Towards recovery and partnership with citizens:
The call for **innovative** and **open** government

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INNOVATIVE AND OPEN GOVERNMENT: AN OVERVIEW OF RECENT INITIATIVES
Ministerial meeting of the OECD Public Governance Committee

Introduction

This document presents an overview of recent country initiatives. The wealth of information presented should make it a useful tool to support discussions at the upcoming Public Governance Committee Ministerial meeting.

The country chapters are presented as they were received from countries, following the circulation of a questionnaire in mid-2010. The questionnaire is presented in the Annex for reference. The goal was not to offer an exhaustive description of all reforms, but to allow countries to highlight their main policy initiatives and to offer a more complete description, to which Ministers may wish to refer during the meeting and break out discussions.

The synopsis was prepared by the OECD Secretariat with the assistance of Professor Geert Bouckaert of the Catholic University of Leuven.

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Synopsis

Towards a shared understanding of key challenges

As countries are still coping with the far reaching consequences of the crisis, the public sector is facing acute challenges, with increased demands, and the need to strengthen leadership, while at the same time facing significant fiscal pressures. These key challenges for the public sector today and for tomorrow reflect the key themes of the Ministerial meeting:

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

- **How to get to towards a more effective and performance-oriented public service?**

- **How to promote an open and transparent government?**

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

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

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

While the crisis has had consequences, countries have been affected to various degrees and the situations differ. Several countries have directly been affected with necessary restraint in the public service as a consequence (Austria, Canada, Denmark, Italy, Japan, UK, …). Some are not directly but indirectly touched through drops in investment or tourism (Egypt, …) Others have suffered a milder impact, where the need for fiscal prudence remains compatible with counter-cyclical policies (Brazil, Chile, …).

Still, several countries have established explicit priorities to stay focused on their fiscal pressure objectives. Three **main objectives** are in place:

- **Do more with less**: next to classical answers (i.e. economic, efficient and effective processes) there are also new answers using IT and innovative practices.
- **Build and keep trust:** communicating results helps to meet expectations.
- **Engage with the public and stakeholders** to foster sustainable reform.

In many countries, the first objective is getting more attention.

Four combined patterns emerge to remain focused and to realise these three objectives:

Develop consolidated and comprehensive programmes:

Examples include. Australia: Ahead of the Game, Canada: Administrative Services Review; Finland: major restructuring of municipalities and regions; New Zealand: Better Administrative and Support Services; Ireland: Transforming Public Services. Several countries have included a special focus on cutting red tape which in many cases is connected to an e-government agenda (*e.g.* Brazil, Canada, Japan, Netherlands, New Zealand, Poland, Spain, Korea, Portugal). New Zealand is not embarking on wholesale change, rather it is stress testing the existing model.

Use systematically single well-defined policy or management instruments.

Common Assessment Framework (Austria, Finland, Luxemburg, Poland, Greece), BPR (Korea), Shared Service Centres (Denmark, Egypt), efficiency teams (Japan).

Launch generic innovation initiatives

This includes (re)newed partnerships (Australia (The Innovation Agenda), PPP (Canada, New Zealand, Norway, Ukraine, UK).

Implement precise and contingent IT tools

These can either be used for general purposes, or for very well defined target groups of citizens or customers (Chile (National Student Card), Egypt (Family Card), Greece and Portugal (Citizen's Card)); IT drives many combined agendas (transparency, participation, simplification, and cutting red tape.

Countries are developing three strategies to facilitate reform implementation:

Mobilise citizens/customers

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

Involve the private sector, civil society (NGOs), and academia

The private sector, in many countries, is increasingly and heavily involved in providing public services (*e.g.* Canada, France, Italy, New Zealand, Poland, UK). This varies from outsourcing to genuine PPP which provides well defined services up to clustered portfolios of services (*e.g.* health insurance, or handling of pensions, or e-Government applications).

The private sector is also involved in sharing experiences and providing innovative solutions. Civil society through its NGOs also is increasingly and sometimes substantially involved in providing services in *e.g.* health and education (*e.g.* Brazil, Chile, Egypt, Finland, Mexico, Netherlands, Poland).

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

Many countries have created partnerships with regional or local governments to guarantee qualitative service delivery. They co-ordinate or facilitate chains of service delivery across levels of government or policy implementation (*e.g.* Chile, Finland, Mexico, Netherlands). In some countries this is particularly focused on eGovernment (Switzerland) integrated local services (Sweden, UK), or on 'high impact e-services' (Slovenia).

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

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

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

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

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

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

How to get to towards a more effective and performance-oriented public service

Governments try to make a **better match between** on the one hand the delivery (quantity and quality) of services given **resources available** and, on the other hand, **expectations** from society in general and specific target groups in particular. Governments make serious efforts **to avoid a mismatch** between resources (and what they allow to produce) and expectations of citizens and other stakeholders. Therefore, ensuring agility in the public sector is a priority to meet these goals.

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

Expanding and strengthening resource management.

This includes **reaping the dividends of new technologies** and a more committed staff. Well managed new technologies are key to upgrading resources. There are clear examples of significant bonuses: e-procurement (Brazil), e-Services (Finland), co-operation and

shared services (Italy). This is also connected to the 'cutting red tape' agenda, which is considered to be one of the most tangible dividends of new technologies. A second way to expand resources is to have a **more open and more committed staff** to better serve customers through problem-solving approaches. Evidence is provided in several administrations (*e.g.* Australia: strengthen workforce capabilities; Japan: Basic Act on Public Services; Norway: internet based Evaluation Portal; Israel: Government Public Service Index).

Improved strategic management and match with expectations.

This includes strategic foresight, governance for performance, coherent performance frameworks, embedding and using performance information, social dialogues, and communicating on performance with stakeholders and their expertise networks. T**he capacity for strategic foresight and for performance governance**, go beyond single organisations and require functional co-ordination at the level of a policy field or integrating the global service delivery chain across levels of government. These are considered to be crucial to steer, control and evaluate a performance oriented public service in many countries. Examples of strategic foresight include: **Australia:** Blueprint; **Brazil:** Growth Acceleration Plan; **Canada:** Management accountability framework and strategic reviews; **Italy:** Public Administration Reform Package; **Japan:** Government Policy Evaluation Act (2010), Government Revitalization Unit; Program Review of Entire Public Activities (PREPA); **Mexico:** Results Based Budgeting and Performance Evaluation System; **Norway:** StatRes; **Ireland:** Statements of Strategy; Examples of performance governance are: **Chile:** Delivery Unit, **Poland**: Civil Service Council; **Sweden**: eDelegation for eGovernment; **UK:** Cabinet Office Efficiency and Reform Group.

Countries have also developed **clear performance frameworks** which are connected to different stages in the policy and management cycle to guarantee and to ensure the use of relevant performance information.

Reaching out appears necessary to facilitate effectiveness and performance:

Stakeholders are invited to provide significant potential input.

Brazil has a qualified social debate on reforms and has a national network. In Italy, citizens and service users have the legal possibility for collective action suit against relevant public administrations and public service providers. In Canada, the Management, Resources and Results Structures, reinforces the government commitment and provides information to Parliament and citizens on results and associated spending down to the programme level. In Japan the New Public Commons should increase participation to enhance performance. In Mexico there is a Worst Procedure Contest. In Poland there is a Civic Initiative Fund to promote partnerships and subsidiarity. *An active social dialogue*

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

How to promote an open and transparent government

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

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

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

Governments establish these partnerships to:

Foster true openness and transparency,

All channels are being used including ICT and web-based tools. Country practices vary from legal frames for access to public information, or codes of conduct, or simplifications of procedures and processes, or events (*e.g.* Brazil, Canada; Japan: Administrative Transparency Team; Poland: Review and Café), to ICT based initiatives to 'open' government (*e.g.* Australia: Government 2.0; Denmark: E-Government as driver for Open Government; Japan: 2008 and 2010 New Strategy on ICT; Mexico: Transparency Obligations Portal, Public Procurement Electronic System, and *Cineminutos*; New Zealand: 2010 State Service Integrity and Conduct Survey; Norway: 2009 Freedom of Information Act, also for databases).

Strengthen integrity in the public sector and ensure public scrutiny.

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

Promote and implement culture change in the public sector,

This adopts an outward looking perspective focused on citizens as customers rather than remaining with an inside looking perspective. Countries have taskforces (Australia: Declaration of Open Government with a culture of engagement; Poland: positive image and branding), agendas (Chile: Pro-Citizen Participation Agenda), and cross boarder levels of government initiatives (Denmark).

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

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

AUSTRALIA

Session 1. Delivering public services in times of fiscal consolidation

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

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

Reform of Australian Government Administration

The Government set up the Review of Australian Government Administration in mid-2009. The Review, chaired by the head of the Prime Minister's Department released its report: *Ahead of the Game: Blueprint for the Reform of Australian Government Administration* in March 2010.

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

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

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

Service delivery reform

In 2004, the Government of the day created the Department of Human Services (DHS) as a co-ordinating body to place more emphasis on service delivery. In December 2009 the Government announced further major reforms to service delivery, aimed at shifting the

focus from bureaucratic, structured service delivery, to higher quality services centred on the individual.

The service delivery reform agenda includes:

- The creation of a single point face-to-face, phone and online access to a wider range of Government services, with the creation of more co-located offices.

- Bringing payment and services directly to Indigenous communities and rural and remote Australia through Mobile Offices.

- Giving Australians the ability to provide information once rather than tell different Human Service agencies the same information (while maintaining appropriate levels of privacy).

- Service delivery agencies Medicare and Centrelink becoming part of the Department of Human Services, bringing together their IT, finance, property management, procurement and human resources.

Further information is available from the Department of Human Services Website at: *www.humanservices.gov.au.*

New Federal–State Financial Framework

The Council of Australian Governments (COAG) is the peak intergovernmental forum in Australia, comprising the Prime Minister, State Premiers, Territory Chief Ministers and the President of the Australian Local Government Association. In late-2008, COAG entered into a new *Intergovernmental Agreement on Federal Financial Relations* which provides the overarching framework for the Commonwealth's financial relations with the States.

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

Engage: Getting on with Government 2.0.

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

- Government 2.0 or the use of the new collaborative tools and approaches of Web 2.0 offers an unprecedented opportunity to achieve more open, accountable, responsive and efficient government.

- Though it involves new technology, Government 2.0 is really about a new approach to organising and governing. It will draw people into a closer and more collaborative relationship with their government. Australia has an opportunity to resume its leadership in seizing these opportunities and capturing the resulting social and economic benefits.

- Leadership, and policy and governance changes are needed to shift public sector culture and practice to make government information more accessible and usable, make government more consultative, participatory and transparent, build a culture of online innovation within Government, and to promote collaboration across agencies.

The Government Response to the report, accepting the majority of its 13 recommendations, is available at: *www.finance.gov.au/publications/govresponse20 report/index.html*.

The central recommendation of the report was for a high level declaration of open government, which the Government launched in July 2010 (see also under Session 3, below).

Creating more open government

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

Advances in information technology are making a stronger relationship between citizens and government possible. It is often more convenient for citizens to use online mechanisms to communicate their views to government. Accordingly, the Blueprint also recommends that the Australian Government become more open and that public sector data be more widely available, consistent with privacy and secrecy laws (in line with the *Declaration of Open Government*, see under Session 3, below).

Session 2. Towards a more effective and performance-oriented public service

Strengthening the performance framework

Ahead of the Game: Blueprint for the Reform of Australian Government Administration recommends the development of a strengthened performance framework that supports all employees in identifying strengths and areas for improvement; and promotes constructive feedback from relevant sources, for example, from supervisors, peers, subordinates and stakeholders as appropriate to the nature of the role. The framework is also to offer encouragement for high performance and better guidance and support for dealing with underperformance.

Building organisational capability

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

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

The 200809 State of the Service Report, produced by the Australian Public Service Commission, at Appendix 1 (page 184), lists a number of specific examples, at the individual agency level, of initiatives to improve agency performance; improve collaboration across government; and innovative practice in design of policy or delivery of

programmes. The full report is available at: *www.apsc.gov.au/stateoftheservice/0809/ report.pdf.*

Declaration of Open Government

The central recommendation of the Government 2.0 Taskforce's report (see under Session 1, above) was that the Australian Government make a declaration of open government. In July 2010, the Minister for Finance and Deregulation made the Declaration on behalf of the Government, as follows:

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

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

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

The Australian Government's support for openness and transparency in Government has three key principles:

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

- Engaging: collaborating with citizens on policy and service delivery to enhance the processes of government and improve the outcomes sought; and

- Participating: making government more consultative and participative.

Freedom of Information

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

Further information is available on the Department of the Prime Minister and Cabinet Website at *www.dpmc.gov.au/consultation/foi_reform/index.cfm.*

The Declaration also reflects one of the key reforms of *Ahead of the Game: Blueprint for Reform of Australian Government Administration*, which also called for more open government (see under Session 2, above).

Fostering integrity and transparency

The Government has introduced a range of integrity and transparency measures over the last three years including the aforementioned reforms to freedom of information laws, as well as *Standards of Ministerial Ethics* and a *Code of Conduct for Ministerial Staff*, which can be viewed on the Department of the Prime Minister and Cabinet Website at: *www.dpmc.gov.au/guidelines/index.cfm*.

In 2008, the Government introduced a *Lobbying Code of Conduct* and established a *Register of Lobbyists* to ensure that contact between lobbyists and Commonwealth Government representatives is conducted in accordance with public expectations of transparency, integrity and honesty. Consistent with the Government's commitment to keep the Code and Register under review a discussion paper has been released inviting feedback on possible reforms. Comments are sought by 30 September 2010. Further information is available from the Department of the Prime Minister and Cabinet Website at: *http://lobbyists.pmc.gov.au/*.

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

The Government is also developing legislation which implements strengthened whistleblower protections within the Australian Government public sector (see: *www.aph.gov.au/House/committee/laca/whistleblowing/index.htm.*

Ethics Advisory Service

In May 2009 the Australian Public Service Commission introduced an Ethics Advisory Service. The Ethics Advisory Service is available to all APS employees who want advice on ethical issues in the workplace and on how to make sound decisions around these issues. An enquiries line has been established to help employees who wish to discuss and seek advice on ethical issues that occur in the workplace and on how to make sound decisions around these issues. Further information is available from the Australian Public Service Commission Website at: *www.apsc.gov.au/ethics.*

Revising Australian Public Service Values

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

- Revising the APS Values to a smaller set of core values that are "meaningful, memorable and effective in driving change".

- Embedding the revised values into the work of the APS through senior leadership and learning and development and performance management frameworks.

Final plenary session. Strategies for implementation

National Compact between the Federal Government and the not-for-profit sector

In March 2010 the Government launched a new *National Compact*, which aims to strengthen the working relationship between the Federal Government and the not-for-profit sector. The Compact was developed following extensive consultations between the Government and the sector. (The consultations are outlined in the National Compact

Consultation Report, released 17 February 2010.) Further information is available from the National Compact Website at: *www.nationalcompact.gov.au/.*

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

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

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

Fostering Innovation in the Australian Public Service

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

The report, and further information, is available from the Department of Innovation, Industry, Science and Research Website at: w*ww.innovation.gov.au/Section/Innovation/ Pages/AdvancingPublicSectorInnovation.aspx.*

Better Practice Guide to Public Sector Innovation

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

National Innovation System

More broadly, *The Australian Innovation System Report 2010* reports on the performance of Australia's national innovation system and builds on the commitment by the Australian Government in *Powering Ideas: An Innovation Agenda for the 21st Century* to produce an annual report on innovation. The Report outlines:

- Metrics and baseline indicators which compare Australia's innovation performance to other OECD countries and tracks progress against the Government's innovation priorities and targets - these metrics are presented under the four policy themes identified in Powering Ideas: skills and research capacity, business innovation, links and collaboration and public sector innovation;

- Features and trends of the Australian innovation system and performance as a whole, including Australia's performance on Gross Expenditure on Research and Development, investment in knowledge, proportion of innovating businesses, collaboration and networking, skills used and shortages and trends in Multi-Factor Productivity growth; and

- Actions, achievements, and forward plans of various participants in the national innovation system, including governments, public sector researchers, and industry.

The report is available from the Department of Innovation, Industry, Science and Research Website at: *www.innovation.gov.au/Section/Innovation/ Pages/AustralianInnovationSystemReport.aspx.*

AUSTRIA

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

In times of fiscal consolidation, maintaining the highest quality of service delivery is of great importance.

- In the judiciary, efforts are underway to set up citizen service centres at further locations fashioned after the Regional Court of Linz, where a wealth of extrajudicial services are now provided centrally from a service centre (*e.g.*, land register extracts, notarisation of deeds). This concept is currently being implemented at several pilot locations. The quality of the service will be improved by developing quality standards for service to citizens on the basis of the new findings and continually learning from this process for further implementations at other locations.

- The Common Assessment Framework (CAF) is a self-assessment tool that quickly generates a profile of the strengths and weaknesses of an administrative organisation and points out any development potential that may be there. It was developed at EU level and also provides a general framework for instructive comparisons with other administrative bodies. There are now nearly 2,000 CAF users across the EU. In Austria, the Federal Chancellery serves as co-ordination and information centre for CAF users and other persons interested in the CAF.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

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

Public, politics and administration can benefit optimally from such involvement where the participation of the public is exercised at a high quality. This can be ensured by the application of standards aimed at maximising the effectiveness and efficiency of public participation. The present Standards of Public Participation are to help administrative staff of the Federal Government in the concrete conduct of high-quality participation processes. The standards of public participation are recommendations for good practice and offer

service and practical support in public participation processes. They are a contribution to good governance in Austria.

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

Better co-ordinating with local governments

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

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

Using e-Government and cutting red tape

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

Examples of e-Government applications

HELP.gv.at

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

In providing its services, HELP sees itself as a "24/7" interface between the authorities and private citizens or businesses. The platform offers information on nearly 200 different topics relating to official procedures, including the required documents, fees and deadlines as well as online forms and guidelines for completing them. The contents are organised into four sections corresponding to the target groups of the public administration (citizens,

businesses, young people and senior citizens). This layout was chosen to provide greater clarity on the line-up of services available and to accelerate the virtual administrative procedures. By early 2008, HELP was already receiving over 440,000 visits per month.

www.help.gv.at

Unternehmensserviceportal

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

Citizen Card

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

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

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

FinanzOnline

In 2003, "FinanzOnline", the electronic data exchange system of the Austrian tax administration, was launched. Using internet technology, it provides Austrian citizens, companies, professional client representatives, municipalities and many other participants cost-free round-the-clock access to the virtual tax office. It has now become possible to perform many official procedures conveniently from home at the click of the mouse without requiring any special software. A FinanzOnline hotline, as well as an extensive online help system, has been specially set up to assist users with any support issues. Over recent years, the internet platform has been subject to ongoing evaluations by way of

usability studies and has been further refined, adding many new features in the process. In 2007, the service portal had already attracted 1,300,000 registered users, accounting for nearly one fourth of all taxpayers and reflecting a high rate of acceptance for virtual tax administration.

Electronic Record System (ELAK)

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

Electronic Law-Making

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

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

Please describe any specific policy initiatives to improve service delivery to specific population groups

A basic characteristic of any modern, citizen-oriented administration is that its organisation and procedures are fine-tuned to the needs of its customers. Calculations by the Federal Ministry of Finance attest that the bureaucracy imposes an annual burden of approximately EUR 4.3 billion on Austrian enterprises, which amounts to 1.6% of the country's gross domestic product. To enhance Austria's appeal as a business location, alleviate the burden on businesses in a sustainable way, upgrade co-operation between businesses and the administration, and to leverage greater transparency and efficiency in the

legislative process, the Austrian federal government embarked on an initiative entitled "Reducing Administrative Burdens for Businesses". In March 2008, the federal government adopted an initial list of measures comprising 133 projects with the purpose of reducing bureaucratic expenditure for businesses. The administrative expenses are calculated according to the Bertelsmann Foundation criteria and the internationally recognized standard cost model. Current attempts to reduce the burden on businesses include time-saving communication of information through the use of e-Government solutions and the avoidance of duplication through improved data exchanges within the administration.

Reducing Administrative Burdens for Citizens

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

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

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

- A new budget structure.

- Outcome oriented management in public administration.

- Accrual accounting and budgeting.

- Performance Budgeting.

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

Another key feature of the Austrian Federal Budget reform is the implementation regulatory impact assessments (RIA), which will be obligatory for all federal regulations and projects with a high budgetary impact. It aims to not only help setting and defining

goals for regulations and bigger projects but also to provide a model for the analysis of expected impacts.

How is information on performance integrated into strategic and political decision making?

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

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

In July 2008, the "Standards of Public Participation" were adopted by the Austrian Council of Ministers. It consists of performance as well as quality standards for the public administration when and how to involve citizens with the highest benefits for all.

Beside this publication, two e-Government applications were designed. One is designed so support public employees with additional tools and information on citizen involvement, the other one is directly designed for citizens to facilitate public participation.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

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

- Making information available.
- Fostering open and inclusive policy making.
- Fostering integrity and transparency.
- Improving service delivery.

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

Have the related initiatives had any impact on building trust in government?

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

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

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

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

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

The implementation of a "cooling off period" for certain top-level public employees is currently in discussion.

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

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

Lobbying

There have been no recent developments in this area.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

There have been several public-private dialogues on reform concerning important issues like education or science with the intention to include different Civil Society Organisations.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

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

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

BELGIUM

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

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

In Flanders, as a result of the New Public Management movement the Flemish government launched in 1999 the 'Better Administrative Policy'-reform (BAP or 'Beter Bestuurlijk Beleid' – BBB). This project aimed at a reorganisation of the core civil service – the Ministry of the Flemish Community –, the agencies or 'Flemish Public Institutions' and the advisory councils and greater accountability was one of the main objectives.[1]

The last two years, the accountability driving force became more pressing also in Flanders. The global financial and economic crisis presents significant challenges for the Flemish government too.

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

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality.

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

With the 'Flanders-in-Action' Initiative (initiated in 2006) the Flemish government aims to become one of the five most efficient and effective public organisations and regions), European-wide by 2020. The initiative resulted in a new future plan for Flanders: Pact 2020. The Flemish Government established in 2008 a Commission on Efficient and Effective Government as a think tank and vision group on the Flemish government in the 2020 perspective.

Partnerships with the private sector

At the federal level, we can mention the role of the social secretariats (non-for-profit organisations, of private law) in the relations between the enterprises and the social administrations. This traditional role for the social security aspects has developed even

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[1] One of the main lines of the modernisation was a structural change by reshuffling entities and responsibilities. Since April 2006, 13 more homogenous policy domains have been created, each consisting of a department and one or more (semi)autonomous agencies. A second feature was the decoupling of the policy cycle. Central departments explicitly received core tasks oriented at policy preparation and policy evaluation and were assigned the task of steering and following-up of policy implementation. Agencies on their part became charged with tasks related to policy implementation and service delivery. The consolidation of the division of tasks between the policy fields and the political level on the one hand and between the entities within a policy field on the other hand imply a strong need for delineation of respective responsibilities and accounting mechanisms based on performance information.

further with the Dimona applications (electronic declaration of employees by enterprises) and the electronic quarterly declaration of the social security contributions.

Since 2003, the enterprise lockets, private non-for-profit organisations, realise the registrations and other formalities of enterprises at the Crossroads Bank of Enterprises. They act as public services in those transactions.

In Flanders, public managers, university professors and captains of industry and society take part in round-table discussions in the framework of ongoing Flanders-in-Action'/ Pact 2020 Initiative in the course of 2011-2011.

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

Since 1993 there is a Flemish legal framework in order to stimulate and facilitate Public Private Partnership initiatives in Flanders to a maximum extent. This framework is e.g. being used in order to build new schools.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

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

The plan is designed to stimulate the emergence in Flanders of the open entrepreneur and the citizen committed to learning and knowledge as member of the learning society. It is set up to turn the Flemish region into an intelligent pivotal focus within Europe, while simultaneously developing the institution of Flanders as an effective medical Centre. Furthermore, it profiles Flanders as a green network of cities, a green city region.

Better coordinating with local governments

At the federal level, Belgium has developed interactive systems of information, by paper or electronically, between the federal state and the local authorities. We can mention the National Register which is the central collector of the population registers. The local authorities remain the proximity services for the delivery of the electronic identity cards.

The local authorities realise various formalities in the name of the federal state that gives them more and more facilities to do it (Communit E, pension On line,…). The Telemarc application is devoted to all services, in particular the local authorities that have to apply the public procurement regulations.

In Flanders, in February a process for a 'Green book on Internal Constitutional Reform' was launched by the Flemish minister for Public Governance and Internal Affairs. This document should contain several measures in order to reach the objectives written down in the Flemish Political Agreement. An independent commission ('on Efficiency of Local Governments') was created in order to discuss proposals from the Flemish administration and stakeholders. The 'Greenbook' was presented to the Flemish Government in September 2010 and contains all 80 proposals accepted in this commission, after having been the

subject of firm discussions in an ad hoc 'governance forum' composed of different stakeholders.

As this process is proceeding, the Greenbook will be presented to the Flemish Parliament in October 2010, becoming a 'Whitebook' with clear objectives, and a set of clear and well determined projects to be monitored.

Using e-government and cutting red tape

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

e-Procurement

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

For the moment 3 applications have already been developed and placed into production:

- e-Notification: this is a Publication portal of all Belgian notices. On 1/1/2011 e-Notification will become the official national platform.

- e-Tendering: this application allows (1) economic operators to submit electronic tenders and (2) the public administration to open the tenders

- e-Catalogue: this application allows (1) economic operators to upload their catalogues and (2) to electronically order products of those catalogues

At the end of 2010 the applications e-Awarding (evaluation of the tenders) and e-Auctions (management of price-based auctions) will be operational.

The introduction of e-Procurement gives both economic operators and public administrations a lot of advantages. Submitting an electronic tender is an example of administrative simplification and the use of an auction is an example of more open competition.

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

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

Please describe any specific policy initiatives to improve service delivery to specific population groups.

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

Specific efforts are made, for instance in recruiting civil servants, to ensure that all the specific population groups have an equal chance by: checking the cultural neutrality of the selection tests ('Test the test'); organizing an « Ethnotour» of Belgium, in partnership with associations which represent people of foreign origin, in order to inform this public about the conditions of access to the civil service; offering reasonable adjustments and an individual accompaniment to people with a disability during the selection procedure ; opening up the access to candidates who do not have the required diploma but who obtained a competence certificate delivered by the selection federal office ("Previously Acquired Competences"), thanks to the competences and experience acquired before.

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

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

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

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

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

In Flanders, as part of the 'Better Administrative Policy'-reform performance contracts are used as a more result-oriented system of control and accountability between the Flemish government and its public bodies. Within the latter documents explicit standards and measures of performance are negotiated and agreed upon with the Minister. Long term strategic engagements are defined in a five year management contract. Annually every department or agency also formulates a business plan with operational goals and targets. The use of management contracts comes together with a report obligation. Each department or agency is required to report its realisations in year X by March 31st of the year X+1 to the Minister. To be able to steer organisations on goals and results and focus on output and outcome it is required that the management contracts and business plans contain enough quantitative and measurable targets.

The BBB-reform still raises questions on the delegation of tasks, quality control, accountability mechanisms and provision of policy and management information. Different

entities within the Flemish administration are looking for solutions and are setting up systems for strategic planning, monitoring and evaluation.

The Department of Public Governance launched in 2008 a management system: MODO. The MODO project refers to an integrated set of processes and tools that the organisation uses to develop its strategy, translate it into operational actions, and monitor and improve the effectiveness of both. In 2010 the MODO management system is commonly known and used at all the different organisational levels (entity, sections and individual workers) for planning, monitoring and reporting. The start of a new policy and management cycle (a new policy paper for the period 2009-2014, second generation of management contracts for the period 2011-2015) was taken as an opportunity to fine-tune the pilot version of the planning and monitoring system and to take into account the 'lessons learned'. The policy objectives from the policy documents can also be consulted in MODO by the political level and thus constitute a usable input for future policy formulation.

The Flemish Government established in 2008 the Commission on Efficient and Effective Government (CEEG). In May 2009, the Commission published a final report on 'decisive Government in Flanders', proposing 5 strategic goals and 28 breakthroughs in 10 policy domains. At the same time, the Commission developed specific Key Performance Indicators (KPI) for each domain, which will lead to the measurement of further advancement in efforts on efficiency and effectiveness. The outcome of the Commission resulted in an Multi-Annual Programme (MAP) on 'decisive government' (2009) This multi-annual programme is based on four strategic objectives[2] that will be realised through 12 organisation-wide key projects, the emphasis being on cooperation, efficiency, quality and effectiveness.

How is information on performance integrated into strategic and political decision making?

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

In Flanders, the policy intentions of each Flemish Minister (e.g. for Public Governance) are captured in a long term policy paper (for a period of 5 years, which is the legislature of the Flemish Government) and annual policy letters which contain the more detailed implementation intentions and measures of the policy paper. The systematic monitoring of the intentions and actions as stated in these policy documents should enable the political actors to have continuously an actual overview of the progress of the policy implementation.

The Flemish Government adopted on 25 September 2009 a monitoring instrument in order to monitor the implementation of the Government Agreement (2009-2014) and the "Flanders in Action" Initiative as the objectives of the latter form the basis for the Government Agreement. 88 strategic objectives with a huge societal impact are being implemented by 335 projects as approved by the Flemish Government on 21 May 2010.

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[2] Which are: 1) Due to an internal constitutional reform and partnerships on each governance level, the Flemish government strives for less governance pressure and more value for each; 2) The Flemish administration increases the power of adaptation in order to do more with less; 3) The Flemish administration will improve the client oriented service by innovating procedures and instruments; 4) The Flemish administration improves the power in finding solutions, in order to cope with challenges of society. She will raise the level of trust and satisfaction of civilians, organisations and enterprises, in combination with more responsibility.

The first Monitoring Report on 8 October 2010 has revealed that the realisation of 95% of the projects is on track and on scheme.

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

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

The Belgian federal organisations have put a lot of effort lately in to checking how the customers are appreciating the delivered service. The satisfaction inquiry is the preferred tool to capture customer feedback, whether it is done immediately after the service is delivered or on a more recurrent basis. A broad programme supporting complains management across the federal administration was also launched in September 2009. In one year, 40% of the federal organisations have adopted -or are in the final phase of- the proposed common approach to listening to citizens.

For Flanders, examples have been given in the answers to the several questions for session 1.

A very recent initiative – within the 'Flanders in Action' initiative concerns the "www.i-vlaanderen.eu' website which aims at citizens' input, proposals and reflections about innovative ways for more interactive and transparent policymaking. Also the new draft Flemish Strategy for Sustainable Development contains a chapter on governance beyond government and looks for other innovative governance approaches as part of its ambitions regarding transition management.

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

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- making information available

- fostering open and inclusive policy making

- fostering integrity and transparency

- improving service delivery?

    At the federal level, the two major legislative texts remain:

- the law of 11 April 1994 on the publicity within the administration.

- the law of 29 July 1991 on the formal motivation of the administrative acts.

    These juridical documents have a real ethical impact.

In 2007, the Council of Ministers decided to organise a global policy on integrity within the federal administrative civil service. The Bureau for Administrative Ethics and Deontology has been charged with the implementation of this policy.

The access to and availability of public information is regulated in Flanders by law (Decree of 26 March 2004). The implementation of this decree was evaluated in 2009 and revealed no particular problems.

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

Have the related initiatives had any impact on building trust in government?

The federal policy on integrity contributes to safeguarding and improving the trust of citizens in the good functioning of the civil service, by stimulating an ethical and deontological behaviour in all civil servants. The values and norms play a central role in those matters. It implies for instance the necessity to serve the general interest and not individual interests.

For Flanders, maintaining trust in government is ongoing challenge for public administrations too. The use of the existing instruments, as described in the previous answers, requires regular evaluations and if necessary improvements. The further implementation of the Multi-Annual Programme (MAP) on 'decisive government' shall be essential to create a stable setting for a reliable government.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

The answers on the previous questions illustrate that the core values remain fundamental in the Flemish public administration and the ongoing projects of the Multi-Annual Programme on 'decisive government' should even improve their implementation as e.g. the quality issue is considered equally important as the efficiency and effectiveness considerations .

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address:

- Conflict of interest, post-public employment or the "revolving door" phenomenon?

- Transparency on interactions between the public and private sectors, for example in public procurement?

- Lobbying?

  Several instruments have been developed at the <u>federal</u> level:

- Adaptation of the Statute of the civil servants and publication of a deontological code.

- Placement on the Web (2009) of a manual for handling conflicts of interest (self evaluation by the civil servants).

- Possibility to solicit within 30 days a non compulsory advice of the Bureau in matter of conflicts of interest.

- Many training courses have been organised for the administrations (general courses, conflicts of interest, ethical dilemmas, deontological guidelines, integrity policies)

- Elaboration of a law proposal on whistle blowing (June 2010)

- Publication of a circular (June 2010) concerning a declaration of honour in the matter of conflicts of interest in the public tenders

  The federal administration tries to build what is called "my glass house web".

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

  Four examples of computerised applications contribute to this "glass house web":

- MY MINFIN, a platform for exchanging data between the Tax Authorities and taxpayers, which should also facilitate electronic processing, provide a tax schedule, allow taxpayers to fill in and submit an income tax return and follow the administrative process of their declaration.

- MON DOSSIER, a personal file, which provides citizens online access to their personal data from the National Register, and enables a reusable extract and an audit trail of the organisations that have looked at a personal file, to be provided.

- PRIVATE SEARCH, in addition to the Public Search of the Crossroads-Bank of Enterprises, which allows an enterprise to check all the data that the CBE holds on it, to print an extract, and to have the data corrected by the same means.

- MY PENSION, a computerised tool which provides access to personal files and advance information about the awarding of a pension.

  The approach taken begins with authentication by electronic identity card (or a token) and not by a request in writing, as previously.

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

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

  The possibility for former ministers to exercise professional activities in the private sector right immediately after their resignation is only marginally limited and regulated by law and a protocol of 3 February 2003 signed by the chairpersons of the federal legislative chambers and of the parliaments of the Federated entities on the hand and signed by the

chairpersons of the federal government and of the governments of the Federated entities on the other hand.

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

The public procurement legislation is federal (Belgian) legislation. Within the Flemish Public Governance Department an E-Procurement team is working on innovative approaches which also assure more transparency on public procurement contracts.

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

Final plenary session.   Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

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

Within that framework, the CEEG (re-established in 2010) ensures, among other things:

- giving input to the Council of Wise Men monitoring the implementation of the strategy set within the framework of ViA and the Pact 2020;

- alignment of the activities of the Commission on Efficiency Gains and Local Administrations and other consultative bodies within the large framework of decisive governance. The CEEG appoints a representative who acts as a sounding board for the project internal reform of the federated state in the Administration Forum;

- consulting the several actors for control, e.g. the Court of Audit.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

In several cases civil servants have been associated with the elaboration of the new strategy of the organisation. For instance, strategic plans have been based on the proposals of improvement actions of the personnel done through an organisational self assessment (by CAF Common Assessment Framework). This reduced considerably the resistance to change amongst the personnel.

The last years it became obvious that also "cultural factors" play an important role. In Flanders, this was not taken into account in the BAP-reform, neither in the following years. This factor is extremely important as a 'third pillar' – next to the organisational and process pillar in order to create a smoothly functioning organisation. This third pillar should be part of the 'government governance', claiming that government governance starts in the heads, and is implemented by mean of re-organisation and re-processing, which is still considered as a problem. An element of this work towards a different culture regards the relationship between the cabinets of the Flemish Ministers and the top managers of the administration (departments/agencies). In 2009 a Charter was agreed which outlines the basic principles and implementation modalities for this relationship. As an element of the HRM policies, innovation and quality issues are addressed regularly including networking events and awards.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

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

A large effort in internal communication and mobilisation has been made through: the creation of a journal of the civil servants; the development of a website specifically dedicated to the information and needs of the civil servants; the publication of brochures explaining the new aspects of the organisation or of the human resources management; and the creation of e-communities concerning the interests of specific functions. Training courses have also been systematically developed to accompany the evolutions.

In Flanders, one of the main goals of the BBB-reform was to enhance more transparency and co-operation between the departments and agencies. This remains a challenge as inter alia the more horizontal setting of the Flemish administration has created additional incentives for direct links between the top manager and the competent minister. But the MODO-instrument is a way to address this challenge. In 2009, MODO was applied for the first time within the Department of Public Governance. In 2010, the political level requested the further implementation of the system throughout the Public Governance policy area. This trend fits with the post-NPM concept which sees the reduction of fragmentation through further structural integration as a basic principle.

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

For the French Community, the Ministry has developed a plan, called API plan, which intends to mobilise staff on values to be defined together, to integrate their actions in a global dynamic, to make each agent accountable in function of his competencies and to assess his results in relation to the fixed objectives.

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

The implementation of the first operational plans in the Ministry of the French Community is intended to be the occasion where the organisation is embedded in a new dynamic focusing on accomplishing a double objective.

On the one side, the first objective of the Ministry of the French Community is that each woman, each man, each young person is master of his destiny, and furthermore is able to really build his life in function of his aspirations, and to use his talents in the best possible way. This guideline covers all the actions of the Ministry, through all its competencies.

On the other side, the staff of the Ministry has the responsibility to reinforce the institution that speaks for all the people of the French speaking Community of Belgium. The French Community is a fundamental pillar in the Belgian institutional landscape. It is an essential objective to reinforce its legitimacy and efficiency.

To realise those two fundamental objectives in an optimal way, the Ministry needs to modernise. This is the ambition of the API plan. This plan develops in 6 strategic axes:

1. To improve everybody's place within the Ministry

2. To make of the Ministry a real organisation rather than an addition of services

3. To make of the Ministry a real partner of the Government

4. To optimise the relations with the privileged partners in order to improve everybody's efficiency

5. To be of better service to the citizens and to the actors within each sector of competency

6. To be an actor in the regional development of Brussels and of Wallonia.

BRAZIL

What are the main implications of fiscal consolidation for service delivery in your country?

Brazil had already made relevant adjustments to its fiscal policy before the beginning of the international crisis, which cushioned its effects. That allowed the country to adopt important counter-cyclic measures and policies, such as tax reductions to products in industries that have greater impact on the economy (such as car-making and home appliances industries), and even to launch a programme (Minha Casa, Minha Vida) aiming to construct one million homes per year to low income families, which is maybe the biggest programme of this nature in progress all over the world right now.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality.

Partnerships with the private sector

The programme mentioned above could be an example, since the houses are built by private contractors. The Growth Acceleration Programme, or PAC, in the Portuguese acronym, relies on the same type of arrangement to build roads, power-plants and other large scale projects in infra-structure.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

From 2003 to 2009, the Brazilian federal government has organized 60 National and International Conferences on a wide range of public policy areas, gathering four million people from the public sector, voluntary sector and citizens, and bringing the society closer to the production of public services.

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

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

Better co-ordinating with local governments

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

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

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

Using e-Government and cutting red tape

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

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

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

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

Please describe any specific policy initiatives to improve service delivery to specific population groups?

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

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

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

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

How is information on performance integrated into strategic and political decision making?

In the case stated above (PAC), with involves huge infra-structure projects, whenever the performance is not satisfactory, there are immediate corrections to put projects back on track.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

An important part of the answer has been given above, especially in Session 1, question 2.2. The involvement of citizens makes them not only capable of placing more consistent demands and complaints, but also makes them, to a certain extent, co-responsible, which is the ultimate involvement. This is good for everyone, because it allows much needed qualified social debate about public policies and public service delivery.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government"?

Making information available

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

Fostering open and inclusive policy making

See session 1, question 2.2; and session 2, question 3.

Fostering integrity and transparency

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

One of CGU's most important initiatives was launching, in 2004, the Transparency Portal, created for the purpose of making it possible for public managers and citizens at large to follow up on the financial execution of all programmes and actions of the Federal Government more easily.

We can also mention the Public Ethics Commission (Presidency), the Ethics Management System (agencies) and the Code of Conduct for Senior Civil Service.

Improving service delivery

The issue of Decree 6.932, in 2009, made it mandatory for government agencies providing services to citizens to organise in order to simplify procedures and provide higher standards of quality. Important improvement has been experienced since.

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

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

Have the related initiatives had any impact on building trust in government?

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

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

The efforts to make public administration more professional and impersonal, along with the initiatives in terms of integrity and transparency mentioned above, are among them.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon?

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

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

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

Lobbying

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

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

A national network developed around a federal programme devoted to improving public management and cutting red tape (Gespublica) has been very active in the discussion of reforms. The network involves civil servants, businesspeople, the third sector, the academy, students and citizens in general. Last year was declared "National Public Management Year", and the network has been growing even bigger since.

The states and the federal government are actively discussing the reform agenda within the National Council of Administration Secretaries (CONSAD), a council of state level secretaries of management. The CONSAD has taken the debate to a wider public by organizing national conferences on public management. The Latin American Centre for Development Administration (CLAD) has also been giving invaluable contribution for the debate of the reform agenda all over the region.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

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

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

One of the biggest challenges is co-ordination, given the interdisciplinary character of public policies. Some government agencies may still display very vertical organograms, but public policies do not fit single "little boxes", so integrated action among ministries is much needed.

CANADA

Session 1. Delivering public services in times of fiscal consolidation

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

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

In this regard, Canada committed to a three-point plan for returning to budget balance: (1) continuing with the implementation of the Economic Action Plan (Canada's stimulus package); (2) restraining spending through targeted measures (*e.g.*, reducing the rate of growth of expenditures and increasing efficiency, while reducing the rate of growth in the size and operations of the public service); and (3) undertaking a review of government administrative functions and overhead costs to identify opportunities for additional savings and increasing service delivery.

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

Key initiatives

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

Administrative Services Review

The Government of Canada recently launched an **Administrative Services Review** (ASR) to improve access to government services for citizens and reduce delivery costs, while simplifying and standardizing generic administrative functions so as to reduce the overall administrative footprint. Implementation of this initiative will be informed by consultations with private sector experts and key government officials. A report will be submitted at the conclusion of the Review, which will provide some preliminary implementation plans and may include recommendations with respect to project

governance. This report will serve to provide long-term recommendations and specific measures that could be included in Canada's 2011 Budget. Considering that service delivery during periods of fiscal restraint requires timely intervention, Canada will use the results of the Review toward its economic recovery.

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

Public-Private Partnerships

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

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

Citizen-oriented service delivery

Enabling innovation in service delivery is a critical goal for Canada. The federal government and several provinces have introduced integrated service delivery organisations, owing partly to the fact that provinces have responsibility in many service delivery areas, which has also encouraged pilot initiatives in provincial settings. There has also been success in working across jurisdictional boundaries in Canada, merging services from several levels of government. Canada is one of the leaders in integrated service delivery, and an early adopter of data-driven approaches through the use of **Citizens First surveys** which, since 1998, have measured citizen expectations, satisfaction levels, and priorities for service improvement; thereby analysing progress over time and providing a baseline for cross-jurisdictional benchmarking.

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

Another example of Canada's progress in citizen-oriented service is in the area of tax collection. The Canada Revenue Agency, for example, was created in the late 1990s as part of the government's experiment with alternative service delivery. As a result of this initiative, Canadians now have immediate access through the internet to information they need to file their tax returns.

Engaging citizens

The Government of Canada is committed to finding new and innovative ways to consult with and engage citizens. The Consulting with Canadians website (*www.consultingcanadians.gc.ca*) provides citizens with single-window access to a list of

consultations from certain federal departments and agencies. Citizens may view current consultations and options for their participation.

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

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

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

e-Government

With the advent of new technologies that make document distribution on the internet more cost-effective, many governments are moving relevant documentation and data online, thereby enabling public access. The concept of e-Government supplements this access, also known as proactive disclosure in Canada[3], with an interactive component to allow citizens to provide feedback on various issues ranging from individual service to statistics.

Another associated term is "Government 2.0"[4], which involves the integration of new generation digital media technologies into government structures and operations. In recognition of the importance of a consistent approach in this regard, Canada has begun work to develop government-wide Web 2.0 strategy to improve service delivery.

Cutting Red Tape

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

- Budget 2010 announced several initiatives to improve the federal regulatory system and reduce red tape both inside and outside of government:

    - Red Tape Reduction Commission: A federal commission, involving both Parliamentarians and private sector representatives, will be established to review federal regulations in areas where reform is most needed to reduce the compliance burden. The Commission will be asked to provide specific recommendations on how to reduce unnecessary regulations and make the regulatory system more effective. Such an

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[3]. Proactive disclosure initiatives are discussed in detail in the response to Session 3, Question 1.

[4]. Government of Canada's Web 2.0 Strategy is described in the response to Session 3, Question 1.

approach has the potential to make businesses more efficient, without imposing significant, ongoing costs to the government.

－ Advisory Committee on Small Business and Entrepreneurship: A private sector committee will be created to provide advice on improving business access to federal programmes and information.

－ Administrative Services Review: A comprehensive review of government administrative services aimed at improving administrative efficiency and eliminating duplication, led by senior public servants and external experts, are driving efforts to improve services, identify efficiencies and eliminate duplication.

In addition, the Government of Canada is taking a whole-of-government approach to streamlining the accumulation of internal rules, reporting requirements and processes that contribute to the so-called web of rules that leads to inefficiency and waste and stifles creativity and innovation. Launched in 2007, the "**Web of Rules Initiative**" continues to build on progress in sustaining central agency and departmental efforts to simplify and streamline internal rules and processes.

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

Session 2. Towards a more effective and performance-oriented public service

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

Management Accountability Framework

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

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

Strategic Reviews

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

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

Session 3. Promoting open and transparent government

The Government of Canada has demonstrated a commitment to accountability and transparency. In the Canadian context, this ranges from proactive disclosure of government data to interactive policy-making with citizens.

Key initiatives supporting open and transparent government

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

The Federal Accountability Act can be found at:

- www2.parl.gc.ca/HousePublications/Publication.aspx?Docid= 3294507&file=4.

Further details on the Federal Accountability Action Plan can be found at:

- www.tbs-sct.gc.ca/faa-lfi/index-eng.asp.

Core Values of Public Service

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

At the same time, the ***Public Servants Disclosure Protection Act*** **(PSDPA)** creates several statutory obligations including the establishment of a Code of Conduct applicable to the public sector. The Act established a procedure for the disclosure of wrongdoings in the public sector, including the protection of persons who disclose such wrongdoings. The purpose of the Act is to encourage public servants to come forward if they have reason to believe that wrongdoing has taken place and to provide protection to them against reprisal. Work is ongoing in developing this Code of Conduct.

Safeguards to integrity in public-private sector interactions

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

- Maintaining a public Registry of Lobbyists,

- Developing and implementing educational programmes to foster public awareness of the requirements of the Act; and

- Conducting reviews and investigations to ensure compliance with the Act and the Lobbyists' Code of Conduct.

The *Lobbying Act* also aims to ensure that designated public office-holders do not use advantages (*e.g.*, access to government information) or personal connections derived from their government positions for paid lobbying. To this end, the *Lobbying Act* prohibits designated public office-holders from lobbying the federal government for five years after leaving office. This post-employment restriction applies to Ministers of the Crown, Ministers of State, and Members of Parliament as well as their exempt staff. This Act is administered by the Commissioner of Lobbying, who acts independently of government.

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

The Government of Canada currently makes a significant amount of open data available through various departmental websites. Fall 2010 will see the launch of a new portal to provide one-stop access to federal data sets by providing a "single-window" to government data. In addition to providing a common "front door" to government data, a searchable catalogue of available data, and one-touch data downloading, it will also encourage users to develop applications that re-use and combine government data to make it useful in new and unanticipated ways, creating new value for Canadians. Canada is also exploring the

development of open data policies to regularise the publication of open data across government. The Government of Canada is also working on a strategy, with engagement and input from across the public service, developing short and longer-term strategies to fully incorporate Web 2.0 across the government.

In addition, Canada's proactive disclosure initiatives represent an ongoing contribution to open and transparent government. These initiatives include the posting of travel and hospitality expenses, government contracts, and grants and contribution funding exceeding pre-set thresholds. Subsequent phases will involve the alignment of proactive disclosure activities with those of the *Access to Information Act*, which gives citizens the right to access information in federal government records.

Final plenary session. Strategies for implementation

Public Service Renewal

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

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

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

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

CHILE

What are the main implications of fiscal consolidation for service delivery in your country?

The fiscal balance policy followed by our country since several years ago has made it unnecessary for us to cut on fiscal budget after the 2008-2009 global economic crisis (last year, Chile's fiscal deficit reached only 4.5% of GDP, which is significantly lower than OECD average.) Continuing with its countercyclical policy, the State of Chile increased its fiscal expense in 2009 in order to boost employment and reactivate economy.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality.

Partnerships with the private sector

The creation of the National Student Card by the Education authorities gave students accession to a number of services which were established through agreements with private companies.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

The Senior Citizen National Fund was created through co-production with social organisations that represent this group.

Better co-ordinating with local governments

The Neighbourhood Improvement Programme is a social programme administered by the Ministry of Internal Affairs along with the Regional Governments It solves public health problems to low income people that live in a condition of marginality. Municipalities are in charge of the execution of the programme and they also co-operate in its definition.

Using e-Government and cutting red tape

The implementation of the Retirement Funds Reform established a system of home delivery of these payments to several million people.

Please describe any specific policy initiatives to improve service delivery to specific population groups

Programme "Chile Grows With You" was created to accompany, protect and support all children and their families in an integral way. It includes universal as well as focalised components.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

Current administration, which began in March 2010, decided to create a Delivery Unit according to Michael Barber's British model. This Unit will thoroughly follow up the fulfilment of Government's goals and continuously inform citizenship on their progress. The Unit is already functioning and defining the strategies it will follow in each of 5 key core areas: Education, Employment, Health, Poverty and Public Safety. Some examples of specific initiatives are:

- **Education**: Quarterly standardised evaluations will be made to students of those schools that are focus of public policies that seek short-term learning results.

- **Employment**: In order to diminish informality in this area, some measurements will be made. One example is the number of Retirement Funds contributors vs. overall number of work force; another one is the efficiency of educational campaigns in this area.

How is information on performance integrated into strategic and political decision making?

Quarterly evaluations in the area of Education, for instance, will be used by the ones who implement the public policy. This will make them possible to follow up their impact on students' learning and identify schools of poorer performance in order to make corrective actions.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

We can mention two examples. Questions about benefits and balance are not answered because they have not been evaluated yet. The examples are:

Presidential Instruction Manual Nº008 on citizen participation in public administration, August 27 2008

It indicates that all public institutions must: i) Establish a general participation rule, which includes the way how people can influence in the development of public policies by which they are affected; ii) Publicly announce their procedures for policies, plans, programmes, actions and their budget execution; iii) Establish Civil Society Consultative Councils, whose members must follow the principles of diversity, representation and pluralism; and iv) Publicly communicate relevant information on its policies, plans, programmes, actions and budget, making sure it is opportune, complete and widely accessible.

For instance, Decree Nº474 of Ministry General Secretariat of Government, issued on April 27th 2009, establishes that the incorporation of citizen participation in this Ministry is based on the principles of Citizen Rights to Public Information, Participative Public Administration, Reinforcement of Civil Society, Non-Discrimination and Respect to Diversity. It also establishes that mechanisms of citizen participation of the Ministry are: i) System of Citizen Participation in Public Administration, which includes Participative

Public Reports, Civil Society Council and Participative Dialogues; ii) Citizen Information System; and iii) Citizen Training System. Finally, it establishes that citizen participation promotion instruments are: i) Public Interest Organisations and Associations Strengthening Fund; ii) Regional, Provincial and Municipal Social Communication Means Promotion Fund; and iii) Good Practices: "All of Us Are Chile".

Law Nº20.416 on special rules for lower size enterprises

It is an initiative of the Ministry of Economy, which co-ordinated with a number of other state institutions to raise information, analyse different areas and regulate work, health care, municipal and pension system issues. Its goal was to adapt the law for lower size enterprises in order to make it consistent to their performance capacity

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- Making information available

- Fostering open and inclusive policy making

- Fostering integrity and transparency

- Improving service delivery?

Ministry General Secretariat of the Presidency, Ministry General Secretariat of Government, Transparency Council, Direction of Procurement and Public Hiring of ministry of Finance, Digital Strategy of Ministry of Economy and the Legislative Branch have been the key drivers.

As of the dimensions, we can state that all of the above mentioned have been considered.

Have the related initiatives had any impact on building trust in government?

There hasn't been a proper assessment to determine this point.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

In the frame of the 2006-2010 Pro Citizen Participation Agenda, several platforms were created: an integral system of citizen service, citizen information portals, the website, *www.participemos.cl* (Let's Participate), phone information platforms, information centres, documentation centres and brochures.

In the area of participative public administration, Civil Society Councils and Citizen Participation Interministerial co-ordination were created. The objective of this co-ordination is to establish criteria and common instruments of citizen participation in public policies to be used by Ministries, Regional and Provincial Governments and Public Services. This means that each Ministry or Public Institution has to appoint a Responsible of Citizen Participation at national and regional level. These Responsibles are in charge of following up participative components included in public policies of each institution and commitments acquired with civil society of its sector. They must inform periodically to national and regional level of the goal achievement improvements on citizen participation

defined in their policies, plans, programmes and actions. Within these measures, participative dialogues stand out.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

In the area of conflicts of interest, Chile has adopted the following initiatives:

- **2005 Constitutional Reform**: The principle of probity and publicity of acts and resolutions of the State was consecrated in our Constitution.

- **2008 Probity and Transparency Handbook**: It explains transparency and accountability for all public administration officials.

- **2010 Constitutional Reform:** Obligation of authorities and officials to declare their interests and equities publicly and delegation to a third party of their goods in case of conflicts of interest were consecrated in our Constitution.

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

In the area of transparency, a decree has just been modified in order to increase transparency, accession, efficiency and quality of public hiring and procurement processes. One of the criteria regulates contact between buyers and sellers during the evaluation process, which is explicitly forbidden beside certain particular exceptions. The new modification also includes certain principles that have been committed with OECD, like disqualifications due to bribery crimes.

DENMARK

The paper below describes the main initiatives that currently shape the public governance agenda in Denmark.

Session 1. Delivering public services in times of fiscal consolidation

Zero-Growth in Public Consumption

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

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

Releasing Resources for Service Delivery through Better Regulation

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

The methodology and results of the programme on better regulation inside government are described in *Box 1*. Moving forward, Denmark will have a stronger focus on the experiences of citizens in their interaction with the public sector. By engaging citizens directly, it becomes possible to change and simplify regulation in ways that makes sense to modern citizens. Concretely, through broad surveys citizens have the ability to voice their dissatisfaction with the parts of the public sector they experience as bureaucratic.

Similarly, all local institutions have the "Right to Challenge" regulation, which - if an application is approved - implicates that an institution is temporarily exempted from a specific piece of regulation.

Box 1. Better Regulation Inside Government

The programme on better regulation inside government is based upon a systematic methodology that consists of three interrelated methods: '*Scans'* and '*Right to Challenge'* engage front line personnel, local managers and local institutions in developing specific proposals. '*Mapping and Measuring'* provides information about the time spent on administrative tasks by front line personnel and their perception of these tasks. Thus, the three methods provide the necessary basis for formulating reform proposals for decision-making at the political level. The figure below illustrates the methodology, and how the three methods are interrelated.
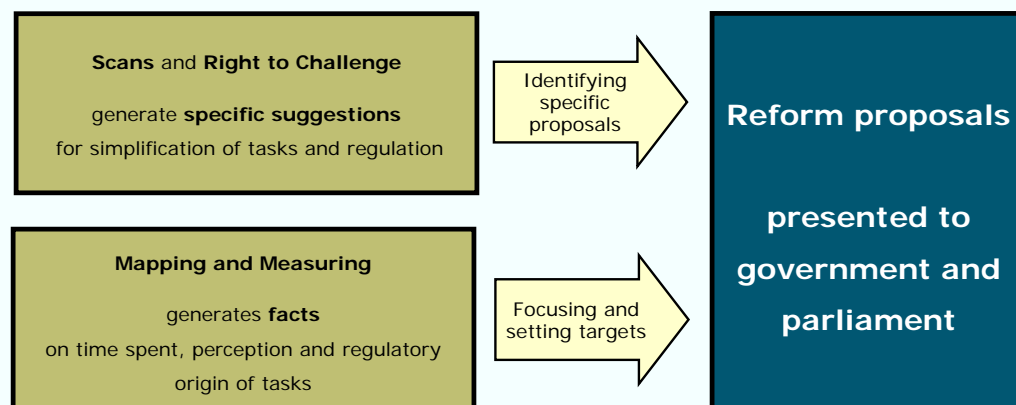
The approach employed is *broad* since it is not limited to regulation and legal rules, but includes the interaction between legal rules, work flows, ways of organisation, IT-systems and reporting practices as well. The approach is also broad in the sense that it is based upon reciprocal commitments and agreements between central government and municipalities.

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

E-government: Ensuring a more Accessible and Effective Public Sector

Denmark is at the forefront of e-Government development, as OECD has pointed out in their recent e-Government Study.[1] This position has ensured that Denmark is performing well when it comes to creating an accessible public sector. For citizens, a prerequisite for the experience of high quality public service is that the public sector is *accessible*. As a result of a series of initiatives, it is now as easy as ever to interact with the public sector in Denmark:

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

- *borger.dk ("citizen.dk")*, is a unified web portal through which all citizens can engage with the public sector.

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1.   OECD (2001): Efficient e-Government for Smarter Public Service Delivery. Denmark 2010.

- *Den digitale dokumentboks ("Digital Document Box"),* is a system that allows for two-way communication between citizens, businesses and all public organisations. The messaging system is easily accessible with the use of *NemID* and *borger.dk*

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

E-government solutions do not only result in a more accessible government, but create the foundation for a more effective public sector. An example of this is Shared Service Centres:

Box 2. Shared Service Centres

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

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

The Agency for Governmental IT-services is responsible for administrative IT services. It is the central hub for hosting, operation and maintenance of all IT for more than 10.000 full-time employees currently – and the number of users will grow going forward.

Session 2. Towards a more effective and performance-oriented public service

Performance-oriented Governance in Central Government and Municipalities

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

Currently, the Danish central government is promoting the use of long-term goals concerning the effectiveness of central government agencies – instead of using activity based targets.[2] This shift of focus is chosen in recognition of the risks associated with activity based targets, particularly the risks of defining inaccurate or too specific organisational targets. Likewise, the central government is developing ways to keep a focus on effectiveness by using evidence based documentation for government grants and subsidies.

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

Ministries and Local Government Denmark are currently developing quality evaluation tools that are used to measure and improve the effectiveness of local government service

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[2]. The latest publication on this matter is called "Ansvar for Styring", released by the Danish Ministry of Finance in 2010.

delivery in central welfare areas. The development of these tools is taking place with the co-operation of many Danish municipalities. The two main quality evaluation tools are called "Comparable User Satisfaction Surveys" and "Professional Information on Quality."

Comparable User Satisfaction Surveys

In 2009, the central government and Local Government Denmark began testing and developing a concept for Comparable User Satisfaction Surveys. The concept has so far been tested by approximately 50000 users of day care centres, schools, social institutions and nursing homes. When the concept is fully developed, it will be possible to benchmark the performance of local service delivery across municipalities. The comparability of user satisfaction surveys is a key element in the performance management of Danish municipalities.

Professional Information on Quality

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

Session 3. Promoting open and transparent government

E-government as a Driver for Open Government

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

Values as the Foundation for Effective Service - 9 Principles for Good Public Service

The central government has in co-operation with Local Government Denmark and Danish Regions created 9 principles for good public service. The idea is that the 9 principles will serve as basis for debate on values in local public institutions. Ultimately, this local debate on service delivery values will strengthen positive values that can guide the meeting between public employees and citizens.

Final plenary session. Strategies for implementation

Building Public Consensus through Inclusion and Debate

One of the most important lessons of the past 10 years work on public governance in Denmark, is the necessity of broad inclusion of civil society in reform processes. Successful implementation requires inclusion and debate.

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

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

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

The latest major governance reform, Kvalitetsreformen ("The Quality Reform"), was based on the inclusion of both public employees and labour associations. The reform was discussed at a series of large, open meetings with the attendance of ministers. This way of organizing reform processes was inspired by the "Globalisation Reform". The series of high profile meetings created public debate and supported that the opinions of all relevant players were incorporated in the reform process. Also, the inclusion of labour associations throughout the process made a way for the associations to engage in negotiations in a pragmatic and constructive way.

Engaging Public Sector Resistance through Inclusion

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

With the use of *"Scans"*, specific regulatory problems were identified by engaging local managers and employees through interviews and focus groups. In the latest Danish initiative on better regulation, more than 4000 front employees were included. Similarly, the use of *"Right to Challenge"* has also contributed with important ideas for regulatory changes. Finally, the use of surveys of citizens can help illustrate the need for reform of a particular regulative area. As an example, 2000 citizens were interviewed in the summer of 2010 to help focus the better regulation agenda.

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

Ensuring Horizontal co-operation through Institutional Mechanisms

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

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

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

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

EGYPT

Session 1. Delivering public services in times of fiscal consolidation

Egypt was not directly affected by the financial crisis due to the measures and regulations that were emplaced by the Central Bank of Egypt (CBE), which led to a transparent financial system. There was no way to avoid the economic crisis that followed. These effects were characterized by the decrease in foreign investments in sectors related to infrastructure (oil, construction, etc...). The effect was not as harmful as it was in other countries in the MENA region.

The tourism sector was also affected as people cut back on holidays. The crisis had also its impact on the employment sector, as it took evidence in the return of about 2% of the Egyptian employees in Gulf countries having being laid off; which in turn put immense pressure on the Egyptian government in securing jobs and services.

The Central Bank of Egypt has taken necessary measures to diversify the currency basket and set a maximum limit for foreign deposits, which are meant to lessen the impact of international crises. While the Egyptian banking sector suffered slight losses, the capital market was influenced in the global crisis as some Egyptian companies were involved in foreign investments. Meanwhile, the Egyptian stock market witnessed unprecedented steep losses with its key index plummeting more than 16 percent on October 7, 2009.

Thus, the government injected 3 stimulus packages for a total of ~6 billion US dollars. And due to these efforts, Egypt managed to achieve a positive GDP growth rate of 4.2% in 2009. These packages did not affect the budgets for service delivery. The main budget item affected was that of major investments (with the exception of infrastructure).

Egypt has also utilised public-private partnerships to improve service delivery in the area of health insurance, as a project has been piloted in Suez (one of Egypt's governorates) to deploy health insurance services over the already existing "Family Cards" for the entire population in co-operation with several private sector players. This initiative is a continuation of a previous effort that has covered all underprivileged families in Egypt in 2010 (around 12 Million families), with smart cards replacing the old, paper based, cards. Those cards provide a platform that is run by private companies to deliver public services, such as subsidies, health insurance, solidarity pensions, gas shells, *etc.*

Another example of public-private partnerships that have been utilised to improve the service delivery and quality of public services are the Public Service Centres, which are private outfits overseen by the Ministry of State for Administrative Development. These outfits deliver public services to citizens in rural & remote areas. These were authorised by a decree by the Prime Minister on the establishment of, licensing and the management of Public Service Centres. It also allowed for the provision of these services by NGO's and professional assemblies.

Both previous examples are next to outsourcing of all e-Government development activities, as part of the Government's strategy to build the capacity of the local market.

Also, power stations and other major investments have been carried out in conjunction with private sector companies for many years now.

Cooperation with the private sector has been recently formalised through the passing of law 67/2010 on the organisation of private sector participation in infrastructure projects, public services and utilities. Implementation of such projects has started with 2 major hospitals in Alexandria.

Citizen engagement for the purpose of improving public services has also been high on the agenda of the Government. Several initiatives were recently launched to engage the public on public services and ways they can be improved. Those have included launch of a Government blog, interaction with beneficiaries over social media, as well as an array of polls and surveys.

E-Government has acted as a very important tool for cutting red tape within the government. The Prime Minister has issued a decree in 2010 on the integration and exchange of data & services between national government agencies. Its first application was the removal of student birth certificates as a requirement for applying for elementary schools.

Another application of e-Government was the introduction of Single-Window Services in courts, municipalities, and traffic departments among other agencies. Also, commercial databases are being integrated and public services for businesses have witnessed a big drop in service delivery times (for example, establishing a new company over the Internet).

One action taken by the Egyptian Government though, was to roll out its university placement online service to include further secondary education degrees, as it is a proven method of savings for both the government and citizens.

And to further emphasise the role of ICT in government, the Prime Minister has issued a decree in 2009 on the formation of a higher committee for the selection and nomination of Chief Information Officers (CIO) on the state level. Several government agencies have already appointed CIO's.

Session 2. Towards a more effective and performance-oriented public service

The Ministry of State for Administrative Development (MSAD) has introduced the Balance Scorecard (BSC) project as part of its efforts to promote new concepts associated with performance management and human resources development into the public administrative system. The BSC project has been first introduced in the General Authority for Investment and Free Zones (GAFI), as a pilot project.

The BSC project has been implemented in GAFI with the following objectives: review strategic plans; develop strategic goals; design, establish and implement the BSC system; and monitor the system impact of achieving strategic goals as desired.

Another performance management initiative in Government is the Performance Management Dashboard, which aims to provide agency head with the information needed to take strategic and political decisions. It is currently in its pilot phase at the Ministry of Justice, where it allows the Minister to perceive the current status of the judicial system in a matter of seconds. Hence, it allows decision makers to make informed decisions.

Session 3. Promoting open and transparent government

There exists a political will to improve and build more trust between the government and the citizens. Rising demands and expectations of citizens, drives the government to be more open and transparent. The Egyptian government has taken many strides already in

that area. A special committee has been set on Transparency and Integrity by the Prime Minister and headed by the Minister of State for Administrative Development. This committee includes representatives from parties, media, civil society, oversight organisations, and academia. It publishes an annual report on the status of transparency & integrity within the public sector, in addition to the measures it has taken to increase transparency and integrity, as well as its recommendations to the Government.

Another initiative is the Egyptian Regulatory Reform and Development Activity (ERRADA), which is a national government initiative that aims to build an open and transparent regulatory management system, which contributes to enhancement of competitiveness and job creation in Egypt. The current scope of the initiative is business legislations and related permits.

Also, a national legal database compiling Egyptian legislation since 1828 to date on an electronic database which is updated on a daily basis on further legislation or amendments to the legislation, has been compiled by the Information and Decision Support Centre (IDSC) under the chairmanship of the Cabinet, in co-operation with the Ministry of Justice.

Furthermore, a new Civil Service law has been drafted to replace the old one. The new law proposes recruitment on base of skills rather than qualifications and remuneration based on average salaries on the job market rather than quantifying qualifications, and years of experience. It also encompasses recent ministerial decrees such as the Minister of State for Administrative Development's decree on the rules and controls of recruitment of contract workers. In addition, a Code of Ethics has been drafted and is intended to serve as a guide to the conduct career to civil servants.

Several legislations have addressed integrity in the public sector, such as the Prime Minister's decree (amending the executive regulations of law 5/1991) on civilian positions of leadership in the public sector. Also, on the procurement front, law 14/2009 was passed amending some provisions of the law of tenders and auctions of ` 89/1998, to prevent corruption. e-Procurement has also been introduced by a Prime Minister's decree, which states that all administrative units of the state ministries and agencies having separate budgets, and units of local administration and public bodies must publish tenders and specifications for bidding and general practices over the official Government e-Procurement Portal.

Final plenary session. Strategies for implementation

Resistance to change is an issue within the Government of Egypt, as with any other government or organisation. The Government is counteracting that by several initiatives, but most importantly the Change Leaders initiative. The Change Leaders initiative vision aims to develop a trustworthy public administrative system, characterised by dedicated and honest staff, along with providing effective public service. The initiative's vision is based on exerting public efforts to change the existing public service culture to be keener to provide competitive and efficient public service as well as satisfy citizens' needs.

The Change Leaders' initiative involves post-training assessment of senior managers' work performance, after they have successfully passed training courses. In addition, recommendation letters are sent to the senior managers' work place, to inform them that those managers are qualified enough to be promoted to higher posts in the government, and become change leaders themselves.

For the purpose of strategic alignment, the Ministry of State for Administrative Development works as a facilitator for horizontal co-operation among ministries on improving public services and optimizing resource utilisation. In 2005, objectives were set

for the government on both the political and administrative levels. Efforts were exerted to provide an efficient, effective and agile public service capable of adjusting to change, managing resources wisely, providing distinguished services to citizens and continuously interacting with them.

MSAD is mandated by the government to implement the e-Government programme amongst public entities and enhance the public administrative system to become more efficient in performing its tasks and serving the citizens.

MSAD's mission is to develop and implement the National Plan for programmes and projects that achieve the government's vision through a system of integrated management for the modernisation of the Egyptian Government.

MSAD strategy is implemented through the execution of four main programmes. Special emphasis is placed on the Institutional Development Programme which plays a vital role in availing the necessary institutional framework, and work environment to implement the other 3 programmes. The programmes are: the Governmental Services Development Programme; the Government Resource Planning Programme; the National Databases Programme; and the Institutional Development Programme.

The Institutional Development Programme aims to develop plans, policies, laws and modern management structures. In addition to adjusting the salary & incentive systems, enhancing the work environment, as well as developing human resources and training employees working in the State's Administrative System, on modern management systems.

Estonia

Session 1.   Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

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

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

The recession has fundamentally changed the way how the public sector will handle new spending initiatives. Between the years 2000-2008 the public revenues increased in Estonia 10-20% each year (both the central government and the local self-government). In this context it was obvious that all new initiatives were possible within the extra revenues and real analysis on the existing policies and provision of public services was not possible.

Now however the macroeconomic estimations show that during the next 5 years the public revenues will grow only marginally and taking into account the need to restore budget surplus, it is evident that the budget for public expenditure will not grow. This puts the Estonian authorities into a whole new situation where besides efficiency gains the existing policies and the entire organisation for service delivery will be closely scrutinised.

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

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

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

- the centralisation of the support functions (i.e. back office, such as accounting and technical financial management and public procurement) for central government organisations;

- streamlining the organisational structures of ministries;

- carrying out an analysis of the delivery of existing public services with the aim of reducing red tape and excessive bureaucratic rules for citizens and enterprises;

- conducting a revision in state foundations and other public organisations in order to find opportunities for merging institutions with similar and duplicate functions.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Better coordinating with local governments

Using e-government and cutting red tape

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

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

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

Please describe any specific policy initiatives to improve service delivery to specific population groups

As a result of the economic downturn the government decided to merge two public employment services – the Unemployment Insurance Fund and the Labour Market Board. With this merger the payment of unemployment benefits and provision of active labour market measures are now better linked and thus there are stronger incentives to target the training and empowerment efforts. As a result of the merger of the public employment services the number of people participating in active labour market measures has increased considerably over the past 6 months. There were 2.6 times more active labour market measures offered in the first half of 2009 in comparison to the first half of 2008. The improvements in the provision of labour market measures will be continued in 2010 and 2011 with the aim of making the public employment service function more quickly and ensure a needs-based service.

Session 2.   Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

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

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

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

Main first stage development initiatives in 2009/2010:

- Designating and agreeing in administrative level the strategic sectors and performance areas for the State.

- Improving the links amongst strategic development documents and elaborating their hierarchy and in cooperation with partners, drafting a transition plan for the implementation of the hierarchy of development documents.

- Elaborating methodological instructions and training materials for the impact evaluation of strategies.

- Elaborating a process for the performance of impact analyses of strategies and agreement as to the roles of various stakeholders and the execution of pilot projects in the impact evaluation of strategies.

- Adjusting the budgetary process in accordance with changes in strategic planning. Harmonizing components and structures in plans and the budget.

- Standardizing management accounting.

- Elaborating an accruals-based budgetary methodology and harmonizing step by step budgeting and accounting principles.

- Elaborating and piloting the implementation of the principles of budgeting revenue and expenditure items for a program (costing) (Rescue Board).

- Creation of a performance management information system began in 2010, with a preliminary analysis performed on the information system.

How is information on performance integrated into strategic and political decision making?

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

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

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

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

Starting 2008, one-day introductory courses have been available for civil servants (both on central government and sub-national level). During 2008-2009, approximately 300 participants have been trained in citizen engagement principles and participatory practices. Such basic courses will continue in 2010–2011, to deliver training for further 250 people, also including stakeholders and civil society organisations in the training groups. Advanced capacity building will be available for senior civil servants in charge of policy planning. During 2010 and 2011, a practical training cycle will be organised in the volume of 8 days, to share and analyse real-life cases of participation processes, with special focus on problem-solving and facilitation.

Several consultation projects are financed under a programme „Enhancing administrative capacity":

- Analysis of current participation practices is currently carried out on government level (in ministries) to analyse effectiveness of stakeholder involvement at central government level, compare the practice of government institutions and bring out experiences, solutions and good examples worth sharing, collect feedback from non-governmental partners, that participated in decision making processes, and make policy suggestions for improving public participation.

- Team of consultants are advising civil servants in 8 ministries. The consultants support policy planners in planning and implementing ongoing participation processes.

Led by the Government Office, several but not all ministries have compiled yearly work plans for listing participation processes. These plans reflect major policies, in the form of strategic plans, legislative regulations or other formal documents which are in preparation during one year. The plans serve as early warning system, sharing information to stakeholders and wider public as to when and how their involvement can take place. Work plans have been published on ministerial web sites and in central participation portal *www.osale.ee*.

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

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

Session 3.   Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

Making information available,

Fostering open and inclusive policy making,

Fostering integrity and transparency,

Improving service delivery?

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

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

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

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

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

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

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

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

Have the related initiatives had any impact on building trust in government?

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

- AUTUMN 2008 – 48%

- SUMMER 2009 – 38%

- AUTUMN 2009 – 47%

- SPRING 2010 – 53%

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

Also the IMD (Institute for Management Development) competitiveness rankings include their annual surveys a series of questions where business leaders are asked to assess a number of issues that are relevant for public governance, including:

a) Is management of public finances sound and likely to improve?

b) Does regulatory framework support the competitiveness of enterprises?

c) Is government policy adaptable

d) Are the government decisions effectively implemented?

e) Is government policy sufficiently transparent?

f) Bureaucracy not hindering business activities?

From the year 2009 to 2010 the assessment based on the for the work of Estonian government has improved in all 6 aspects listed above. It is noteworthy that according to the survey questions on the management of public finances and the adaptability of government policy the business executives have given historical high assessments.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

The Estonian Anti-Corruption Strategy has foreseen that a stronger coordination system should be established for public sector integrity developments. For this the Estonian authorities are discussing the right format how to use the personnel managers' network in a best way to discuss and agree rules and guidelines on issues like: civil servants as trainers and consultants, post-public employment, communication and reporting of contacts with lobby groups etc.

In 2010 there are two more significant initiatives that are already implemented:

a) The target group for regular integrity and ethics trainings has been considerably widened in 2010. In addition to the civil servants and municipal staff the training is now provided also to various other public sector employees, such as members of the management of publicly owned companies, state foundations, members of municipal councils etc.

b) Based on the relevant OECD manual the preparations for the Estonian conflict of interests' handbook are in their final stage of preparation. The handbook is adapted to Estonian specific situation and it includes the most recent cases of conflict of interest where the civil service integrity experts have given their analysis and opinion on.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address :

Conflict of interest, post-public employment or the "revolving door" phenomenon?

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

Lobbying?

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

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

Final plenary session. Strategies for implementation

How does your country mobilize citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

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

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organizations?

The government of Estonia has been relatively effective in state building, meeting immediate objectives, and establishing itself as a model for small, open economies. After having achieved certain foreign policy goals, Estonia faces such questions as: is its public administration well positioned and does it have sufficient capacity to rapidly respond to risk? How can it help Estonia become stronger both in terms of global competitiveness and its own economic and socio-economic development? Can it meet a more demanding citizenry with respect to public services, effectively and with quality as a consideration? Many public administration leaders in Estonia are aware of these challenges and have sought to put measures in place to increase the capacity of the public administration in order to be able to meet current and future needs. A number of reforms at the central level currently underway or being considered include:

- Programme and accrual budgeting (led by the Ministry of Finance);

- Shared corporate (HRM and accounting) services (led by the Ministry of Finance);

- Civil service reform (led jointly by the Ministry of Finance & Justice); and

- Better regulation (led by the Ministry of Justice).

The key strategy for overcoming resistance in the changes of public sector work is actually strong consultations, top quality preparation and analysis and careful timing of the initiative.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

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

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

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

FINLAND

Session 1.   Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

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

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

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

2011 is the final year of this parliamentary term and spending limits period. The spending level for 2012—2014 does not include new policy outlines. On the other hand, the decision on spending limits takes into account the effects of decisions made by the present Government on the spending level of future years.

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

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

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality.

Partnerships with the private sector

In this area there are no particular key initiatives at the moment.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Traditionally the Finnish civil society organisations have been involved in providing services in many areas especially in that of social and health and is very typical in municipal level. Some organisations provide services as organisations some have changed this function into a business unit. For example out of social services 18 % are provided by organisations and 5 % of health services. Besides social and health services in very different areas too like that of fire fighting and defence voluntary co-production is very typical and very traditional. Though seen as an issue to take further, there is not at the moment central projects in increasing the co-production, but rather this happens on the local level in individual municipalities. This issue is emphasised also in the quality tools (*e.g.* CAF-Common Assessment Framework) that is promoted by the Ministry of Finance for public sector organisations to use.

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

Better co-ordinating with local governments

During this election period there has been four extremely wide and challenging government initiatives on this field run by Ministry of Finance:

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

- The Basic Public Services Programme introduced in 2003 aims at achieving a better balance between financial resources and tasks and obligations of the municipalities. The programme consists of an annual budget review and service assessment. According to the Local Government Act, matters of municipal finances, the co-ordination of State and municipal finances are dealt with in the negotiation procedure between the State and local self-government authorities. As a part of PARAS, regulations concerning the Programme of Basic Public Services were taken in the Local Government Act. The Basic Public Services Programme procedure is an integral part of the co-operation and negotiating procedure of central and local government, and of the government Budget

formulation. This Programme consists of an annual budget review and service assessments. The Programme is prepared annually in co-operation between the responsible ministries and the Association of Finnish Local and Regional Authorities. The Programme is a tool that facilitates the management of local government services and their financing overall in political decision-making. The Programme evaluates changes in the local government operating environment and the demand for services, the trend in local government finances and changes in local government functions, and draws up a plan of the measures required for balancing revenue and expenditure. In the Programme, the term basic "public services" means all services which are based on special legislation and the provision and financing of which are the responsibilities of local government. The main emphasis is, however, on statutory services related to government transfers for social welfare and health care and for educational and cultural activities. Total spending for these services accounts for more than three quarters of overall local government expenditure.

- Regional state administration was comprehensively overhauled at the beginning of 2010. The duties of existing key regional administrative authorities, such as the state provincial offices, employment and economic centres, regional environmental centres, environmental permit agencies, road districts, and occupational health and safety district offices, were all brought together under two multi-functional authorities. They are the Regional State Administrative Agencies (6 agencies) and the Centres for Economic Development, Transport and the Environment (15 centres).

- The regional self-government experiment in Kainuu The Act on the regional self-government experiment in Kainuu (a region in North East Finland) was passed in the Finnish Parliament in February 2003. The aim of the self-government experiment is to gain experiences of the effects of the regional self-government enforcement on regional development work, basic services, citizen activity, the relationship between the regional and the state central government as well as the municipal and the state local government. The Act is valid from 1 June 2003 to 31 December 2012. The main reason for launching the administrative experiment in Kainuu was a concern over the direction in which the region was developing. The region was (and still is) an area of population loss, with an employment outlook that is one of the worst in the country and where it has been difficult to develop the region. As a result, local government finances in Kainuu were in many respects one of the weakest in the whole country and core public services were deemed to be under threat as a consequence. The trial project serves a number of purposes. Development measures and similar actions were boosted in the region by increasing the powers of Kainuu regional authorities and by allowing them to cover the allocation of central government resources. To make it possible to develop public services more effectively, to increase cost-effectiveness and to safeguard the availability and quality of services, public services and their funding were brought together at the regional level.

Using e-Government and cutting red tape

A new e-Government, eServices and eDemocracy programme (SADe, 2009–2014) has set the following priorities for public services:

- They are available through multiple channels.

- Easily found and supporting the life situations of the citizens or enterprises.

- Customers will see public administration as a coherent entity.

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

The main challenges are the in-take of the developed services in high volumes, to develop the services with the best possible usability and the modernisation of back-end systems at the same time with new e-services development. There are still legal constrains like the limits of data exchange (interoperability). Legislation drafting is currently under way as well as otherwise strengthening corporate steering. The biggest challenges are at the area of interoperability. The SADe programme will deal with several key projects including development of Citizen's Account, national portals, eService entities and national contact centre for customers. The first spearhead project in e-services development programme will be the Citizens' Account. The service will offer citizens a personal view to all transactions they have with public sector and one safe electronic channel for administration and citizens to exchange messages and documents. It will be a place where citizens can receive information from administration. There is also going to be a temporary archive for documents. Citizens will be notified by either e-mail or SMS message after something has changed in their accounts. First pilots for the service are planned to start late 2010.

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

Please describe any specific policy initiatives to improve service delivery to specific population groups

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

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

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

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

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

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

In April 2009, a project on the evaluation of the functioning of the performance management system was launched by the Ministry of Finance based on the annual report of the State Audit Office calling for government measures to evaluate the state of the performance management system. This project evaluates the operability of the present performance management system from the perspectives of the steering of the public service production for which the state is responsible; the management of the fiscal policy; and setting and evaluating the performance targets set across the various sectors. From these perspectives, also the functioning of the present performance management system in relation to other systems of management will be evaluated as part of the corporate steering system. The central future challenges of the performance management system will be evaluated, and, based on these measures, proposals will be made on the needed future measures to develop the performance management system.

How is information on performance integrated into strategic and political decision making?

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

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

The *ministries* are responsible for the performance of their respective administrative fields, meeting the political and strategic objectives as well as reporting on this performance. Ministries ensure that proper performance targets are set, also for their own operations, and that the agencies present true and fair information on the outcomes of their operations in their annual accounts. Social impacts and outcome targets are emphasised for the ministries' performance targets. Operational performance targets are emphasised for other agencies and institutions. The fact that the principal concept is always generating added value for the agency's customers and for the society as a whole has been equally emphasised.

The *Final accounts report* is an instrument of the accountability of the Government and ministries to Parliament and the public concerning national financial administration, the effectiveness of social development policy and the performance of the administration. At the moment there is work underway to join this report with the Government's report to parliament. Together they could form a better forum for reporting on societal outcomes.

The Government has two specific forums (a policy forum and the budget framework forum) for these two separate processes. The issue has been raised in Finland as well as in the OECD Governance review of linking these processes more closely together, in order to avoid double administrative burden and to ensure better reporting on performance for decision-makers.

A lot of emphasis has been put in Finland also to develop indicators and providing those indicators in an easily accessible way. The latest of these is the Findicator (*www.findikaattorti.fi*) The Findicator service includes data on key social indicators produced by a variety of organisations. The indicators have been selected in consultation with user groups and information providers. The most recent data for each indicator is automatically updated in the service as soon as it becomes available. The other is NETRA a service that provides information on effectiveness of government actions as well as information on resources.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

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

The Finnish Service Barometer on Public Services, commissioned by the Finnish Ministry of Finance, the citizens are happy with the public services they use. The aim of the Quality Barometric on Public Services is to support quality work carried out by the public authorities and to produce material on the quality of public services as experienced by the citizens.

The Quality Barometric on Public Services focuses on the citizen satisfaction with the following public services: municipal nurseries, comprehensive (elementary) schools, municipal libraries, appointments and duty visits of the health centres, the police, tax offices and the main roads outside densely populated areas. Impressions on these are also inquired by those not actually using these services. Similar types of surveys have been commissioned by the Ministry of Finance since the year 2003.

At the moment, a study is being carried out simultaneously on two areas, combining the barometer with another study on results of the two on the net services of public administration. The aim of combining the two types of studies is to plan the measurement of the Quality Barometric and the net services of public administration in a manner that best ensures the compatibility and comparability of the results of the two. Also the aim is simultaneously to support the development of multi-channel public services.

At least 5000 citizens will be interviewed by the telephone in the context of the Quality Barometric. In public administration net services survey, at least 1000 citizens will be interviewed either by phone or in person.

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

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- Making information available.

- Fostering open and inclusive policy making.

- Fostering integrity and transparency.

- Improving service delivery.

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

In addition to the quality of policy making and service delivery, the constantly decreasing interest towards political decision making and political parties as well as lowering voting rates have caused some concerns of the future of democratic society.

In general the integrity of civil servants has not been a big issue in Finland. The Administrative Procedure Act and the State civil servants' act regulate the rights and responsibilities of the civil servants. There have however been a few cases in the past few years, where the actions of certain senior civil servants have led to legal actions and these have been quite widely discussed in the media. On the other had the integrity of political parties and politicians have been widely discussed during the past year as the financial support for election campaigns of some MPs is under at the moment under investigation. This has led to the revision of the rules of reporting on the financial support received by each candidate.

Have the related initiatives had any impact on building trust in government?

In accordance with results from recent inquiries Finns in general trust on the government and the politicians. The major part of Citizens (78%) agrees with the statement that the democracy is generally speaking well functioning. However the voting activity has been declining constantly during the last decades. Even if the Finns traditionally consider voting in elections as a civic duty, there is a very low interest in voting among the younger

age groups. The younger citizens habit once gained of not voting is very difficult to change by any government initiative.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

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

The common value foundation for the state administration was defined in the Government's decision in principle issued in 2001 concerning the Government's Personnel Policy. According to the decision in principle, government activities originate in values and are ethically of high level. The common value foundation for state administration is formed by the following values: activities are result-oriented and open, they are characterised by quality, strong expertise and trust and they fulfil the service principle. Activities are neutral, sovereign, equal and responsible.

Values in the daily job – civil servants ethics – handbook (published in 2005) is intended to assist and support the operational units of the state in turning the values and civil service ethics principles into practices. The handbook describes the content of the common values of the state administration and the central principles of civil service ethics and management in regards to maintaining activities at an ethically high level. It is recommended that the handbook is distributed to managers and personnel, and that it is used in orientation and training.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

This has not been a big issue yet in Finland. Though there have been some cases when this has risen to the public debate. So far it has been seen that the existing legislation and the relatively well adapted values concerning on one hand the transparency and access to information and on the other hand ethical values and norms in civil service have been sufficient.

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

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

Lobbying

The guidance for civil servants to accept hospitality and gifts offered by private companies or other nongovernmental actors is currently under revision.

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

In Finland mobilizing citizens to build consensus on the reform agenda has been very much linked to information provision rather than actual participation. Openness is an underlying value in the Finnish Public Service and the administration aims at being proactive also when providing information about reforms that are starting on just launched. Some reform areas like in the current e-Government and EDemocracy initiative particular emphasis has been placed (a joint code of conduct) on enhancing the possibility of citizens and stakeholders to take part in the different phases of the different projects compiling the programme. The same applies to private sector actors.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

The key strategies have been to inform about the reform projects as early as possible and to include the personnel in the reform process. One key part has also been to provide organisations with actual tools to help them cope with difficult reform processes (one tool being a website dedicated for this where also the tools can be found as well as well as FAQ's). The State Treasury and the Ste Employer's office have developed such tools as well as support functions for the organisations in need. The personnel have found these tools very useful also. Also special attention has been put to providing training for the leaders of these organisations undergoing changes. There is a unit in the State Treasury particularly set up to help in the change processes (The Unit for personnel services).

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

Working across the government has been in Finland an issue that the public management reformers have been trying to improve along side with the resource flexibility. However as according to the OECD Public Governance Review these two are both still sore points in the Finnish central administration. Two relatively large reforms have been made in recent years to make the situation better. The other is the policy programme reform, bringing horizontal policy programmes to the State administration. The other is the regional reform, where besides combining several regional authorities into two a whole new more horizontal joint steering system was developed.

FRANCE

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

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

The fiscal consolidation measures taken, in particular because of the reduction in fiscal expenditure and the decrease in the administrative and operating expenditures of the central government, are not expected to have any negative repercussions on the availability and quality of public services in the light of the efforts recently made to improve the quality and productivity of public services.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector:

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

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality:

In the framework of the RGPP, the central government has initiated an overall approach to enable all categories of users to participate in improving government services. An example of this is the consultation system Ensemble Simplifions ("Simplifying Government Together") established by the Directorate-General for Government Modernisation (Direction Générale de la Modernisation de l'Etat, DGME).

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

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

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

It should also be mentioned that our interactive site www.ensemble-simplifions.fr, organised by headings (private individuals, companies, local governments, associations) enables Internet users to make proposals for simplification, to comment on projects, to vote and to reply to on-line surveys.

Lastly, a programme for assessing the quality of public services has recently been developed (following consultation with a pool of 3 000 persons) in order to measure the quality of service delivery to users. This programme comprises fifteen indicators (five dealing with the quality of reception by staff and ten with the efficiency of the procedures considered to be most important), and its initial results were published in July 2010. Future results will be published every six months.

Better co-ordinating with local governments:

A number of measures aimed at simplifying procedures and introducing paperless procedures (cf. item 3 below) are based on better co-ordination between central government administrations and regional and local governments (for example, the compulsory registration of young citizens at age sixteen [recensement citoyen obligatoire] and voter registration).

Using e-Government and cutting red tape:

Launched at the end of 2009, the single personal account for access to on-line administrative procedures (www.mon.service-public.fr) provides individual users with secure access to a growing number of on-line services. It now covers virtually all formalities in the social sphere (health insurance, old age insurance, family allowances, complementary mutual insurance) as well as other widely used on-line services (voter registration, compulsory registration of young citizens at age sixteen, loss and renewal of identity documents, etc.). It is planned to expand this service to include all on-line procedures by the end of 2011. Nearly one million user accounts have been opened thus far with an average of over 20 000 visits per day.

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

Beyond these results, at its June 2010 meeting, the Council for the Modernisation of Public Policies decided expand e-Government for users by implementing an initial series of nine measures, which would be evaluated at the end of this year. These measures concern, for example, the quality of the central government's Internet sites, the rating of these sites by users and the more widespread use of electronic payment.

Please describe any specific policy initiatives to improve service delivery to specific population groups.

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

Concretely, fifteen simplification measures were launched in October 2009, which included the following:

- On-line voter registration (2.6 million persons currently registered; service delivery to 25 % of the population by the end of 2010);

- On-line completion of the procedures involved in the compulsory registration of young citizens at age sixteen (service delivery to 25 % of this population by the end of 2010);

- Renewal of lost identity papers (on site *www.mon.service-public.fr*);

- On-line transfer of a company's corporate headquarters (fully operational);

- Simplification of the declaration prior to hiring and testing of a simplified declaration by telephone (service to be available on "Smartphone" in October 2010); and

- Possibility for companies awarded a public procurement contract to obtain an electronic tax certificate (service on line since the beginning of 2010).

Fifteen new simplification measures were announced in June 2010 and a total of some 100 measures are to have been launched by the end of 2012, in accordance with the decisions of the Council for the Modernisation of Public Policies taken in June 2010.

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

For example, the "accelerators of change" approach was applied in 2009 in the services (préfectures) of the Ministry of the Interior in order to reduce the time taken to process naturalisation applications. Thanks to this approach and the elimination of the dual processing of applications by préfectures and the Ministry for Immigration, the time required to process applications was reduced from twelve to five months.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

The new method of financing universities (January 2010) illustrates an innovative form of resource allocation on the basis of activities and performance. The latter is measured using new criteria, such as evaluation by an independent agency and the graduate

employment rate. In this way, the system of resource allocation between universities has been reformed so as to develop a results-based culture in universities. Some 20 % of their resources are now allocated on the basis of their performance in the fields of education and research, as opposed to 3 % prior to the reform.

How is information on performance integrated into strategic and political decision making?

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

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

At the strategic level, the use of performance by public managers is a major challenge that should be addressed through a step-by-step approach. The concept of performance is regularly reduced to the objectives and performance indicators shown in budget documents, but these do not provide the sole basis for evaluating public policies, for strategic reviews and reports justifying the use of appropriations also contribute to enriching the information provided to Parliament. It is then up to Parliament to use this information to set the direction of public policies when the next finance bill is examined.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

The main means of involving citizens and service users in the design, delivery and evaluation of public services have been mentioned previously. These are based, in particular, on the interactive site www.ensemble-simplifions.fr, on a permanent pool of over 5 000 citizens and 2 400 companies, on regular, productive work with users' associations and on the (future) rating of government Internet sites. In addition, there has been regular reporting on the simplification of administrative procedures not only to the RGPP Monitoring Committee, but also to the above mentioned users' associations and pool, so that they can measure the progress made and participate in preparing the successive phases of the programme comprising one hundred administrative simplification measures.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- making information available;

- fostering open and inclusive policy making;

- fostering integrity and transparency; and

- improving service delivery.

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

For example, the Act of 17 July 1978 established freedom of access to administrative documents. It created the Commission for Access to Administrative Documents (Commission d'accès aux documents administratifs, CADA), an independent administrative authority that helps users to obtain administrative documents for which access has been denied. The Act of 12 April 2000 on the rights of citizens in their relations with government extended the CADA's scope to documents based on computerised processing of individualised personal information. This act also stipulated that administrative authorities were required to organise a means of easy access to the rules of law, since this right of access was a public service mission. More recently, the Order of 6 June 2005 broadened the access to administrative documents and introduced the principle of the free reuse of public information, whatever the medium used.

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

Have the related initiatives had any impact on building trust in government?

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

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

The White Paper on the future of the civil service, published in 2007, highlights the importance of values, which give meaning to the activities of government departments and the work of government officials. It recommends developing explicit shared values in order to guide the process of change. It recognised, however, that when government departments and the civil servants seek to apply these values in practice, in certain cases they face obstacles stemming from public law, administrative practice or a partial contradiction

between some of these values. In practice, a number of civil service occupations are governed by codes of professional ethics and some administrations have set up ethics committees.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address:

Conflict of interest, post-public employment or the "revolving door" phenomenon

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

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

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

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

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

With regard to conflicts of interest, a Commission for Reflecting on the Prevention of Conflicts of Interest (Commission de réflexion pour la prévention des conflits d'intérêts) was established by a Decree of 8 September 2010. It is responsible for making any proposals for preventing or resolving situations of conflict of interest concerning members of the Government, managers of public institutions and state-run companies and, when appropriate, other public officials when the specific nature of their duties so warrants. The Board can also propose any other measures that it believes might improve the rules of ethics applicable to these persons. The Commission is to present its conclusions by 31 December 2010.

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

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

Lobbying

In 2009, the National Assembly and Senate adopted measures aimed at regulating access to the premises of both houses of Parliament by the representatives of public and

private interests. These representatives must commit themselves to respecting a code of conduct governing their lobbying activities with members of Parliament.

Final plenary session: Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

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

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

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

With regard to innovation, in addition to the system for consulting with users (through studies, surveys, pools of users and the site www.ensemble-simplifions.fr), a participative approach to innovation with staff has already been implemented in various administrations. For example, the Ministry of the Interior awards a yearly prize to reward innovative projects in the fields of security and relations with users. At its 30 June 2010 meeting, the Council for the Modernisation of Public Policies decided to encourage this approach in all central government administrations.

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

GERMANY

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

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

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality.

Partnerships with the private sector

Public projects can be implemented more cost-effectively and in many cases more swiftly through public-private partnerships. They also provide the opportunity to consolidate public investment and to make it less dependent on cyclical developments. In order to implement more PPPs in Germany, the PPP Acceleration Act (ÖPP-Beschleunigungsgesetz) was adopted as far back as September 2008. This greatly improved the general conditions for PPPs. With the establishment of "ÖPP Deutschland AG", a new PPP competence centre has been set up at federal level that has already commenced its work. It acts as a qualified and independent consulting service provider that is available to the public sector only, advising them on issues relating to PPPs. The aim is to further strengthen and further develop the current PPP initiative in order to leverage the full potential of PPPs and to kick-start more cost-effective PPP projects. The Federal Government, the Federal Länder and local authorities hold a majority stake in the stock corporation so that they can press ahead with the use of PPPs in Germany.

ÖPP Deutschland AG was established two years ago in order to promote public-private partnerships (PPPs) in Germany. The company itself is a public-private partnership in which the public sector has a majority stake. It provides consulting services to the public sector only.

The company has been commissioned by the Federal Government to perform a wide range of important basic tasks aimed at expanding the market for PPPs, facilitating the transfer of know-how and promoting standardisation (contract and tender modules, systematic analyses of individual PPP sectors etc.). On the other hand, it also provides advice on the implementation of PPP projects.

One important flagship project is the new build of the Federal Ministry of Education and Research in Berlin. The project is being implemented as a PPP owner model with the

private partner taking responsibility for planning, finance, construction, operations and maintenance for a period of 30 years.

In the past twelve months, additional PPP segments such as IT or services have been successfully developed.

In this context, ÖPP Deutschland AG is also implementing important projects at local authorities, security authorities, in the social insurance scheme and the Federal Länder which are the initiators of the modernisation of public administration.

The Coalition Agreement for the 17th legislative period is also pursuing the goal of pressing ahead with additional public-private partnerships. It is a matter of leveraging the additional potential of PPPs above and beyond the construction industry. However, any such sovereign activities have their boundaries as they cannot be privatised.

The so-called "Three partner model" represents a special type of co-operation with the private sector. With this type of co-operation, public administration experts and business experts co-operate within the federal administration. The aim of this type of co-operation is to enable the federal authorities to avail of the much-needed expertise in information technology and process optimisation from the private sector as quickly as possible and involving as little red tape as possible, when the need for any such consulting services arises unexpectedly. To this end, 6 framework agreements have been concluded with 18 companies, which together with the public administration experts provide around 200 staff who can perform the relevant tasks at short notice.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Project D115 - a single government service telephone number, giving businesses and private individuals a direct line to public administration

The prime goal of modernising public administration is to make it more responsive to citizens' needs and to eliminate red tape. Public administration is to be geared to the requirements of the general public so that callers can obtain rapid answers and reliable information at one easily memorised telephone number. Project D115 "a single government service telephone number" pursues these goals with the vision of becoming a "single point of contact". The 115 telephone number gives businesses and private individuals a direct line to public administration. Callers no longer have to figure out which level of government, which agency or office is responsible for their specific concern. Callers obtain coherent and reliable information when they dial 115, for instance, which office is responsible for the matter in hand. The plan is to roll out the 115 service throughout the whole of Germany by 1 April 2011 once the two-year pilot project has been completed.

At local level, so-called participatory budgets have been set up, inter alia, within the framework of the Open Government initiative: the administration of local authorities is endeavouring to enhance budget transparency and is allowing citizens to co-determine and decide, at least partly, how readily available budget funds are to be spent. This enables citizens to decide in a process of consultation facilitated by public administration acting in an advisory capacity how the funds are to be used. Examples: Cologne, Berlin-Lichtenberg.

Better co-ordinating with local governments

The incorporation of Article 91c of the Basic Law (= Constitution) of the Federal Republic of Germany created a constitutional mandate to foster co-ordination between all

state levels, namely between the Federal Government, the Federal Länder and local authorities in the field of information technology. New and standardised governance structures were hence created on this basis. With Article 91c of the Basic Law which was incorporated into the Basic Law in 2009, the Act governing the integration of IT networks (Gesetz über die Verbindung der informationstechnischen Netze) and the IT State Act (IT-Staatsvertrag) which entered into force on 1 April 2010, the legal basis was created for IT co-operation between the Federal Government and the Federal Länder. It is now up to the IT Planning Council to start implementing this legal framework. The IT Planning Council co-ordinates co-operation between the Federal Government and the Federal Länder on all issues relating to information technology, sets independent and multidisciplinary IT interoperability standards and IT security standards, monitors e-Government projects and implements tasks for the so-called communication network aimed at facilitating the secure exchange of data across all administrative levels and boundaries. By establishing the IT Planning Council, the previous administrative structures have been simplified as it integrates the many diverse bodies involved in IT management. This has the benefit of facilitating better co-ordination and avoiding duplicate developments and duplicate structures also regarding the delivery of public services.

In terms of content, the management structures are complemented by the National E-Government Strategy for the whole of Germany. The National E-Government Strategy is based, inter alia, on the Malmö Ministerial Declaration 2009. It defines the mission statement, areas of action and objectives for Germany's e-Government by 2015 as binding.

Ways of improving co-ordination of the Federal Government's legislative processes are discussed with local authorities within the framework of the Local Authority Finance Committee. The aim is to enhance local authorities' participation rights. It is also being discussed whether and how the cost-related consequences of legal projects that place a financial burden on local authorities can be defined more accurately in relation to specific Federal Länder.

Using e-Government and cutting red tape

The Coalition Agreement of the Federal Government is committed to further promoting e-Government and to making legal amendments if and wherever it is necessary to do so (E-Government Act) (E-Government-Gesetz). As such, special emphasis is placed on creating the prerequisites for secure communication between citizens, the business community and public administration. This is an important project for the current legislative period. Citizens and companies rightfully expect to be able to contact public administration simply and conveniently – also using electronic means. Legal obstacles such as formal requirements, need to be reviewed in detail and, if applicable, be abolished or simplified. This applies in particular to mass procedures involving frequent contact with public administration. There is huge untapped potential here for the new electronic identity cards that are to be issued from 1 November 2010 onwards. They will enable people engaging in online transactions to authenticate their identity and hence also when they access services provided by public authorities and public administration. In addition, citizens, businesses and public administration can exchange information in a reliable and confidential environment using the new De-Mail services.

Please describe any specific policy initiatives to improve service delivery to specific population groups

On 18 August 2010, the Federal Government adopted the government programme "Integrated and transparent public administration". It is the universal strategy aimed at the

further modernisation of the federal administration during the 17th legislative period. The programme encompasses 20 key projects in the area of human resources, organisation and information and communication technology. The programme also includes measures involving in-house modernisation and projects aimed at optimizing public services: (*e.g.* "D115 single government service telephone number", "Open Government", "De-Mail", "Geo-Data Infrastructure Germany (GDI-DE)"and "Process data accelerator".

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

In recent years, the federal administration has been gearing its reform endeavours towards a new management model. In Germany, we refer to this as the "New management model" (the international term used is: New Public Management). This philosophy involves enhancing target and result orientation and above all orientation to impact and outcomes. In 2010, a general "Management and Controlling" working group was set up. It has defined its task of assisting with the introduction, implementation and further development of impact-oriented management and controlling in public institutions. Its members include not just auditors from public institutions but also management members of the respective administration and representatives of the Federal Ministries, the business and scientific community. The involvement of the Federal Government in this working group has been incorporated into the new government programme "Integrated and transparent public administration" as the project "Further developing and incorporating result-and impact-oriented management in public administration". The Federal Government is hoping to receive actual recommendations for action from its co-operation in this working group – based on the wealth of experience it and the Federal Länder have gained as well as on scientific findings – particularly for the implementation process. The findings gained by the working group are to be implemented as examples at administrations involved in the pilot project.

In the past few years, elements such as measurable performance, efficiency and financial targets have been incorporated into collective bargaining law and civil service law also in the area of **human resources policy**.

The **D115 project** involving the nationwide introduction of a single government service telephone number encompassing all administrative levels – the 115 telephone number – is just one example of a practical approach (cf. above under Session 1, item 2.2). The efficiency of the project is monitored on an ongoing basis. To this end, the central infrastructure components –telecommunications technology and information management – but also the individual service centres deliver a number of key performance indicators which are collected each month to the project group at the Federal Ministry of the Interior. The project group evaluates the key performance indicators and issues a number of reports. A management version furnishes the D115 Steering Committee with information. In addition, each service centre receives its own individual report, containing individual assessments. Benchmarkings between the service centres are possible and are implemented in anonymised form. This monitoring process provides input for D115 quality management which responds, for instance, with targeted training and skills upgrading measures. A representative survey of public opinion carried out by Allensbach Institute for Public Opinion Research (Institut für Demoskopie Allensbach) also focused on the quality of the D115 service. The survey conducted with users of the service was carried out in early 2010 one year after pilot operations had been launched and the results were incorporated into the

project interim report. An update of the survey is to be carried out at the end of the pilot project in early 2011.

How is information on performance integrated into strategic and political decision making?

According to the rules of procedure of the Federal Government, the Federal Ministry responsible for the matter at hand must specify in the **explanatory memorandum for draft legislation** whether and after what length of time it should be examined whether the law has the intended effect, whether the costs incurred are proportionate to the results achieved and what the side-effects have been. With government programmes, evaluations are carried out on the development and expansion of e-Government so that any adjustments needed can be made within the framework of new initiatives. In Germany, it is the Federal Ministry responsible for the matter at hand which decides how the evaluation is to be conducted.

The **services provided by the service centres are supposed to compete with each other.** This competition between the service centres which is based on the spirit of co-operation is not just intended to enhance the efficiency of the service providers and the range of services they provide, it is also intended to promote maximum economic efficiency. However, this goal can only be accomplished if performance measurements yield comparable (performance) data. Nonetheless, performance measurements and key performance indicators cannot be taken for granted for the benchmarking of service centres. In addition, performance measurements are needed for the in-house management of service centres. The most important categories of key performance indicators are:

- Information about finances and costs, information about economic efficiency (efficiency).

- Information about capacity and utilisation of capacity in respect of HR/information technologies.

- Process information regarding the core processes and business processes in place.

- Quality information regarding process implementation and process results.

Performance data/performance measurements are also relevant in the direct relationship between the service provider and customers. This is where key performance indicators such as processing times, throughput quotas (quantities), price per item and quality (*e.g.* error quotas) play an important role. This applies both to decisions taken by a public authority whether and which service provider to commission and to the existing service relationship when it is a matter of measuring whether the level of service commissioned is actually being offered. From the strategic perspective, these key performance indicators are relevant when a decision needs to be taken whether to commission service providers or whether service providers need to be set up in the first place.

The aim is to have a uniform **performance measurement system**. Up to now, performance is only measured as part of comparisons or benchmarking with other countries (*e.g.* EU benchmarking). While the National E-Government Strategy is being implemented by the IT Planning Council, measuring performance in relation to the implementation of the E-Government Strategy and hence e-Government will certainly be a topic of discussion.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for

government? How are these new partnerships changing the balance between government accountability and social responsibility?

In the more recent past, there have been a number of examples that demonstrate how citizens have been involved in the design and evaluation of public services. The following projects are just a few examples:• "Easier access to parental allowance", "Easier access to housing allowance" and "Easier access to educational assistance under the Federal Education and Training Assistance Act, for students "BaföG") implemented by the Better Regulation Unit (Geschäftsstelle für Bürokratieabbau) (GBü) in co-operation with the National Regulatory Control Council and selected Federal Länder and local authorities, Further examples are the online consultations on the Act on Residential Accommodation (Heimgesetz) in Lower Saxony, the Citizen Portals Act (Bürgerportalgesetz) and on integration policy at federal level. This gave citizens the opportunity to engage in a direct exchange with those responsible in politics and public administration. In addition to leveraging new media as a vehicle for shaping public opinion, this also promotes the transparency and public acceptance of administrative and government action.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- Making information available

- Fostering open and inclusive policy making

- Fostering integrity and transparency

- Improving service delivery?

All four dimensions are important goals for Germany's national initiatives.

Have the related initiatives had any impact on building trust in government?

Yes, the response to the initiatives adopted by the Federal Government to create modern and transparent public administration has been very positive for the most part.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country?

The Freedom of Information Act (**Informationsfreiheitsgesetz)** creates a general, unconditional right to access information (Section 1 subsection 1 of the Freedom of Information Act). The right to access information is oriented to information provided by public authorities and the right to inspect files at public authorities. Any person is entitled to receive information; they are not required to prove that the information affects them either in legal or actual terms. This means that, in principle, citizens have access to all files and all information. In individual cases, the right to information may conflict with public and private interests´ regulated law. The public authority is obliged to explain any such grounds for exemptions. Persons requesting access to information may be required to pay a small fee. The Freedom of Information Act also obliges public authorities to publish certain pieces of information (in particular organisational plans and filing plans as well as directories indicating existing collections of information, Section 11 of the Freedom of Information Act). <u>Result:</u> citizens are making use of their right to access information (in 2009, the Federal Ministries and their subordinate public authorities received 1,358 requests

for information). The vast majority of requests for information are granted in full or partially granted. The requests for information relate to all conceivable areas in public administration. Citizens request information that is almost considered to be "historical" and up-to-date information. There is no indication of a tendency for large numbers of requests for information to focus on any particular area. As a result, the Freedom of Information Act represents an important step in making public administration transparent vis-à-vis citizens.

What are the challenges for implementation and what has been the impact?

Public administration will need to perform tasks that are becoming ever more complex, offering quality standards that are higher and with resources that are becoming ever more scarce in future (demographics, budget consolidation). In addition, globalisation and new technological developments means public authorities and employees of the federal administration will need to hone their expertise in relation to quality assurance, quality enhancement, modernisation of administrative services and processes. It is of special importance to give citizens and the business community access to information and to facilitate the integration of government IT systems in strict accordance with data protection regulations. Wherever there is a lack of sufficient data protection regulations, for instance, when new technologies, databases or business practices are being introduced in the private sector, the government needs to find adequate solutions by enacting legislation or by urging the business community to impose voluntary self-restrictions. This includes government initiatives such as the Open Data and E-Government initiatives.

Re no 2: requests for information by citizens filed under the Freedom of Information Act generate additional administrative work, as anticipated, and are hence more time-consuming for public administration. However, no additional staff have been hired to handle the relevant requests by citizens for information. Notwithstanding this, the additional work generated so far has remained within reasonable limits (cf. response given to question 1.).

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

In Germany, the question relating to conflicts of interests, for instance, in the awarding of public procurement contracts (cf. also under 4.2) is regulated in many diverse ways by law and by administrative provisions. Numerous control mechanisms and the general obligation to put public contracts out to tender ensure that the possibilities of manipulation by administrative staff are minimised to the greatest possible extent. Suspect cases are consistently investigated and criminal activities are subject to prosecution without exception.

There are also clear constitutional and statutory requirements at political level of the Federal Ministries:

Pursuant to Article 66 of the Basic Law in conjunction with Section 5 of the Federal Ministers Act, neither the Federal Chancellor nor a Federal Minister may hold any other salaried office, or engage in any trade or profession, or belong to the management or, without the explicit consent of the Bundestag, to the supervisory board of an enterprise conducted for profit. This is intended to prevent in particular conflicts of interest and members of the Federal Government from facing an excessive workload while they are in office.

Once they are not longer in office, it is *no longer* incompatible for members of the Federal Government to hold any other salaried office, or engage in any trade or profession. This explains why there is no special code of conduct which members of the Federal Government are obliged to observe once they have retired from office. The only obligations that continue to apply are the obligation to observe official secrecy (Section 6 of the Federal Ministers Act) and the obligation to disclose gifts received in connection with offices previously held (Section 5 subsection 3 of the Federal Ministers Act). Otherwise, there are no regulations prohibiting former members of the Federal Government from becoming gainfully employed or restricting gainful employment nor is there any duty of disclosure.

In addition, the "monitoring" of public administration and politicians by the public with the help of the media represents is another important tool for reviewing government decisions. This tool is supported by government initiatives such as the "Transparent public administration" initiative since it also includes the transparency of administrative decisions.

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

Since the new Contracting Rules for Award of Public Service Contracts (Vergabe- und Vertragsordnung für Lieferung und Dienstleistungen) (VOL/A) entered into force in June 2010, public contractors have been obliged to publish all pan-European invitations to tender on the website: www.bund.de. This is to enable the business community to access information on potential contracts at a single point of contact. In addition, the contracting authorities are obliged to publish certain pieces of information in national tender procedures on all contracts awarded once the value of €25,000 net (*e.g.* name of the company awarded the contract, type and scope of service), if it was a limited tender without competition or a single tender action without competition.

Similar rules apply to the Award and Contract Procedure for Construction Services (Bauleistungen nach der Vergabe- und Vertragsordnung für Bauleistungen) (VOB/A).

An administrative provision of 17 July 2008 regulates the deployment of employees from outside the public service (external persons) in the public administration. External persons are deployed on the one hand to leverage external expertise temporarily for certain areas and to exchange information. This possibility is above all important in areas that have very specific technical, legal or economic conditions. On the other hand, staff are deployed within the framework of personnel exchanges between scientific, cultural and civil society institutions and the private sector with a view to enabling employees to gain insight into the decision-making processes of the other sector and to foster mutual understanding. The deployment of external persons in the federal administration is subject to tight restrictions, for instance, external persons are not permitted to take on a managerial role and they do not have any final decision-making powers. For the first time this year, the Federal Ministry of the Interior is launching an initiative to create a common dialogue platform which will be accessible to all interested federal authorities and companies. It will be a priority task initially to establish the interfaces and points of contact between public administration and the business community.

Lobbying

In principle, lobbying offers more opportunities than risks owing to the monitoring mechanisms outlined above in 4.1 and 4.2. It is a legitimate element of free competition provided that lobbying observes legal restrictions. However, decisions by the federal administration must always be taken on the basis of facts. This means lobbying can be regarded as an additional, **very sensitive form of co-operation** with the private sector. This

is why civil servants in public administration face very restrictive regulations on the acceptance of gifts or benefits to prevent even the semblance of public administration being inappropriately influenced. These regulations are flanked by the above-mentioned statutory and administrative regulations and are specified in great detail.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

The Federal Ministry of the Interior provides information on an ongoing basis on projects being implemented within the framework of the "Modern State" initiative via the **official websites**. In addition, reform projects are showcased at regular intervals at the annual **"Modern State Trade Fair" (Kongressmesse Moderner Staat)** and at the **CeBIT** trade fair. The trade fairs and conferences are aimed at providing the public, the business and scientific community and public administration with information. In doing so, services, concepts and strategies involving the modernisation of public administration and e-Government are publicised and discussed using information and communication technologies (ICT). At the same time, opportunities, options and risks are discussed with the public and the private sector. This approach has rendered it possible to generate acceptance, built confidence and foster understanding for the accomplishments of the Federal Government in the area of modernisation of public administration and ICT in the past few years.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

There are two important factors from Germany's perspective:

- Creating clear and, if possible, uniform, central management structures for modernisation and change. This has already been accomplished in Germany with the Council of IT Commissioners and the appointment of a Federal Government Commissioner for Information Technology (= CIO of the Federal Government) and with the addendum of Article 91c of the Basic Law (=Constitution) of the Federal Republic of Germany as well as the establishment of the IT Planning Council. Many of the Federal Länder have also designed their governance structures to become more transparent and uniform.

- The enhanced governance structures need to be supplemented by content-related and strategic governance. In Germany, this has been accomplished in the area of e-Government, for instance, with the National E-Government Strategy (cf. Session 1, item 2.3). This type of strategy defines the mission statement, fields of action and goals for change and the transformation process. An autonomous decision can be taken about the further levels and administrative units on this basis on the one hand while common "flagship projects" can be specified and implemented on the other. These points of reference guarantee that a minimum of change is achieved.

In what ways can Ministers (Federal Ministers) strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

According to the principle of ministerial autonomy (Article 65 of the Basic Law), all Federal Ministers conduct the affairs of their departments autonomously, however the Federal Chancellor determines and is responsible for the general guidelines of policy. It is up to the Federal Minister to strengthen strategic capabilities within his or her own Ministry, to promote innovation, to enhance the flexibility of resources and to select and use the suitable tools for doing so.

Neither the Federal Chancellor nor individual Federal Ministers can interfere in the powers of another Ministry without further ado. This means that intra-ministerial tasks are heavily influenced by horizontal boundaries. They require a consensus. The culture of consensus is a characteristic element of intra-ministerial co-operation between the Federal Ministries.

Regardless of this, all Ministries are bound by the government programme "Integrated and Transparent Administration" (cf. above under Session 2 no 3). Any co-ordination between the Federal Ministries therefore relates mainly to the implementation of approved initiatives and projects.

GREECE

Session 1. Delivering public services in times of fiscal consolidation

Greece's financial situation calls for a bold fiscal consolidation, through reduction of operating – consumption costs of the public sector. In fact, Greece has realised a **serious reduction in government spending** taking into account the general suspension of permanent personnel appointment for 2010, the introduction of the 5-to-1 replacement rule, the additional reduction by 30% of personnel under limited period contractual agreements in relation to 2009 and salaries cost reductions (*i.e.* 12% allowances reduction, reduction / elimination of 13th and 14th wage payment, abolition / reduction of committees remuneration and overtime compensation) under Laws 3833/2010, 3847/2010 and 3845/2010 provisions, as well as reduction in operating costs.

Yet, operating costs reduction should be done, without compromising public services delivery quality. It is important for the public sector to achieve innovation and administrative capacity in order to offer better services to citizens and enterprises through red tape reduction and simplification, rationalisation of structures, e-Government and improvement of public sector human resources management. Most important, all these solutions for better service delivery would have added value if there are incorporated in a general reform to improve strategic planning, co-ordination and implementation control of public policies, transparency and accountability of the public sector.

The first step for the implementation of an integrated strategy for E- Government was the creation of the National Network of Public Administration "**SYZEFXIS**" and up to now more than 4.500 public agencies (nodes) are connected to it, serving more than 200.000 public employees. This communication network offers high value telematic and communication services (*i.e.* telephony, data networks, tele-conference, tele-training, broadband access to Internet) and supports Public Key Infrastructure, including digital certificates; thus minimizing relevant cost and increasing the efficiency of the public sector and the quality of services offered to the public. At present, a new project "SYZEFXIS II" is designed, aiming at connecting more than 30.000 public agencies (nodes).

During the last years, **Citizens' Service Centres (KEPs)** have been very successful in delivering one – stop shop services to citizens in a multi – channel way, physical or virtual (through 24/7 call centre or the portal of KEPs: *www.kep.gov.gr*). The operation of KEPs is twofold as they are managed locally (local administration) but their procedure standardisation, operational supervision and IT platform are managed at central level (Ministry of Interior, Decentralisation and E-government). Currently, 1077 offices of KEPs cover the whole country, 1/3 of which are located in remote *i.e.* mountainous or island areas and 1045 administrative procedures from a wide range of policies and activities are certified to be carried out through the KEPs. New initiatives are underway for the provision of integrated e-services and e-transactions to citizens and businesses, through the KEPs and the **National Governmental Portal "ERMIS"** (*www.ermis.gov.gr*). "ERMIS" is fully operational, designed to provide information but also electronic transactions between citizens or businesses and Greek Public Administration, in a secure and integrated way (*i.e.*

E- GIF interoperability standards, digital authentication); thus materializing the virtual one stop shop complementary to KEPs.

Furthermore, KEPs are extending their operation as **one stop shop for business start up and professions licensing.** More particularly, according to Law 3853/2010, KEPs have been appointed as one stop shops for business start up**.** A framework law for Service Directive implementation was also introduced in May 2010 (Law 3844/2010). The Ministry of Interior Decentralisation and E-government has been appointed to co-ordinate the simplification of procedures according to the provisions of the Services Directive, as well as the operation of Points of Single Contact (PSCs) in Greece. Analytically,

- Greek Government Portal "ERMIS" has been appointed to operate as the electronic PSCs.

- 54 KEPs have been appointed to operate as physical PSCs.

A comprehensive review of sectoral professions licensing regimes is being conducted and "ERMIS" hosts EUGO GREECE (*www.ermis.gov.gr/portal/page/portal/sd*) containing relevant information in order to provide completion of administrative procedures by electronics means within the next few months.

In order to facilitate the provision of efficient, user-friendly and secure public services for the citizens, the Greek Government has decided to proceed with the deployment of the "**Citizen's Card**". The Citizen's Card will be utilised for the physical identification and authentication of the citizens and will replace the existing, long-term used, Official Identity Card (provided by the Greek Police). Additionally, the card will provide the "digital identity" of citizens for Internet usage, supporting their logical authentication and thus ensuring their access to electronic services that are currently, or will be in the near future, offered by the Public Administration and the private sector. Moreover, the Citizen's Card will offer - to those citizens wishing to do so- the capability to digitally sign documents, in compliance with the existing EU Directive and Greek legislation. The capability of the digital signature will actually be an essential step towards our vision of a paperless and green Public Administration function.

Administrative Burden reduction is a vigorous reform, part of the Better Regulation Agenda in Greece. In particular, the structural target undertaken at EU level is 25% reduction of total administrative burden by 2012, having as an intermediate milestone the reduction of administrative burden by 20 % compared with the 2008 level. The Ministry of Interior, Decentralisation and E-government has already realised a partial measurement in 4 policy areas (company law, health and safety, agricultural subsidies, cohesion policy) using the European Standard Cost Method and 2007 as baseline. The project for the design and elaboration of a national methodology, co – funded by Operational Programme "Administrative Reform", is in progress. It will provide the necessary and suitable tools (manuals, databases etc.) and a measurement in the policy area of tourism. Additionally, four (4) projects regarding full baseline measurement, have been initiated in four (4) policy areas (company law, agriculture policy, public procurement, food safety), co – funded by the same Operational Programme. Apart from the measurement the projects will include reduction appraisal and simplification proposals to be implemented.

The Greek government is in the process of reorganizing local and decentralised administration introduced by the "**KALLIKRATIS**" law (Law 3852/2010). This reform intends to generate sizeable productivity gains and savings, strengthen the role of local authorities and enhance the citizen's participation. In particular, the "KALLIKRATIS" reform aims to:

- Create a modern local government through the reduction and consolidation of municipalities the rationalisation of procedures. The law introduces the drastic reduction of the 1034 Municipalities and Communities to 325 Municipalities, the establishment of 13 Elective Regions which will replace the 76 second grade entities of local government, the creation of *7 General State Directorates* which will replace the 13 State Regions and the reduction of legal entities and municipal enterprises (*from 6.000 to up to 1.500*).

- Generate considerable savings (about 1.5 billion euro during 2011-2013) due to the limitation of operational costs, the use of economies of scale, the new system of financial supervision and the reduction of elected and appointed officials (*e.g. the number of the municipal elected officials will be reduced to 7.710 from 16.510*). Better allocation and use of human resources is also anticipated.

- Improve service delivery to citizens and enterprises at local level through the competences clarification between levels of governments, the enhancement - transfer of competences at local level (*i.e.* building permission and professions licensing are transferred to municipalities), as well as through the implementation of new technologies and the creation of one stop shops and e-KEPs (municipal KEPs, administrative municipal correspondent).

- Enhance transparency and accountability regarding local authorities' financial and administrative operation through introduction of control mechanisms both in expenses and revenue, increased citizens' representation, consultation processes and the compulsory publication of all state and self-government decisions on the internet (*www.et.diavgeia.gov.gr*).

A specialised intervention for E - Government implementation at local level, was the project funded by Operational Programme "Information Society" in the last programmeming period for the creation of **Integrated Information Systems at the level of the 13 Regions** (involving hard ware acquisition, systems implementation and personnel training).

Advancing **tax administration reform** is also a crucial priority to limit risks of revenue shortfall and tax evasion while embedding tax fairness. This includes improvement of audit operations, development of e-tax services, faster processes of tax dispute resolution and reorganisation and capacity building of tax administration.

Specific initiatives are developed to improve access of **disabled people** to public administration services. The Ministry of Interior, Decentralisation and E-government is co-ordinating actions for the effective implementation of measures safeguarding both the physical access of disabled people to public buildings as well as the accessibility of e-Government services to disabled people (*i.e.* communication and controls on buildings technical specifications, introduction of buildings and portals accessibility certification and best practices awards). In fact, the portal of the Ministry of Interior (*www.ypes.gov.gr*) is fully accessible to disabled people, with with *AA rating* according to the W3C standard. Moreover, **Law 3838/2010** rationalised the terms and conditions for acquiring Greek citizenship and the participation in local government elections regarding legal immigrants and repatriated Greeks.

Session 2. Towards a more effective and performance-oriented public service

In general, **performance management** was introduced in the Greek Public Sector by Law 3230/2004, setting the yearly elaboration of goals and targets, the adoption of performance indicators and the creation of "quality and efficiency units" at all levels of

government. Since then Ministerial Decisions were issued setting performance (general and special) indicators for 9 Ministries, 13 Regions and 4 other public entities (*i.e.* Labour Inspectors, National Centre for Public Administration and Local Government) as well as, after consultation with the Union of Prefectoral Authorities of Greece (ENAE)**,** 10 Prefectures. Quality and efficiency units are established in 14 Ministries and all Regions. For Law 3230/2004 implementation four (4) circulars were issued regarding: introduction of Management by Objectives in the Greek public administration, guidelines on methodological approach for performance indicators elaboration, guidelines on strategic planning and reporting procedures. Existing performance management system and structures are under review in order to support: a) the new framework for budget formulation and execution, linking strategic planning (3-year and annual) and performance evaluation with economic programmeming and resource allocation and b) public sector HR performance appraisal.

Regarding **quality management** in the Greek Public Sector, Common Assessment Framework (CAF) is used as quality assessment tool in 72 public entities and Ministry of Interior, Decentralisation and E- Government has introduced quality awards based on CAF methodology.

Public financial management and budgeting reform were prioritised in order to both address the short – term fiscal challenges as well as to strengthen performance, accountability and transparency. In this context, **Law 3871/2010 for Fiscal Management and Responsibility** sets the new framework for the budget preparation, execution and monitoring - reporting obligations; thus supporting fiscal consolidation and discipline at general government level (including local authorities, social security funds and other entities). The new law introduces three-year fiscal and budgetary strategy (including governmental goals), top-down budgeting with expenditure ceiling and frequent fiscal reporting, modernisation of audits and strengthening of accountability and transparency including the creation of a parliamentary budget office. Most elements of the new legislation will become effective for the preparation of the 2011 budget.

To address fragmented employment practices and wages, the **Single Payment Authority** was established for the centralised payment of all wages in all public sector, while the first phase of civil servants registration in it is completed. A process is underway setting the principles and the timetable of actions (*i.e.* assessment report on levels and structure of compensation and volume and dynamics of public employment, drafting of the relevant law, consultation) for the establishment of a **simplified remuneration system** that will cover all basic wages and allowances. It will apply to all public sector employees, ensuring that remuneration reflects productivity and tasks. This new remuneration system is making part of a general reform regarding human resources management in the public sector, regarding *better allocation, performance appraisal, development of a system of job profiles and re –organisation of the Ministry of Interior General Directorate of Personnel and other ministries competent directorates.*

In the context of reforming public servants hiring system, new **Law 3812/2009** has been introduced designating strictly the Supreme Council for Civil Personnel Selection (ASEP) as the sole competent body for the control and implementation of personnel hiring in all public sector, prohibiting all other exemption recruitment procedures. In this way, public sector personnel hiring will be programmed and executed in an impartial, objective and economic way. There is also the new **Law 3839/2010** for the introduction of a staff promotion system for senior positions in the public sector based on impartial and objective criteria.

With the aim to review the scope and performance of public entities, a **standing inter-ministerial consultative committee** under the vice – president of the Government was recently formed (Government Gazette Issue B´19/2010) regarding the creation, abolition, re – organisation and transformation of public services, committees, boards and entities. **A new draft law is introduced for the abolition and consolidation of 78 public entities and service units (*i.e.* 51 Local Centers of Rural Development)**, resulting to considerable cost savings due to official posts and operating costs reductions, while a new proposal for the abolition – consolidation of 27 public entities is underway.

Session 3. Promoting open and transparent government

A new initiative for "**OPEN GOVERNMENT**" is being implemented by Prime Minister's Office since October 2009, advancing citizens' participation in decision making. This innovative initiative involves the on line publication on the central Open government website (*www.opengov.gr*) of the following:

- Calls of interest for public service senior positions: individuals can apply for senior public sector positions (*i.e.* general –special secretaries, public entities board members, political advisors positions)

- Draft regulation (laws, presidential decrees, ministerial decisions etc.) of all ministries for open consultation: a minimum 10 days consultation is prescribed where everyone (citizens, social partners etc) can submit comments and objections (for paragraph commenting). All submitted comments are gathered and assessed by competent authorities and in many cases they are incorporated in the final regulations.

- Call for on line submission of innovative ideas for issues such as bureaucracy reduction, public services redesign, the environment etc (labs.open.gov section). To a significant extent Labs.opengov.gr is a first experimental attempt for bottom up generation of mature and immediately applicable ideas. It is an open innovations web laboratory that brings together experts from the wider domestic technology community, public bodies that manage information technology projects for the public sector and interested citizens.

- Opening Public Data to citizens, enterprises, researchers and different government bodies. The *http://geodata.gov.gr* is the first attempt to make geospatial data publicly available.

In parallel, a new legislation (Law 3861/2010) has been recently enacted that makes legally compulsory the on line publication of all government, local government and public administration bodies decisions, including commitment of funds and financial decisions of the government sector. The programme is called "**DIAVGEIA** (Lucidity)" and is under the co-ordination of the Ministry of Interior, Decentralisation and E-government. One of the most advanced points of this programme is that according to the Law 3861/2010 decisions will not be applicable unless they are first published on the internet. Decisions are on line published both centrally on the Government Printing Office site (*http://et.diavgeia.gov.gr*) and on public entities sites. This law also grants free the access to Government Gazette issues and obligatory the publication of information (*i.e.* organisation charts, competences) on public entities portals. In all, this programme aims at the maximum publicity regarding government policy and administrative actions and wide access to the relevant information through new technologies implementation; thus embedding transparency, responsibility, legality and accountability in the execution of public power and administrative actions and securing citizens' constitutional rights about access on information and participation in information society.

The **Better Regulation policy** is very high in the governmental agenda. Recently a modification of the Rules of Procedure of the Hellenic Parliament set new prerequisites for legislature procedure, making impact assessment and consultation report obligatory. A new law is to be introduced until December 2010 for implementation of the Better Regulation Agenda (*i.e.* impact assessment and consultation requirements - procedures). A number of regulation **codification projects** are also underway, co – funded by the Operational Programme "Administrative Reform". Finally, there is "**RAPTARXIS**" project regarding the Automation of the Management, Filing and Diffusion of the Legislation to the general public based on Permanent Code of Legislation (involving the creation of portal: *www.e-themis.gr*, call centre and information system).

Moreover, new Law 3832/2010 granting full independence to the **Hellenic Statistical Authority (ELSTAT)** and relevant measures are a major step to ensure reliability and transparency of public sector statistical data.

The Ministry of the Interior, Decentralisation and e-Government, in co-operation with the independent authority of the Greek "Ombudsman" is in the process of drafting and publishing a **Civil Servants' Good Administrative Behaviour Guide**, in order to officially present instructions and directions on what should be the principles and the behaviour of employees of the public sector towards the citizens, the affairs of which they handle. More precisely, the said Guide will determine the manner in which the civil servants are expected to go by the values and the principles of good governance - legality, professionalism – responsibility – integrity, impartiality, independence, confidentiality – confidence, etc.

The integrity framework for public officials has recently been strengthened by the introduction of **Law 3849/2010**. The new law makes special provisions regarding conflict of interest, asset declaration of public officials and crimes committed during public service (*i.e.* assets declaration controls, whistle blowing, illegal enrichment, favorable influence, offshore participation and punishment measures).

A **public procurement system reform** is also underway, involving the implementation of an electronic platform for public procurement and the use of e-auctioning system, anticipated to generate efficiency gains and ensure transparency. Finally, **Law 3886/2010** was recently introduced for disputes settlement and judicial protection concerning public contracts award; thus implementing EU Directive 2007/66/EC and an effective appeal system.

Final plenary session. Strategies for implementation

In general, for the implementation of reforms in the Greek Public Administration, there is a special Operational Programme for the programmeming period 2007-2013. The vision of the Public Administration Reform is the "creation of a citizen- centered, effective, open and flexible governance", targeting at the transition from an Administration based on competences and procedures to an Administration operating accordingly to policies, objectives, results and delivery of qualitative services". The goal of the Public Administration Reform is the improvement of the quality of governance through the enhancement of the effectiveness and efficiency of public organisations, as well as the strengthening of accountability and professionalism through the broadening of public consultation and the participation of stakeholders.

A new initiative of the Ministry of Interior, Decentralisation and E-government is the Programme "Reforming the State: Towards a Strategic State", with the vision of the establishment of a strategic State, able to achieve economies of scale, providing quality

services to citizens and businesses and operating under the principles of efficiency, effectiveness, subsidiarity, accountability and friendly based functionality. The programme will contribute to the accomplishment of a new administrative model for the Central State, focusing on:

- The improvement of multi – level co-ordination and the cohesion of the governmental policy,

- The reinforcement of the strategic, steering and supervising role of the state,

- The reduction of the operational cost and the enhancement of productivity/efficiency of public Organisations,

- The reinforcement and reorganisation of the audit bodies,

- The promotion of transparency and accountability and the increase of the citizens' "trust" to the state.

- More particularly, the programme will have the following outputs:

- Establishment of a strong Center of Government and amelioration of the multilevel governance.

- Development of new organisational charts for the Ministries, which shall reflect their new role.

- Consolidation of the supporting structures and functions of the ministries as well as classification of functions.

- Introduction of job profiles, which shall be linked to workforce planning, training and mobility of the personnel.

- Increase of the span of control.

- Introduction of a new HRM system and a new salary system.

- Application of a new assessment system for public bodies.

ICELAND

Session 1. Delivering public services in times of fiscal consolidation

The economic crisis has created a need for the Icelandic government to fiscal consolidation. The consolidation has been, and will continue to be, both on the revenue and expenditure side of the budget. On the expenditure side the emphasis has been on protecting the most vulnerable citizens on the one hand and the public services most important to the economic recovery on the other.

For the purpose of achieving these goals, Iceland has enacted a reduction-policy but with the aim to protect fundamental structures in government, education and health. Therefore there have been less expenditure cuts on income transfers and education than in other parts of the public sector. The consolidation is a 3% contraction in health, 5% in education (7.5% for universities), law enforcement and welfare institutions and 9% in administration. Freezing of pay and benefits also aims to avoid having to resort to special cuts in pension and disability benefits and payments to farmers.

Partnership with the private sector

A number of public services are run by the private sector in public/private partnership, *e.g.* higher education and quite a number of services to the handicapped and elderly are in the hands of the third sector (NPO´s). At the present there is no emphasis on behalf of Icelandic government to further increase the role of non-public activities and privatisation.

The laws on local government are in a renewal process this autumn. Ongoing is also an agreement between the state and local authorities on public finances to strengthening the general fiscal framework. The purpose of this work is twofold. First: The implementation of fiscal regulations to hold fiscal autonomy of local governments more responsible. Second: The implementation of new standards of practices within the public fiscal framework, with an agreement between the central and local governments to better ensure that the local governments comply with the central government fiscal framework.

This should lead to less volatile revenues and expenditures for local governments and the public sector as a whole.

Better co-ordinating with local government

For a number of years the transfer of service tasks from central to local level of government has been on the agenda. In part the policy has been thought of as an incentive for the amalgamation of the many, small local authorities, thereby empowering the local level of government. On the other hand there has been reluctance in transferring tasks to small local authorities that do not have the competence to deliver specialised services. Such elementary services as primary education were only transferred to the lower level of government 15 years ago and in many cases local authorities have had to co-operate in order to be able to produce primary educational services. The transfer of services to the disabled have been on the agenda for decades but a declaration of intent was signed in 2009

with the aim of the transfer taking place in the beginning of 2011. The objective is to improve services for the disabled and by providing it at a lower administrative level being better able to adjust it to individual requirements. By devolving services to the disabled to the lower level, all social services will be delivered at the same level, thereby minimising overlap between government levels, improving co-ordination and adjustment of services delivered to the different needs of individuals.

E-government: Ensuring a more accessible and effective public sector

The Prime Minister's office has set up a tool kit aiming to facilitate the use of online public services for Icelanders. The following online services are available at a low cost for all Icelandic institutions and municipalities:

- Authentication at *Island.is* (portal).

- The Authentication Service at *Island.is* is used for identification in closed pages of institutions and municipalities, the so-called "My Pages". These public bodies can reduce costs and effort considering that they would themselves have to develop a host certificate or create and maintain a list of users and passwords.

- Electronic document delivery at *Island.is.*

- This service allows people to send electronic documents safely to public bodies. It is especially designed for organisations that are not able to make large investments in electronic document delivery software.

- Service layer at *Island.is*

- The aim of this electronic service is to facilitate public institutions in providing electronic services and access data in addition to offering various central solutions used by many organisations.

Session 2. Towards a more effective and performance-oriented public service

For the last decade or so, Icelandic ministries have been making performance management contracts with their agencies. Ministry of Justice and Human Rights, has used their extensive experience in the field of construction and implementation of performance management contracts, to make extensive changes in their use, aimed to make them more maneuverable work- and communication system between ministries and their agencies. Although, this work is still in its initial stage it is believed to embody positive changes. This new approach, seems to be especially well suited in the case of agency integration and strategy making because of that.

Previously, performance management contracts were made to last for few years at a given time and did not go under any changes within that timeframe. One of the major alteration that have been made, involves that performance management contracts are intended to be provisional and will be revised no less than yearly. By doing this, it is stressed that performance management contracts are intended to be active communication tool and undergo changes when need arise and become a framework for overall strategy making for longer and shorter time. In schedules it is stated that yearly meetings will be held and prior defined topics that will be discussed on those meetings. One of the goals with these meetings involves the limitation of written communication and to exploit meetings and record of those meetings to further confirm conclusions and decisions. Long term plan and annual report are not specifically called for; it is rather aimed to untangle as many issues as possible on the prior mentioned meeting between ministry and its agency.

The novelties of this continuous revaluation of performance management contracts gives arise to the opportunity to change their presentation. It is aimed to set long term goals as well as secondary- or phase goals, in a defined and scheduled way to further demonstrate how to fulfill the long term goal. With the revaluation of plans, time bound assignments will be replaced and new will be installed.

The evaluation on agencies performance on the ground of above-mentioned performance management contracts will among other things consist in evaluate how well agency has been doing with its time bound assignments, phase goals and on latter stages its long term goal. It is planned that performance management contracts will become a cofactor in the follow up on goal settings in long term planning of policy areas, will become a canal to put strategy making in action and supervise control over implementation.

However, it is not a holistic system or a process that connects performance management and decision making. Information regarding performance results is not interconnected, in a systematic manner, to the fiscal budget or Central Government account.

There are no recent examples of involvement of citizens and service users in design, delivery and evaluation of public services in Iceland, except for regular evaluation of government websites for continuing improvements.

Session 3. Promoting open and transparent government

The Icelandic government has made it clear that openness and transparency are key factors in rebuilding trust in government following the economic collapse in 2008. The Prime Minister´s Office followed by other ministries is providing information to the public and the media in a less restricted manner than before. Exceptions to the right to access information are not relied on unless absolutely necessary to protect vital interests. At the same time the law on access to official documents is being revised in order to broaden its scope and streamline procedures. The preparation of legislative bills is also gradually being made more transparent. Ministries are increasingly inviting the public to comment on draft bills before they are introduced in Parliament.

Ethical values as the base for effective service

In spring 2010 the legal framework for core public service values and ethical rules was revised. In addition to legal provision on certain basic standards of behaviour for civil servants, a committee is being established responsible for promoting public sector values, commenting in draft codes of conduct, organizing training and consulting with the Parliamentary Ombudsman and the National Audit Office on risks of unethical conduct and ways to counter them. The codes of conduct to be adopted will be monitored by managers within each ministry or government office under the supervision of the Parliamentary Ombudsman. He will be able to act on complaints or at his own initiative.

Following the adoption of the aforementioned legal framework, codes of conduct for ministers, civil servants and political assistants will be adopted. Their content is still being discussed within the framework of a consultation with concerned parties and the public at large.

Final plenary session. Strategies for implementation

Early last year the government initiated the process of setting an economic and social development strategy, named Moving Iceland Forward 2020, in consultation with government offices and social partners. In the process "National meetings" where held in eight regions identified. In those one day meetings politicians and members of civil society

engaged in consultations with general public – selected randomly in each area from the national registry – about the competitiveness of each area. Alongside this process expert groups in seven fields where formed to discuss competitiveness. The fields where; infrastructure, technological readiness, macroeconomic stability, functioning of markets, education and research, innovation and health. The foundation of this was scenario planning in the early stages. This consultation process has now delivered a strategy proposal which should form the bases for co-ordinating government policies and civil service reforms in the coming years.

Icelandic government made a "Stability agreement" with largest unions and employer associations to encourage reconciliation in Icelandic labor market.

Tripartite negotiations where employers' and employees' organisations in the labour market (both private and public) and the Government/Cabinet co-operate in order to reach an agreement which fits the economic situation of the day have been quite common although there are no obligatory or formal procedures that force them to take part. In 2009 the Government made a special "Stability Pact" with all the trade unions, employer associations and local government, both in the private and public sector, in order to tackle the extraordinary situation that arose in the wake of the economic "Tsunami" that hit Iceland worse than most other countries.

In Iceland mobilizing citizens to build consensus on the reform agenda of the day is partly based on the decentralised structure of the public sector, which has only two tiers, state and municipalities (which are now 76) but mostly it is based on the underlying values of openness in the Icelandic Public Service.

These values are on the one hand egalitarianism and inclusiveness which are in turn based on constitutional rights in the form of justice and fairness. They are on the other hand also based on the tradition of bargaining and compromise which is linked to a corporatist tradition, characterised by organised interest groups, which explicitly or implicitly influence policy making. The above mentioned values have their roots in the social and ethnic homogeneity of the population.

Examples of innovative practice in the structural design of policy and delivery of strategic programmes.

The key strategies have been aimed at the delivery of clear, simple and standardised reform projects to agency managers as early as possible and to include the personnel in the reform process.

Another important element has been providing necessary support functions to state sector institutions and their leaders in order to help them cope with difficult reform processes. The Ministry of Finance has provided a range of support functions for the institutions in need. The personnel and their organisations have been involved and have taken an active part in the reform processes. As an example the Ministry of Finance launched a major programme last year (2009) to cut down costs. It has been emphasised to apply bottom-up approach when implementing assignments, by organizing a series of large, open meetings with the attendance of public employees, their trade unions, management and citizens/users. The series of high profile meetings created public debate and supported that the opinions of all relevant players were incorporated in the process.

IRELAND

What are the main implications of fiscal consolidation for service delivery in your country?

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

- Partnerships with the private sector

- Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

- Better co-ordinating with local governments

- Using e-Government and cutting red tape

Please describe any specific policy initiatives to improve service delivery to specific population groups?

The rapid deterioration in the public finances in recent years has brought greater urgency to the need to improve the way in which services are provided by the Public Service.

The Government has set out its agenda for Public Service reform in its Statement on Transforming Public Services (TPS) which accompanied the Report of the Task Force on the Public Service which, in turn, followed on from a review of the Public Service undertaken by the OECD. The overall theme of TPS is a more integrated Public Service which has greater connectivity and linkages across Departments and agencies and delivers an improved level of performance for customers along with enhanced accountability. The Public Service Agreement 2010-2014 (an agreement between the Government as employer and the Public Service Unions) made provision for themes emerging from TPS and set out a shared vision of how the challenges arising can be met. Progress has already been made under a number of headings.

In the area of human resources, measures have been put in place which will continue to contribute to the implementation of expenditure savings. These include the incentivised scheme of early retirement in the Public Service, the special Civil Service career break scheme and the shorter working year scheme, together with restrictions on the filling of Public Service vacancies by recruitment or promotion. Work is also underway on specific shared services proposals in the areas of human resources, pensions' administration and payroll and financial Management. The aim is not just to make significant savings but also to bring about improvements in the delivery of services. There has been progress in the area of Business Process Reegineering with a number of pilot projects taking place with a view to rolling out the programme in all Departments

In the area of ICT and fiscal consolidation Ireland has taken three primary initiatives:

- Greater scrutiny of all ICT expenditure proposals to ensure absolute value for money. The arrangements for this scrutiny are set out in Department of Finance Circular 2/09 (*www.ict.gov.ie/ictexpenditure/circular/circular.aspx*).

- The Government has mandated all public bodies to use a range of central drawdown and framework procurement arrangements to ensure a co-ordinated, standardised and shared approach across the system.

- All public bodies must produce detailed plans for e-Government which include a detailed and reasoned statement of anticipated expenditure; an analysis of whether a project can be developed and delivered from existing resources; and a statement of potential benefits and impacts for the State and for citizens or businesses.

Accordingly, the current fiscal environment has required a more targeted approach to identifying and delivering ICT and e-Government projects.

ICT facilities such as websites, email, social networking sites, online feedback forms, etc. are available to support the various customer engagement mechanisms developed under *Delivering Better Government* and *Transforming Public Services*.

ICT is used to support the simplification of all aspects of business or citizen interaction with public authorities. This includes the provision of a large number of online information and transaction services, downloadable forms, multi-channel access to services, online triage functions, and electronic backend system integration and data sharing.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

How is information on performance integrated into strategic and political decision making?

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

At an organisational level, in Budget 2007, the Department of Finance introduced a requirement for all Government Departments to produce Annual Output Statements with the objective of linking expenditure and staffing demands with key outputs and strategic impacts. The Annual Output Statements are prepared on a programme basis that aligns resources, both money and staff, with the actions adopted by Departments to achieve the high level goals (HLGs) as set out in their three year Statement of Strategy. This approach supplements the presentation in the Annual Estimates for each Department, which is based on financial inputs at a subhead level. The Annual Output Statement for each Department is submitted to the relevant Dáil Sectoral Committee for consideration at the same meeting that considers the Annual Estimate.

In its 2008 publication, *Public Management Reviews: Ireland – towards an Integrated Public Service*, the OECD was broadly supportive of the AOS, which they saw as in keeping with their central recommendation for a more integrated, performance-centred approach to management of resources. However, as the OECD recognised, and in light of

the practical experience to date across various Departments, it is clear that there are a number of shortcomings with the AOS approach, namely: it is not related to the annual Estimates or to decisions on resource allocation; stated targets are often 'broad-brush' and lack specific relevance; and as a result Dáil Committees have not found it as helpful as it could be in discharging their scrutiny role. The requirement to produce essentially the same expenditure-related information in different formats also imposes an administrative burden on Departments.

In response to this input, and taking on board various recommendations in the review, changes were made to the Annual Output Statements in subsequent years. The emphasis has been on fewer, more relevant outputs and impact indicators. In addition, Departments have been asked to dispense with "Administrative Programmes" in favour of allocating administration across programmes in the interests of transparency and showing the full costs of programme implementation.

The question of pursuing further initiatives in this area, *e.g.* moving towards a "performance budgeting" approach that allows for fuller integration of financial and performance information, is under active consideration.

At the level of the individual, work has been undertaken on the TPS recommendations regarding designing, negotiating and introducing performance assessments in all areas of the Public Service where none exist, initially targeted at tackling underperformance.

Under new Guidelines, e-Government is now a stated fundamental in the development of three-year Statements of Strategy that each Minister and Secretary General is obliged to produce under the Public Service Management Act of 1997.

e-Government policy is set out in various Government Decisions, Department of Finance Circular 6/09 on "Arrangements for e-Government", and the "e-Government Strategy 2010" each of which contains performance management initiatives.

Additionally, public bodies are required to develop detailed plans for any proposed e-Government projects. These project plans are required to include a specific set of details including a description of the facilities being offered; a detailed and reasoned statement of anticipated expenditure; expected or intended impacts and benefits of the project; and the capacity of the organisation to deliver the project. When approved by the Department of Finance, projects are included in a rolling programme of e-Government projects. Progress is monitored by the Department of Finance which reports directly to Government and to the Cabinet Committee on Transforming Public Services.

e-Government progress reports are submitted to Government on a regular basis which include detailed updates on prioritised projects as well as developments in relation to a rolling programme of e-Government projects. This information is a central element of strategic and political decision making on future e-Government priorities, as evidenced by the e-Government Strategy 2010.

The Irish Government encourages interested partners (*e.g.* customers, user groups, professional, trade and other organisations, private firms, service users, and individuals) to contribute to the development of the strategic direction of public bodies. The website, *www.onegov.ie*, provides information on the Government's "Transforming Public Services" programme which amounts to a radical overhaul of the Irish Public Service.

Irish Government Departments and other public offices use a range of online channels to facilitate consultation with customers. For example, the Department of Communications, Energy and Natural Resources (DCENR) used the *Ammado Social Network* site to conduct a collaborative discourse between policy makers, the public, regulators, industry, academia,

business representative groups, and telecommunications operators, on its White Paper on Next Generation Networking. *www.ammado.com/community/105907/articles/6772*. The Department also began a thread on the online discussion group on *www.boards.ie* to include those interested in technology and broadband questions in the public consultation. DCENR also provides online consultation fora on its website, *www.dcenr.gov.ie*. Current consultations focus on the development of that Department's Statement of Strategy 2011-2013; and on the broadcasting review of major sporting and cultural events.

The use of these online channels (complemented by the use of offline consultations and third party assessments) ensures that the Public Service receives the views of interested parties. This complements the long-established social partnership structures (Government, Employers, Trades Union, Community & Voluntary Sector) which has ensured a high level of Government accountability and social responsibility.

As part of the government's Customer Charter Initiative (launched in 2002), Public Service organisations are required to publish a public charter of standards that customers / citizens can expect in their interactions with those organisation. The Customer Charter process involves four stages - Consultation with Customers; Setting of Standards / Commitments; Evaluation of Performance; and Reporting on Results. Organisations are also expected to produce Customer Service Action Plans, detailing how they will meet (and exceed) their public commitments. All Government Departments/major Offices produce Customer Charters, and Action Plans.

In terms of customer / citizen involvement, there are a range of methods utilised. These include customer surveys (undertaken by individual organisations as well as across sectors - for example, the Department of the Taoiseach undertakes surveys of Civil Service customers on a periodic basis), formal public consultation processes on specific issues (as required, *e.g.* one completed for the OECD Review of the Irish Public Service), and the use of customer / user focus groups (*e.g.*). These methods are undertaken in tandem with existing customer feedback mechanisms and procedures, use of websites and other means of direct communication with customers / citizens.

A key element of the Government's Transforming Public Services Programme (launched at end 2008) is to reach out to citizens, to get their inputs to policy making and into the design and delivery of services. As part of this process, the Government is committed to greater use of public consultations, customer panels, surveys and other means to engage the citizen and will make special efforts to encourage participation of socially excluded groups and those whose voices are seldom heard. The Government also committed to sharing information on performance and benchmarking the activities of public bodies, as a means of empowering citizens in evaluating public services and monitoring performance.

The Government is committed to consultation with stakeholders and actively seek the views of those outside the decision-making process in order to better inform that process. These views feed into decision making, the development of regulations and procedures and policy making process.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government".

- Making information available.

- Fostering open and inclusive policy making.

- Fostering integrity and transparency.

- Improving service delivery.

Have the related initiatives had any impact on building trust in government?

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address :

- Conflict of interest, post-public employment or the "revolving door" phenomenon?

- Transparency on interactions between the public and private sectors, for example in public procurement?

- Lobbying?

The Freedom of Information Act (FOI) came into force on the 21 April 1998. The Freedom of Information Act is 'An Act to enable members of the public to obtain access to the greatest extent possible consistent with the right to privacy, to information in the possession of public bodies….'

While this is clearly the primary purpose of the legislation it has also produced other important benefits. The mere fact of its existence has helped public bodies to refocus their attention on the details of their relationships with their clients. In the light of the Freedom of Information legislation more and more public bodies are examining how they manage information as a resource and exploring how can it be shared to a greater extent with the public. It has also directed the attention of public bodies to the importance of maintaining a high level of quality in the day to day tasks of public administration – the processing and maintenance of records. Furthermore, the requirements on public bodies under the Act to publish information about their internal rules and procedures, together with greater transparency attached to the decision making processes has enhanced the quality of decision making generally and in particular the quality of feedback to clients in relation to their dealings with public bodies.

The FOI Act currently covers over 500 public bodies ranging from Central Government Departments, Local Government and Health sectors, and various other agencies. The Government has set out in the renewed programme for Government agreed in October 2009, to extend the FOI Act to specific administrative functions of the police (An Garda Síochána) and work has commenced on this proposal. Officials are also currently working on an extension of the Act to a number of bodies which will increase the number of bodies covered by the legislation to over 550.

Enhancing information provision is a key goal of the e-Government Strategy 2010. Comprehensive information on services, rules, regulations and costs is available for citizens on *www.citizensinformation.ie*, for businesses on *www.basis.ie*, and for the nation's laws on *www.irishstatutebook.ie*. It is intended that the next phase of this e-Government Strategy will concentrate on publishing public data in ways that are meaningful to customers.

The Ethics in Public Office Acts 1995 and 2001 provide, inter alia, for the disclosure of interests by parliamentarians and public servants. For parliamentarians these disclosures

are publicly available in the registers of members' interests. The Ethics Acts established the independent Standards in Public Office Commission and the Select Committees on Members' Interests of Dáil and Seanad Éireann to supervise the operation of the legislation and for investigation of possible non-compliance with its requirements. The principal objective of the legislation is to demonstrate that those who are participating in public life do not seek to derive personal advantage from the outcome of their actions. The legislation is founded on the presumption of integrity but recognises that specific measures should exist to underpin compliance. The legislation also introduced a requirement whereby elected members of both Houses of the Oireachtas and appointees to senior office in the public service are required to furnish evidence of tax compliance. It also made provision for the publication of Codes of Conduct for office holders (*e.g.* Ministers and Ministers of State), ordinary members of both Houses of the Oireachtas and for civil and public servants.

Under the Ethics Acts, parliamentarians, office holders, the Attorney General, special advisers, and designated directors and employees of public bodies must not perform an official function where the person concerned has a material interest in the function and must furnish a statement of the facts of the matter. Typically, in public bodies positions of employment that are concerned with public procurement or otherwise interface with the commercial sector are covered by the Ethics Acts. This means employees who occupy these positions must make annual disclosures of their interests where an interest exists that could materially influence the employee in his / her official functions and the employee must also cease work on an official function and furnish a statement the facts where the employee has a material interest in the function.

The Government's Transforming Public Services (TPS) Programme reaffirms and states the cores values of the Public Service of equity, integrity, and impartiality. It does so in the context of achieving a leaner, more effective, and integrated Public Service; it provides a blueprint for a much more flexible, more responsive Public Service. To date, progress has been made in the implementation of many aspects of this Programme which is driven by a Cabinet Committee chaired by the Taoiseach. Earlier this year, public service management and unions agreed a comprehensive agenda for Public Service transformation and a framework for public service pay determination over the period to 2014 – this will assist in the advancement of the TPS Programme.

Significant progress that has been made in promulgating Codes of standards and behaviour in recent years right across the Irish public sector. Codes of Standards and Behaviour have been put in place for:

- The Civil Service.

- County and City Councillors.

- Local Authority Employees.

- The Health Service Executive.

- Members of Dáil Éireann.

- Members of Seanad Éireann.

- The guidance of office holders.

- An Garda Síochána (the police service).

In addition to these Codes, the Department of Finance updated its long standing Code of Practice for the Governance of State Bodies in July 2009. Work on a proposed Code of

Standards and Behaviour for the remaining elements of the wider public service which will broadly reflect those set out for the Civil Service is ongoing.

The implementation of each of these Codes required consultation with the relevant stakeholders as provided for in the relevant enabling legislation. There are well established procedures in place in the Irish Public Service for consultation with the staff interests concerned. The implementation of each of these Codes reflects continuing government policy to strengthen the ethical framework set out in the Ethics Acts and to ensure that all public servants are operating within and guided by Codes relevant to their particular sector.

The Outside Appointments Board was established under the Civil Service Code of Standards and Behaviour as drawn up and promulgated by the Minister for Finance on 9 September 2004.

The objective of the board is to provide an open and transparent system of oversight of such proposed appointments that will protect the public interest without placing undue barriers in the way of movement of people with experience and expertise between the public and private sectors. The code directs the board to reach decisions on applications before it on the basis of whether there is a clear conflict of interests. The board may approve the application or apply conditions to its approval. It is responsible for approving applications from civil servants who, upon resigning or retiring from the Civil Service, propose to accept an offer of appointment from an employer outside the Civil Service or an engagement in a particular consultancy project "where the nature and terms of such appointment or engagement could lead to a conflict of interest".

The Board has published Rules and Guidelines which have issued to all Government Departments/Offices. Departments/Offices are required to advise persons leaving or retiring from the Civil Service, of their requirements under the Civil Service Code of Standards and Behaviour.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

The development of the Government's Transforming Public Services (TPS) Programme built on the OECD Review of the Irish Public Service. As part of this Review, the OECD met with a large number of key stakeholders at political and administrative levels as well as representatives of the Social Partner pillars and academics. A major public consultation process was undertaken involving a media campaign, an invitation to the public, Social Partners and other interested parties to make submissions, and the facilitation of dialogue between the OECD and a Consultative Panel. The TPS Programme was in part developed by a Task Force whose members included representatives from the private sector.

The Prime Minister appointed a new Minister of State with responsibility for Public Service Transformation to strengthen the political leadership of the transformation programme,

A *Programme Office*, based in the Department of the Prime Minister, was established to support the Cabinet Committee on Transforming Public Services, Secretaries General, and public service leaders in the implementation of the transformation agenda. The Programme Office, working closely with Public Service Management and Development Division of the Department of Finance, is supporting organisations across the Public Service in their transformation efforts and is supporting the Government in driving, co-ordinating and monitoring progress in implementation.

Designated officials have been charged with supporting the change agenda within each of the *main sectors (health, education, justice, and local government*), and groups of officials, at an appropriately senior level, are taking an integrated approach across each of the strands of the transformation agenda on behalf of their individual organisations and the Civil Service.

In addition, a communication strategy for the Transformation Programme was developed. Accordingly, a website (*www.onegov.ie*) dedicated to the Programme, was established, and a newsletter (entitled 'ONEGOV') informing public servants at all levels about the Programme and encouraging their active involvement in it is distributed across the Public Service. The Programme Office organises briefings, seminars and conferences for public servants on a range of transformation related issues *e.g.* public procurement, re-designing business processes, HR etc

The Government has announced its plans to strengthen the capacity in the Public Service to deliver the transformation agenda. This includes the following:

- The establishment of the new Public Service Board that will comprise a majority of external members. Its role will be to advise the Government on further opportunities and priorities for transformation and efficiency, and on the capacity of the Public Service to lead change and to deliver a high standard of performance. It will inform the approach of the Government and Public Service management to the transformation process over the period ahead;

- The establishment of the Senior Public Service (SPS) encompassing, initially, the assignment and development of all Secretaries General and Assistant Secretaries and equivalents in Government Departments;

- Plans to make senior appointments (including a Chief Information Officer) to bring greater expertise to the leadership of change in the areas of e-Government and shared services are currently underway and job specifications for these appointments are currently being finalised.

As part of the Public Service Agreement 2010-2014, redeployment arrangements across the Civil and Public Service were agreed. These will include opportunities for re-skilling and re-assignment. The implementation of this Agreement is driven by a dedicated Implementation Body which is comprised of an independent chairperson, and 6 person – 3 nominated by Public Service management, and by the Public Services Committee of the Irish Congress of Trade Unions respectively.

Horizontal co-operation among ministries is facilitated by the Cabinet Committee on Transforming Public Services. It oversees implementation of the Transformation Programme, and is chaired by the Prime Minister. Its membership also includes the Minister for Education and Skills and the Ministers for Finance, Health and Children,

Justice and Law Reform, and Environment, Heritage and Local Government. The Minister of State with responsibility for Public Service Transformation was appointed in March to strengthen the political leadership of the transformation programme. A Steering Group of Secretaries General supports this work on implementation and monitoring of progress.

ISRAEL

What are the main implications of fiscal consolidation for service delivery in your country?

Responsible Fiscal Policy

Israel entered the recent period of global financial turmoil in a healthy position due to a few things: a stable banking sector, no local real estate bubble and no credit bubble like in many other countries. The government carried out responsible fiscal policy: decreasing expenditure and temporarily increasing the deficit. Due to the responsible and balanced government's act the service delivery has rarely changed.

Reform in the Israel Land Administration

The reform will transfer the ownership of the majority of built land in Israel from the State to the citizens, thus limiting the dependence of the public on the Administration.

The majority of Israeli citizens reside in buildings that were constructed on state-owned land, which they leased for many years. The basis for the reform is the transfer of ownership from the state to the citizens, for free or for a very inconsiderable payment in respect to the prices of private lands today. The reform is intended to end the dependence on the Administration when land is sold or changed.

The reform, designed to reshape the way in which land ownership is distributed, will enable the reducing of a large part of the bureaucracy that currently inconveniences private land owners wishing to build, sell or make changes in the property.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

"Aviv" Project for the computerisation of the Civil Registry, in collaboration with Hewlett-Packard Israel: an outsourced project for the computerisation of the Civil Registry (characterisation, development and the establishment of a computerised system). The project is funded by data service fees from various organisations and from regular payments provided by the Ministry of the Interior.

Land registry computerisation project: The Ministry of Justice has uploaded the land registry onto a computerised database through scanning. A number of private companies, as well as the postal service, developed interfaces that connects the database set up by the Ministry of Justice with the company website, thus enabling customers to print out reliable copies of the required land registry file from the web. Because a land registry document is only applicable if signed, the companies provide customers with a paid premium service in which the signed land registry document is sent directly to the customer's residence.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Open Knesset: A project developed by volunteers, who are aimed at making the activity within the Knesset (The Israeli Legislative Branch) readily accessible to the public. The website features detailed data regarding the Member's votes, proposed legislations, votes in opposition to party line, attendance at general assembly discussions and at committee discussions and so forth.

Guide-Star Israel: A website containing information regarding non-profit organisations. The website contains official data from the Non-profit Organisation Registry regarding all non-profits operating in Israel, as well as addition information added by the organisations themselves. The resulting database enhances the transparency of the activities of non-profit organisations and enables donors, volunteers, suppliers, clients and the general population to find information regarding the activities of various organisations. The website enhances the public exposure of all non-profit organisations regardless of size, encourages volunteering and strengthens collaborations between organisations.

Better co-ordinating with local governments

As part of the activity of the Ministry for Improvement of Government Services, a steering committee was formed with the objective of establishing patterns of co-operation with local governments. One of the committee's missions is to make strategic decisions for the advancement of accessible government services.

An initial co-operation is apparent in a number of aspects: a committee was formed, headed by the deputy accountant general (in charge of technology), with the objective of setting technological standards that would enable local government databases to interface with state-level service providers. In addition, it was agreed that the professional teams of the Accessible Government Unit and of the IT departments in local governments will join the steering committee on subjects that are relevant to local government.

Furthermore, as part of the "NAMAL" project (Civilian Service Point), a telephone answering service and a website will be established that would provide information regarding the entire government. A database regarding all government services will be provided for the telephone receptionists at the municipal call centers to enable them to provide information regarding central government issues. For greater efficiency, the central government call centres will be able to forward questions regarding municipal issues to the municipal centres.

Using e-Government and cutting red tape

Government Reform in Spatial Planning: Israel Government set goals of efficiency and quality in the field of spatial planning throw changes in Planning and Construction Law and the bureaucratic maintaining system. The reform cuts red tape both in planning & licensing procedures with various tools such as: make the process work in the digital zone (pre-rolling, online procedures and etc.), eliminate unnecessary bureaucratic burden ("one plan at one committee"), setting time limits to the bureaucratic phases and more. Issues like social interests, integrity, heritage and environmental benefits are also taking place in this reform.

Israeli Land Administration Reform: the goal – to privatise state owned lands that are held by private parties (a step that would raise the supply of apartments, lower home prices and simplify land bureaucracy).

Doing Business: A government resolution formed a cross-ministerial committee on the subject of Doing Business, headed by the General Director of the Ministry of Finance and comprised of General Directors from other government ministries and agencies. Following are two examples of projects advanced by the committee:

Accessible Permits – shortening the process of receiving building permits: the reform will enable the submission of building permit requests through the web portal, which will then be forwarded to the relevant planning committee out of the 120 local planning committees. The correspondence with government factors and with other factors (such as the Fire and Rescue Service, Israel Electric Corporation and so forth) and the replies will also be delivered through the web portal.

Shortening the procedure of starting a business – today the process involves the submission of four different requests to four government agencies: The National Security Institution, the Company Registrar, Income Tax and Value Added Tax. As part of the reform, a web portal will be built in which only one form will be filled and delivered to the relevant agencies. The replies will be delivered via E-Mail instead of regular mail.

Establishment of a CIO institution – in recognition of the potential of e-Gov services to simplify bureaucracy and shorten procedures, the Israeli Government decided upon the establishment of a governmental CIO, as a top authority regarding governmental computerisation. The CIO will be responsible for setting the computerisation policy for the entire government and for enforcing it. The CIO will be an influential factor capable of co-ordinating the activities of IT departments in the government ministries.

Please describe any specific policy initiatives to improve service delivery to specific population groups

Improvements in the level of service provided by The *Holocaust Survivors Rights Authority*:

- Being responsible for answering to the Holocaust survivors group, and with attention to the special characteristics of this group, the *Holocaust Survivors Rights Authority* has formulated a comprehensive long range plan with the goal of improving the service and strengthening the connection with holocaust survivors.

The principle on which the plan is based is the attempt to minimise the survivors' need to apply to the authority. This, by informing them through all possible means regarding the benefits they are entitled to and the method of realizing those benefits. Significant efforts are also directed towards simplifying the realisation of their rights.

Due to the advanced age and the medical condition of most survivors – a committee was formed for the purpose of improving the service to the survivors and limiting their need to apply in person.

Actions taken:

- Extending the activity of the information centre – it was decided that an improved and extended information centre will be established, one that would provide human assistance and back office services through a private concessionaire. In addition, for the enhanced efficiency of the centre and the assured professionalism of the service providers, the authority has formulated a through and professional instruction programme in order to successfully implement all relevant procedures.

- Providing a services voucher through a rechargeable card that is used as a credit card

- Discount on participation fees when purchasing medication
- Simplification of work procedures in the Authority: reformulation forms for compensation claims and bank account information regarding the Nazi Prosecution Invalids Act at the Authority website.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

Significant processes have been concluded for the assimilation of Performance Indicators in the annual planning practices of government ministries, and more are under way:

- The Governmental Planning Guide has been updated for greater focus on Performance Oriented Thinking in policy planning.

- For the first time, an all-governmental volume will compile the annual work plans of all government ministries, including their Performance indicators, and will be released to the public.

- The assimilation of a computerised follow up system in all government ministries will enable government officials to track, analyse and learn from the progressive implementation of annual work plans.

- The leading Ministry in this area – The Ministry of Industry, Trade and Labor – employs a computer system that supports the use of Performance Indicators down to the sub-unit level, and takes performance into consideration when determining wages.

How is information on performance integrated into strategic and political decision making?

Performance Indicators

Performance indicators are viewed as a management tool, while the responsibility for their assimilation lays on the Department of Policy Planning in the Prime Minister's Office.

Supervision is carried out to a certain extent by the by the Prime Minister's Office, but the Ministries are expected to supervise their own performance during and at the end of each year, in order to improve their planning capacities for the years to come.

We estimate that by the end of 2011, the assimilation of planning practices in the government will be complete and that in 2012 it will have the sound basis of a computerised system.

The Government Public Service Index will be published twice a year, and will include a comparison between the performances of various Governmental units in the public service quality. The comparison should produce an incentive for managers and policymakers units (Ministerial levels) placed on the service improvement agenda of the units, integrated into the work programmes as a central goal of government offices. The rating of the ministries, based on technological tools and organisational adoption, is also intended to incentivise the units to adopt these tools for improving government service. Meanwhile, the government headquarters unit is being established for customer service, as a central and professional authority, to help the ministries to promote the quality of service provided by them to the public.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

Public Participation site is a government initiative in improving government services to the public, in which the government invites the general public to an open discussion on its new reform bills. The discussion is part of an online forum that allows participants to express their views freely on legislative bills under government reform proposals, position papers and attach to vote "for" and "Against" sections and other issues. The site was launched 3 months ago. More than 4,000 users enter the site every month. Up to this point, the site received 3342 votes, and a similar amount of feedbacks.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- Making information available

- Fostering open and inclusive policy making

- Fostering integrity and transparency

- Improving service delivery?

A government resolution established a **ministerial committee for the improvement of government services** to the public and accessible governance on the basis of transparency, reporting, public participation and accountability:

- *Reporting and making information available***:** establishment of the Freedom of Information Unit in the Ministry of Justice. Among the unit's objectives are setting standards for proactive reporting and the enforcement of those standards. This, in order to creative an environment for public servants in which it is the standard to publish information proactively and not to withhold information from the public, as well as to provide central professional assistance to officers in charge of freedom of information in the various ministries. The proactive reporting will focus on a number of areas: a database of persons entitled to vehicle licenses, an information brochure on taxation rights for the elderly, and on making databases accessible to the public.

- *Data.gov.il Project*: a characterisation process is under way for a project that would make various databases accessible to the public, to businesses and to civil society organisations.

- *Fostering open and inclusive policy making*: the public participation website (shituf.gov.il) was founded a few months ago in order to receive reactions and comments from the public regarding processes of policy making – reforms and government resolutions with a high public profile and the potential for widespread effects, as well as legislation memorandums in the phase of public reaction. The site also enables users to comment on legislation proposals, and the comments are forwarded to the relevant professional departments.

- *Accountability* – The government of Israel is in the process of developing a government service index. The index will rank government agencies that provide services according

to input and output, and will enable the public to evaluate the activity of various ministries and ministers in the area of service to the public.

Have the related initiatives had any impact on building trust in government?

Those initiatives discussed above are all quite new while a visible and clear change in public trust towards the government is a long term process. Therefore, it is impossible to determine at this stage whether and how those initiatives have influenced the public and its level of trust towards the government. But it is reasonable to assume, according to accumulated international experience in this area, that the implementation and propagation of those initiatives is likely to improve public trust and approval of the civil service.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

A few initiatives were taken to reaffirm the core values of the public sector:

- **Equality Affirmative Action** – The Israeli civil Service Commission established a specific department which deals with promoting the status of a few special groups in the Israeli society: Department for promoting the status of women in the public sector, the status of Arabs, Druse and Circassian. The status of people with physical and mental disabilities, and people belonging to the Ethiopian community.

- **Ethics** – More extensive teaching of Ethics to managers and employees in the civil service in accordance with the principals of Ethics that were developed and adopted by the Civil Service Commission.

- **Quality and Excellence** – The Commission has also adopted methodology suitable to the civil service in the field of quality and excellence. For this purpose, a new chapter was added to the Civil Service Regulation Code, based on the principals of the European Foundation of Excellence.

- **Conflict of Interest** – The regulations which limit the handling of the prevention of suspicion of conflict of interest pertaining to civil servants including a declaration of property owned by the senior level of workers and preventing negative aspects which are prone to develop from employment of close relatives.

- **Senior Level workers** – Special periods of work (tenure) were established for the most senior level positions which added to the independent status of the grade.

- **Protection of disclosure of corruption** – New orders were published as to the matter of Revealing of corruption, to better protect them, which influenced the principle in civil Service.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address :

- Conflict of interest, post-public employment or the "revolving door" phenomenon?

- Transparency on interactions between the public and private sectors, for example in public procurement?

- Lobbying?

Ministerial Ethics

Visits Abroad: over the past year, a protocol that regulates procedures regarding foreign visits by ministers, deputies and spouses funded by non-governmental parties was formulated and published. It pertained to the party responsible for approving those visits that are funded by various organisations outside the civil service.

Governmental Ethics Code: discussions are held by a ministerial committee for the formulation of an ethical code for government members, headed by the minister of justice. The committee is charged with preparing and submitting to the government a suggestion for a comprehensive ethics code that would be upheld by ministers and deputy ministers. The discussions use the basis of a code proposed by a committee that was headed by former Chief Justice Shamgar. The emerging code will regulate the conduct of government members and of the organisations they are in charge of. Among other things, the code will include instructions regarding conflicts of interests, reception of gifts, patronage of non-governmental parties and restrictions following retirement.

Government assistance of NGOs

A process of revision, improvement and correction of government assistance tests for NGOs that would better uphold the principle of equality. Some tests were found to be flawed in their level of equality, some of which were already corrected while others are now in the process of correction.

Tenders

Regulations have been put in place to implement tender laws in higher education organisations, according to the Mandatory Tender Act.

A thorough and comprehensive amendment to the Mandatory Tender Act has been administered in all government ministries and agencies, an amendment that will enforce equality and improve competition.

"Cooling-off Period"

Extension: a legislation memorandum was disseminated regarding the extension of the requirement for a co-oling off period to law enforcement officers regarding those who were its subjects.

The Civil Service Code was amended with added instruction regarding the avoidance of conflicts of interest, mandatory reporting by civil servants and behaviour of civil servants towards retired persons during their co-oling-off period.

Enhanced enforcement: during the last two years the enforcement was enhanced both in the administrative aspect (so that more retiring persons are now required to apply to the committee) and in the criminal aspect, so that a number of investigations were opened against retiring persons who have allegedly broken the law.

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

The government instructed the Finance Minister to appoint a steering committee to recommend reforms for improvement and increasing efficiency in the processes related to Doing Business in Israel.

The committee established on June 2009 and includes members from relevant ministries and public economic bodies and from business organisations.

The committee examined two main processes of doing business in Israel: establishing a new business, including receiving the necessary permits and registering assets, and have already lead to improvement and increase their efficiency.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

Processes of organisational reform are accompanied by building consensus and training and support. In order to successfully implement advanced planning practices co-operation must be maintained with the various ministries. The establishment of such co-operation is a key part of the planning practices at the Prime Minister's Office.

The assimilation of work plans based on performance indicators is advanced in a number of methods:

- Training seminars, headed by the directors-general of the ministries, have been carried out in co-operation with consulting firms that are assisting the process of assimilation.

- The Quality of Service Indicators implemented and measured in co-operation with the directors-general of government ministries.

- In many government ministries, policy planning units have been established for the purpose of improving the strategic thinking capabilities of the ministries.

- For the second time in Israel history, the government will operate on a biannual budget, forcing all ministries to plan their policy two years in advance.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

There are initiatives in which government ministries apply for co-operation with other ministries in order to produce and implement a wide-ranging plan.

An example of such horizontal co-operation is the 5 year plan for the development of the Arab sector.

The plan strives to improve the economy of Arab municipalities in Israel. The plan focuses on four main areas:

- Occupational development.

- Housing and real-estate.

- Accessibility and transportation.

- Personal safety and improved enforcement.

For this purpose, the various ministries are working to establishing industrial complexes, business and industrial incubators, administration entities, professional training and retraining for university graduates and day care centres that enable mothers to work. In addition they address the improvement of tourism, the increased accessibility of public transportation and the enhancement of personal safety.

This initiative is advanced with the co-operation of a number of ministries in order to ensure its success: the Ministry of Finance, the Ministry of Industry, Trade and Labor, the Ministry of the Interior, the Ministry of Construction and Housing, the Ministry of Transportation, the Ministry of Internal Security, the Minister in charge of Minorities and others.

In order to promise its success, the plan is co-ordinated by the Prime Minister office.

ITALY

Session 1. Delivering public services in times of fiscal consolidation

The Italian approach to fiscal consolidation aims at bringing the Italian economy back to a financial sustainability path fostering simultaneously the growth potential of the Italian economy. Agreements taken at European level are thus honoured working both on expenses and revenue side also introducing structural reforms in order to enhance general competitiveness and growth through public sector productivity and efficiency. In particular, the latest corrective manoeuvre (Law n. 122 adopted by the Parliament on July 30th 2010 "Urgent issues for financial stabilisation and competitiveness") foresees that the overall public net debt will be reduced by 12,1 billion euro in 2011 and by around 25 billion euro in 2012-2013. The consolidation relies for around 2/3 on expenses reduction (namely through freezing civil servants salaries and curbing pensions expenditures, both in the private and the public sector) and for 1/3 on increase of revenues (mainly through reduction of tax elusion and evasion); simplification and liberalisation measures, aimed at changing deeply the business and public administration relationship and cutting administrative burden as well as favouring e-Government policies are also established.

In order to improve service quality, the Ministry for Public Administration and Innovation has launched several initiatives aiming at increasing users choice and engaging citizens in co-evaluation of services. Based on public/private partnerships, citizens can have easier access to public services (passports issuing, payment of social security contributions and insurance, etc.), through the retailing network of existing service providers, such as post offices, tobacco shops, banks, distribution centres (malls), etc. (*e.g.* the "Friendly Networks" initiative). Co-evaluation of quality services is carried out in partnership with the civic national association Cittadinanzattiva, with the aim of promoting a wide participation of citizens (users) in assessing public services (the "Civic Evaluation" initiative launched in 2008 by the Department of Public Administration DPA).

Cutting the red tape is pursued through a multi-year administrative burdens measurement and reduction programme ("taglia-oneri") that includes cost-cuttings, structural simplification and administrative processes streamlining to reduce costs and burdens by 25%. Burdens reduction is also pursued with the engagement of citizens via an online consultation which allows to collect comments and proposals directly from users (citizens, administrations, businesses) through an online questionnaire ("Burocrazia: diamoci un taglio!" started in November 2009)

Furthermore, Italy's agenda for simplification foresees a) the extension to local level of government (regional and local bodies) of the criteria and methods used to measure and reduce the administrative burdens at central level; b) specific measures to simplify life for small and medium size enterprises. In particular, simplification and liberalisation measures, aimed at changing deeply the relationship between businesses and public administration and at cutting administrative burdens, were established by the corrective manoeuvre approved in July 2010 (Law 122/2010): Certified notice of commencement of business (Segnalazione certificata di inizio attività – SCIA) and targeted simplification of compliance for small and medium enterprises. With this regard, and in line with the Small Business Act adopted at European level, an important innovation is the introduction of the principle of proportionality in administrative compliance requirements. The new criteria for

simplifying the regulations for small and medium enterprises are the following: proportionality in relation to the dimension, the field of activity and the need to safeguard public interests; elimination or reduction of unnecessary or un-proportionate procedures; digitisation; extension of self-certification and certifications of qualified technicians and agencies for the enterprises; co-ordination of controls.

In order to get a clear idea as to what are the priorities and possible solutions available, stakeholders are directly involved in the process.

Inter-governmental co-ordination among different levels of administration is essential to ensure that the improvement of public services quality and efficiency is spread at all levels. Co-operation agreements have been signed by DPA with other ministries and with local administrations (regions, provinces and municipalities) within the e-Gov 2012 Plan that aims at improving services, making them more effective and less expensive through the use of e-Government. The Plan, that has been recently updated, focuses on specific sectors (Health, Justice and School & Universities) that are more "sensitive" and can benefit more of cost savings and service improvement through e-Gov.

Specific initiatives have also been set to improve the service to specific population, such as immigrants, working mothers and children with serious diseases. The "Immigration Friendly Line" is a new phone and free information service and multilingual support, addressed to Italians and foreign nationals on the topic of immigration, in particular on domestic matters, residence permits, citizenship, resolving practical problems. The Initiative Nido PA aims at reconciling work and family life for civil servants through the increase of childcare services at the workplace in central and local public administrations. Finally, children unable to attend school for serious health reasons can access e-education during their stay in hospitals through the "Smart inclusion" initiative that is being progressively expanded after a pilot phase. Further information is available on *http://www.co-operationlab.it/*.

Session 2. Towards a more effective and performance-oriented public service

The Public administration reform package adopted at the end of 2009 (Decree n.150) consists of a comprehensive review of the performance management system with the aim of improving labour productivity as well as efficiency, effectiveness and transparency in the public sector.

In order to facilitate the implementation of the new performance management system, the reform sets up a new central body, the Commission on Evaluation, Transparency and Integrity (CIVIT). At the same time, within each administration, independent evaluation bodies must be established.

The Reform foresees, as from 2011 for Central Government, the adoption of Multi-annual Performance Plans and Performance Reports. Through the performance plan and reports, performance information is fully integrated with the strategic and political decision making. Also, within the reform of the State Budget, performance information is used in the budget decision making process.

Citizens and service users are seen as key players in the reform strategy. To improve quality public service delivery, the government approved the legislative decree n.198/2009 establishing that, when services standards are not complied with, citizens and companies may take collective action suit against the relevant public administrations and public service providers. When successful, these collective action suits enable the citizens and business to demand public services to be provided in compliance with quality standards regardless of the nature, whether public or private, of the entity providing the service.

Another dowel contributing to a more effective and performance-oriented public service is the e-Gov 2012 Plan. This plan defines a number of broader priorities geared at enhancing relationship between citizens and public entities. For example; improving transparency and efficiency within public administration, the development of the Public Connectivity System (SPC) and the digitisation of the educational, health and judicial systems:

- Schools and University: Now more than ever, schools are looking for more advanced teaching tools. Some of these include: the digital blackboard and the digitisation of all paper registers as well as books. In addition to this, an effort to optimise and simplify communication between all parties involved, such as parents, teachers and/or administrative offices, has been made and as a result two new portals are now available: . "Scuolamia" portal: *http://scuolamia.pubblica.istruzione.it* and "Innovascuola" portal: *http://www.innovascuola.gov.it*. Concerning the university system, current plans contemplate a wider WIFI coverage (up to 80%) and the possibility to provide each student with a personal electronic transcript and the possibility to communicate with the academic structure via certified email system. Further information is available on *http://www.ict4university.gov.it.*

- Justice system: plans to digitalise law suits, either civil or criminal, are under way in the following areas: Administrative, Accounting and Ordinary. The result is that all data are easily accessible to all parties involved, whether lawyers and judges and their staff with high standards of security.

- Health system: some specific projects in the health area well under way include the digitalisation of the doctor-patient relationship, such as online prescriptions and medical certificates and the electronic health-care record (*e.g.*, e-health records, digital prescriptions and medical certificates). To overcome the problem of long waiting times, an on line booking system is to be set up at an inter-regional level.

  Finally, new initiatives have been implemented to improve customer satisfaction and increase public administration responsiveness:

- "Show your face", started in March 2009, allows citizens to express in real time their level of satisfaction with the delivery of service. Citizens can provide their feedback on service delivered through different channels (face to face, web and telephone) and an emoticon scale: if the citizen is dissatisfied, he/she is asked to select a specific reason. First results indicate some of those administrations involved followed up customer complaints with tangible improvements. In addition some also adopted the opinions of users as a benchmark to reward staff responsible for the service delivery.

- The establishment of a "Friendly Line" (Linea Amica) that enables citizens to get help and guidance on administrative matters, and be called back if the problem cannot be solved instantaneously. "Linea Amica" serves also as a contact centre to collect complaints for bad service and the provision of the evaluation for specific interactions with the Public Administration.

Session 3. Promoting open and transparent government

The Italian public sector reform sets new standards and promotes a global framework for transparency, aiming at fostering a citizen-centered form of control. The reform package foresees compulsory Multiannual Transparency Plans to be adopted by each administration and Annual Transparency Days are two new instruments to promote (as from 2011). A total disclosure approach has been adopted also through the so-called "Transparency Operation", a legal-based initiative providing citizens with online information on proceedings, tenders,

evaluation, absences, remuneration for consortia and companies in which the State has a shareholding, assignments for consultants and external freelancers. Information on remunerated assignments to civil servants, secondments, salaries, Curricula Vitae, e-mail addresses and contacts of managers and secretaries at municipal and provincial level.

An undergoing legislative initiative concerns the introduction of the "Charter of duties of the Public Administration" - [Carta dei doveri della Pubblica Amministrazione]. In the framework of the principles stated in both the Italian Constitution and the EU legislation, such as transparency, simplification, accessibility and timeliness, the Charter is meant to provide a systematic legal framework on the duties of the public administration based on citizens and businesses' rights that shall be enforced also through the strengthening of public manager accountability.

Furthermore, the Anti-Corruption Law decree under discussion provides for the following measures:

- A National Anticorruption Plan, co-ordinating all anticorruption measures adopted in each Ministry;

- An Observatory on corruption enabling a more faithful and accurate analysis of the phenomenon;

- Transparency, simplification and reduction of costs particularly with regard to procurement.

In this framework the DPA, as National Anti-Corruption Authority, has started to promote agreements with regional authorities to boost anti-corruption and simplification measures in the PA.

Final plenary session. Strategies for implementation

A bold communication strategy has been implemented by the Ministry for Public Administration and Innovation to build consensus around the reform agenda focussing on the different initiatives. A web portal of the reform has been set up in order to inform citizens and civil servants of the implementation progress. Online public consultations have been carried out during the decision making process of the above mentioned Reform package.

The implementation phase of the reform (as regards performance management and transparency plans) is supported by the reward of best practices and the support to pioneers in order to overcome cultural resistance and foster co-operation (*E.g.* Initiative "Premiamo I Risultati"). Partnership agreements are signed either directly with Ministries, and main National Institutions or Agency such as the National Audit Office (Corte dei Conti) or the Social security Agency (INPS) or with local government associations (ANCI for communes and UPI for provinces). Bilateral agreements are also signed with the Regions. Moreover, in support of the key-actors of performance management in Ministries and Agencies at National level, a comprehensive training and exchange of best practice programme is being established, mainly via the National School of Government and Formez (In-house training centre of DPA).

Finally, measures have been taken to promote innovation in the PA and in other sectors. The National Award for Innovation rewards innovation best practices in industry and services, design, Public Administration, universities and the tertiary sector. The prize is meant to support the best innovation capacities and enhance their value on a National level, furthering the cause and culture of innovation.

Horizontal co-operation among ministries has been successfully promoted through e-Government bilateral agreements which are now being implemented and which will allow to achieve great improvement in performance and service delivery in key sectors such as school, health and justice.

JAPAN

Session 1.   Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

Based on the Cabinet decision concerning "Budget Formulation Reform" in October 2009, the National Policy Unit published guidelines on the substantiality of information disclosure about budget execution and that for budget monitoring/promotion of efficiency teams (published this March), followed by the establishment of budget monitoring/promotion of efficiency teams in each agency. These will be followed up through meetings of the team leaders in the future.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

- Partnerships with the private sector

- Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

- Better co-ordinating with local governments

- Using e-Government and cutting red tape

In order to realise a society where vigorous economic activities evolve through opening up the areas that have been dominated by the government sector to the public and encouraging parties such as citizens, businesses and NPOs to provide detailed services that can meet various public needs in an efficient manner, "New Public Commons" roundtable has been held since January 2010 and the Declaration of "New Public Commons" was made in June. Based on this declaration, as well as the timetable for "the New Growth Strategy" decided by the Cabinet in line with the "Government Actions" agreed at the roundtable, the government will steadily implement measures to facilitate the participation and co-operation of various parties on the social problems that the government cannot solve by itself.

The Strategic Headquarters for the Promotion of an Advanced Information and Telecommunications Network Society (IT Strategic Headquarters), which is set up in the Cabinet, has taken the initiative in undertaking to achieve an electronic administration. Based on "The Action Plan for Expanding On-Line Use" decided by the IT Strategic Headquarters in 2008, we have intensively implemented necessary measures such as enhancing the merit of using online services for about 71 priority procedures with high rates of use by citizens and businesses and increasing the convenience for the public of these procedures. Also, to enhance the convenience of citizens and to make government procedures more transparent, the government has been focusing on undertaking to expand the use of online services for administrative procedures through publishing and disseminating an electronic administration, to understand the opinions and requests of users and to realise a one-stop service by utilizing a comprehensive portal site for e-Government. So far, most of the government's administrative procedures used by citizens and businesses

have been available online (92% of all the procedures were online at the end of fiscal year 2008). Furthermore, "A New Strategy on Information and Communication Technology" was decided in May 2010. One of its priority measures is delivering a citizen-oriented electronic administration. Under this measure, we have worked out policies to improve administrative services such as improving on-line access to such services, providing certification issuance through on-line and further releasing administration-held information.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

Basic Act on Public Services

The Basic Act on Public Services was established in 2009 from the viewpoint of the necessity to implement measures on public services through determining their basic ideas and the responsibilities of national and local governments along with clarifying the basic considerations of public services.

The Act emphasizes the following points: certain, efficient and appropriate implementation of safe and good quality services should be respected as people's rights on public services. National and local governments should make information on public services public in a proper fashion to ensure transparency in the decision-making process and to reflect voices from the public on implementing public services. It is necessary for governments to review measures on public services continually based on public opinions.

Government Revitalisation

From the viewpoints of the public, in order to revitalise the functions administrated by the central government, as well as the state budget and institutions, and to review the roles of the central government, the local government and the public sector, the Government Revitalisation Unit with the Prime Minister as the chairman was established by a Cabinet decision in September 2009.

Policy Evaluation

In May 2010, the government revised the system, including revising the Cabinet Order for the Enforcement of the Government Policy Evaluation Act, and obligated each administrative organ   to carry out ex-ante evaluations and ex-post evaluations of policies pertaining to special taxation measures related to the corporation tax, etc. Also, the government has formulated the "Guidelines for Publication of Information on Policy Evaluation" in order to fulfil the requirement of accountability to the public.

How is information on performance integrated into strategic and political decision making?

The Programme Review, by the Government Revitalisation Unit, has revealed the budgetary processes and promoted administrative transparency dramatically through open discussions, the introduction of external experts and assessment from the viewpoint of budget execution. The Programme Review has contributed to reducing expenditure and ensuring revenue through scrutinizing the activities of government-affiliated corporations and so on, obtaining a major success. Moreover, in order to introduce the Programme Review to all ministries, the Programme Review of Entire Public Activities (PREPA) has

been promoted so that all ministries could thoroughly figure out their budget expenditure and reflect the results of those reviews into their budget requirements.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

"The New Growth Strategy" targets raising the "New Public Commons" participation rate from 26% to about 50% by FY 2020 by opening up the areas that have been dominated by the government sector to the public and building a system where parties such as citizens, businesses and administrative agencies support each other. Establishing a society where parties such as citizens, businesses and NPOs provide detailed services which are difficult for public sectors to provide and which can meet various public needs in an efficient manner will improve people's satisfaction and well-being and possibly result in the reduction of expenditure.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- Making information available.
- Fostering open and inclusive policy making.
- Fostering integrity and transparency.
- Improving service delivery.

The "Act on Access to Information Held by Administrative Organs" (effective April 1, 2001) and the "Act on Access to Information Held by Incorporated Administrative Agencies" (effective October 1, 2002) provide for the right to request the disclosure of administrative documents held by the administrative organs and Incorporated Administrative Agencies (including government-affiliated corporations and government supported organisations), from the viewpoint that the government should increase its accountabilities to the people.

In the Programme Review by the Government Revitalisation Unit, the following methods are adopted for judging the necessity of projects, the effectiveness of managing projects and the efficiency of their system:

- To make the budgetary process transparent for the public, by creating programme sheets and disclosing them.
- To make a zero-based review of the budget (projects), with screening by external experts of the authorities in the private sector.

In this way, the Programme Review, by the Government Revitalisation Unit, has revealed the budgetary processes and promoted administrative transparency dramatically through open discussions, the introduction of external experts and assessment from the viewpoint of budget execution. The Programme Review has contributed to reducing expenditure and ensuring revenue through scrutinizing the activities of government-affiliated corporations and so on, obtaining a major success. Moreover, in order to

introduce the Programme Review to all ministries, the Programme Review of Entire Public Activities (PREPA) has been promoted so that all ministries could thoroughly figure out their budget expenditure and reflect the results of those reviews into their budget requirements.

Have the related initiatives had any impact on building trust in government?

In order to examine what administrative transparency should be, since April 2010 the Minister of State for Government Revitalisation has held "Administrative Transparency Study Team" meetings that consist of the State Minister as a chairperson, Parliamentary Secretaries of related ministries and experts. The team has been examining what the information disclosure system should be.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

In 2009, from the viewpoint of the necessities of establishing the basic philosophy on public services, clarifying the responsibilities of national and local governments, and promoting measures on public services by defining the basic matters for measures on public services, the "Basic Act on Public Services" was enacted.

Particularly, in the implementation of public services, it provides that certain, efficient and appropriate implementation of safe and good quality services should be respected as people's rights on public services. It also provides that ensuring people can smoothly engage in daily and social life under healthy living conditions should be assumed as a principle.

Moreover, it provides that the responsibility of national and local governments and the obligation of the persons engaged in the implementation of public services should be defined. It also provides that consideration for the implementation of public services and establishment of the working environment of the persons engaged in the implementation of public services, including clarification of roles and responsibilities where public services are entrusted as well as reflection of opinions of the public, should be defined as basic measures of national and local governments.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address conflict of interest, post-public employment or the "revolving door" phenomenon?

Personnel exchanges between government organisations and private enterprises are conducted based on the "Act on Personnel Exchange between the Government Sector and Private Enterprises" (Act No. 224 of 1999). The purpose of the system is to develop human resources. The Criteria of Personnel Exchange, which prescribes by a National Personnel Authority Rule the criteria for exchanging personnel between the government and the private sector, was recently revised in August 2010.

In concrete terms, before the revision, the Criteria of Personnel Exchange did not allow personnel exchanges between government organisations and private enterprises over which the government office of the exchanging official has jurisdiction, at the Deputy Director-General level or higher.

Due to the revision, such personnel exchanges have become possible for Deputy Director-Generals, unless the minister's secretariat or the bureau, etc., of the exchanging

official has jurisdiction over the private enterprise with which the exchange might take place. As a matter of course, the government official who is seconded to the private enterprise is expected to resume a government position in order to return the outcome to the government acquired through the secondment.

At any rate, restrictions have been retained concerning personnel exchanges that involve officials at the Director-General level or higher, considering the responsibilities of their duties.

In addition, personnel exchanges that involve examiners at the Japan Patent Office also became possible, as long as the exchanges meet the required condition of upholding fairness in the public service.

As supplementary information, Article 103, Paragraph 1 of the "National Public Service Act" prohibits national public employees from holding executive positions in profit-making enterprises, etc., or operating any profit-making enterprises on their own, although there are exceptional cases where a concurrent engagement operating a business is allowed under the approval of an appointer. This is a provision to prevent concerns about concurrently holding the two positions, such as the neglect of primary public duties and the hindrance of the fair execution of duties due to a conflict of interest between the officials' public duties and their engagement in profit-making enterprises.

Final plenary session. Strategies for implementation

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

From the viewpoints of the public, in order to revitalise the functions administrated by the central government, as well as the state budget and institutions, and to review the roles of the central government, the local government and the public sector, the Government Revitalisation Unit with the Prime Minister as the chairman was established by a Cabinet decision in September 2009. The Programme Review, by the Government Revitalisation Unit, has revealed the budgetary processes and promoted administrative transparency dramatically through open discussions, the introduction of external experts and assessment from the viewpoint of budget execution. The Programme Review has contributed to reducing expenditure and ensuring revenue through scrutinizing the activities of government-affiliated corporations and so on, obtaining a major success. Moreover, in order to introduce the Programme Review to all ministries, the Programme Review of Entire Public Activities (PREPA) has been promoted so that all ministries could thoroughly figure out their budget expenditure and reflect the results of those reviews into their budget requirements.

Under the "Basic Act for National Civil Service Reform" enacted and put into effect in 2008, we are working on comprehensive civil service reform such as the recruitment and development of diverse human resources, the promotion of personnel exchanges between the public sector and the private sector and the thorough implementation of the merit system so that public officials can improve their abilities and fulfil their duties with responsibility and dignity from the viewpoint of citizens.

KOREA

What are the main implications of fiscal consolidation for service delivery in your country?

In Korea, "fiscal consolidation" refers to balanced budget implementation through improved efficiency and transparency in fiscal management, and aims to reduce national debt and manage appropriate delivery of social services such as the welfare system.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Today, Korean society has many problems that the government alone cannot deal with. To solve these problems, the civil community and the Korean government have been making collective efforts toward building a private-public partnership and to create a productive co-operation model in the fields of environment, welfare, culture and local autonomy.

The partnership between the government and private sector has led to a number of meaningful cases in terms of improving public services, quality of life and national competitiveness, as well as solving conflicts, stimulating local economies, and achieving sustainable development.

In accordance with the 'Assistance for Non-Profit, Non-Governmental Organisations Act', the Korean government respects Non-Profit Organisations' (NPO) activities while trying to encourage them to take part in activities to promote the common good by using their creativity and expertise. If an entity meets certain conditions of the Act to be considered as a civil group, with the purpose of pursuing public interest rather than profit, it can register itself as an NPO with the government, thus can apply for subsidies for public-interest activities.

The Korean government endeavors to introduce legislation that will help promote volunteering and donation and expand the foundation of the civil community; such as the 'Official Information Disclosure Act' and 'Administrative Procedures Act'.

Moreover, many experts from NGOs are working as members of committees or advisory bodies of the government and local governments, have made increasing efforts to encourage citizens to participate in policy-making process by issuing regulations.

Better co-ordinating with local governments

In an effort to realise mature local autonomy, the Korean government has strived to deliver better public services by introducing user-friendly policies such as simplifying the seal registration system and introducing e-ID cards, while strengthening capacity of local governments by reforming the local administration system and improving the service classification system.

Meanwhile, central and local governments have established a platform for co-operative communications so that the nation and the provinces can grow together. For instance, the government has introduced 4 major local consultative councils; Governors Association, National Association of Mayors, Association of Councils of 16 Regional Governments, and Association of Councils of 228 Local Governments.

Using e-Government and cutting red tape

The Korean government has pushed for phased informatisation of Korea with mid- and long-term national informatisation strategies. As a result, the business process of public officials has been improved by Business Process Reengineering (BPR). Efficiency and transparency of the process have also been promoted, and on-line and real-time delivery of public services has been realized.

Establishing an information network where government agencies can share information, means that fewer documents are required; as a result, more on-line civil services have become available, enabling the Korean government to provide its citizens with quality public services.

Based on these achievements, the Korean e-Government is now considered "best" by the international community, taking the first place in the 2010 UN e-Government Survey.

Please describe any specific policy initiatives to improve service delivery to specific population groups

Under the catch phrase "To care for the low-income group, to increase the middle-class population", the Korean Government has taken the following actions:

- *Realizing welfare through work* such as stimulation of the economy, advancement of the service industry, green growth, and development of the new growth engine,

- *Securing of the social safety net* such as lowering living costs of low-incomers, increasing financial support for the low-income group and protecting the disabled, elderly and other economically and socially vulnerable people,

- *Diffusing the sentiment of sharing* such as spreading the sense of "noblesse oblige", encouraging donations by citizens, and promoting corporate contribution to society.

For a specific example, the Korean government introduced the Micro Credit system where low-incomers who cannot use institutional financial companies can lend initial and operating expenses without securities, and exempting families with more than three children from car acquisition and registration taxes.

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

Performance management in the governmental sector means to present missions, vision, mid-and long-term goals, annual goals and performance indicators of each agency and to manage the processes and results of activities in terms of cost-effectiveness, efficiency and effectiveness.

Performance management in the governmental sector consists of four parts: planning, implementation & inspection, evaluation, and feedback.

Planning

Since the year 2007, Central administrative agencies have come up with a 5-year "Performance Management Strategy Plan" that presents their mission, vision, strategic objectives and 5-year performance goals, as well as a "Performance Management Implementation Plan" that shows their annual performance goal, activities and performance indices for the goal.

Implementation & inspection

Central administrative agencies have pushed for their policies through efficient distribution of resources and have examined implementation of the policies to achieve their goals. In particular, when it comes to major policies that have significant impact on society, they have identified and managed inspection items of the policy quality management manual for each policy phase, namely, planning, implementation, output, outcome and application-to prevent policy failure and enhance quality of policies.

Evaluation

Central administrative agencies devise an evaluation plan in April every year under which they review the year's performance from January to March the following year. In the meantime, the Prime Minister evaluates policies which require continuous follow-ups within the government, those involving several government agencies and those on pending issues.

Feedback

If the review results show any problems, heads of central administrative agencies can take measures to solve the problems or audit their internal units. In addition, the heads review performances of fiscal activities on which a certain amount or more of the budget was spent, by using a checklist of each activity every three years in accordance with Fiscal Activities Self-Evaluation system; they then cut down the budget for activities with poor performance, if there are any, by more than 10%. Moreover, they grant their internal units differentiated organisational autonomy such as the authority to expand their personnel or to change their table of organisation based on the review result.

In addition, the review result of an activity can affect the assessment of a person in charge of the activity.

Figure 1. The Performance Management System
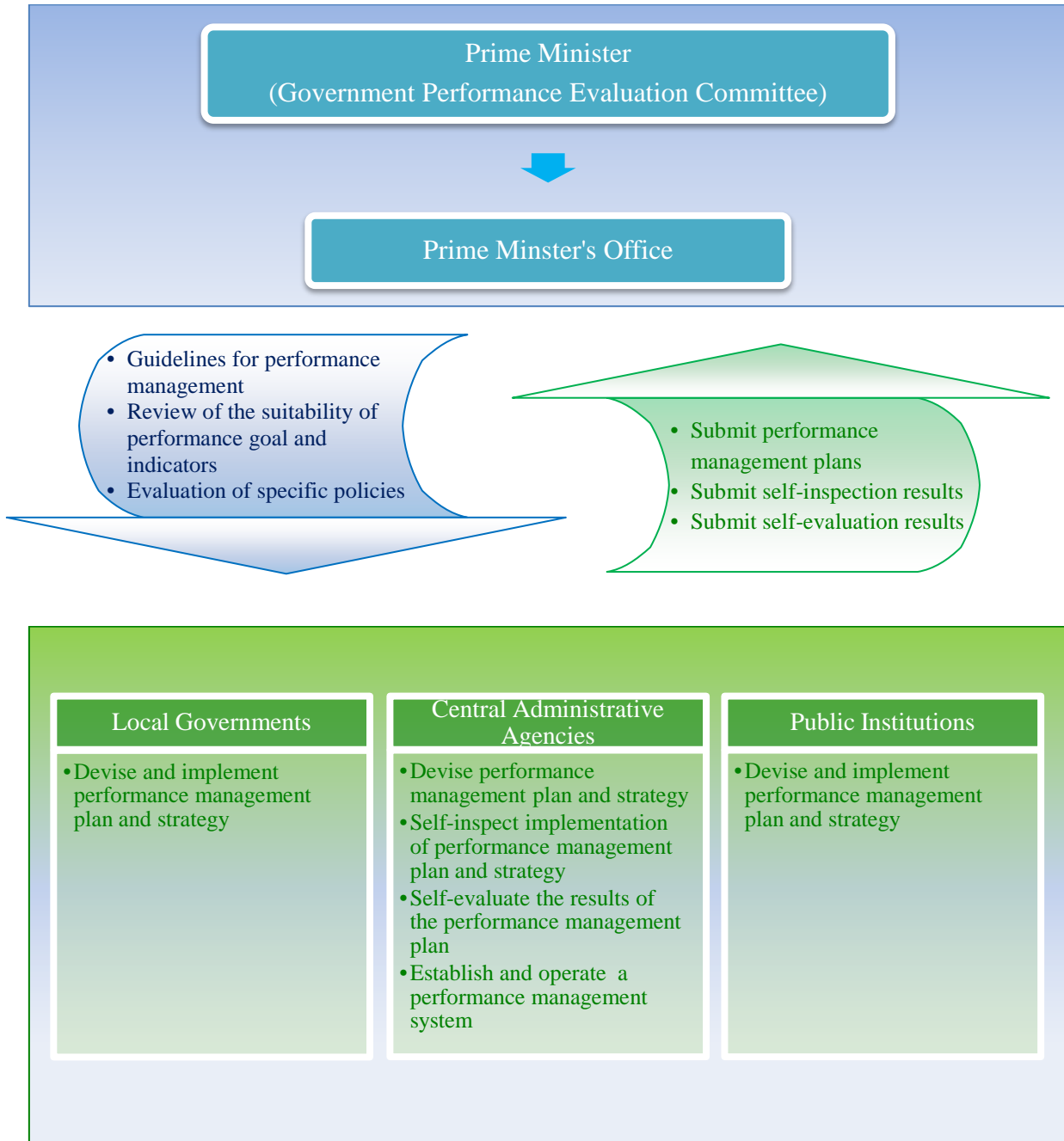
How is information on performance integrated into strategic and political decision making?

When deciding on a policy, the government collects information on performance from government performance evaluation results, several kinds of audits, cautionary notes from parliamentary inspections of government offices, and media coverage.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main

benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

At the advent of "the era of policy prosumers", citizens submit proposals on policies through government websites such as the Civil Proposal System. Meanwhile, the government takes different opinions through the participation of government committees, advisory councils, as well as citizens, experts, civic groups and policy demanders in the decision-making process

As a result, communication between the government and the public has become more active, and policies that directly benefit the public have been implemented. Furthermore, in local governments, citizens can participate in budgeting under the System of Civil Participation in Budgeting. This system was first introduced by Gwangju Metropolitan City in 2004, and 102 out of 244 local governments have adopted it within the past 6 years.

In summary, the participation of citizens in all processes of public services has promoted better communication between citizens and the public sector on major pending issues in the government and has increased the public satisfaction level on government policies.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- Making information publicly available.
- Fostering open and inclusive policy making.
- Fostering integrity and transparency.
- Improving service delivery.

The Korean government enacted 'Official Information Disclosure Act' in 1996, which entered into force in 1998, in an attempt to expand the public's right to know, and to enhance the transparency in government affairs. Every citizen has a right to request government agencies, local governments and public organisations to release official documents that they prepared and are in charge of. Moreover, certain important information such as detailed statement of budget execution is revealed regularly, in accordance with the extent, period, timing and method each public agency has announced in advance.

In pursuit of an open decision-making process, several committees, advisory councils and meetings allow citizens to join and reflect their opinions in the decision-making process.

Have the related initiatives had any impact on building trust in government?

Under 'Official Information Disclosure Act', it is possible to realise an open and transparent government by providing extensive and accurate information on government affairs, thus enabling the government to gain the public's trust.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

Recently, Korean government emphasizes 'a fair society'. A fair society means a society where fair opportunities are given to the public at the beginning and in the process of their social life, and where every individual is responsible for the consequences; individuals' freedom, personality, diligence and creativity are encouraged.

Due to rapid economic growth, Korean society has witnessed relative poverty, lack of accountability and rampant individualism; however, the government is doing its best to realise a fair society in Korea by introducing moderate and practical policies for low-incomers such as the Life Sympathy Service.

The government has carried out regulation reforms to stimulate the economy, job creation measures tailored for people with different incomes, and a win-win policy for small and mid-sized enterprises and conglomerates.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address:

- Conflict of interest, post-public employment or the "revolving door" phenomenon?

- Transparency on interactions between the public and private sectors, for example in public procurement?

- Lobbying?

Post-public employment: Revolving-door effect

The Korean government has tried to establish good ethics among public officials in order to secure fair execution of official duties and prevent conflicts of interest between the public and private sectors. As part of this effort, the government introduced the "Retired Public Officials' Employment Restriction System" in 1981 under which retired public officials are restricted in obtaining a job in private companies relating to the duties they executed before their retirement.

In February, 2009, the government amended 'Enforcement Decree of the Public Service Ethics Act' in order to ease the restriction on post-public employment of contract public officials who worked in the private sector before entering the public sector, so that competent workers in the private sector can easily join the government agencies.

Transparent interaction between the public and private sectors

As for public procurement, the government introduced the e-Procurement System in September, 2002, in order to achieve a transparent public procurement. Since May, 2010, it has pushed for the "e-Procurement Renovation Project". For example, the government set up the fingerprint identification e-bidding system to prevent illegal proxy bidding, and it forbids unqualified companies, such as those with history of suspension of business, revocation of license or shutdown of business, to bid.

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

The Korean government has made ceaseless efforts to secure voluntary activities of the civil community, and 'Assistance for Non-Profit, Non-Governmental Organisations Act' is one of those efforts. The Act prescribes:

The central government and local governments should respect non-profit civil groups' own scope of activity and try to help them use their creativity and expertise and participate in public-interest activities.

As a result, the government and civic groups have developed in a horizontal and equal relationship.

Korean Non-governmental organisations (NGOs) have strived for legislation that can improve the capacity of the civil community. Their reform movements have led to changes of policy in a variety of fields, and eventually to enactments or amendments of several acts on political reform, gender equality, anti-corruption and release of information.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

In Korea, central and local governments are pushing for self-management of innovation. The Ministry of Public Administration and Security has also carried out reforms in the public sector by playing a supporting role, such as identifying and diffusing best practices of public agencies.

In Addition, the government is dealing with the resistance from the public sector against the cultural changes by instructing public officials in current government affairs.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

Although the Korean government has reorganized its structure into larger ministries and agencies in order to remove invisible partitions among ministries and agencies, due to the increase in complex administrative demand, it is necessary for them to co-operate with each other in implementing policies.

To that end, the government is pushing for a new policy where ministries and agencies with similar functions sign MOUs (Memorandum of Understanding) in the fields where they can identify and clarify their official duties for improved their policy efficiency. For example, the Ministry of Land, Transport and Maritime Affairs, the Ministry of Environment, and several local governments have signed an MOU to build a low-carbon green city.

Furthermore, the Korean government has introduced the "Total Personnel Expenditure System", aimed at flexible operation of government bodies through efficient use of budget and flexible table of organisation and remuneration. Under the system, government bodies can change their table of organisation up to deputy director (Grade 5) level, expand their staff within 3% of the total number of staff, and create new team units with the limitation of

their total personnel expenditure. In addition, they can allot some of their personnel expenditure to performance-related pay by adjusting allowances.

LUXEMBOURG

In its inaugural speech of 29 July 2009, the Luxembourg Government stated that it had decided to continue to modernise the central government during the 2009-2014 period through a series of reforms aimed at increasing its quality, effectiveness and transparency. On this basis, a framework for action was prepared comprising a series of measures to reform service delivery and improve the quality of public services, in particular in the field of e-Government, administrative reform and administrative simplification.

With regard to e-Government, the initiatives launched since then are primarily aimed at enabling all citizens, companies, schools and administrations to participate in the information society by ensuring their access to Internet and new technologies so that they can gain access to the knowledge that they need, while strengthening social cohesion and taking into account the goal of social integration.

In this regard, the current Government has been focusing primarily on two large-scale projects, *i.e.* the gateway *Guichet Unique* ("One-Stop Shop"), which has some 7 500 visitors per day, and electronic document management. There is also a broad range of electronic services currently being provided on some 125 Internet sites. Alongside various electronic portals already launched since November 2004, other innovations comprise the introduction of the biometric passport including photos and fingerprints, electronic income tax returns and the launching of the site *eLuxembourgensia* centralising all of the digitalised documents in the National Library.

With regard to the action plan for administrative reform, the initiatives are aimed at promoting a "culture of quality" and helping to improve the quality and performance of government. The main projects currently being developed and implemented by the Civil Service Department are focused on three fields, *i.e.* management through quality, management of relations with users and the involvement and motivation of staff.

With regard to management through quality, the CAF programme (Common Assessment Framework) enables administrations to conduct self-assessments in a very short time so that they can have an internal diagnosis of their strengths and the areas for potential improvement.

The assessment of user/citizen satisfaction can be illustrated primarily by the opinion surveys conducted by TNS-ILRES, which are aimed at providing information on the individual and overall image of public services, the development of a generic and methodological framework for implementing service charters and the development of guidelines for improving the quality of telephone help-line services within departments, administrations and services.

With regard the involvement and motivation of staff, mention should be made of the steps being taken to define an ethical framework for the civil service in the form of a code of ethics, to define training plans and identify training needs in government, to strengthen behavioural, social and human relations skills and to organise teleworking.

Lastly, administrative simplification is one of the Government's priorities. A National Committee for Administrative Simplification (CNSAE) was established on 16 December 2004, aimed primarily at achieving a substantial reduction in the administrative burdens imposed by the existing legislation. Among the measures taken, mention should be made of the harmonisation of public consultation procedures, the reduction in the time taken by authorisation procedures and a broad range of measures targeting individual legislative and regulatory provisions in fields such as municipal land-use planning, urban development, nature protection, government procurement and the transport and management of waste. In this regard, of the 85 concrete initiatives that the CNSAE had announced in its action plan, 52 have already been implemented and 19 are currently in progress.

Alongside the reform measures described above, the Government has also undertaken an ambitious programme to implement a more fundamental reform of the Luxembourg Civil Service in the field of salaries and the regulations governing staff. The main objectives of this in-depth reform are, firstly, to modernise the functioning of Luxembourg's public administration and, secondly, to achieve budgetary savings. For example, it is planned to lower the remuneration that civil servants receive at the beginning of their careers, to review the career advancement mechanism by introducing a system of evaluation of personal and professional skills, to implement a regular assessment of the quality of public services and to use management by objectives as a personnel management and organisational tool. This programme is currently being negotiated by the social partners and should be implemented shortly.

That said, it should nevertheless be pointed out that the current context is one of a financial and economic crisis that is having strong repercussions on the situation of Luxembourg's public finances. In this regard, the Luxembourg Government has decided to continue to pursue the anti-cyclical fiscal policy initiated in 2008-2009. On the basis of the objective of restoring a balanced government budget by 2014, budget savings in the range of 300 to 500 million euros per year will be required during the 2011-2014 period. Some of the results of this policy will be a reduction in new hiring in the Civil Service and a stagnation of the basic salary index of civil servants in the 2010/2011 fiscal year.

MEXICO

What are the main implications of fiscal consolidation for service delivery in your country?

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

The Government of Mexico supports productive projects for people living on poverty, incorporating the development of human and technical capabilities as elements to promote economic and environmental sustainability.

Social Co-investment Programme

The **Social Co-investment Programme (SCP)**, leaded by the Ministry of Social Development (SEDESOL), promotes and strengthens the participation of social groups in development activities that benefit people on poverty, disability, inequality and vulnerability. This programme is based on the principle of responsibility, through joint venture schemes, adding government resources to social organisations to implement projects. It supports them by setting up actions to promote social and professional development and by strengthening the research for social development. The programme has an authorised annual budget of $350 million pesos (27.5 million USD approximately). During 2010 there have been over 4 thousand projects nationwide and the SCP has provided resources to 1,337 projects.

Productive Options Programme

The **Productive Options Programme (POP),** also leaded by the SEDESOL, encourages individuals, families, communities and producer organisations to have alternative income sources. The programme considers four types of support: local development agencies, mentor network, integrated projects and co-financing funds. In 2010, the budget of the programme is of $489 million pesos (38.3 million USD approximately) scheduled to support 3,581 productive projects.

Better co-ordinating with local governments

Catalogue of Audit Observations to Federalized Programmes

The Ministry of Public Administration (SFP) with the support of the Permanent Commission of State-Federation Comptrollers (CPCEF) developed the Catalogue of Audit Observation for Federalized Programmes, which aims to standardise the concepts, criteria, assumptions and normative-legal basis that supports the observations of federalized programmes.

Its scope of application is located in the audits that are executed in the federal entities, the municipalities, and the Federal District and its territorial demarcations, realized directly by the SFP and the State Units for Audit and Control (OEC). It is important to note that the federal resources that are transferred to the federal entities through programmes do not lose that character.

The legal-normative frame on which is based the Catalogue is: Federal Law of Budget and Fiscal Responsibility and its Regulation; Public Work and Services and Services Related to the same Law and its Regulation; Acquisitions, Leases and Services of the Public Sector Law and its Regulation; Federal Rights Law; Fiscal Code of the Federation and Budget of Expenditures of the Federation, among others orderings.

Improved procedures for certified copies of birth certificates and driver's license.

The States and the Federation decided to work together in the improvement and simplification of procedures for certified copies of birth certificates and driver's license, performing a regional comparative analysis of processes in order to identify improvement areas to them. Therefore, on December 10, 2009 the Heads of the OEC and the SFP made the "Statement to Implement the Working Programme to Improve State Procedures for Issuing Birth Certificates and Driver's Licenses." In this context, the SFP designed the methodology "Control Review to the Integral Programme for the Modernisation of the Civil Registration", which main objective is to improve the process for issuing certified copies of Birth Certificates, to verify of the correct application of federal resources transferred, to the achievement of the agreed targets.

Public Works Electronic Logbook (BEOP) in federal institutions.

In adherence to compliance with the Public Works and Services Related Law, the SFP started the implementation of the BEOP System in the Federal Entities and municipalities who are executors of work with federal resources; this tool will facilitate the access to information, transparency, control and monitoring in the implementation of public works in the three levels of government.

This instrument increases the legal certainty of the contractors as the binnacle notes form part of the contract and boost a transparent accountability of the execution of contracts with federal resources. This solves one of the main difficulties for the control and monitoring of resources spent by states and municipalities, as being a transverse system at all levels of government allows the co-ordination and participation of different control organs with full access control to information generated during the execution of contracts.

Since April 2010, 32 states already have a System Administrator who is responsible for enabling and monitoring local users. In August 2010, 53 regional and state courses were given with the assistance of 1,561 local public servants of the 32 federal entities, which are BEOP users. On August 12 was held a working session to address the recurring questions, which was attended by 280 public servants from 30 states and was transmitted over the Internet.

Promotion of the Social Control in Social Development Federal Programmes by local governments.

The Federal Government manages 52 social programmes functioning with funds and rules of federal agencies and executed by local governments. In these cases the SFP designs, in co-ordination with the agencies that are responsible for the programmes, the working plan to promote social control and indicate clearly the activities that shall be done

at state and municipal governments, as well as control mechanisms to be completed for proper co-ordination and attention to citizens.

Training on new tools for Social Control for local governments

The SFP, from 2009 until June 2010, trained more than 200 public servants of the OEC in charge of the social control areas about leading practices in social control and computing tools to improve the co-ordination and communication between the agencies responsible to promote social control.

Actions made by the Permanent Commission of State–Federation Comptrollers (CPCEF).

The CPCEF promotes the co-operation between the OECs and the SFP on various issues. In terms of social control, in 2009 this CPCEF developed a National Prize for Social Control that achieved the documentation of 616 successful experiences in the field. It also promoted the creation of a single national telephone number for reporting acts of corruption operating in all the States of the country and of the State Manual of Social Control as an effort to improve the capacities of public servants in the field. In terms of transparency, CPCEF made the 4th Transparency in Short National Competition where 64 short films promoting transparency and accountability among young people were exposed.

Using e-Government and cutting red tape

Citizens Portal

The Portal's main objective is getting together in one single place all the government's electronic services in a friendly and easy navigation screen. It integrates the electronic services of the federal government and those of the state governments. Using the portal, the citizens obtain the following benefits:

- Access easily and in a direct way to the electronic services

- They only need to know the name of the service, not the government agency in which it should be done

- They can consult them any time and in any place

This tool, allows Federal Government to know those services which are more frequently used by citizens and keep them available and updated.

Within the SFP, the Digital Government Unit is in the process to consolidate these services in a bus of interoperability through the Citizens Portal *www.gob.mx* in order to facilitate and optimise service delivery.

Zero Based Regulatory Reform

On September 2nd, 2009, within the framework of the Third State of the Union, President Felipe Calderon committed in the eighth action of the Ten Actions for a Deep Transformation of Mexico to undertake a wide-ranging regulatory reform in order to make citizens´ life easier, to increase the competitiveness and to facilitate the economic and social development of the country.

With this strategy, the government seeks to fight the paralysis generated by the excessive regulation, to close the door to the discretionary creation and implementation of provisions that cause opacity and unnecessary costs for the government and for the citizens,

eradicate corrupt practices and diminish the Public Administration costs in order to apply these resources to the priority tasks of the country.

The regulatory reform started with the creation of an inventory of the in force government rules. From this catalogue all the Federal Public Administration identified the duplicated norms, processes and inefficient activities, the excessive costs and the bureaucratic procedures that generate unnecessary costs to the citizen.

With the inventory and with the identification of the duplicities, worthless rules and unjustified procedures, the Public Administration Ministry identified two major tasks to achieve the objective set by the President of the Republic:

- Standardise the administrative processes through the publication of nine Handbooks of General Application and with the elimination of the previous rules in order to provide quality goods and services to citizens and to repeal all unnecessary rules (Administrative Regulation Guillotine).

- Facilitate the governmental procedures and services in order to better serve citizens, repealing all the unjustified ones (Substantive Regulation Guillotine).

Please describe any specific policy initiatives to improve service delivery to specific population groups

HÁBITAT programme (Unit of Programmes for Attention to Urban Poverty)

The Ministry of Social Development of Mexico (SEDESOL) launched the Hábitat Programme under President Calderon's administration to put the objectives of the social policy in line with those of urban development and territorial planning.

Hábitat supports, with federal subsidies, the execution of works and actions to introduce or improve basic urban infrastructure and to support the development of individual and community capacities on marginalized urban areas, located in cities with at least 15,000 inhabitants.

Purpose of the policy

To contribute to overcome poverty and improve the quality of life of marginalized urban areas inhabitants.

Target population

People constituting households settled in poor urban areas located in cities of at least 15,000 inhabitants.

Types of support (policy description)

The design and operation strategy of the Programme considers, among other things: the targeting on actions in concentrated poverty areas, the identification and selection of community needs and priorities, the integrity of works and actions to promote social and urban development, as well as the co-ordination with local authorities for the execution and the financing of projects.

Within the selected cities, under the principle of targeting and to avoid resources dispersion, the programme addresses the subsidies in support to the execution of works and actions in the so-called Habitat Polygons, consisting on marginalized urban areas which presents a higher concentration of households in poverty.

The federal subsidies are supplemented with resources from the governments of the states, the municipalities and, when appropriate, the beneficiaries themselves. Annually, SEDESOL has signed with local governments a co-ordination agreement.

The municipalities are the main executors of the works and actions. The delegations and the SEDESOL sectorized entities, other federal departments or agencies, and governments of the states can also be executers.

Significant actions and results

As of August 2010, the Hábitat Programme amended budget for this fiscal year amounts to 3,915.7 million pesos. From these resources, 2,429.0 million pesos were exercised.

An amount of 11,602 projects in 1,459 Hábitat Polygons are held located in 261 cities of 359 municipalities. With these projects, 1.5 million households composed by 4.6 million people are benefited.

From the supported projects, 5,082 correspond to the *Social and Community Development* mode, 5,745 to *Improvement of the Urban Environment* and 55 to *Urban Development Promotion*. 4,228 lead to the development of individual and community capacities, 179 to the promotion of gender equity, 956 to the organisation and community participation, 311 to the prevention and treatment of violence, 183 to the prevention and mitigation of risks associated with natural phenomena, 82 to promote urban environmental sanitation (collection and disposal of waste and landfills), 32 aimed to the protection, preservation and revitalisation of Historic Centers inscribed on the List of World Heritage of UNESCO and 49 for the development or updating of urban development plans and programmes and for urban poverty alleviation studies, among others.

As for the results achieved in 2010, include the following: 641 thousand people are benefitted with social and community development actions; the construction, improvement or equipping of 97 community development centers; the introduction or the improvement of 651.2 thousand meters of potable water networks, drainage and electrification, and the 5,888.1 thousand square meters paving of roads.

Between 2007 and 2009, Hábitat exercised 7,699.9 million pesos from federal funds, covered 356 municipalities and delegations of the 32 states; funded 29,180 works and actions in 1,222 Polygons located in 248 cities; built, improved or equipped 766 buildings to the provision of social and community services; paved or built 13.1 million square meters of roads; built or improved 1.2 million linear meters of potable water networks, drainage and electrification, and on average, benefited 5.4 million people from 1.4 million households.

From the resources exercised in the period 2007-2009, subsidies were assigned by 151.5 million pesos of federal funds to the protection, preservation and revitalisation of Historic Centers inscribed on the List of World Heritage of UNESCO.

Among other achievements of Hábitat, external evaluations conducted in this Programme include the following:

- The Programme investment in basic infrastructure in Hábitat Polygons results in an increase in the value of the properties of $2.85 Mexican pesos for each peso invested (Study on the capital gain on investments in infrastructure of the Hábitat Programme, INDAABIN, 2007).

- The community development centers supported by Hábitat allow inhabitants from marginalized urban areas to have access to services, courses and workshops to improve their quality of life, and function as living and recreation spaces for users, in which they strengthen social and family ties (Evaluation of Community Development Centers supported by the Hábitat Programme, Colegio de México, 2007).

The executers proposed to the SEDESOL works and actions, under the Rules of Operation of the Programme grouped in three categories. They are defined below in its general terms, and 1.B and 1.C modes, which are carried out in co-ordination with the General Directorate of Urban Development and Land, are developed in a more complete way:

Social and Community Development Mode

It supports the development of individual and community capacities, promotion of gender equality; development and updating of development plans of Habitat Polygons; social service provision from higher education students, installation of service modules that promote the implementation of other federal and local programmes in the Hábitat Polygons.

Urban Environment Improvement Mode (developed in co-ordination with the Directorate General of Urban Development and Land)

It supports the introduction or improvement of drinking water networks, drainage and electrification, street lighting, paving, sidewalks; construction or improvement of roads, community gardens and sport fields in the Habitat Polygons; systems installation or strengthening for the recollection, recycling and solid waste final disposal and for the water sanitation; gullies cleaning and rescue; construction, improvement and equipping centers of community development, centers of victim of violence service, and of shelters for migrants service in border cities; works and actions for prevention and mitigation of risks from natural disasters; training of the population in terms of environmental improvement, as well as the protection, preservation and revitalisation of Historic Centers inscribed on the List of World Heritage of UNESCO.

Historic Centers Slope of the Habitat Programme (held in co-ordination with the Directorate General of Urban Development and Land)

Purpose of the Policy

To carry out works and actions for the protection, preservation and revitalisation of Historic Centers inscribed on the List of World Heritage of UNESCO: Campeche, Mexico City (including Xochimilco), Guanajuato, Morelia, Oaxaca, Puebla, Querétaro, San Miguel de Allende, Tlacotalpan and Zacatecas.

Target Population

All residents of Mexican cities which Historic Centers are inscribed on the List of World Heritage of UNESCO.

Types of support (description of the policy)

Escuchar

Leer fonéticamente

Diccionario*Ver diccionario detallado*

In accordance with the Rules of Operation and Programmematic opening of the Habitat Programme 2010, the following types of actions are made:

- Drinking water, drainage and lighting.

- Underground wiring.

- Equipment for solid waste collection.

- Studies and executive proyects.

- Urban furnishing.

- Paving, sidewalks.

- Management plans.

- Historic Center partial programmes.

- Protection, preservation and revitalisation of historic and cultural buildings and public squares.

- Structural Strengthening of monuments in risk.

- Rescue and renovation of facades.

- Drainage channels.

Relevant actions and results (2007-2009 period and proposal for 2010):

- In the period 2007-09 were held 169 operations through the use of federal subsidies up to an amount of 138.70 million pesos.

- These activities were distributed by historical heritage center, as follows: 12 in Campeche, 1 in the Historic Center of Mexico City, 9 in Guanajuato, 7 in Morelia, 16 in Oaxaca, 4 in Puebla, 10 in Querétaro, 7 in San Miguel de Allende, 71 in Tlacotalpan, 1 in Xochimilco and 31 in Zacatecas.

- By type of action the distribution was as follows: 1 action to strengthen one Urban Development Agency; 1 for the purchase of garbage collector equipment; 16 for the conservation and rehabilitation of public spaces (parks and squares); 1 for the provision of urban furniture; 3 studies, 1 action to formulate a partial urban development plan, 4 to develop planning tools and 9 executives projects; 6 actions to improve public lighting, 3 for underground wiring, 2 for home electrification in central roads and 5 for monuments illumination; 18 actions to improve or recover urban image, 20 for the restoration of monuments and 10 to do the same with facades, as well as 1 to clean "chinamperos" channels, plus 68 actions with incidence on roads (2 coatings of roadways with adopasto, 15 with cobbles and 15 with pavement; 21 actions on sidewalks, 10 to improve unpaved roads, 2 for supply and installation of signals and other 3 regarding traffic lights and road access).

- For the year 2010 budget, it is raised the implementation of 39 actions, for a federal amount of 66.5 million pesos.

- These actions are distributed by historical heritage center, as follows: 1 in Campeche, 1 in the Historic Center of Mexico City, 1 in Guanajuato, 4 in Morelia, 2 in Oaxaca, 1 in Puebla, 2 in Querétaro , 7 in San Miguel de Allende, 13 in Tlacotalpan and 7 in Zacatecas.

- By type of action the distribution is as follows: 1 action for the modernisation of waste collection equipment; 3 to the conservation and rehabilitation of public spaces (parks and squares); 1 action to formulate a Historic Center management plan; 1 action to improve the street lighting, 1 for underground wiring and 1 for electrification of homes in central roads; 1 for the construction of a health center; 3 actions for the urban image improvement or recovery; 3 for the monuments restoration and 6 for the same in facades; 2 having an impact on archaeological sites (thematic route and operational infrastructure), in addition of 16 actions having an impact on roads (4 coatings with cobblestone roads and 6 paved, 4 actions on sidewalks, 1 to pedestrianise a road and 1 for the supply and installation of signals).

Promotion of Urban Development Mode (held in co-ordination with the Directorate General of Urban Development and Land)

It supports the acquisition of plots with basic services (water, drainage, electrictrification and vehicular access) for households in asset poverty, development or updating of local plans or pograms of urban development and land planning; development or updating of studies contributing to overcome urban poverty; establishment and strengthening of local urban observatories and urban development agencies; training and technical assistance to municipal governments, on issues related to the implementation of the Programme.

Objectives of the Policy

- To contribute to the achievement of a local planning and management that provides an ordered, inclusive, competitive and sustainable urban development.

- To have an accurate knowledge of the situation that keeps the urban population in poverty, in order to propose measures and actions that contribute to mitigate and overcome it.

- To encourage the creation and strengthening of citizenised agencies that help with the authorities in the planning and managing of urban development.

- To contribute to the strengthening of local authorities capacities to implement of the Hábitat Programme actions, as well as those that improve the planning and management of urban development.

- To contribute to the administration of urban planning and to the asset certainty and achievement for urban households in poverty, settled in precarious conditions.

Target population

All the inhabitants of the cities and metropolitan areas of the National Urban System participants in the Hábitat Programme.

Types of support (description of the policy)

- With regard to the objective number (1) stated in this document, through the support to the development and updating of local plans and programmes of urban development and territorial planning.

- To achieve the objective (2), through the support to the development and updating of studies that contribute to overcome urban poverty.

- Concerning the objective (3), supporting actions aimed to the establishment and strengthening of Local Urban Observatories and Urban Development Agencies, as well as the strengthening of Municipal Planning Institutes.

- With regard to objective (4), supports activities aimed at the provision of training and technical assistance to the municipal governments: urban studies and projects, surveying, historic centers, planning tools, land inventory, community development programmes, etc.

- Regarding the objective (5), through support for the constitution of territorial reserve (only in 2007), for the certification of real estate assets (only in 2007) and for the acquisition of plots with basic services (water, darinage, electrification and vehicular access), for households in asset poverty (2008 up to date).

    Shares and most relevant results

- In the period 2007-09 were held 868 actions, through the use of federal subsidies for the amount of 156.72 million pesos.

- These activities were distributed as follows: formulation of 3 risk atlas; 94 for the creation or strengthening of Urban Development Agencies; 22 actions for the acquisition of plots with basic services; 52 supports for municipal technical assistance; 16 to size or strengthen the surveying; 6 on historical center matters (heritage or not); 34 studies to overcome urban poverty; 116 urban studies; 49 to develop or update planning instruments (laws, regulations and similars, without including support led to the formulation or plans updating and urban development programmes mentioned below), 3 actions to create and strengthen Iand inventories; 69 actions to create and strengthen the Local Urban Observatories, the indicators and geographical information systems; 84 led to the formulation or updating of urban development plans and programmes; 11 for plans formulation of community development; 16 territorial planning programmes, 128 urban projects; 5 publications on various urban issues and 160 actions for urban land regularisation.

- Regarding the 84 urban development plans and programmes indicated above, 1 was regional, 4 with metropolitan coverage, 26 municipal, 13 population centers and 40 partial.

- For the 2010 budget year, it is raised the implementation of 119 actions, for a total federal amount of 29.41 million pesos, from which 1 is assigned to the purchase of plots with basic services; 3 are addressed to the Urban Development Agencies; 7 for technical assistance, 52 correspond to studies on for the overcoming of urban poverty; 2 to urban studies, 1 for the stregngthening of Planning Institutes; 13 planning instruments, 1 land inventory, 5 to create and strengthen Local Urban Observatories; 25 urban development plans and programmes (7 with municipal outreach, 5 for population centers and 13 partial); 7 territorial planning programmes and 2 urban projects.

Territorial planning (in co-ordination with the Regional Development Unit)

Purpose

    To establish guidelines in order to regulate modalities of land use and occupation that seek inclusive, balanced and sustainable distribution of human settlements and economic activities, that also contribute in the battle against poverty of urban and rural populations, by improving the conditions of access to public services and equipment, as well as reducing the settlements vulnerability to natural phenomena. Also, the territorial planning contributes

to the federal government actions on climate change matters, through adaptation and mitigation criteria.

Target population

Under the *Hábitat* Programme framework, corresponds to urban municipalities, where are located cities of 15,000 inhabitants or more.

Types of support (description of the policy)

It is part of the Promotion of Urban Development mode of the Hábitat Programme.

Relevant actions and results.

Between 2007 and August 2010, it has been assigned through the *Hábitat* Programme a federal investment of 6.5 billion pesos for the completion of 17 Municipal Territorial Planning programmes.

Support programme to the people domiciled in conditions of asset poverty to regulate human irregular settlements (co-ordinated by the Directorate General of Urban Development and Land)

Purpose of the Policy

To contribute the improvement on the quality of life of people living in households of asset poverty conditions in irregular settlements, giving them legal certainty to build efficient safe and competitive cities.

Target Population

Those households in situation of asset poverty, who have the possession of an irregular lot.

Types of Support (description of the policy)

The federal support to regularise the ownership of the beneficiaries, amounting 8 thousand pesos or the cost of adjustment in case the cost of regularisation is less. When the regularisation cost exceeds the amount of federal subsidy, the difference will be covered by: the beneficiary with own contributions not exceeding the amount of federal allocation or by other parties (with permission of SEDESOL); or by states or municipalities governments or by the implementing body (with previous permission of SEDESOL).

Actions and Results (period 2008-2010)

The PASPRAH, went into operation in 2008 to support households in patrimonial poverty conditions living in irregular human settlements, giving them legal certainty about their assets. So that, from September 2009 to August 2010 were given 32,965 subsidies that represent the same number of actions for the regularisation and titling of lots of the target population for a total amount of 255.1 million pesos from federal origin.

Programme for Promoting Regional Development. (Co-ordinated by the Regional Development Unit)

Purpose

To establish guidelines in order to regulate modalities of land use and occupation that seek inclusive, balanced and sustainable distribution of human settlements and economic activities, that also contribute in the battle against poverty of urban and rural populations, by improving the conditions of access to public services and equipment, as well as reducing the settlements vulnerability to natural phenomena. Also, the territorial planning contributes to the federal government actions on climate change matters, through adaptation and mitigation criteria.

Target Population

Under the Hábitat Programme framework, corresponds to urban municipalities, where there are the cities of 15.000 inhabitants or more.

Types of support (description of the policy)

It is part of the mode Promotion of Urban Development form of the Hábitat Programme.

The type of support that is given consists in a contribution up to 750 thousand pesos and the federal entity and/or the municipality must make at least an equal amount. With this resource the municipal Territorial Planning Programmes are made. Some of the support consists on an ongoing technical assistance throughout the study ellaboration process.

Actions and relevant results

Between 2007 and August 2010, through the Hábitat Programme, it has been allocated a federal investment of 6.5 billion pesos for the development of 17 municipal Territorial Planning Programmes. Also, since 2008, SEDESOL operates with a new "Methodology Guide for the Ellaboration of Municipal Land Use Programmes" that seeks to build a planning process oriented to the action, to the productive and sustainable investment. In it are spread all the SEDESOL programmes aimed at improving the level and quality of life for the population as part of the potential sources of financing of the arising actions.

Also, from 2007 to 2009, it was invested 3.5 million pesos in the development of the Territorial Development Strategy for the state of Campeche, a study on Urban-Rural Integration for Development Planning in three municipalities of the state of Guanajuato and Territorial Planning Programme for the route Don Vasco, Mich. So far, in 2010 it is being developed the Territorial Planning Programme of the coast of Colima, Part One, and a study for the development of the Guide for the Relocation of Irregular Settlements in port areas as part of the commitments made by SEDESOL in the Special Climate Change Programme 2008-2012.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

Within the current administration, the Mexican public sector has developed some actions in order to improve performance management and provide effectiveness and results orientation to the public interventions. Initiatives against over-regulation (Zero-based

regulation), the Results Based Budgeting programme, the National Programme of Public Expenditure Saving and the issuing of nine Handbooks of General Application (*e.g.* human and financial resources, transparency, information technologies, control) are some examples of key performance management initiatives from 2006 to 2010.

Deregulation initiatives had concluded with the elimination or fusion of more than 9181 rules, standards, laws or programmes under the logic of their own deficiencies, contradictions, duplicities, or over-regulation.

Performance Based Budgeting is one of the most meaningful efforts of the present administration. It consists of the issuing of the Federal Law, its own regulation, and other rules and criteria towards the development of a Performance Evaluation System that intends to monitor the federal programmes based upon indicators; evaluate policies and programmes and the promotion of quality in the public expenditure through productivity and effectiveness of processes. The Ministries of Public Management (SFP) and of Finance (SHCP), in co-ordination with the Council of Evaluation of the Social Policy National, have the duty of implement and co-ordinate the Performance Evaluation System, through validate strategic and operative indicators of each federal programme.

The National Programme for Saving and Reduction of Public Expenditure has the target to save and reduce public expenditure at least 4,000 USD millions between 2010 and 2012, and reallocate the resources to public tasks such as education, health and other strategic spheres.

How is information on performance integrated into strategic and political decision making?

The Performance Evaluation System is based on indicators for each programme, which must be part of the annual Federal Budget, and their results are incorporated to the public accounts and considered for programmes improvement and further budgeting. For such purposes, public ministries and entities set indicators and goals, whose accomplishment is reported each three months to the Congress by the SHCP.

Indicators are also the basis for external evaluations, which are defined yearly at the Annual Evaluation Programme. The individuals and organisations that make the external evaluations assess programmes quality, goods and services provided, and population satisfaction. The findings are public and the results are integrated to the next programmeming-budgeting process. Above the findings of evaluations, the evaluated institution sets an "Institutional statement", which is used for setting programmes "improvable aspects" reflected in a work sheet that defines commitments, activities and deadlines for solving such aspects.

Besides other benefits, more than 50% of programmemable expenditure of 2010 will be evaluated based on their results, due to the external evaluation of 70% of federal programmes during 2009-2010. At the end of the current administration in 2012, almost 75% of programmemable expenditure will be results-based evaluated and it is expected that at that time the current administration will be spending 80% of the administrative cost expended in 2006.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

Today the social networks have penetrated into the relationship between government and citizens, demonstrated during the last process of authorisation of the federal budget by the Congress in which the social networks had an important participation in the final decisions. The above mentioned justifies the fact that most of the federal web sites are starting to introduce social networks and are in process to consolidate their back office information systems to offer this kind of tools to citizens who are asking for them as a normal way of communication. As well, the federal government, specifically the SFP, is working in the reconstruction of the Citizens Portal in order to make it evolve toward a semantic web (web 3.0) in order to interact with the citizens and to facilitate them the search and access to governmental digital services and their ecosystems.

Other example of how Mexico is involving citizens in the design, delivery and evaluation of public services is represented by the Worst Procedure Contest. The current administration opened a public call for finding the Worst Procedure where a broad sector of citizens took part and where a public health procedure was found as the worst of all because Cecilia Deyanira Velázquez Tello, a Mexican citizen, had to spend 4 days each month in the Mexican Institute of Social Security to receive the medication for her son.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government"?

There are two main political drivers supporting open and transparent government in Mexico. First, the political desire to do so; this is to say that the issue is on the political agenda. And second, the interest shown by society as a whole.

The Mexican Federal Transparency and Access to Public Government Information Law, published in the Federation Official Journey (DOF) in June 11, 2002 dictates that public information should be available to anyone. This law also allows citizens to request information from different government institutions or agencies and obliges them to give the information requested as long as the information is not classified as confidential.

In addition, Mexico has a policy of Targeted Transparency that obliges government agencies to publish information that can help citizens take better decisions at the moment of selecting goods, products or services which in turn promotes healthy competition in all areas.

Making information available

The Mexican Federal Transparency and Access to Public Government Information Law, mentions the information that all the government agencies have to publish. The government agencies can publish any information that is not deemed as confidential and they also have to publish what is mentioned in the policy of Targeted Transparency.

Fostering open and inclusive policy making

As mentioned before, the policy of Targeted Transparency obliges government agencies and departments to publish information that can help citizens make a better decision when they are selecting a product or service, which promotes competition in all areas. This improves the quality of life of the population and reduces corruption in the governmental agencies that provide these goods, services or products. This covers things like, mortgage rates, comparative prices of the basic food basket at supermarkets, activities designed to improve the environment or promoting the saving of water just to name a few.

Inclusive policy making is being developed by the central government through the establishment of public-private partnerships. Through these associations, government and private sector identify and reform government processes collaboratively in order to preclude corruption.

Fostering integrity and transparency

Through the implementation of the National Programme on Accountability, Transparency and Against Corruption 2008-2012, Mexico's central government works in the following two objectives:, a) to develop and institutionalise a culture characterized by adherence to the law, ethics and public responsibility in all society, and b) to consolidate a state policy in the areas of information, transparency and accountability.

Regarding the specific actions to foster integrity in public administration, these include publications based on these instruments to establish clear guidelines and criteria about the expected behaviour from public servants, with reference to values and principles of integrity, transparency, accountability and honesty. Public servants are aware of these guidelines and criteria through internal communication campaigns.

Concerning transparency, the federal government recently issued an Administrative Manual of General Application in the field of Transparency, of compulsory application in all institutions of the central government. The purpose of this regulation is to position the aspect of transparency as a strategic element to improve government processes and to better satisfy citizen demands.

This manual includes the compulsory processes that all Federal Public Administration has to follow concerning transparency, including the dispositions of targeted transparency. This new instrument will uniform, simplify and co-ordinate the transparency policy followed in the central government.

Have the related initiatives had any impact on building trust in government?

Although the initiatives' impact on building trust in government has not strictly being measured before and after implementation of policy and programmes a change is perceived. Citizens are aware that there are mechanisms to hold the government accountable and some already use these mechanisms to increase their participation and knowledge on government performance.

For instance, the number of visits to the Transparency Obligations Portal, a portal designed to disclose information related to the structure, procedures, employees and remuneration of Government Federal Departments, jumped from 4,966,618 visits to 12,237,087 from 2007 to 2008.

At the same time, awareness of programmes such as the Simulated User programme have increased credibility of citizens in the strategy to combat corruption.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

Mexico is undergoing a reform concerning the instruments and ways to reaffirm the core values of the public sector. At the moment the Code of Ethics for Public Servants in the Federal Public Administration, the Federal Law of Administrative Responsibilities of Public Servants (LFRASP) and the Codes of Conduct developed in each entity of the central administration are the direct instruments that define and promote these values.

According to a survey made in 2008 to the 210 entities of the federal government, 203 institutions have a Code of Conduct and most of them have a Code of Conduct Compliance Committee, which promotes through communication campaigns the internalisation of the public sector core values.

In addition to this, currently, the following tools are used to foster a culture characterized by adherence to the law, ethics and public responsibility in public officials:

- "Guide of Administrative Responsibilities and Elections" to easily explain public officials their duties, responsibilities and in an electoral context and the consequences of failure in compliance;

- "Cineminutos", which are short films that promote reflection on corruption and invite the viewer to act in an honest way on ethical dilemmas; and

- "Integrity Course for public servants of the Federal Public Administration", which is being designed together with the National Strategy Information Center (NSIC) to provide public officials the necessary knowledge and skills to successfully solve challenging conflict of interests' situations.

- Despite these actions, the policy developed to foster integrity in the public sector will go through the following revisions:

- Review of the current Code of Ethics of the central government to improve orientation regarding the specific profile required in public administrators.

- Develop content to further specify the required ethical behaviour expected from public officials.

- Integrate all instruments and processes that promote integrity under one single umbrella, in order to establish and institutionalise an integrity framework. This will make it easy for public administrators to identify the incentives put in place to promote ethical behaviour.

- Issue a set of guidelines to give federal institutions a clear path to follow for implementation of activities that delimitate the conduct of public officials in the performance of their jobs, positions or assignments.

- Develop an index that will allow for measurement of the actions carried out by the institutions of the central government to foster a culture characterized by adherence to the law, ethics and public responsibility.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

The policy followed by the Mexican government concerning the interface between the public and private sectors is included in the Federal Law of Administrative Responsibilities of Public Servants (LFRASP).

At the federal level administrative regulation on this matter can be find in the Federal Law of Administrative Responsibilities of Public Servants (LFRASP), issued in 2002. This Law establishes specific rules on conflict of interest and employment after being a public servant but it does not include the phenomenon of "revolving door."

The SFP is the authority responsible for applying this Law within the Federal Public Administration. For this, the Ministry gets help from the Unit for Auditing and Control belonging to more than 200 institutions in the Federal Government.

The LFRASP regulates the conflict of interest during the employment charge or commission and after the conclusion up to a year. For this effect, there are prohibitions on the performance of the public servants. Also, this Law notes the obligation of public servants to excuse oneself to intervene in the prosecution or trial of cases in which they have a personal, family or business interest.

The obligations to be observed by any public servant under the LFRASP are related to abstain from intervene or participate in the selection, appointment, designation, hiring, promotion, suspension, removal, dismissal, termination of contract or sanction of any public servant any public servant, when you have a personal, family or business interest, including those from which it may be some advantage or benefit for himself, his spouse or relatives by blood or affinity to the fourth grade, or civil relatives, among others.

Also, in 2006 a reform of the LFRASP added an specific regulation about public research centers, which empowers the Government Bodies of these institutions (prior authorisation of the Units for Auditing and Control) to establish the terms, conditions and exceptions in relation to the activities that develops their staff. In particular, the Science and Technology Law establishes that researchers who leave their job in the Research Centers in the country should follow the rules established by the governing organs regarding the management of the information they had access and his eventual accession to another institution, both public and private.

It should be noted that the LFRSP sets limitations on donations (gifts) received by public servants and that may involve conflict of interest, in which case should not exceed 10 times the general daily minimum salary active in the Federal District and indicates the procedure to give them when it exceeds these limit. The SFP in December 2006 issued a special regulation in this regard, which aimed to establish the criteria for the correct application of the LFRASP. Nevertheless, a harmonious interpretation of an article of the LFRASP follows a conditional permissive exception to the equity value during the year of the goods or services concerned, so the Law gives the public servant the possibility to accept donations of goods or services only when its net annual value does not exceed the maximum allowed.

In relation to employment after being a public servant the Law establishes the obligation to abstain from soliciting, accepting or receiving money or their family members or any person connected either directly to their role and interests involving any conflict during the course of their functions and for one year after leaving employment.

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

The National Programme of Accountability, Transparency and Against Corruption 2008-2012 (PNRCTCC) establishes the commitment of transforming the public procurement system of the Federal Public Administration from an administrative and control function to a strategic role in the efficient and effective exercise of public spending, guided by solid principles of transparency, ethics and accountability, to allow the construction of a new way of doing business with the government.

For the implementation and deployment of the strategy, six lines of action were established:

- Make a reform bill of the Acquisitions, Leasing and Services of the Public Sector and Public Works and Services Related to the Same Laws, to incorporate international leading practices in public procurement.

- Implement a consolidated procurement process and transversal contracts, which will avoid multiplicity of recruitment procedures, differential pricing, risks of corruption and generally inefficient public spending.

- Redesign the Public Procurement Electronic System (CompraNet) to make it possible to carry out any procurement procedures and also to generate useful information to the Federal Government to assist strategic decisions making in this matter and allow unrestricted public scrutiny.

- Establish a system of indicators that provide information on the performance of public procurement.

- Improve mechanisms for resolving disputes arising during the recruitment procedures and those arising from the execution of contracts in order to strengthen legal certainty in the public procurement system, reduce litigation, generate certainty and confidence to generate private investment, and to promote transparency and accountability in the exercise of public expenditure.

- Promote legality in the conduct of public servants and individuals involved in procurement procedures, through an effective sanction system.

In this framework in 2008 initiates a restructuring process of the Ministry of Public Administration (SFP), which ends in 15 April 2009 with the publication in the Federation Official Journey (DOF) the new Intern Rules of the Ministry (SFP).

As a result of this institutional reform was created the Public Procurement Policy Unit (UPCP), whose mission is to implement a procurement policy aimed to ensure the best conditions for the State, grounded in the promotion of the principles of efficiency, effectiveness, economy, transparency, impartiality and honesty, as well as international leading practices in this area and the use of information and communication technologies.

Some examples of how the Mexican government regulates the relation between public and private sector in terms of transparency are:

- On 28 May 2009 was published in the DOF the "Order on which amends, additions or abolishes certain provisions of the Acquisitions, Leasing and Services of the Public Sector Law and the Public Works and Services Relating to Them Law, the Federal Law of Administrative Responsibilities of Public Servants and the Federal Penal Code", also, on July 28, 2010 were published in the DOF the "Regulation of the Acquisitions,

Leasing and Services Sector Public Law" and "Regulation of the Public Works and Services Related to the Them Law."

- On 9 August 2010 was published in the DOF the "Administrative Handbook for General Application Administrative about Acquisition, Leasing and Services of the Public Sector." The Handbook systematizes and codifies processes and procedures in this area that must apply the institutions of the Federal Public Administration. Having processes and procedures prescribed and standardized according to leading practices will enable the institutions have the tools to use and have an efficient application of the available resources, to improve the quality of the supply and the provision of goods and services, strengthen transparency and accountability and facilitate the participation of suppliers in public procurement.

- On 10 August 2010 was published in the DOF the "Agreement that instructs the institutions of the Federal Public Administration and the Attorney General of the Republic to refrain from issuing regulations on procurement, public works, transparency and accountability", among other matters, in order to improve the regulation, management, processes and results of the Federal Public Administration to promote competitiveness of the businesses and sectors, as well as the entrance into new markets and meet the needs of citizens regarding the provision of public goods and services.

- In the electronic version of the Administrative Handbook of General Application in the Field of Acquisitions, Leasing and Services, Public Sector, made available to the general public in the Internet portal CompraNet (*www.compranet.gob.mx*), were published flowcharts of the overall process of procurement and performance indicators comprising threads.

As a result of the improvements and innovations introduced in procurement and public works laws, the SFP promoted the use of recruitment strategies provided in these orders, achieving the following results:

- Promoted the implementation of subsequent offers to purchase discounted drugs through three calls in the Mexican Social Security Institute (IMSS) achieving savings of 780.3 million Mexican pesos (61.2 million USD approximately), two in "Mexican Petroleum" (PEMEX) by 35.4 million dollars (2.8 million USD approximately) and two for the purchase of thermal coal on CFE achieving savings on that occasion by 2,021.7 million Mexican pesos (158.5 million USD approximately).

- Also, consolidated contracts were developed for armored vehicles, insurance for property, including savings from about 10.3 million Mexican pesos (807,000 USD approximately). Furthermore, with the completion and dissemination of market research for food stamps, the institutions had information that allowed them to get better conditions of employment thus achieving savings of 37.2 million Mexican pesos (2.5 million USD approximately). In total, estimated savings were obtained for a total amount of 2,884.8 million Mexican pesos (226.2 million USD approximately).

In June 2010 was released the new platform of government public information electronic system on acquisitions, leases, services, public works and services related with them, CompraNet, which makes it a transactional system which enables to carry out, among others, fully electronic procurement, organise and classify the historical information on the procedures for monitoring and the evaluation and swiftly receive quotes online. The new version of CompraNet encourage savings and promotes efficiency of public spending,

helping to improve the quality of supply management from agencies and entities, strengthen transparency and accountability and favors the use of electronic means in hiring.

Lobbying

The central government is establishing public-private partnerships, which allow for joint identification and reform of government procedures in order to preclude corruption. Also, a process to further foster self-regulation mechanisms in the private sector has started. In concrete, the government is updating current tools to promote the implementation of integrity programmes in companies and will start a communication campaign to disseminate these tools.

In addition, the Federal Law of Administrative Responsibilities for Public Servants includes in its dispositions conflicts of interest and post-public employment issues.

Finally, in Mexico no policies have been created regarding the safeguard of integrity in lobbying.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

As outlined before, concerning the private sector, the government is fostering and implementing public-private partnerships to work on government reform. Initially, these partnerships were developed through collaboration agreements signed between the government and private sector industry representatives, although recently, there are plans to put together working groups to thoroughly engage the private sector in reforms and the adoption of probity self-regulating mechanisms.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

The *Programme for the Improvement of the Management of the Federal Public Administration* (PMG) promotes innovation in the Mexican Federal Government, in order to maximise the quality of goods and services, increase the effectiveness and minimise the costs of operation and management of federal agencies. To fulfill those objectives, 221 federal agencies committed in 2010 828 *Integral Projects of Management Improvement*, involving almost 6,000 public servants whom are the base to build a network of people involved and committed to transform the Federal Government. The network will also position a model of organisational culture to achieve a Government focused on citizens. As part of the PMG, the SFP has drive the reduction of administrative and substantive internal regulation achieving in the first purge a reduction of 35.5%. SFP has also drive the elimination and merger of procedures and services, so a reduction of 32% will be achieved by the end of this year. In addition transversal processes are enhanced through the PMG, involving several federal agencies in a single project, using shared records, electronic single window strategies and integrating processes around of the citizen.

Culture change has not completed in Mexican public sector, although there are strategies that are influencing culture change significantly. Two important ones are the professional career service and the introduction of information and communication technologies in government procedures. This last strategy has significantly reduced public

official discretions in individual cases, has allowed the citizen to have more information of the requisites and costs of procedures, and has also allowed citizens to make government process through Internet.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

The National Development Plan 2007-12 established a clear and feasible strategy for leading the country's transformation over solid, realistic and responsible bases. The Plan is structure in five guidelines:

- Rule of law and security.

- Competitive and generating work places economy.

- Equal opportunities.

- Environmental sustainability.

- Effective democracy and responsible foreign policy.

This Plan guides all the ministries, encourages a horizontal co-operation among ministries and promotes innovative policies that fulfill the goals. It is important to note that any policy should be lined-up to the Plan in order to survive.

NETHERLANDS

What are the main implications of fiscal consolidation for service delivery in your country?

The implications are not yet clear and concrete. A new Government has to decide on it. Politically it has been determined that during the next few years savings should be yielded for €18 billion (=about 6% of the total expenditure). Since raising taxes is excluded and additional expenditures for education, public security, infrastructure and care for elderly people are desired, it is expected that most of the savings will have to be realized in social expenditures. It still has to be decided which of these expenditures will be cut to what degree and in what way.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

The Programme "Slim geregeld, goed verbonden" (Smart regulations, good connections)

Most entrepreneurs lose a lot of time in supplying the right information to governments repeatedly. In this programme governments and companies are brought together to find ways to make their mutual exchange of information easier and cheaper.

Answers for Companies: www.antwoordvoorbedrijven.nl

This website is the starting point for companies and entrepreneurs where they can find all their government related information, such as information about permits, rules and grants.

The project "Digivaardig en Digibewust" (Digital Skills and Digital Awareness)

Government and the private sector both want people to develop and keep developing their digital skills. In this programme they work together on several *activities* to achieve this.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Burgerlink (Citizenlink)

This is an initiative of the Dutch Government to improve the performance of the public sector by involving citizens. To that end Citizenlink promotes quality standards, measures citizen satisfaction and stimulates eParticipation.

Bouwen aan Brieven (Building Letters)

This is a relatively easy project that provides citizens to comment on municipal letters and change them. This will help the municipalities improving their services.

Better co-ordinating with local governments

Programmema Krachtig bestuur (The Programme "Powerful Government")

The main goal of the Programme is to strengthen the governability of municipalities and other lower public authorities. They are supported by the Programme in several ways.

KING

King is an institute that wants to be an advisor for municipalities. Their aim is to improve the services of municipalities by stimulating co-operation.

Using e-Government and cutting red tape

Several programmes on lowering administrative burdens are developed by the Dutch Government. These programmes focus on citizens, companies, professionals and authorities. By a special government hotline (lastvandeoverheid.nl) citizens are able to report the regulatory pressure they are experiencing and voice ideas to reduce these.

Top 10: An important goal of the Dutch Government is to provide a better service to citizens with fewer administrative burdens. This is why the government will resolve the 10 major obstacles experienced by citizens. These *10 obstacles* have been selected in dialogue with the citizens.

Please describe any specific policy initiatives to improve service delivery to specific population groups.

Some people suffer more from administrative burdens than other groups, in particular older people, chronically ill and the handicapped, volunteers and benefit claimants. These target groups will receive special attention when reducing administrative burdens of citizens.

Complaints office and Kafka brigade

Citizens who are bothered by the government can submit their complaint by e-mail to the complaints office. In specific cases the Kafka brigade is called into action. The Kafka brigade has proven to be a useful tool to put different organisations centred around a specific case in one room and to discuss the reasons why it went wrong and to come up with solutions which are supported by all parties.

Customer Journey Mapping

The Government services a measured with a questionnaire around life-   events. Some of the low-scoring life-events mapped with the Dutch equivalent   of CJM: KEK. So far three life-events have been mapped and some improvements on the services surrounding these life-events have been made.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

In the time span mentioned no new performance management developments have occurred. Most public sector managers fulfill their tasks according to a management agreement, based on a working plan for their organisation. These working plans are derived from strategic policy plans for ministries and the Government as a whole.

A rather new phenomenon in the Dutch public sector is working according to "policy programmes" and "policy projects" of a temporary character according to more or less well defined objectives and targets.

Also more and more benchmarking instruments are developed, while from the private sector (especially media) comparisons are made public of the performance of public sector organisations or publically financed private sector organisations. For example, for schools and hospitals. These public comparisons tend to stimulate improvement of public sector performance and better public service delivery.

How is information on performance integrated into strategic and political decision making?

Though systematic public sector performance measurement is still in development (amongst others by assessments and benchmarks), performance information is more and more integrated into systematic knowledge and trend development. An example is the "Trend note" on development in public sector organisation and employment, which is submitted to Parliament with the Government Budget each year.

In recent years many larger public sector organisations have started to establish "knowledge units", which collect performance data about their organisations (also about clients' and employees' satisfaction) , analyse these data and report on them. This knowledge is used for strategic policy planning, which is decided upon by political officials, like Ministers.

In addition some local and national institutions with an independent position – for example the Central Planning Office, the Social-Cultural Planning Office, the Scientific Council on Government Policy – report on social developments and analyse the role of public sector performance in relation to these developments.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

These examples are mentioned in the answers to the questions for Session 1. The main focus of the policy on improving service and reducing administrative burdens is to make it noticeable for the citizen. This focus will help government in making concrete changes that will help citizens. At the same time the self-help of citizens is stimulated. Therefore, government accountability and social responsibility are still in balance, the real shift in this balance will depend on the noticeable results in the forthcoming future.

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government"?

Making information available

The Act on Disclosure of Public Information prescribes that all information of public sector organisations is public and should be disclosed either actively (initiative of public sector organisation) or passively (on demand of citizen, organisations, media, etc.) Only in a limited number of cases disclosure can be denied.

Jurisprudence has further clarified the limits of the exceptions of disclosure. There is a permanent tension between the need of citizens and media for disclosure and the interest that public sector organisations may have with limiting the openness.

The Public Information Disclosure Act is regularly evaluated and adapted.

Fostering open and inclusive policy making

Dutch public sector organisations have a tradition in involving citizens, private organisations and companies in policy preparation. A next step in the development of citizens' involvement is interactive policy making, in which decisions are taken in co-operation with citizens, organisations and companies. This development takes place at local level in particular, though by far it has not completed yet. New information and communication technologies make use on larger scale possible. The use of these possibilities opportunities is still in a phase of exploration. Also, vested interests in existing ways of working have to be overcome.

Fostering integrity and transparency

By law each public sector organisation should have an integrity policy. In mainlines these policies are the same for all organisations.

Provisions are made for better monitoring the public sector integrity, such as establishing an independent institute for whistle blowers to turn to.

In the Transparency International Integrity Index the Netherlands score in the top. Nevertheless, fraud and infringements on integrity occur and ask for permanent attention.

Improving service delivery

Benchmarks and performance comparisons promote improving public service delivery. Many public sector organisations make clear what level of service delivery citizens and other clients can expect ("quality charters").

On the other hand initiatives and measures have been developed and implemented to guarantee the safety of politicians and public sector employees, because to an increasing degree they are threatened and assaulted, both verbally and physically.

Have the related initiatives had any impact on building trust in government?

It is not clear in what way and to which extent measures to improve open and inclusive policy making and service delivery impact the trust of citizens in Government. On the other

hand bad performance, too much disclosure and infringements of integrity seem to decrease trust in public sector organisations and in the public sector as a whole.

Trust also is affected by the way in which feelings and opinions of citizens are recognized, channelled, expressed and handled and processed into effective policy, both by politics and by the civil service.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

The oath of office has been re-introduced some years ago.

Measures are developed to increase public sector motivation and to promote pride in working in the public sector.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

Politicians and high level civil servants should disclose all other interests they have besides their public position. By law some interests are prohibited to combine.

Revolving door constructions are forbidden. A civil servant who leaves the public sector cannot be hired to do the same kind of work in the organisation he has left for several years. Sometimes attempts are made to wriggle out of this prohibition.

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

EU-rules for public procurement are relatively well implemented and complied with in the Netherlands, though sometimes courts have appealed to for this.

Lobbying

In reply to questions of members of Parliament about the OECD Recommendations on lobbying Ministers have answered they think the present legislation on lobbying in the Netherlands will suffice. They declared to leave the implementation of the OECD Recommendation to the new Government that is formed after the Parliamentary elections in June.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

Traditionally in the Netherlands policy of public authorities, both national and sub-national is designed in close co-operation with civil society organisations, especially with organized interest groups. For important social-economic policy decisions Government consults the Social-Economic Council for consultations with employers' organisations and trade unions. These consultations are aimed at accomplishing consensus. Very rarely Government persists to its vision in case employers and trade unions resist to it. This engagement of interest groups in both policy design and policy implementation is called the

Dutch "polder model" of public governance. It also occurs in other policy areas, like education, agriculture, environment, transport, etc.

The advantage of this way of governance in a consensus way is broad support for government intentions and decisions, at least by the interest groups. The disadvantage is that it is not transparent in all regards and that decision making is slow ("treacly"), since reaching consensus takes time.

This way of policy making and implementation does not guarantee more engagement of individual citizens, since interest groups are not automatically more representative for citizens's opinions and interests than Government is. The close relationships between Government and interest groups even may be a hindrance to more accessibility for citizens and accountability to the public.

In addition, drastic reforms seldom will be accomplished, since organisations with vested interests will not accept them. On the other hand other interest groups urge for reforms to improve there position. So, there is a permanent move to consider what innovations are acceptable on the one hand and feasible on the other. As a result reforms and innovations take place more gradually and incrementally.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

It is not quite clear what is meant by this question.

"The public sector" consists of several levels, sub-sectors and sub-groups. Which are meant. In addition, are politicians counted as belonging to the public sector? And what cultural change is meant in the question?

In general, the Dutch civil service is very loyal and obedient. Besides, from their professionalism civil servants in the Netherlands are prepared to change and innovate if and when this is needed for attaining the political goals in a changing context. Strategies to promote this are leaving room for experimental approaches, periodical replacement of professionals as new blood in the organisation, restructuring of the organisations, new techniques (Web 2.0).

Projects like "Government of the Future" and "Civil Servants of the Future" promote new ways of working. Look for example the programme for "the new way of working at the Government": *http://ambtenaar.voordetoekomst.nl/documenten/english.doc.*

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

In a political sense Government can strengthen strategic capacity by being in the first place a member of Cabinet rather than a representative and extension of their ministry. Political leadership can be considered as a pre-condition for innovation and strategic policy making.

Attempts have been made to create a core Cabinet of a limited number of Ministers, which sets out the strategic policy. Partly because of the inevitable coalition character of Dutch Cabinets this has not been realized up till now.

The yearly Government budget is arranged according to the division of ministries and each Minister is responsible for the ministry of which she/he is the political leader.

Resource flexibility within a ministry is less difficult than moving financial resources from one ministry to another.

Mobility of public employees between ministries and between levels of Government is quite easy in the Netherlands and it occurs relatively frequently.

Some improvement of flexibility has been accomplished by working with temporary "policy programmes" and "policy project". Such programmes and projects are given their own budget and employees from several ministries work for the time the programmes and projects are established. When it is finished each of them returns to her/his original ministry.

The Dutch public sector (at national level) may be not as "stovepiped" as in other countries. For most matters ministries co-operate well for getting their things done. Nevertheless, when interests and visions do not concur, from time to time clashes occur. In most cases these are solved on a higher level in the echelon, sometimes at cabinet level.

Though measures are taken to prevent such clashes, their occurrence is seen as inherent to the division of labour within the Government organisation. The public sector of the Netherlands disposes of procedures for such horizontal co-operation. Even though sometimes the waves go high, these procedures provide for appeasement of specific interests in serving "the general interest".

NEW ZEALAND

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

The current Government's fiscal strategy aims to deliver a fiscal position that is sustainable in the long term, contributes to economic stability and advances key priority policies. In the short-term, the New Zealand Government aims to return to a surplus position as soon as possible.

The Government is focussing on improving health and education services and lifting science and innovation. There will be no additional Government funding for several years for most government agencies. Existing public sector programmes have been re-examined to look at how these programmes can deliver higher quality services more efficiently. A review of government programmes identified savings of \$NZ1.8 Billion over four years which have been redirected to higher priority areas including within health and education spending.

This year's Budget statement indentified opportunities for infrastructure investment needed for long-term growth as well as higher quality public services. Government aims to institute higher standards of governance, planning and commercial discipline to get the best value out of these assets. Additionally, agencies are expected to improve performance, and demonstrate value for money in service delivery.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

Building and maintaining new school properties

The Government is moving towards a public-private partnership for building and maintaining some new school properties to create savings. Public private partnerships can introduce new design, financing and maintenance techniques that provide better services and value to taxpayers.

Broadband investment

The National Infrastructure plan comprises a suite of initiatives aimed at infrastructure development. The Government has invested \$1.5 billion in ultra fast broadband infrastructure to 75% of New Zealanders over the next 10 years. The focus for the initial six years will be on businesses, schools and health services plus Greenfield developments. The Government will co-invest with private sector partners in one or more local fibre companies. Private sector investment is expected to at least match government contributions. The investment will provide open access to a passive 'dark' fibre optic

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network which may then be used by commercial providers to supply high speed network services.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Refer question three, session two.

Better co-ordinating with local governments

Auckland Council

In 2008, the Government set up a Royal Commission to:

- Examine local and regional government arrangements for the Auckland region.

- Make recommendations about a system of local government that would best suit Auckland for the next 50-100 years taking account of New Zealand's growth and ethnic diversity.

After public consultation, the Royal Commission released its findings on Auckland's regional governance, and recommended establishing a single Auckland council for the region. The New Zealand Government released its decisions on the Royal Commission's recommendations in April 2009. The key decisions made by the Government are:

- One unitary Auckland Council

- One mayor for Auckland with governance powers, elected by the region's residents and ratepayers

The Auckland Governance bill provides for the governance structure of the Auckland Council. This includes determining the membership of the Auckland Council, the roles and functions of the mayor and local boards, the powers and functions of the Local Government Commission that will establish the number of local boards and boundaries of the city and region.

The changes aim to improve local government efficiencies, co-ordination and accountability arrangements for the Auckland region.

Using e-Government and cutting red tape

ICT common capability across government

Work is underway to develop and deliver common ICT capability across government in the areas of communications and network services, ICT infrastructure, government online capability, and interoperability, authentication and security. As part of the development of online services for citizens the igovt identity verification service is being developed as a way for people to verify their identity to government agencies online and in real time up to a high level of confidence using an igovt ID. These initiatives are focussed more on efficiency and service delivery rather than cutting 'red tape'.

Zealand Government Open Access and Licensing framework

The New Zealand Government Open Access and Licensing framework (NZGOAL) was approved by Cabinet on 5 July 2010 as government guidance for State Services agencies to follow when releasing copyright works and non-copyright material for re-use by third

parties. It standardises the licensing of government copyright works for re-use using Creative Commons licences and recommends the use of 'no-known rights' statements for non-copyright material. It is widely recognised that re-use of this material by individuals and organisations may have significant creative and economic benefit for New Zealand. NZGOAL does not apply to information or works containing personal or other sensitive information, except for its guidance on anonymising datasets which, once stripped of personal information, might be licensed or released. This initiative reduces the 'red tape' associated with accessing government data.

National Health IT Plan

A National Health IT plan is being developed to achieve a high quality of health care and improving patient safety. The plan is a five year whole-of-sector initiative aimed at prioritising investments in IT solutions. It will streamline health information for clinicians and patients by creating virtual health records of each patient with information stored electronically and made accessible regardless of location by linking to existing systems run by healthcare organisations, such as general practices and hospitals; a regional clinical results repository and a shared care record. These initiatives will streamline health sector administration and as such will reduce 'red tape'.

National Education Network

In Budget 2010 the Government has extended the trial of a National Education Network (NEN) in the education sector to 300 schools (in addition to 200 already participating in the trial). The primary purpose of the NEN trial extension is to identify and understand:

- technical, financial and practical issues involved in extending the trial to a larger number of schools that are already working in a range of collaborative models;

- technical and financial issues involved in connecting new content and service providers to the trial version of the NEN; and

- potential benefits for schools in relation to teaching and learning and administration practices.

E-administration within the education sector would be expected to reduce 'red tape'.

Please describe any specific policy initiatives to improve service delivery to specific population groups

Whanau ora

Whanau ora is a service delivery initiative aimed at building and maintaining the capability of whanau (families) to be self-managing. Whānau Ora provides practical, community-based support to whānau so they can be self-managing. The primary focus of the initiative is to develop whanau-centred service delivery. A governance group has been set up to support implementing Whanau ora initiatives, provide strategic advice on policy priorities and ensure co-ordination across contributing government agencies and key stakeholders. The Government has confirmed $134m will be available over four years to allow Te Puni Kōkiri; the Ministry of Social Development; and the Ministry of Health to jointly implement Whānau Ora.

The initiative integrates existing contracts from agencies into joint funding arrangements with other agencies. An expressions of interest process to select the first wave of 20 Whanau Ora providers organisations will occur in 2010 with providers helping

whanau to access seamless health and social services, to focus on the opportunities to meet whanau needs. Regional leadership groups will be established across ten regions, with representatives from the community sitting alongside local agencies so that the initiative will reflect local priorities and knowledge of each area.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

There are structural and non-structural changes being made to improve performance management in the New Zealand public service. Examples of structural changes that have occurred in the last 36 months establishing the Auckland Transport Agency (ATA) and the New Zealand Transport Agency (NZTA)

ATA

The ATA will be set up to replace nine separate Auckland transport entities and will be part of Auckland Council. It is responsible for all local authority transport delivery functions in Auckland, including local roads and public transport.

The ATA will commence operation from 1 November 2010. Legislation establishing the ATA will be introduced before the end of the year.

NZTA

The NZTA was established in 2008 combining the functions of Land Transport NZ and Transit New Zealand. The new agency was set up to provide an integrated approach to transport planning, funding and delivery. NZTA is also responsible for regulating access to the transport network, manage state highways, and promote safety and sustainability priorities.

Under the Land Transport Management Act 2003 (amended 2008) NZTA is responsible for a range of functions including:

- Promoting an affordable, integrated, safe, responsible and sustainable land transport system;

- Investigating and reviewing accidents and incidents involving transport on land;

- Managing the state highway system, including planning, funding, design, supervision, construction and maintenance operations;

- Managing the land transport system, including auditing the performance of organisations receiving land transport funding; and

- Managing the regulatory environment for land transport.

Performance Improvement Framework (PIF)

The PIF is a joint central agency initiative to help senior public service leaders drive performance improvement across the New Zealand State Services. It is based on leading international private and public sector performance improvement models, and is tailored for the New Zealand State Services.

The Performance Improvement Framework comprises of:

- A comprehensive model for performance and capability improvement.

- A cycle of formal performance assessments which identify priority areas for action and a process to ensure these are addressed.

Public service agencies can draw on the PIF as an assessment and continuous business improvement tool, to manage their agency's development. The framework also provides central agencies with an overview of performance and capability across the New Zealand State services.

Key elements of the framework are:

- To provide transparent and comparative performance information.

- A common performance language that provides clear signals on expectations and agency performance.

- A strengthened culture of continuous business improvement.

How is information on performance integrated into strategic and political decision making?

Performance expectations for New Zealand government agencies are outlined in key accountability and performance reporting documents including the Statement of Intent (SOI) and the Annual Report.

The SOI outlines a department's expected contribution to the Government's priorities over the medium term (3-5 years). It should articulate decisions resulting from a department's engagement with Ministers over outcomes and priorities the Government is expecting the department to contribute to, and the key performance expectations of the department in regard to these priorities. They contain a baseline of forecast performance information against which Ministers and Members of Parliament can assess the department's actual performance in contributing to outcomes.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

New Zealanders can participate in the design, delivery and evaluation of public services in a variety of ways including:

- By voting.

- Making submissions on legislation.

- Signing petitions.

- Standing for community boards, local or central government.

- Writing letters and sending e-mail to editors and MPs.

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government"

Making information available

Open and transparent government is facilitated through two key pieces of legislation that govern access to official information. These are:

- The Official Information Act 1982; and

- The Local Government Official Information and Meetings Act 1987.

The guiding principle is that information must be made available unless good reason exists under the Acts for withholding it. The purpose of the law is to increase the availability of official information

- To promote more effective public participation in making and administering New Zealand laws and policies;

- Promote the accountability of Ministers of the Crown and government officials; and

- Protect sensitive information where necessary in the public interest or to preserve personal privacy.

Fostering open and inclusive policy making

Refer response under question one above and response under question three (session two).

Fostering integrity and transparency

Integrity and conduct is a key focus for the New Zealand government that was formalised when the State Sector Act that was passed in 1988. The State Services Commissioner has a mandate to set minimum standards for integrity and conduct for much of the state services, including public service departments and most Crown entities.

There is ongoing work to build and maintain trust within the New Zealand Public Service. The State Services Commission recently released results from the 2010 State Service Integrity and Conduct survey which measures the trustworthiness of State servants. The results can be found *www.ssc.govt.nz/2010-survey-report*. As well as conducting this survey, there has also been a focus on the need for the New Zealand Public Service to demonstrate judicious expenditure of public funds and appropriate behaviour by politicians and public officials during 2010 by proactively releasing details of their business expenses and gifts.

Improving service delivery

Improving service delivery is a key focus for the Government. The New Zealand Government is interested in improving front-line service delivery, and delivering better, smarter services for less. Specifically, the Government has reiterated the need to identify savings and efficiencies to enable viable delivery of services now and in the future, particularly given the tight fiscal environment. The Government has also expressed a desire to reduce 'back office' costs in order to free up resources for front-line service delivery.

Have the related initiatives had any impact on building trust in government?

Trust in government tends to be high in New Zealand. Transparency International has consistently rated New Zealand among the top three countries in its Corruption Perceptions Index. New Zealand was ranked number 1 in 2009.

The 2009 Kiwis Count results show improved levels of trust in public services since 2007, see *www.ssc.govt.nz/kiwis-count-2009.*

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

No recent policy initiatives have been developed. Actions to build and maintain core values are covered above under policies to foster integrity and transparency in the New Zealand public service.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

This has not been regarded as an issue of particular concern in New Zealand. Identifying and managing conflicts of interest are addressed in the New Zealand State Services Code of Conduct, which applies to all state servants. A recent review concluded that there was no justification for imposing specific restrictions on post-public employment of officials.

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

The principles contained in the New Zealand State Services Code of Conduct address concerns that may arise: for instance, "We must: be honest; work to the best of our abilities; ensure our actions are not affected by our personal interests or relationships; never misuse our position for personal gain; decline gifts or benefits that place us under any obligation or perceived influence."

Lobbying

This has not been regarded as an issue of particular concern in New Zealand.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

New Zealand does not have a programme of reform. A recent speech by our Minister of Finance outlines the current Government's thinking on public sector reform:

www.google.co.nz/#hl=en&&sa=X&ei=TTl7TJtQhcGeB43PoZ0L&ved=0CB8QBSgA &q=Bill+English+ANZSOG&spell=1&fp=db40fd95324d704b.

"So rather than embarking on wholesale change, we are stress testing the existing devolved model of public sector management. There are two reasons for this. The 2008 election was fought in the world before the global financial crisis. Then, in Opposition, we

made undertakings to leave existing income support measures in place, and to focus on moving public sector resources from the back office to the frontline.

This positioning effectively ruled out rationing public services or pushing more cost back on to the public. So that is not a debate we are entering into.

Instead, we are focused on getting value for money from the current level of resources. In this context, we also specifically ruled out large scale structural change and we have kept to those undertakings, despite the change in circumstances."

What were the key strategies to overcome resistance in the public sector to culture change?

In the speech described above the New Zealand Minister of Finance has highlighted the need for a culture change for the public sector to operate within fiscal constraints: "The culture of caution and risk management in the public sector has been deeply embedded in the last 10 years. So the Government has to keep demonstrating political support for change, and mandating tools chief executives can use without fear of political consequences.

This approach is reinforced by increasing oversight of our largest entities - the 10 departments and Crown entities that make up over 80 per cent of government spending. It has required a lot of work to merely slow down the strong growth in spending driven by an expansionary fiscal policy, particularly since 2005."

How does your country mobilise innovation in the public sector to foster change within public sector organisations?

Any innovation is currently focussed on efficiency and effectiveness. The New Zealand Government's "Better Administrative and Support Services" Programme aims to lower the cost and strengthen the effectiveness and efficiency of State Sector administration and support services across the New Zealand State Sector. The approach taken to foster change is to run a four-phase programme of work. At the end of each phase, the programme will report back to Cabinet and seek approval to proceed.

- **Start-up - Establishment of the programme.**

- **Phase One - Benchmarking and goal setting - under way now.**

- **Phase Two - Business case development.**

- **Phase Three - Design and business case validation.**

- **Phase Four - Build, test and deployment.**

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

Ministers set the outcomes and objectives for the portfolios that they are responsible for. The chief executives of the Public Service agencies within the portfolios are then responsible for achieving these outcomes and objectives. There are some well established examples of Chief executives co-operating to achieve government goals, for example in the Justice sector, the education sector and in Border control.

NORWAY

Session 1. Fiscal consolidation and service delivery

According to Norwegian fiscal guidelines, the budget policy shall contribute to a stable development in the economy. As a response to the financial crisis, the Norwegian Government in January 2009 proposed to the Parliament expansionary amendments to the 2009 Fiscal Budget, which were adopted with only minor changes. Measured as the change in the non-oil structural budget deficit as a share of non-oil trend GDP, the fiscal stimulus was estimated at 3 percentage points. This fiscal response was among the strongest in OECD (later revisions has brought the calculated stimulus down to 2.1 percentage points).

The change in the structural (non-oil) deficit was estimated at NOK 45 billion from 2008 to 2009. The actions taken were in many fields, but importantly, there were a green profile, actions intended to strengthen public sector's adaptability, actions to contribute financing to export-oriented industries and actions to further strengthen the country's infrastructure.

The budget for 2010 followed up on this, but also with the clear intention that the actions from 2009 were provisional, and that they should be phased out of the budget as the situation began to normalise. 2010 should be seen as a consolidation year and as a preparation for further fiscal tightening. According to Statistics Norway the GDP growth for the second quarter of 2010 is estimated at 0,5 %, this was the fourth quarter in a row with growth. Estimated growth in non-oil GDP for 2010 is between 1,6 per cent and 2,1 per cent compared with 2009 (*www.regjeringen.no/fin/html/konjunkturbildet/0410/Tab_Norge.htm*).

The Norwegian economy has performed better than most other industrial countries during the financial crisis and global recession. During the past six months, the decline in employment throughout 2009 has stopped and the unemployment rate has remained low, at 3¼ - 3½ per cent. Unemployment is currently lower than the average level over the past 20 years, and far below the level of most other industrial countries. The set of measures to tackle the financial crises thus appear to have been successful.

The fiscal policy guidelines stipulate that fiscal policy shall be geared towards a gradual increase in the use of petroleum revenues. The state's net cash flow from petroleum activities is set aside in the Government Pension Fund Global (GPFG) in its entirety. Over time, the non-oil structural budget deficit shall correspond to the expected real return on the GPFG, estimated at 4 per cent. The guidelines allow for fiscal policy to be used actively to counter fluctuations in economic activity and the government has over the years made use of this flexibility in the guidelines.

The expansionary fiscal policy in 2009 and 2010 has brought the use of petroleum revenues to a high level. At the same time, economic activity has picked up, and the outlook for the labour market has improved. In the Revised National Budget for 2010 spending of oil revenues is estimated at about NOK 26 billion in excess of the 4 per cent path, corresponding to about 1¼ per cent of non-oil GDP. The Government has committed to over time align spending of petroleum income to the expected real return on the Fund, in

line with the fiscal guidelines. In this way fiscal policy leeway can be restored, at the same time as we bolster our ability to meet the growth in expenditure that will follow in the wake of an aging population.

Three main factors can be highlighted to understand the Norwegian flexibility in this situation:

- **A careful spending of money in good times. We are saving for a rainy day. This gives us muscle and adaptability when times are more austere. As the situation is starting to normalise again, it is important for Norway that fiscal prudence is once again the byword.**

- **Co-operation between government, employers and trade unions within a framework of moderate wage rises. This makes a good starting point of maintaining a competitive exporting sector and keeping wage growth and inflation down to moderate levels.**

- **Over time the Norwegian government has taken actions to ensure that the public sector is well suited to the changes in society. There has been focus on the way services are delivered. Maybe most important an agreement has been reached concerning the pension system, which has been changed with the intention of keeping people in the working life for a longer period. This strengthens the contract in society between the contributors and beneficiaries concerning the financing of public services.**

Public-private partnerships

Public-private partnerships have by some actors been touted as a new way of getting public works financed and done in an efficient manner. The theoretic rationale behind this is to see the construction and maintenance in one enterprise, and by this make allowances for efficient maintenance already in the construction process. Some infrastructure projects have been organised this way in Norway.

Within transportation and communication this kind of partnerships usually takes the form of an agreement between a public body and a private enterprise of delivering a total investment and running and maintenance of this investment for a fixed number of years. Public-private partnerships thus take the form of a leasing contract with an added maintenance agreement. The rationale for using this model should be that it is cost-effective compared with more traditional ways of financing infrastructure projects. The National Transport Plan in Norway, presented as a White paper to Parliament, shows that public-private partnerships have given faster project implementation, but it is not possible to document neither higher nor lower costs compared to the traditional methods. Those gains which have been made can as well be ascribed to thorough procurement processes. There are also some negative consequences of public-private partnerships. This way of financing projects increases the financing costs and pushes costs forward, and can therefore be said to conceal the state's expenditure and debt. There are also concerns that might give some firms a competitive advantage against others. As long as Norway's financial position does not require borrowing for financing this type of investment, we will focus on developing tools for more professional and efficient procurement, project planning and implementation regarding time and resources spent within the traditional framework. The Norwegian quality assurance programme for investments above 500 million NOK (approx. 60 million EUR) already conduce to better decision basis and more thorough planning and procurement.

StatRes - a statistical system for the entire central government in Norway

The aims are:

- Increased transparency of utilisation of resources.
- Motivating increased performance due to better transparency.
- Input for analyses, control and decisions.

StatRes has an input-output approach at the agency level based on the aims of the agency. StatRes publicises data on resources, activities, services and results, hence facilitating inter- and intra agency comparisons, as well as more advanced efficiency analyses. These analyses may provide valuable input for policymakers and serve as a useful instrument in the management of public agencies and service production.

An important aspect about StatRes is that data is fully accessible for the public, and hence provides a basis for critical scrutiny of the activities of government agencies by media, independent researchers etc.

Public information and data

The right to freedom of information (FOI) has a long tradition in Norway, and the PSI directive was incorporated in a renewed Freedom of Information Act (FOIA) in January 2009. This new FOIA grants access not only to documents, but also to databases.

FAD has commissioned a study on the market size of certain kinds of public sector information in Norway, as well as the development of a Norwegian data catalogue. The URL of the data catalogue, *data.norge.no,* corresponds to the international "trend", as we are inspired by similar initiatives like data.gov and data.gov.uk. We are also working on licensing terms, data formats and tutorials on the subject.

The evaluation portal

The government has decided to establish an internet based evaluation portal, which will be operational this autumn. The aim of the portal is to achieve a more structured approach to the use of evaluations in the public sector. The evaluation portal will collect evaluations initiated by ministries and government agencies, and make them accessible to the public. The service will make it easier to assemble knowledge from different sources and from different evaluations. This knowledge can be used in forming new policy, or in the management of public bodies. It can also be used to achieve learning effects from previous or ongoing works, and from the results achieved from various policies and measures. In short, the portal will be a vital tool in strengthening the performance management aspect of good governance. The portal can become a point of reference when establishing good practice in different parts of the central government administration.

Plain language

A special project on plain language was launched in 2010. The background was a survey that showed that 1 of 3 Norwegian inhabitants had problems understanding public information, letters and schemes. 50 % of those came back to the governmental institutions responsible for the information and asked for help. The project has its own website (*www.klarspråk.no*) containing advices, examples of bad as well as plain language and a blog.

Conflict of interest, post-public employment or the "revolving door" phenomenon

The Ministry of Government Administration, Reform and Church Affairs has set down ethical guidelines for the government service. Each individual government organisation is required to apply these guidelines to further develop and improve ethical awareness among state employees. Each organisation is also required to review whether it needs to supplement the guidelines, based on the individual organisation's requirements. These guidelines are now being revised and updated.

Our ministry has issued post-employment guidelines for civil servants in general, for politicians returning to civil service posts and for politicians transferring from public to private employment. According to these guidelines, a politician may be given temporary disqualification up to six months, and may have to abstain from involvement in certain cases for a period of up to one year. A politician will receive remuneration for a period of temporary disqualification, comparable to the net salary he or she had upon leaving office plus holiday pay. The decision to impose temporary disqualification and/or abstinence from involvement in certain cases is taken by the Committee on Outside Political Appointments; a committee that is independent of the government.

There are no special instruments in the government sector for dealing with the problem of "revolving doors"; the movement of personnel between roles as politicians and regulators and the industries affected by the legislation and regulation, other than the above mention guidelines for post-employment in the private sector. A certain amount of interchange of personnel between the industries and the government sector is considered beneficial to both sectors.

Public procurement

The Norwegian Open Files Act allows access to potential supplier's offers in the time after the contract award nevertheless before the conclusion of the contract. This is meant to encourage transparency in the procurement process by giving among others the public admission to documents relating to the procurement procedure.

The Agency for Public Management and e-Government (Difi) has established a webpage aimed at helping operators in the area of public procurement (buyers, sellers etc.) The page contains essential information on amongst others legislation, procurement procedure tools and news. The year of establishment (2009) the site had approximately 78.000 consultations.

Electronic public record database

An electronic public record database for the civil service (*www.OEP.no*) was launched in May 2010. From this day on, everyone is able to get access to the documents of the central civil service. Until May 2010, only journalists had the right to do so. OEP is democracy and openness in practice.

All documents sent from or received by ministries, directorates and state agencies are filed in public archives. On the OEP it is now possible to access the public records database and make searches in the public journal

Final plenary session. Strategies for implementation

In Norway the line ministers are responsible for the modernisation work within their own sectors. The minister of modernisation has an overall co-ordinating role, but also tries to push the modernisation work ahead. A Modernisation Programme is made to inform about the modernisation work and goals, but also because it is important to have a comprehensive strategy. The Government policy is to involve the trade unions as well as the civil society in the modernisation work.

POLAND

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

Polish economy has proved to be extremely resilient to the global economic crisis, yet. Activities of the government, such as the state transition pension reform, reinforcement of Poland's credibility on international markets, anti-crisis measures targeted at the labour market or major privatisation scheme have consolidated fundaments of the Polish economy. In November 2008 the government put forward the Stability and Development Plan aiming to protect the Polish economy against world financial crisis. Additionally, the Package of Anti-Crisis Measures has been introduced by the government. The Polish currency was stabilised and its position was safeguarded. Also, the programme supporting Polish enterprises has been developed.

Seeking financial savings, the government, instead of job cutting in public administration, decided to carry out a complex audit performed by external auditors in the ministries and central offices. Having such data would be extremely helpful in reorganizing and making central offices and ministries more effective. In addition, the project "Enhancing the effectiveness of the human resources function in public administration" has been implemented as part of the initiative aiming to strengthen the potential of government administration within the framework of the Human Capital Operational Programme.

Government's decision to freeze all wages in the public administration in 2011 has been already announced. The number of voices suggesting the need of employment cuts in PA has risen recently.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

New Act on Public-Private Partnership in Poland

New Public-Private Partnership legislation in Poland came into force in February 2009 and replaced previous legislation that was ineffective and too complicated in application. When compared with the old legislation the new PPP Act significantly reduced obligations for public entities and private partners related to implementation of PPP project. The new legislation is based on a freedom of contract rule to regulate as little as possible and thus to grant more flexibility for interested parties to freely agree individual aspects of mutual co-operation.

PPP Act significantly facilitates mutual co-operation between public side and private partners. New regulations on PPP evoked a very positive reaction from entities interested in

public-private partnership. It is seen as a real "green light" for PPP in Poland as far as legal provisions are concerned.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Act of Law of April 24th 2003 on Public Benefit and Volunteer Work (last amendment on January 2010)

Non-governmental organisations and other entities operating in the area of public benefit, from January 1, 2004, may apply for the public benefit status. There are certain benefits and obligations stemming from this status. The status is to be granted to the "elite" of the Third sector, providing services for the general public and guaranteeing transparency of operations ever since the moment of registration. Apart of NGOs, public benefit activity may be conducted by church legal entities and local authority organisations unions. There is also a requirement of obligatory co-operation programmes with NGOs for self-government entities.

Entities involved into public benefit activities may apply for the public benefit status. Public benefit organisations are offered a number of legal and fiscal entitlements, including exemption of corporate income tax and property tax. The Act also introduced an opportunity to donate 1% of the personal income tax to support public benefit organisations. The taxpayers may pay a calculated amount to the bank account of the NGO and show this in his/her tax statement.

In addition, NGOs and institutions engaged in public benefit activities can take advantage of volunteer work and donations for public tasks commissioned by public administration authorities.

Better co-ordinating with local governments

Joint Commission for Government and Territorial Self-Government

Joint Commission for Government and Territorial Self-Government, established by the Act of May 6, 2005, constitutes official forum to work out common standpoints and positions of the central and local government. Main responsibility of the Commission is to examine problems related to self-government's functioning and state policy on this matter. Commission also manages these issues of self-government which are in scope of European Union competencies.

Joint Commission for Government and National and Ethnic Minorities

The Commission was established under the article 23 of the Act of January 6, 2005 on National and Ethnic Minorities and Regional Language and constitutes an advisory and opinion-giving organ to the Prime Minister. Among jointly discussed issues are *e.g.*: the implementation process of the Act in regional self-government bodies, including the level of funds allocated in the state budget for preservation and development of racial and ethnic minorities and the preservation and development of the regional languages.

Using e-Government and cutting red tape

Building E-Government

Supporting of a broadly understood innovation is a role of the Polish Innovative Economy Operational Programme, itself an instrument of the National Coherence Strategy 2007-2013. Among its priorities is the Information Society – Building E-Government, which envisages better access to information resources of public administration and public services in digital format for citizens and entrepreneurs.

Please describe any specific policy initiatives to improve service delivery to specific population groups

Implementation of the Quality Management system for fiscal administration

Implementation of common management system for fiscal administration based on study called: *"Quality Management system for fiscal administration"* and *"Quality Manual"* as its part started in late 2008 in all fiscal administration units. The QM system and Manual is the result of a co-operation between representatives of the French and Polish fiscal administration in the frames of the project: *"Improving the quality of the functioning units of fiscal administration"* which is financed from the Transition Facility.

The role of the study called: "Quality Management system for fiscal administration" has been to establish a framework for implementing the QM system and a compendium of the necessary theoretical knowledge and practical solutions needed during the process of implementation. The role of the Quality Manual – is to target the units of fiscal administration how to implement the system step by step, and how to improve it effectively in the future.

Implementing in all fiscal administration units common QM system based on the international standards such as: ISO 9000, CAF, or EFQM has been a major purpose of the project. The final result of the whole project will be a common management system, self assessment system, and platform for exchange of best practices between units of fiscal administration.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

Act on Poland's Civil Service

New Law on Poland's Civil Service of 21 November 2008 entered into force in March 2009. Head of Civil Service (Mr. Sławomir Brodziński was nominated for this position by the Prime Minister Donald Tusk) was established as the central organ of Government administration, competent in civil service issues. He develops HRM strategy, ethics rules and standards. He performs his tasks with the assistance of Directors General. Additionally, The Civil Service Council was created as a opinion-giving and advisory body of the Prime Minister regarding civil service issues.

Detailed duties of the Head of Poland's Civil Service include, among other responsibilities, watching over the observance the Civil Service rules; administering the process of staff management; collecting data on the Civil Service Corps; preparing drafts of normative acts concerning public administration; monitoring and supervising the use of resources; planning, organizing and supervising central trainings for the Civil Service;

ensuring conditions to dissemination of information on vacant posts; developing international co-operation in the matters concerning the Civil Service; establishing HRM standards and guidelines on the observance of the Civil Service rules and ethical principles of the Civil Service Corps by way of an ordinance.

An example of introducing flexible work time as an element of human resources' flexicurity concept:

The project "Restructuring and employment conditions: How to monitor the modernisation of public administrations?" was initiated by European Institute of Public Administration and involves partners from University of Tilburg, the Chancellery of Prime Minister in Poland, the State Chancellery in Latvia and Ministry of Labour and Social Affairs in Estonia. The project is co-financed by the European Commission, and it takes place from December 2009 for the period of one year. The aim of the project is to develop indicators for measuring modernisation processes and monitoring their development in public administrations in Poland, Latvia and Estonia. These indicators should be transferable to other Member States' public administrations, and comparable with the indicators used in other public sector areas, as well as being linked to the flexicurity indicators that are being constructed by the European Commission and academic scholars.

Responding to the above and in order to increase the attractiveness of jobs in government administration, the Ministry of Economy has recently introduced flexible work time for its employees. Flexible work time at the Ministry of Economy consists in specifying two time brackets. The first bracket, from 7.30 am to 9.00 am, specifies the hours when the employees may start their work, while the second, from 3.30 pm to 5 pm, is when they may finish it. Therefore, the presence of all employees is ensured between 9.00 am and 3.30 pm. It needs to be emphasized that 8-hour daily work time is still maintained. Furthermore, flexicurity approach has a positive impact on the perception of public administration as an employer among its current employees and should encourage a greater number of persons to apply for a job in PA.

How is information on performance integrated into strategic and political decision making?

Strategy of Human Resources Management in Poland's Civil Service as a part of a broader Effective State Strategy:

Head of Poland's Civil Service organizes efforts on the Strategy of Human Resources Management in the Civil Service, which will be a part of a broader governmental Effective State Strategy. The objective is to build a professionally managed civil service that operates through an aware and well organised staff of civil servants; is capable of quick and efficient responses to emerging challenges, and can efficiently use available knowledge and experience to improve its own operation. Building a civil service under such conditions requires, among other things, adequate sources of financing strategic priorities and objective, ongoing co-operation with people responsible for the functioning of more than 2300 institutions active in the Polish civil service. The process of strategy development involves experts and experienced people specialised in management as well as representatives of academia. General diagnosis of the situation in Civil Service HRM has been already prepared. After developing phase the project will be subject to social consultations. Human resource management strategy in the Polish civil service will be financed with a special reserve fund that will be made in the central Polish budget specifically for the task of upgrading the civil service. Several performance-related

indicators will be included in the strategy. Department of Civil Service in the Chancellery of Prime Minister has been already engaged in developing new performance indicators, some of them using innovative methods and approaches in HRM.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

Civic Initiatives Fund – Operational Programme

Civic Initiatives Fund Operational Programme (for years 2009-2013) is an example of country level initiative created to support Civil Society Organisations (CSOs). It directly derives from the document Strategy of Supporting Civil Society Development (for years 2009-2015). Both documents are elements of an overall tool of supporting CSOs in the process of building civil society. Civic Initiative Fund is a grant programme addressing non-for-profit organisations, formed for the purpose of initiating and strengthening civic initiatives, in co-operation with CSOs. It is complementary to the already functioning solutions and practice in this area. The programme comes from the idea of strengthening the civic sector which is being implemented by the government with the help of legal, informational, infrastructural, financial and institutional instruments.

The main goal of the programme is to enhance participation of CSOs in performing public tasks within the public policies that shall be created based on principles of partnership and subsidiarity. There are 4 specific goals: (1) enhancing activity and awareness of citizens and local communities, (2) development of CSOs sector potential, (3) increasing CSOs sector engagement in performing social services in such spheres as social integration and professional activation, and (4) developing Polish model of social economy.

Civic Initiatives Fund's priorities enable financing projects aimed at improvements for particular groups such as women, disabled and older people.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

Making information available -

Act on Access to Public Information

The Act on Access to Public Information was adopted on 6 September 2001 and came into force in January 2002. It allows anyone to demand access to public information held by public and private bodies exercising public tasks, as well as trade unions and political parties. The bodies must respond within 14 days. There are exemptions for official or State secrets, confidential information, personal privacy and business secrets. Appeals are lodged to a court.

Public bodies are required to publish information on their policies, legal organisation and principles of operation, contents of administrative acts and decisions, as well as public assets. The law requires that each of these bodies create a Public Information Bulletin to allow access to information via computer networks. Consultations of every draft of legal acts as well as publication of the whole legislative process is also the legal requirement. Publishing information is also required in public procurement's procedures and during processes of recruitment in public administration.

In line with the Act on Access to Public Information, the official electronic journal for public information - Public Information Bulletin (BIP) - was launched in July 2003.

Success of the Civil Service Review

The Civil Service Review is a bimonthly periodical published electronically and addressed to over 130,000 civil service corps members from over 2,250 offices. The first edition of the Civil Service Review took place in July 2009 and received a very positive response among the readers. The periodical contains the reports on the work of the Head of Civil Service, the Civil Service Council as well as on the conferences and meetings organized by the Department of the Civil Service of the Chancellery of the Prime Minister. The information covers such issues as new solutions in management of the civil service, budget and projects developed and executed in the framework of the civil service including international co-operation. The periodical provides also an opportunity to share the knowledge and news on best practices concerning management and functioning of offices in the dedicated section as well as on the informal internet forum – Civil Service Café.

The purpose of the creation of the periodical was to provide the governmental public administration with the knowledge on solutions which has been introduced in the civil service as well as the platform for exchanging views, experiences and opinions on the administration-oriented issues.

Fostering open and inclusive policy making

NGO Project on Lobbying:

Mechanisms of lobbying at the local government is being reviewed by the Institute of Public Affairs. The project aims to investigate the manifestations of lobbying activities in provincial municipalities. Lobbying at the level of local government in Poland has not been yet the subject of comprehensive research. Therefore, the main component of the project is the study carried out in all 16 provincial municipalities. By promoting decent imitation of standards and an indication of deficiencies and risks the project is to contribute to the transparency of decision-making processes at the level of provincial governments, as well as to increase the efficiency of mechanisms for consultation and co-operation with social partners in the regulation and implementation of public policies and regulations.

Open and competitive recruitment

Ensuring by Polish Constitution and the Act of 21 November 2008 on Civil Service, each and every citizen is entitled to obtain information about vacancies within the Civil Service. The recruitment to the Civil Service is publicly open and based on the competition principle. Following similar rules, senior positions in the Civil Service are staffed by way of an open and competitive recruitment.

Similar recruitment procedures, open and competitive, were also incorporated to the amended Act of Self-Government Employees.

Fostering integrity and transparency

Supervising a lobby activities in Poland

Since 2008, Poland has taken several initiatives to improve integrity and transparency. One of the most important one has been to supervise the activities of lobby in Poland. In 2008, under a grant financed by the European Commission and the Ministry of Interior and Administration, the Batory Foundation (one of the main anti-corruption non-governmental organisations) conducted a project to investigate the phenomenon of lobbying and influence of groups in Poland. The research aimed at lobbying the public to know about lobbying activities in Poland and to identify practices in the rulemaking process. The result of this project was to make a number of recommendations aimed at increasing the transparency of government and parliament, which were presented to the Government and members of parliament.

Improving service delivery

Optimisation of process management example

The implementation of process management in the Ministry of Economy provided a basis for measuring the performance of different processes, which improved the operational efficiency and effectiveness of the entire structure of the Ministry. What was of fundamental importance to the success of the whole project, including a necessary mentality shift affecting the approach of many employees (transition from passive to active attitudes) was the commitment of the management of the Ministry. The focus placed throughout the process on employees, whom, as internal customers, participate, by means of electronic modelling tools, in process identification and development, is not only innovative, but it is also a solution that provides an incentive for individuals and teams to be committed to the creation of a new management architecture. The management processes have strengthened the focus on the external customer - in the case of the ME, it mainly means the focus on entrepreneurs – what, in result, has improved the awareness of their needs and the quality of their service by the Ministry's staff.

There are more than 230 processes identified and described at the Ministry of Economy, together with their key objectives and metrics, including those relating to the quality of services and products. Their owners of the heads and deputy heads of the organisational units. Corruption risk analyses have been developed for all the processes. The Ministry adopted a uniform approach to involving citizens/customers in the development of quality standards for the services and information delivered to citizens/customers, as well as an approach to the introduction of innovative solutions to processes with the participation of the Ministry's customers/citizens.

Have the related initiatives had any impact on building trust in government?

Building a positive image of civil service

Being aware of difficulties in measuring trust in public administration, a task-group of specialists to build a positive image of civil service was formed. Additional goal of this group is to create a concept of branding civil service as an employer of choice to attract best talents from the widest possible pool of potential candidates. Research indicates that most of citizens are happy with their individual contacts with civil servants, but majority of them still have a negative view of public administration as a whole. Having that in mind, the

group has prepared an innovative concept of the research to support a building process of a new C.S. communication strategy.

The concept is based on three separate modules focusing on qualitative and quantitative research as well as media analyses of public debate on government and its public administration. During the research several target group will be approached including members of civil service corps, citizens as clients of PA, students and university graduates as well as public opinion leaders, *e.g.* media, academics and politicians. Then, a proposed system of measuring trust and good image of PA will be put in place and new indicators showing direction of changes over time will be integrated into new Strategy of Human Resources Management in the Civil Service.

Social dialogue – Immediate Group for Municipal and Civil Service Employees as a way of building trust

Working group for municipal and civil service employees has been recently established as a part of the Tripartite Commission for Socio-Economic Affairs, with joint participation of government, employees and employers representatives. The major task of this body is to work out and co-ordinate solutions focusing on public administration employees, in local and central levels, regarding in particular: level of wages, guidelines for recruitment procedures, job evaluation, regulations in scope of labour law as well as funds for PA functioning. This trust-building process will continue till 31 December 2011. After that date decisions about the future of this social dialog continuity will be taken.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

New Code of Ethics and Principles of Civil Service:

A task-group to prepare a draft of the ordinance about ethics' principles in civil service and the code of conduct, established by the Head of Civil Service, has been finalising its work. The document, after approval by the Prime Minister (by way of an ordinance), will assemble standards of behaviour derived from civil service values as defined in article 153 of Poland's Constitution and in the Civil Service Act. A draft of the Ordinance specifies two categories: (1) ethics' principles for members of civil service corps, and (2) guidelines on their observance.

The new Code of Ethics will be focused on certain rules of proper behaviour, honesty/integrity, political neutrality/impartiality and loyalty to the state and its public service. The new Principles of Civil Service are based on legalism, integrity, human and citizens rights, transparency, professionalism, accountability, rationality, life-long learning, employment stability, open and competitive recruitment, sustainability, disinterestedness as well as the principle of the Prime Minister superiority and the principle of watching over the observance of the civil service rules by the Head of Civil Service. In addition, a newly established Forum of directors general of public offices will propose methods of implementation of guidelines in regards to the compliance with principles of the civil service and the ethical code of the civil service corps as well as will draft conclusions about their implementation.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

Anti-Corruption Strategy

In 2010, in connection with completion of the second phase of the Anti-Corruption Strategy, work has begun on its preparation and subsequent implementation. By the end of the year, a draft of anti-corruption measures for the period 2011-2015 will be prepared. A strategic objective is to reduce the level of corruption through improving the law, strengthening the fight against crime and corruption, improving the quality of work in public administration, lowering tolerance towards corruption and, at the same time, raising public awareness.

Draft of Anti-Corruption Law prepared by the government plenipotentiary for the Development of the Programme for Preventing of Irregularities in Public Institutions

A draft of the comprehensive Act – Anticorruption Law has been under a broad inter-ministerial and social partners' consultations. Act – proposed by the government plenipotentiary for the Development of the Programme for Preventing of Irregularities in Public Institutions - introduces, among integrity instrument, 3-years "cooling-off" period prohibiting post-public employment in private sector area previously dependent on decisions taken in a period of 7 years by public servant.

In regards to "revolving door" phenomenon, also the Act on Council of Ministers includes obligation for members of political cabinets to publish in electronic Bulletin of Public Information their employment history and all sources of personal income, including any business activity, within 3 years before he/she started to work for the government.

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

Amending Public Procurement Law

The Public Procurement Law was largely amended in Poland in order to implement the provisions of the EU Directives in public procurement, including those pertaining to electronic auctions and the Dynamic Purchasing System. The amended version of this Law places electronic communications between the awarding entity and the economic operator on the same level as that of written or fax communications, regardless of the procurement procedure in question. It furthermore defines the cases when transferred data have to be supplied with a qualified electronic signature.

Lobbying

Evaluation of Lobbing Act

Evaluation of the effectiveness of the Polish Act on Lobbying has been based on consultation of the public, reviewing lobbying activities as well as consulting with the representatives of local self-governments on lobbing practices at the sub-national level. Primary aim of the new Act on Lobbying was to make the law-making process more transparent, but it does not regulate lobbing activities in other areas which are covered by Public Procurement Law, the Anti-Corruption Law or the Criminal Code. It was better to

make improvements in a specific area rather than to try to improve everything simultaneously.

Up to August 2010, 176 entities conducting professional lobbying activities had been registered in National Lobbyist Registry and 6 had been deregistered.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

"Poland 2030 – Development Challenges" Report by the Board of Strategic Advisors to the Prime Minister

An example of a strategic document that devotes much room to building and using creative and innovative potential is the Report "Poland 2030 – Development Challenges", created by the Board of Strategic Advisors to the Prime Minister of Poland and published in June 2009. It provides a multifaceted diagnosis of where Poland finds itself 20 years after embarking on the fundamental political, social and economic reforms initiated in 1989. Importantly the diagnosis is not limited to just looking at the history, but it focuses on the future trying to identify fundamental dilemmas of development faced by Poland at the beginning of the next two decades, the solving of which will have a crucial influence on where Poland, including its administration, will arrive in 2030. In terms of building an efficient state the diagnosed challenge faced by our administration was to acknowledge expertise, practice and experience of non-governmental entities, citizens and individuals in identifying and solving current problems. One of the objectives is to shape and manage Polish public administration into an innovative and efficient system open to external experience and playing a serving role in the society. The process of building public confidence in the state's institutional infrastructure (public institutions and administration) will focus on improvement in the effectiveness of institutions offering public services as well as on public debate regarding key challenges and dilemmas of the state's development policy and involve all its stakeholders as equal.

Public Benefit Works' Council

A public entity established for counselling, analyst, and assistant body to the minister responsible for social security issues that consists of five representatives of governmental administration bodies, and of units supervised by or reporting to such bodies, five representatives of local government authorities, ten representatives of CSOs, CSOs unions and/or associations.

The Public Benefit Works' Council has contributed to many solutions concerning the functioning of NGOs and their co-operation with public administration with respect to public benefit. The Council also systematically expresses its opinion on government drafts of legal acts related to NGOs activities and volunteer work. It is also involved in preparation of the new Strategy of Supporting Civil Society Development, which is currently under broad social consultations.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

Project "Strengthening of management abilities in government administration offices" as a way to foster change within public sector organisations

The project - co-funded by European Social Fund within the framework of Sub-Action 5.1.1. of the Operational Programme Human Capital - aims at a large-scale dissemination of the quality oriented approach as well as TQM philosophy and methods in administration. The objectives of the project are to initiate and support a quality oriented management model applied in administration offices as well as to streamline their functioning. The project provides support for different target groups and institutions, playing the key role in government administration quality policy. The network developing aspect is one of the key success factors in the project. Several projects actions has been focused on building a network of professional knowledge and experience exchange. Seminars, training sessions, and implementation teams meetings are devoted to sharing good practices, discussing common obstacles, informing on initiatives and experiences and enhance the information exchange between practitioners, academics and representatives of self-government institutions.

Poland: Common Assessment Framework as a driver for change in PA

The interest in Poland for CAF was seen first at the local authorities level and was disseminated throughout local seminars and conferences and via European events. The idea of total quality management was becoming more and more wide known and the CAF appeared as a useful tool for its easy introduction and promotion, *i.e.* CAF has inspired many public managers to develop co-operation in bench learning networks.

Broader use of CAF in Poland is definitely a result of several projects that has been carried out by central and regional authorities, such as central civil service trainings on CAF in 2005 and a project of CAF implementation in 20 ministries and central agencies by the Ministry of Interior and Administration. Those actions gave a further impetus for CAF implementation at local level.

As for the promotion of CAF, the main task is then divided between Ministry of Interior and Administration, working mostly for local authorities and the Chancellery of the Prime Minister, dedicated to government-level administration. In the mid 2010 we can find over 150 CAF users registered in the EIPA database and the evaluations carried out in 2009 suggest that about 3 to 4% of administration units used CAF at least once. The growing interest for the use of CAF may be seen as an indicator of changes in the management of public sector, as it is more and more popular in central and local levels of public administration in Poland.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

Establishing a Forum of the Civil Service's Directors General

Strategic priorities and objectives with direct and indirect relevance to the civil service are being introduced, discussed and provided with opinions at a newly established Forum of the Civil Service's Directors General. Meetings with the Head of the Civil Service at the

Forum and debates conducted with a purpose-designed software application (Extranet restricted for the use by the Head of the Civil Service and directors general of public offices) help find out about opinions of top officials responsible for the development of Polish civil service and to tap into their creative potential.

This opinion-giving and advisory body is an innovative approach allowing horizontal communication between the Head of Civil Service and 62 Directors General. The main goal in establishing the Forum was to create a network of public administration chief executives for sharing knowledge and brain storming about best practices in public governance, strengthening teamwork capability to creative problem solving, implementing standardisation of rules and procedures within Directors General's offices and - last but not least - starting a process to build a corporate identity within Poland's public sector. Major responsibilities of the Forum are in particular:

- Offering opinions and proposing drafts of detailed methods how the civil service corps should perform its responsibilities dictated by the government's operating agenda and by the overall responsibilities of the government administration, subject to principles of efficiency, good management, legality and reliability;

- Proposing priorities and strategic objectives in areas of the civil service;

- Preparing opinions, analyses and positions with regards to the performance of civil service corps and developing proposed standards in this area;

- Acting in favour of the exchange of experiences, best practices and information on how to improve the operation of the civil service.

DGs' Forum meets regularly, and within the Forum exists working teams (5-7 DGs), which deals with concrete problems or challenges and report their recommendation to the Forum (*e.g.* working group for Polish Presidency in UE, in particular for co-operation within the European Union Public Administration Network – EUPAN as well as with OECD Public Governance Committee; or working group concerning members of civil service Corps' system of education and the National School of Public Administration).

PORTUGAL

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

Budget consolidation undertaken between 2005-2008, has not harmed the provision of public services, neither in terms of quantity nor in terms of quality. This process of budget consolidation implied the rationalisation of resources (for example, the Programme for Restructuring the Central Administration - PRACE) which enabled some financial savings without jeopardizing public service delivery.

In 2009, the process of budget consolidation due to the effects of the international crisis was interrupted. In 2010 the budget consolidation became a national priority. The measures taken concerning the cutting of expenditure are again oriented to the need of reducing waste and so achieve some financial savings, without jeopardizing the quality of public services delivered.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality.

Partnerships with the private sector

In 2010 it will be created a centralized monitoring unit of the PPP and concessions, directly under the Minister responsible for finance, endowed with real powers to co-ordinate the strategic and economic components and finance of those initiatives, as well as monitoring the execution of their contracts.

PPP projects currently under implementation, with direct impact on budgetary expenditure, we signalise the partnerships in the health sector, with positive effects on increasing the number of people covered by health care, the number of consultations and surgeries performed, with efficiencies evident for the system.

During 2010, starts the execution of 7 new PPP contracts in the national road network, which will help over time to increase internal mobility, reduce travel times and accident indicators.

Finally we highlight the RAVE project - High Speed Railway Network, including linking Lisbon - Madrid, with the section Poceirão-Caia already awarded, which constitute forward a modern and fast route to the strengthening of international connectivity alleviating the situation of peripheral country in the global context. "

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Over the last 5 years, in Portugal, several co-production initiatives have been promoted under the Programme for Legislative and Administrative Simplification (Simplex) with the goal of actively involve service users (citizens and businesses) as well as stakeholders in the modernisation process of public services, by participating in the planning of the Simplex's priorities and in the design of its initiatives.

Simplex is a programme that joins e-Government and cutting red tape initiatives in order to reduce administrative burdens for citizens and businesses, deliver faster, simpler and more user-centred public services, and improve the administration's internal efficiency.

The Programme itself is an example of an innovative and collaborative way of designing a policy. Its initiatives result from proposals coming from public bodies in all government departments (bottom-up approach) and some are the result of cross-departmental and multi-level collaboration. The Government sets out the major priorities and guidelines and co-ordinates the Programme, but it is up to the various public bodies to identify, design, implement and be accountable for their simplification initiatives, which must be completed in less than one year.

In order to get inputs from citizens and all other interested parties a "public consultation" is conducted every year, before the disclosure of the Programme. A Web-based format is used, enabling people to comment on the public bodies' proposals for the Programme, to contribute with their own proposals and to have open discussions with other participants. Each year, the full report of the consultation process is published at the Simplex's website (*www.simplex.pt*).

In addition, citizens are invited to share their ideas for cutting red tape and improving service quality through the "Diga.Simplex" blog (*http://diga-simplex.blogspot.com*) and a Facebook page. A "suggestion box" is also available all year round at the Simplex's Website. The "e-agenda" service for the online scheduling of medical appointments with the National Health Service is one of the Simplex initiatives that resulted from citizens' suggestions.

The "Simplex Idea Award" (Prémio Ideia.Simplex) is one of the most successful co-production initiatives promoted within the Programme. It challenges civil servants to be actively involved in the planning and design of the Programme, by contributing with their own innovative ideas to help cut red tape and deliver better public services. This competition also involves citizens, who are invited to choose one of the winning ideas by voting online at *www.simplex.pt.*

For the 2010 edition of the "Simplex Idea Award", civil servants submitted 600 ideas and more than 12,600 votes from citizens were recorded. One of the winning ideas, integrated at the 2010 Simplex Programme, is the "Electronic Prescription" (Receita Médica Electrónica) which allows doctors to prescribe drugs electronically and pharmacies to view them online. This measure will cut costs and save time, exempting users from carrying traditional paper prescriptions around.

Moreover, during the planning and design of the Simplex programmes, several meetings are often organised with businesses, citizens and their representatives (civil society and private sector organisations) to discuss simplification priorities, concrete proposals for new initiatives and to evaluate the outcomes of those already implemented, taking into account their perceptions, expectations and specific needs.

For example, a Small and Medium-sized Enterprises (SMEs) Forum was jointly organised with the Business Association for Innovation (COTEC – Associação Empresarial para a Inovação). Also, an International Investors Forum, gathering the main foreign Chambers of Commerce in Portugal, was promoted with the support of the Investment and Economic Promotion Agency (AICEP – Agência para o Investimento e Comércio Externo).

Furthermore, a Committee on Administrative Modernisation was created this year bringing together around the table the main trade unions, consumer protection associations, employees' confederations, business associations and chambers of commerce.

All the inputs from citizens, businesses and associations are submitted to the different government department's analysis and each year some suggestions are integrated in the programme's final version. More than 20% of the 189 initiatives included in the 2010 Simplex Programme resulted from public participation.

Local government is also implementing relevant co-production initiatives aimed to involve citizens in city planning and management. "My Street" and the "Participatory Budgeting of the Municipality of Lisbon" are two examples.

The online service "My Street" draws inspiration from the British project "Fixmystreet". It is available through the Citizen's Portal (*www.portaldocidadao.pt*) and enables citizens to actively participate in the management of their street and/or neighbourhood, by directly reporting problems to their local authorities (municipalities or parishes), such as potholes, poor street lighting, abandoned vehicles, graffiti, etc., as well as giving their ideas for improvement.

This service includes an online software application that uses geographically-referenced information and allows to follow-up the way in which citizen's communications are being addressed by the authorities.

Since the service was launched, in September 2009, more than two thousand reports have been sent to municipalities and parishes.

The "Participatory Budgeting of the Municipality" of Lisbon initiative (*http://www.cm-lisboa.pt/op*) allows citizens to participate in their municipality's spending decisions and helps municipality authorities to better adapt their policies to the needs and expectations of the population.

Initially, citizens are invited to submit proposals to the city authorities. The proposals are then analysed by the municipal services and transformed into projects, which are further submitted to an online vote by the public. At this stage, citizens can decide, by voting, which projects to include in the city's budget up to a maximum of five million Euros (5% of the city's investment budget). Building more bicycle lanes or improving the municipal kennel and cattery are examples of winning projects, proposed and voted by citizens.

Providing services that better meet the needs of their users is the overall goal of all these co-production initiatives.

Better co-ordinating with local governments

Improving service delivery and quality through better co-ordinating with local governments is one of the main goals of "Simplex Autárquico", a Simplification Programme for Local Government developed in partnership with the central government.

It started in July 2008 with 9 municipalities (10% of population) and 67 simplification initiatives. Currently, it involves 60 municipalities (27% of the population) who are implementing 291 initiatives. Another 60 new municipalities (affecting 55% of the

population in all) are now in the engagement process. The Programme is opened to the participation of any municipality willing to voluntarily commit with its objectives and rules such as disclosing all information related to the initiatives, including the deadlines for its implementation and its results.

Taking into account the levels of collaboration involved, it comprises three types of initiatives:

- The **local-central government initiatives**, which demand the collaboration between the two levels of government (central and local) to put into practice projects such as "one stop shops for delivering central and local public services" or the "simplification of licensing regimes";

- The **local-local government initiatives**, which entail the collaboration between several municipalities in order to enable the "adoption of standardized procedures" or the "sharing of resources to implement new projects", among other measures;

- The **local government initiatives** that depend only on the work of a single municipality or parish (the main reason for integrating this type of initiatives into a common programme is that it promotes the replication of best practices by other municipalities, parishes or departments of central government).

In fact, the collaboration between central and local governments has many advantages. First of all, it contributes to assimilate and spread a culture of cutting red tape practices and better public services, and it enables to benefit from the proximity of local government to bring public services closer to citizens and businesses needs. Moreover, it facilitates the integration of public services regardless of its provider and the standardisation of laws' implementation and of services' delivery.

Furthermore, the Government's integrated and multi-channel model for public services delivery relies on a deep co-ordination with local governments. One of its main objectives is to expand the network of Citizen's Shops (*Lojas do Cidadão*) to all municipalities, improving the quality of public services all over the country and, thereby, ensuring social and geographical cohesion.

The Citizen's Shops are the most successful face-to-face services in Portugal. They draw their inspiration from the shopping centre model and deliver a wide range of public and private services in one place (tax, social security and health-related services, register, labour, utilities and banking services, among others). These one-stop-shop services are based on partnerships and collaboration agreements between public services from different departments and levels of government, as well as private institutions.

Between 1999 and 2010, more than 85 million citizens have used the Citizen's Shops to access public services (which means that, in average, every Portuguese citizen visited 8,5 times the Citizen's Shops, during this period). People find the Citizen's Shops useful and are generally satisfied with the services provided. The main reason why most people use Citizen's Shops is convenience: they offer a wide range of services in one place with extended opening hours.

Another reason for its success is the delivery of new types of services, such as:

- The "Multi-services Counter" (*Balcão Multi-serviços*), which provides general services by using check-lists and data bases. It is used for services with a low level of specialisation that can be provided through a single and brief interaction (*e.g.* registering in local health centres or renewing one's driving license);

- The "integrated counters", which offer services organised around people's daily life events, such us replacing various documents at the "I lost my Wallet" counter (*Balcão Perdi a Carteira*); buying/selling a home at the "One-stop-house" service (*Casa Pronta*); or creating a new company in less than one hour at the "On-the-spot Firm" service (*Empresa na Hora*), among others.

  The Citizen's Shops network is being developed in co-operation with all municipalities. With this expansion model it will be possible to:

- Rationalise the public services delivery model by gathering in one place several public services that used to be located in different buildings and, therefore, reducing installation costs, creating synergies and sharing resources.

- Increase integration between services since they share the same space.

- Take advantage of new technologies to bring a large number of public services closer to citizens.

  Presently, there are more than twenty Citizen's Shops throughout the country, in urban and rural, interior and coastal areas. The area and the mix (type of central and local services provided) of the Citizen's Shops varies according to the characteristics of demand.

Using e-Government and cutting red tape

Making citizens and businesses everyday life easier – by using ICT to cut red tape, reduce administrative burdens and deliver better public services – has been a priority for the Portuguese Government over the last five years.

As aforementioned, to put forward this strategy the Portuguese Government has implemented a Programme for Legislative and Administrative Simplification – Simplex – that joins e-Government and cutting red tape initiatives.

Since 2006, almost **800 initiatives** have already been successfully completed within this Programme. These initiatives have led to the:

- **Elimination of unnecessary certificates** (according to the principle that public services should not request to citizens information that other public services already have);

- **Re-engineering of complex procedures**, like licensing permits in order to make them more transparent and predictable, *e.g.* by using applications that enable: to access to the relevant information (deadlines, taxes, etc.) in advance; to simulate all the stages of the procedure; to request the license; and also to monitor its progress;

- **Dematerialisation of forms and procedures by putting them online** and if necessary using the eID available in our Citizen's Card;

- **Removal of old-fashioned and disproportionate regulations**, *e.g.* by eliminating the obligation of licensing for the exercise of certain economic activities;

- **Improvement of public services delivery**, by creating single contact points and integrated services, organized around user's life events, or by offering news points of contact – for example the ATM network is being used to demand, renew and pay the fishermen's and the hunters' licenses (this service won one of the 2009 European e-Government Awards).

  Some examples of concrete initiatives to make life easier to citizens:

  The "**Citizen's Card**" (*Cartão de Cidadão*): the new Portuguese identification document gathers and replaces several cards from different public services (civil register,

taxes, social security and health) and enables citizens to identify themselves when using online public services, as well as to sign documents electronically (*www.cartaodecidadao.pt*). This new card provides a more secure access to public and private online services. Currently, it allows citizens: to start their marriage procedures online; to schedule a medical appointment; to buy and sell a vehicle; to request certificates; to change address on their driver's license; to set up a company; to open a bank account; among other services.

The **birth registration at maternity units** (*Nascer Cidadão*): is a service that allows to registry newborn babies directly in the maternity service where the birth took place, exempting citizens from the need to go to the Registry Office.

The **electronic pre-filled income tax return** (*Declarações electrónicas pré-preenchidas*) is an online service that exempts citizens from repeatedly giving the same information to tax services (such as name, taxpayer ID number, local tax office's code) or to give them information about their income that they already have received from employers or from other public services (such as wages, pensions, deductions to taxes and social security).

The "**I Lost my Wallet**" **counter** (*Balcão Perdi a Carteira*) is a one-stop-shop service that enables people to renew several ID cards at once.

The "**One-stop-house**" (*Casa Pronta*) counter enables to complete the most important procedures related to buy, sell or mortgage real estate (urban buildings) at a single counter, for example: sign the sale or assignment contract or their mortgage and pay all related taxes and duties and request exemption from the Municipal Property Tax (IMI).

Some examples of concrete initiatives to make life easier to businesses:

The "**On-the-spot Firm**" (*Empresa na Hora*) counter enables to set up companies at a single contact point and in less than one hour (on average 38 minutes in August 2010), without filling any application form. All the information is internally exchanged among the public services involved (registry, social security, taxes, economy).

The **Online Firm** (*Empresa Online*) service makes it possible to start-up a firm completely online (*www.empresaonline.pt*). Companies just need to access the "Online Firm" service available at the "Business Portal" and use a digital certificate number to authenticate themselves. This service also enables to access to other online services related to the different stages of the "businesses' lifecycle", such as registering a trademark.

The **Simplified Company Information** (*Informação Empresarial Simplificada*) allows firms to submit their financial and accounting information in one step. Portuguese companies had to fill in different forms at different deadlines to report their annual financial and accounting information to four different bodies (Directorate General for Taxation; Business Register Centre; National Statistics Agency; Portuguese Central Bank). Now, firms just have to fill a single form, available online at the "Business Portal", to submit all the information required by these four bodies.

The "**Permanent Certificate**" (*Certidão Permanente*) contains information about companies' commercial registries that is permanently updated and available online. It can be obtained though the "Business Portal". Whenever this information is requested by public or private bodies, firms just have to send a code to allow access to it. This service is also available in English.

The **Single Window for Port-related procedures** enables economic agents to contact with ports (whatever its destination) through a single point, available online. It is a

technological platform that centralises information and connects the several public services that work with ports authorities. It allows economic agents to complete all the formalities to dispatch ships and merchandise in a faster, more convenient and paperless way.

Savings for business have been measured through the Standard Cost Model methodology. Since 2008, 26 simplification initiatives were evaluated. The study results show that administrative burdens for enterprises have been reduced by up to 56% with the new simplified procedures. It is estimated that: the 96.339 companies created at the "On-the-Spot Firm" service (since July 2005) have saved more than 17 Million Euros by using this service; the 14.301 entrepreneurs that choose the "Online Firm" service to start-up its firm (since 2006) saved more than 27 Million Euros; and that the 1,5 Million Permanent Certificates issued (since 2006) led to savings up to 45 Million Euros.

Also, the citizens' perception of the quality of new services has been assessed using the ECSI methodology.

Please describe any specific policy initiatives to improve service delivery to specific population groups

In recent years many measures have been taken that have contributed to improving the access to services and public administration bodies and private services of specific groups of population, at different levels.

At Simplex level

Some of the initiatives developed under the Portuguese Programme for Legislative and Administrative Programme (Simplex) are aimed at improving service delivery to specific population groups, such as elderly people, disabled people and immigrants.

For example, **integrated counters for senior citizens** were developed to deliver services closer to elderly people. These counters are located in Parish Council Offices and deliver a wide range of public and private services related to relevant issues for this specific group such as pensions, leisure activities and health care.

In order to **simplify disabled citizens' interactions with public services** several Simplex initiatives have been adopted to exempt them from moving around from public service to public service to repeatedly prove their entitlement to certain benefits. Instead public services are exchanging information directly by using an interoperability platform.

Moreover, a wide range of initiatives were undertaken **to simplify immigrants admission and integration**. For instance, it was developed a new document (the "Foreign Citizens' Card") that replaces and gathers the residence permits and other documents that were required to identify foreign citizens at different public services (social security, health and tax services). This new card includes biometric data enables more secure identification. Other initiatives have made foreign citizens' access to public services easier and faster, such as the development of a call-center and a new Web site to deliver all the information and services provided by the Borders and Immigration Service (Serviço de Estrangeiros e Fronteiras). Moreover, it was created a new procedure to simplify the certification of foreign students (from outside the Schengen area) required for the enrolment process in national institutions of higher education. This was achieved by providing direct communication between the information systems of the Borders and Immigration Service and the Universities.

Restructuring the site of the Commission for Equality at Work and Employment (CITE) – Site of informative and formative nature, that makes legislation available on-line in matters pertaining to equality between men and women, statistics, opinions and other specialised information.

Green line – Telephone line to deal with specialised juridical issues concerning rights in matters relating to the equality between men and women.

Specialised legal support on rights related to the equality between men and women – Support provided through face-to-face dealing and by response to written consultations, namely via e-mail.

Participation in the CITE in specialised networks and forums, with objectives and activities that are framed in the mission and attributions of the CITE – As an example the Network RSOpt – National Network of Social Responsibility of Organisations may be indicated, of which CITE is founder member, the mission of which is to promote the development, operationalisation and incorporation of concepts and social responsibility tools within organisations, namely, what has to do with the equality of Gender. This network with nearly 160 public, entrepreneurial entities, together with civil society integrates the CITE and accedes more easily its target publics, namely employer entities.

Development and participation in specific projects for strategic publics, namely:

- Project Social Dialogue and Equality in Businesses – this project proposed to respond to difficulties felt by companies in the recognition and identification of discrimination situations according to the gender and in the promotion of equality of gender. Strategic public: companies, social partners

- Project Revaluate the Work to Promote Equality – targeted to develop and test a methodology of analysis of functions, centred upon the value of the work that would enable the application of the principle" equal salary for equal work or of equal value " without bias of gender. Strategic publics: companies, workers, social partners.

- Project "The Professional desegregation in the combat against poverty", in the scope of the European Year for Combating Poverty, which aims at contributing to reduce poverty and social exclusion of unemployed women and men or at risk of unemployment, in the Municipality of Castelo Branco, through awareness actions and good practices to promote professional and sectoral desegregation of the labour market according to the gender, integrating the principles of social responsibility. Strategic publics: companies, social partners, public services of employment and unemployed persons or in a lay-off situation.

Others measures

- Adoption of technical standards of accessibility (Decree – Law n° 163/2006, of August 8) that requires the creation of a set of rules for accessibility in public buildings and housing;

- Creating conditions for the sites and services and state agencies that are accessible to people with special needs, allowing them an access to all available information;

- Recommendation of a set of obligations that allows the monitoring of emissions by people with special needs, including through the use of subtitling, interpreting through sign language, audio-description and other techniques deemed appropriate, based on a multi-annual plan providing for its gradual implementation, taking into account the technical and market conditions at any time by it. In addition, this Law stipulates how the specific

obligation of the concessionaire of public service broadcasting to guarantee the possibility of monitoring of emissions by people with special needs, including through the use of subtitling, interpreting through sign language sites services and public bodies are accessible so as to enable access to information for people with disabilities. (Law nº 27/2007 of July 30 - Television Act);

- Developing measures to ensure access for persons with disabilities to cinematographic and audiovisual (Law nº. 42/2004 of August 18);

- The Framework Law of the Portuguese Museums safeguard visitors with special needs, including people with disabilities are entitled to special support (Law nº 47/2004 of August 19);

- The sports grounds should provide places for people with disabilities, parking and access. (Law nº 39/2009 of 30 July and Decree No. 10/2001 of 7 June);

- Established the right of accessibility for disabled people accompanied by assistance dogs (dog trained or undergoing training to monitor, lead and assist the disabled person), duly certified, the local transport and facilities for public access. (Decree-Law nº 74/2007 of 27 March) and the possibility of using rail accompanied those dogs (Decree-Law nº 58/2008 of 26 March);

- Set up the conditions of access and rights of disabled persons and persons with reduced mobility in air transport (Decree-Law nº 241/2008 of 17 December);

- Established a set of mechanisms to strengthen consumer rights to information and protection of economic interests under the acquisition of urban property for housing (Decree-Law nº 68/2004 of March 25);

- Were created standards that have come to allow access by the blind to information on goods sold to the public at large and medium supermarkets (Law No. 33/2008 of 22 June);

Not ending without mentioning the priority of care in public services for people with disabilities enshrined since 1999 (Decree-Law nº 135/99 of 22 April), and the establishment of information services and mediation for disable people among some municipalities (providing information on rights, benefits and resources in the area of disability and rehabilitation), the Hotline INR, IP (National Institute of Rehabilitation), which works either by mail, telephone or in person(this service is provide by a team of technicians providing support to the citizens with disabilities, their families, organisations and services) and the Affordable Balconies Social Security which aims to create conditions for access disabled people who go to social security services, by the adaptation of furniture, architectural and physical conditions, and computer applications developed by Portugal Telecom.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

In the scope of performance management, reference should be made as key initiatives of strategic impact on the public sector, the integrated system of performance assessment in the public administration (SIADAP) and the management contracts in public companies.

SIADAP

In December 2007 a new integrated system of performance assessment in the public administration (SIADAP) has entered into force, with universal application throughout State, regional and local administration, providing for wide-ranging mechanisms for flexibility and adaptation to be able to cover the specific nature of the different types of administration, public services, careers and functional areas of their staff and management needs.

As one of the major assets in the public administration modernisation strategy, the SIADAP includes the performance assessment of services, top and middle managers and public workers.

The system is based on a management design for public services centred upon objectives. In this sense, in the assessment of services, managers and other staff, the results achieved in relation to previously set objectives play a key role. The results should be measured through pre-established indicators that, among other things, allow for transparency, impartiality and avoidance of discrimination.

The goal is, on the one hand, to create an environment of competition and improved performance, as the results of the appraisal will have an impact in people's remunerations and contract renewals, and on the other hand, to develop, in a coherent and integrated manner, an overall assessment model to work as a strategic tool to gear up to changes, professional motivation with direct impact on the global improvement of public administration (PA).

In 2008 the performance assessment of public services was implemented with the aim of strengthening a culture of assessment and accountability in PA, marked by the publicising of services objectives and results on the respective websites, accomplished in close articulation with the assessment and accountability framework (QUAR) of each one, which is related to the respective management cycle.

The assessment, undertaken on an annual basis, and grounded on objectives of effectiveness, efficiency and quality is carried out through self-assessment which is compulsory, and hetero-assessment. In the latter case it may be made by administration's internal entities (for example, inspectorates-general), or by external entities (for example, consumer associations or other users) with the aim of obtaining in-depth knowledge of the causes of deviations evidenced in the self-assessment or detected in any other way and put forward proposals for the improvement of processes and future results.

In each ministry, it is incumbent upon the service with attributions in matters pertaining to planning, strategy and assessment (GPEARI) to follow-up the process and give opinions as to self-assessments. These results will be forwarded to the respective member of the Government.

In order to ensure co-ordination and co-operation and to promote the exchange of experiences the Services Assessing co-ordinating Council was set up.

For the first time, the assessment of services is made together with top and middle managers and remaining staff, thus facilitating the coherent alignment of the performance of services and of the staff working therein.

The quota system was set up for the differentiation of performance of the public workers and middle managers: 25% for relevant performance and, within this percentage, 5% for excellent performance.

In order to stimulate merit, it was introduced rewards for public workers and middle managers who have obtained the maximum annual performance assessment. Performance bonuses are equivalent to a basic salary.

As far as the performance assessment of senior managers is concerned it should be mentioned that this process is carried out and based on the following parameters: i) degree of accomplishment of commitments set out in the respective charters of mission, having as a basis the measurement indicators set for the assessment of results achieved in relation to the effectiveness, efficiency and quality objectives in those charters and in the human, financial and material resources management assigned to the service, as well as ii) leadership competences, strategic vision, external representation and management skills shown.

In a summarized way, the Charter of Mission is a commitment of management delivered by the member of the government to the senior managers appointed, which is relevant for the assessment of the way how the functions are fulfilled. Such Charter constitutes an instrument indispensable to the development of the Public Administration within a culture of management by objectives.

In addition to the assessment that is made at the end of the three year mandate, there is also an intercalated performance assessment of senior managers, also on an annual basis. They may be awarded according to success levels achieved in the assessment parameters. In the case of merit recognition that means that overall excellent performance has been achieved or superseded a qualitative score of *Excellent Performance* may be granted. Bearing in mind a cross transparency policy in PA, the results of the assessment that justify management awards are publicized on the respective ministry website.

The differentiation of performances of senior managers is ensured by the setting of a maximum percentage of 5 % of the total of senior managers granted the merit award for *Excellent Performance* in each ministry.

Management contracts in public companies

Public companies, for their social importance and for the impact on the economy and on investment require a professional and strict management, centred upon clear and ambitious objectives, allowing for developing a market culture and of bringing management closer to the customer, and in the observance of entrepreneurial best practices that ensure its suitable sustainability.

It is envisaged to increase the paradigm of management, make public companies more prepared, with higher leadership capacity, by holding managers responsible for the accomplishment of previously defined strategic objectives. This presupposes the definition of strategic guidelines between supervision and companies, the definition of objectives embodied in Charters of Mission that by virtue of the new Public Manager Statute are now named Management Contracts.

In this context, in 2007, the public manager regime was brought closer to the status of administrator of private companies, being generalized the adoption of the management contract, that implies the setting of quantified goals and the possibility of the public manager being removed from the post when the objectives set were not achieved without that such attitude cause damage for the State.

In the process of setting remunerations of public managers and of further benefits, the variable remuneration shall be dependent upon the actual achievement of pre-determined objectives.

In entrepreneurial public entities the performance assessment is the responsibility of the member of the Government in charge of finances area along with the member of the Government entrusted with the respective sector of activity.

In companies delivering services of general interest the conclusion of a management contract is compulsory, in which are defined: i) the modes of materialisation of guidelines imposed, involving whenever it shows to be feasible, quantified goals; ii) parameters of management efficiency; iii) other specific objectives.

In cases in which objectives of management of increased demand were laid down, the management contract may still exceptionally, by way of a grounded order of the member of the Government responsible for finances together with the member of the Government responsible for the respective sector of activity, establish a specific regime of compensation for termination of functions.

The public manager may be dismissed when it is individually imputable to him/her one of the following situations: i) negative performance assessment, namely by non–compliance with objectives referred to in guidelines set or in the management contract, provided that such possibility is included in said contract; ii) serious violation, by action or by omission, of the law or of company statutes; iii) infringement of rules relating to incompatibilities and impediments; iv) breach of the duty of professional secrecy.

How is information on performance integrated into strategic and political decision making?

The information resulting from the performance assessment of services and of the public staff is of strategic importance both at the level of management or of organisational restructuring in PA, namely in the human and financial resources components, as well as at the political decision making level.

Top managers of public services are assessed by the member of Government who granted their charter of mission, being the granting of management awards and renewal or termination of the respective limited executive tenure dependent upon the performance assessment.

The same is valid in the performance assessment of middle managers, where according to the assessment made, they may be entitled to a performance bonuses and renewal or non-renewal or termination of the respective limited executive tenure (in the case of *Inadequate Performance).*

The recognition of *Excellent Performance* for three successive years confers upon the middle manager and public workers, alternatively, the right: i) to a sabbatical of a maximum three month duration to carry out a study on an issue to be agreed upon with the respective top manager of the service; ii) to a period of probation in an organisation of a foreign Public Administration or international organisation; iii) to a period of probation in another public service, non-governmental organisation or in a corporate entity with activity and management methods relevant to the Public Administration.

The recognition of *Excellent or Relevant Performance* for three successive years also entitles the middle manager and public workers respectively to five and three days holiday, in the following year, or, by option of these ones to the corresponding remuneration.

In addition, it should also be mentioned that the individual performance assessment has the following effects: i) identification of personal and professional potentialities of worker and those that must be developed; ii) diagnosis of training needs; iii) identification of competences and professional behaviour which need to be improved; iv) improvement of

the work position and related processes; v) change in the pay step in worker's career and granting of performance bonuses.

At the services performance assessment level the consecutive granting of *Insufficient Performance* scoring or the inadequate to overcome deviations as verified and analysed in the hetero-assessment may justify political decisions relating to the pertinence of the service, its mission, attributions, organisation and activity, without prejudice to checking possible responsibilities.

In the case of the granting of a merit award (that requires an excellent performance), it determines for one year the following effects: i) an increase to 35% and 10% of maximum percentages for middle managers and for the remaining staff, targeting the differentiation of *Relevant Performance* and *Excellent Performance*; ii) the granting by the competent member of the Government of an increase of budget appropriations with a view to changing staff pay steps or the granting of bonuses and iii) the possibility of assigning budget increases aimed at supporting and encouraging new projects to improve the service.

The mentioned examples show the importance of performance assessment in public management and consequently a higher performance-oriented public service in Portugal.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

The aforementioned co-production initiatives (please see answer to question 2.2 from Session 1) showed us that the knowledge and daily experience of service users and civil servants is very important to a better definition of modernisation and simplification priorities and to the development of more efficient and tailor-made services.

Thus, the main benefit of involving them in the design, delivery and evaluation of public services is the ability of providing services that better meet citizens' needs and expectations and, as a result, are more cost-effective for government.

These new partnerships result in a kind of co-responsibility in the public services provision, contributing to move from a culture of dependency to a culture of more interdependency between public services providers and users.

Co-production doesn't replace government accountability and social responsibilities. For the contrary, citizens that participate are more demanding towards Government's performance, in particular when their contributions are being implemented.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- Making information available.
- Fostering open and inclusive policy making.
- Fostering integrity and transparency.
- Improving service delivery.

The political driver that supports open and transparent government is the need to develop a new model for providing and delivering public services that addresses urgent economic, social and cultural challenges, such as public spending cuts, an ageing society, the increasing number of people with long-term health conditions and the rising expectations from better informed and more demanding citizens. Governments need to deliver more for less and to achieve this goal more innovation and collaboration are crucial. Governments must promote the sharing of knowledge and innovation as well as stimulate citizen's and stakeholders participation.

In Portugal, all the referred dimensions are being considered. For example, within the Simplex programme all the initiatives and its results are submitted to public scrutiny.

Have the related initiatives had any impact on building trust in government?

Yes. People's needs are better met when they are involved and that raises trust in government.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

A number of legal measures intended to reaffirm the **Transparency and Ethics** in the action of the public sector entered into force and effect in the last 3 years, of which the following shall be highlighted:

- The reorientation, at the level of action of public services, emphasis on the mere compliance with the laws and regulations for a result-oriented management, with the creation of a **Management subsystem and Annual Performance Assessment of Public Administration services** (AP), that imposes the setting of objectives for each service and its subsequent assessment (Law no. 66-B/2007 of 28 December);

- The creation of an **assessment system of top managers of public services**, involving the signature of the charter of mission and subsequent appraisal of the respective compliance (Law no.66-B/2007, of 28 December). In the same direction a **performance assessment of public managers of the entrepreneurial public sector** was implemented according to the objectives defined and published – management contracts (Decree-Law no.71/2007 of 27 March);

- The Reinforcement of the control function in the Public Administration and in particular of the Inspectorate General for Finance - IGF, either at national level, or at Community level, particularly, while auditing authority in the scope of the National Strategic Reference Framework-QREN (Decree-Law no.267/2007, of 31 July and Decree-Law no. 170/2009 of 3 August);

- **The Reinforcement of the demand of publication in the electronic pages of each service,** for example, the objectives and resources (predicted and executed), open competition procedures, merit assessments and performance bonuses granted (Law no. 66-B/2007, of 28 December and Law no. 12-A/2008 of 27 February).

- The New Disciplinary Statute that **increased Public Administration workers' duties**, as well as the pursuit of the public interest, impartiality and information to citizen (Law no. 8/2008, of 9 September);

These initiatives have **reinforced the social control** of the action of public entities and those with equivalent status (direct, indirect and entrepreneurial state administration, Local Authorities) by way of a permanent scrutiny of the respective activity through public and universal access. Likewise, the extension and the deepening of the concept of

accountability have geared greater comparison and competition between the public services, inducing improvements in the quality of services delivered. Obviously, these new demands have brought about some resistance by some public operators who still do not agree with this model of public management rather more demanding in terms of accountability.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address :

- Conflict of interest, post-public employment or the "revolving door" phenomenon?

- Transparency on interactions between the public and private sectors, for example in public procurement?

Portugal adopted the following initiatives to safeguard the integrity of relations between public and private sector, at the level of conflict of interests, public employments and relations between public and private sectors:

- **Adoption and dissemination of Prevention Plans of Corruption Risks** by managing entities of public monies, irrespective of their administrative, or entrepreneurial nature, of public or private right, following the recommendations of 1 of July 2009 and 7 of April 2010 of the Council for Prevention against Corruption (published in the Official Gazette, II Series, of 22 July 2009 and of 13 April 2010);

- Creation of an urban crime and of the crime of receiving undue advantage in the Penal Code and increase for 15 years of the time limits of limitation of the corruption crime (Law no.32/2010 of 2 September);

- Creation of a **data base of bank accounts** in the Central Bank of Portugal, with **extension to the Public Prosecutor's Office of the access** to this information (Law no. 36/2010 of 2 September);

- Change of rules concerning accumulation of public and private functions by PA managers and workers, establishing as basic principle, its prohibition (Law no.34/2010 of 2 September);

- Extension of the incompatibilities and impediments regime to public managers (vide, Statute of the Public Manager, Decree-Law no. 71/2007 of 27 March);

- Universal access to the **registration of property interests of Deputies** (Law no. 43/2007 of 24 August);

- Application to diverse holders of public posts of the public control regime of the wealth applicable to holders of political posts and increase of property information that it is necessary to communicate to the Constitutional Court (Law no. 38/2010 of 2 September);

- Passage of the new **Code of Public Contracts**, and contracts awarded by direct negotiation shall be compulsorily disclosed in the **Portal of Public Contracts** (Decree-Law no.18/2008 of 29 January);

- **Creation of a National System of Procurement and of the National Agency for Procurement** so as to ensure increased rigour, transparency and competitiveness in the procurement (Decree-Law no. 37/2007 of 19 February);

- **Compulsory** publication **of accounts reported by all public entrepreneurial entities, Municipalities and other entities with the same status**, as well as of management

forward planning instruments, plan and report of activities and social report (Decree-Law no. 71/2007)*;*

- Reinforcement of the **control** by an independent organ to operate at the Constitutional Court of the **public and private funding of political parties,** at the level of accountability of public reporting of accounts subject to judgement published and with civil and penal liability (Law no. 64-A/2008, of 31/December);

- **Extension** of the scope of the **juridical regime of public-private partnerships (PPP)** to **entrepreneurial public entities,** increasing the transparency, the rigour and demand in the public resources management, with a view to adopting best practices of governance, with assessment of risk sharing of the business (Decree-Law no. 141/2006 of 27July);

- Creation of the Juridical Regime of the Local Entrepreneurial Sector that reinforces the **control measures at the level of creation, feasibility and economic and financial sustainability of these companies** and obliges the publication of accounts and control of the respective activity (Law no. 53-F/2006 of 29December); and

- Changes in the State Entrepreneurial Sector, **the obligation of publication by the management organs of public companies the information** related to the composition **of** the corporate bodies**,** criteria and selection procedures of independent administrators**,** accumulation of functions, and total remunerations should be highlighted (Decree-Law no. 300/2007 of 23, August).

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

As aforementioned, several initiatives have been undertaken to mobilise and engage citizens, the private sector and civil society organisations as partners in implementing reforms in the public sector.

A good example is the establishment of the Committee on Administrative Modernisation that brings together the main trade unions, consumer protection associations, employees' confederations, business associations and chambers of commerce.

The recently launched initiative "Zero License", which aims to eliminate the obligation of licensing for the exercise of certain economic activities, is being planned and designed in partnership with this Committee.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

Proving that change is possible and positive, by **showing quick and visible results**, is very important to overcome resistance in the public sector to culture change.

When in 2005 Portugal settled targets to implement a policy of administrative modernisation, the overall context wasn't too favorable to engage civil servants for change. They had got used to very few changes in their daily routines, over many years. A feeling of distrust towards innovation prevailed.

Therefore, one of the key strategies adopted was to choose critical situations, where change was urgently required, and to take on quick and concrete actions to overcome them. The time required to establish a company in Portugal (almost 2 months back in 2005) was one of those critical situations. In four months, a new simplified service was developed to enable entrepreneurs to set up a company – private limited companies, joint-stock companies or single shareholder limited liability company – in less than one hour (this process now takes on average 38 minutes), at a single contact point and without filling any application form.

The "On-the-spot Firm" service precludes the statutory obligation for obtaining, in advance, the registration of the name of the company as well as the obligation of signing a public deed. Instead, the new service provides lists of pre-approved names and pre-approved standard articles of incorporation that are available either at the website "On the Spot Firm" (*www.empresanahora.pt*) or at any desk providing the new service. Thus, to create an "On the Spot Firm" entrepreneurs are only required to choose the name and the articles of incorporation of the new company among those available in the lists mentioned above and to formalise their choice at any "On the Spot Firm" desk. The desk hands over at once the company's identification card and carries out immediately the registration of the new company. Furthermore, entrepreneurs no longer need to communicate the set up of the new company to other relevant public departments - *e.g.* tax, social security and labor departments. Indeed, all the information required is sent to them, by electronic means, as soon as the registration process is finalized.

Since 2005 more than 96.000 enterprises were created at the "On the Spot Firm" service, representing 69% of the total number. This service was completely developed by public services and its success contributed to increase the civil servants self-confidence as well as their belief on the benefits of innovation and change.

Another initiative chosen to start the reform process was the "Certificate of Vehicle Registration" that merged the two existing documents (the vehicle logbook and the ownership document) into a single document. This project had been lingering for 10 years because two different government departments could not agree on how to split up the resulting revenue.

It is very important to identify well-target and quick-win initiatives and publicise their results in order to demonstrate that innovation is possible, effective and is being taken seriously by governments.

But none of this would have been possible without the **Prime Minister's strong commitment and involvement** since day one. In Portugal, the administrative modernisation policies are directly conducted by the Prime Minister. His presence and participation in the most relevant events of the reform, side by side with the civil servants responsible for the initiatives, made them significant moments.

Reward schemes are very important to mobilise innovation in the public sector. In Portugal, as aforementioned, we have launched a contest that rewards civil servants most innovative ideas to cut red tape and deliver better public services. The winning ideas are developed under the Simplex Programme.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

As we can conclude from the answer given above under question 2 from Session 1, the Simplex Programme is a good example of how co-operation among ministries is critical to

strengthen strategic capacity and promote innovation. Some of Simplex's cutting red tape initiatives are enabling ministries to release workers from performing useless tasks and to allocate them to others tasks or projects much more useful to provide better public services, thus contributing to the increase of resource flexibility in the public sector. Other initiatives are enabling the sharing of all types of resources, from staff and knowledge to equipment and technology, allowing ministries to do more for less.

RUSSIAN FEDERATION

What are the main consequences of financial stabilisation for the provision of public services in your country?

Reduction of budget revenue during the global financial crisis and subsequent stabilisation of economy, on the one hand has led to expenditure cut for management of federal device of public service, and also quantity of federal government employees. According to the budgetary president's letter of the Russian Federation about the budgetary policy in 2011-13 by 2013 number of state machinery will be reduced to 20%. At the same time the introduction of new technologies allowing rendering better services at lower costs including due to rendering of state and municipal services based on a "one stop principle", as well as electronic form of services, is continued.

Please describe briefly any major actions (and results) to improve service delivery and/or service quality through:

- partnerships with private sector.
- involvement of citizens and non-profit sector for the joint delivery of public services and/or improvement of service quality.
- improvement of co-ordination with local authorities.
- use of e-Government and reducing bureaucracy.

  The basic principles of public and municipal services in Russia are:

  1) legitimacy of state and municipal services;

  2) declaratory order of apply for public and municipal services;

  3) legitimacy of charging applicants with state fee for public and municipal services and fees for rendering public and municipal services;

  4) openness of public authorities;

  5) availability of public and municipal services, including for persons with disabilities;

  6) possibility to obtain state and municipal services in an electronic form, as well as in other forms at the applicant's option.

  In July 2010 was adopted the Federal Law of 27 July 2010 № 210-FZ "*On Organisation of Rendering Public and Municipal Services*" enshrining the innovative principles for the Russian Federation for and mechanisms of interaction between public authorities and society in rendering public and municipal services.

  In particular, the law enshrined the rights of citizens to receive public (municipal) services in a timely manner and in accordance with standards for full, timely and reliable

information on the order of rendering public (municipal) services, including in an electronic form; public (municipal) services in an electronic form, as well as in other forms at the applicant's option; pre-trial review of complaints in the process of public (municipal) services; public and municipal services in multipurpose center.

In accordance with the law the government agencies, local governments should render public or municipal services in accordance with administrative regulations; provide an applicant with possibility to obtain public or municipal services in an electronic form, as well as in other forms at the applicant's option; provide to other government agencies, local governments and organisations documents and information necessary for rendering public and municipal services, as well as to receive such documents and information from them.

The law prohibits demand from the citizens and businessmen to provide information or documents in accordance with the law already being in possession of public authorities, local governments, as well as information or documents the disclosure of which is not provided directly by the legal acts.

The specific cases of charging for public and municipal services – either on the basis of the Tax Code of the Russian Federation or List of paid services are identified approved by the Government of the Russian Federation, the Law of an entity of the Russian Federation and representative authority of the municipality.

In general, the following directions to improve the quality of public and municipal services are implemented in the Russian Federation.

Regulation and standardisation of public and municipal services.

For each public or municipal service the administrative regulation is developed - legal act that establishes procedure for rendering public or municipal services, sequence of actions in its provision, reasons for decisions, deadlines and requirements for service quality (service standard). As a part of the administrative regulations are established including the requirements for service and comfort of citizens, as well as personal responsibility of officials and possibility of pre-trial appeal of their actions (omissions).

Administrative regulations are developed with involvement of citizens, public and scientific organisations for an independent examination of their projects, as well as their public discussion. Regulation of public and municipal services allowed systematizing the powers of public authorities, filling legal gaps, regulating administrative procedures, eliminating redundant steps, reducing terms of rendering services.

Regulation of public functions and services at the federal, regional and municipal levels of government shall be completed in 2012.

In order to protect the rights of citizens in obtaining public and municipal services is developed and soon shall be legislated mechanism for pre-trial (out of court) appeal against actions (omissions) of public authorities and officials in rendering public and municipal services. In case of low-quality public or municipal services a citizen or businessman files a claim in writing, in an electronic form, as well as using a telephone hotline. A mechanism for administrative prosecution of officials of government authorities or local self-government is provided for the violation of established standards and procedures for rendering public and municipal services.

"One stop principle" implementation

Since 2007 the Russian Federation establishes offices for rendering public and municipal services on a "one stop principle" that is multipurpose centers for rendering

public and municipal services. A recipient is required only to apply for and obtain results in due time – free of charge except for special cases provided by the law, and the rest work, including interagency co-ordination should be conducted by officers of Multipurpose Centers and corresponding public and municipal authorities in accordance with administrative regulations. The Multipurpose Centers provide a high level of comfort to applicants upon receipt of more than 100 public and municipal services.

The Multipurpose Centers are now established in more than half of the entities of the Russian Federation. From early 2010 according to expert estimates to 102 existing Multipurpose Centers applied and received services more than 1.5 million people, almost 90% of visitors appreciated the work of the Multipurpose Centers and actively support this form of public and municipal services.

Results of works of the Multipurpose Centers show shortening of terms for public services, reduction of inter-departmental red tape, a significant anti-corruption effect is achieved due to the lack of direct interaction with the authorities rendering services, disappearance of demand for activities of intermediaries included in the corrupt schemes and enhancing comfort and satisfaction of citizens by interaction with the authorities.

It is planned to establish Multipurpose Centers in every major municipality in the Russian Federation (municipal districts, urban districts).

Rendering public and municipal services in an electronic form

This would reduce the time, financial and moral costs of recipients of services in co-ordination with the relevant authorities or exclude completely the direct interaction with state officials. To implement these objectives in November 2009 started a single portal of public and municipal services (www.gosuslugi.ru), which provides rendering services in an electronic form. A single portal contains comprehensive information about the procedure for rendering public services, requirements to submitted documents and examples of such documents. A single portal provides opportunity to apply for services in an electronic form.

Transfer of services in an electronic form is carried out sequentially starting with a full transfer of the most popular, socially relevant and therefore sought-after services. A list of 74 services for the federal executive authorities is defined, which affects the scope of taxation, registration of legal entities and entrepreneurs, licensing, employment and social protection, registration and immigration records, health issues. A similar list of 58 regional and municipal services affects the scope of education, social welfare, civil registration, social security, housing and utilities. Developed approaches can be further extended to other services.

Integral component of the process of transfer of services in an electronic form is the account of these services, identification of their structure and optimisation of the procedures of rendering services. These activities are implemented effectively using information technologies. At the federal level this task is performed by the Information System of Consolidated register of public and municipal services and at the regional level the typical system of regional portals and registries of public and municipal services. With these systems is formed, updated and published on the Internet the information of services, order of rendering, places for application and contact information. These systems also allow monitoring of transfer of services in an electronic form, providing interested persons forms and documents for use. In addition, these systems can interact with each other, synchronizing the information contained therein, which allows creating consistent information resources at the federal and regional levels.

Optimisation of enforcement, licensing functions and rendering public and municipal services in key sectors of the economy.

Starting with 2009 as a part of activities of the Government Commission for administrative reform the optimisation of individual most popular public services is carried out, including interaction of different departments and levels of government authorities.

Also a comprehensive optimisation of performance of public functions, rendering public services in key sectors of the economy is carried out, in particular: agriculture, education, healthcare, construction, industry, civil registration, transport and communication, road safety, trade and foreign economic activities, environmental management, land and property relations, fisheries, migration and passport and visa services for citizens, state registration of legal entities and individual entrepreneurs and tax administration. Decisions adopted are connected with reduction of administrative barriers and restrictions, elimination of redundant requirements to activities carried out by legal entities and individual entrepreneurs, elimination of duplicative and redundant functions, as well as reduction of terms of their execution. Decisions adopted are recorded in the Acts of the Russian Government and then monitoring of their performance is carried out, including through necessary changes in legislation.

So far, the relevant decisions are adopted in the field of agriculture, education, urban planning and health services, civil registration, transport and communications, traffic safety.

Session 2. Towards a more effective and productive public service

Paragraph 2 Part 1 describes the key decisions in the sphere of public and municipal services.

Over the past three years there have been dramatic changes in rendering public and municipal services:

- system the law governing rendering public and municipal services is adopted (Federal Law of 27 July 2010 № 210-FZ "*On Organisation of Rendering Public and Municipal Services*");

- system of regulation and standardisation of public and municipal services is introduced;

- system of multipurpose centers for rendering public and municipal services is created and developed, implementing rendering public and municipal services on a "one stop principle";

- transfer of the most popular and socially important services in an electronic form is carried out;

- reengineering and optimisation of public services and functions in key sectors of the economy is conducted.

All information on decisions adopted in public administration including in rendering public and municipal services is reflected on the official website of the Administrative reform www.ar.gov.ru.

The President of the Russian Federation and the Government of the Russian Federation draw special attention to improving rendering public and municipal services. To carry out co-ordinated work of public authorities for implementation of measures of administrative reform, including measures to improve the quality of public and municipal services a government commission for administrative reform is created in 2003. In the sessions

interested organisations and associations participate that allows reflecting in decisions adopted feedback of users of public and municipal services.

Citizens, nonprofit organisations and business structures are involved in development of legal acts governing organisation of rendering public and municipal services.

An independent examination of the projects of administrative regulations for public and municipal services is performed by individuals and legal entities including business associations and public organisations. Under the independent examination an opinion is prepared, which is directed to an authority being a developer of administrative regulation. An authority being a developer of administrative regulation shall consider all the received opinions of independent examination and decide on results of each such examination. Subject of independent examination of a draft of administrative regulation is evaluation of possible positive effects, as well as possible negative implications of implementation of the provisions of a draft of administrative regulation for citizens and organisations.

At the same time, citizens and organisations participate in public discussions of draft bills prepared by the authorities of state power.

An important direction of involving expert organisations in process of improving the quality of public (municipal) services is the regular monitoring of the quality of performance of the most popular and socially important services carried out by them, including surveys of citizens and legal entities. Under the results of the monitoring the measures on optimisation of public and municipal services in the most significant sectors of the economy are carried out.

Session 3. Support to open and transparent government

What political mechanisms form and support open and transparent government? What options in your country characterize "openness and transparency of government"?

- dissemination of information
- encouraging open and inclusive policy
- encouraging honesty and transparency
- improvement of rendering services?

Whether the appropriate actions had any impact on the formation of trust to government?

What are the latest political steps taken to confirm the basic values of the public sector in your country? What problems exist in implementation of these steps and what impact and influence they have?

In order to ensure implementation of the rights of citizens and organisations to access to information of activities of the Government of the Russian Federation, federal executive authorities, regional authorities and local authorities in 2009, the federal law was adopted (Federal Law of 9 February 2009 № 8-FZ "*On Ensuring Access to Information of Activities of Public Authorities and Local Self-Government*") integrally enshrining the mechanisms of interaction between society and public authorities (local government) in this field.

The basic principles of transparency of public authorities and local self-government are:

- openness and accessibility of information of activities of public authorities and local self-government;

- reliability of information of activities of public authorities and local self-governance and timeliness of its provision;

- freedom to seek, receive, transfer and dissemination of information of activities of public authorities and local self-government in any lawful way;

- respect for the rights of citizens to privacy, personal or family secrets, protection of their honor and reputation, rights of organisations to protect their reputation when providing information of activities of public authorities and local self-government.

In particular, the law enshrines the rights of citizens to receive accurate information of activities of public authorities and local self-government; refuse to be informed of activities of public authorities and local self-government; receipt of requested information without justification of activities of public authorities and local self-government, access to which is not limited; appeal against acts in the prescribed manner and(or) actions (omission) of public authorities and local self-government, their officials who violate the rights to access to information of activities of public authorities and local self-government, and established procedure for its implementation; compensation for damages caused by violation of their rights to access to information of activities of public authorities and local self-government.

In accordance with the law, the state authorities, local self-governments in providing access to information of their activities should comply with requirements such as ensuring reliability of information; comply with deadlines and procedures for provision; withdrawal from the information provided of data relating to restricted information; creation by state authorities, local self-governments within their powers of organisational and technical and other conditions necessary for implementation of the right to access to information, as well as creation of state and municipal information systems for information user services.

Formation in the Russian Federation of open and transparent government involves interaction based on information and communication technologies at the following levels:

- public authorities and citizens (government-to-citizen);

- state and private companies (government-to-business);

- public authorities and public authorities (government-to-government).

Increasing openness and transparency of government by formation of policy in the area of regulation, promotes introduction of public consultations institute. Consultations with representatives of business entities and other activities are conducted before the adoption of draft normative legal acts of federal executive authorities, as well as in preparation by the authorities of draft acts at higher levels. Within the public consultations the draft acts are directed to the largest business association of the country and the Chamber of Commerce and Industry of the Russian Federation, as well as posted on the website.

Results of public consultations are recorded within the Regulatory Impact Assessment (RIA), holding of which is mandatory for the acts if they regulate the relationship in control (supervision), mandatory requirements to products and production processes, conformity assessment (Order of the Ministry of Economic Development of Russia of 31 August 2010 № 398). Organisation of Regulatory Impact Assessment and public consultations is made by the Ministry of Economic Development of the Russian Federation. Procedure of consultations, *inter alia*, is enshrined in the agreements which the Ministry of Economic

Development of the Russian Federation prepares for signing with the respective organisations.

How long has your country updated policy to ensure transparency between the public and private sectors?

Conflict of interests, employment after public service or phenomenon of staff turnover

Definition of conflict of interests is provided by the Federal Laws "On Public Civil Service of the Russian Federation", "On Municipal Service of the Russian Federation".

Thus, the conflict of interest is a situation in which the personal interest of civil (municipal) employee affects or may affect the impartial performance of official duties and for which there is or might be a contradiction between the personal interest of civil (municipal) employee and legitimate interests of citizens, organisations, societies, entities of the Russian Federation or the Russian Federation, which may result in harm to these legitimate interests of citizens, organisations, societies, entities of the Russian Federation or the Russian Federation.

To regulate the conflict of interests in public authorities and local self-governments are formed the commissions for comply with requirements of official conduct of civil (municipal) employees and regulation of the conflict of interests.

Transparency of interaction between public and private sectors, for example, in public procurement

Formation of more transparent government is supported by anti-corruption policies pursued.

The Russian Federation ratified the United Nations Convention against Corruption of 31 October 2003 (Federal Law of 8 March 2006 № 40-FZ "On Ratification of the United Nations Convention against Corruption").

Also on 31 July 2008 the President of the Russian Federation approved the National Anti-Corruption Plan.

In addition, the Presidential Decree of 13 April 2010 № 460 approved the National Anti-Corruption Strategy and National Anti-Corruption Plan for 2010-11.

Work on anti-corruption pursued by public authorities in accordance with these documents, in particular, is aimed at:

- improvement of the order of passing public service and municipal service including settlement of conflict of interests of public and municipal employees, and ensuring compliance with the relevant prohibitions and restrictions;

- improvement of mechanisms of rendering public and municipal services and implementation of public and municipal procurement in order to eliminate in the mechanisms the corruption-generating factors;

- introduction of information and telecommunication technologies in activities of public authorities allowing for transparency of such activities;

- legal education, formation in the society of intolerant attitude towards corruption, ensuring interaction between the society and the state on anti-corruption issues, and involvement to anti-corruption issues of media;

- assessment of level of corruption and effectiveness of anti-corruption measures in order to take further effective administrative and legislative decisions in this area;

- improvement of regulatory system governing relations in most corruption-generating areas and so on.

In addition, Russia regularly monitors departmental anti-corruption activities of federal executive authorities. At the same time, now is conducted a sociological study among the general population in different regions of the country aimed at assessing the level of corruption and effectiveness of anti-corruption measures, which is scheduled to complete by the end of 2010.

In order to ensure openness and transparency of public authorities the federal legislation established an extensive list of public positions, in holding of which the citizens are obliged to provide information of their income, assets and property liabilities, as well as similar information regarding their family members (Decree of the President of the Russian Federation of 18 May 2009 № 559 "*On Representation by citizens Intending to Hold Positions in the Federal Public Service and Federal Government Officials of Information of Income, Assets and Property Liabilities*", Decree of the President of the Russian Federation of 18 May 2009 № 557 "*On Approval of List of Positions in the Federal Public Service by Appointment to which the Citizens and by Holding of which the Federal Government Officials are Required to Submit Information of their Income, Assets and Property Liabilities, as well as Information of Income, Assets and Property Liabilities of their Wife (Husband) and Their Minor Children*").

Increase of transparency of government is promoted by regulation of public procurement. Public procurement in the Russian Federation is regulated by the single federal law (Federal Law of 21 July 2005 № 94-FZ "*On Placing Orders for Goods, Works and Services for State and Municipal Needs*"), one of the main objectives of which is to ensure openness and transparency of procurement.

Standards provided by the Federal Law require from public and municipal customers to publish all the information of procurement (notices, documents, records compiled during the procurement procedures, information of performance and execution of contracts) on the official sites on the Internet (exception – procurement, details of which are state secret). In 2011 shall operate a single official website, which shall contain all the information of public and municipal procurement of the Russian Federation. Thus, any interested person without any additional registration can get all the information of public and municipal procurement.

Since 2009 the Russian Federation transfers the main part of procurement to an open auction in an electronic form. An open auction in an electronic form provides the highest level of competition and, consequently, the maximum budget savings by minimizing opportunity for collusion of bidders and potential for abuse by customers through administrative intervention in the process of selection of suppliers.

Lobbying

The legislation of the Russian Federation provides preconditions of lobbying activities:

- Regulation of the State Duma of the Russian Federation (Order of the State Duma of the Russian Federation dated 22.01.1998, № 2134-II GD) provides possibility of participation of experts and representatives of public associations in meetings of committees and commissions, the right of committees and commissions to involve in their work experts, the right to invite to meetings of the State Duma of the Russian Federation of

representatives of public organisations, scientific institutions, experts and other professionals to provide necessary information and opinions of draft bills under consideration by the State Duma and other issues;

- Regulation of the Government of the Russian Federation provides that co-ordination and advisory agencies may include representatives of scientific organisations, public associations and religious organisations that have the right of deliberative vote in the co-ordination agencies (Order of the Government of the Russian Federation dated 01.06.2004 № 260).

SLOVAK REPUBLIC

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

As a part of the fiscal consolidation plans, the new government plans to decrease wage expenditures by 10% with the intention to decrease costs and improve productivity in the public sector.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality.

Partnerships with the private sector

The new government is currently reconsidering planned public-private partnership (PPP) projects for building motorways with the intention to decrease costs and improve quality. Utilisation of PPP schemes will be subject to a more rigorous cost-benefit evaluation *vis-à-vis* standard forms of financing to ensure the highest possible efficiency.

The government is interested in gaining specialists from the private sector (Ministry of Interior of the SR) at improving Police work and fight against bribery.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

The new government will benefit to higher extend from potential co-operation between public administration authorities and non-profit organisations. The necessary legislative framework will be designed in order the non-profit organisations could participate more effectively at satisfaction of citizens´ needs, higher quality of their lives and quality of society management through their participation in decision-making process. The new government will create conditions for voluntary sector including definition of voluntary institute.

The Government Office of the SR tries to introduce economic measures by including civic society to offering public services, like for example procuring procedure gifts from so-called protected workshops.

Better co-ordinating with local governments

The new government will review the results of decentralisation of competencies at all layers of public administration. Within the economisation of public administration the new government will consider further financial decentralisation.

Using e-Government and cutting red tape

One of the Government priorities is an electronisation of the public government (e-Government) that will be a substantial benefit not only for State government and self-government but also for citizens and businessmen because it will reduce unproductive time spent on arranging official issues, it reduces error rate, eliminates multiple realisation of the same actions. A citizen or a businessman disposing of guaranteed electronic signature will arrange these processes via a central portal of public government.

The most important projects are as follows:

- Electronisation of birth register service.
- Information system of natural persons register.
- Information system of natural persons identificator.
- Electronic identification card.
- Electronic services of the central electronic file.
- Electronic services of the real estate register.
- Electronic services of the Ministry of labour, social issues and family of the SR at performance sector, State social allowances, social assistance and assistance in material emergency.
- Electronisation of services of the Social insurance.
- Electronic services of the Health care.

In order to improve quality of providing public services in the sector of education the information communication technologies are used in the educational process. The portal *www.modernyucitel.ne*t is secured in co-operation with MS Microsoft. Its objective is improving education and learning via a modern information usage and information-communication technologies. The Central information portal of the Ministry of Education *www.iedu.sk* is available to public from 20. 4. 2010. It provides information on the activities of the Ministry of Education focused on regional schools and its main target groups are teachers, parents and pupils. The prepared digital education contents should improve using information and communication technologies at schools.

Projects of excellence in education and research. The Government will launch an open invitation for universities that will cover large university projects focused on significant improvement of institutional quality, smaller projects aimed at inflow of internationally recognized scientists and teachers to Slovakia and top national programmes of post-graduated education based on principle of connection of the best capacities within the country and their interlink to abroad.

An overview of progress in implementation of e-Government in the 'National Reform Programme of the Slovak Republic for 2008 - 2010 – Implementation report 2009' at *www.finance.gov.sk/en/Default.aspx?CatID=450.*

Please describe any specific policy initiatives to improve service delivery to specific population groups

The new government will examine a possibility for more simple process for issue of small business licenses.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

Previous government introduced centralised public procurement in order to make process of public procurement most efficient, however, the results thereof have not been materialized and the deficiencies with respect to public procurement need to be addressed in particular. Public sector governance issues rank among the most significant problems for doing business in Slovakia.

How is information on performance integrated into strategic and political decision making?

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

The new government plans to allow citizens to actively participate in the process of public sector cost cutting by identifying areas of potential fiscal savings via internet, such initiative will be used when designing and drawing of public sector budget. (see *www.rokovania.sk/File.aspx/ViewDocumentHtml/Mater-Dokum-123044?prefixFile=m_*)

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government" ?

Making information available,

Open access of public institutions to public is important element to create a space for building of trust of public in government and its institution. Therefore, a maximum transparency will be enforced in the activities of public authorities and institutions in order to apply a principle "what is not secret, is public". Based on the said principle, the act on free access to information was adopted in 2001 and it is expected to extend the application of the mentioned act on all entities belonging to public sector.

Improving service delivery

More rapid introduction of e-Government services should make the processes more effective anywhere, where integrity appears at the interface between the public and private sector.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors?

Conflict of interest, post-public employment or the "revolving door" phenomenon

The amendment of the constitutional law on conflict of interest is expected to enable effective control of its observance, in particular in order the property declarations of public

officials would be provided in a form delivering information on their property conditions. The intention is that public could control, if property increase of public official corresponds to his/her income from public function. Property declarations are expected to be accessible for public. Act on property liability of public officials would be also considered.

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

Public procurement reform should be implemented. Competition will be used in public procurement also even if it is not obligatory. Electronic auction would be required always within obligatory electronic public procurement. In order to make public procurement more transparent the government will make central journal of public procurement functional in order public could simply find all public orders underway according to different criteria and public institutions will be obliged to publish in the mentioned electronic journal of public procurement all invitations, offers, evaluations of commissions and results of evaluations by commissions and their justification.

The Ministry of Education began to use electronic auctions as part of the public procurement system, *www.minedu.sk/index.php?lang=sk&rootId=6608.*

Government launched an internet portal *http://zmluvy.gov.sk/* where all public procurement contracts and agreements have to be published with the intention to adopt a law that would make the publication of a public procurement contract on the internet webpage compulsory before it comes into force.

Government intends to adopt a law that would require that all court decisions are published on the internet.

The Government of the SR will achieve that all the unexercisable subsidy and contributions provided from public resources will be advertised on the internet and it will start a competitive principle to the process of its providing.

The Government of the SR will also achieve a duty to advertise economic analysis made relating to procured goods or a service to prevent from making public orders more expensive.

The Government of the SR will thoroughly follow the rule that the Government will make decisions about big investment projects based only on a clear and a published analysis. Advertising economic analysis, comprehensible and available to public will be a condition of approving financially important decisions in the Government or in the Parliament.

Electronic services of the Public procurement office - the main objective of the national project will be building an information system based on web services and an integration of the actual system of the electronic public procurement to this system enabling delivering announcements of all types in an electronic way and securing a support for electronic public procurement for all currently used processes of the public procurement.

An effective fight against bribery requires an essential space elimination for the bribery and at the same time, increasing the efficiency of bribery sanctions. Any disposing of national property, public institutions and self-governments, national subsidy, specific subsidy, granting resources from EU funds and public procurement make space for bribery in all the public government sectors.

The Government of the SR will support transparent and competitive forms of disposing of the national property (public tenders, auctions) at using national property, property of

public institutions and self-governments. Any disposing of national property has to be accessible to a public revision, both if the state sells or rents a property or if it concerns a public procurement.

SLOVENIA

What are the main implications of fiscal consolidation for service delivery in your country?

In order to achieve the objective of reducing the deficit in the central government budget by 2013, savings in the total amount of EUR 1.2 billion or EUR 400 million per year are required. The pace of achieving these savings will not be the same every year; savings will be obtained through measures in the four areas of the public sector:

Improvement of public sector efficiency

Cutting of labour costs in the public sector: amendment of rules and criteria regarding the number of organisational levels and the unification of procedures relating to the adoption of job classification acts; reduction of the number of employees in the public sector by 1%, *i.e.* approx. 1,600 public servants per year; measures regarding salaries and other receipts from employment (public servants shall not be entitled to remuneration for regular superior work performance; performance-related bonus for increased workload shall not exceed 30% of the basic wage; wage disparity elimination is postponed).

Optimisation of processes in the public administration: With the introduction of modern information communication technologies the costs will be cut, processes will be simplified, the operation of public administration will become more transparent, efficient and user-oriented. The most important intersectoral and interoperable projects that are in the development or implementation stage are the following: e-Social care, One-Stop-Shop for Companies (e-VEM), government portal e-Uprava, Point of Single Contact in the framework of the EU Directive on Services in the Internal Market, e-Justice, e-Health, e-Invoice, e-Public Procurement, e-Archives, Information Support for Legislative Drafting, government Single Contact Centre, Shared Infrastructure and Reusable Modules.

Rationalisation and simplification of procedures: The Programme of Measures to Eliminate Administrative Obstacles and Action Plan to Reduce Administrative Burdens by 25% by 2012 are aimed at reducing the burdens for the businesses and citizens; less burdens in various procedures indirectly implies the reduction of administrative barriers in the public administration. We estimate savings of EUR 100 million in 2010 and EUR 500 million in 2011 which is essential for economic growth, greater volume of investment and higher living standards. On the basis of 41 specific measures for the elimination of administrative burdens that require immediate realisation, savings of EUR 150 million in 2010 as well as in 2011 are estimated.

Rationalisation of services provided by the public sector

The Law on Non-commercial Public Services will regulate the status, organisation, management, financing and supervision of public institutions. An important innovation is a requirement for a clear distinction between public service activities and supplementary

activities. In the period of fiscal consolidation, the public institutes will have to allocate at least one half of the surplus of the revenue over expenditure to financing of public services. The process will be gradual; it is expected to start this year and to end in 2013.

Establishment of the Public Procurement Agency

In Slovenia, public procurement accounts for around 10% of GDP; therefore the regulation of this field can contribute significantly to greater efficiency, rationality and transparency, which would in turn allow for savings to be made in public expenditure and would reduce the possibility of irregularities. The Agency will be established on the basis of the Public Procurement Agency Act on 1st January 2011. By improving the procurement system, we estimate savings of EUR 10 million in 2011 and EUR 10-15 million in 2012.

Establishment of the Public fund for the management of the state-owned real property

The Strategy for the Management of State-owned Real Property stipulates the centralized management of state-owned real property and the establishment of a public fund for the management of state-owned real property under the Public Funds Act. The purpose of establishing the public fund is to accomplish the spatial needs of the state bodies: new investments and maintenance, management of state-owned real property and optimum utilisation of real estate, with the aim of maximising the revenues.

- *Rationalisation of the government's distributor function* includes the system of social transfers, pensions and healthcare benefits. The aim is to enhance the transparency and fairness of the social transfer system to the benefit of the most vulnerable, to change pension indexation and contribute to intergenerational solidarity, to rationalise services in the health care and to change the proportion of costs of healthcare services and medicinal products covered by compulsory and voluntary supplementary health insurance.

- *Rationalisation of programmes in support of the government development priorities* including maintenance of a high investment level and financing predominantly from the EU budget.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

According to the Slovenian Exit Strategy 2010-2013 the emphasis should be given on fostering entrepreneurship and acquiring and applying knowledge for growth and development. Growth and development necessitate the reform of higher education and improved efficiency of investment in research and development activities, particularly in the applicability and quality of outputs. Top priority should be given to the technology development projects of enterprises and the information society, human resources development, and R&D projects in the field of eco-innovation and new green technologies. Growth and development are also considerably affected by efficient public administration and the public sector; therefore, it is vital to implement ICT projects that increase competitiveness (e-Government, e-Justice, e-Health, e-Social care).

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

The Resolution on Legislative Regulation adopted in 2009 is aimed at assessing the effects of regulations at the time of their adoption, simplifying existing legislation, eliminating red tape and collaborating with the public. The main goal of the Resolution is to commit any political authority and its civil servants to collaborating with the public when preparing legislation and ensuring a suitable timeframe for public debate (minimum time frame from 30 to 60 days). It is the government's aim that drawing up regulations and policies would involve the key principles of good legislation policies, such as the necessity of legal regulation, self-restraint, proportionality, responsibility, accessibility, simplification and transparency. Drawing up new regulations and policies will necessarily entail considering the economy (mainly SME's and their competitiveness), environment (*e.g.* quality of air, water and water sources, plant and animal health, safety of food for animals and humans, etc.), social issues (employment and the labour market, social inclusion and protection of certain groups, public health, safety, etc.), public finance, and the administrative capacities of public administration. Furthermore, new legislation will require the assessment of all major laws and by-laws with a view to eliminating red tape and amending existing regulations and policies. Based on the Resolution, amendments to the *Rules of Procedure of the Government* and the *Instructions for implementing the provisions of Rules of Procedure of the Government of the Republic of Slovenia* were adopted in 2010.

The quality of co-operation and public participation in decision-making processes does not depend only on the establishment of appropriate institutional and legal framework and the development of appropriate technical solutions, but to a large extent on the skills of public servants on the one hand and training of the public, especially organized sector of civil society - NGOs, on the other hand. Therefore, the Ministry of Public Administration in 2008 prepared the *Handbook on Planning, Managing and Evaluating Public Participation Processes* which gives advice to public officials how to plan and implement participatory processes and at the same time explains why such participation is necessary and what is their responsibility towards received contributions from individuals.

For the purposes of further training for preparers of regulations aimed at changing the culture of civil servants and the acquisition of appropriate skills for such co-operation, the Ministry of Public Administration in 2011 plans to prepare a **special training of civil servants in the implementation and evaluation of consultation processes.**

The Draft Law on Volunteering is a concrete example of good practice of involving the public in the process of drafting regulations and co-production of services. The working group for drafting the law consisted, beside the representatives of the ministries, also by the representatives of NGOs. Consensus was sought throughout the preparation of the law which was put up for debate in June 2010. Public discussion was closed in September. All received comments and suggestions were analysed by the non-governmental working group as well as the group within the Ministry of Public. The co-ordinated draft will be accompanied by a report on the process of public participation, submitted for consideration and adoption of the government and then to the National Assembly.

Better co-ordinating with local governments

The Local Self-government Act defines obligation for ministries and government offices to provide continuous help, assessment and advice to citizens, municipalities and others in order to deliver better public services. It includes seminars, written information,

joined administration of two and more municipalities etc. State organs provide legal arrangements in which strategies and resolutions in specific fields are required not only at central but also at local level (energy consumption, spatial planning, tourism, education, public safety etc.). Strategies, resolutions and other policy papers always include state and local measures, stakeholders and financial resources for achieving designated goals.

Using e-Government and cutting red tape

In Slovenia, we want, through e-Government services, to ensure savings in time and money for citizens and companies, therefore we are developing particularly **high impact e-services** which can significantly affect modern functioning of public administration:

- One-Stop-Shop for Companies with a view to provide savings for companies through rationalisation and optimisation of administrative processes;

- E-Social Care for quick and equitable decision-making on social rights through the use of modern ICT solutions;

- Government portal e-Uprava offering more than 800 services to citizens, legal persons and public servants, including electronic delivery, electronic payment, online delivery of vehicle registration, e-Reminder, e-Revoke for more transparent, efficient and inclusive public administration;

- Points of Single Contact in the framework of the EU Directive on Services in the Internal Market which will enable access to all information on service provision, competition and employment in the labour market;

- E-Justice to increase efficiency of courts, eliminate court backlogs and complete computerisation of courts;

- E-Health for efficient command of extensive health and health-related data, more personalised treatment of patients and more efficient health system;

- E-Invoice to reduce invoice processing costs and ensure efficient electronic operations;

- E-Public Procurement for electronic process of implementation of public services contracts through the whole cycle – from planning to electronic invoice;

- E-Archives for receipt and safe document archiving in digital form through its life cycle;

- Information Support for Legislative Drafting in one place for unified operations in all ministries and government bodies and enhanced participation of interested public in development of legislation;

- Government Single Contact Centre aiming at centralisation of all contact points within ministries and government bodies and thus enhancing the satisfaction of users and rationalisation of resources;

- Shared Infrastructure and Reusable Modules in order to facilitate development of electronic services, shorten time for their implementation, enable interoperability and use of low emission technology.

The new *Action Plan for e-Government* was adopted in April 2010 based on the *Strategy for e-Government Development* (adopted in July 2009) enabling the government to deliver better services with fewer resources that can help the economic recovery. The objectives are oriented towards reducing the expenses of e-Government development by sharing the infrastructure among public institutions and reuse of different modules and other horizontal measures. The main objective until 2015 is to reach 25% of shared

components and reusable modules used in sectoral services. The estimation is that that the cost of the development will be reduced by 2015 for 25%. An important objective is also oriented towards cross-border services and consequently removing barriers for internal market development.

We strongly believe that only conjunction of simplification of processes, reducing administrative burdens and in-advance impact assessment, strongly connected and supported with information and communication technologies give the appropriate synergy to develop a user-friendly, cost effective, modern, open and transparent public administration.

From 2006 on the Slovenian government adopts every year the ***Programme of Measures for Reduction of Administrative Burdens*** which contains defined measures aimed at simplifying procedures and raising the quality of administrative services. In the period 2006-2009 measures for reducing administrative burdens and cutting red tape were directed towards the economy and citizens.

In May 2009 the Slovenian government adopted the Programme of the Government of the Republic of Slovenia for eliminating administrative barriers and reducing administrative burdens by 25% by 2012 "SIMPLE RULES!" as a fundamental strategic document to reduce administrative burdens and eliminate administrative barriers. The programme 'SIMPLE RULES!' consists of two parts: the first part is represented by the ***Action Programme for Reducing Administrative Burdens by 25% by 2012 in the Republic of Slovenia*** and presents a fundamental commitment of the government to reduce burdens at a national level as well as the commitments of the ministries to reduce administrative burdens in their fields by 2012; the second part of the programme contains forty-one concrete measures for eliminating administrative barriers and concrete simplifications. Concrete measures were prepared on the basis of proposals from citizens, business entities, chambers, ministries etc.

Please describe any specific policy initiatives to improve service delivery to specific population groups.

Some dedicated portals have been established to specific population groups:

- **Government Portal for Italian and Hungarian national minorities** with life events for minorities and important information about the Slovenian State and public administration organisation;

- **Government Portal for older people and seniors** with information in the form of life events on pension, social services, quality of life, health, useful information for older people and seniors, safety on the Internet etc;

- **Government Portal for Kids and Youth** with information on government system, public administration, information about Slovenia in the EU context, safety on internet, etc through the stories for children and games and quizzes in Slovene and English languages;

- **Speech synthesis service** of the content of the e-Government portal for blind or partially sighted users.

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

How is information on performance integrated into strategic and political decision making?

Target-oriented budgeting

In 2009, simultaneously with the preparation of state budgets for 2010 and 2011, the government launched a project of "target-oriented budgeting". Several working groups (for different spending areas) were established to be actively engaged in the process of budget preparation. Their aim is, above all, the programme evaluation and setting measurable objectives and indicators to measure the effectiveness of individual programmes. The main impacts of development approach on budget practices are new development classification and preliminary budget preparation within formal policy working groups. All budget users and policy working groups prepare logical frameworks for each development policy, programme and sub-programme. On this basis the government will build the system of development planning, which will allow monitoring and linking all development planning documents, the hierarchical division of the strategic and operational documents and exact checking for achieving individual, hierarchically differently set up goals.

The Resolution on Legislative Regulation, adopted in 2009, with guidelines for capacity building for implementation of regulatory impact assessment and public involvement into the decision-making process is an important asset of performance management initiatives. As a politically binding act, it sets out four principles of drafting regulations - the principle of regulatory impact assessment, the principle of simplifying legislation, the principle of removing administrative barriers and the principle of co-operation with the public in drafting regulations. The existing regulation drafting regime requires that, when submitting proposals, the drafters and proposers estimate the state of play and reasons for the adoption of a regulation as well as the objectives, principles, and main solutions of the proposal, provide an estimation of the proposal's financial impacts on the state budget and other public financial resources, a statement that resources for its implementation are provided by the state budget and whether a use of budgetary resources is foreseen for the period for which the budget has already been adopted, a demonstration of rules in other legal systems and of the proposal's adaptation to the system of the European Union, as well as other impacts the proposal may have, and to perform the consultation with the public concerned. The objective that has to be pursued is a consistent implementation of all applicable requirements for the preparation of regulations and an upgrade thereof with quantified impact assessments of the provisions in all fields, above all in the environmental, economic, and social fields, including also spatial and safety aspects with assessments for reducing or eliminating administrative burdens and simplifying procedures.

Information Support for Legislative Drafting was set up in 2010 in order to enable unified operations for drafting legislation to all ministries and government bodies on the one hand and to enhance participation of interested public in drafting of legislation on the other hand. Being part of the e-Democracy sub-portal, the system enables the public to get information as well and further more it enables individuals to make suggestions directly to the drafter. Consequently, the regulations are properly prepared and allow more effective and performance-oriented public service.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

The Republic of Slovenia strives to enhance the involvement of its citizens in the decision-making process with the help of new technology tools.

E-Democracy sub-portal of the government portal e-Uprava allows publishing all electronic services and information in one place. In that respect citizens can actively participate in the procedure of legal acts preparation, participate in reduction of administrative processes, obtain information about democratic processes, contact elected representatives, obtain information related to national legislation, EU legislative procedures, information of a public character, and address questions as well as receive answers on democracy related subjects. In this context, all legislative proposals are published at all stages of "legislative proposals life", that is, from planning the proposal to its adoption. Proposals can be selected through different search criteria which enable public an easy and comprehensive access to all relevant information. E-Democracy sub-portal was in April 2010 upgraded by the *Information Support for Legislative Drafting* in order to enable unified operations for drafting legislation to all ministries and government bodies on the one hand and to enhance participation of interested public in drafting of legislation on the other hand. The information are therefore much easier accessible to all ministries engaged in drafting and in this regard pave the way to a more coherent legislation.

The Predlagam.vladi.si web tool (my.suggestion.gov.si) published in November 2009 opened up a new channel for direct communication between the government and Slovenian residents as well as among citizens themselves. The primary purpose of the project is to encourage citizens to express their opinions, suggestions and proposals for the regulation of certain substantive issues. In this way, greater participation in formulating government policies is achieved and dialogue between civil society and the government is enhanced. Furthermore, the government is not only being informed in real time about the most crucial issues as perceived by its citizens, but is also presented with the possible solutions on how to tackle the issues. Citizens' proposals are publicly debated and voted upon by registered users. If they generate enough support, they are taken under consideration by a competent government body which has 30 days to respond to the suggestion. The response is published and subject to any further discussion on the web portal predlagam.vladi.si. The web tool is the implementation of an upgraded version of the open-code software solution TID+, which was developed by the Estonian non-governmental organisation 'e-Governance Academy' in co-operation with the European Commission and the government of the Republic of Estonia.

Reduction of administrative burdens is one of the priorities of our Ministry. Thus the realisation of burden reduction programme has also extensive IT support. The IT system aimed at supporting the burden reduction programme consists of two parts: The first part is IT support of the procedure for prevention of new administrative burdens in which a special team at the Ministry of Public Administration reviews all proposals for new regulation and brings attention to unnecessary administrative obstacles which need to be eliminated. The second part is a collection and analysis of proposals for burden reduction submitted by interested stake-holders. They are invited to co-operate in decision-making regarding the elimination of administrative obstacles, and send their suggestions to e-mail address **oao.predlogi@gov.si.** The best proposals are then inspected and included in the government's programme. On the basis of useful and innovative suggestions for simplifying

and improving regulations the government every year adopts the programme for the removal of administrative burdens, including clearly defined measures, activity leaders and deadlines.

Government accountability as well as social responsibility are being raised to a higher level in order to strengthen a mutual confidence.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent government": making information available, fostering open and inclusive policy making, fostering integrity and transparency, improving service delivery?

Open and transparent government, citizen participation in decision-making process as well as integrity of the public sector are increasingly recognised as core elements of good governance in the Republic of Slovenia. In Slovenia, the following institutions are in place to promote or ensure that open and accountable legislation and policies are implemented: Information Commissioner, Government of the Republic of Slovenia, Ministry of Public Administration and Human Rights Ombudsman.

Our country's legislative and policy measures for open and transparent government are as follows:

- General Administrative Procedure Act, 1999.

- Electronic Commerce and Electronic Signature Act, 2000.

- Rules of Procedures of the government, 2001.

- Access to Public Information Act, 2003.

- Information Commissioner Act, 2005.

- Personal Data Protection Act, 2004.

- Resolution on Legislative Regulation, 2010.

- e-Government Strategy of the Republic of Slovenia for the period 2010 – 2015 (SREP), 2009.

- e-Government Action Plan up to 2015 (AN SREP), 2010.

- Public Sector Integrity Act, 2010.

Slovenia has the appropriate institutional and legal framework which obliges public authorities to transparent operation and consultation with interested parties and civil society organisations with the aim of achieving an inclusive standards of democracy which should have a say on key decisions, including the civil society and NGOs: Permanent Inter-ministerial Working Group to address open issues in co-operation with the government of the Republic of Slovenia and NGOs; Office for Non-governmental Organisations responsible for preparation and enforcement of measures to strengthen the civil dialogue,

i.e., to promote the participation of NGOs in the process of preparation and implementation of public policies and to support better policy and regulatory environment for the development of the non-governmental sector; Resolution on Legislative Regulation commits any political authority and its civil servants to collaborating with the public when preparing legislation and ensuring a suitable timeframe for public debate (minimum time frame from 30 to 60 days); Handbook on Planning, Managing and Evaluating Public Participation Processes; training of civil servants in the implementation and evaluation of consultation processes etc.

Have the related initiatives had any impact on building trust in government?

Delivering services in an easy and transparent manner, strengthening integrity and transparency as well as preventing corruption and avoiding and combating conflicts of interest are important features of building trust in government. By implementing IT tools of civic participation in decision-making the willingness of interested public in creating government policies and actions has increased. The interested stakeholders have enough time to deliver their comments to the regulation drafters (30 to 60 days) which is ensured by the Resolution on Legislative Regulation. In this way, a better regulatory policy has been stimulated which enhances the development of the economy, satisfaction of citizens in relation to current policies and thus, strengthens the democratic process of public governance. Also, the increase of critical public opinion in terms of corruption has been noticed which reflects the awareness and strengthening of anti-corruption culture in society. We are aware that it is important to develop different policies and institutional frameworks as well as different technologies and to change political culture which entails adopting a supportive legal environment for public participation, training for civil servants to manage the processes of decision-making on the one hand, and promoting civil society and especially NGOs for engaging in civil dialogue on the other side.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

The stated core values for the public service are as follows:

- Equal access.

- Legality.

- Professional conduct.

- Honourable conduct.

- Restrictions and duties in respect of the acceptance of gifts.

- Confidentiality.

- Responsibility for results.

- Diligence of a good manager.

- Protection of professional interests.

- Political neutrality.

- Impartiality.

- Openness to the public.

- Assuring general information.

- Obligation of dealing with clients.

- Principle of proportionality.

The core values are included in the following legal documents: Civil Servants Act, Public Administration Act, Decree on Administrative Operations and Inspection Act.

The recent policy initiative undertaken to reaffirm the core values of the public sector was set up by the ***Integrity and Prevention of Corruption Act***, adopted in 2010, which offers a comprehensive fight against corruption. It defines composition and supervision of the Corruption Prevention Commission, efficient protection of whistle-blowers, prevention of conflict of interest and supervision of receipt of gifts, supervision of assets, integrity plans, Resolution on the Prevention of Corruption in the Republic of Slovenia, lobbying and penal provisions for misdemeanours. The Act upgrades the existing system regulated by the Prevention of Corruption Act from 2004, regulates rights and obligations, and points out the strategic objectives with the mechanisms for early detection and elimination of corruption and the conditions for it. A comprehensive approach and proactivity set up a basis for the transition to a higher level of performance for transparency, integrity, corruption prevention and corruption risk management in the public sector.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address:

Conflict of interest, post-public employment or the "revolving door" phenomenon

The Adoption of the Integrity and Prevention of Corruption Act introduced a novelty on the definition of conflict of interest since the previous Prevention of Corruption Act from 2004 didn't provide any definition of the issue. Prior to the Integrity and Prevention of Corruption Act the conflict of interest was determined by the Civil Servants Act and bound narrower circle of persons.

The Integrity and Prevention of Corruption Act lays down provisions on incompatibility of office and exceptions, discontinued performing of an activity, office or membership and warning of the Corruption Prevention Commission and consequences of incompliance. A functionary holding office professionally must not perform, in addition to the public function, an occupational or other activity for the purpose of obtaining income or pecuniary benefit. Also, a professional functionary cannot be a member or perform the activity of managing, supervising or representing commercial enterprises, business interest associations, co-operatives, public institutes, public funds, public agencies or other persons governed by public or private law except for societies, institutions and political parties.

As for post-public employment, for example, for lobbyists the Act provides that functionaries must not lobby before two years lapse from cessation of their office.

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

With regard to the Integrity and Prevention of Corruption Act, the Prevention of Corruption Commission can intervene also in the private sector. In particular, when the Commission conducts a proceeding in which the necessary data are available outside the public sector. The activities of public and private sectors are intertwined; therefore it is necessary for the effective functioning of the Commission to have the access to data from the private sector.

The Integrity and Prevention of Corruption Act also provides that the data on income and property of the persons under obligation and persons responsible for public procurement must be publicly available in the part relating to the income and property acquired in the period of the holding of public office or activity and one year after the cessation thereof.

Lobbying

The Public Sector Integrity Act, adopted in 2010, regulates definition of lobbying and lobbyists, registration of lobbyists, their rights and obligations, rules and standards, supervision of their activities as well as the appropriate sanctions in cases of non-compliance. The provisions of Act set out the regulatory framework of the lobbying activities and foster a culture of lobbying, thus preventing unwanted conduct of lobbyists as well as raise of corruption and clientelism. Special attention is given to standards of conduct in cases when public officials engage with lobbyists. The Act lays down the rules, conditions and criteria of communication between the two parties. Furthermore, a two-year period that restricts former public officials from lobbying their past organisations is regulated by the Act. The lobbyists are obliged to report on their activities to the Commission for the Prevention of Corruption once a year.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

The Economic and Social Council of the Republic of Slovenia (ESC) was established in 1994. It was founded by the social partners – employers' organisations, trade unions and the government of the Republic of Slovenia. It is the highest-level body representing the social partners in the country. The ESC was primarily set up to deal with issues related to the social agreement and wage policy, social policy, employment issues and working conditions, collective bargaining, prices and taxes, the economic system and economic policy, plus other areas falling within the remit of the social partners. As well as dealing with areas requiring tripartite agreement, the ESC can also examine other matters of an economic and social nature.

The need for economic policy measures, structural changes and institutional adjustments is balanced with the need for transparency and evidence-based decision making. Therefore, the government intensified social dialogue and civil society debates to increase the inclusion of social partners and the civil society in decision making process. It is crucial for the government to remain committed to social dialogue. A strong political will, needed for addressing the crisis, should not reduce democratic pluralism.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

Capacity of the public sector to implement reform is in correlation with commitment as well as funding and motivation instruments. Although reforms should improve public service or lower the expenses, sufficient funding of necessary processes is needed. Experiences show that reforms that are not fully carried out often decrease efficiency and even increase budget expenditure. ***The government Plan for Optimisation of Public Sector*** comprises rationalisation of public procurement, reduction of material expenses, efficient management of state-owned real property, public employment reduction by 1% a year by natural attrition, implementation of the reform of public sector wages based on a sustainable policy and rationalisation of the public sector (new standards for internal organisation of the public sector, better regulation and reduction of administrative burdens).

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

Programme based budgeting enables more efficient use of budgetary resources and consequently improves the quality of public finance consequently strengthening the efficiency and quality of public services. In order to achieve these goals ministers should prepare well founded programmes within set priorities. Horizontal reconciliation is fundamental for cohesive and harmonized co-operation among ministries and government itself and in this way setting ground for higher flexibility in design of structural reforms, which demands adjustments to economic and social circumstances.

SPAIN

What are the main implications of fiscal consolidation for service delivery in your country?

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

- Partnerships with the private sector.

- Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality.

- Better co-ordinating with local governments.

- Using e-Government and cutting red tape.

- Please describe any specific policy initiatives to improve service delivery to specific population groups.

In all of its initiatives, the General Administration of State in Spain seeks the participation of the private sector in the main actions which are influencing the State Administration's current policies of modernisation and improvement. Thus, in the area of e-Government, an important milestone was the approval in 2007 of **Law 11/2007 on Citizens' Electronic Access to Public Services**, which placed Spain among the leading countries in the use of e-Government. For the implementation of this Law, which recognizes the right of citizens to communicate through electronic means with the Administration, various measures are being taken, some of which are described in **Plan Avanza** for the fostering of an Information Society, and in its reedition –**Plan Avanza 2**-which was approved last July and includes measures for the next five years. These measures exemplify some of the lines of action proposed. The following are some examples:

- Collaboration with the private sector (for example, through agreements with telecommunications businesses).

- Involving citizens in service improvement (for example, through public awareness of the measures being carried out to foster e-Government)

- Improving the collaboration with local businesses (through networks of interconnection between Administrations, sharing software, fostering state investment in local e-Government projects. To this end, the State Federation of Towns and Provinces is generally the mediator between the State Administration

and the Higher Council on E-government, the unit which includes all different levels of the Administration: state, autonomic, and local).

In a similar manner, in the area of cutting red tape, we should mention the **National Plan of Action for the Reduction of the Administrative Burdens**, approved in June 2008 and aimed at reducing the costs associated with administrative work by 30% before 2010, raising by five percentage points the objectives established by the European Union. In this case, initiatives have been promoted which exemplify the lines of action mentioned earlier. Such initiatives include agreements for the formulation of proposals for administrative simplification, signed with public agencies including Autonomous Communities and local agencies, as well as with private and specifically business organisations.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

How is information on performance integrated into strategic and political decision making?

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

See the responses to questions for Session 1.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

- Making information available.

- Fostering open and inclusive policy making.

- Fostering integrity and transparency.

- Improving service delivery.

The Government of Spain considers that both the democratic reinforcement and the sustainability of Public Administrations are the main driving elements of Open Government. On one hand, citizens demand more knowledge of the actions being carried out and the reasons for these actions. On the other hand, only by relying on powers outside of the Administration may these actions meet the challenge of doing more with less.

Since 1992, Spain has had a regulation of access to public information, with citizens' rights described in **Law 30/1992 of Regulation on Public Administration and Common Administrative Procedure**. In 2007, this right was expanded with the ability to electronically access information. The right to choose a means of receiving information was recognised in the Law for Citizens' Electronic Access to Public Services.

Likewise, the recently approved Plan Avanza 2 includes measures aimed at encouraging Open Government through the use of IT. The goal is to consider society's interest while designing public services and policies, promoting transparency and citizens' participation by electronic means. To this end, a themed Open Government web page may be created in order to provide higher visibility for already existing initiatives and develop a plan of action within the State's General Administration.

Examples of activities carried out in this field are the citizen consultations on regulatory projects (for example, in the creation of the Law for Citizens' Electronic Access to Public Services, or in the Royal Decrees which approved the National Security and Interoperability Frameworks) and on plans of action (for example, the aforementioned Plan Avanza 2).

In the area of placing public information at the disposal of citizens, there are many examples of initiatives which have advanced this goal. The organisation charts of Ministries are published in their websites, information from Councils of Ministers is published immediately, and all current laws are accessible by electronic means.

Have the related initiatives had any impact on building trust in government?

Because of their effect of expanding rights, these measures are backed by citizens and organisations representing citizen interests

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

The current economic situation has been viewed as an opportunity to undertake measures which create a favourable environment for economic growth. The initiatives mentioned in Session 1 relate to the Administration's role as a promoter of growth.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address :

Conflict of interest, post-public employment or the "revolving door" phenomenon

In recent years in Spain, Codes of Conduct were established for Government officials (**Law 5/2006 Regarding Conflicts of Interest**) and for public employees (**Law 7/2007 on the Basic Statute on Public Employment**). These measures complement the Law on Incompatibilities of the Staff Working in the Public Administration, approved in 1984.

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

The Law on Contracts in the Public Sector, approved in Spain in 2007, along with the leaders in autonomous communities, obligates public agencies to offer publicity by electronic means to the user profile. In the case of the central Administration and the majority of territorial Administrations, additional platforms were implemented regarding hiring which allow full access to the process of tender and adjudication.

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

As was mentioned previously, the Government of Spain not only permits citizens' access to public policy on an individual level and through organisations, but has continued to work for the expansion of this collaboration through the new electronic channels. This participation includes all spheres of society, from business organisations in the means for reducing administrative workload, to telecommunications businesses in the implementation of e-Government, or disabled persons in the promotion of this social group's right to access public employment. Likewise, we should mention the legal backing of this participation, as the process of a public hearing is recognised by the Spanish Constitution.

SWEDEN

What are the main implications of fiscal consolidation for service delivery in your country?

During the present economic crisis Sweden has been able to combine limited deficits in the public finances with significant fiscal stimuli, including temporary transfers to local governments (se below) in order for them to maintain their levels of service delivery despite sharply decreasing tax revenues at the local level. The ability to maintain surpluses during the good pre-crisis years made this possible. For this, the existence of a well-defined national fiscal policy framework, combined with a strong political commitment, has been essential.

The Swedish medium-term fiscal policy framework of includes a surplus target of 1% of GDP for general government net lending over the business cycle, a fixed nominal expenditure ceiling for central government expenditures set three or four years in advance on a rolling basis and, lastly, a balanced budget requirement for local governments.

The Swedish system in which appropriation levels for agencies' running costs are tied to different price indices, coupled with significant independence among agencies on how to allocate their means, is another important factor contributing to the stability of expenditures and service delivery. The system is automatic and predictable and gives stable planning conditions for the agencies. Furthermore the system makes total expenditures for running costs largely predictable.

The agencies with the most frequent contacts with citizens are in the process of rolling out joint service offices across the country. The joint offices will replace the separate agency offices. The purpose of this reform is to enable the agencies to be present in smaller communities and remote places, where separate offices cannot be justified from a financial point of view.

Local governments: Most public services (health care, education and social services) are provided for by local authorities. Despite the recent downturn in the economy, local authorities in general were able to maintain healthy finances in 2009, partly due to temporary revenues and partly by lowering cost increases, with limited effects on services. For 2010 the central government has made an temporary increase of state grants by 17 billion SEK.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

- Partnerships with the private sector.

- Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality.

- Better co-ordinating with local governments.

- Using e-Government and cutting red tape.

Since 2008 there is a new reform-programme focusing on increasing the ability of government authorities to interact and to co-operate with external third party developers. The reform-programme consists of three parts: *a new organisation for change management, a "third generation" e-Government-strategy* and *a number of concrete projects to be delivered before 2014.* Since development work by default is financed by loans the pace of change has not been affected. However the conditions for financing common projects where the benefits of a project is distributed to others than the project-leader has been improved.

Change management: the processes for preparing necessary government decisions to support e-Government initiatives has been streamlined through a "fast lane approach" involving focus-groups of state secretaries and civil servants in the government offices. the drive for change has been focused on the director-general level by creating the eDelegation for e-Government. it consists of 16 DG's and the CEO of the Swedish Association of Local Authorities and Regions. It will work as a "power-house of change" in the Swedish administration. On a third level we are in the process of assigning authorities with a "mandate for development". They will focus on certain sectors and design projects from the viewpoint of the users.

Strategy: the eDelegation presented a "Third generation and demand-driven" e-Government strategy in October 2009. It focuses on the take-up problem and how e-Government development can contribute to the economical development in society by making public resources available for reuse. It also suggested a service-oriented architecture, a new solution for federated eID-management and shared service centers for administrative support.

Projects: In mars 2010 the eDelegation suggested a number of strategic projects that should be prioritised in order to build a third generation e-Government. Projects included were: an infrastructural "MyPage"-service and a "MyMessages"-service, a service for businesses to deliver-information-only-once, a common platform for distribution of public service-objects that are being produced and a common solution for archiving. These project-proposals are now being processed into project-plans to be launched during 2011.

Please describe any specific policy initiatives to improve service delivery to specific population groups

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

In its bill Public administration for democracy, involvement and growth (Bill 2009/10:175), the Government issued guidelines and requirements for public administration and a new goal for central public administration development was presented. The new goal reads *An innovative and interacting central public administration that provides legal certainty and is efficient, has well developed quality, service and accessibility in order to contribute to Sweden's development and efficient work within the European Union.*

The Bill will points out some high priority projects, including:

- Stimulating innovation in public sector.

- [E-leg].

- Better co-ordination of public purchasing.

- An overview of the Government Offices.

- Better co-ordination of agencies front offices.

- Better follow-up on how agencies include citizens when developing their services.

Furthermore the elaboration of a new system for following up the new goal and the further development of the public sector has been initiated.

How is information on performance integrated into strategic and political decision making?

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

- "verksamt.se" is a common portal for businesses, they use focus-groups to catch real demands, test-groups to validate solutions and pilot-users for final testing. In the site there is a centrally placed "button" for suggestions for improvement.

- The Swedish Natinoal Heritage Board has built an API:s to there databases of objects of National Heritage so third-party users can build Apps for reuse

- MittBygge.se is a collaboration site to facilitate the process of building houses

- "Open Foreign Aid" is a project of the Foreign Office which intends to publish ALL information of foreign aid from Sweden in order to facilitate control by third parties.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

Making information available

The short answer is that this question is not applicable for Sweden. Sweden has a unique legislation stipulating the right for the public to gain information about actions carried out by the Government or the agencies.

Fostering open and inclusive policy making

Fostering integrity and transparency

The Governmental sector needs professional heads. The distinguishing characteristic of the leadership within the sector is to recruit persons with the skill and knowledge to fulfill the goals of the given activity with regards to both high demands of efficiency and quality as well as demands of good working environment conditions. All head of agencies must live up to some standard requirements, but they must also meet the requirements regarding the specific job at stake.

There are approximately 205 heads of agencies in Sweden. Chancellors, Director Generals and County Governor's most common titles. A head of an agency is hired for a specific time range, 6 years with a possibility to prolong it with another 3 years is usual.

The Governmental has introduced new ways of finding the best candidates for the job as head of an agency. Advertising is now the main rule when recruiting head of agencies and since March 2007 there has been 82 advertisements where anyone has been able to apply for the job as a head of an Agency. So far, august 2010, 75 appointments have been made by the Government following the process by using advertisement. Before 2007 the government never advertised for head of agencies, the government used other tool to find persons suitable for these jobs.

Another 16 appointments has been made regarded chancellors, in these cases it is not the government who advertises, but the board of the university or high school. The board will however recommend the government to hire a certain person as chancellor since it is always a government decision in the ends that decides who will become chancellor.

Improving service delivery

- The eDelegation has published a list of sources of public sector information.

- *geodata.se* is publishing all data within the framework of Inspire.

Have the related initiatives had any impact on building trust in government?

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

In November 2009, the Government decided to give an agency, Swedish Council for Strategic Human Resources Development, the mandate to lead and co-ordinate a project on public ethos. The goal is to strengthen good governance culture in the civil service by working on these issues throughout the administration over a period of two years.

The project is about working with values and ethics issues and to strengthen employees' knowledge and understanding of the fundamental values of public administration and the role of a public official. The work is based on fundamental values such as civic orientation, legal certainty and efficiency.

To strengthen the administration's work on these issues requires a joint effort aimed at all employees in state administration with special focus on the heads of the state. The ambition is to offer special education and engagement for the aprox. 15 000 heads of various positions within the central government sector.

Through this project, the government aims to strengthen good governance culture in the state and want the project to contribute to a lively discussion about values and ethics issues within the government sector. The administration's response to the public at all times should be characterized by dignity and respect.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address:

- Conflict of interest, post-public employment or the "revolving door" phenomenon?

No.

- Transparency on interactions between the public and private sectors, for example in public procurement?

The Swedish public procurement legislation implements the European Union directives on public procurement that are applicable above certain thresholds. The Swedish Procurement acts does also regulate procurements below these thresholds as well as procurements of so called annex II B-services. A new national procurement legislation The Act on System of Choice in the Public Sector (lagen [2008:962] om valfrihetssystem) entered into force 1 January 2009. It introduces a new procedure for contracting authorities that buy health and social services.

Public procurements below the EU thresholds and of annex II B-services are covered by the Public Procurement Act. Such procurements are covered by *e.g.* compulsory rules on advertisement in publicly available electronic databases and the same rules on court review that are applicable to procurement above the thresholds.

The Act on System of Choice in the Public Sector introduces a new way for municipalities and regional authorities to buy health and social services. A system of choice, including contract documents, must be advertised/published in a national database.

New public procurement remedies recently entered into force. They are implementing EU-directives and introduce a compulsory standstill period for the contracting authority or entity, *i.e.* they may not conclude a public procurement contract until a certain time period has passed. The new rules makes it possible for aggrieved suppliers to ask the court to review the procurement. The standstill period is automatically prolonged during the review.

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

According to current financial planning, federal government expenditure for the period 2011-2014 amounts to 63 - 68 billion p.a.. Planned expenditure cuts add up to 1.5 - 1.7 billion p.a. However, some of these cuts have no influence on service delivery (lower interest charge on public debt, compensation of investments which have been preponed to stimulate economic growth in 2009, adaptation of planned expenditure to lower inflation forecasts). The remaining cuts amount to 400 million in 2011 and 700 - 800 million 2012-14. Compared to total expenditure this amount is too small to have severe impacts on service delivery.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnership with the private sector

There are no special key initiatives. As regards PPP, the Swiss Confederation and some cantons and communes are members of a PPP network. On the network's website there is a list of some (smaller) PPP projects (*www.ppp-schweiz.ch/fr/*). However, the network's definition of "PPP" is rather broad.

- Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality.

- There are no special initiatives on federal government level. However, there are private networks promoting engagement of citizens in the voluntary sector (*e.g. http://www.forum-benevolat.ch*).

- Better co-ordinating with local governments.

- Using e-Government and cutting red tape.

e-Government Switzerland Programme

e-Government Switzerland is a programme jointly run by the Confederation, the cantons and the communes. Its goal is to organise the administration's work with the help of information and communication technologies (ICT), making it as cost-effective and as business-friendly as well as citizen-friendly as possible. Its core element is a catalogue containing 45 priority e-Government services and prerequisites *http://www.egovernment.ch.*

E-Health Programme

The term eHealth covers all electronic health services: Health service procedures are improved using electronic means and stakeholders brought together – patients, doctors, therapists, insurance policy holders, insurance firms, laboratories, chemists, hospitals and carers. *http://www.e-health-suisse.ch.*

Selected Projects as Horizontal Enablers (Suisse ID)

SuisseID is Switzerland's first standardised electronic proof of identity providing both a legally valid digital signature and a secure means of authentication *www.suisseid.ch.*

Please describe any specific policy initiatives to improve service delivery to specific population groups

Session 2. Towards more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 month)

Performance Management in Switzerland

How has the Performance Management evolved in Switzerland?

In the 1990s, reforms were launched at all state levels to restructure the state budgets. Since then, outcome-oriented public management has extensively established itself as an alternative management model at cantonal (states) and at municipality level. Most of the larger cantons and cities introduced the relevant key elements during long phases of individual adaptations.

At the level of the Federation the Performance Management model was part of the same modernisation activities in the public sector so as to be able to accomplish tasks more efficiently and effectively. The Performance Management project was co-ordinated with the then ongoing government and administration reform.

In the pilot phase between 1997 and 2001, eleven administrative units were converted to this model. The outcome of the project and the accompanying evaluation of the goals pursued showed that the Performance Management model had proven to be effective. In 2002, Performance Management was therefore converted into a programme and definitively introduced.

The Federal Council outlined its corporate strategy for dependent public sector entities under performance-related contracts in its dispatch on the new Financial Budget Act of 24 November 2004. Today, one third of the administrative units are managed along Performance Management lines. In these 22 administrative units, one sixth of all employees provide services generating one third of the Swiss Confederation's operating expenses.

How is it put into practice?

The Federal Council has a dual approach to its political controls to measure the effects of public services. These consist of approximately 80 internal and external programme evaluations a year covering health, agriculture, development aid, environment, education or energy expenditure. Evaluations are often applied to horizontal public functions, functions with high innovation content and for political programmes. The Federal Council also runs one third of the Federal Administration's central agencies along performance mandate and

global budget lines. The key interest here is to show transparently the connection between the resources employed and the performance and impact desired. The performance mandate sets the strategy, the framework of available means and the performance objectives.

Figure 2. Performance Mandate
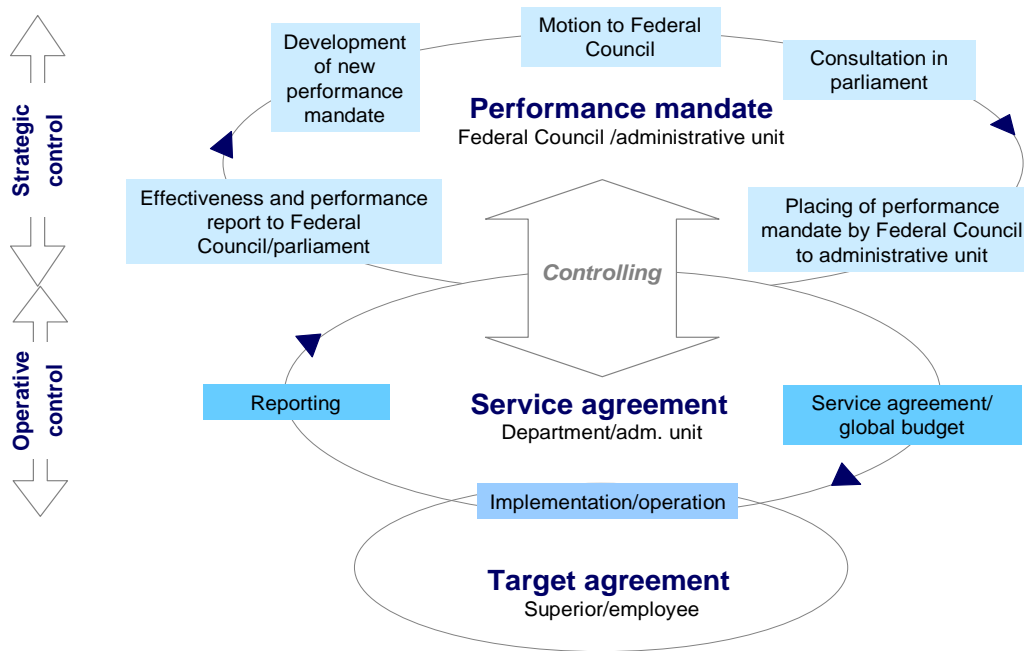
How is performance information used in the budget and account?

The means are passed by the legislature in the form of global budgets for the operating domain and increase the scope of the units. The Control Committee assesses the demand for credits based on performance information and aims.

Where do we go from here?

The Federal Council conducted its most recent evaluation between December 2006 and the end of 2009 with a view to optimising the Performance Management model. In that time all parties were involved and the current status of public management at the national and international level was documented. Overall, the Federal Council's evaluation report can be judged favourably, although there is still room for improvement. Both chambers of parliament will debate the report in 2010. The Federal Council is currently examining options for the further development of PM within the administration by the end of the first quarter of 2011. One approach is to converge the dual management model and introduce a new integrated performance-based management model to pool strengths and facilitate management; another would be to continue and improve the dual management model.

How is information on performance integrated into strategic and political decision making?

In order to monitor the implementation of federal government policy, the Federal Council has a number of strategic leadership instruments at its disposal:

The legislature programme and the legislature financial plan

The *legislature programme* provides parliament with the government's political agenda: the aims and measures of the legislature programme constitute the framework of Federal Council policy for the following four years. The Federal Council defines its activities on the basis of this programme and implements it in its annual objectives, which list the objectives to be achieved and the measures with which to achieve them.

The dispatch (Federal Council report) on the legislature programme also presents the *legislature financial plan*, which sets out the financial needs for the legislature. The objectives and measures of the legislature programme and the financial plan are co-ordinated as closely as possible by item and by deadline. In addition, a new legal provision requests a better co-ordination in the timing of the decisions on the major quadrennial financial engagements in different fields of action (*e.g.* education, agriculture) and the overall legislatur programme (ordonnance sur les finances de la Confédération, art. 7.2).

Every four years, the Federal Council reviews the extent to which the objectives set out in the legislature programme have been achieved and why or which measures have led to delays.

The budget and the financial plan

Based on the decisions of the Federal Council, the Federal Finance Administration prepares a report regarding the budget and a report on the financial plan. These are adopted by the Federal Council in the course of the session that follows the summer recess, and are then submitted to parliament in mid-September to be decided before the beginning of the budgetary year.

The annual objectives of the Federal Council, the Federal Departments and the Federal Chancellery

The annual objectives of the Federal Council are co-ordinated with the legislature programme and communicated to parliament in the winter session.The annual objectives of the Federal Departments and of the Federal Chancellery cover a rapid outline of the main

items planned. They flesh out the objectives of the Federal Council while incorporating objectives and measures of their own departments.

The Budget

The Federal Finance Administration drafts the dispatch on the budget based on the annual accounts. After its adoption by the Federal Council, the dispatch is submitted to parliament in April.

The annual report of the Federal Council, the Federal Departments and the Federal Chancellery

The annual report gives an account to parliament of the activities of the Federal Council setting out the main points of its activities over the past year and the achievement of its annual objectives. The difference between the objectives and unplanned projects are also presented and justified.

Evaluations

Politically important activities are specifically assessed in terms of their impact using evaluations. Evaluations are planned in the annual objectives of the Federal Council. An overview is published in the annual report.

Indicators

The objectives set out in the legislature programme are assigned indicators which are used to gauge whether the objectives have been reached.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

Recent Examples of how Service Users and Citizens are involved in Design, delivery and evaluation of public services including the use of e-Government:

Bi-Annual Studies on User Uptake and Needs.

www.egovernment.ch/de/dokumentation/studien.php.

What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

In Switzerland, the legal framework allows people to participate in almost every aspect of Governance. This can still be done using traditional channels, but electronic alternatives (e-initiatives, e-participation) are the subject of investigation for future projects. E-voting is already a priority project of the e-Government Switzerland programme. Pilot projects are currently under way.

What were the main benefits for the citizens and for government?

- Government: Faster and more efficient processing of administrative issues.

- Citizen: Availability, easier access to services for people with disabilities.

- Business: Reducing administrative burden for businesses, direct impact on productivity.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government"

- Making information available.

- Fostering open and inclusive policy making.

- Fostering integrity and transparency.

- Improving service delivery.

In May 2006, the Federal Council introduced the Freedom of Information Act along with its implementing ordinance which entered into force on 1 July 2006. The FOI Act is intended to foster transparency with regard to the tasks, organisation and activities of the administration. To this end it contributes to keeping the public informed by allowing all citizens to access official documents.

Citizens submit their applications to the authority that produced the document or to third parties not subject to the FOI Act that received it. They may inspect the requested document on site or ask for a copy. The processing of an application is subject to a fee although none is demanded where little effort is required on the part of the authority.

Access to official documents may be restricted or refused to protect overriding public or private interests. This may be the case, for example, if inspection of the official document would affect the forming of the will and opinion of an authority or the domestic or foreign security of the country. The FOI Act provides for further exceptions if professional, commercial or manufacturing secrets could be revealed as a result.

If the relevant authority fails to provide access or full access to official documents, the applicant may submit an arbitration request to the Federal Data Protection and Information Commissioner. If arbitration does not lead to any agreement, the applicant may open complaint proceedings: The authority issues a ruling, which can then be appealed before a court.

The FOI Act applies to the Federal Administration, the Parliamentary Services and to organisations which fulfil public tasks and able to issue rulings (*e.g.* SBB, SwissPost or SUVA). The Swiss National Bank and the Swiss federal Banking Commission are not covered by the law. The implementing ordinance contains details concerning access to official documents and the arbitration procedure as well as fees.

Have the related initiatives had any impact on building trust in government?

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address:

Conflict of interest, post-public employment or the "revolving door" phenomenon

A new article is to be introduced into the Federal Personnel Act (entry into force 1.1.2011) which contains a duty to notify offences prosecuted ex officio and which provides better protection of whistleblowers.

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

The Swiss government and the cantons recently launched the SIMAP website (Information System on Public Procurement, *www.simap.ch*), which provides structured listings of public tenders, thereby removing the need for them to be published in the Swiss Official Gazette of Commerce (SOGC).

Lobbying

Recently no updated policies.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as Partners in implementing reforms in the public sector?

The involvement of a broad range of actors in the political decision-making process is deeply rooted in Switzerland and is an important element of a democratic and pluralist society. For that reason Switzerland can also be considered a 'citizens' democracy' with real co-decision powers.

Swiss politics is known for the *large number of players* with access to broad-based institutional co-determination. The large number of players is in part due to the complex structure of their public sector:

- 26 cantons.
- Some 2 700 communes.
- Various linguistic, cultural and religious groups.
- Lobbies / pressure groups from all sectors of the economy and society.

In addition, democratic rights are highly developed. This means that there are well established co-operation mechanisms / mechanisms that permit the involvement of interested parties. Opportunities for exerting influence are therefore already there long before parliament gets involved in the process.

The players are divided into two groups: governmental and non-governmental players. In Switzerland the following are the main examples of *government players:*

- The Federal Council (= government) and the federal administration.

- The Federal Assembly (= parliament).

- The law courts.

- The cantons and communes with their institutions and organisations.

The *non-governmental players* are made up of various interest groups such as:

- The political parties.

- Lobbies / pressure groups.

- The organisations.

- The media.

The circumstances described have led in Switzerland to a political system that is described as a *concordance democracy,* which is characterised by *consensus-oriented procedures and processes*.

The actors must be well integrated in the political decision-making processes. The political process therefore requires a high need for consensus and it is essential to make each act acceptable to the majority. Swiss government thinking strives towards the permanent integration of all major forces of politics, business and society.

Non-governmental players can incorporate their requests into the political process in different ways. The most direct way is to launch a popular initiative by means of which a request can be codified in the Federal Constitution. However there are tough hurdles to overcome. For example, 100,000 signatures have to be collected. Then the request must be submitted to a vote by the people *(= mandatory / compulsory constitutional referendum)*. Popular initiatives, however, often contain radical demands that have not been agreed with the other players, which is why most initiatives fail.

There is, however, another way that is far more promising even for non-governmental players: they submit their requests to the governmental players by lobbying them, for example. They can drum up popular support for the submission of a parliamentary procedural request.

Finally the directly affected interest groups are included in the drafting of a bill *(preliminary draft phase)*. In this way any specific interests can be taken into consideration right from the start. The organisations directly affected are often already represented in the panels of experts[1].

A particularly institutionalised process is the *consultation process*. The consultation process takes place within the preliminary legislative procedures. The federal proposals that are of major political, financial, economic, environmental, social or cultural importance are examined in this phase for their:

- Factual accuracy.

- Feasibility of implementation.

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1.   the name is misleading as this panel does not exclusively consist of specialists on the subject. It also has people representing interest groups, cantons and parties]

(Morand Ch.-A.: La formation et la mise en œuvre du droit. Pouvoir 43: pp 73-86, 1987

- Acceptance by the public.

  The proposal is circulated for this purpose to:

- The cantons.

- The political parties represented in the Federal Assembly.

- The associations representing the communes, and towns.

- Business associations.

- Other groups that might have a specific interest.

  The consultation procedure is ordered by the Federal Council and carried out by the appropriate department. Even those who are not invited to the consultation procedure can express their opinion on a proposal. The responses of the people taking part in the consultation process are evaluated before the Federal Council establishes the key points of its proposal. If a bill is sent to parliament, the Federal Assembly will discuss it in the light of this consultation procedure.

  Even parliament itself can send a bill for consultation. In this case the process will be carried out either by the

- Appropriate department, or;

- Specific parliamentary committee concerned.

  Less important proposals do not justify any consultation procedure. Here there is, however, the possibility of holding a hearing. The authority responsible in this instance is not the Federal Council but a department or federal office. The list of addressees is smaller with this procedure and the procedural provisions are less strict.

  The bill is revised to a greater or lesser extent depending on the results of the consultation. It is then submitted to parliament. It may be that no solution acceptable to the general public is evident from the consultation procedure. The proposal may then have to be completely redrafted. The aim of the consultation is to issue the best laws possible and to make them acceptable to the general public.

  The abovementioned mechanisms mean that political processes tend to take a long time in Switzerland. Quick changes are not really possible.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

  See question 1, final plenary session.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

  In order to recognise future challenges, risks and opportunities facing Switzerland in good time, the Federal Chancellery has operated a Forward Planning Staff since 1993. In order to optimise its work, the Federal Council commissioned the Federal Chancellery to establish a new working mandate in 2009.

  The core task of the Forward Planning Staff is to produce a situational and environmental analysis in accordance with Article 146 paragraph 3 Parliament Act as a

basis for the upcoming new legislature programme presenting the most important challenges for federal government policy. The Forward Planning Staff is also charged with ensuring the constant exchange of information between the most important co-ordinating bodies at federal level and that existing supra-departmental and sectoral strategic and planning work is duly incorporated. It should take a critical yet constructive look at new risks, but also identify opportunities and draw on the know-how of external experts.

TURKEY

Session 1: Delivering public services in times of fiscal consolidation

Main Implications

With its economic and fiscal policies applied during the financial crisis, Turkey has been positively separated from the rest of the world. This separation is clearly seen in the indicators relating to growth, employment, budgetary deficit and debt stock. The 2010 budget has been announced as the budget for way-out of the crisis and this has been proved by the economic growth which is being experienced. The main target of the 2011 budget is to ensure sustainable growth and to further recover the financial balances.

Medium Term Program (MTP) and Medium Term Financial Plan (MTFP)

The Public Financial Management and Control Law stipulates the annual preparation of Medium Term Program with three year perspective. The Medium Term Program which covers 2011-2013 has been approved by the Council of the Ministers while the Medium Term Financial Plan prepared by the Ministry of Finance which covers 2011-2013 has been approved by the Higher Planning Council on October 8, 2010 and published in the Official Gazette on October 10, 2010.

Turkey has taken its place among the very few countries which announced its exit strategy in terms of financial policy with the MTP and provided a medium term framework for economic units. This situation has enabled Turkey to be one step ahead in the eyes of the capital markets which evaluate the whole developed or developing economies in terms of sustainability of their debts. Turkey has become one of the few countries which increased its credit score during the crisis period.

The Medium Term Program;

- is something of a road map which would increase predictability for the public and private sectors.

- provides a series of targets, policies and priorities which are consistent with each other in various fields.

- covers the basic development axis and main sectors in addition to the macro policies.

- identifies the priorities to be focused on in three year period in a way to contribute to the long term targets.

- is a dynamic structure which will be renewed annually by considering the results of the implementations and the changes in general conditions.

- has a three year perspective.

The Medium Term Program and Medium Term Financial Plan aims at allocating the resources in line with the identified main policy priorities, increasing the quality of public

expenditures and rising the living standards of our people. An efficient public financial management should be based on rational prioritization of the expenditures and allocation of the resources according to this prioritization. Within this framework, the Medium Term Financial Plan stipulates the preparation of a three year budget by the public institutions after identifying their institutional priorities. In the period 2011-2013, the main policies concerning budgetary expenditures will be as follows:

- The ratio of budgetary deficit and debt stock to the national income will be decreased

- The priority will be given to the expenditures stimulating growth and employment and to the expenditures decreasing the regional development differences,

- The priority will be given to the expenditures relating to health, education and social expenditures which increase the living standard of the society,

- R&D works which supports the efficiency and productive structure of the economy in medium and long term and improving the information and communication technologies will gain importance.

- The priority will be given to the investments necessary for EU membership.

Key initiatives (and their results) to improve service delivery and/or service quality

Partnerships with the private sector through Regional Development Agencies

Following the Law on Development Agencies which was put into effect in February 2006, now there are 26 agencies established.

The main aims of the Development Agencies are to maximize their contributions to the national economy by activating the potential of the regions, to approximate the underdeveloped regions to the country average by decreasing the development gaps among the regions, to balance the development gaps within the regions and to increase competitiveness of the developed regions at global scale.

The basic duties of the Development Agencies are to prepare regional development strategies, to support regional competitiveness, to improve cooperation between the public, private sector and NGOs, to contribute to the development of the capacities of the institutions in the region, to support entrepreneurship, to search and introduce job and investment opportunities, to support rural development activities, to provide technical assistance to the planning works of the local governments and to follow and coordinate the permission and license procedures of the investors at one stop.

Engaging citizens and the voluntary sector

With the constitutional amendments made by the Parliament in May and approved by a referendum on September 12, 2010, Economic and Social Council which brings together the public and private sectors and NGOs has gained constitutional ground. With the amendment made, the following expression has been included into the Constitution: "The Economic and Social Council shall be established to provide the Government with consultative opinions in the formulation of economic and social policies. The establishment and functioning of the Economic and Social Council shall be laid down in law."

Co-ordination with local governments

The local development processes are tried to be stimulated by the new projects and participation of the local governments in decision making processes is tried to be increased. Therefore, the local incomes are tried to be increased in order to contribute to the financing of local expenditures.

A significant reform has been carried out in the shares allocated for local governments from the general budget incomes and the distribution of these shares among the local governments. In addition to this, resource transfers are conducted for the local governments by the development agencies, KÖYDES (Village Support Programme), BELDES (Municipality Support Programme) and SODES (Social Support Program) projects and the GAP which has crucial importance for Southeastern Anatolia Region is being tried to be completed by the new transferred resources.

Cutting Red Tape: Public Services Inventory (PSI) and Public Service Standards (PSS)

The idea of Public Services Inventory (PSI) has come out for the first time in the document of "Information Society Strategy and annexed Action Plan" which covers the activities and the projects that will be put into practice during the implementation period. The action number 29 of the mentioned Plan sets a task to Administrative Development Department of Prime Minister's Office on establishing an inventory covering all services provided by central and local public institutions.

Public Services Inventory is a table which includes:

- Name of the services provided by the public institutions.
- The legal base of the services.
- The places of application.
- The documents required to provide the services.
- The chain of signs necessitated to complete the service.
- The correspondences between the institutions and within the institution itself.
- The legal time limit and the average time limit necessitated by the institution to complete the service.
- The average amount of services given within a year.

The PSI was designed as a tool to be a database as a basis for future work. It is an instrument for determining:

- Services and processes that should be revised.
- Unnecessary bureaucratic operations that should be eliminated.
- The flow of work that should be simplified.

Therefore, the inventory was first used in another study which is called "Cutting Red Tape and Simplification of Administrative Procedures". As a result of this study, 170 regulations have been revised and:

- In 72 services authority has been delegated to lower levels.
- 421 documents requested by authorities have been abolished.
- Notarized documents are no longer required in 215 different services.

These are also stated in 2009 Progress Report under the head of Public Administration.

The second area in which the output of Inventory was used is the study of "Public Service Standards"(PSS). With this study, a new System of Service Standards has been

introduced. This system will ensure public services finalized on time. It has a self control mechanism enabling citizens to complain to the supervisor. In this system, Citizens will know:

- which documents and information are requested
- how long it will take to complete the service
- contact information of supervisor whom s/he can complain

In this system, each public authority determines certain time period to finalize the service and prepares a table (PSS) including information above. This table shall be announced by the units providing service on the boards can be easily seen by the citizens, on the corporate websites and e-Government Website.

The system aims to increase the quality of public services and ensure that the public service concluded in determined time period. It is similar to Citizen Charter Programs in Europe. This system is especially important for license and authorization applications. It will ensure to obtain licenses and certificates on time.

In order to provide a legal basis for those studies, "Regulation On Procedures and Principles Governing Public Service Delivery" put into force on July 31th, 2009.

Some important provisions of this regulation regulates that:

- The authority shall issue the updated inventory of the public services delivered by it on its corporate website and on the e-Government Gate.

- The authorities shall form their service standards and these shall be announced by the units delivering service on the boards that can be easily seen by the citizens, on the corporate websites and e-Government Gate.

- The public institutions shall confide in statement as a principle.

- The procedures shall be completed at first and nearest place to the citizen.

- Information obligations and documents demanded by public bodies shall be revised strictly; forms must be simplified; same information shall not be required repeatedly; public institutions shall share information instead of getting from citizens or businesses

- Providing public services shall be served electronically if it is possible.

- Databases shall be shared if it is possible.

- Public authorities shall inform the applicants on their financial obligations.

- The applications shall be concluded within the time period determined by service standards.

- Public authorities shall not ask for the documents (like Birth Record Certificate, Residence Certificate) that can be easily reached online.

The authorities shall make all necessary administrative, technical and legal arrangements specified in this Regulation within six months after this Regulation is published. After adaptation process, only for 6 documents and activities (Birth Record Certificate, Residence Certificate, Criminal Records, Health Reports, Notarized Documents, Copies of Diploma, ID Cards etc…) selected:

- 1 013 045 000 TL (about $675 million USD).

- 733 tons paper.

- 10.968 years time will be saved.

This regulation designs an administration in which regulatory complexity and uncertainty have been removed; unnecessary burdens created by bureaucracy and paperwork have been eliminated. Thus, provides an effective, efficient, accountable, transparent and citizen-oriented administrative system.

The long term goal of Public Service Inventory is to set forth the flow of work of Turkish public administration as a whole. It is a kind of mapping of workflows. Then to make analysis on these and make simplification policies to remove administrative burdens.

e-Government

Particularly during the periods when the measures to close budgetary deficits are taken, ensuring cost and time effectiveness is taken into account in public services delivery. In our country, although the e-government services are not solely for closing or preventing deficits, as it increases effectiveness in public service delivery, it also serves for this need indirectly. Moreover, the principle to follow the demands and needs of the users is deemed as the most important condition from designing to the delivery process in e-government services.

The examples of the primary applications in Turkey relating to reducing red tape are as follows:

- e-Declaration: The employers can carry out the transactions relating to the declarations and premium payments of his employees online; the employees can question whether their premiums have been paid. This application is being utilized by the businesses at a rate over 90%.

- Tax Offices Automation Project (VEDOP): The tax payers can declare their taxes and make their payments electronically. The 99% of the taxes can be declared electronically. The tax payment unit cost has been reduced from 2 Dollars to 35 cents.

- e-Customs Project: All customs transactions can be carried out electronically. 6,3 million export and import declarations in 2009 have been made electronically.

- Social Aid Information System (SOYBIS): This system has been set up to ensure online inter-institutional information exchange in order to meet/find out the needs and personal data of the citizens who apply for aid through central databases and prevent repeated aids. By this system, 22 different inquiries under 8 titles can be made within seconds.

- Electronic Public Procurement Platform (EKAP): This Platform which would bring significant saving and justice in public procurement has been put into practice in September 2010. Through this platform, the transactions in the bidding process except those during tender process have been carried out electronically.

- Online Environmental Permissions Project: The enterprises can make online their applications for various environmental permissions that are required during their functioning starting from their establishment stage at one stop shop. Process of making applications for environmental permissions, submitting to the competent authorities, evaluation and approval by these authorities can be completed electronically. Printed and hand signed document and files are no longer required. The hand written signature and seal procedures are no longer in practice at application, evaluation and approval stages. Instead, electronic signatures are being used. By this way, significant progress has been made in reducing bureaucracy and red tape.

Performance Management initiatives

According to the Public Financial Management and Control Law No. 5018 which was approved in 2003, the administrations within the scope of general budget, the public administrations with private budget and social security organizations prepare their institutional "strategic plans" which covers a 5 year period and their medium and long term objectives, basic principles and policies, aims and priorities, performance criteria and the methods to achieve these objectives and resource allocations.

The administrations prepare their annual "performance programmes" which include the activities and projects to be carried out in order to achieve their aims and objectives in the strategic plans and the resource needs, performance aims and indicators. The budget of the administration is issued in line with this programme. And it is possible with the "activity reports" prepared at the end of the year to monitor the performance of the administration.

The followings are aimed by the Performance Based Budgeting:

- Obtaining and using the public resources efficiently, economically and effectively,

- Implementing and placing the concepts such as financial transparency and accountability at the public administrations,

- Placing a new performance oriented concept at all public institutions.

Strategic plan-performance programme-activity report triad is the primary component of performance management of the public management system of our country in the public service delivery.

Another issue which can be given as an example relating to performance management initiative is the work on establishing and developing "management information system (MIS) at the administrations in order to measure the efficiency, effectiveness and economy in public service delivery.

Information on performance into strategic and political decision making

The activity reports prepared annually by the public administrations and submitted to the public opinion, Parliament, Ministry of Finance and Court of Accounts contain important information about the performance of the administration and has an important impact on the political decision making process. The activity reports are information resources about the performance of the administration and components which shape the future strategies, policies and decisions of the administration.

Involving citizens and service users

One of the main goals of e-Transformation Turkey Project which was initiated in 2003 is to improve mechanisms which would ensure participation of the citizens in decision making processes at the public sector through information and communication technologies. To this end, e-Transformation Turkey Executive Board, Transformation Leaders Board and Advisory Board have been established and all these Boards have engaged the representatives from the NGOs to follow the needs and demands of the citizens in public service delivery.

With the Regulation on Principles and Procedures Governing Public Service Delivery dated 31 July 2009, the administrations are required to form their service standards in a way

to evaluate the services delivered for the citizens in order to provide high quality services. The administrations are obliged to make all sorts of administrative, technical and legal regulations specified in the Regulation as of 31 January 2010. In this Regulation, the principles governing service delivery for the citizens at the nearest place and electronically, informing the citizens, forming service standards, taking measures relating to the disabled people and requesting information and document from the applicants by the administrations have been specified.

The e-Government Gate which was designed to provide integrated public services needed by the citizens and business world at one stop shop, continuously, safely and 7 days 24 hours has been initiated in December 2008. The citizens can submit their problems that they face concerning the feedback mechanism and their suggestions about the services delivered on the e-Government Gate through a survey available at the website. Moreover, citizens can utilize Call 160 Center as a communication channel to convey their requests, complaints and satisfaction about e-Government Gate.

This year, the 8th e-Tr awards are being organized by the NGOs and the best practices are awarded by evaluating the e-government projects. By these awards, it is aimed that the best practices which would set an example are pointed out at the public, the innovative initiatives are introduced to the public and these practices are widened. It has been seen that these awards are a motivation for the public institutions in evaluating public services.

In addition, the practices which reduce the burdens on the citizens and companies in most of public services such as tax and social security premium payments, customs transactions, justice services, school registration etc have been started to be implemented. Not only the quality in public service delivery increases, but also the costs of service delivery decreases and an appropriate environment for transparency and accountability at the public institutions are created.

Also, the Turkish Statistics Agency (TÜİK) collects information on the satisfaction of the citizens of e-government services through various surveys. Thus, the satisfaction level of the citizens is recorded to utilize during decision making processes and the evaluation of the citizens are considered in designing and delivering public services. According to the surveys of TSI in 2009, the satisfaction rate of the citizens in the field of e-Government services is 95%.

Session 3. Promoting open and transparent government

Political drivers supporting open and transparent government

Making information available

The Department of Public Relations of the Prime Ministry is responsible for the following duties:

    a) to assess the impacts of government works on public opinion,

    b) assess all sorts of written notices, complaints, proposals and requests sent by the citizens to the Prime Ministry and carry out the necessary procedures to respond to them.

    c) to provide administrative consultancy to the citizens about public duties and ensure coordination among the Prime Ministry-affiliated institutions and ministries on these issues.

In fulfilling the abovementioned duties, the Department of Public Relations bases on two main criteria in service delivery.

The first one is the Government Policy which is based on "further strengthening the ties between the Government and the society and responding to the requests and expectations of the people"

The second one is the decisions on Urgent Action Plan which states that the citizen-oriented approaches would be adopted in public service deliveries.

During this process, the Department of Public Relations has accelerated its structuring and established call centers with the line "Call 150" in addition to the letter, fax and phones. Furthermore, this Department also established a "Prime Ministry Communication Center" (BIMER) which gives the opportunity to make, register and file all sorts of applications electronically by using the modern communication tools and systems.

The BIMER system which was established to ensure communication between the citizens and the government and to provide services more effectively, quickly, efficiently and cost-effectively has been in practice since 2006.

Applications concerning the Law on Access to Information, Law on Exercising the Right to Petition, Law on Ethical Board of Public Officials and laws on Human Rights can be made to BİMER. The Laws on Right to Petition and Access to Information are among the important rights entitled for the citizens in terms of ensuring;

- Transparency by way of responding to the questions.

- Supervision by way of filing a complaint0

- Democratic participation by way of requests and proposals.

The primary objective of the BIMER system which is one of the best examples of e-government practices in our country is to speed up and boost the efficiency of the public communication ranging from the Prime Ministry to the lowest units.

With the BIMER which enables the citizens to make applications to the Prime Ministry and public institutions and agencies at all times and from everywhere, a huge electronic communication network with 32 thousand users (the operating authorities) has been established. Since the BIMER system was set up:

- During the periods February 2006 - September 2010, around 1 403 693 applications were filed.

- The transaction term which was around 30 days reduced to 1 day through BIMER.

- From February 2006 till now, almost 1.000.000,00 Turkish Lira has been saved.

Besides, BIMER has been selected for the "Best Practices List" in the category "E-Government empowering citizens" at the 4th European E-Government Awards Consortium organized by the European Commission.

Fostering integrity and transparency

Ethical Board of Public Officials has been involved in multidimensional practices in order to improve transparency and ensure the ethical principles to prevail in public. The Board particularly applies preventive measures. Within this framework, projects financed by EU are conducted in cooperation with the European Council and also awareness increasing activities and trainings are being organized.

In the first 10 month period of 2010, 6.486 public officials especially from the provincial organizations have been trained on ethics. This number was 5.015 mostly from the central administrations in 2009. Also, the Board has been implementing programmes to cultivate trainers on ethics. Accordingly, the number of trainers who have been certified at the end of the trainings in 2010 has reached 188.

These trainers provide training on ethics to the other public officials in line with the training strategies prepared by the ethical commissions of the institutions. For example, General Directorate of Land Registry has provided applied training on ethics for its 5000 staff out of its 17.000 staff most of whom are at the risk group.

In these trainings, interactive dilemma-type training model which stimulates the participants to speak and think by the facilitator role of the trainer has been applied rather than rule-based training.

With the decision of the Council of Ministers dated 01.03.2010, the ethics course has been added to the training subjects relating to the promotion of the public officials. This change has highly increased the demands for ethics training and pawed the way for the public officials who want a promotion to specialize in these subjects.

A) Projects

a) Project on Ethics for the Prevention of Corruption in Turkey

Ethical Board of Public Officials and European Council has jointly carried out this project with a budget of 1,5 million Euro financed by the EU within the IPA projects in 2007-2009.

Through this Project:

1. Ethics training module has been prepared,
2. 12 Ethical Leadership Seminars in Ankara and 20 Ethical Leadership Seminars in the regions were organized,
3. 110 ethics trainers among the staff who is working at the central and local governments have been trained,
4. Certain materials such as awareness-increasing booklets, posters etc have been prepared,
5. Ethical Guidelines have been prepared in order to use in the trainings and guide the public officials about ethical dilemma and conflict of interests,
6. Academic researches have been conducted at 10 different sectors at which the public expenditures and corruption claims have increased and solutions have been offered following these findings.

The research subjects are as follows:

- Conflict of interest.
- Law Enforcement Services and Ethics.
- Land Registry Services and Ethics.
- Public Works and Ethics at the Local Governments.
- Ethical Culture and Society.
- Public Procurement and Ethics.
- Black Economy and Ethics.

- Professional Organizations in the Nature of Public Institution and Ethics.
- Customs Services and Ethics.
- Health Services and Ethics.

Thanks to these researches, scientific findings have been obtained about ethical values and the results have been shared with the public as well.

b) Project on Consolidating Ethics in the Public Sector

Ethical Board of Public Officials has also prepared another project which is a follow-up of the above-mentioned project. The Project on Consolidating Ethics in the Public Sector which will be financed by the EU and carried out jointly with the European Council has a budget of 1,5 million Euro. This Project is expected to be initiated in January 2011. Within the framework of this project, the followings are planned:

- **Continuing and increasing the training activities on ethics at central and local level.**

- **Establishing and institutionalizing an Ethical Platform which would engage the private sector and NGOs in order to spread the ethical values in the society.**

- **Preparing and implementing concrete action plans with an aim to reduce corruption and improve ethical values by the relevant institutions to integrate the academic research results addressed in the previous project.**

- **Contributing to the improvement of ethical awareness through visual materials and activities such as conferences, panels, seminars etc.**

c) Project on The Need Assessment for the Public Ethics Commissions

Currently, the Project on The Need Assessment for the Public Ethics Commissions is being carried out by the Board within the framework of the Support Activities to Strengthen the European Integration Process (SEI). The objectives of this Project having a budget of 130 thousand Euros which is planned to be completed in December are as follows:

- **Finding out the institutional obstacles that public ethics commissions face.**

- **Analysing the gaps in the ethics legislation and problems during implementation processes relevant to the tasks of ethics commissions.**

- **Analysing the expectations of public officials from the ethics commissions.**

- **Re-evaluating the tasks given or expected to be assigned to ethics commissions.**

- **Building a base for the future legislations.**

d) The Project on Fostering Cooperation among NGOs, Public and Private Sectors for Ethics

The Board has submitted a Project which ensures cooperation among NGOs, Public and Private Sectors in improving ethical culture to launch in 2012 to the EU Commission and this Project has been approved. The preparation procedures of this Project with a budget of 1.5 million Euro are in progress.

B) Works on Professional Ethics

a) Regulation on Professional Ethical Code of Conduct to be Respected by the Supervisors

This regulation has been issued in order to identify the Professional ethical code of conduct to be respected by the supervisors working at the public institutions and agencies and put into force after being published in the Official Gazette No. 27699 dated 14 September 2010. In order to implement this Regulation effectively, a meeting is planned to be organized in November in which all heads of supervising departments will participate.

b) Strategy on Increasing Transparency and Strengthening Fight against Corruption (2010-2014)

In accordance with the action plan prepared within the framework of Strategy published in the Official Gazette No. 27501 dated 22 February 2010, guidance task has been assigned to the Ethics Board of Public Officials in order to "identify Professional ethical principles, ensure that the public officials comply with these principles and prevent the conflict of interests.

To this end, three main professional groups (education, health and law enforcement) which have the highest public official employment rate have been identified and working groups including the relevant segments have been formed. The Working Groups have prepared their reports as of September and submitted to the Executive Committee. In 2011, the works on identifying the professional ethical principles under the leadership of our Board and turning them into legal norms have been planned to be carried out.

C) Awareness increasing activities

To increase ethical awareness, our Board attaches great importance to organizing activities such as seminars, panels, conferences etc. The recent activities are as follows:

a) Symposium on Local Governments and Ethics (17 May 2010).

b) Symposium on Cooperation between Public-Private Sectors in fostering Ethical Culture (25 May 2010).

c) Private Sector and Ethics Arena.

D) Publications

Ethical Guidelines

The Ethical Guidelines which were prepared in order to use in the trainings within the Project carried out in 2007-2009 and guide to the public officials in the subjects "ethical dilemma and conflict of interest" have been updated in October and 10.000 of them have been re-published and provided for the use of public officials.

Training Materials

The materials prepared within the framework of the Project carried out in 2007-2009 are available in the website of the board.

Bulletins

The Board publishes e-bulletins quarterly to cite the developments in an ethical field and share the best international practices.

E) The Challenges Faced

Recently, some challenges are faced in meeting the increased demands for ethical trainings. There is a capacity problem considering the lack of staff of the Board and difficulty to cultivate ethics trainers in short time.

Policies to safeguard integrity

Transparency in public procurement

Our new public procurement system has been turned into a more transparent, accountable and competitive structure in order to provide more effective and efficient public services for the citizens, respond to the evolving and changing conditions and harmonize with the international and EU practices.

With the Public Procurement Law No. 4734, transparency, competitiveness, equal treatment, credibility, confidentiality, public supervision, meeting the needs at appropriate conditions and on time and using the resources efficiently at the contracts have been aimed. The meaning of the principle "transparency" is making the tenders openly not only before the bidders but also before all available persons and notifying the reasons in writing for unaccepted and excluded tenders upon request by the bidders.

The electronic public procurement platform which was set up on 01.09.2010 is an information infrastructure which was established to support the principles and procedures to be complied with at the procurement process with the information and communication technologies by considering the core principles in the Law No. 4734 and enable the procurement procedures to be completed with lowest burden and cost. Also through this platform, increasing effectiveness, efficiency and transparency in the bidding process, ensuring activation in mutual integration with the business world, publishing electronically the call for tenders including the tender results concerning goods and service procurement and construction works and free access to the calls for tender and board decisions on conflicts and making all the tenders and other procurements electronically are aimed.

Final plenary session. Strategies for implementation

Turkey had a constitutional referendum on 12 September 2010 by a wide margin (58 percent yes; 42 percent no) with a high level of participation (77.5 percent). The constitutional reform includes amendments regarding fundamental rights and freedoms, and thus aims to bring about a more liberal and rights-based approach to the relationship between the individual and the state. The package provides greater freedoms for individuals, more opportunities for women, children and minorities, and more democratic institutions. The package also takes crucial steps to better protect constitutional rights such as the right to information and children's rights.

An amendment provides a constitutional basis for establishing an independent Ombudsman. This ensures that the acts and actions of the government are subject to an independent review in terms of good governance and conformity with the law on behalf of the Parliament.

The final amendment of the constitutional reform package guarantees the exercise, efficiency and participation of the Economic and Social Council which would be established. Such a mechanism is useful in strengthening social dialogue channels and gathering the government and NGOs to discuss various topics such as economic and social policies.

What the constitutional amendments would bring to the citizens has been explained clearly at each place and through mass media. The information and communication technologies in addition to the face to face discussions, written and printed materials and mass media such as television and radio have been utilized effectively during the referendum. Most of the NGOs which voted as Yes or No have also assumed important roles to shape the opinion of the people. By this way, the new Constitutional amendments have been approved with a high participation rate which is impossible to see in most of the countries.

Overall, after the referendum Turkey will become a more democratic and open society through the implementation of democratic reforms.

UKRAINE

Session 1. Delivering public services in times of fiscal consolidation

What are the main implications of fiscal consolidation for service delivery in your country?

The economic crisis has made many people to think about the feasibility of such reforms now. On the one hand, the crisis — is unique opportunity to implement long overdue reforms as measures to save the country. On the other hand, the crisis increases in many times the risks, peculiar to the major reforms: the failure can bring the weak economy to disaster.

The arguments for the urgent implementation of reforms are based on belief that transformation, and improving the business climate and competitiveness of Ukrainian enterprises, is the only efficient measure to tackle the crisis. In particular, in the context of budget deficit on the forefront comes out measures which aren't required to stimulate business — reforms.

Currently, Ukraine faces some main challenges as follow:

Dependence on foreign markets

Sixty per cent of Ukraine's GDP is formed in foreign trade. Ukraine belongs to countries with high export rate (60%) and imported (more than 50%) quota in GDP and this figure tends to increase. But despite the high rate of involvement of Ukraine in international trade, exported resources and high import quota proves ineffective international specialisation. And Ukraine's dependence on external markets is much higher than many other countries.

Weak fiscal management

In fact, we only work on one budget year, while many European countries have already switched to a medium-term budgeting planning, which gives a very good base for business and the opportunity to see the state directions.

External debt

At the end of the first half of 2010, gross foreign debt in Ukraine amounted to 104.5 billion dollars. U.S. 1,2 billion (1,2%) more than at the beginning of the year. Currently it is 36% of GDP, and with such dynamics to the end of the year we will have more than 40% of GDP.

Macroeconomic instability

Macroeconomic instability: inflation, high lending rates, inefficient use of budgetary resources. As predicted by the Bank, inflation at the beginning of 2011 will be at 11%.

Unemployment

In the first half of 2010, unemployment in Ukraine according the ILO methodology was at 9%, which exceeded forecasts nearly by 1%. However, payment of wages at the beginning of the second half increased by 21,6% - to 1,8 billion.

Low institutional capacity of the government

A lack of co-ordination in decision making at the strategic level. Changes in the structure of governance of the country were carried out haphazardly, without sufficient scientific justification and use of empirical evidence. As a result, currently Ukraine faces a number of key governance problems:

- Lack of clear principles and criteria for building the institutional structure of public administration

- Separation of the civil service from political influence and legal uncertainty of the basic principles of its operation

- Lack of implementation of ICT in the public administration

According to the The Economist rating in Ukraine Democracy Index is 53 within 167 countries. This year's index, which issued an international NGO Transparency International, shows - in terms of corruption - Ukraine ranks 134 among 178 countries in the world, alongside such African countries as Nigeria and Zimbabwe. In the ranking, where corruption is assessed on a scale from 0 to 10 points, where 0 means total corruption of the state and 10 - the complete absence of corruption, Ukraine received 2.4 points. In 2010, according to the Global Competitiveness Report that is published annually in the World Economic Forum in Davos, Ukraine ranks 89 in terms of step as the state and public institutions. According to the report, Ukraine ranking in international competitiveness has been among the African and Latin American developing countries, near to the Gambia and Algeria.

But today we face a unique situation: we have the political will and unity of purposes, methods and even ideologies of country development at the highest level "President — Parliament — Cabinet of Ministers"

Today the President of Ukraine has set a strategic challenge for us: in 10 years Ukraine has to enter to the number of twenty most developed countries of the world.

The Head of the State has made a decision on formation of the Committee for Economic Reforms (it is an advisory body under the President of Ukraine, established with the purpose to implement system economical reforms aimed at the crisis tackling, sustainable economic development of Ukraine as a precondition of people welfare growth), which has become the basis for the formation of the Programme for Economic Reforms in 2010-2014 "Prosperous Society, Competitive Economy, Effective State."

The programme covers a wide range of strategic reforms in five areas:

- Ensuring basic preconditions for economic growth through the keeping of low inflation rate, stabilisation of public finances and development of stable financial system.

- Maximum assistance to businesses by reducing government's role in the economy, reducing administrative barriers for business, modernisation of the tax system and intensification of international economic integration of Ukraine.

- Modernisation of the infrastructure and basic sectors through the elimination of fixed structural problems in energy, coal, oil and gas sectors, housing and communal services, development of transport infrastructure and land market.

- Maintenance and development of human and social resources by increasing efficiency and social stability, improving the quality and accessibility of education and health services.

- Improving governance efficiency through public administration and civil service reform.

Competitiveness of Ukraine, sustainability of its development, appropriate living level of citizens along with other factors depend on functioning effectiveness of the public administration system and its institutional basis — public service.

Currently, the public administration system does not meet strategic policy of the state to adhere the European standards of democratic governance, inasmuch as remains ineffective, disposed to corruption, internally contradictory due to the built-in the conflict of interests, too centralised, closed from society, cumbersome and alienated from society needs.

In this connection the Main Department of Civil Service of Ukraine have developed a draft Concept of the State Target Programme of Reforming Public Administration and Civil Service for 2011—2015.

The Programme aimed at establishing effective model of governance on state and regional levels through the optimisation of the system of executive authorities and development of the civil service system.

Implementation of the Programme allows:

- to create system of executive bodies which is optimised by the content and list of public functions, public servants quantity and is orientated towards meeting society needs;

- to increase effectiveness of public budget use;

- to strengthen competitiveness of Ukraine and create conditions for its sustainable development.

The main criteria for achieving Programme goal are strengthening of competitiveness which is reflected in results improvement of Ukraine rating.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Administrative reform

The main point for improving service delivery is to conduct system reforms, first of all, modernisation of the public management and change the quality of human resources policy. Main task of the reform is elaboration of the effective public administration system that provides high-quality public services for citizens.

Public-private partnership

According to Cabinet decision, each central executive body has to establish Public Board, which functions as an advisory body. Public Board provides opportunity for private sector representatives to take part in the discussions of plans and reports on government

policies within the area of central executive body, including the issues of public service delivery.

Judicial reform

On July 7, 2010 the Law of Ukraine No. 2453-VI 'On the Judiciary and the Status of Judges' passed the parliament.

Human resources development

An important part of the revival of the country on the whole and each region in particular is a state personnel policy. Issue on development Strategy of personnel policy for the first time arose in the history of Ukraine's independence, it defined by President of Ukraine as urgent task.

Leadership

School for Senior Civil Service established in October 2008 under the Main Department of the Civil Service of Ukraine to support the process of formation of the senior civil service through innovative practices in professional development of top civil service managers.

Regional development, co-ordination with local government

The Centers for Registration Permits Issuance in Economic Activity was created in order to simplify procedures for obtaining permits, time saving for businesses to obtain permits, certificates, approvals, findings required in setting up and conduct business. They are constantly monitored by a coalition of CSOs from the project "Promoting Active Citizen Engagement in Combating Corruption in Ukraine", which brings together six non-governmental organisations.

E-government

Concept of the State Target Program of Reforming Public Administration and Civil Service, developed by the Main Department of Civil Service of Ukraine in compliance with the Government order, provides conditions for essential improvement of public administration, in particular by implementing e-government in the executive branch, including system of public services delivery on-line through a single point of access to the Internet, a data-processing system to support the functional management of public service, the transition of executive power to paper free technology of electronic documents using digital signatures.

Please describe any specific policy initiatives to improve service delivery to specific population groups

In terms of reforming the state and its further democratisation, it is very important to pay more attention to relationship between people (society) and the local power structures. Local authorities implements public policy at the regional level, provides increasing of confidence in the government, acting as determinant of democratisation of public life. Increasing of providing of certain administrative services to 70% nearly, especially on the level of regional state administrations (the RSA), and ensuring of adequate quality of such services is the key for increasing the visibility of power.

Focusing on providing high quality administrative services to people and businesses determines the value and efficiency of public administration. The process of providing of administrative services, including by district state administrations, has a number of systemic problems caused by the following factors:

- a large number of people applying for services

- lack of civil servants who provide services

- the limited time allocated for the reception of citizens and businesses who wish to obtain administrative services

- geographical inaccessibility of services (many people live far from the district center).

That's why the Main Department of the Civil Service of Ukraine has started the project on Reform of administrative services by local authorities. The purpose of this project is to considerably improve the quality and content of administrative services provided to business people and local authorities, according to public expectations that will improve the overall image and prestige of the state. It should take place on the basis of a new approach to defining of content and the list of administrative services, introduction of modern methods of their provision and widespread using of information and computer technology. This project will enable to solve the problem of shortage of two key resources - time and money, and thus in a short time to increase the efficiency of administrative services in several times.

Register of Public and Administrative Services was established in 2009; it includes information about all public services and is free to access online through the web-site. It was created with the aim to provide information for citizens on accessible public services, laws that regulate public services delivery, and public bodies that provide public services. In the future, the Register will become a basis for public services ensuring through the Internet. A lot of central and local public bodies creates the electronic receptions on their web-sites using which the citizens could send their appeals distantly.

In 2008 contest on best executive body in central and local levels "Friendly administration" was initiated by the Main Department of Civil Service of Ukraine. This contest has a task to improve civil service in all levels, in particular through involving of users to assessing the quality of services. The committee that chooses winners includes representatives from Civil Society Organisations. The questionnaires of the contest include questions on the services delivery to the specific population groups. It stimulates the executive bodies to provide services for the specific population groups, such as disabled people and others.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

The main point for improving service delivery is to conduct system reforms, first of all, modernisation of the public management and change the quality of human resources policy.

Main task of the reform is elaboration of the effective public administration system that provides high-quality public services for citizens.

During 2009 in Ukraine the functional review of the system of central executive bodies was carried out in a complex way. After that the propositions to optimise the system and

structure of executive bodies were prepared, fixing for each of types of bodies exclusive list of functions helping to avoid internal conflict.

- 1 level: Cabinet of Ministries of Ukraine

- 2 level: ministries of Ukraine; national regulation commissions (independent regulators)

- 3 level: civil services, public inspections and state agencies.

Also the register of state functions and register of public and administrative services were prepared. There was mentioned all necessary information about conditions and procedures for providing administrative services.

Effectiveness improvement of public management including the quality of public services, currently connected with using information and communications technology.

The Main Department of the Civil Service of Ukraine submitted with Government a proposition to start the process of implementation system of providing the administrative services electronically through one web-portal that should be based on the Register of State and Administrative Services at the state level. The Government supports propositions and gives order to established work group.

All this work consists of several tasks:

- Improvement of the legal basis

- Overcoming digital gap between institutions and regions

- Organisation of the receipt and processing of citizens' appeals through information and communication channels

- Implementation of approach of decisions and technical standards unity, integration and unification

- Maximum automation of all processes

- Maintenance of high levels of protection, privacy

How is information on performance integrated into strategic and political decision making?

The quality management system is one of the key mechanisms to ensure the more effective organisation of the activity of the state bodies of Ukraine. The task of building management systems quality in the executive branch of Ukraine is to create conditions to ensure proper quality of services delivered to different categories of consumers. The system of control over quality in state bodies of Ukraine is in conformity with requirements of international standard ISO9001:2009. This system is strictly regulated, close to the existing normative documentation of operations of the executive bodies and aimed at creating effective system of internal processes.

On the initiative Main Department of the Civil Service of Ukraine, the Cabinet of Ministers of Ukraine adopted the decree № 614 from 11.05.2006 "On Approval Program of introduction of quality management in the executive bodies." Pursuant to this correspondent regulations were developed under the work plan. Cabinet of Ministers of Ukraine adopted Resolution № 548 of 18.07.2008 "On Amendments to the introduction of the Programme quality management in the executive branch".

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

One of the important steps in the development of civil society was Governmental initiative on efficient definition of strategy of improvement co-operation between the executive authorities and civil society institutions, definition of new types for indicated co-operation, creation of conditions for further development of civil society.

The Ministry of Justice of Ukraine, the Cabinet of Ministers of Ukraine Secretariat jointly with the civil society institutions elaborated and ratified by the decision of the Cabinet of Ministers of Ukraine Conception of support by the executive authorities the development of civil society.

The Governmental decisions provided:

- compulsory consultations with the community on state social-economy development and interests of wide section of the population;

- participation of the citizens and civil unions in administration of state affairs, provision of the civil control over activity of state executive authorities, provision of transparency of indicated activity, assistance in development of civil society.

In 2008 under the initiative of Main Department of the Civil Service of Ukraine supported by the Government of Ukraine the all-Ukrainian competition "Friendly Administration" was started. The Resolution N933 "On the conduction all-Ukrainian competition "Friendly Administration" was adopted on 18 July,2007.

The aim of the competition is to benchmark best practices in executive authorities on interaction with the public as well as to study, generalise and spread the best practices on the provision of public (administrative) services. The main impact of competition is in enhanced quality of the public services provision to citizens, enterprises and organisations by the authorities that participated in the competition. Two types of questionnaires (about how services are provided in the opinion of consumers of services and those bodies which deliver them) for participants of the competition were developed by the special expert group: the 1st one – for consumers (citizens, enterprises and organisations) who apply to the public authority, the 2nd one for representatives of these authorities. Under the results of comparison of the questionnaires by the expert group the winner (the most effective administration) is identified.

A single web portal of bodies of executive powers www.kmu.gov.ua is a central part of electronic informational system "E-Government", designed for websites integration, electronic informational systems as well as resources of bodies of executive powers and delivering informational and other services on-line.

At the governmental portal delivering on-line services is performed through a system of "Episodes of Life":

A user has possibility to get full informative picture of a chosen issue ("episode of life") with access to:

- text explanation of an issue and ways for resolving it

- relevant documents forms

- references of legislation

- experts comments, in case of such necessity (or availability)

- addresses and telephones of relevant bodies of sate power

- other information which can be useful in the process of issue explanation.

The Main Department of the Civil Service of Ukraine and Center for Adaptation of the Civil Service to the Standards of the European Union develop in a subsequent way automation of subjects headings, filling and web-resources support considering the state-of-the-art achievements in the sphere of informational technologies.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government"?

We expect such political drivers that support open and transparent government in Ukraine:

- Making information available

- Fostering open and inclusive policy making

- Fostering integrity and transparency

- Improving service delivery.

The Law of Ukraine "On main principles of information society development in Ukraine for 2007-2015" declared priority of development and implementation of innovative and competitive informational and computer technology in all spheres of public life, particularly in Ukraine's economy and the activities of state and local government.

One of the major infrastructure projects is development of information and telecommunication environment of public administration.

Concept of the State Target Program of Reforming Public Administration and Civil Service, developed by the Main Department of Civil Service of Ukraine in compliance with the Government order, provides conditions for essential improvement of public administration, in particular by implementing e-government in the executive branch, including system of public services delivery on-line through a single point of access to the Internet, a data-processing system to support the functional management of public service, the transition of executive power to paper free technology of electronic documents using digital signatures.

Through the development of web-resources, the Ukraine state bodies seeks to expand the list of services provided through Internet and to improve their quality, to raise the society's awareness about activity and to engage the citizenry to the process of policy-making and policy implementation in the civil service sphere.

There are some more key initiatives for open and transparent government:

- In 2008 the All-Ukrainian Contest Friendly Administration was initiated to improve work of the state executive bodies on service delivery for the citizens

- There is the Conception of support by the executive authorities the development of civil society is provided in Ukraine

Have the related initiatives had any impact on building trust in government?

On the many websites of state bodies of Ukraine, for example, Main Department of the Civil Service of Ukraine website www.guds.gov.ua was introduced an feedback interactive system with a view to involve great masses of population to the determination and making policy in different directions, development of the civil society and democracy in Ukraine.

Subsystem Public Discussion in Automatic System of Normative Legal Documents Diagnostic" – software designed for facilitation and partly automation of the process on development of normative legal documents. The programme enables to involve great masses of population to the discussion and assessment of preresisted in the system draft of normative legal documents.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

We expect in Ukraine such another from mentioned above core values of a public sector. It is the regional development and a strategic personnel policy.

A public discussion of the draft Law of Ukraine "On the Fundamentals of State Regional Policy" is in progress. Its adoption is the requisite condition for creation of a legal basis for implementation of a qualitatively new regional policy.

The Law will determine the fundamentals of a legal regulation concerning organisational, social, humanitarian, environmental and other foundations of state regional policy for creation of a full-fledged vital environment for people at all the territory of Ukraine regardless of the place of residence, providing of effective use of natural, economic, human and other potentials of the regions, territorial integrity and stable development of the state and its parts.

Particularly the draft Law determines such main goals of state regional policy:

- creation of conditions for balanced development of the regions;
- effective use of regional potential taking into consideration their geographical, natural, environmental, demographical and other peculiarities, ethnic and cultural traditions;
- increase of regional competitiveness.
- The implementation of the statements of this draft Law enables to:
- provide improving quality for public services;
- create institutional and legal basis for co-operation between public and private sectors;
- provide financial, information, personnel and organisational support for innovative enterprises and clusters development.

Among the institutional instruments of state regional policy realisation is National and regional Coordination Councils of regional development. The creation of such councils is aimed at taking into account the regional aspects in public authorities' activities, harmonisation of interests of interested parties in the process of development and implementation of state regional policy.

Realisation of regional policy provides a significant increase of the role and responsibility of local administrations, local-self governments, local communities for development. Administrative reform will be focused on this. And the main task of administrative reform is to build an effective model of governance at national and regional level through the optimisation of the executive bodies system and development of the civil service.

In particular, issues on territorial-administrative reform in Ukraine were discussed during the expert work meeting "Prospects for reforming the administrative-territorial structure of Ukraine", which was held on 15 July this year by the Council of Europe Programme "Strengthen Local Democracy and Support for Local Government Reforms in Ukraine ". Different ways to further work on the legal preparation and conduction of the administrative-territorial reform in Ukraine were discussed and innovative tools for improvement of municipal management were presented.

An important part of the revival of the country generally and each region in particular is a state personnel policy. Issue on development Strategy of personnel policy for the first time arose in the history of Ukraine's independence, it defined by the President of Ukraine as urgent task.

As for the Strategy of personnel policy developed in Ukraine it is provide the following:

- Social — to achieve high level of professional, intellectual, moral and creative human potential and to meet the expectations of citizens to self-realisation, decent salary and conditions for its providing;

- Economic — to ensure all spheres of social production with skilled personnel, the country's economic power growth, increasing welfare and reducing of costs that provide these achievements;

- Institutional — legal provision, the ability of institutions to improve the areas of staff management and personnel work on democratic principles;

- Organisational — development of personnel management system based on rules of law, social dialogue and partnership between stakeholders of the state personnel policy.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address:

Conflict of interest, post-public employment or the "revolving door" phenomenon?

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

Lobbying?

Any lobbing is negative considered and in fact we identify this with manifestations of corruption often. This approach seems not quite correct. A major function of elected officials is to represent the voters (in particular, certain social, political and regional groups) that they should combine with the society's interests. Therefore, in the promotion and co-ordination of certain group interests on government level has anything negative on the

contrary; it is essence of the democratic political system. If it happened transparently and according to the legislation.

Currently in Ukraine is setting a certain lobbying practice of various socio-economic and political interests. However, the regulatory framework is virtually absent and leads to corruption. The lack of legislative mechanisms the mediation between the public and private sectors, co-ordination of their opinion with the public and lobbying isn't exist in legal terms allegedly. However, on practice lobbying exists and need legal mechanism. Draft Law "On Lobbying in Ukraine" should be the first step.

Main Department of the Civil Service of Ukraine provides the active efforts to ensure the enactment of the draft Law of Ukraine "On Conflict of Interest in the Civil Service and Service in Local Self-Government Bodies" and the draft Law of Ukraine "On Integrity of Public Officials".

The draft law "On Conflict of Interest in the Civil Service and Service in Local Self-Government Bodies" seeks to introduce the term "conflict of interest" in legislation, to consolidate general rules for preventing and managing conflict of interest in the activity of civil servants and officials in local self-government bodies, and the principles of liability for violations against those rules.

The draft law lays down the norms and standards that establish the following: relevant criteria and behavioral standards which encourage integrity; effective procedures of exposing threats for integrity of public officials (in particular, clear description of circumstances that can lead to a conflict of interest); adequate internal and external accountability mechanisms (in particular, those ensuring public control and the implementation of policy for conflict of interest management at the institutional level;); mechanisms of managing conflict situations; and relevant sanctions for violations against the rules to ensure personal responsibility of officials.

In 2009 -2010, the Main Department of the Civil Service of Ukraine provided an information campaign aimed at raising awareness of the implementation of the new anticorruption legislation. The campaign's target audience included heads of the Main Department of the Civil Service of Ukraine territorial administrations, representatives from press services of central executive government bodies, other civil servants, and officials in local self-government. The campaign's goal was to achieve the highest possible level of awareness of the new anticorruption legislation and the willingness to implement it on central and local levels.

According to the Action Plan on Implementation of the Concept of Counteracting Corruption in Ukraine "On the Way to Integrity" for the period to 2010 (resolution of the Cabinet of Ministers of Ukraine # 657-p of 15.08.07), the section entitled "Preventing Corrupt Practices" was created at websites of all executive government bodies.

The section contains information on the state of adherence to requirements of the Law of Ukraine "On Fight against Corruption" by executive authorities, other legal acts on civil service and preventing of corruption, information about the review of proposals and appeals arriving to the Cabinet of Ministers of Ukraine through Internet and "hotlines", the Action Plan on Implementation of the Concept of Counteracting Corruption in Ukraine "On the Way to Integrity" for the period to 2010, legal acts on counteracting corruption, hyperlinks to the section "Preventing Corrupt Practices" of the Main Department of the Civil Service of Ukraine, etc.

Furthermore, this section may have additional subsections on websites of some executive authorities. In particular, on the official website of the Ministry of Economy of

Ukraine this section has two following subsections: "Normative, Legal and Methodological Database on the Issues of Preventing Corruption" and "Action Plans on Preventing and Counteracting Corruption and Information on their Fulfillment".

The section on the website of the State Court Administration of Ukraine contains an internal order to intensify the efforts to prevent corruption practices in the state administration bodies, the list of civil servants' positions in a central apparatus with the higher corruption risks, and other information materials.

The website of the State Tax Administration of Ukraine contains nearly 50 news items about results of anticorruption struggle in the state tax office and related authorities. Besides, since February 11, 2009, the website has hosted a forum entitled "Methods of Citizens' Civilized Pressure on Authorities with the Purpose of Protecting Taxpayer Rights during Financial Crisis".

From 30 October in Ukraine entries into force the Law "On public-private partnership", which introduces in the state public-private partnership institute. Such co-operation enables to engage additionally resources and technologies optimise risks and prevent corruption etc.

The Law provides for conclusion of long-term — from 5 to 50 years — agreements between local authorities and particular economic players for concession creation engaged to the infrastructure development, granting on long-term lease the objects of municipal propriety for increasing their effectiveness. The authority takes partly risks through granting public guaranties to implement those projects. The building sector is of current importance as well.

In addition, to develop public and private partnership in Ukraine on 31 August 2010 was established the inter-agency working group with the status of permanent consultative-advisory body under the Ministry of Economy. Its main task is complex research, generalisation of the results of state and private partnership activities, co-ordination of activities concerning the development of state and private partnership in Ukraine, development of institutional, legal and scientific-methodological support in this sphere as well as support of implementation of state and public partnership and distribution of acquired experience.

Particularly, during the first seat of the group, which took place on 1 September, organisational issues of the group activities were considered, analysis of the regulations of the Law of Ukraine "On State and Private Partnership" was made, its part in implementation of the significant social projects in Ukraine was estimated, questions to be regulated for providing of implementation of mentioned Law were defined.

The Ukrainian Center for Support to the Private-Public Partnership was established this year. The mission of this institution is to support to implementation of infrastructure projects of national and regional importance using the mechanisms of public-private partnership, scientific-methodological and organisational assistance to the central executive bodies, local government bodies and entrepreneurial subjects in this field.

The working group on the development of the public-private partnership was also established under the Ministry of Economy of Ukraine in 2010 to co-ordinate the activity on the development in Ukraine of public-private partnership for implementation of infrastructure projects based on the interaction and consideration of mutual interests of the state, scientific and public organisations, entrepreneurial structures, territorial communities; support to implementation of pilot projects and dissemination of accumulated experience.

Center for Support to the Private-Public Partnership special training programme for the public bodies of Ukraine "Public-private partnership and efficiency of public

administration". The training programme is aimed at the support to the introduction and application of the principles and tools of public-private partnership in the activities of the central and local public bodies of Ukraine.

Final plenary session. Strategies for implementation

How does your country mobilise citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

An essential element of the civil society's development is citizens' participation in the process of policymaking and the establishment of a democratic state. Ukraine pays special attention to openness and transparency in mentioned processes and to the active involvement of citizens into the formulation and implementation of public policy in the public sphere. In recent years, the conduct of public consultation in its various forms has become a regular practice.

The common practice for the state bodies in Ukraine is to establish an advisory body. For example, the Enhanced Board of the Main Department of the Civil Service of Ukraine is a permanent consultative and advisory body established to provide effective decision-making process in the spirit of collegiality and open discussion with the purpose of finding co-ordinated solutions to issues within the Main Department of the Civil Service of Ukraine competence related to all spheres of the institution's activities.

In addition, each body of power has communicative units to ensure co-operation with structures of the private sector.

On 09 April 2010 the Advisory Board of Regions under the President of Ukraine was created. Its main task is to ensure interaction between central and local authorities on state regional policy, improvement of the system local authorities, administrative-territorial reform, overcoming inter-regional disparities, provision of balanced socio-economic development, and other important questions. According to the practice of the Advisory Board of Regions' work the involvement of influential politicians, scientists, and representatives of Civil Society Organisations are welcomed to take part in its meetings.

To ensure a smooth co-ordination between public authorities and private sector the Government created an electronic Interactive Information-Analytical System "Civil Society and Authority" which contains information on all actions, meetings and draft legislative acts for open discussion.

A lot of open and transparent meetings provide a good basis for effective discussions with involvement of the civil society as well as state bodies of power representatives. One of the most important events here is Richelieu's Academic Reading – an open discussion platform on the burning problems of reform agenda. In 2010 this meeting was dedicated to the discussion of public authorities' modernisation, civil service and manpower policy.

The increased number of news items is a result of the growing amount of communicative events with participation of international experts, government's representatives, influential politicians, public figures, and mass-media representatives.

Debates on civil service political neutrality, the separation of administrative and political positions; public discussion of the draft Law of Ukraine "On Integrity of Public Officials"; activities of the Council of the Heads of Human Resources Units, hotlines of the Cabinet of Ministers of Ukraine "Society Against Corruption", organisation of civil servants' professional development in the form of conducting the annual all-Ukrainian

competition "The Best Civil Servant" and expanding the institution building instrument TAIEX to the regional level; debates on the draft Law of Ukraine "On Civil Service", and the adoption of new anticorruption legislation are among the main topics of interest for mass-media in Ukraine.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

The key strategy for the cultural change is the new legislation on the public sector, which includes world's best practices on civil service issues. The draft Law of Ukraine "On Civil Service" (new edition) is developed by Main Department of the civil Service of Ukraine which provides the following:

Separation of the areas where principles and norms of public and private law are applied for the regulation of relations in the civil service

While at present the effective legislation, in fact, only supplements the Labour Code with regard to peculiarities in the regulation of civil servants' labour relations, the new Law will become fundamental for civil servants, and only the issues untouched by this Law will be regulated by the Labour Code.

Separation of political and administrative positions through the introduction of a state secretary position in ministries with the simultaneous granting of political status to a deputy minister position.

Undoubtedly, the issue of separating administrative and political positions is that "stumbling block", which has impeded the passage of the draft law during last five years. Indeed, there is no consensus about the appropriateness of classifying a deputy minister position as a political position. However, if our aim is to adapt to the EU standards, we should take into account the existing European practice. Also it is well known that deputy minister positions in Ukraine are de facto political. Therefore, the proposed norm has been dictated by reality and world practice, and basically it only calls things by their right names.

Clear definition of the sphere of civil service and the establishment of specific functional criteria for ascribing certain positions to civil service positions.

Probably, this norm has "ripened" long before and is obvious for everybody, since an end should be finally put to the unjustifiable enlargement of the civil service.

Open and transparent competition for all positions in the civil service

Currently, competitive selection of candidates to the positions belonging to I—II categories is not prescribed by the law. The draft Law envisages the mandatory organisation of a competition for the positions belonging to III—VII categories and the possibility of holding competition for the positions belonging to I—II categories at the discretion of the subject of appointment

Requirements to loyalty and political neutrality of civil servants

Within the bounds of his/her authorities, a civil servant must objectively and impartially executive orders and commissions of his/her supervisors, irrespectively of their party affiliation or his/her own views. At the same time, a public servant does not have a right to

demonstrate own political views or take part in election campaigning (except of the cases when he/she is registered as a candidate to elective post, but in this case he/she shall take unpaid leave). Let us also remark that Article 3 of the Law of Ukraine "On Principles of Internal and External Policy" identifies the modernisation of the civil service system on the principles of professional neutrality as one of its priorities.

Preservation of the existing system of civil service positions and ranks

This provision is important to ensure the system's stability upon the enactment of the new Law – so that nobody would feel oneself "demoted" or "insulted".

Introduction of the improved performance evaluation system

Civil servants' performance will be assessed on the basis of a civil servant's individual annual work plan according to the indicators defined in it. It is important that the performance of civil servants within all the categories will be subject to such an assessment.

Another important remark is that a civil servant will be awarded incentives (bonuses) only once a year upon the results of his/her performance evaluation, which will give an opportunity to protect a civil servant from supervisor's partiality.

Legal definition of civil service salary structure and its relative minimum level

In accordance with the international practice, the draft Law stipulates that the size of civil servant's monthly basic pay, together with rank bonuses and longevity bonuses, shall constitute no less than 80 percent of monthly salary, and minimum basic pay – no less than double minimum salary. Although the agreement regarding this provision has not been reached, but still this is one of the bill's main purposes and a principal mechanism of social guarantees to a civil servant that are given to him/her as compensation for the restriction of civil rights. In the opinion of the bill's authors (and not only in their view), investment into the human component of the state machine should belong to the state's priority investments. However, in view of the economic development pace, this norm should be introduced step-by-step during five years period.

Introduction of new mechanisms of preventing corruption

Finally, it is planned to use the generally recognised (although sufficiently "tough" for those officials whose fortune is obviously not based on official wages) practice of successful countries – a mandatory declaration of not only incomes, but also expenditures. Also, for the civil servants belonging to I-II categories, the draft Law prescribes a binding disclosure of declarations.

Creation of the system of disciplinary liability

The draft Law prescribes the exhaustive list of grounds for imposing disciplinary sanctions and the procedure for imposing fines for disciplinary offences. In addition, civil servant's financial liability is also envisaged – the state has the right of perpecy respecting the civil servant who inflicted losses to a physical or a legal person.

Also, there could be mentioned such ideas:

- openness of political system in Ukraine (providing public debate, round table discussion. interviews and focus groups)
- inclusion of civil society in reform processes

- services on web-sites of public bodies with aim to get the feedback from public society

- providing training for the leaders of public sector organisations on undergoing changes

- introduction of information and communication technologies in government procedures.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

Twinning, TAIEX, SIGMA and CIB institution building instruments are effective mechanisms for the approximation of Ukrainian public administration to the standards of the European Union. They played an important role in the accession of Central and Eastern European countries to the EU, and in the improvement of the quality of public administration in those countries.

Co-operation between civil servants of Ukraine and EU member states promotes not only development in the sphere, where a project is implemented, but also changes in the awareness of Ukrainian civil servants, their attitudes towards civil service, which are sometimes defined by the conventional post-Soviet administration rather than by advanced achievements of the world community.

Ukraine become a leader among other countries, covered by the European Neighbourhood Policy, in a number of Twinning projects in the pipeline, including the completed projects and in a number of participants of the TAIEX events.

The Twinning projects in the spheres of finance, internal market, transportation, and energy proved to be the most demanded in Ukraine, while 15 % of projects, including projects in the spheres of transportation, civil service and space, cannot be ascribed to any of general sectors. The Twinning projects in the spheres of finance, internal market, transportation, and energy proved to be the most demanded in Ukraine.

Yearly the Twinning Programme Administration Office organises the Annual institution building conferences. Such annual conferences have become a good tradition. They provide a platform for discussing actual issues of the development and implementation of the Twinning, TAIEX, SIGMA and CIB institution building instruments.

For achieving better horizontal co-operation among ministries Main Department of Civil Service of Ukraine has launched the network of policy analysis groups. The creation of policy analysis groups has already become a good practice.

In 2009, the number of policy analysis groups increased. During the year ten new intergovernmental policy analysis groups on supporting the creation of a free trade area and three groups on civil service reform were established. Each group consists of around ten civil servants occupying II-IV category positions.

In 2010 the importance of such kind of work was reflected in legislation (Resolution of the Cabinet of Ministers of Ukraine dated 02.03.2010 # 334-p "Functioning of Policy Analysis Groups in Central Executive Government Bodies" and order of the Main Department of the Civil Service of Ukraine dated 02.04.2010 # 91 "On Approval of the Regulations on the Functioning of Policy Analysis Groups in Central Executive Government Bodies").

During the period of policy analysis groups functioning, nearly 260 civil servants representing higher management levels of the Secretariat of the President of Ukraine, the Secretariat of the Cabinet of Ministers of Ukraine, the National Bank of Ukraine, the Ministries, and other central executive government bodies have gained knowledge in the field of policy analysis and democratic decision-making procedures.

UNITED KINGDOM

What are the main implications of fiscal consolidation for service delivery in your country?

The Budget set the overall path for public spending, with cuts of £83bn by 2014-15. The Government has committed that it will meet its 0.7% GNI overseas aid target, and that health spending will rise in real terms – although this is against rising demographic and demand pressures, so £15-20bn of health efficiency savings will still be needed. These protections mean that other departments will need to make 25% reductions on average. Within this, the Chancellor has acknowledged that there are particular pressures on schools and defence, meaning that other departments will need to do more.

These reductions in government spending over the medium term mean that it will not be possible or desirable to simply maintain current models of service delivery. Rather than 'top-slicing' budgets, the Government is taking a more strategic approach to the consolidation, looking first at removing funding from activities that the state does not need to perform whilst protecting areas of activity that are vital for the state to provide. However, in all public services there will need to be a focus on improved efficiency so that the same or better outcomes can be secured with lower inputs.

The principles of freedom, fairness and responsibility will inform the Government's decisions in reducing spending. The Government feels strongly that a 'big state' should no longer 'crowd out' social action and instead should look to society first to address a range of social and economic issues. There will certainly remain areas where government will still need to offer support, but in these instances the state should not micro-manage services from the centre nor deliver all services itself. Rather, the state will look to decentralise power down to the lowest appropriate level, and encourage a diverse range of providers and civic institutions to offer services, including the creation of employer-led co-operative organisations independent of government control. Services will be held accountable to users – through choice, voice, and enhanced local democratic control - rather than bureaucratic accountability to central government, and this will be aided by improving transparency and the provision of information on all elements of public services so users can judge performance, hold providers to account and make more informed decisions.

The Government's commitments to fairness and improving social mobility mean that it recognises that certain population groups need additional support. That is why there are a range of specific policy proposals to support these groups set out below. The Government will look closely at the effects of its decisions on different groups in society, especially the least well off, and on different regions. Coupled with the radical reforms the Government has proposed for welfare, taxes and education, this Spending Review will make supporting those most in need a priority.

By looking to society, supporting the radical decentralisation of public services, developing and further liberalising public service markets, building capability in the private and voluntary sectors and opening up information on service performance, the Government's reform agenda will serve to help maintain service quality even as spending is reduced.

Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:

Partnerships with the private sector

The use of partnering arrangements in public infrastructure projects has brought a new rigour to public sector procurement and such improvements in efficiency will be essential in meeting our infrastructure needs in light of future restricted budgets. When we consider the benefits PPPs have brought to public procurement it is clear they have:

- Brought long-termism into public sector thinking about investment decisions, focussing attention on the whole life cost of infrastructure, assets and services.

- Forced a much greater understanding of the risks inherent in providing complex infrastructure and services however ultimately delivered.

- Led the way in moving towards output based contracting, where the public sector commission services focussing on outputs and outcomes, leaving the design of the service delivery to specialists in those fields.

- Successfully transferred the risks of availability of assets and the long-term risk of service delivery to the private sector.

- Have contractually committed government to the long-term maintenance of assets, leading to an era of responsible asset stewardship with the intergenerational benefits that brings.

These benefits have not only been felt by those projects engaged in PPPs, but are being systematically transferred to other, more conventional procurement methods, leading to a shift in the way in which the public sector purchases goods and services.

Engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality

Key Initiatives include:

- The Innovation Exchange: supporting the development of voluntary sector public innovations and brokering relationships between innovators, social investors and public sector commissioners. Current focus on services to reduce carbon emissions, excluded young people and independent living.

- The Health Launchpad: investing and developing social enterprise innovations in health. Particular focus on the development of a Social Entrepreneur in Residence model which stimulate innovations within Primary Care Trusts, which then take a social enterprise form.

- Partnership Improvement Programme: mixed groups from local authorities and other local public bodies and the Voluntary and Community Sector (VCS) take part in intensive work to build their capacity to work more effectively in partnership and to

model a new way of developing sustainable cross-sector relationships. It is funded through the OCS, Capacity builders and the IDeA.

- National Programme for Third Sector Commissioning: national training and development programme for public sector commissioners and VCS organisations to improve their mutual understanding of how to involve voluntary sector organisations in the design and delivery of public services.

Better co-ordinating with local governments

The UK government is currently exploring the potential for more focussed integrated local public services which can unlock the potential of communities and frontline workers to design and deliver a genuinely joined up approach to multiple challenges.

Local Integrated Services (LIS) pilots should allow local budget holders from the public, private, voluntary or social enterprise sector to lead the design of cross-agency responses to these really difficult problems we can bring together ideas, resources, skills, assets, data to do much, much better within a reduced budget.

The LIS model involves local commissioners agreeing the service to be commissioned and some basic ground rules. They may choose a neighbourhood LIS, covering a wide range of services in a defined geographical area, perhaps an estate. Alternatively it could be a thematic LIS covering worklessness, older people, or support for chaotic families across a number of areas. The crucial element is that a LIS brings together different services and pools resources of all kinds – money, assets, staff skills and invention, data – to deliver a single, agreed set of outcomes.

LIS commissioners then prepare an outline outcomes framework and invite organisations to design and facilitate creation of the implementation model. These may come from charities, social enterprises, other community groups, the private sector, or the public sector. A LIS does not require new money. Commissioners would create a local budget from existing mainstream and discretionary programmes. The single purse would represent a reduction on the total cost of running the separate, contributing services.

Cabinet Office has worked with Turning Point, Government Offices (GOs) and local authorities to identify four areas that will develop LIS models over the summer. OCS, CLG, GOs and Turning Point will support the four areas in this work in the coming weeks.

Using e-Government and cutting red tape

As part of the Cabinet Office Efficiency and Reform Group (see Annex A), the Office of the Government Chief Information Officer focus is on the following areas:

- **Project Review:** ICT projects above £1m are being reviewed to identify synergies and ensure they are necessary and offer value for money. A moratorium on all new ICT spend over £1 million is in force. Where spend is deemed absolutely essential requests for exception will be considered. This programme is also changing the way ICT projects are procured to stop unnecessary bureaucracy, encourage innovation, the use of open standards and open source software, and make it easier for smaller firms to get government business. The performance of all ICT projects over £1m will be published.

- **Procurement:** Where central government buys standard goods and services – like travel, ICT equipment and energy – we will look to negotiate single contracts so that we can get

the best price for departments by buying in large volumes. We have also put strict limits on the use of consultants by departments.

- **Management of Major Projects:** We are reviewing every significant large project to find ways to reduce costs or to stop wasteful projects altogether.

- **Contract renegotiation:** We are renegotiating contracts with major cross-government suppliers to find ways to reduce costs.

The Government is also committed to greater online delivery of public services, to provide better, more efficient services and support public service transformation.

- The Digital Delivery Team is driving this work across government and supporting the newly appointed UK Digital Champion, Martha Lane Fox in her work to help those who have never used the internet to get online. The digitally excluded miss out on consumer savings, enhanced opportunities to communicate and engage in wider society, timely access to information and education opportunities. They are also often the heaviest users of the current offline public services. We are therefore working to ensure that individuals understand the potential benefits of being online, and that online services are the first, and best, option for transacting and communicating with government.

Please describe any specific policy initiatives to improve service delivery to specific population groups

The programme for government contains a range of commitments that will protect vulnerable groups in the face of spending reduction by improving the targeting and use of resources to where they are needed most. Examples include:

- Young children and families. The Government will support the provision of free nursery care for pre-school children. The Sure Start programme will be brought back to its original purpose of early intervention resources will be focused on the neediest families.

- Low income groups. The Government will fund a significant 'Pupil Premium' for disadvantaged pupils from outside the schools budget by reductions in spending elsewhere.

- Elderly and those with social care needs. The Government will help elderly people live at home for longer through solutions such as home adaptations and community support programmes. In addition personal budgets will be used increasingly to give people and their carers more control and purchasing power.

Session 2. Towards a more effective and performance-oriented public service

Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

As part of the Spending Review 2010, due to report in October, the Government is developing a new performance management framework for the UK to replace the previous government's system of Public Service Agreements and Departmental Strategic Objectives. This new framework is still under development and will be announced at the Spending Review. It will represent a step change in public sector performance management by replacing traditional bureaucratic accountability with a new system of democratic accountability.

This new framework will ensure departmental accountability for delivering more for less and will include the publication of departmental business plans showing the resources, structural reforms and efficiency measures that they will need to put in place to protect and improve the quality of key frontline services.

In order to compliment this agenda, there have already been a number of initiatives completed by the Coalition government:

- The abolition of all central performance targets, *e.g.* PSAs and the police confidence target and the ending of top down management and intervention in frontline public services.

- Departmental structural reform plans, which have now been published on department's websites which set out the reforms departments will be undertaking to improve the quality of public services.

- Transparency at every level of government. From November 2010, all government departments will publish all items of expenditure over £25,000 on their websites.

How is information on performance integrated into strategic and political decision making?

The transparent publication of data at all levels of government, and in an open and usable format is at the heart of integrating performance into strategic and political decision making. This will enable Government to provide democratic accountability, reduce the deficit and provide better value for money in public spending.

As set out in the Spending Review framework document, the Treasury has set out nine key questions against which departments must prioritise their main programmes. A number of these questions ask how effectively the programme is performing and help ensure that these programmes are providing good value for taxpayers' money. For example:

- Is the activity essential to meet Government priorities?

- Can the activity be targeted to those most in need?

- How can the activity be provided more effectively?

In addition, the Government is currently strengthening the way departmental boards are run. They are now to be headed by departments' Secretary of State, and will include between one and three other Ministers, three or four senior officials, and three or four non-executives from the private sector. Boards will play a key role in both evaluating departmental performance and setting departments' strategies. The appointment of Non-Executive Directors is a key step forward in helping get external business experts to raise standards and levels of professionalism across Whitehall.

Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-Government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

Main examples

- The introduction and expansion of personal budgets and self-directed support (initially in social care and now also in health), empowering citizens with choice and control over the services they receive. There has also been significant development in the advocacy and brokerage sector (primarily delivered by the VCS) in order to make these choices real.

- The piloting of participatory budgeting (primarily in youth services and community facilities) to involve citizens more in local purchasing decisions. VCS organisations have played a key role in facilitating citizen involvement (particularly by young people and disadvantaged groups).

- The DH's User-Led Organisations Project has pioneered and invested in the development of a disabled person–led organisation in every local area. The purpose of these organisations is to enable local disabled people to help shape and improve local services for disabled people.

- Many public service areas have developed groups and networks which aim to enable citizens to improve public services – *e.g.* PCTs have had Local Involvement Networks (LiNKs); Local Authorities have had Local Strategic Partnerships; and neighbourhood policing teams have local panels which help determine priorities and areas of focus.

Session 3. Promoting open and transparent government

What are the political drivers that support open and transparent government?

The Coalition: our programme for government - Section 16, Government Transparency - which set out a number of specific commitments including:

- We will require public bodies to publish online the job titles of every member of staff and the salaries and expenses of senior officials paid more than the lowest salary permissible in Pay Band 1 of the Senior Civil Service pay scale, and organograms that include all positions in those bodies.

- We will require anyone paid more than the Prime Minister in the centrally funded public sector to have their salary signed off by the Treasury.

- We will regulate lobbying through introducing a statutory register of lobbyists and ensuring greater transparency.

- We will also pursue a detailed agreement on limiting donations and reforming party funding in order to remove big money from politics.

- We will strengthen the powers of Select Committees to scrutinise major public appointments.

- We will introduce new protections for whistleblowers in the public sector.

- We will take steps to open up government procurement and reduce costs; and we will publish government ICT contracts online.

- We will create a level playing field for open source software and will enable large ICT projects to be split into smaller components.

- We will require full, online disclosure of all central government spending and contracts over £25 000.

- We will create a new 'right to data' so that government-held datasets can be requested and used by the public, and then published on a regular basis.

- We will require all councils to publish meeting minutes and local service and performance data.

- We will require all councils to publish items of spending above £500, and to publish contracts and tender documents in full.

- We will ensure that all data published by public bodies is published in an open and standardised format, so that it can be used easily and with minimal cost by third parties.

PM's letter to all Cabinet Ministers on Transparency dated 29th May and published on the No.10 website - built on the commitments made in the Coalition programme.

Public Sector Transparency Board - established to oversee the implementation of the transparency commitments.

The Board is chaired by Francis Maude the other members are Sir Tim Berners-Lee, inventor of the World Wide Web, Professor Nigel Shadbolt from Southampton University, Tom Steinberg, founder of mySociety, and Dr Rufus Pollock from Cambridge University, an economist who helped found the Open Knowledge Foundation.

The Board is itself transparent and has published the minutes and papers from its inaugural meeting held on 24 June including draft *Public Data Principles* (attached at Annex B) for comment.

What are the dimensions considered in your country under "Open and Transparent Government":

- Making information available.

- Fostering open and inclusive policy making.

- Fostering integrity and transparency.

- Improving service delivery.

Enables the public to hold politicians and public bodies to account.

- Right to Data - the Coalition programme pledged to create a new 'right to data' which will ensure that government-held datasets can be requested and used by the public, and then published on a regular basis.

- Public call for data - Government's approach to transparency is both push and pull – we have already pushed out data on money and people to make sure it is automatically available, and are working on the pull aspect. As part of this the

Transparency Board has put out a 'Public call for data' which asks what the public's priorities are.

Helps to deliver better value for money in public spending, and help government achieve our aim of cutting the record deficit.

Brings significant economic benefits by enabling businesses and non-profit organisations to build innovative applications and websites.

- *Data.gov.uk* - aims to promote innovation through encouraging the use and re-use of government data-sets. Data-sets released over the last 100 days include:

  - Names and salaries of central government staff earning over £150,000
  - Infection rates for acute resistant diseases in NHS hospitals [updated weekly]
  - Release of "COINS", the central government accounting database
  - Names and salaries (where over £58,200) of all political Special Advisers
  - Central government staff numbers and pay bill inc. temps and consultants
  - Costs, usages and impacts of main 43 Government websites
  - Names and salaries of outer central government staff earning over £150,000
  - Energy and water consumption in some departments' headquarters buildings
  - Central and local government procurement data split into 130 categories
  - New comprehensive legislation site including API access and Linked Data
  - Half-hourly energy consumption in all departments' headquarters buildings
  - Some local government councils' monthly expenditure over £500
  - The local government department's expenditure over £500 for 2009/10

  July - India Hack Day as part of the PM's delegation

- August - Young Rewired State.

- September - Smartphone Developer event (planned).

- October - DECC on climate change and energy (planned).

Have the related initiatives had any impact on building trust in government?

This policy initiative has not yet been evaluated.

What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

The Constitutional Reform and Governance Act 2010 received Royal Assent in April 2010. The Act places the management of the Civil Service on a statutory footing. It requires the Minister for the Civil Service to publish a code of conduct for the Civil Service, and specifies the minimum requirements for the code of conduct, including the requirement for civil servants to carry out their duties with integrity, honesty, objectivity and impartiality. The Act also requires the Minister for the Civil Service to publish a code of conduct for special advisers (political appointees), and specifies restrictions on their activities in relation to the Civil Service. The provisions of the Act will be brought into force in the Autumn.

Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address :

- Conflict of interest, post-public employment or the "revolving door" phenomenon?

- Transparency on interactions between the public and private sectors, for example in public procurement?

- Lobbying?

The new Ministerial Code published in May after the General Election strengthened the rules for former Ministers around the acceptance of appointments after leaving ministerial office by setting a general prohibition on former Ministers lobbying Government for two years after they have left ministerial office. The revised Code of Conduct for Special Advisers, published in June, also strengthened arrangements in this area for special advisers (political appointees) by requiring all applications from special advisers under the business appointment rules for any appointment they intend to take up within two years of their last day of paid service to be scrutinised by the independent Advisory Committee on Business Appointments. [NB: the detailed guidance for former Ministers and civil servants (including special advisers) on business appointments rules is currently being revised and strengthened. New rules will be in place in the Autumn].

The new Ministerial Code has also strengthened transparency around disclosures as it now requires regular publication by departments of information about gifts received and given by Ministers (valued at more than £140); all overseas travel by Ministers including costs; hospitality received by Ministers (subject to *de minimis* limits); and information on Ministers' meetings with external organisations. Departments already had established processes in place for recording these details, but a greater level of transparency around these disclosures now exists as information is required to be published on at least a quarterly basis.

The revised Code of Conduct for Special Advisers requires departments to publish information on a quarterly basis about gifts and hospitality received by their departmental special advisers.

For the past year, departments have been required to publish quarterly information about business costs incurred by their most senior civil servants, and also details of hospitality received.

On lobbying, the lobbying industry created a task force to set up the UK Public Affairs Council, (UKPAC), in response to a recommendation by the Public Administration Select Committee (PASC) in its report on lobbying published in January 2009 which said "the ethics of the activities of lobbyists should be overseen and regulated by a rigorous and effective single body with robust input from outside the industry."

Following consultation of its members by the three industry representative groups, the Association of Professional Political Consultants (APPC), the Public Relations Consultants' Association (PRCA), and the Chartered Institute of Public Relations (CIPR)'s Government Affairs Group (GAG), the formation of the UKPAC was announced in March this year. UKPAC will trial a voluntary register over the summer and will introduce a code of conduct for members.

The Coalition Government has stated that it believes that the best way to increase transparency and openness into the activity of lobbyists is by introducing a statutory register, and it is committed to doing so.

How does your country mobilisecitizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

The Government is directly engaging the public in devising its plans for reform as a crucial part of the ongoing Spending Review. This engagement includes private sector and civil service organisations, both of which are vital to bringing the Government's plans for a renewed civil society and more diverse service provision to fruition. To date the Government has set up two dedicated websites, one for the public and one for public sector workers, that have already seen more than 100,000 ideas from people keen to help us find ways to make savings and transform the public sector. The Government has also been hosting a wide range of seminars at the Treasury with a diverse array of stakeholders from across the public sphere to develop solutions. These sessions have included leaders from the private and voluntary sectors who have experience delivering public services and believe they can do more. Ministers will participate in regional events with the public over coming months. On specific areas of reform, such as in health, in-depth consultation is being carried out before proposals are finalised. Engagement with the public and civil society stakeholders is vital to inform the Spending Review and will continue into the future.

General overview of Big Society

The actions below come in the context of a concerted effort by the Coalition Government to forge a new relationship between citizens and the state, advocating social and personal responsibility over state control. Alongside widespread measures to reduce public spending are measures to decentralise both power and access to information, and to stimulate the capacity of communities to shape their own areas and take responsibility for solving local problems and running local resources. These are sometimes referred to under the banner of 'The Big Society', to emphasise an expansion of social action and contrast with a smaller state. The measures are wide ranging and encompass for example measures to make local crime data more widely available to hold local government to account, and measures to enable communities to have more say in local planning decisions. The Cabinet Office is leading on a number of programmes specifically aimed at increasing community capacity, including:

- A National Citizenship Service, with the Department for Education, to enhance young people's sense of responsibility and leave a legacy of community action.

- Support to Community Organisers and a programme of small grants to community organisations and neighbourhood groups in deprived areas, to find and up-skill the activists who can dramatically enhance communities' capacity to address local problems themselves.

- Other actions to support a social norm of personal and social responsibility, such as a national day to celebrate community action, and making volunteering part of the appraisal process for civil servants.

Some of these activities will not directly relate to public services but are designed to enable a culture and habit of responsibility to thrive within communities, reducing dependence on the state.

What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organisations?

A big part of overcoming resistance to change is being straight with people and giving them time to engage before change occurs. This Government has been very upfront about its priorities and the changes it believes have to occur in the public sector to deliver them. These changes will be difficult but by being clear about why they need to take place people can be brought around to accepting their necessity. Engagement is also crucial. That is why the Prime Minister and other senior Ministers have gone out of their way to directly address public sector workers and hear what they have to say about how best to implement reform.

Freeing up large parts of the public sector from top-down bureaucracy will be critical to driving innovation. Front-line professionals, citizens, private and voluntary sector organisations need to have more freedom and flexibility to develop creative ideas for service delivery without central government getting in their way. People and professionals need more opportunities to get involved and run their services directly. The Government is committed to radical decentralisation, replacing bureaucratic accountability with democratic accountability and involving the people and not just the Government machine in decision-making. Innovation will flourish once the one-size-fits-all, top-down approach to Government stops.

In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?

The role of central government has to change from one of micro managing the entire public sector to one of trust and strategic leadership. If central government can spend less time telling the wider public sector what to do and how to do it, it can dedicate more time to looking at the vital strategic and long-term questions the public sector will face. Innovation will happen by letting in a more diverse range of providers across service areas. It will happen when parents, teachers, doctors and citizens have a greater role in making decisions and running services. It will happen when local government has more flexibility and incentives over their funding and when they have more accountable and directly elected local leaders in vital service areas, such as policing. Resource flexibility is vital to allow innovation at the local level to flourish. Local governments need fewer constraints on what and how they can use the funding they raise and are provided with. They shouldn't have to explain how they used funding to central government, but to their own local citizens. We also need to break down barriers at the local level to different public bodies pooling resources locally to address shared challenges, such as improving public health outcomes.

Role of Efficiency and Reform Group

Established from teams across the Cabinet Office and HM Treasury, the ERG has already delivered a step change towards making government more efficient.

By taking direct action at the centre, for example introducing tighter controls on advertising and marketing, recruitment, ICT and property spend , ERG is supporting Whitehall to deliver much of the £6.2 billion savings 2010/11 from efficiencies and reductions in waste.

Going forward, the ERG will help cut the deficit by focusing on areas that should be tightly controlled from the centre, freeing government departments and frontline public services to concentrate on improving delivery.

Much of the work carried out by the Efficiency and Reform Group is reflected in the Cabinet Office's Structural Reform Plan (SRP). Structural Reform Plans are a key tool for making Departments accountable for the implementation of the reforms set out in the Coalition Agreement. They replace Public Service Agreements and are designed to turn government on its head, moving power away from Whitehall and putting it into the hands of people and communities.

ERG Management

ERG's work is overseen by the Efficiency Board, which is co-chaired by the Minister for the Cabinet Office and the Chief Secretary to the Treasury. The Board includes six business leaders, including Lord Browne, who advise and challenge Ministers on the pace, ambition and approach to delivering efficiencies across government. Ian Watmore is the Group's Chief Operating Officer and will formally take up his post in September.

Our work

Efficiency

- **ICT:** ICT projects above £1m are being reviewed to identify synergies and ensure they are necessary and offer value for money. A moratorium on all new ICT spend over £1 million is in force. Where spend is deemed absolutely essential requests for exception will be considered. This programme is also changing the way ICT projects are procured to stop unnecessary bureaucracy, encourage innovation, the use of open standards and open source software, and make it easier for smaller firms to get government business. The performance of all ICT projects over £1m will be published.

- **Procurement:** where central government buys standard goods and services – like travel, ICT equipment and energy – we will look to negotiate single contracts so that we can get the best price for departments by buying in large volumes. We have also put strict limits on the use of consultants by departments.

- **Management of Major Projects:** we are reviewing every significant large project to find ways to reduce costs or to stop wasteful projects altogether.

- **Contract renegotiation:** we are renegotiating contracts with major cross-government suppliers to find ways to reduce costs.

- **Property:** we have frozen the signing of any new property leases or lease extensions, unless they are approved centrally. . We are also working with DECC to help all central government departments reduce their buildings' carbon emissions by 10% in 2010/2011 through measures including reducing the demand for electricity.

- **Communications:** to ensure that all advertising and marketing activity is necessary for the public, we are reviewing existing projects and stopping unnecessary ones, and have frozen new spending for a year unless Ministers agree it is essential.

- **Civil Service Reform:** we are making sure that the Civil Service and wider public sector lead the way in reducing the government deficit, by looking at ways to make pay and conditions financially sustainable, and introducing short-term measures to cut costs - including a two-year pay freeze and a one year recruitment freeze for civil servants, and significant cuts to the number of temporary staff and to Civil Service expenses.

- **Restructuring:** we are reforming the delivery of public services to introduce innovative approaches, including through outsourcing, the use of voluntary and community groups, and mutualisation. We have given public sector workers a new right to form employee-owned co-operatives and bid to take over the services they deliver, and we are currently developing schemes to pilot this approach.

- **Public Bodies:** we are ensuring that all public bodies are accountable and represent good value for money, and that they exist only where a public body is really needed. This will mean that some public bodies will be abolished, with their functions sometimes brought back into a government department. We have scheduled legislation to allow us to reduce the number and cost of public bodies.

Reform

- **Transparency:** this is key to the efficiency drive. By being open and accountable on data we will enable the public to help us to deliver better value for money in public spending. We are determined to set an example for the wider public sector, and to create a 'right to data' as a core part of government business.

    – The new Public Sector Transparency Board, based at the Cabinet Office, will drive the Government's cross government transparency agenda. The Board will be responsible for setting open data standards across the public sector and developing the legal Right to Data.

- **Big Society:** we are committed to creating a Big Society - a society with much higher levels of personal, professional, civic and corporate responsibility. It is about encouraging people to come together to solve problems and improve life for themselves and their communities – and where the leading force for progress is social responsibility, not state control.

    – Our support for the creation and expansion of mutuals, co-operatives, charities and social enterprises shows our commitment to putting Big Society into action.

ERG achievements

As part of the urgent drive to deliver £6.2 billion of savings we have made significant progress across all key efficiency and reform areas.

- We have introduced new **spending controls on ICT** spend and put in place an ICT Project Moratorium to weed out wasteful or duplicate spending. We have committed to

publish all new ICT contracts as part of the Government's transparency agenda and are developing the new ICT Strategy.

- Standardising **centralised procurement** requirements is making the best price available to departments – eg our work on stationery suggests that savings through standardising alone can be as much as over 20%.

- We have also urged Government facilities management contractors to make **energy savings** to help cut carbon emissions from central government buildings by 10%.

- We have introduced **tough new controls on the use of consultants** to ensure cost reductions. The Government spent £1.6bn in 2008/9 on management consulting. New consultancy spend of £20,000 and above has to be personally signed off by a Minister, and any consultancy spend, whether pre-existing or newly approved, must be reapproved on a rolling basis every three months, and by the Minister for the Cabinet Office after nine months.

- We are **reviewing major government projects** to ensure they are delivering coalition government policy and maximum value for money.

- We are directly engaging with the CEOs of **19 key suppliers** to ask them to help **cut the cost of the services they provide** to government.

- To **reduce property costs** we have put in place a moratorium on signing new property leases or lease extensions – this will impact on 480 property lease breaks this year.

- We aim to save £40m this year by **cutting back on travel expenses**.

- As part of our drive to **reform the civil service** we have announced a civil servant recruitment freeze in all but essential front line jobs; published lists of salaries over £150,000 a year; published the number of people working for government; launched a review of public sector pay; frozen the pay of public sector workers earning over £21,000; launched a Commission into public sector pensions; and announced reforms and a cap to Civil Service redundancy payment and a review of civil service wider pay structures.

- Since the **advertising and marketing freeze** was introduced in June only essential activity has been approved and after only one month we have seen a real difference, with a 52% reduction in comparable spend through the Central Office of Information.

- We are working closely with departments to **reduce the number of public bodies** to provide best value and delivery of services to the public.

Appendix B: Transparency Board: Draft Public Data Principles

Working definition of "Public Data"

"Public Data" is the objective, factual, non-personal data on which public services run and are assessed, and on which policy decisions are based, or which is collected or generated in the course of public service delivery.

Draft Public Data Principles

Public data policy and practice will be clearly driven by the public and businesses who want and use the data, including what data is released when and in what form – and

in addition to the legal Right To Data itself this overriding principle should apply to the implementation of all the other principles.

Public data will be published in reusable, machine-readable form – publication alone is only part of transparency – the data needs to be reusable, and to make it reusable it needs to be machine-readable. At the moment a lot of Government information is locked into PDFs or other unprocessable formats.

Public data will be released under the same open licence which enables free reuse, including commercial reuse - all data should be under the same easy to understand licence. Data released under the Freedom of Information Act or the new Right to Data should be automatically released under that licence.

Public data will be available and easy to find through a single easy to use online access point (*www.data.gov.uk/*) – the public sector has a myriad of different websites, and search does not work well across them. It's important to have a well-known single point where people can find the data.

Public data will be published using open standards, and following relevant recommendations of the World Wide Web Consortium. Open, standardised formats are essential. However to increase reusability and the ability to compare data it also means openness and standardisation of the content as well as the format.

Public data underlying the Government's own websites will be published in reusable form for others to use – anything published on Government websites should be available as data for others to reuse. Public bodies should not require people to come to their websites to obtain information.

Public data will be timely and fine grained – Data will be released as quickly as possible after its collection and in as fine a detail as is possible. Speed may mean that the first release may have inaccuracies; more accurate versions will be released when available.

Release data quickly, and then re-publish it in linked data form – Linked data standards allow the most powerful and easiest re-use of data. However most existing internal public sector data is not in linked data form. Rather than delay any release of the data, our recommendation is to release it 'as is' as soon as possible, and then work to convert it to a better format.

Public data will be freely available to use in any lawful way – raw public data should be available without registration, although for API-based services a developer key may be needed. Applications should be able to use the data in any lawful way without having to inform or obtain the permission of the public body concerned.

Public bodies should actively encourage the re-use of their public data – in addition to publishing the data itself, public bodies should provide information and support to enable it to be reused easily and effectively. The Government should also encourage and assist those using public data to share knowledge and applications, and should work with business to help grow new, innovative uses of data and to generate economic benefit.

Public bodies should maintain and publish inventories of their data holdings – accurate and up-to-date records of data collected and held, including their format, accuracy and availability.

Annex A: Questionnaire

Session 1. Delivering public services in times of fiscal consolidation

1. What are the main implications of fiscal consolidation for service delivery in your country?

2. Please briefly describe any key initiatives (and their results) to improve service delivery and/or service quality through:
    1. partnerships with the private sector
    2. engaging citizens and the voluntary sector in the co-production of public services and/or in the improvement of service quality
    3. better co-ordinating with local governments
    4. using e-government and cutting red tape

3. Please describe any specific policy initiatives to improve service delivery to specific population groups

Session 2. Towards a more effective and performance-oriented public service

1. Please describe any recent examples of key performance management initiatives in the public service (recent is understood as within the past 24-36 months).

2. How is information on performance integrated into strategic and political decision making?

3. Please provide recent examples of how your country involves citizens and service users in the design, delivery and evaluation of public services, including the use of e-government. What were the main benefits for the citizens and for government? How are these new partnerships changing the balance between government accountability and social responsibility?

Session 3. Promoting open and transparent government

1. What are the political drivers that support open and transparent government? What are the dimensions considered in your country under "Open and Transparent Government":

    - making information available,

    - fostering open and inclusive policy making,

    - fostering integrity and transparency,

    - improving service delivery?

2. Have the related initiatives had any impact on building trust in government?

3. What are the recent policy initiatives undertaken to reaffirm the core values of the public sector in your country? What are the challenges for implementation and what has been the impact?

4. Has your country recently updated policies to safeguard integrity at the interface between the public and private sectors? Do they address :

   1. conflict of interest, post-public employment or the "revolving door" phenomenon?
   2. Transparency on interactions between the public and private sectors, for example in public procurement?
   3. Lobbying?

Final plenary session. Strategies for implementation

1. How does your country mobilize citizens and the private sector to build consensus around the reform agenda? Is your country engaging with Civil Society Organisations as partners in implementing reforms in the public sector?

2. What were the key strategies to overcome resistance in the public sector to culture change? How does your country mobilise innovation in the public sector to foster change within public sector organizations?

3. In what ways can Ministers strengthen strategic capacity, promote innovation and increase resource flexibility in the public sector in your country? What is the scope for horizontal co-operation among ministries to achieve these goals?