Administrative reform in EU countries

Fact sheets:
Promotion and implementation of reform and innovation
The views expressed do not imply the expression of any opinion whatsoever on the part of the Italian Department for Public Administration, and Formez.
### Austria

In 2003, the Council of Ministers launched a new phase of the Administrative Innovation Programme (VIP). In this programme, the Federal Government sets the public administration’s reform goals. The VIP has the following objectives:

- Administrative activities focusing on meeting the needs of citizens and communities in a more efficient manner;
- Measures aiming to achieve further qualitative improvements in order to ensure that Austria remains an attractive business destination;
- Cuts in federal administration spending to be spread out over three years in light of a total reduction of 1.3 billion euros by 2006.

The main VIP initiatives include the following:

- Combining responsibilities for resources and products (implementation of global budgeting policies, further development of performance indicators)
- E-government initiatives (extending e-government in new areas, new legislation)
- Organisational reforms (creating an accounting agency, incorporating universities)
- Quality management (quality tests for public authorities, ensuring the widespread use of the CAF system)
- Continuing reform projects

The programme’s organisation calls for the presence of a highly representative body of ministers, the VIP Advisory Council, which acts as an interface between political decision-makers responsible for the progress of each single project within their sphere of competence. There are also programme coordinators who act as intermediaries between the VIP’s managers, those responsible for individual projects within each ministry, and those responsible for inserting data into the VIP database. The VIP Advisory Council, along with the coordinators from each ministry, continuously evaluates the project. The VIP will be completed in June 2006.

### Belgium

Administrative reform and innovation in Belgium is focused on delivering quality public services. The administrative transparency principle is very important: each ministry employs several officials who are very familiar with the ministry’s work, and who can answer citizens’ questions as precisely as possible.

The reforms of the federal public administration are based on a personnel development programme that concentrates on the following issues:

- Programming the needs of the federal administration;
- Adopting a special personnel recruitment system, which emphasises independence, professionalism, transparency, merit, and a client-oriented approach, through the expert organisation called “SELOR”;
- Personnel development on the part of the SPF P&O’s special directorate;
- Training of federal officials on the part of the Training Institute of the Federal Administration (IFA)

Additionally, there is a programme known as “Copernicus” that encourages the development of new skills, the exchange of experiences, and the diffusion of tools and strategies to valorise innovation in the Belgian public administration’s human resource management policies.

Belgium paid particular attention to administrative simplification, through the website [www.kafka.be](http://www.kafka.be), named after the writer who denounced the indifference of the state and the inefficiency of the bureaucracy: the choice of this name is emblematic of the Belgian public administration’s philosophy, which can be summed up by the motto: “simplification is strength”. Programmes to support innovation are highlighted on the website, as stipulated by a federal government agreement in July 2003. These programmes include: suppressing the need to authenticate photocopies of documents, web-based tax payment options, introduction of an information line for the private sector. The following reforms remain to be implemented: simplification of administrative certificates of good conduct through the creation of a central judicial register, suppression of the drivers’ license tax, creation of an electronic archive, etc.
### Cyprus

The Ministry of Finance is in charge of the public administration. It includes the following Departments: Inland Revenue, Government Store, Customs and Excise, Information Technology Services, Public Administration and Personnel Service, Printing Office, and Statistical Service.

The Ministry of Finance is in charge of managing the public sector’s economic resources, promoting the computerisation of public services, and developing human resources. It is also in charge of administrative reform, particularly the Public Administration and Personnel Service (PAPS), whose goals include:

- Formulating and implementing policies and programmes,
- The rational use of human resources,
- The rationalisation of organisational structures
- The rationalisation of procedures in the public sector.
- Modernising the public administration in terms of procedures and timeliness
- Studying the impact of regulations on public service delivery
- Improving management and administration procedures for public sector personnel
- Taking care of central administration staff recruitment procedures

The PAPS is directly responsible for about 37,000 employees of the public sector, including central and district administrations (civil servants, police, fire-fighters, armed forces, public school employees, etc.) as well as for about 9,500 people employed in the wider public sector and by local authorities.

The Cyprus Academy of Public Administration (CAPA), founded in 1991, also deals with issues related to the public administration and its reform. CAPA’s mission is to help make the public sector more effective and efficient by promoting managerial culture within the public administration. Since 1996, CAPA has focused mostly on administrative integration and on Cyprus’ entry into the EU.

### Denmark

Denmark’s National Reform Programme, published on 1/11/2005, was drafted to reflect the guidelines established by the European Council on March 22-23, 2005, in which European heads of state and heads of government committed themselves to a three-year planning of innovative initiatives in line with the Lisbon strategy.

Reform is focused on the following issues:

- Revision and simplification of administrative levels: Denmark plans to reduce the number of local and regional authorities, with tasks and functions being assigned according to the subsidiarity principle;
- Establishment of an Independent Welfare Commission in charge of proposing reform initiatives in its areas of competence;
- Establishment of a Council on Globalisation, which identifies the challenges and opportunities inherent in the ongoing globalisation process, especially with regards to research, innovation, education, and the private sector. The government commission named “Denmark in the global economy” will announce its strategy in spring 2006.

The key issue in Danish administrative reform is thus simplification through the allocation of the roles and functions of local authorities: administrative decentralisation strongly characterised the Danish public administration.

In May 2002 the government inaugurated the public sector modernisation programme called “Citizens at the Wheel”, whose goal is to bring the public administration closer to the needs of citizens, and to strengthen administrative simplification and transparency policies by introducing results-oriented management systems and ways to make civil servants more responsible.

In order to do so, Denmark introduced instruments to guarantee the quality and efficiency of administrative services, in order to meet the real needs of citizens according to the principles of a “client-oriented” public administration.

In particular, the government’s modernisation programme is the prerequisite condition for the creation of a future-oriented public administration, and for a healthy society based on the principles of liberty and solidarity.

Within this framework, in October 2003 the government published a guide to the implementation of efficacy and efficiency policies in the public administration. This guide seeks to promote the improved coordination of policies and tools for the management of innovation, especially regarding the following issues:

- Ministerial strategies aiming to achieve administrative efficacy and efficiency;
- Introduction of performance oriented management modalities;
- Implementation of outsourcing policies;
- Public procurement.

The Division for Better Regulation of the Ministry of Finance was established for the express purposes of achieving administrative simplification, with regards to relations with both citizens and firms.
Promotion and implementation of reform and innovation

Estonia

In Estonia, reform and innovation have been implemented and promoted in much the same way as other formerly communist countries and new EU members. Indeed, the issues that have been most emphasised include administrative decentralisation on a territorial basis – in those cases in which it is instrumental to the programming principles of European structural funds – and the re-modelling of the relationship between the public administration and the citizenry.

In Estonia, administrative reform has very specific goals. The first goal is to develop local and regional administrations, through the following steps:

- Grouping local governments together
- Improving decentralised financing mechanisms
- Planning municipal-level investments
- Aligning the roles and functions of local administrators with local government reform (on the basis of the needs of the regional administration).
- Re-examining the attribution of roles between the central and local governments.
- Improving management, planning, and accounting modalities at the local level.

The second goal is to optimise the division of functions between institutions. Intermediate goals include: ensuring equal treatment for all citizens, improving transparency, introducing a new contracting system in the P.A., strengthening coordination between government agencies, and restructuring the government and its ministries.

The third goal is to reform accounting, by strengthening internal and external auditing mechanisms, encouraging privatisation and decentralisation, and integrative budgeting activities with policy planning. The fourth goal is to make the public administration more citizen-oriented, creating one-stop-shops, and introducing standards for service delivery.

Finally, the last goal is civil service reform.

Finland

In 2000-2003, Finland carried out an important reform of the central administration in order to improve decision-making processes within the government, and the ministries’ abilities to guide their internal departments. Other goals of the reform including strengthening citizens’ trust in the government, developing new work methodologies, and improving the quality of information as a basis for decisions. Reform efforts focused on inter-sectorial planning and inter-ministerial cooperation.

Increased inter-ministerial cooperation in reform implementation

One of the most important new developments has to do with the modalities for the implementation of planned reforms. Up to now, these were managed in a unified way, but the strategic document that the current government presented on June 24 2003 calls for the following inter-sectorial policy programmes:

- Programme for the Information Society (Prime Minister)
- Programme for Employment (Ministry of Labour)
- Programme for the Private Sector (Ministry of Trade and Industry)
- Programme for Citizen Participation (Ministry of Justice).

Professionalism of Civil Servants

In 2002 the Ministry of Finance launched a programme to improve personnel management in the central government, based on the Government Resolution on State Personnel Policies of August 30 2001. An ad hoc ministerial working group was appointed in order to implement the programme, and in 2003 they presented a human resource management strategy to the Ministry of Finance.

Cooperation between the various levels of government and strengthening of local autonomies

The current government intends to strengthen cooperation between municipalities and the central administration in order to agree upon policies to be implemented at the local level. Budgeting of funds for municipalities is done through a programme on essential services coordinated by central and local administrations over the entire duration of the government in charge, to which the relevant annual budgets are added. The Ministry of Social Affairs and Health, the Ministry of Education, the Ministry of Finance, and the Association of Local and Regional Finnish Authorities all contribute to drafting programmes and budgets.

The Ministry of the Interior is in charge of the “Regional Centre Programme - RCP”, which began in 2001 and will end in 2006, and aims to encourage cooperation between municipalities and local state administrations in the fields of economic development, training, and research through the creation of regional centres. The programme aims to achieve socially sustainable development, encourage the participation of civil society, and help integrate rural and urban areas, in the belief that small rural municipalities can best develop their economies through the creation of networks and partnerships with urban towns.

The Ministry of the Interior’s Department for Community Affairs is implementing the “Project for Developing Local Democracy 2003-2006”, which aims to develop a more representative and transparent public administration. Local authorities involved in the project include: the city of Imatra (activities aiming to improve the work of the Municipal Council as well as relations between municipal authorities and the media), the rural municipalities of Jyväskylä, Haukilahti, and Rantasalmi (cooperation and joint committees) and the city of Turku (strengthening the Municipal Council’s decision-making powers, through a strategic agreement between the council’s political forces).
Promotion and implementation of reform and innovation

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<th>France</th>
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| In France there are many institutions in charge of promoting innovation and quality in the public administration. State reform takes place on two different levels: the inter-ministerial level and the ministerial level.  
- **The Inter-Ministerial Committee for State Reform (CIRE).** This committee is headed by the Prime Minister, who can delegate his authority to the Minister of State Reform. Its goals include clarifying the mission of the state and identifying the scope of public services; encourage the simplification and transparency of public service procedures, decentralising state responsibilities and modernising public management.  
- **The Inter-Ministerial Delegation for State Reform (DIRE).** This delegation prepares the CIRE meetings.  
- **The High Directorate for State Modernisation (HFMD),**  
- **The Inter-Ministerial Modernisation Network (RIM).**  
- Simplifying administrative practices and delegating power to the users. Simplifying the language of the administration also means simplifying forms as well as the mailings that are sent to citizens each day.  

The French public administration is undergoing great change due to the implementation of two major reforms: the redefinition of the responsibilities of the central state, whose role is being re-evaluated in light of the increasing importance of local administration; and the search for a more efficient public administration. Two norms are behind these ongoing changes: the Finance Law (LOF) of August 1, 2001, which turned state budgets upside down – and thus the way in which public administrations work – and the decentralisation law of August 13, 2004.  

Three fundamental aspects of ongoing reform activities deserve special mention:  
- The improvement of public services through administrative simplification;  
- The modernisation of administrative activities through extensive management control and the use of ICT;  
- The adoption of new human resource management systems that can improve the motivation and efficiency of civil servants.  
The French government established a committee for quality in public services, which is made up of independent representatives from various fields - politics, the private sector, NGOs, labour unions – in order to provide useful suggestions to improve the work of the public administration. |

| Germany | | Several years ago, the Federal Republic of Germany launched a wide-ranging administrative reform effort, with a particular focus on advanced aspects of administrative innovation, which no longer concern the division of tasks and responsibilities, but rather the organisation of human resources, the communication capacities of the public administration, and the availability of online services. In 1999, the central government launched the Moderner Staat-Moderne Verwaltung programme, which remains the focal point of administrative reform in Germany. This programme is implemented by the federal states, which are at the heart of administrative activities (along with districts, cities, and communities, which are under the supervision of local governments).  

In general, administrative reform has focused on the following issues: promotion of decentralisation and strengthening of local governments; administrative organisation; civil service, financial administration (including mechanisms for control and monitoring); the creation of mechanisms for a more participatory public administration; and e-government.  

Modernisation efforts have focused on the following:  
- Efficient, widely accepted laws;  
- The role of the federation as a partner (increased personal responsibilities);  
- Performance, transparency, and efficiency in the public administration  
  - Staff motivation mechanisms.  

So far, administrative reform in Germany has been considered successful because of the following reasons: it has made the public more aware of the state; it has involved all administrative levels; it has been based on experience; it has tackled gender equality; and it has focused on dialogue and cooperation.  

In 2005, the modernisation process entered a new phase, whose main focus is the digital future of the administration. By the end of 2005, the federal government plans to make all the services than can be accessed through the Internet available online. The website [www.bund.de](http://www.bund.de), the service portal for the administration, is the programme’s showcase piece. Currently, over 190 units and departments are placing about 376 federal administration services online. |
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<th><strong>Greece</strong></th>
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<td>The Ministry of the Interior, Public Administration, and Decentralisation has promoted the “POLITEIA” reform programme since 2000. The programme is the main instrument for reform promotion and its main goal is to improve the services offered to the citizenry. In the last few years, innovation has concentrated in the fields of procedural simplification, e-government, and human resource management. In 2000, Greece launched its administrative simplification programme, which began to re-evaluate norms and regulations in order to base procedures on quality criteria and to prepare the tools for placing administrative forms online. About 1000 procedures were recorded, and 450 of them were simplified. Additionally, two telephone lines were made available to the citizenry in order to make access to public services easier. Civil service reform follows the principles of responsibility and efficiency. In 1999, collective bargaining was introduced. It is renewed every year and concerns training, education, workplace security and health, social security (except pensions), union rights, working hours, and mobility. The Ministry of the Interior, Public Administration, and Decentralisation, through law 3230/2004, introduced a system to evaluate the performance of civil servants (“Management by Objectives” - MbO). The Ministry of the Interior, Public Administration, and Decentralisation’s General Secretariat for Public Administration now has a Secondary Disciplinary Committee, which was created through law 3829 of 2001. Its tasks include fighting corruption in the public administration, and ensuring compliance with disciplinary regulations. The committee punished infractions on the part of civil servants, and takes measures against executives who evade their disciplinary responsibilities. Between 2001 and 2004, the committee judged and expelled 152 civil servants, while others were punished in other ways according to the gravity of their infractions. Law 3200/2003 introduced a new system to analyse the training needs of the public sectors, and to certificate capabilities acquired through continuous training. The same law established the “National School for Local Administration”</td>
<td>The current administrative modernisation process in Ireland has its roots in the 1994 Strategic Management Initiative (SMI), which set the guiding principles for change in the Irish public administration. The SMI’s goal is to contribute through the country’s development through the optimisation of human and financial resources, strengthening ICT services, and reaching excellence standards in the delivery of public services. The main goal of the modernisation process is to achieve excellence in public services, for both the government and the citizens, who are the end users. The modernisation process involves all departments and offices of the public administration, and it takes place through the identification and development of six key issues that reciprocally strengthen and complete each other. They include: • Better regulation; • Financial management; • Human resource management; • Information society; • Quality services; • Public/private partnership. The “Delivering Better Government” (DBG) programme, published in May 1996, offers additional indications on programmes for administrative change and modernisation. The DBG is an extension of the SMI pilot programme, and thus stresses how the modernisation process should rest on the principles of openness, responsibility, quality services, and simplification. The programme’s directives, inspired by these principles, were implemented within each government department, especially with regards to human resource management, economic and financial management, and improved ICT management. The Public Service Management Act of 1997 introduced a new, statute-based structure for the public administration. The law’s goal is to improve management, efficiency, and transparency in the public administration’s departments and offices, and the creation of responsibility mechanisms for civil servants. In accordance with the responsibility principle, all departments and offices must produce an annual strategic programme that identifies a set of goals and lists the results that have been reached.</td>
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### Italy

The Department of Public Function promotes administrative reform and innovation according to the principles of effectiveness, efficiency, and cost containment. In the 1990s, the Department coordinated a vast administrative transformation programme aiming to improve quality and efficiency, which profoundly changed the Italian public administration and the context in which it operates. Following the privatisation and decentralisation process, administrative reform is now being undertaken thanks to consensus-based, participative tools.

The Department of Public Function's Office for Innovation in the Public Administration (UIPA) was created in 2000 (it was formerly known as the Office for Administrative Efficiency), with the goal of promoting innovative practices that are viable over time. The UIPA's activities include designing and revising modernisation policies, improving the quality of public services, and selecting and spreading best practices to implement national innovation and change policies. The Department also works in close cooperation with the Presidency of the Council of Ministers' Department for Technological Innovation with regards to the computerisation of the public administration.

Starting in 1999, Italy launched several projects aiming to encourage, study, and propose paths for change. These projects ended in 2001 and were absorbed into new programmes to coordinate and orient administrative change, and which include Flessibilità nel Lavoro Pubblico 2, Federalismo e sviluppo istituzionale, Cantieri, Governance, Urp degli Urp, TelePA, Chiaro, Extra-Servizi and Funzioni fuori dal Comune. The “Cantieri per la PA” project deserves special attention. The project is inspired by the principle that states that in order to achieve effective administrative change, it is necessary to create the conditions for innovation with the administrations in question, rather than introducing new reforms from the outside. “Cantieri” is an integrated service system aiming to develop and strengthen the organisational capabilities of public administrations, in order to improve the quality of services. “Cantieri” does not merely provide direct support to administrations; it is also aimed at the greater “community of innovators” who help inspire, test, and promote innovation projects, and who are personally committed to changing and improving public administrations. The project was followed by “Successi di Cantieri”, which encourages provinces and municipalities to formulate and implement Integrated Plans for Change (PIC) in accordance with the five priorities identified by Cantieri.

Another programme worthy of note is “Laboratori di Cantieri”, which calls for the creation of working groups made up of experts and of public administration officials who intend to play an active role in tackling particularly innovative questions. The programme concentrates on analysing, implementing and evaluating public policies, management tools, organisational culture, and the developing communications systems.

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### Latvia

In 2001, an inter-ministerial working group, established by a decree from the Prime Minister, drafted the “Strategy for the Public Administration for 2001-2006”, which was adopted by the Council of Ministers on July 20, 2001. A coordinating council was established to monitor its implementation.

The government strategy sets five main goals:

- Improving development policies and coordination processes;
- Introducing mid-range spending linked to priority policy goals;
- Improving administrative processes and strengthening the role of society in the public administration;
- Improving the quality of public services;
- Strengthening human resource management and training in the public administration.

Recent developments related to the strategy include the drafting of an action plan for implementing the strategy that sets a schedule, identifies available resources, and appoints the people in charge of each institution. The development of the action plan is coordinated by the secretary for public administration reform. The Council of Ministers established a Co-ordination Council for the Public Administration, which will oversee the strategy’s implementation. These activities have already been launched.

The State Civil Service Administration (CSA) is the main reference institution in terms of administrative reform and modernisation. This institution is in charge of monitoring activities and introducing new organisational modules and new strategies. The CSA’s main goal is to introduce human resource management and ICT in the public sector.
### Lithuania

Public administration reform is ongoing, and its goals include improving the stability and professionalism of public services by consolidating the administrative system. The "Civil Service Law" of 2002 reform recruitment systems by making selection procedures more transparent, and the promotion system by basing it on performance evaluations. The Lithuanian government stated that developing the so-called information society is one of the priorities of reform, as well as being a key factor for the country’s well-being. The "Long-term Economic Development Strategy", approved in 2001, set ambitious goals such as making ICT one of the countries’ main sectors by 2015. In 2000, Lithuania implemented eEurope initiatives regarding the following:
- Improving ICT skills among the Lithuanian population;
- Starting a computerisation process in Lithuanian schools;
- Adopting an e-Government system.

In April 2004, Lithuania adopted the “Strategy for the Development of the P.A. until 2010”, which identifies the key issues for the years to come, such as improving the ICT skills of civil servants (through the use of the European computer license initiative) and continuing to invest in ICT use in the public administration.

The Government Programme for 2004-2008 aims to:
- optimise the public administration system and eliminate corruption and bureaucratic red tape;
- establish an optimal structure of state institutions that will clearly reflect the administrative relations between the various administrations, including their hierarchy and their respective responsibilities;
- increasing the operational and financial autonomy of local authorities, and expanding their functions in a continuous and methodological manner;
- reforming local administrations and giving them responsibility over preparing, implementing, and coordinating regional projects. Granting responsibility to municipalities with regards to issues related to citizen needs in the fields of agricultural, territorial management, social security, health, culture, public order, with the exception of issues of regional importance;
- Improving selection criteria for civil servants, as well as improving evaluation procedures;
- Encouraging the participation of local community representatives in the decision-making process. The administrative reform process also includes an anti-corruption programme, which is considered a launching pad for the construction of an efficient administration. On May 1, 1999, Lithuania joined the “Group of States against corruption – GRECO”, which is an agreement established by the Council of Europe’s Committee of Ministers in 1998. This is a flexible, efficient mechanism to monitor compliance with the guidelines for the fight against corruption established in the action plan against corruption, through a reciprocal evaluation process on the part of GRECO members.

### Luxembourg

As early as 1999, the government programme for administrative reform emphasised the relationship between the public administration and the citizenry by establishing “Citizen assistance offices”, which citizens can turn to in order to obtain the necessary information to identify the administrations responsible for the services they seek.

Administrative reform is inspired by the principle of a client-oriented approach. The Global Action Plan for reform – presented on November 15, 2002 by the Minister of Public Function Lydie Polfer and the State Secretary for Public Function Joseph Schaack – aims to satisfy the needs of all the beneficiaries of administrative activities, including both firms and the citizenry.

In order to make sure that the public administration is permanently in tune with the needs of society, and in order to constantly improve the quality of services and administrative management, the Ministry set the following mid-term goals:
- Taking into account all of the potential beneficiaries of administrative services;
- Knowing the needs of citizens;
- Defining the criteria for delivering quality services;
- Ensuring satisfactory relations between the suppliers and the beneficiaries of services;
- Implementing a programme of regulatory norms on public services that includes specific sanctions;
- Implementing specific regulations on the procedures to be followed;
- Organisational restructuring at every level;
- Rational management of financial resources;
- Competent and motivated human resources;
- Using ICT instruments.
### Malta

Public administration reform in Malta reflects the needs for process rationalisation and optimisation arising out of the necessity to adjust policies in order to reflect Malta’s membership in the EU and its associated obligations.

In particular, innovations have been introduced in the following fields:

- **New Public Management:** Malta introduced performance evaluation systems and public/private partnerships;
- **Relations with the private sector:** the Malta External Trade Corporation (METCO) offers services to support the internationalisation of firms (promotion of trade and exports with an eye towards international cooperation, support for new private sector initiatives in the international sector); the Institute for the Promotion of Small Enterprises (IPSE) works to ensure the competitiveness of the manufacturing sector; the Malta Development Corporation (MDC) is responsible for investments in the industrial sector and for promoting the development of the manufacturing sector through the incentives provided by Business Promotion Act; the Trade Division of the Ministry for Economic Services promotes services for small firms; the Malta Standard Authority is in charge of coordinating, monitoring, and promoting policies for the standardisation of activities;
- **Relations with the citizenry:** Malta established charters marks to guarantee the quality of public services, the Office for Consumer Protection undertook a series of activities to guarantee the rights of consumers; an Ombudsman has been appointed; Malta created a government portal and introduced “one-stop shopping” to facilitate the payment of licences, rents, and other public services;
- **Simplification and transparency:** Malta introduced new regulations on civil service and Public Service Management, as well as a website that makes it possible for trade licenses and other such services to be purchased online. It plans to introduce auditing and control systems for the various administrative structures in order to guarantee administrative transparency.

### The Netherlands

The Programme for Innovation and Quality in the Public Sector is an initiative of the Ministry of the Interior and Kingdom Relations. It focuses on the following objectives:

- Modernisation of public services and procurement;
- Making public organisations more citizen-oriented and matching administrative activities with social needs;
- Modernisation and development of human resource management and new solutions for recruitment;
- Organisational development; efficacy and efficiency of the public sector, both within individual organisations and at a more general levels, through investing in management, cooperation, barrier removal, use of quality instruments, etc.
- Widespread use of ICT and other technologies in order to improve the quality of service delivery, improve efficiency, and improve professional skills;

In light of this programme, a national conference on quality and innovation in the public sector was held in March 2002. Many of the innovations that have been implemented in Dutch public services are the result of the creativity and inventiveness of public administrations. The national conference on these issues aimed to identify and valorise the numerous examples of best practices in the Dutch public sector, in order to encourage public administrations to invest in innovation and quality development.

The “Different government” programme is another innovative initiative through which the government critically examines and re-adapts its internal organisation, its responsibilities, and its goals, in light of the reforms to be implemented.

The growing gaps between the government and the citizenry, and an increasingly complex society, have made it necessary to elaborate radical government reforms. Reforms must follow certain priorities, including: improving the organisation of the central government, promoting the principles of efficacy and efficiency, and improving relations between the various levels of government, not just from an economic and administrative point of view but also in terms of updating and dividing responsibilities. Another priority is making the administration ever more transparent and accessible to the citizenry, especially through the use of ICT.

In order to do so, in December 2003, on the advice of the Minister for Reform, the Dutch government drafted a plan called “Another Government” (Andere Overheid), which aims to implement e-government throughout the country as a way to support administrative modernisation. The main goals of the programme include strengthening e-government in the Netherlands in favour of citizens and firms, with particular attention being paid to re-orienting services and competences in a more citizen-friendly way.
Promotion and implementation of reform and innovation

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| In May 1998 Poland appointed an Inter-ministerial Group for the Activation of Public Administration Reform. This group includes representatives of several ministries, each one selected according to his or her competences. On July 15, 1998, Poland created the Department for the Implementation and Monitoring of Administrative Reform. In particular, the Civil Service Office is in charge of implementing administrative modernisation initiatives in an impartial, efficient manner. The following noteworthy initiatives have been implemented:  
• “Friendly Administration”, which rewards administrations that are quality and client oriented (see. infra);  
• “Information service”, whose goal is to improve access to public administration services, including the creation of information kiosks that will help improve relations with the citizenry;  
• “System of the Civil Service”, which establishes the organisational structure for the delivery of public services. |
| The Ministry of Finance’s General Directorate on Public Administration is responsible for presenting administrative reform and innovation projects, preparing studies on the state of advancement of reforms, and defining personnel management policies, especially with regards to staff selection, recruitment, and training. The General Directorate of Public Administration is in charge of implementing administrative reform. This process is regulated by Law n. 4 of the Public Administration of 15/01/2005 and Law n. 51 of 30/08/2005. The recent approval of a framework law on the organisation and functioning of direct administration services will allow for the renewal and innovation of state structures and tasks. In order to simplify the implementation of public administration reform, the Portuguese government created the following institutions:  
• Integrated Evaluation System for the Work of the Public Administration (Sistema Integrado de Avaliação de Desempenho na Administração Pública – SIADAP)  
• Information Technology Support System (Sistema Informático de Apoio – SIA)  
The General Directorate of the Public Administration (IGAP), established in 2000, is another important player in administrative reform. It answers to the Ministry of Finance and Public Administration and is responsible for strategic control, legal management, and auditing of all public services in terms of:  
• Service organisation, management, and delivery  
• Staff policy  
• Administrative modernisation and rationalisation initiatives  
• Quality in public services  
In order to encourage cooperation, the government created the Coordination Unit for Administrative Modernisation (Unidade de Coordenação da Modernização Administrativa – UCMA), a cross-cutting agency involving various ministries and public agencies, which answers to the Presidency of the Council of Ministers and the Ministry of State and Internal Administration. The UCMA coordinates the work of all the institutions involved in administrative modernisation: it identifies, selects, and promotes transversal public administration activities, monitors them, and publishes the results. |
### United Kingdom

The United Kingdom's administrative reform efforts are characterised by their breadth and variety. The leading role is played by activities aiming to improve service quality and the performance of civil servants (as attested to not only by the reform programmes, but also by the many initiatives aiming to grant recognition on quality performance). For years, reform efforts have hinged upon the Service First and Modernising Government initiatives. Both initiatives ended in 2003, as they had achieved their stated goals, and received the Cabinet Office's positive evaluation. Today, reform efforts focus in the following: Public Service Reform; Delivery Reform; Civil Service Reform; Charter Mark.

#### The Public Service Agreement (PSA)

The Prime Minister's Delivery Unit (PMDU), in collaboration with the Ministry of the Treasury, is responsible for Public Service Agreements (PSA). These agreements call for improving public services by working with the departments. The delivery agenda was set during the programme's first year, while procedures were set during the second year. Each government department, including the Cabinet Office, has its own Public Service Agreement, which sets the objectives that must be met, and specifies performance targets and how to measure them.

#### Civil Service Reform

The main goal of this reform effort is to improve civil service performance. Key programmes include the "Professional Skills for Government" (PSG) project, through which the government aims to improve the ways in which public services are delivered through improving the skills of civil servants. The programme is not limited to training, as it includes new procedures to valorise the individual contributions of workers. In order to do so, two types of workers were identified: "generalists" and "specialists", and internal career paths were structured along two paths: "operational delivery, policy delivery" and "corporate services delivery". A very important part of civil servant reform is the "Bringing On Talent" initiative, which aims to strengthen management and create a dynamic working environment.

#### Delivery reform

In order to do so, two types of workers were identified: "generalists" and "specialists", and internal career paths were structured along two paths: "operational delivery, policy delivery" and "corporate services delivery". A very important part of civil servant reform is the "Bringing On Talent" initiative, which aims to strengthen management and create a dynamic working environment.

#### The Capacity Building Programme

In April 2003, the Office of the Deputy Prime Minister (ODPM), along with the Local Government Association (LGA), created the Capacity Building Programme, a three-year programme to improve and develop the leadership capabilities and skills of local councils in order for them to gain public trust. £100 million were invested in order to support the capacity building of local authorities. Beneficiaries include all the counties, district councils, and single-tiers councils and the Fire and Rescue Authorities.

### Czech Republic

The Secretariat of the Ministry of Public Administration Reform was established in 1998. It is coordinated by the Deputy Minister for Public Administration Reform and is made up of 4 departments dealing with the central public administration:

1. **Department for the Reform of the Territorial Public Administration**
   - Coordinates technical and logistical support for territorial public administration reform, as well as coordinating its management. It proposes solutions for all the activities mentioned above, helps prepare new legislation and government and ministerial strategies, and cooperates with other ministries and other public territorial entities.

2. **Department for the Modernisation of the Central Administration**
   - This department is in charge of policy design and implementation with regards to ICT programmes in the public administration.

3. **Department for the Training of Civil Servants**
   - This department is in charge of training strategies and programmes for regional and municipal staff. It collaborates with all the institutions working on training civil servants – university, autonomous learning institutions, specialised secondary schools, and ministerial training and instruction agencies. It also collaborates with the agencies of the state education system, as well as with research and development institutes in the field of human resource management and public administration training.

4. **Department for the computerisation of the P.A.**
   - Established in 2001, it creates strategies and drafts legislation to increase the horizontal coordination of the central administration. It anchors modernisation efforts at the central level. It proposes solutions for the application of modern technologies in the public administration and quality improvement. It continuously analyses the public administration system and drafts proposals for modernisation through horizontal strategies. It evaluates the experiences of developed countries’ public administrations within the framework of the Council of Europe, OECD, and other international organisations. It also formulates proposals to apply best practices from other countries in the Czech public administration.

### Slovakia

As stated in the June 2003 Monitoring Report on Slovakia’s progress in the EU adhesion process – which took place on May 1, 2004 – Slovakia’s administrative reform efforts have focused on implementing the Communitary acquis. Strategic goals have focused on fighting corruption, improving the professional skills of civil servants, and achieving administrative decentralisation.

In order to meet EU standards, Slovakia has hired new civil servants with the required professional skills for the European integration process. There have also been initiatives to achieve greater flexibility in public sector employment and to train civil servants. The Civil Service Act of 2001 was amended in 2002 in order to reflect these efforts. One of the most significant changes was the transfer of responsibilities for recruitment from the Civil Service Office to the beneficiary ministries and institutions. Although the Civil Service Office maintains responsibility for appointing high-ranking officials, the reform does not facilitate the political independence of civil servants.

In June 2003, the government approved the Strategy for Civil Service Reform for 2004-2006 drafted by the Ministry of Labour, Social Affairs, and the Family in collaboration with the Civil Service Office, in order to promote competitiveness and efficiency in the public administration, through, among other things, increasing salaries. Finally, since 2003 the Civil Service Office has promoted a systematic procedure to evaluate the performance of civil servants. The procedure implies close cooperation between the supervisor in charge of the evaluation and the employee being evaluated.

The administrative decentralisation process started in 1990, with the first municipal elections, followed by law 369/90, which created municipal administrations separate from the government. Additional legislation in 1996 divided the country into eight regions, each with its own decentralised government office. In 2002, an additional level of local government was introduced. The law on fiscal decentralisation was approved in September 2004 and began to be implemented in 2005, with a new system to redistribute fiscal income and an evaluation of the possible impact of decentralisation. Despite the well-defined and separate responsibilities of peripheral and central administrations, there are various forms of cooperation between the different levels of government, especially with regards to regional development planning and administrative, economic, and international cooperation. Over 90% of Slovakia’s municipalities belong to the Association of Towns and Municipalities of Slovakia, whose main task is to defend the interests of local administrations. Regional cooperation takes place to the Conference of Presidents of the Higher Territorial Units.

Administrative decentralisation is part of a broader strategy to improve public services, and also calls for the drafting of performance-based strategic budgets and the renewal of civil service regimes. Decentralisation and consolidation of the fiscal strategy are one of the themes of the Country Strategy Partnership 2005-2007 between the Slovakian government and the World Bank, which aims to lower the deficit in order to converge towards Maastricht criteria though a series of structural reforms.

In 2003, the Public Finance Management Project was launched in order to meet these goals.

### Slovenia

Public administration reform has been one of Slovakia’s goals since 1991, and it has received great impetus thanks to the European Union adhesion process.

During the pre-adhesion process (1997-2003) the administrative reform programme included:

- Decentralisation of decision-making processes and devolution of powers to local authorities;
- Improvement of performance and pre-disposition of adequate control mechanisms; introduction of competitiveness and choice of suppliers for administrative services; modern human resource management; the optimal use of ICT, and improvements in the quality of legislation.

During these years, the following aspects most strongly characterised administrative reform in Slovenia.

#### Reform of the organisational framework

The “State Administration Act”, which came into force in 2002, transferred much of the authority for organising the public administration from the Parliament to the government, thus ensuring increased flexibility. It established a clear distinction between political and managerial posts, and made internal ministerial structures more transparent. In the same year, the “Inspection and Supervision Act” and the “Public Agencies Act” came into force. The former introduces a more efficient and better coordinated inspection system, through a unitary legislative framework and the institution of a coordinating council. The latter regulates in a systematic manner all public agencies.

#### Civil service reform

Civil service reform has played a key role within administrative reform efforts. Two key acts were adopted in 2002: the “Civil Servants Act” and the “Act on the Salary System in Public Administration”.

The “Civil Servants Act”, which came into force in June 2003, deals with the entire public sector, and thus with the staff of both central and local administrations. It sets a framework for a professional, impartial, and responsible civil service. The law introduces a distinction between agents of the public administration and politically appointed officials, sets career advancement paths and disciplinary procedures, and creates the Administrative Council, an independent organ in charge of selecting the highest ranking officials.

As set out by the document on public sector development strategies in 2003-2005, the Ministry intends to decrease the number of civil servants by 1% each year through attrition.

#### Improvement of access to services and information

The “Decree on Interaction of Public Administration Bodies with Customers”, which came into force in 2002 and was modified in 2003, established the basic rules that the public administration must follow in their relations with the citizenry. The “Access to Public Information Act” of 2003 regulates the procedures to access information of public interest, and makes it mandatory for public administrations to communicate actively with the citizenry through the Internet.

In September 2005 the Ministry of Public Administration approved the Information Commissioner Act, which creates a single body for supervision with competences previously attributed to two different units by the Access to Public Information Act and the Personal Data Security Act. The Information Commissioner is an independent organ, whose head is nominated by the President of the Republic and approved by Parliament. It also handles the claims of citizens who were denied the right to obtain information from the public administration.
Promotion and implementation of reform and innovation

Spain

Royal Decree (D.R.) 951/2005, of July 29, 2005, establishes the general framework for the improvement of the quality of the General State Administration, and promotes the development of programmes for the promotion of quality and excellence in the public administration by extending a series of basic service improvement programmes to the entire administration; these programmes refer to the following fields:

- Analysis of demand and evaluation of the degree of satisfaction of clients;
- Charters marks;
- Evaluation of the quality of organisations;
- Observatory on public service quality.

Initiatives to improve the general administration of the state are focused on the “public services” and “public function” sectors.

In the public service sector, Spain has launched the following initiatives:

- Law on State Agencies;
- Evaluation and quality.

A bill that still awaits parliamentary approval aims to transform, within two years, several public entities into agencies in order to achieve a new model of goal-oriented management, with a greater degree of autonomy and financial capacity.

Royal Decree (D.R.) 1320/2004, of May 28, 2004 gives the “General Directorate for Service Quality, Evaluation, and Inspection” responsibility for evaluating the quality of public services and policies. The most significant new development contained in D.R. 2004 is that it focuses on evaluating public policies through the principles of transparency, responsibility, and accounting, and also efficacy and efficiency; evaluation is meant to optimise the use of public resources and to make citizens aware of government activities.

Since 1999, the Ministry of Public Administration has drafted a Plan for Quality that reflects the administration’s commitment to improving the quality of services. The Plan is based on three pillars:

- Support for the control, implementation, and evaluation of charters marks;
- Development of a self-evaluation programme on the part of administrative bodies based on the EFQM and CAF models;
- Awards for quality and best practices.

Spain plans to create a “Public agency for the evaluation of quality in public policies and services”, which will be in charge of periodically evaluating public services, and involving citizens in the process. In the “public function” sector, initiatives aiming to improve the public administration include:

- A public function charter;
- Modernisation of selection procedures;
- Good governance code.

Sweden

The government law “Central government administration in the public sector” (1997/98) highlights the goals for the new millennium, which focus on making the public administration more available to the citizenry, in order to gain the public’s trust and create favourable conditions for employment and growth. In such an administration, central government agencies perform their tasks in an open, service-oriented manner. The law mentioned above includes an action plan to reach administrative policy goals, and which is addressed to executive management groups as well as to all employees.

Government Offices play a vital role in supporting and monitoring the implementation of the action plan. The central administration’s policy is to create organisational, governance, and management models based on democracy, efficiency and the rule of law.

Achieving these goals requires continuous reform efforts at all levels. Long-term development requires changes that need to be examined by single agencies, sometimes in collaboration with one another.

The principles upon which the action plan rests are the inspiration behind the measures to be implemented; these include:

- Openness and responsibility
- Better services for citizens and firms
- Development of competences and quality
- Concentration on central government activities
- Governance agencies oriented towards the action plan
- Improved documentation in the decision-making process
Public administration reform in Hungary was encouraged by EU access procedures. It is characterised by a strong desire to innovate both the organisation of the system and its working processes, through recognising territorial anatomies and promoting technological innovation and modernisation. The creation of local governments was one of the main successes of administrative reform in the last 15 years, and the e-government programme is an equally ambitious goal in light of the fact that it entails both infrastructural and organisational upgrading.

The guidelines for administrative modernisation strategies can be found in the government programme for 2004-2006, "New Dynamism for Hungary! – Government programme for a free and fair Hungary". It sets the following goals:

- Optimising the use of EU funds;
- Preparing profound changes in the public administration: decentralisation and rationalisation;
- Beginning discussions with cooperating partners on the transformation of the public administration;
- Promoting and supporting inter-municipal cooperation;
- Further develop IT use in order to create a modern public administration;
- Delivering client-oriented services; in this field priority is placed on achieving social equity since programming is not limited to improving the quality of services in a cost-efficient manner, but it also seeks to ensure that all citizens have access to quality services.

The following activities have been identified as priorities in order to help achieve the above goals:

- The establishment of 168 micro-regions – neighbouring settlements grouped on the basis of functional relations and organised around one or more towns – which can become a platform for the development of decentralised decision-making modalities;
- The re-assignment of administrative responsibilities related to local and municipal services;
- The creation of a shared framework for cooperation between local governments with regards to municipal services that cannot be delivered efficiently on a local basis;
- The definition of regions that are large enough to allow the implementation of development projects financed by EU funds.

The reform process includes the preparation of a new law on administrative procedures, cooperation with the private sector and non-profits, the development of IT, the certification of services, and new policies for public sector employment.

The IDEA Programme

The IDEA Programme was initiated by the Interior Ministry in order to strengthen administrative decentralisation (independence of local governments, financial autonomy, etc.). IDEA is an agency dedicated to defining overall reforms for the Hungarian public administration.
- So far, IDEA has played an important role in administrative decentralisation and re-organisation.

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2 Information service: [http://usc.gov.pl/gallery/78/783.pdf](http://usc.gov.pl/gallery/78/783.pdf), (available in English)