the changes envisaged by the White Paper.

Civil Service Management issues

Follow up to civil service management issues set out in the “Public Service” chapter of the White Paper is being taken forward by a Civil Service Management Committee. 4 sub-groups have been established to consider:

- **Vision** and common principles for the civil service of the future and the behaviours and capabilities necessary to deliver these;
- **Developing talent**, including recruitment, bringing on and making more effective use of people, mobility and interchange and making sure that people are equipped with the right skills;
- **Performance management**, including pay, appraisal and promotion systems;
- **Diversity**.

The recommendations from these groups will be taken forward by individual civil service departments.

Website addresses for further information:

White Paper: www.cabinet-office.gov.uk/moderngov/1999/whitepaper

Action Plan : www.cabinet-office.gov.uk/moderngov/1999/action

Professional Policymaking for the 21st Century: www.cabinet-office.gov.uk/moderngov/1999/policy

New Development.

Modernising Public Services Group

The Modernising Public Services Group (MPS) was formed in the Cabinet Office on 1st April 1999 from a merger of the Efficiency and Effectiveness Group and the Service First Unit. The MPS works alongside other parts of the Public Service Delivery Command – the Central IT Unit (CITU), the Regulatory Impact Unit (RIU), and the Modernising Government Secretariat (MGS) – as well as with colleagues elsewhere in the Cabinet Office and the wider public sector to implement the public service delivery commitments set out in the *Modernising Government White Paper* (see previous factsheet).

Its main activities include:

Improving the responsiveness of public services

- using the People's Panel – a representative group of 5,000 people from across the UK – to find out people's views on public services, and how they might be improved. We have carried out three waves of research so far and the results will be used to improve public service delivery. Other departments and agencies have also used the Panel. A fourth round will be published this autumn;
- ensuring that departments implement the revised service standards for central government. These set minimum standards and help to focus central government on service delivery issues, and developing a new consumer test;
- involving users and front-line staff through, for example, workshops with ministers and senior staff, Learning Labs, Quality Networks, and meetings with groups of older people; and
- encouraging the spread of good practice through our best practice guides (covering issues such as complaints handling, reducing sickness absence, consultation techniques, and drawing up a charter), the *Modernising Government News*, giving presentations at conferences/seminars, and more effective use of the Internet.

Improving the quality, efficiency and effectiveness of public services

- encouraging the use of the main quality models to improve the quality of public services. A Quality Schemes Task Force is looking at ways in which the various quality schemes can work together more effectively. MPS has specific responsibilities for two schemes:
 - running and developing the Charter Mark Awards Scheme, the Government's award for encouraging and rewarding excellent public services. There are now over 1,200 holders of the award and 1999 saw a record 1,200 applications. To encourage even more applications in 2000, we have introduced a new self-assessment pack to help services prepare for formal application;
 - raising quality by promoting benchmarking and the sharing of best practice through the public sector, using the European Foundation for Quality Management's *EFQM Excellence Model*®;

- guiding departments, agencies and Non-Departmental Public Bodies (NDPBs) to identify best suppliers for all their functions and activities under the Better Quality Services programme;
- spreading best practice in the creation and monitoring of Executive Agencies, which account for over three quarters of the civil service, and producing annual reports on Agency and NDPB performance;
- providing guidance on the preparation of Agency annual reports, and the conduct of Agency and NDPB five year reviews to make them an effective lever to improve the quality of public services; and
- working with the Treasury on the 2000 Public Spending Round.

Encouraging more joined-up working

- stimulating the formation and success of partnerships across the public sector through running (with the Treasury) the Invest to Save Budget;
- setting up a number of action teams to address the issues identified during the preparation of the Modernising Government White Paper by Integrated Service Teams - teams of volunteers from across the public sector who examined public services from the user's perspective to find out how joined-up they really were. An Action Plan for tackling the barriers to joined-up working will be published this October;
- overseeing the Better Government for Older People programme involving hundreds of partners from across the public, voluntary, and private sectors, to improve services for the elderly. We also support a Ministerial Group on Older People to ensure that Departments work together to respond to their needs;
- supporting multi-agency working by improving the current systems of performance measurement, inspection and audit so as to recognize the role of innovation and considered risk-taking in delivering effective public services; and
- supervising a new sponsored award scheme, which promotes the Modernising Government theme of partnership.

Contact information

For further information about the work of MPS contact Sally Perry on +44-171-2701826, email scperry@cabinet-office.x.gsi.gov.uk or visit our web site at www.servicefirst.gov.uk.

SUISSE/SWITZERLAND**Développements récents dans la Confédération Suisse***Révision de la Constitution fédérale*

Modernisée dans sa forme, la nouvelle Constitution fédérale entrera en vigueur le 1er janvier 2000. La révision des droits populaires et la réforme de la justice sont actuellement discutées au Parlement.

Échelon gouvernemental

La réforme de la direction de l'État a pour objectif la réorganisation de l'échelon gouvernemental. L'année dernière, le Conseil fédéral avait mis en consultation deux projets. Fort des résultats de la consultation, il a décidé d'approfondir le projet consacré au modèle de gouvernement à deux niveaux : un collège de ministres déchargera le Conseil fédéral d'une partie de ses tâches.

Échelon administratif

- Avec le projet intitulé « Réforme du Gouvernement et de l'Administration » (RGA), le Conseil fédéral entend simplifier les structures et les procédures administratives tout en renforçant leur efficacité. Les profondes restructurations qui ont été opérées au cours de ces dernières années ont engendré notamment un changement de philosophie qui a préparé l'Administration aux modernisations à venir. La RGA sera achevée à la fin de l'année 2000. Une première évaluation constituera alors le point de départ des prochaines réformes.
- Le projet « Gestion par mandat de prestations et enveloppe budgétaire » (GMEB) permet au Conseil fédéral de tester, grâce à des essais pilotes réalisés dans plusieurs unités administratives, l'introduction de la Nouvelle gestion publique dans l'Administration fédérale. Les résultats font actuellement l'objet d'une évaluation.
- La nouvelle loi sur le personnel de la Confédération est actuellement en discussion au Parlement. Devant entrer en vigueur le 1er janvier 2001, elle marquera la fin du statut de fonctionnaire, qui disparaîtra au profit de conventions collectives de travail ou de contrats de travail individuels. Les rapports de service dans l'administration se rapprocheront ainsi de ceux existant dans le secteur privé.

Réforme du fédéralisme

Le projet intitulé « Nouvelle péréquation financière » (NPF) a pour but de simplifier les flux financiers entre la Confédération et les cantons. Il porte avant tout sur le désenchevêtrement des tâches et sur la répartition plus générale des deniers de la Confédération.

Promising Practices

Loi sur le personnel de la Confédération (<http://www.personal.admin.ch/themn/bpg/f/index.htm>)

L'actuel statut des fonctionnaires date de plus de 70 ans. Au terme de vingt révisions partielles, il est devenu un ensemble de prescriptions peu cohérent, qui empêche la souplesse requise actuellement en matière de politique du personnel et de gestion des ressources humaines.

Le projet de loi prévoit de renoncer à la période administrative de quatre ans et de supprimer ainsi le statut de fonctionnaire. Il encourage la perméabilité entre le secteur privé et l'administration publique. La loi oriente également davantage le système salarial vers les prestations et le marché.

Formation, recherche et technologie (<http://www.admin.ch/bbw/bbtf/bbbtfindex.html>)

Le système universitaire continue de fonctionner en fonction des acquis réalisés durant les années 70 et 80. Vu la détérioration des finances publiques, les cantons et la Confédération n'ont pas été en mesure de mettre à disposition des ressources supplémentaires pour les nouvelles tâches de l'éducation et de la science. Trop d'instances différentes se partagent des compétences et des responsabilités mal délimitées. Les processus de décision sont trop lents et insuffisamment intégrés.

De nouveaux développements sont indispensables pour assurer la transparence et renforcer le dialogue entre la science et la société. Des aménagements du dispositif de conduite du domaine de la formation supérieure et de la recherche sont prévus, notamment par la mise en réseau des institutions universitaires.

Réforme de l'administration (<http://www.personal.admin.ch/themen/vreform/f/index.htm>)

Dans le cadre de la réforme du gouvernement et de l'administration, le Conseil fédéral introduit actuellement des formes d'organisation et de gestion répondant aux principes de la gestion axée sur les résultats. Le modèle illustrant les différents types de gestion comprend quatre cercles :

- Les services administratifs gérés de manière conventionnelle ;
- Les services gérés par mandat de prestation et enveloppe budgétaire ;
- Les entreprises et les établissements ayant une personnalité juridique et une comptabilité propre ; et
- Les entreprises d'économie mixte et les entreprises privées chargées d'exécuter des tâches pour le compte de l'État.

Réforme du gouvernement (<http://www.admin.ch/cp/f/380DB122.1AFE9693@gs-ejpd.admin.ch.html>)

Le Conseil fédéral a décidé de poursuivre la procédure de réforme du gouvernement dans le sens d'un élargissement des membres du gouvernement et de l'introduction d'une structure à deux niveaux, conformément aux résultats de la procédure de consultation.

Berne, 22 octobre 1999.