



BUILDING A POSITIVE IMAGE OF PUBLIC ADMINISTRATION THE EUPAN MEMBERS' EXPERIENCE

Overview Paper

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Building a positive image of public administration

The EUPAN Members' experience

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Summary

Why is public image important?

Public image of an organisation is crucial to its success. This statement is perfectly known to private businesses and goes along with a socio-psychological truth that if people perceived things as real they are real in their consequences. Therefore, given the evolution of the way the public sector is managed, the question of image of public administration is given more and more attention by governments.

Well-functioning public sector is necessary, but not sufficient for building trust in the public sector as there is no evidence of a direct causal link between the performance of government, and citizens' trust in government. Negative opinions on public administration often coincide with positive evaluations of specific services. Public perception usually refers to overall (often stereotypical) image of public administration.

Furthermore it is commonly believed that citizens' confidence and trust in public administration is low and has been declining in recent years. This becomes even more evident due to present economic situation worldwide. At the same time, a high level of trust may serve as a base for public acceptance for sacrifices during the crisis.

Strengthening trust capital is one of the best ways to increase public sector productivity, to lower transaction costs, as well as to encourage politicians to run key reforms. Restoring trust requires usually much more time, resources and efforts than planned and sustained efforts to establish and maintain goodwill and mutual understanding between public administrations and its publics. That is why it is of utmost importance for public administrations to focus on the latter activities.

Experience of EU Member States

The credibility gap between the public and public servants has become a key element of a negative image of public administration. It results in growing concern of many governments and opinion leaders over citizens' dissatisfaction with public services and with the public administration's image as a whole. Such concerns frequently trigger public debates on functioning and performance of public administration, especially in times of financial crises.

Existing studies on public attitudes toward public institutions and towards public administration show a great differences among EU Member States. Image of public administration turns out to be a complex entity determined not only by various norms, expectations and individual experiences but also by different cultural, political and socio-economic development of EU Member States.

Some studies reveal considerable fluctuations of public attitudes which can be observed in many countries. In other countries, there are no appropriate time-series data supporting statements of a negative image and widening the credibility gap.

Many European governments undertake efforts to monitor, analyse and synthesize findings of quantitative and qualitative studies. Such analyses often lead to development of national strategies aiming at improving trust and confidence in public administration and at more effective and efficient delivery of public services.

The paper presents data on public perception of public administration and its performance, institutional settings for monitoring and analysing public reactions as well as examples of public administration responses to restore and maintain citizens' trust in selected EU Member States and European Commission

The information were provided by Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Finland, Germany, Hungary, Italy, Lithuania, Luxemburg, the Netherlands, Poland, Romania, Slovakia, Slovenia, Spain, Sweden, Switzerland and the European Commission as a feedback to the Polish Presidency request on sharing experience in the field of building image of public administration in the EUPAN Members' administrations. The country chapters are presented as they were received from countries.

The aim of this activity was not to run a comparative research on image of public administration but to create an opportunity to present and discuss the countries' experiences and knowledge on what public administrations do in order to increase the level of positive perception of its image among the public and to present latest developments aimed at facing the challenges deriving from the modern world.

The EUPAN Members were addressed with a factsheet template (see annex 1) and were asked to provide information on the following aspects:

- 1 Image of public administration among the public.
- 2 Government efforts to monitor and analyse public attitudes towards public administration.
- 3 Government initiatives aimed at improving negative image of public administration.

The purpose of the below summary is not to compare nor to rank in any way the countries as far as their approaches toward the issue of building image of public administration are concerned but to outline the most visible aspects of understanding of the issue and of its practical implementation.

Image of public administration among the public

There are broad differences across MS as far as the public perception of public administration in general is concerned. These may vary from negative ones, especially with regard to effectiveness and efficiency (Bulgaria, Czech Republic, Hungary, Lithuania, Slovenia) to very positive results of the opinion polls (Finland, Luxemburg, the Netherlands, Sweden, Switzerland). Some countries indicate continuous increase of confidence and satisfaction in public sector (Italy, Spain).

Nevertheless even countries with, as it was quoted, traditionally high level of satisfaction with public sector activities, noted a slight deterioration in the image of public administration (Finland).

However it must be also emphasized that the level of perception differs as far as various kinds of public services are concerned.

As for the trust in civil servants and politicians, the results of the public opinion surveys also vary. While, for instance, in Bulgaria there is no specific attitude regarding top civil servants as unlike the politicians, they are not at the front line of the public interest, the results of the opinion polls from 2007 in Poland show a very low level of trust in both groups. At the same time, Finnish society seems to trust more in the system than in civil servants.

Significant differences among countries can be also noticed in the area of the perception of public administration as an employer. In countries such as Belgium, Luxembourg, Finland public sector is perceived as one of the “most-wanted” workplaces. Bulgarian and Czech citizens do not consider public administration as an attractive employer due to low remuneration and limited possibilities of career development.

Government efforts to monitor and analyse public attitudes towards public administration

The information on how governments monitor and analyse public attitudes towards public administration show a great variety of approaches. As the source of information serve different kinds of researches using both qualitative and quantitative methods, either tailor-made and commissioned by governments or researches conducted by other institutions, international and national statistics. Almost all countries indicated also other initiatives – more focused on an individual service performance – as a reservoir of data on the perception of public sector. NGOs’ as well as academic circles play also an important role as a source of information and an independent observer of public activities (Bulgaria, Hungary, Finland, Slovakia).

Most countries indicate that they do not have a central system of monitoring public attitudes toward public administration. However such countries like Spain, Luxembourg, the Netherlands, Sweden, Switzerland declare a systematic approach focusing mostly on service delivery and citizen satisfaction. Italy indicates also examples of new methods of monitoring citizens’ evaluation

of service delivery that exist alongside with periodic surveys commissioned by public bodies and conducted at national level. Germany, Finland and the Netherlands conduct analyses on the attractiveness of public sector as an employer. Recently, Poland undertook a comprehensive study on the public perception of civil service consisting of three modules – qualitative research, quantitative research and analysis of social discourse on the civil service. A similar initiative had been conducted earlier by Romania.

The results of the surveys are made public and popularised by different means. These include web pages of particular organizations, regularly issued reports as well as conferences, seminars etc.

Belgium, Bulgaria, Cyprus and Luxemburg also draw attention to the importance of the researches' results for strategic management and implementation of reforms.

Government initiatives aimed at improving the image of the public administration

Most of the countries indicate that they do not have an integrated, strategic approach aimed at improving citizens' perception of public administration performance. Instead of launching image campaigns, administrations focus on implementation of strategic reforms (Belgium, Bulgaria, Czech Republic, Hungary, Italy, Spain). This improving-by-doing attitude is also followed by individual as well as joint initiatives of governmental organizations at different levels (Cyprus, Czech Republic, Denmark, Italy, the Netherlands, Poland, Romania, Slovenia) which result in reducing red tape, the increase in the level of quality of service delivery, citizens' satisfaction, better communication between citizens and government, the outcome of which may be an improved perception of public administration as such.

Another aspect of this issue are the initiatives taken by governments in order to increase the attractiveness of public sector as an employer as well as initiatives aimed at raising image and prestige of civil servants.

These are for instance the actions taken up in order to facilitate the entry to the civil service (Cyprus) by setting clear rules of recruitment and selection.

Other initiatives include those that help promote the public sector and position it as at least as attractive as private sector (Belgium, Finland). These undertakings are aimed at presenting different career opportunities the Government has to offer and to acquire the best candidates while competing successfully with private employers.

Example of taking advantage of human resources and organizational management tools such as management by objectives for public organizations and performance related career development for civil servants were brought up by Luxembourg and Switzerland.

Last but not least there are initiatives focusing on ethics, ethos and transparency of public service. Such initiatives taken up for instance by Denmark, the Netherlands and Poland include establishing and implementation of codes of conduct as well as other tools aiming at increasing civil servants' morale and professional competencies or, in the case of Italy, they refer to the total disclosure on data and figures concerning the public administration.

Image of the European Union public administration

The paper includes also information on the issues related to public image of EU public administration. On the whole, surveys tend to indicate a higher level of trust in the EU institutions than in national ones. The European Commission indicates a comprehensive approach to monitoring and analysing public opinion by use of such tools as Eurobarometer, media monitoring and analysis as well as political reporting. A wide range of initiatives are also present in the field of improving the image. These include daily communication policy (also with use of social media), public events and educational initiatives.

BELGIUM

Image of public administration among the public

The image of the public administration has shifted these last 10 years in Belgium and the process is going on. The Copernic reform launched in 2000 has triggered a deep transformation of the federal public administration, putting the focus on the citizen for the first time. The objective of the reform was twofold: becoming a better service provider and a better employer.

In 2010, the federal public administration was for the fifth consecutive year named 'Top Employer in Belgium', on the basis of independent research by the CRF Institute, a specialist in the field of international research into working conditions. The federal public administration was one of 34 organizations that have been certified in 2010 by the CRF Institute.

Their research showed that the federal public administration in Belgium takes 'exceptionally good' care of its staff, offering young talent good working conditions, outstanding training and development programs and career opportunities.

Government efforts to monitor and analyze public attitudes towards public administration

Each federal agency is responsible to conduct its own customer monitoring and most of them do so. FPS P&O offers to those interested a consulting service to facilitate the organization and execution of such project. Most of the time, surveys conducted are quantitative surveys and they concentrate on service delivery performance. For agency with a wide audience such as FASFC (Agency for the Safety of the Food Chain) for example, survey will also focus on image and awareness and in that case, usage of a panel representative of Belgium is envisaged.

Government initiatives aimed at improving negative image of public administration

In 1998, the agency for administration simplification was created. Since then, hundreds of projects were successfully implemented (all successes on <http://www.simplification.fgov.be>). They have contributed to the improvement of the image of the administration as they have simplified life for companies and citizens in many various aspects.

In 2000, the major Copernic reform was established to fill in the gap between the citizen, the civil servant and the administration which was suffering at that time from a lack of confidence after various major crises. A huge program of modernization was launched across all agencies with the objective to become a better service provider and a better employer. It was based on 4 pillars: a new organization structure, a modern vision of human resources, a new management culture and new working methods. The reform was introduced with a very strong sponsorship from the first minister and a recurring communication campaign within national and international media.

In 2006, a decision of the council of ministers encourages all federal agencies to regularly conduct customer consultations. Since then, the number of satisfaction survey projects has increased dramatically within the public administration. Sometimes launched at first to meet the council decision requirements, those projects are since then considered as delivering extremely valuable input, expected to feed on a regular basis the organization strategic reviews.

One cannot tackle the image of the public administration in Belgium without talking about the Selor success story. Selor is the new name given within the Copernic reform to the official recruiting office for the federal administration. The new name was only the visible part of the iceberg, announcing a major transformation. In 2002, the Selor began to position itself on the job market in Belgium, with the objective to promote itself as THE doorstep to the federal administration. However, Selor realized that before working on its own image, work had to be done on the image of the public administration as an employer. As a consequence, the first efforts of Selor on the market did focus on creating a coherent employer brand for the public administration. To do so, many advertising

campaigns were launched, most of them using an innovative tone for the administration: humor. Results did follow: in 2006, Selor received 100,000 job applications, to be compared to the 55,000 received 4 years earlier. In 2008, Selor has operated a change in its communication campaign as it does not promote the public administration as a whole anymore but does promote each agency separately, building a coherent story for each of them. From posters in railway stations to video posted on facebook, Selor continues to innovate and is certainly one of the major contributors to the new image of the public services in Belgium.

BULGARIA

Image of public administration among the public

General attitude towards PA is negative, especially in regards to effectiveness and efficiency, and administrative service delivery.

There is no specific attitude regarding top civil servants. Unlike politicians, they are not at the front line of the public interest.

PA as an employer is considered unattractive mostly due to the lower levels of remuneration. Another reason for that is the unsatisfactory career development.

Government efforts to monitor and analyze public attitudes towards public administration

In addition, we use several tools to monitor, analyze and improve the image of PA:

1. The Administrative Capacity Operational Programme (ACOP) is used actively to indirectly improve the image of the PA. Project implementation leads to improvement of a certain aspect of the PA and thus it influences the attitude of citizens and businesses towards it.
2. The portal www.strategy.bg is used as a public consultation tool and that is a form of transparency. It serves as a source of information for the latest development in the various policy areas.
3. www.saveti.government.bg is a portal of all consultative units to the Council of Ministers. Those operate in various policy areas and serve as a wider representation of society in policy making processes.
4. A chapter of the Annual Report on the State of the Administration is used to reflect the number of appeals regarding public service delivery for instance.
5. The System for Self-assessment of Administrative Service Delivery is used to determine the most common services and thus we focus on their improvement (time, bureaucracy and cost).
6. There are forms of surveys regarding service delivery at front offices of institutions. Hotlines are available as well.
7. NGO and consultancy companies' reports, based on surveys are another source of information on public opinion. Media are a day-to-day source of information as well.

Incoming information from all those tools is being analysed by the Secretariat of the Council for the Administrative Reform and measures are being drafted and implemented.

Another very important image improvement method concerns students. We collaborate with higher education institutions – public lectures, meetings, round tables, as well as internships in order to popularise the civil service. We are about to start implementing a nation-wide project under ACOP for the organisation of a universal PA internship programme for students.

Government initiatives aimed to improve negative image of public administration

Our basic understanding is that the image of PA will improve through the improvement of the sector as a whole. A smaller, transparent, effective and efficient professional administration, delivering fast and cheaper services, will gain a good image by default. Our approach is strategic due to the interconnectedness of policies and processes.

In 2010 we launched an initiative to optimize the administration. Upon conducted analyses, over 500 measures are being implementedⁱ in three aspects – structures and functions, effectiveness and efficiency, administrative service delivery. Measures included disbandment of structures, merging of administrations, disengaging redundant staff, improving expenses and budgetary programmes.

This initiative is influencing positively the image of the civil service. Again in 2010 we set three goals that we will achieve by the end of 2011 - A new Classifier of Administrative Positions, a new Remuneration model for the civil servants and an updated individual Performance Appraisal System.

ⁱ 28 administrative structures were disbanded to this day. The government achieved a reduction of 9 098 servants in the administration or 12.70% of the total number of servants

CYPRUS

Image of public administration among the public:

In general, the image of Cyprus' PA is neither positive nor negative. And this is due to the fact that, there are factors in the PA which make public/ citizens happy and satisfied and some others which make them not happy and satisfied. These factors are related mostly to the quality of service provided to the citizens, in terms of the number of services provided, the response time (the capability to commit on deadlines and how efficiently they are met) and the quality of response. In addition, another important factor is the continuous communication of the PA with the citizens which ensures transparency and trust and implementation of reforms, especially in times of austerity.

It should be noted, that the perception of public administration as an employer is generally very positive due to the attractive working conditions. These are, mainly, the job security, the good working hours and the level of salaries, especially for the newcomers.

Government efforts to monitor and analyze public attitudes towards public administration:

In general, the Cyprus Government does not commissioned any tailor-made researches aiming at monitoring and analyzing public attitudes towards public administration. However, surveys are usually carried out in the cases of promoting/ launching of reforms/ reform measures aiming at establishing the level of satisfaction of citizens and identifying the areas of improvement, so as to take corrective action. For example, when the Government established the Citizen Service Centers (CSCs) in 2005, a citizen satisfaction survey was carried out in 2007 by the Statistical Service.

Government initiatives aimed at improving negative image of public administration:

There is no integrated, strategic approach aiming at improving the possible negative image of PA. Nevertheless, there are individual initiatives of government organizations aiming at improving the image of the PA, and citizens' perception of public administration performance. For example, the establishment of CSCs was one of these initiatives/ reform measures promoted and implemented by the Public Administration and Personnel Department (PAPD) of the Ministry of Finance, which contributed towards the building of positive image of the PA, even more their expansion both in terms of number and services provided to the citizens. A few other measures are, amongst others, the following:

- The establishment of a Contact/ Call Centre, aiming at delivering administrative information and/ or handling of cases from the point of filing a request to the point of service delivery
- The amendment of the "Evaluation of Candidates for Appointment to the Public Service Law", aiming at modernizing and accelerating the procedures of filling vacant posts at first entry level as well as, and most importantly at introducing more transparent, objective, trustful and fair procedures for the evaluation and selection of employees in the public service.
- The implementation of a project undertaken by the PAPD for the "Re-organisation and improvement of the administrative capacity of the PAPD (Ministry of Finance) and the Labour Department (Ministry of Labour and Social Insurance)". The project's overall objective is the improvement of the provided services and the internal operation of the two aforementioned Departments, as well as the development of a series of methodological tools that will be horizontally implemented, so as to enhance the operation, efficiency and effectiveness of the Organisations (Ministries / Departments) of the Civil Service in Cyprus. The project's budget is €2.199.905 and it includes actions relating to:
 - The improvement of the efficiency and effectiveness of the Public Administration

- The decentralisation of competences and the enhancement of the strategic role of the PAPD
 - The modernisation, simplification and codification of the legal framework
 - The simplification of procedures
 - The adoption of modern practices, and the use of ICTs
 - The introduction of strategic planning methods
- The implementation of the project undertaken by the Cyprus Academy of Public Administration (CAPA), titled “Training programme for the development of the strategic, leadership and management capacity of the Cyprus Civil Service” (with a budget of €3.118.498), aiming at the enhancement of the strategic, leadership and management capacity of the Cyprus civil service through the provision of learning activities and work-based projects. More specifically, its specific objectives are: a) the assessment of the current learning needs in the areas of strategy, management and leadership and b) the study of the best practices in Europe in these domains. The design, implementation and evaluation of a comprehensive programme of upgrading the skills of managers in these areas would be based on the results of a) and b). This comprehensive programme includes two dimensions: a) training programmes for meeting the learning needs managers in the domains mentioned above and b) developmental initiatives in the organisations of the participants. These initiatives will be based on action plans, which the managers themselves will prepare during the training programme and which will be required to implement within their organisations after the programmes are completed. In the context of the project 2.500 managers from the senior, middle and junior levels would be involved. It should be mentioned that this initiative contributes, also, to the raise of image and prestige of civil servants.
 - The implementation of the project undertaken by CAPA, titled “Training for the development of the management and leadership capacity of the local self-government organisations” (budget of €2.042.576), aiming at strengthening the administrative and leadership capacity of local self-government organisations through the training of 1.500 permanent officers and elected officials. More specifically, the project’s specific objectives are: a) the identification of learning and development needs in the areas of management and leadership and b) the study of best practices in EU region, in these areas. On the basis of these two, a comprehensive training programme will be developed and implemented. During the training programmes, participants will propose developmental initiatives to be implemented after the training at their organisations.

CZECH REPUBLIC

Image of public administration among the public:

Public Opinion Research Centre of Institute of Sociology of Academy of Sciences of the Czech Republic was conducted a survey "Satisfaction with the areas of public life". The survey was conducted from 6th of June to 15th of June, the participants were the citizens older than 15 years and the total number of respondents was 1006.

There is the greatest dissatisfaction with the state of corruption (84% "very or rather dissatisfied), economic crime (78%), political situation (74%) and unemployment (73%). Serious reservations were also routed to social certainties (66%) and the functioning of the economy (63%). Around half are dissatisfied in items public safety (53%) and the possibility of participation of citizens in the decision – making (53%).

During the six months that have passed since the last satisfaction survey of our citizens with these areas, there was a significant rise in the assessment of political discontent situation in the Czech Republic (by 18% points) in the possibility of participation of citizens in decision – making, satisfaction with the Republic Membership in the EU. If we compare the results over a longer period of time (since 2005), we find that satisfaction with the political situation is the lowest in the last six years. The growth of discontent undoubtedly connected with events in the governing coalition.

View of state officials is influenced by the negative attitude of citizens to the current political situation. Problem of corruption is associated with the activities of citizens of the state administration. Considerable share of the negative perceptions of civil servants have the media.

From the perspective of citizens who are not employed in public administration dismissals and savings in the state sector are perceived positively. By the government personnel are perceived negatively, on the contrary (there have been several strikes of civil servants).

Government efforts to monitor and analyze public attitudes towards public administration:

Between sources of information include Public Opinion Research Centre of Institute of Sociology Of Academy of Sciences of the Czech Republic, Czech Statistical Office and private agencies for the research of the public opinion. The results of the research are disseminated through media and on Internet.

Government initiatives aimed at improving negative image of public administration:

The Government accepted The Strategy of the effective public administration and cooperates with non-governmental organizations, international organizations (OECD, EIPA) and fulfills the strategy through operation programmes.

There is a system called „Czech Point“ in the Czech Republic since January 2008 which is operated by the Ministry of the Interior. Czech Point means the Czech National Information and Verification Terminal.

It is a focal point of public administration, providing citizens with particular verified data in the central registry, such as criminal record, trade register, land register, ..

Czech Points serves as an assisted place of public administration to communicate with the state through a single point so that the "citizen data not circulate"

There is Institut of the Public Administration in the Czech Republic which offers courses in "soft skills" – teaches officers how to effectively deal with people.

DENMARK

There are a range of different initiatives in Denmark at both central and local level to build trust in the public administration and include citizen perception and satisfaction in the development of services. Many initiatives are situated at local level, where the meeting between the citizen and the public employee occurs. The different sectors, furthermore, often has evaluation and/or monitoring organizations specifically targeted the sector. It is therefore difficult to give a complete overview. The initiatives mentioned here is only a selected few based on government programs and activities aimed at larger parts of the public sector.

Image of public administration among the public:

- The trust in the public sector is estimated to be high in Denmark.
- Denmark does not have a state-initiated monitoring system for measuring public perception of the public sector in its totality. Public perception and satisfaction with the public sector services is normally monitored, analyzed and used at the level of the institutions and/or at municipality/regional level for the different welfare areas.

Government efforts to monitor and analyze public attitudes towards public administration:

- Citizen satisfaction with public sector service is an important issue for the Danish government. A main goal in the *Quality Reform* from 2007 and later initiatives is to put the citizen in the center of the public service delivery and enhance the institutions ability to innovate and increase quality.
- The government initiated in 2009-10 a pilot project in collaboration with Local Government Denmark regarding a concept for *comparable customer satisfaction surveys* for among others daycare, eldercare, and schools. Most public institutions have implemented some kind of customer satisfaction surveys to receive feedback from the citizen regarding possible development of services.
- As a part of trust-building and transparency the Danish Parliament has elected an *Ombudsman* to consider complaints about public authorities. The Danish Parliamentary Ombudsman is a lawyer and can consider complaints about decisions made by administrative authorities and about their treatment of people and processing of their complaints. The Ombudsman can state criticism and recommend that authorities change their decisions. The Ombudsman also considers cases on his own initiative. Yearly the Ombudsman give an annual report on his activities to Parliament which gives statistics and highlight statements on individual cases which may be of general interest.

Government initiatives aimed at improving negative image of public administration:

- In June 2007 a *Code of Conduct for Public Employees* was published by the State Employer's Authority, in cooperation with Local Government Denmark and the Danish Regions. The aim of the Code of Conduct is to communicate to both managers and employees, in a clear and accessible way, a number of the fundamental rules and conditions applicable in the public sector. The code is also a means of avoiding situations, which – for instance in the media - could raise doubt about the behaviour of public employees. The Code of Conduct for Public Employees describes a number of fundamental rules and conditions applicable in the public sector within the following themes; Core values and principles of the public sector; Instructions from superiors; Freedom of expression; Confidentiality; Capacity; Gifts and benefits offered; Involvement in additional activities; General principles for behaviour; Reactions upon sanctions. Thus, by building upon fundamental values of the public sector, the Code of Conduct supports behaviour that strengthens the citizen's confidence in public sector administration. The code of conduct takes the form of general guidelines, allowing for

the designation of rules appropriate to the needs of specific sectors. Apart from the description of rights and obligations for public employees and general guidelines on how to handle various situations, the code includes a number of practical and relevant examples in order to illustrate the text.

- The Danish Government in cooperation with Local Government Denmark and the Danish Regions presented in May 2007 *Nine Principles for Good Service in the Public Sector*. The aim of the principles is to involve the citizen's resources and unique situation in the service delivery, to increase the perception of equality and participation in the meeting between the citizen and the public sector. The principles include for example: meeting the citizen at eye level, clear communication, defined expectations, handle errors as they happen, humility regarding role and power, care of resource, coherence in the meeting with the public sector, professionalism and development of services. The nine principles is a frame for dialogue regarding good service in the individual workplace in the public sector and are supported by a range of different tools, to inspire the managers of the public sector institutions. The toolbox is developed in close cooperation with eight pilot institutions.

FINLAND

Image of public administration among the public

The general attitude towards the public services is relatively high and stable in Finland. E.g. According to the Finnish Public Service Barometer the customer satisfaction level has remained around 8 (on scale 4-10) from 2002 to 2011.

When studying the trust towards the public administration there are a few sectors which tend to score very high and above the other sectors. These sectors are the police and the justice department. The trust towards the public administration has traditionally been very high in Finland, but lately the trend has been negative. When studied the trust level towards the public administration institutions is still relatively high but the trust towards the civil servants seems to be declining. In other words one could say that people trust the system more than the people.

The perception of the public administration as an employer is very good based on recent studies. E.g. according to a survey made in April 2011 the Government (the State administration) **is the most popular employer in Finland** among the 106 employers studied in that survey. In comparison private enterprises such as Nokia and Microsoft were on the places 11 and 12. The City of Helsinki which is the biggest employer in the municipal sector of Finland was on the 14th place.

Government efforts to monitor and analyze public attitudes towards public administration

The satisfaction, trust and image surveys are all conducted by the public administration itself or commissioned by the public administration. In addition also independent research is done by different private organizations, universities, trade unions, newspapers etc. All that information is also used by the government. When ever international comparisons are available they are also looked into.

Different survey methods are used, some of the studies are more quantitative and some more qualitative.

Government initiatives aimed at improving negative image of public administration

Regarding the image of **the public services** we rarely use any image campaigns. Instead we believe that the image can be improved by improving the quality of services. As the general satisfaction level is relatively high, it is e.g. difficult to attract the attention of the media into the results of the satisfaction surveys. We however do try to pay attention to the branding and marketing of the services and so increase the awareness of the existing services and what can be expected when using those services.

On the other hand, regarding the image of **government as an employer** a lot of attention has been paid to image building and marketing activities. The Office for the Government as Employer carries out different measures aimed at young people. The measures and steps put into practice aim to present and make known the different work opportunities the Government has to offer. Recruitment events and expositions organised by universities and colleges, recruitment videos and brochures and the website Valtiolle.fi are among the most visible steps taken. Agencies are welcome to join in this activity. Internships in departments and agencies is a practical way to acquaint young people with the versatile work assignments and the working environment of the Government. The Office for the Government as Employer encourages departments and agencies to take good care of the reception, familiarisation and guidance of interns, so that the generated image will be positive and ensure the Government's attractiveness as a future employer. Along with the external employer image it is also important to care for the internal image and competitiveness. The most efficient campaign in the future competition for labour force is our current personnel – skilful and satisfied civil servants.

The website www.valtiolle.fi offers information about the state as employer. Information can be found in the official languages in Finland, namely Finnish and Swedish. The information has been divided into eight main sections:

- Working for the state – General information about and some characteristic features of different jobs at the state.
- Get to know the employers – State offices, institutions and operational units present themselves as employers.
- Get to know the employees – A number of state employees tell about their experiences from working for the state in writing. In addition, there are five video presentations.
- Recruitment to the state – Basic information about the recruitment process and applying for a job at the state. The eRecruitment tool Heli is also introduced (In the eRecruiting solution one can find information on the job openings of the government and apply for a job, leave an open application for a government position, update the application and use the search watch for selected jobs),
- Young people and students – Information related to diploma work and practical training at the state.
- Articles – A forum for articles related to the state as an employer.
- Events – Recruitment-related fairs and other occasions relevant to state organizations.
- FAQ – Answers to some frequently asked questions.
- Nominations – Here is presented the nominations done in the different state organizations.

GERMANY

Image of public administration among the public

There is a broad consensus in Germany that the German public service tends to be a little bureaucratic, but on the other hand guarantees a high degree of legality and appropriateness of administrative action.

People rely on the smooth application of the rule of law and value this. Experts (from academia, cooperation with industry, management of the administration, democratic process) highly esteem the public sector in Germany as a partner and interlocutor. The public sector is also seen as a competitor and a modern actor.

Government efforts to monitor and analyze public attitudes towards public administration

Against the backdrop of demographic change, the ministries and agencies conduct their own analyses of their strong and weak points in order to enhance their attractiveness as an employer. Among others, the following institutions carry out research and surveys on specific aspects regarding the image of the public sector:

- Deutsche Hochschule Speyer (German University of Administrative Sciences), Speyer
- Forschungsinstitut für öffentliche Verwaltung (FÖV) (German Research Institute für Public Administration), Speyer,
- University of Potsdam,
- Bertelsmann Foundation, Gütersloh
- Kommunale Gemeinschaftsstelle KGSt (joint competence centre of local governments for managing the public sector), Cologne
- as well as the Hans Böckler Foundation (linked to the German Confederation of Trade Unions), Düsseldorf.

A number of Government initiatives are also effective on improving image of public administration.

Specific measures are taken to reduce shortcomings and build on strong points but they do not aim mainly at the image. These measures include better communication or programs to enhance the attractiveness of the public sector (better reconciliation of work and family life, flexible working hours, mobile work, HR management geared to specific phases in life, value-based leadership etc.).

In addition, government is developing „open government“ instruments at all levels in order to prevent administration and politics from losing trust.

HUNGARY

Image of public administration among the public:

As image of public administration is a somewhat reflection of the citizens' perception, which can be observed most probably through the various kinds of opinion surveys. Therefore, the first task is to conceptualize the both notions of image and public administration. For the sake of simplicity we recognize image as the projection of the uncertain combination of confidence/trust and satisfaction. Public administration in the eyes of the public is similar to the Indian parable of the elephant and the blind men, so when asking general assessments on public administration (for example Do you trust in public administration?), each of them would think about a specific part, which, to some extent, refers to public administration, but as a whole. Another distorting factor is that citizens are prone to blur the activities of the government with the public administration (or public sector, public institutions, civil service, public service etc.), the respondent would likely be influenced by his/her negative/positive opinion about the government regardless to the personal experiences gained by having used any of the public administration services. In order to measure citizens' trust in the public administration, one should take a look at the generalized trust first. Our finding is that trust in the public administration does not depend solely on the performance of the sector, but the general characteristics of the society as well.

Paternalism and distrust

On the cultural map of the World Values Survey (WVS), Hungary can be found among the European countries with secular-rational values (it has a score of 6.3 out of ten). Yet on the attitude-openness scale, it only has a score of 1.8, which puts it to the lowest segment, in the company of Russia, Moldova, Ukraine and Bulgaria. The additional national survey on cultural values and attitudes found that Hungarians distrust their institutions, especially the political parties, the government, Parliament, the media and the trade unions (only the Hungarian Academy of Sciences is trusted) and do not trust their compatriots either. Fifty-six per cent of Hungarians think they do not trust others at all or mostly not. Two-thirds of Hungarians think that they are honest but their compatriots are not. They have a similar opinion about corruption: it is thought to be much more prevalent than it is actually. Four-fifths of Hungarians think that no one can become rich in Hungary with honest work; and those who wish to succeed need to break certain rules.

The overview of a number of other surveys like Eurobarometer and the European Social Survey shows that Hungarians are less critical of tax fraud and the unlawful access to state aid than people in Poland or the Czech Republic and are relatively tolerant towards petty offences: getting a free ride on public transport is a forgivable sin. Public support for government measures to reduce social inequalities is very high in Hungary, second only to Greece. The decisive majority of Hungarians think that the state is duty-bound to guard its citizens from a wide range of threats but, in terms of the individual's readiness to assume risks, they are behind the average in the European Union.

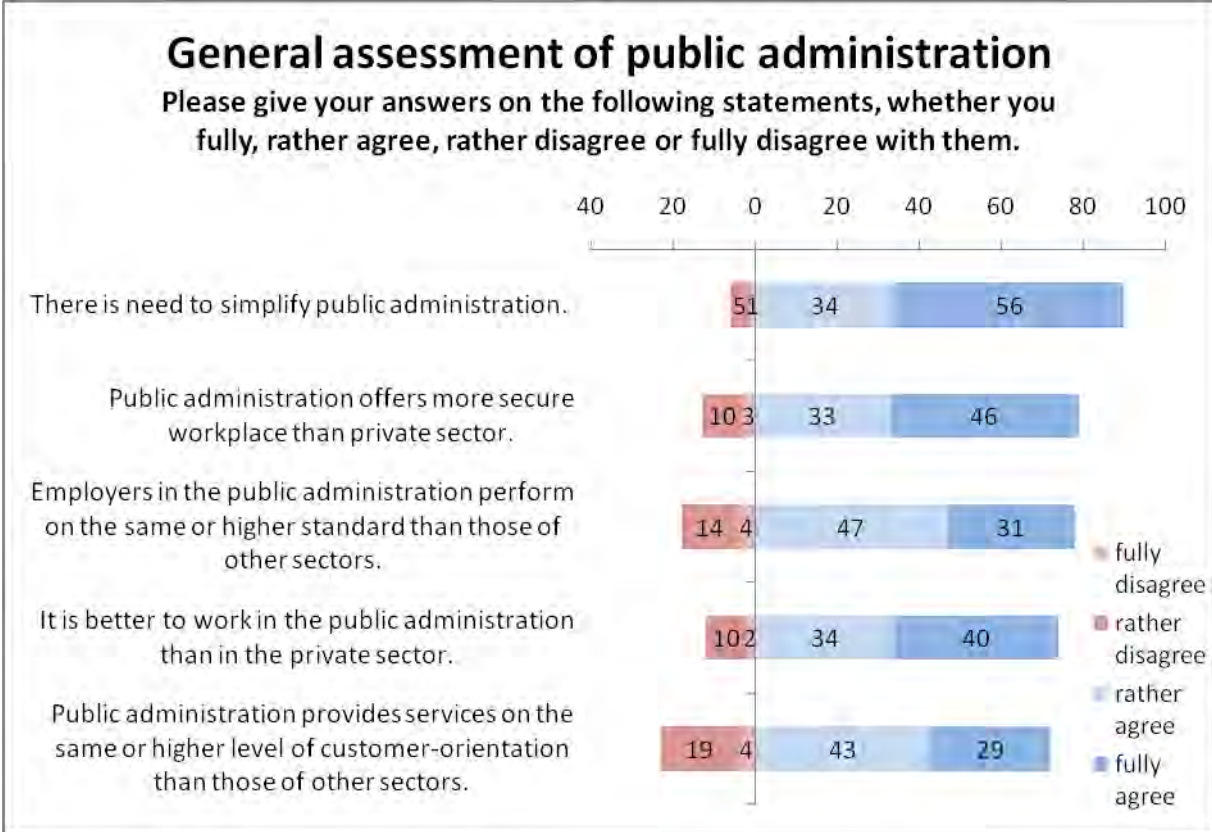
The surveys include a question that refers to so-called "generalised trust": do you trust the majority of your fellows or can you never be too cautious? Another related question: to what extent do you trust Hungarian institutions, politicians, business organisations and government, the media, trade unions and public authorities? Do you believe that they serve our interests and are their actions fair? The third relevant question refers to participation in civil society. How do you value friendship and neighbourly relations; how ready are you to help others or cooperate with them? As for trusting others, Hungarians are not at the bottom of the European list, but trust in the institutions and participation in civil society is extremely low. The consequences can be measured and seen all around us: public institutions operate ineffectively and at a high cost, and morale in general is low.

"I cannot get my business done because the authorities don't care. Right or wrong, I have to get it done through the back door." Day-to-day frustration undermines public trust even more. As we have

no confidence in our institutions, we prefer underhand deals to get our business done. Most people think that the rich prosper at the expense of others. Which means that many people see business as a war in which everybody is against everybody. Nowhere in the world where WVS surveys have been conducted is that belief as strong as in Hungary.

General assessment of public administration

However, when it comes to the assessment of the specific services upon concrete experiences, the citizens tend to give more positive answers. By and large, there is a consent within the Hungarian population (9 out of 10) on the necessity of simplifying public administration. On the other hand, more than 75% see public sector as a secure and proper workplace. Almost every 1 out of 4 question the customer-focus orientation of public administration, while 8 out of 10 estimate the same quality of work performance of employees in the public and private sectors.



Source: Gallup, 2009, N=2003

Conclusion

Government measures do not generally build confidence. This is not something that campaigns or media hype can solve. To restore public confidence, you need patience and perseverance. The real task of a state is to make the sectors that it supervises transparent and credible. Civil servants should stick to a lasting code of conduct; the civil service should not be a pawn of the government of the day. If such advice is heeded, given time, citizens will lend credibility to the public institutions and will not feel the need to hire heavies to enforce the observance of private contracts. Those countries of Europe are successful where public trust is strong, the spirit of cooperation permeates society and public institutions operate predictably and unbiased. We have no other option but to believe that.

Government efforts to monitor and analyze public attitudes towards public administration:

For the time being there is no systematic monitoring activities of public attitudes run by the government. On the other hand independent social research institutes (e.g. Táarki) do conduct surveys on a regular basis. These surveys measure the attitudes towards the specific administrative

authorities. Other sources of information that may help in getting an insight into the citizens' perception on public sector performance are client satisfaction surveys, which are carried out on macro (central or sectoral) and micro (individual organisations) as well.

Government initiatives aimed at improving negative image of public administration:

The programme of the incumbent Hungarian government deals with this issue in the following way.

The State and Perception of Hungary's Public Administration in 2010:

'A country's public administration has the primary responsibility to perform public duties with efficiency and excellence. Public administration plays a key role in people's everyday life by organising and operating its special services and contributing to the pathways for a nation's progress. As clients we have a daily contact with public administration through its institutional system. In Hungary the organisation and operation of public administration have been in constant change for two decades since the political changeover. Successive attempts of renewal have failed to introduce a radical change in public administration's processes, often too complex for citizens, and in its vague, uneconomical and often ineffective operation. As a result, society has gradually lost its confidence in the state, and not even positive attempts have been successful. Unfortunately, a Hungarian citizen now thinks of the state and public administration as an inconsiderate use of values produced by others and as a lack of attention.'

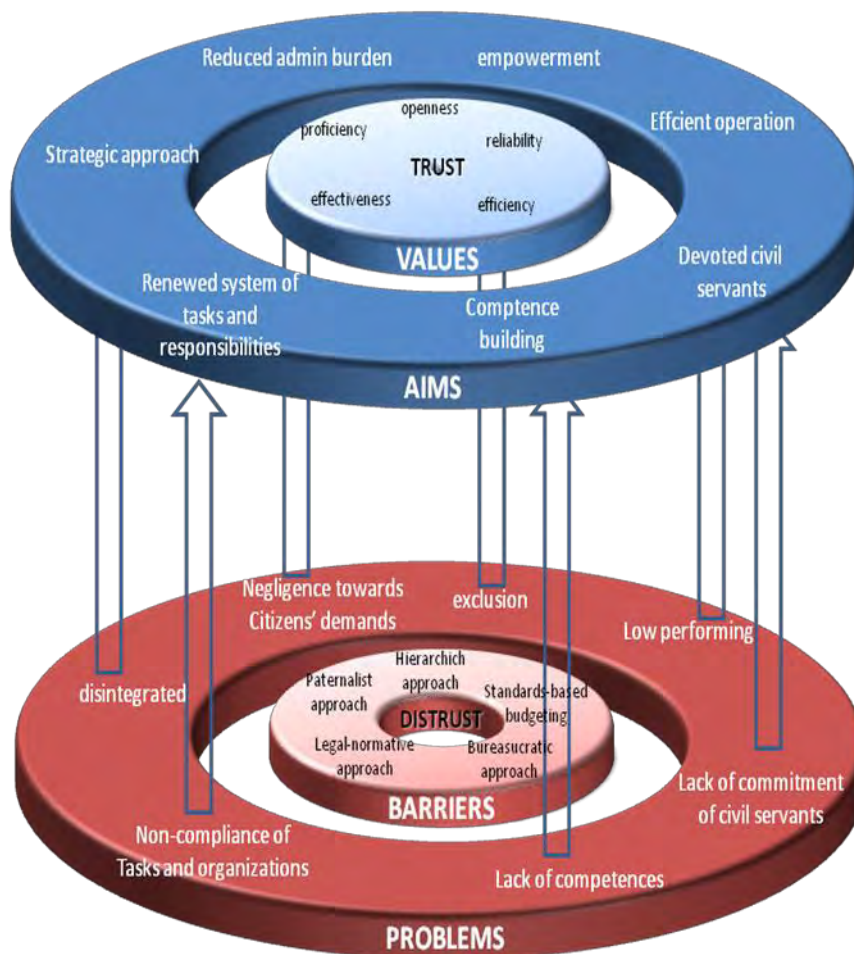
Government's vision of the ideal state:

'We want a strong and good state, capable of using the existing resources efficiently and successfully to increase citizens' welfare and to help businesses do their job simply and easily. We want a strong state running a strong country which defends its own interests. The Hungarian state, including Hungary's public administration, has an enormous responsibility and a huge debt to society: to recover people's trust. This is the only way to shape millions of individual interests into a genuine nation as a common will, and to help people see the sense of their sacrifices and everyday struggles. It is the state's turn to prove that each of its officials performs their duties out of commitment to the country and for the public benefit. We are deeply convinced that people will only trust a state which manages resources economically, provides services at the highest possible level, works in a transparent and controllable manner, and where all officials are well-prepared, committed and work honestly.'

Lack of confidence, distrust cause severe costs for the society and economy, as well, by creating overregulated and costly structures, where the costs of preventions and remedies are extremely high. The hyperactive controlling, supervising activity of the state stems from distrust and generates further circles of distrust.

The public administration faces not only the low level of trust of citizens/enterprises, but bears a significant deficit of trust in itself. This induces a spillover effect of mutual distrust between the administrations and the citizens, thus incapable of renewing its mechanisms and organizations in a client-oriented way, operates on low performance, which makes public administration even more distrusted. (Another circle of distrust can be observed between the political level and the administrative staff of the executive power.)

The figure below depicts the logics of intervention how the Hungarian PAR plans to restore trust in and within the public administration. The lower circle (of distrust) identifies the problems, and the immanent barriers. By troubleshooting the problems and targeting the objectives highlighted, the former barriers would eliminate and result in values of governance, forming the circle (of trust).



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ITALY

Image of public administration among the public

Periodic surveys commissioned by public bodies are conducted at national level by private research agency to know the impact of the introduction of new laws and policies.

Nearly two years after the new Public administration Reform (Legislative decree nr. 150/2009), some improvements in citizens' perception on public administration can be observed. This conclusion has been underlined by a recent research (April 2011) carried out by the Fullresearch institute (Milan-Italy).

The survey's purpose, conducted with a national sample of 1200 respondents with the C.A.T.I. methodology, intended to verify:

- citizens and business perception of the Public Administration's efficiency and the quality of public services
- public awareness about the initiatives and online services launched by the Ministry of Public Administration and Innovation.

The overall rating on the Italian public administration has improved: from 29% of Italians who had a positive opinion in 2009 versus 41% in 2011 (+12,1%). The same trend can be registered for businesses, with a plus 11,7% passing from 33,5% of 2009 to 45,2% in 2011.

On the efficiency of Public Administration during the last three years, the rate has improved for the 36,3% of citizens and the 38,1% of businesses. On the contrary 45,9% of citizens and 44,7% of businesses believe that during this period the efficiency of P.A. has unchanged and a 17,7% of the population and 16,2% of businesses think that has worsened.

Specifically, improvements are seen specially in the areas of Relations between citizens and PAs (19,3%); Health (16,6%); Public Transport (13,5%) and Education (11,9%) followed (with less than 10% of choices) by Tax administration, Public insurance and Welfare and employment. Only the 37% of the respondents haven't observed any improvement.

Italians believe that the relations between people and PAs may still improve if:

- the simplification policies continue (56,9%);
- the improvement of quality of services will be ensured (27,1%);
- greater participation for citizens will be provided (21,8%);
- more efficient tools to express their opinion will be offered (19,9%);
- telephone and online services for the public will be enhanced (13,8%).

Only 31,1% of citizens and 41,2% of businesses claim to use online services of public administrations. But citizens are particularly interested to utilize online services to access to the public registry (31,3%), to the tele-assistance for the elderly people (27,5%) and to the job search (26,3%).

77,3% of businesses agree with Government's target of cutting 25% of red tape for businesses and implement a simplification policy for the small and medium enterprises.

Finally the large majority of the respondents are aware about the initiatives of the Ministry of the Public Administration and Innovation.

Government efforts to monitor and analyze public attitudes towards public administration

Within the recent Italian Public Administration Reform, the Government has started different initiatives which aim at monitoring and analyzing public attitudes and perceptions towards public administrations.

SHOW YOUR FACE (Mettiamoci la faccia)

The Ministry for Public Administration and Innovation, within a general strategy which aims at supporting public administrations in Customer Satisfaction Management, has launched the “Show your face” initiative at the end of March 2009. The primary scope of the initiative is to support public administrations in assessing citizens and users satisfaction with emoticons. The initiative focuses on customer satisfaction, which is seen as central to improving the quality and effectiveness of public sector operations and to making the relationship between the public administration and citizens more transparent and participatory. Citizens can assert their central role in the relationship with the public administration, contribute to the identification of weak points of administrative processes, identify priorities for service delivery improvement and assess the overall performance of the public administration

Citizens “cast their vote” on the service provided by means of an emoticon (indicating customer satisfaction): if the citizen is dissatisfied, a second mask appears asking the person to indicate the reason for disappointment with the quality of the service (see Figure 1).

Figure 1. “Show your Face” Interface



The advantage of this model, which is based on a quantitative approach, is that it is user friendly, simple to implement and customise and easily adaptable to different channels (face-to-face, web and telephone). Moreover, the model enables citizens to assess services in real time, at any time; and it can be easily integrated with other tools to better identify reasons for dissatisfaction. The model delivers consistent data, enabling benchmarking and trend analysis, and detects reasons for dissatisfaction which could be useful to improve services. Brief monthly reports on user satisfaction on one or more services are produced. The role of the Ministry is to promote the initiative in order to boost public entities' involvement (e.g. through seminars, conventions or establishment of a web address for the initiative, www.mettiamocilafaccia.it), to support them in applying the model (e.g. providing guidelines and checklists for the pilot phase, personalized assistance) and to enhance its benefits in terms of public services improvement, citizen participation and employee motivation. A review of the first 12-month pilot phase conducted by the Ministry indicated that 43% of the administrations involved carried out improvements of services "within a month" of voting results; and almost 30% of them adopted the opinion of users as an indicator for rewarding the staff involved in the service delivery. Furthermore, Show Your Face encourages citizen participation in improving services: the number of monthly votes is growing constantly; and more than half of the administrations declare that the opinion of customers has changed positively, as a result of improvement initiatives undertaken (see Figures 2 and 3).

Figure 2. Participation in the Show Your Face initiative in Italy: number of public administrations and services providers involved (March 2009 - October 2011)

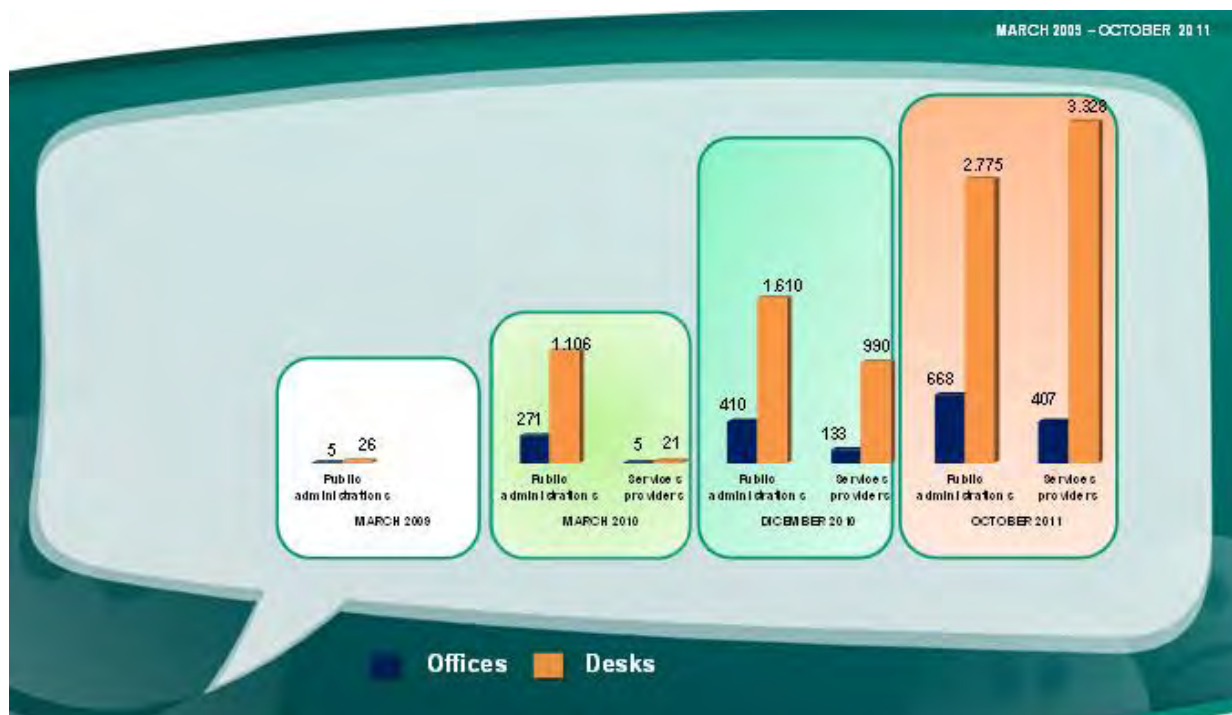
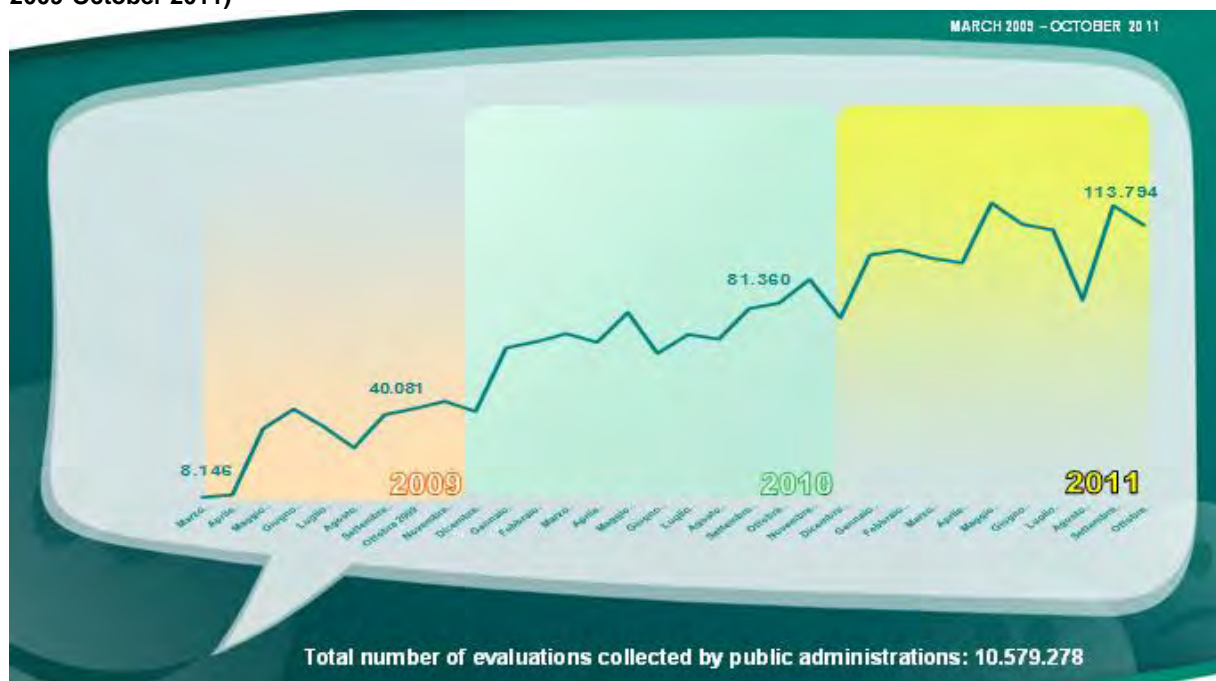


Figure 3. Participation in the Show Your Face initiative in Italy: number of evaluations collected (March 2009 - October 2011)



THE CIVIC EVALUATION

The pilot initiative “Civic Evaluation” was launched in 2008 by the Department of Public Administration and Innovation in partnership with the civic national association Cittadinanzattiva. The general aim of this project, which is quite innovative within the context of the Italian public administration, is to promote wide collaboration between public administrations and citizens (users)

in assessing public services. The citizen involvement starts from the very beginning, as the “point of view of the user” is taken as a “standpoint” to answer the following questions: What is the user’s perspective on how the services should be provided? Which are the most significant dimensions and indicators of a service?

The Civic Evaluation initiative goes beyond customer satisfaction, as it focuses on the actual quality of the delivered services, using a methodological approach which combines quantitative data collection and assessment with qualitative evaluation. The initiative should not be regarded as a completely structured assessment, aimed at evaluating the quality of public services or as a sort of inspection. It is more a shared evaluation performed by citizens, in partnership with administrations and civic associations, in which the co-ordination and mediation role of the civic association is seen as strategic. In the 2008 phase, the project focused on school services and front office services (e.g. general information, tax payment, demographic services) and it involved a selected number of municipalities and schools.

The second phase of the project started in the second half of 2009 and focuses on the urban quality concept and aims at assessing, with the same collaborative methodology and approach, some important quality dimensions of Italian cities and neighbourhoods (e.g. road maintenance, street lighting, urban waste, state of public buildings). The dimensions and the indicators applied within the spatial monitoring performed by local citizens have been chosen following a participative approach which has involved experts, referents of administrations, referents of associations and citizens. The selected dimensions refer to the following: security, access and reliability, information, weak social actors, sociability, transport and traffic, cleanliness, waste management and maintenance.

The civic evaluation initiative addresses problems (e.g. streets cleanliness) that affect people’s daily lives. Preliminary feedback on the civic evaluation of urban quality, which was presented during a final project seminar in July 2010, seems to show that this initiative allows for the collection of data that support improvement actions; moreover, it strengthens the partnership between citizens and administrations, fosters networking and social communication and facilitates the public’s understanding of the problems faced daily by administrations.

The initiative will be further promoted to make it largely available as a civic and participative tool for improving administration services and performance. It represents a good example in the direction of fostering open government and increasing social capital and trust in public administration and it has been presented and disseminated both at national and at international level, also gaining interest within the academic audience.

Government initiatives aimed at improving negative image of public administration

The initiatives featured below, which are all introduced by the Ministry for Public Administrations and Innovation within the recent Italian public administration reform (2009), aim at improving PA’s negative image (and performance), in order to restore trust, create better relationships, accumulate social capital and increase citizens’ satisfaction.

FRIENDLY NETWORKS (Reti amiche)

It is a network of delivery channels in the private sector that gives citizens easier access to public services. This is one of the most innovative projects of Ministry for Public Administrations and Innovation, aimed to: a) develop more pervasive and efficient interactions between citizens and PAs through the cooperation of private network with public administration services; b) further facilitate relations between citizens and the public administration; c) minimize delays in the provision of services and eliminate queues, with the final aim to relieve public offices of user congestion and allow more time and resources for new services.

The initiative involves existing service providers, such as post offices, tobacco shops, banks, pharmacies, police stations, train stations and distribution centres (malls), to simplify service access,

diminish service delivery time, ensure friendly service and reduce the digital divide. The increasing number of access points facilitates the usability of public services. The most innovative characteristic of Friendly Networks is the inter-operability between public administration web services and private networks. Agreements have been put in place to multiply points of access to services (about 100 000 points of access to services at the end of 2010).

"Reti Amiche on the Job" is a further initiative which supplies employees of private companies access to public services directly from the workplace. The strategy of the Ministry for Public Administration and Innovation is to widen and deepen the initiative Friendly Networks, which has no costs for the State and guarantees long-run savings.

FRIENDLY LINE (LINEA AMICA)

This initiative offers three services to citizens: centralized access to all the information regarding the public administration through the free number 803.001; guidance and call-back service if a specific problem cannot be solved immediately; collection of complaints about poor service provision. Furthermore it enables users to evaluate the service received online, by phone and by e-mail.

Calls are forwarded to the toll-free number of the appropriate administration, or users can be guided through the portal. Friendly Line initiative, which includes about 1.100 contact point (Uffici per le relazioni con il Pubblico, URP) accounting for over 1.5 million contacts every week, is expected to be further developed. Services offered by the portal www.lineamica.gov.it will be enhanced and URP operators will continue to be trained. The scope of the initiative was also extended to provide services to people affected by earthquake in the Abruzzo Region, in cooperation with the regional administration and the Italian Civil Protection. The aim is to support the rehabilitation of the damaged areas.

TRANSPARENCY OPERATION

It was launched in may 2008 to thwart inefficiency and to reward merit. It represents one of the interventions on which the upgrading of the public administration is based and aims to guarantee citizens and companies a more efficient public administration, better quality of services, valorization and recognition of public servants' experiences and skills, and strengthening of citizens' trust in public institutions.

Under the Transparency Operation, the government has provided total disclosure on data and figures concerning the public administration to ensure visibility and provide citizens with control and protection tools, making them more aware of the mechanisms underlying the functioning of public administration and its costs. Disclosed data include information on proceedings, tenders, evaluations, absences, remuneration for consortia and companies in which the State has a share, assignments for consultants and external freelancers. Information is available on remunerated assignments to civil servants, secondments, salaries, curricula vitae, e-mail addresses and contacts of managers and secretaries at municipal and provincial level, as well as public administration success stories, information on all leave granted by public administration to civil servants to participate in Trade Union activities or elected public office activities also must be published online.

To comply, every administration has to adopt a three-year programme for performance transparency and integrity, and provide a specific web page on the programme. Administrations are also required to disclose the annual performance plan and reports containing the strategic and operational objectives, as well as the results achieved and the outcomes of the performance appraisal of the staff. Both Transparency Plans and Performance Plans should be discussed with stakeholders in dedicated "transparency days" organized annually by each administration.

Actually it is compulsory for all public entities to submit the information listed above to the Public Administration Department. This required a restructuring of the communication process. In line with this objective the Ministry for Public Administration and Innovation has also published guidelines for

websites of public administrations in order to reach comprehensive and agreed principles to improve the quality of online information and public services.

CLASS ACTION

This is a new tool aimed at improving public services through citizen participation and it guarantees that, in case of inefficient provision of services, citizens and companies may take collective action against the relevant public administrations and public service providers. When successful, collective action suits allow citizens and businesses to ensure that public services are provided in compliance with quality standards regardless of the public or private nature of the entity that delivers the public service.

CHARTER OF DUTIES OF THE PUBLIC ADMINISTRATION

The Charter of Duties of the Public Administration (Carta dei doveri della Pubblica Amministrazione), recently introduced is based on the principles of transparency, simplification, accessibility and timeliness which are stated in both the Italian Constitution and in EU legislation.

The Charter provides a systematic legal framework for the duties of the public administration based on the rights of citizens and businesses. The Charter clearly sets out what public administrations must and must not do in carrying out their activities and delivering public services.

The Charter is thus expected to provide a guide for public administration activities and, at the same time, a benchmark for their assessment as well as a tool for improving better relationships with users.

LITHUANIA

Image of public administration among the public

General public opinion about public administration is negative. Public thinks that expenditures of management are too big. Moreover people think that public sector is too bureaucratic and corrupt. Due to the higher salaries, private sector is more attractive than the public sector.

Main factors that affect citizens' perception of the public administration are mass media, lack of people's knowledge, information and education.

Consequences of negative image in time of austerity are low living standards, corruption, political scandals, emigration etc.

Government efforts to monitor and analyze public attitudes towards public administration

Ministry of the Interior of the Republic of Lithuania measures the people's trust of the state and municipal institutions and the quality of the services provided by public administration. Also separate institutions make surveys on their areas of activities on quality of services, corruption level etc. For example, Civil Service Department makes surveys on different subjects of public service. Most of the surveys are tailor made and are implemented by private sector institutions. Furthermore some information is being provided by the Department of Statistics. The results of the surveys are posted on the internet sites of particular institutions, also important surveys are presented in conferences, seminars. Also some institutions include the presentations of surveys in their informational publications and annual reports.

Government initiatives aimed at improving negative image of public administration

The main means of improving image of public administration:

- Publicize of information on internet, mass media
- Public's involvement to the processes of decision making
- Possibility to influence decision making processes
- Reduction of corruption in public administration
- Openness of the public administration processes for society
- Spread of the good practise in public administration
- Reduction of the administrative burden for citizens
- Project "Improvement of Performance-Based Management" by the Office of the Prime Minister
- Implementation of quality management methods in state and municipal institutions in order to improve services provided by these institutions
- New civil servants' evaluation system since 2011. Aims of the institutions heads are posted on the internet sites of particular institution
- New project of the Law on Civil Service registered in 2011
- A provision of irreproachable reputation of civil servant was entered in the Law on Civil Service in 2011
- In 2011 was prepared The Civil Service Code of Conduct

LUXEMBOURG

Image of public administration among the public:

In general, the trust and satisfaction degree of citizens towards institutions – Government, Parliament – and public services is high. This is shown by recent survey figures, especially the Government at a Glance 2011 study by OECD, and the standard Eurobarometer - Europeans, the European Union and the crisis. Both publications demonstrate the national Government and the institutions are supported by more than 70% of the respondents. Concerning the image of public administration, the same Eurobarometer showed a result of 65 % of positive opinions against about 25% of negative opinions. These general trends are confirmed by specific opinion polls lead regularly by the department of civil service and administrative reform. In 2008, more than 75% of the inhabitants considered public administration as serious, trustworthy, of good quality and citizen oriented (in this order). The results of a study in 2010 among people who cross the border to work in Luxembourg are even higher.

The results of specific public services are generally in line with the global results. However, it is interesting to see that local administrations have better results than central administrations. This underlines that accessibility and closeness of local based services are a factor of satisfaction. 55% of respondents could imagine joining the civil service, and 85% would support their children to join the civil service.

The main expectations concerning the functioning of public services are kindness and helpfulness, understandable and justified decisions, confidentiality and rapidity of reaction.

Since 2010, budget constraints put efficiency and performance of public administration in the focus.

Government efforts to monitor and analyze public attitudes towards public administration:

Customer satisfaction surveys on a regular basis are part of the administrative reform action plan. The next study is planned in 2012. It will cover global aspects, specific services (those citizens and users are most in contact with), issues of e-government and administrative burdens. It will be lead by a market research institute to be determined by public procurement procedure.

The results will be communicated to the leaders of public administrations, and integrated in the strategic management of the concerned public administrations (quality management - CAF, citizen charters, management by objectives).

Government initiatives aimed at improving negative image of public administration:

Performance management for public administration by introducing management by objectives for public organizations and performance related career development for civil servants is part of the coalition agreement for the period of 2009-2014. It has been negotiated with civil servants representatives and is now part of a recent agreement between the Government and the main civil servant union. The department of civil service and administrative reform will be in charge of the implementation of the agreed method, composed of agreed objectives between employees and their superiors and annual progression interviews.

THE NETHERLANDS

Image of public administration among the public

The Dutch government is constantly aware of the importance of sustaining its image amongst future employees and citizens. This awareness resonates in media campaigns, policy strategies and public service delivery. However, the government has no integrated or strategic approach to improve its image.

Trends

The image of the Dutch public administration suffered during a period of political unrest following the Fortuyn murder in 2002. In recent years the image of the public administration has recovered. According to latest numbers (2009) the perception of Dutch citizens of the public administration is positive with 80% stating they are satisfied with the functioning of the public administration (SCP, Social State of the Netherlands, 2009)

Issues

There is no strategic policy for improving the image of the public sector but it is dealt with indirectly in other policy issues.

One issue is the special position of civil servants. Civil servants are perceived as having more rights than workers in the private sector. Two members of Parliament have made a private member's bill to equalize the legal position of employees in the public and private sector. This bill will be discussed in Parliament in 2012.

A second issue is the image of the Dutch public sector as an employer. The Dutch labour market is relatively tight and public sector organisations have to compete with the private sector for talent. The Dutch government is especially concerned with building an attractive image among potential employees. Considering the high average age of Dutch civil servants, the government focuses on creating a positive image among young employees.

A third issue is reducing red tape (administrative burden) for citizens and entrepreneurs and to promote the use of e-government services in order to simplify the interactions between citizens and government. The goal is to tackle the administrative burden on individuals by means of a no growth norm (freeze) in 2011-2012. From 2012 onwards the aim is to reduce administrative burden by 5% each year. This applies to the burden imposed on individuals by central government as well as the burden imposed by the municipality, province or water board.

Government efforts to monitor and analyze public attitudes towards public administration

Research on the image of Dutch public administration is conducted along two lines. A study of public perceptions on the functioning of the Dutch public administration and market research on the image of the Dutch Central Government as an employer.

Public Perceptions

The Netherlands Institute of Social Research conducts two yearly studies on the social state of The Netherlands. By means of a survey this study registers the percentage of people who believe the public administration functions well. The analysis specifies for personal characteristics as age, education and political orientation.

The image of Dutch Central Government as an employer

A second line of research considers the image of the public administration as an employer. This is done by private research agencies specialized in market research. It identifies the associations people have with the Dutch central government as an employer and how this differs from rival employers in the market sector.

Government initiatives aimed at improving image of public administration

Professional Pride

The ministry of the Interior is dedicated to promote the professional pride of frontline workers in public services and other civil servants. As part of this dedication, it has commissioned the book 'professional pride. A powerful force' (2010), that provides examples of public professionals facing the challenge of balancing different values (market, professional, management) in an increasingly complex and demanding context.

Good Work Toolkit

As part of the Public Labour Market programme, the ministry has initiated a number of projects that directly or indirectly benefit the image of government of The Netherlands. One of these projects is the translation of the Good Work Tool Kit, developed at the Harvard School of Education, and piloting the toolkit in Dutch governmental organisations.

Small initiatives

There have also been small ad hoc initiatives. A noteworthy initiative is those of trainees of the central government who have created a project "Undercover Ambtenaar" (Undercover Civil Servant), which utilized guerrilla promotion and social networks to make civil servants aware of their own image and reflect on it.

POLAND

Image of public administration among the public

Limited knowledge about the institutions of public administration makes the social image of the civil service largely shaped by the existing image of Polish offices and officials. It can be assumed that similar lack of knowledge also applies to public institutions. Therefore, it seems likely that the image of the Polish administration is largely based on existing stereotypes, created and reinforced by unsophisticated media messages. Lack of systematic research on public administration means that reconstruction of social attitudes towards officials is based on data from a small number of social research. Nevertheless, analysis of even a small amount of research reveals a number of negative ratings on Polish civil servants and officials.

A key element of the social image of public administration is low prestige of civil servant job. CBOS (Public Opinion Research Center) 2007 survey on reliability and professional integrity ratings have shown that civil servants have one of the lowest ratings among 23 professional groups surveyed. In comparison with the most valued professions - nurses or teachers (68% -50% positive ratings), only 21% of respondents positively evaluate reliability and professional integrity of civil servants. Significantly lower scores are formulated for high-level civil servants (14% positive ratings). Only politicians are seen worse (7% -8% positive ratings). Positive evaluation of civil servants are often formulated by people with low education, residents of the smallest towns and the elderly people. CBOS survey reveals a significant decrease in ratings of high-level civil servants. In a similar study in 1997, the average rating of high-level civil servants (1-5 point grading scale) was 2.9 points. In 2000 - 2.55 pts. And in 2006 - 2.72 pts.

Evaluation of offices, officials and civil servants

Pessimistic picture of public administration is being significantly modified in comparison with the results of those directly in contact with the public authorities. PBS (Public Opinion Center) Survey in 1999 and 2005 illustrate considerable satisfaction with the activities of government offices. In 1999, 55% of respondents were satisfied with the way they were taken care of at the public administration office. In 2006 similar research showed satisfaction at even higher level of 77%. For example, 68% -64% of respondents described civil servants as competent, 63% -64% as fair, 62% -60% as polite. In 1999, 28% of respondents felt that the officials "wanted to show their power", 6 years later, a similar view was presented by only 18% of respondents.

Likewise, CBOS (2007) survey present high ratings of offices and civil servants. For example, 53% of respondents felt that they are aimed at solving problems of citizens and efficient customer service. Half of the respondents considered offices operate efficiently and carry out their tasks quickly and on time. The youngest respondents - residents of medium-sized cities are more likely to express critical opinions about the work of offices. Positive feedback occurred more frequently among rural residents and unskilled workers. Somewhat more critical evaluation of the office was formulated by persons who directly dealt with public administration. CBOS survey also revealed a positive change in almost all analyzed dimensions of offices, compared with the previous year.

What is particularly interesting, positive evaluation of the officials did not translate into opinions on job cuts in administration. In 2007 47% of those surveyed by CBOS found that the number of clerks in Poland is too large. The existing condition of employment as sufficient was recognized by 18% of respondents, while only 6% of respondents were of the opinion that the number of officials in Poland is too small. Reviews of excessive employment were formulated mostly by people aged from 45 to 64 years, those with primary education, pensioners and those evaluating their material conditions as bad.

The discrepancy between the commonly shared negative opinion about public administration and positive image of work of offices which derives from surveys (formulated by 50% -70% of Poles)

incline to think. Positive opinions about the activities of the administration are also presented by respondents with no direct experience with the office and civil servants. It seems that the described discrepancy results from the mechanism disclosed in public opinion polls conducted in other countries. The researchers point out that the general opinions on the functioning of the public sector are not related to individual assessments of work of public administration of satisfaction with the quality of individual services. In many cases, positive feedback resulting from direct contact with the office is not enough to modify critical attitudes towards the public administration in general.

Government efforts to monitor and analyze public attitudes towards public administration

Lack of broad public discussion results in lack of interest in civil service among scholars and researchers. Over past 10 years, only in studies commissioned by the Office of Civil Service in 1999 and 2005, occurred questions related to the civil service. In the last 4 years, none of the institutions of government was interested in social opinions and expectations towards the civil service. The few studies on public administration are characterized by the use of many disparate indicators which prevent accumulating knowledge and formulating practical recommendations. Analysis of the few studies conducted during last decade suggests that the civil service is an unknown concept for the vast majority of citizens. In 2005 45% of adult Poles have heard about the civil service in general. Nevertheless, in-depth analysis of results shows that only 8% of adult Poles have basic knowledge about functioning and role of the civil service.

Situation changed on April 1st 2010 when Head of Civil Service appointed Advisory Team on social image of the civil service, headed by Director of Department of Civil Service. The Team is composed of distinguished experts from the fields of social sciences and several members of the civil service. At its meetings in April, June, July and October 2010 Team members discussed the establishment of large-scale surveys of public opinion, which will serve as placing a precise diagnosis of the consciousness of Poles in matters related to the functioning of government, specifically the civil service as a state executive apparatus. Detailed assumptions and methodological research have been developed by the members of the Team. It was decided that a professional study on the civil service in Poland is needed.

ARC Market and Opinion is a company which was selected (according to standard public tender procedure) to conduct and submit a final report of the study within 180 days from the date of signing, which took place on 26 May 2011.

The study will consist of three modules - qualitative research, quantitative research and analysis of social discourse on the civil service. Research report will be examined by above mentioned Advisory Team, and the conclusions derived from it will be the basis for the development of long-term objectives for the Polish Civil Service Communication Strategy.

As far as the qualitative module is concerned there were conducted focus group interviews in groups of people of different socio-demographic background. Apart from that, there were individual in-depth interviews with representatives of civil service and the persons representing the environment with a variety of contacts with the civil service (including academic experts dealing with issues of public administration, members of think-tanks, NGO representatives, journalists and columnists, members of political cabinets of ministers). Qualitative research - regardless of their inherent cognitive value - also fulfill the function of the pilot for quantitative research. They allow for, inter alia, clarifying the issues of research and standardization of terminology, which is very important for the development of the questionnaire for quantitative research.

Quantitative research was carried out using CAPI (Computer Assisted Personal Interview - Computer Aided Personal Interview) for at least 1,000 representative sample of adults.

The study of public discourse on civil service was based on content analysis of media publications devoted to the functioning of public administration, civil service and the behavior and attitudes of officials, which appeared in last two years in selected newspapers nationwide, weekly opinion

papers, programs broadcasted nationwide on television and information appeared on selected websites and online forums. The study includes analysis of the content of the publications, analysis of cultural meanings and so-called analysis of the opposition.

Government initiatives aimed at improving negative image of public administration

Taking into account the results of the above mentioned research a comprehensive approach toward public image of the Polish civil service will be adopted. However there were and there are individual initiatives aimed at improvement of public administration's perception among public. These include such initiatives as contests for the most friendly public administration organizations conducted at central level and local level of central and local government.

Among other initiatives worth mentioning there is the project "**Customer at the focus of the Public Administration**" scheduled for the period from August 2010 until March 2012.

The target group consist of one hundred volunteering government offices and 3 000 of its employees for training modules, access to the project is on the voluntary basis.

The project goals envisage:

- improving the functioning of the given public administration units based on the client satisfaction management approach, including:
 - o raising of the management and employees awareness on the servant role of public administration,
 - o building the staff knowledge on the modern ways of measuring the customer satisfaction,
 - o improving the level of public administration's customers satisfaction,
 - o development of the organizational management systems by integrating the CSM approach,

Actions planned and results to be achieved:

- initial training sessions for 300 employees, introduction to the subjects, tools etc. /done/,
- clients identification – workshop exercise /done/,
- client satisfaction surveys in 100 offices /in progress/,
- building the services catalogues and charts /in progress/,
- - general trainings on CSM and dealing with typical and challenging customer related situations /in progress/,
- mapping and adjustments of customer related processes in 70 volunteering offices,
- implementing of developments proposals as suggested by PA units involved in the project.

Among recent initiatives it is also worth to mention the entering into force of the ordinance of the President of the Council of Ministers on guidelines for observing the rules of civil service and on rules of ethics of the civil service corps' members.

ROMANIA

Image of public administration among the public

According to the National Agency of Civil Servants (NACS) values (commitment, neutrality, loyalty, professionalism), our institution has always been concerned about the way people perceive the quality of our services in the context of ensuring an efficient management of the civil service.

As an example, in 2005 NACS initiated the study "Citizens' Perception on Civil Service" (implemented by IRSOP Market Research & Consulting Ltd.). The research conducted highlighted, inter alia, that citizens have a very strong preference for the political neutrality of civil servants. Specifically, people prefer neutral and stable (namely, the civil servants with an unlimited public position) civil servants set to strengthen the administrative capacity of institutions, not civil servants appointed on political preferences, who maintain the fragility and inefficiency of the institution. On the other hand, during the reference period the citizens were willing to engage, especially in activities that do not involve a direct, active participation, with a willingness to search for information, to send complaints and suggestions or proposals, and to meet with the authorities (the willingness to search for information was higher among those encouraged to search for information through the initiatives of local authorities). The main recommendations of the study advocated for the need of citizens to better understand the concept of civil servant and the importance of civil servants.

Following citizens' preferences and needs, NACS initiated in 2007 the study "*How Neutral is the Civil Service? What Do Citizens Say, What Do Civil Servants Say?*" (implemented by the IRSOP Market Research & Consulting Ltd.). In connection with the civil service's neutrality, the prevailing feeling among citizens is that civil servants can resist political pressures and they have that possibility, but they hardly resist it. However, almost two thirds (61%) believed that civil servants had means to protect themselves of political interference. Citizens thought first of legal means (34%) and of the possibility for civil servants to oppose political influences using their moral qualities (10%). People thought that better training of civil servants would have been more effective than the hierarchical or public disclosure mechanisms of the political intimidation attempts.

On the other hand, the *Image Analysis (2010)* prepared by the Communication and International Relations Directorate in NACS shows that NACS image in the media in 2010 is positive, consistent with the image of an institution with a relatively good visibility (journalistic aspect = 56% - positive 38% - neutral, 6% - negative). The degree of visibility was determined by taking into account two important factors that hinder a possible spectacular increase in visibility of the institution, namely, that the scope of the NACS is limited/specialized (management of civil service and civil servants), and that the institution is a secondary credit officer, being subordinated to the Ministry of Administration and Interior. One of the recommendations of the analysis aimed to identify new opportunities for partnerships with the media, and other stakeholders (universities, civil society, institutions and companies involved in training, business and labor market etc.).

Thus, in 2011, based on a protocol previously concluded, NACS hosted a debate on employment opportunities in the public sector of the future graduates of the universities in the field. In this debate the National Association of Students of Administrative Sciences (ANSA) and SNSPA (National School of Political and Administrative Sciences) Alumni presented a *Study on Career Choices of Students in Administrative Science Schools*. The key findings show that the acquisition of skills, knowledge and the promotion perspectives are the most important elements in choosing a job, hence a real concern among young people to strengthen skills and professional development. The system of recruitment and promotion of staff is known only "to some extent" by 51% of subjects - hence the need to organize seminars, debates and other events to constantly promote the Romanian public administration. Acknowledging this issue, NACS is, otherwise, continuing the series of regional seminars dedicated to civil service management (events starting at the end of 2009; so far, NACS has organized 15 seminars with no participation fee taking place in all the regions

of the country), being equally concerned with the development of partnerships with universities and other academic entities.

About the impact of the public sector reform, the debate occasioned by the presentation of the ANSA study revealed that:

1. Young people have a real chance to enter the public system, even when there is a perception of overload in regard to it. Thus, according to NACS statistics regarding the civil service the number of jobs associated with this category is rather undersized, figures and examples being given for arguments. In addition, NACS civil service and civil servants database - estimated to be the best tool in the field at national level - allowed the development of forecasts and scenarios showing that, after NACS's proposal of amending Law no. 188/1999 on the Statute of Civil Servants will be applied, in 5 years the debutants will reach about 40% of public positions (vacancies being required to be converted for debutant positions). In practice, the legislative changes will allow a "reverse pyramid", the base being composed of the young professionals, the retirement rate (about 4% annually) and staff mobility (public - private - other areas of employment) being the factors that will certainly and significantly contribute to accentuating this irreversible process.
2. In regard to the responsibility of providing competencies to the young graduates, vulnerable on the labor market which requires more work experience and less academic profile, there has been shown that the primary responsible for this situation are the universities and academic environment, although the configuration of specialties as required by the EU (e.g. European public administration) is already covered.
3. In what concerns the motivation of graduates on entering and integrating in the civil service system, taking into consideration the inadequate remuneration system as results from the data in the survey presented by ANSA, the salary is still not the most important motivator, and the expectations of a significant proportion of participants are at the marginally lower limit (1,000 lei – approximately 235 Euros). In addition, the private sector can provide only 10-15% more than the public sector, while the latter "supplements" this deficiency by stability and by real possibilities associated to promotion and career development in the Romanian and/or European public administration. Successful examples provided by all interlocutors were relevant in this context, confidence in the future, involvement and professionalism being the values that can actually provide guidelines for a successful career.

In turn, civil servants generally believe that civil service neutrality is respected, NACS being perceived as a transparent and objective institution which provides a modern performance-based management of the civil service. Thus, *the Descriptive Study Regarding the Opinions of Civil Servants About the Relationship with NACS*, conducted by the Communication and International Relations Directorate in NACS (2011) shows that a large proportion of respondents (41.23%) believe that not political pressure on employees could be found in their institution. Civil servants believe that in the institution in which they work they have the chance to be promoted after the recognition of the work they perform (average score = 3.97 on a scale of 1-6), the NACS shows openness to proposals and recommendations made by public organizations (4.71), that it is a transparent institution (4.98) and that NACS is a real support in the civil service management (5.06).

Finally, it is notable the constant concern of NACS for evaluating its work of improving services offered to institutional beneficiaries. In this respect, in 2010 NACS developed an application using modern IT tools - *NACS and you – face to face*, the collected data showing the following assessment distribution:

1. positive feedback (38.8%);
2. neutral feedback (27.3%);

3. negative feedback (33.9%)

The main positive feedback concerns the civil servant professionalism and providing exact information and the negative aspects reported referred to the response time of the requests sent to NACS.

Government efforts to monitor and analyze public attitudes towards public administration:

Within the **General Secretariat of the Government of Romania (SGG)**, the legal structure within the Government's working apparatus with technical operation role related to the implementation of government decision, one could find the **Directorate for Governmental Strategies**. This department provides the necessary assistance to the Prime Minister and other ministries, departments and government agencies in the following areas: access to public information and institutional transparency, public communication, social assessment of the population, social desirability and impact assessment of government measures.

The Directorate for Governmental Strategies carries out studies and analyses regarding the social state, the desirability and impact assessment of government measures, such as:

1. The Public Policies Barometer
2. Evaluating and supporting public policies through a panel sociological survey
3. The Public Services Barometer
4. Public bureaucracy
5. Social capital and civic participation.

The studies mentioned above referred among other issues to:

- Assessment of the activity of public institutions and authorities
- The way of functioning of public administration
- Ensuring access to public information
- Perception of civil servants
- Decisional transparency within public administration.

The research methods most commonly used are the questionnaire, the survey, the investigation, the semi-structured interview guide, the focus group.

Government initiatives aimed at improving negative image of public administration:

The Directorate for Governmental Strategies conducted a national research - *Assessment and Support of Public Policies* on a sample of 15,000 people in 2007 and 2009, which also includes issues concerning the public administration and the civil servants body and the image the latter had in terms of its direct and indirect beneficiaries.

In order to enhance the degree of transparency of governance, and to make the way of transmitting information regarding SGG's activity more efficient, there was established the Green Line of the SGG.

This free service has the following two functions: informing the citizens and taking-up requests from the public.

Starting from this year (2011), NACS will collaborate with the SGG to conduct a comprehensive study covering also aspects of public administration and civil service image, measuring citizens' satisfaction with the services offered by public institutions and public authorities, civil servants' image, transparent decision-making and political consultation and so on.

SLOVAKIA

After radical political and social changes of public administration in the Slovak Republic in:

- 1990 – profiling of local self-government, separation of self-government of municipalities and local state administration and creation of the **dual model** of public administration, which still remains,
- **the local state administration** was specialized at first, later integrated, decentralisation and specialization of state administration together with organisational changes on the regional and district level,
- **the territorial self-government** – reinforcement of self-government of municipalities,
- since 1.1.2002 – creation of **second level** of territorial self-government – self-government counties,
- 2001 – 2004 – **competences of the state authorities** gradually passed to **local and regional authorities**,
- 2005 – **new financing system of territorial self-government and the new system of local taxes and fees**,
- 2006 - **commitments of the Slovak Republic are extended to other provisions of European Charter of Local Self-government** that can be considered as its full acceptance.

Public administration as a system of authorities in Slovakia consists of 3 subsystems:

- **the state administration** (central and local),
- **the self-government** (territorial – local and regional; interest – occupational and professional organisations; special – education and academic),
- **public-law corporations** – financial-economic, control, culture, education, public purpose funds.

These changes in public administration were related with reform steps whose causes can be identified as the crisis of the administrative state, low efficiency of economy, European and integration processes, onset of the information society, administrative burden, building of civil society.

Citizens of the Slovak Republic understand the merits of public administration and the public sector as well as the control and care of the public expenditure. Reform processes have produced a number of positive results, such as:

- implementation of the decentralization process,
- reinforcement of part of self-government responsible for governance,
- creation of regional self-government,
- approximation of public administration to citizen; etc.

The reason of the negative perception of public administration is in a long-term conceptual arrangement of public administration in the Slovak Republic. Reforms are not coordinated and continuous, assessment of their impact is insufficient. There is not enough attention paid to setting priorities and responsibilities of stakeholders. It follows the complexity and opacity of system of providing of public goods and services. There is a big fragmentation of public authorities dislocated in many places and efficiency and quality of provided services is related with that, material and temporal availability, qualified people are being released. The participation of citizens in public affairs is not at the appropriate level, their motivation, the way of communication with them and awareness

of the solving problems and the results achieved is not sufficient. There is often a change of laws, that are complicated, obscure and they require administrative burden in the public administration. The work and the approach of the co-ordinator should be improved, as well as transparency and equity of financing in connection with the tasks and activities, which are ensured by different entities of public administration. There is just minimal work on further education of employees and obtaining of feedback information about the expertise and skills. There are existing reserves in the application of the career development, ethics and codes of civil servants.

Another fields of improvement are necessary in the:

- standardisation of public services,
- application of management methods in the public administration,
- informatization of the public administration,
- solution of relations between public and private sector,
- elimination of bureaucracy in work,
- solution of strong sectorialism,
- building of trust in impartial, unselfish and qualified performance of public administration,
- presentation of uniform points of contact, which are based on essentially new principles of simplification of approach to the acquirement of business authorization and elimination of administrative obstacles.

The Government programme of the present Government of the Slovak Republic **insists on** transparency, economy, availability, performance funding, decentralization and application of market elements. The Government also wants to bring in greater dynamics into the processes of modernization, increasing efficiency and informatization of public administration.

The completion of modernization works is waiting in the fields of:

- education (paid and unpaid studies, universities),
- health service (prices of medicines, solutions of debt, securing beds in hospitals, relations of health insurances and healthcare providers),
- social security and pension (parental benefits, pensions, use of resources in the individual pillars),
- in the field of transferred performance of state administration on self-government, in the field of municipal reform.

The Government of the Slovak Republic approved the Development Strategy of the Slovak Republic including the public administration issue. The Report on analysis of activities and effectiveness of public administration and the proposal of measures for the improvement of efficiency of the public administration is presented to the negotiation of the Government. There are worked out sectorial analysis for public administrative sections, which come under their competence. Also the bodies of self-government worked out analytical materials.

The monitoring and analysis are in Slovakia mostly carried out under the auspices of Ministry of Interior of the Slovak Republic with the participation of central and local bodies of the state administration and territorial self-government.

There are used quantitative and qualitative methods of analysis. The universities in Slovakia and the research institutions deal with the issues of public administration, whether education or research. The nongovernmental organizations are also involved into the process of research and there are used also statistic, professional publications, questionnaire methods, interviews, interviews with professional employees and so on.

As it is indicated in the previous text, the Government pays an important attention to the public administration, which is a complex system of performance of public services. The issue of governance is discussed at the regular sessions of the Government from various points of view. There is the legislative assurance of its activities primarily reviewed in the National Council of the Slovak Republic. The field of discussed issues as well as the results of them are published on the web site of the Government, the National Council of the Slovak Republic, government departments and the bodies of self-government. The media inform about them regularly, but not always with appropriate knowledge about the discussed issue, sufficient analytical information, plucking some of the facts out of context and so on.

The growth of public administration image should concern all of its subsystems, relations and links between them and so the public administration as a whole should be presented to the citizens. The presentation of successful examples is also important, but as well as the solution and sanctioning of procedures and practices, which are in conflict with legislation and morality.

SLOVENIA

Image of public administration among the public:

In Slovenia within public opinion there is often no distinguishing between government/state administration and public administration.

There is a constant belief that there is too many people working in public and government administration.

Quite strong is an opinion, that majority of government administration is not user/citizen friendly and salaries are in average comparing to that too high.

Sometimes the negative feelings concerning government civil servants are strongly connected with the negative feelings directed towards politicians (ministers, members of parliament).

Government efforts to monitor and analyze public attitudes towards public administration:

Within regular public opinion surveys and media monitoring there is no special emphasis given to public administration image in society.

Government initiatives aimed at improving negative image of public administration:

Within government there is no communication programme or campaign planned or designed to improve this negative image.

Within Government Communication office there was launched initiative called »Suggestions and proposals to government« which enables citizens to give legislative or practical proposal for governments acts and requests government administration to answer in time and publicly via web.

Additional information:

Public opinion surveys are published on the web site of the Government Communication Office http://www.ukom.gov.si/si/medijsko_sredisce/javno_mnenje/, in Slovene language.

In the continuation some of the results from the December 2010 survey are presented. The whole report is available in Slovene language, at:

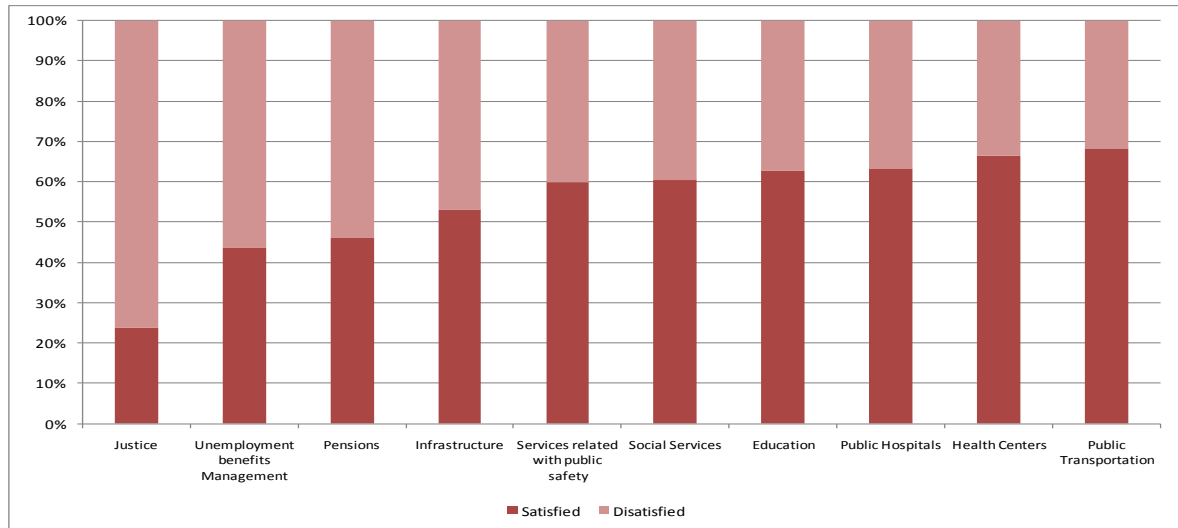
http://www.ukom.gov.si/fileadmin/ukom.gov.si/pageuploads/Javno_mnenje/2010/pb_dec_2010_ko_ncno.pdf

SPAIN

Image of public administration among the public:

Spain presents a long tradition in monitoring and measuring public opinion regarding Government and Public Administration (see section 2). Therefore, it is possible to compare the level of citizen satisfaction between most public services and policy areas:

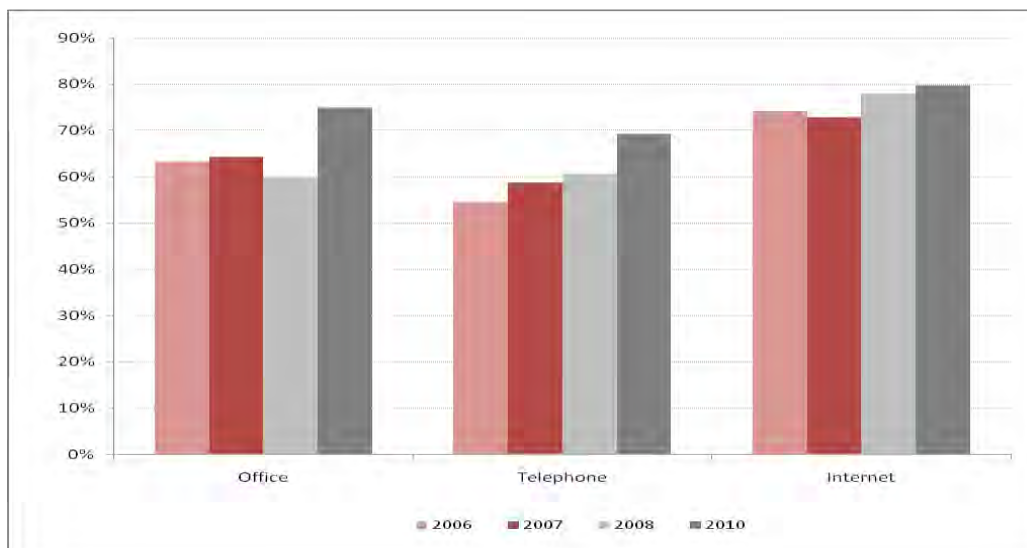
Graph 1. Satisfaction with public services in Spain (2010)



Source: AEVAL (2011): Public Administration on Citizens' Judgment (*forthcoming*).

As it can be seen, in some policies there are more satisfied citizens than dissatisfied, in others the opposite occurs. Welfare services like Health Care, Education and Social Services traditionally present high levels of satisfaction. Regarding administrative services, it is important to highlight that overall level of satisfaction is increasing steadily in the last four years in telephone services and e-administration. Regarding face to face attention at administrative offices, 2010 result has shown an important increase in satisfaction. Nevertheless, it is necessary to wait for future studies to find out if there is a consolidation of this increase.

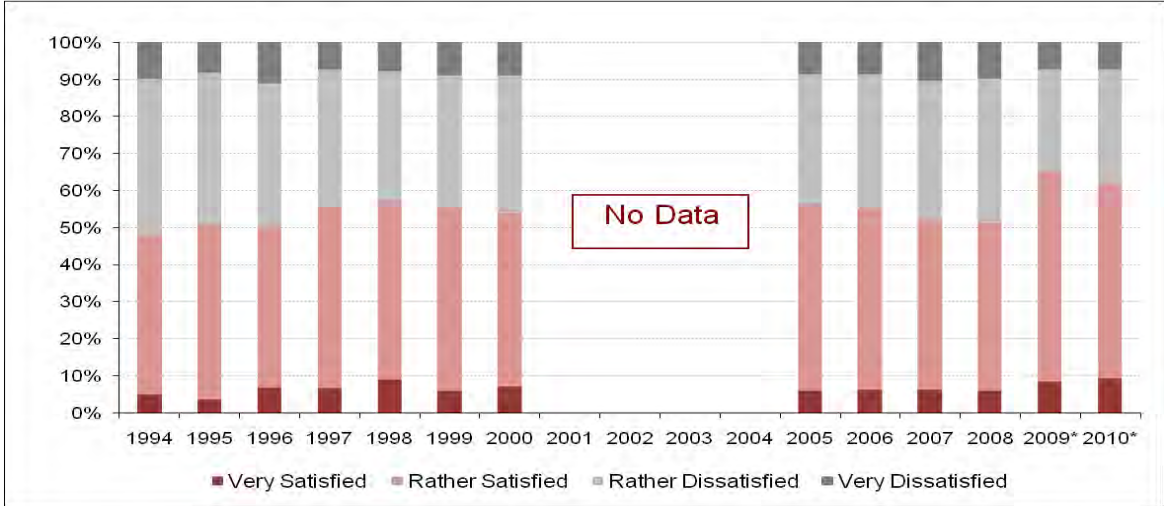
Graph 2. Satisfaction with administrative services in Spain (2006-2010)



Source: AEVAL (2011): Public Administration on Citizens' Judgment (*forthcoming*).

For most of these areas, it is possible to present long series of citizen satisfaction data that show how citizen satisfaction with public services, in most policy sectors, remains quite stable, for example, satisfaction with public hospitals remain between 50% and 60% in the last 15 years, while economic crisis seem to foster citizen satisfaction.

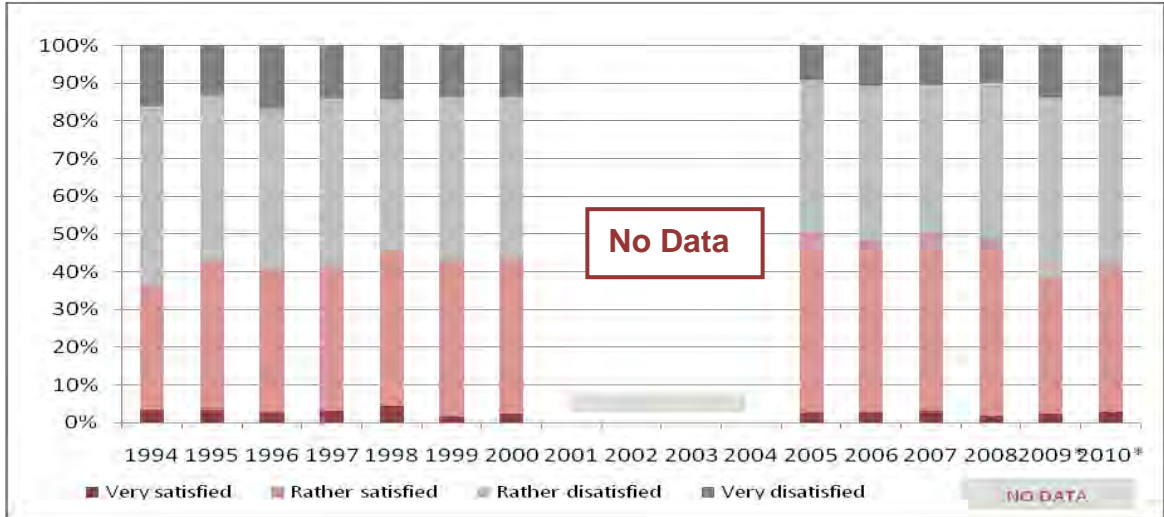
Graph 3. Evolution of Satisfaction with public Hospitals in Spain (1994-2010)



Source: AEVAL (2011): Public Administration on Citizens’ Judgment (*forthcoming*).

In other services, like *job centers*, economic crisis seems to play the opposite role, lowering satisfaction figures, which might be the effect of two phenomena. Firstly, rising unemployment figures reflect that government economic policies are failing to create jobs. Secondly, job officers face an increasing demand of citizens, who have to wait longer queues and receive a worse service.

Graph 4. Evolution of Satisfaction with job centers (1994-2010)

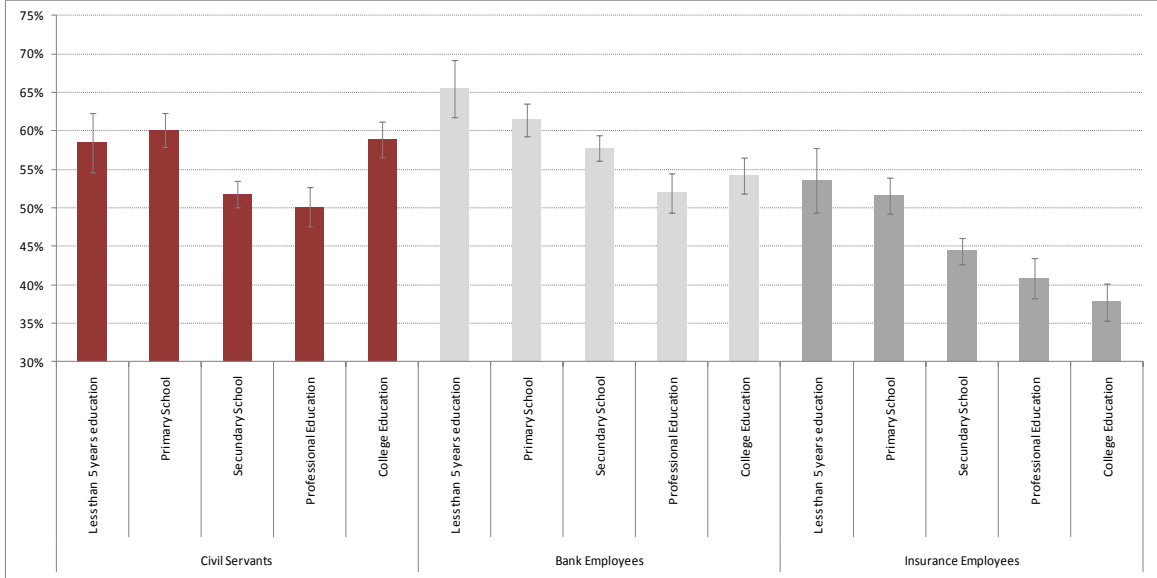


Source: AEVAL (2011): Public Administration on Citizens’ Judgment (*forthcoming*).

Several analysis of drivers on citizen satisfaction with public services and public employees in Spain showed that many variables play an important role in explaining individual differences in satisfaction: on the first place, individual socio-demographic and economic characteristics shape expectations and perceptions of public services (e.g. older people tend to be more satisfied than younger people, as they *compare* public services current quality standards with past ones). These socio-demographic factors do not affect only satisfaction figures, but also different groups show different preferences

and agendas for improving public services. It is very interesting to notice that individual characteristics play a different role in shaping the image of public officials and private employees. For example, there is a clear negative relation between education and trust in Banks, and Insurance Companies employees. More educated citizens tend to declare less trust levels to private employees. However, relating to public officials, there is not such a trend, as people with University Degrees show the same degree of trust in public servants that people with primary education.

Graph 5. Trust in public and private employees by education (2010)



Source: AEVAL (2011): Public Administration on Citizens’ Judgment (*forthcoming*).

It has also been proved by the Spanish case that the socioeconomic characteristics of each region also affect satisfaction with public services. In richer regions, citizens tend to be more satisfied with public services (this is true for Health Care and Education, but not for Pension systems). Other variables related to context like concentration of immigrants, poverty or inequality also matter to satisfaction figures. Finally, characteristics of the service (inputs and performance) play a very important role in satisfaction with particular services, but they do not matter that much to citizen valuation of overall Public Sector performance, as stereotypes tend to play a more important role when citizens are asked to evaluate Public Sector as a whole. Indeed, in Spain we have studied “bureautic” attitudes, consisting in negative image of the Public Administration and Public Officials not sustained in real negative experiences.

Negative image of public administration have an important consequence on public services, especially in times of austerity. It has been proven for the Spanish case that citizens who are not satisfied with public sector performance tend to “escape” (opt out) public services and buy private market services, if they can afford to do so. This opting out process might erode the support base of Welfare State and public administration in general, as middle classes start to perceive that they are paying taxes to finance services they do not benefit from.

Nevertheless, at least in Spain, most citizens who are dissatisfied with public services consider that the main reason why these services function poorly is the lack of resources. Therefore, Spanish public services still own *credit* by citizens, who do not criticize public provision for being public, but for having not enough resources. Thus, most dissatisfied citizens answer that they are in favor of expending more resources in public services. However, this situation might not last forever, as dissatisfaction in long term might erode citizen support for public expenditure programs.

Government efforts to monitor and analyze public attitudes towards public administration:

The main source of information about citizen perception of public services in Spain are the surveys performed by Centro de Investigaciones Sociológicas (CIS, *Center for Sociological Research*). CIS is a public national institute that conduct national surveys about many topics. CIS cooperate actively with AEVAL (National Agency for the Evaluation of Public Policies and Quality of Services) and other public agencies conducting research on public opinion towards public administration. The Observatory of the Quality of Services of AEVAL has a legal mandate to publish an annual report about citizen perception of public services in Spain. These reports have been conducted annually since 2006. The Observatory is responsible for the design of the questionnaires and the analysis of the data. CIS performs the field work, using its network of personal interviewers all across Spain. All microdata of CIS surveys are public, and they usually have been used by academics to conduct their own researchers.

The Observatory uses both quantitative and qualitative analysis tools. Regarding quantitative analysis, the Observatory uses the most modern statistical and econometrical techniques, as multilevel regressions, differences in differences, etc. It also analyses several databases of Focus Groups developed by the CIS regarding citizen attitudes on public services.

The Observatory publishes all its reports in AEVAL website (www.aeval.es). It also disseminates its results in several national and international conferences about public services, maintaining a close contact with leading academics in public perception field in Spain.

Besides these National Studies by CIS & AEVAL, Spain also takes part in international projects like the European Social Survey, which contains modules of questions related to citizen attitudes to public services.

Finally, at the micro-level, most Spanish public agencies (National, Regional and Local) conduct surveys on citizen satisfaction. In fact most Regions count with and Observatory of Public Services. The work of these Observatories is coordinated in the Network of Observatories of Public Services, which is currently finishing an unified questionnaire of citizen evaluation of administrative services (in office, telephone services and e-administration), that might be used to promote comparability in citizen perception measures, which will foster accountability and benchmarking between institutions.

Government initiatives aimed at improving negative image of public administration:

Spain counts with an integrated strategy of improving quality of public services, the RD 951/2005, that establishes the General Framework for Quality of Services Improvement. This Royal Decree (RD) contains several programs to improve not only the quality of services, but also the image of public organizations and public services. The programs included in this RD are citizen charters, complaints and suggestions, evaluation of citizen demands and satisfaction with public services, evaluation and assessment of public organizations, quality recognition and the Observatory of Public Services (see section 2). The implementation of this Royal Decree in the National Public Administration is assessed by the Observatory of the Quality of Public Services in two annual reports (one regarding to National Public Agencies, who is discussed in the Parliament, and another one regarding the Ministries, which is send to the Council of Ministers).

These reports, published in AEVAL website (www.aeval.es) summarize the developments in quality of services in National Public Administrations, as well as good practices from public agencies and public organizations. Currently AEVAL is working on a new Royal Decree on Quality, which will be able to improve the existing one.

Spain presents more stories of success in improving quality of services and raising citizens' perception of public administration, most of them based on the quality programs contained in the mentioned Royal Decree.

Two of the most successful cases in improving citizen perception of public services are the National Social Security Institute (INSS), who is in charge of managing all pensions, and the National Tax Administration Agency (AEAT). Both institutions, that have received national and international quality awards, have developed an impressive system to guarantee quality of their services, promoting self-assessments of their organizations, modernizing their administrative procedures, reducing red-tape and lowering waiting times, opening to e-administration with the most modern technologies (like the possibility to confirm a tax declaration by SMS). The citizen perception of the functioning of these two organizations have improved during the last years, and now they are leading organizations in perceived quality, not only compared to other public agencies, but also to private companies. Data for INSS (both subjective and objective indicators) is available (in Spanish) in the following link:

http://www.seg-social.es/Internet_1/Estadistica/PresupuestosyEstudi47977/InformacionContableFinancieraPruebas/seguimienindicaobjetivos/2010/Diciembre%202010/index.htm,

and for AEAT:

http://www.aeat.es/AEAT.internet/Inicio_es_ES/La_Agencia_Tributaria/Memorias_y_estadisticas_tributarias/Memorias/Memorias_de_la_Agencia_Tributaria/Memoria_2010/Memoria_2010.shtml.

SWEDEN

Image of public administration among the public

In general, the attitudes and images of the public administration in Sweden are positive. Confidence towards political institutions and politicians at the national as well as at the local level are in an international perspective, fairly high. Even though confidence in political institutions are quite high, the public's confidence has been decreasing during the last decades. Attitudes toward civil servants are positive and confidence high. Confidence is especially high toward civil servants working within the universal sector of the welfare state, i.e. childcare, education and health care.

Surveys show that the public are satisfied with the work conducted by several of the main public agencies, ie the Swedish Board for Study Support (CSN), the Swedish Police Service and the Swedish Tax Agency. Swedish Public Employment Service and the Swedish Social Insurance Agency are the public in general less satisfied with. There are also positive attitudes toward compulsory schooling and healthcare, rescue and elderly care services work.

How people perceive public administration varies from one group of individuals to another. Analyses shows there are several factors affecting citizens' attitudes toward public administration and the welfare state services. Some factors that stands out, sex, age, education and if you are a user of public services.

Survey shows, for example, that older people are more satisfied with elderly care and healthcare than young people. The young, for their part, are more satisfied with compulsory schooling. The analyses also show that education has a bearing on perceptions of public services. In many cases, people with higher education are more satisfied with, and have greater in, social institutions than people of low educational attainment. The rescue services, hospital care and elderly care are, however, three areas of activity that are rated more highly by people with low education than the highly educated. But most important, the analyses show that users are substantially more satisfied than individuals or companies that have not been in contact with an agency and therefore lack experience of its work.

Government efforts to monitor and analyze public attitudes towards public administration

The Swedish Agency for Public Management has a one of its assignment to monitoring the development of the public administration. As part of this work the government assigned agency to carry out a survey of views, among the public and businesses, of quality in public services. The goal for the public administration was laid down by the Government in its 2010 Bill on administrative policy. In the Bill, the Government also points out the need for more systematic monitoring of how public administration is developing.

In order to carry out the assignment the Swedish Agency for Public Management embarked on a three-year cooperation programme with the SOM (Society, Opinion, Media) Institute at the University of Gothenburg. The purpose of this cooperation is to provide information about, first, public opinion concerning standards in central government agencies' work and, second, the workings of certain areas of activity for which municipalities and county councils are responsible. The material also includes issues of public confidence in a range of community institutions and the people who work there. The SOM Institute's time series also permit analysis of how the public's views have developed and changed over a ten-year period.

In the study of 2010 the public have been asked to evaluate how the Swedish Public Employment Service, the Swedish Board for Study Support (CSN), the Swedish Social Insurance Agency, the Swedish Police Service and the Swedish Tax Agency perform their functions and how well compulsory schooling and healthcare, rescue and elderly care services work. In the 2011 year survey the Swedish Public Employment Service, the Swedish Social Insurance Agency, the Swedish Pension

Agency, the Swedish Transport Administration, the Migration Board and the Energy Market Inspectorate as well as compulsory schooling, healthcare, public transport and childcare will be evaluated.

The Swedish Agency for Public Management has also conducted a survey of attitudes among businesses toward public administration. Today, little is known about how companies perceive their contacts with public services. To a large extent, this appears to be a matter of having previously seen companies primarily as producers of goods and services, not as consumers. Our contacts with research in the area show that few similar surveys have been conducted and the surveys carried out have commonly addressed the task of regulatory simplification. The analyses show a similar result as of the public; users are more satisfied with public administration than non users.

SWITZERLAND

Image of public administration among the public

Over the past few years and especially during the financial crisis, the Swiss Federal Council earned fundamental criticism, mainly regarding its incapability to act as a united constitution towards the public and due to the tendency to focus on governance instead of making strategic decisions. According to the survey from M.I.S Trend AG 2010, only about 62% of the Swiss citizens assessed the Swiss Federal Council in 2010 as trustworthy, which is the poorest result since the beginning of the surveys in 1992.

During the same time period, the public administration and the public companies earned more confidence from the Swiss citizens (~75%). The most trusted institutions were the consumers associations (~79%), followed by the Swiss national bank and the owners of small and medium-sized companies (~76%) (Surveys from M.I.S Trend AG 2010)

Despite all criticism, the Swiss Federal Council earns still more confidence than the financial regulators, the labor unions, trade associations and the media industry (Surveys from M.I.S Trend AG 2010)

Another finding reveals that 91% of the Swiss citizens assess the reduction of bureaucracy as an important political target, however they don't see bureaucracy as a real problem ("Swiss Worry Barometer" by Credit Suisse and gfs.bern 2010)

The same study shows that 43% of the Swiss citizen believe that the political system is in general not malfunctioning while 38% believe that political system is failing regularly. Only 3% don't experience any political system failure.

Government efforts to monitor and analyze public attitudes towards public administration

- The Federal Department of Foreign Affairs (FDFA) analyses the image of Switzerland within the country (endogenic image) every year by external institutions. Specific areas of these analysis also address public attitudes towards public administrations:
<http://www.image-switzerland.ch/index.php?id=10&L=1>
 1. **Identity survey "Swiss Worry Barometer"** carried out regularly by Credit Suisse and gfs.bern since 2003 as part of the list of concerns (Sorgenbarometer)
<https://infocus.credit-suisse.com/app/topic/index.cfm?fuseaction=OpenTopic&coid=165&lang=EN>
 2. **Swissness studies** carried out by the University of St.Gallen in 2007 and 2008, and Swissness Worldwide 2010
<http://http-sg.ch/bestellung-swissness/>
 3. Study carried out by gfs in advance of Expo 02 under the aegis of DFA (Presence Switzerland)
 4. **Study "Sophia 2010" from MIS Trend AG** (only available in French, summary in German)
http://www.mistrend.ch/articles/SOPHIA_2010.pdf
http://www.forumdes100.com/files/F100-10_Sondage_DerBund_p2-3.pdf
- Less important for this purpose but as additional information:
The Federal Department of Foreign Affairs (FDFA) analyses the image of Switzerland abroad (exogenic image) mainly through three sources of information:
 1. **Image studies:** Studies led by its own means in target countries defined by its strategy and in collaboration with professional partners
<http://www.image-switzerland.ch/index.php?id=500&L=1>

2. **The analysis of foreign media (Issues Monitoring):** An observation and continuing analysis of articles published about Switzerland. FDFA, Presence Switzerland, systematically monitors certain issues to identify and analyses foreign reports from the point of view of various topics that are relevant to Switzerland. These analyses focus on popular media (print and online) in countries that are of the greatest interest to Switzerland from the point of view of foreign relations.
3. **The Nation Brands Index (NBI):** A study conducted by the American institute that pictures the image of 50 countries by interviewing several thousands of people. The Nation Brands Index (NBI) assesses the strengths and attractiveness of a country's image. Each country is assessed in relation to the following six areas: exports, governance, tourism, investments and immigration, culture and cultural heritage, population

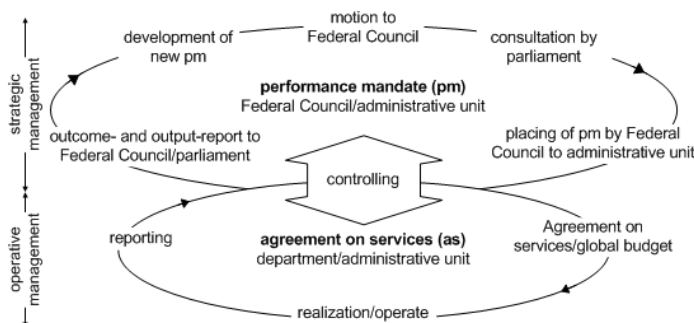
<http://www.image-switzerland.ch/index.php?id=499&L=1>

Government initiatives aimed at improving negative image of public administration

- The Federal Finance Administration (FFA) is running a competence center for performance-oriented administrative management (Management by performance mandate and global budget MPM). The MPM advises and supports administration units in their endeavors to fulfill tasks more effectively and more efficiently. Multiple federal departments are being run under the performance-oriented administrative management (Criteria: Provision of adding value and possibilities of delegating authority).

Management Model:

The concept of integrated performance and effect control serves the administrative units in supplementing and optimising their existing management tools with performance and effect control. At the core is a goal and indicator system which contains parameters directly relevant for the management work of the line managers. Thus the goal and indicator system becomes a sort of navigation chart that is based upon the following questions: - Which performance and effect goals should be chosen to implement the political mandate? - In what way should the potential of the administrative unit be fostered and developed so that the political mandate will be fulfilled in the long term as well?



<http://www.flag.admin.ch/e/index.php>

EUROPEAN COMMISSION

Image of the European public administration among the public

Trends in perception: Eurobarometer (EB) studies, tracking trust in the European Commission from 1993 to 2011, have shown no major swings in levels of trust or mistrust in the institution.

On the whole surveys tend to indicate a higher level of trust in the EU institutions than in national ones, particularly when it comes to dealing with major political or economic issues. A recent EB shows that 40% of EU citizens tend to trust the European Commission while 32% trust their national governments. (source: EB75 – spring 2011)

Factors affecting public perception of the Commission: peaks and lows in trust in the Commission can be linked to events covered in the media at the time of the surveys (eg. 1999 – fall of the Santer Commission; spring 2007 – solution to the deadlock on the European Constitution; 2011 – the economic crisis etc).

Managing image in times of crisis: 'Europe 2020' is the key strategy of the Commission in these times of crisis taking a holistic approach to growth and jobs across the EU. This strategy aims to maximize the positive impact on ordinary people of all EU Member States working together toward recovery and future growth. Having heard about this strategy, 46% of Europeans say the EU is heading in the right direction and 77% support a stronger coordination of economic policy among MS to tackle the current crisis. (source: EB 74 – Feb 2011)

Monitoring & analyzing public opinion

The European Commission uses a number of tools to gauge how the institution and its actions are perceived by the public. It also monitors the key trends, issues and attitudes likely to impact on this perception.

Eurobarometer (EB)

Since 1973, the European Commission has been monitoring the evolution of public opinion in the Member States. This contributes to the preparation of texts, decision-making and the evaluation of the Commission's work. The EB surveys and studies address major topics of concern to European citizens: enlargement, social situation, health, culture, information technology, environment, the Euro, defense etc. They show what Europeans really think about EU policies and the impact they have on their lives.

Different types of surveys serve different requirements: face-to-face interviews, in-depth thematic studies, telephone interviews...

Media monitoring & analysis

This service tracks and analyzes reactions to the political and communication initiatives of the Commission. Based on the analysis, recommendations are made that inform communication strategy and actions.

Political reporting

The Representations provide the commission with in-depth information and analysis on developments in the MS and on the views of the national governments, political parties and civil society on a range of issues within the Commission's remit. This information is useful in gauging how the Commission and its policies are perceived and also helps inform and adapt communication policy in the various MS.

Initiatives aimed at improving the negative image of public administration

The European Commission aims to cultivate a positive image and overcome any scepticism through a combination of communication services, tools and initiatives. All help to raise the awareness and profile of what the Commission does.

Daily communication policy:

The Spokespersons' service: the SPP is the official voice of the Commission vis-à-vis the written, audiovisual and internet press. It provides information about the policies and decisions of the Commission to the media. It ensures media coverage of the Commission through a pro-active strategy. The SPP's aim is also to present a coherent press line reflecting the Commission's and the President's political priorities. The SPP's role is also, in cooperation with the representations, to rebut stories which are damaging to the Commission. The SPP thus plays a key role in the strategic communication of the Commission.

The Representations: the eyes, ears and voice of the Commission on the ground, the Reps are a vital link for communicating the EU's policies at national, regional and local level as well as establishing a visible physical presence of the European institutions outside of Brussels and direct contact with authorities, media, stakeholders and citizens.

Audiovisual media: the AV service offers a wide range of services and material to both the media and the Commission's services to support them in communicating on the Commission's business. These include EbS, photo coverage of EC-related events, video clips on topics of major interest (eg the 20th anniversary of the democratisation of Eastern Europe). These services provide insights into the activities of the EU institutions, thus reinforcing awareness of an administration at the service of EU citizens.

TV is the preferred medium of European citizens with 85% watching on a daily or almost daily basis. For 81%, TV is the main vehicle for information on EU matters whilst radio is the most trusted medium for information above TV and the written press. (source: EB 74 – Feb 2011)

Web-based media: the Europa portal reaches 19 million people each month; it is the gateway to the websites of the Commission, EP, Council and other EU institutions. It is the platform for presenting and explaining the EU and its policies to citizens, stakeholders or multipliers. Given that 45% of Europeans use the web daily and 63% at least once a week (source: EB 74 – Feb 2011), this medium is crucial in promoting the image of a dynamic institution in touch with people's needs.

Social media: social media such as Twitter, Facebook or YouTube play an increasingly important role in the Commission's communication mix. They provide an up-to-date way of connecting with citizens and multipliers, to share information, build 'community' relationships and promote discussion.

Public events & European Years: Europe Day, Back to School, Staff as Ambassadors, European Development Days, European Year of Volunteering, European Year of Active Ageing...

All these initiatives serve to bring the EU closer to ordinary citizens, thereby giving the Commission a more human and approachable face and highlighting the relevance and positive impact of its actions in people's every day lives.

Education initiatives: lifelong learning programmes, such as

Erasmus: this is the EU's flagship education and training programme enabling 200 000 students to study and work abroad each year. In addition, it funds co-operation between higher education institutions across Europe. This programme allows a whole new generation to get a better sense of what it means to be a European citizen, improving language learning, intercultural skills, self-reliance and self-awareness. In addition, many employers highly value such a period abroad, which increases the students' employability and job prospects.

Grundtvig: this programme focuses on the teaching and study needs of learners taking adult education and 'alternative' education courses, as well as the organisations delivering these services. It aims to help develop the adult education sector, as well as enable more people to undertake learning experiences, notably in other European countries.

Annex 1

Factsheet instruction

Innovative Public Services Group

Building image of public administration

According to deep-rooted belief, citizens' confidence and trust in public administration and public services is low, and that it is declining in recent years. The credibility gap between the public and public servants has become a key element of a negative image of public administration. It results in growing concern of many governments and opinion leaders over citizens' dissatisfaction with public services and with the public administration's image as a whole. Such concerns frequently triggers a public debate on functioning of public administration and its performance. In time of financial crises, the negative image often legitimizes proposals of cuts in public administration.

Existing studies on public attitudes do however not fully confirm low level and declining confidence in public administration. Some studies reveal considerable fluctuations of public attitudes while in some countries, there are no appropriate time-series data supporting statements of a negative image and widening the credibility gap. Moreover, the image of public administration turns out to be a complex entity determined by various norms, expectations and individual experiences. For example, some studies show considerable variations between public attitudes directed towards specific services and attitudes towards the public administration or public sector in general.

Therefore, many governments undertake attempts to monitor, analyze and synthesize findings of quantitative and qualitative studies like public opinion surveys, focus groups interviews, media analysis or analysis of public discourse. Such reviews often lead to development of communication strategies aiming at improving communication with public, efficient delivery of policy objectives and public services, influencing public attitudes and behaviors or at creation of a trustworthy and integrated brand of public administration. In the long run, such endeavors could lead to better understanding of the role of public administration and to restore citizens' confidence and trust.

The aim of this activity is not to run a comparative research on image of public administration but to create an opportunity to present and discuss research results on image of public administration, methods of monitoring public perception as well as government initiatives undertaken to revitalize public administration concept in EUPAN Member States.

Therefore we would like to kindly ask you to prepare a fact sheet on the subject (1-3 pages) covering the following aspects:

1. Image of public administration among the public:
 - key trends and issues (attitudes towards the public administration in general, attitudes towards specific services, attitudes towards top civil servants, perception of public administration as an employer),
 - factors affecting citizens' perceptions of public administration,
 - key consequences of negative image in time of austerity; impact of negative image on public sector reforms.
2. Government efforts to monitor and analyze public attitudes towards public administration:
 - sources of information (tailor-made researches commissioned by government, researches conducted by other institutions, international and national statistics, others),
 - institutions responsible for monitoring and analysis,
 - utilization of quantitative and qualitative research methods,
 - dissemination of research results; co-operation with academic institutions and non-government think-tanks.
3. Government initiatives aimed at improving negative image of public administration:

- integrated, strategic approach vs individual initiatives of organizations,
- initiatives aimed at improving citizens' perception of public administration performance, increasing satisfaction with services delivery,
- initiatives aimed at raising image and prestige of civil servants,
- initiatives aimed at improving citizens' perception of public administration as a whole,
- success stories: examples of government initiatives resulting in modification of public attitudes, restoring trust and confidence or revitalization of public administration's image.

Annex 2

Presentations of 1st IPSG meeting
12-13 September 2011, Warsaw, Poland

Image of Public Administration in the Czech Republic

Lucie Šutoriková

Public Administration Department

Main topics of the presentation

1. The image of public administration among Czech citizens
2. Government initiatives aimed at improving the image of public administration

PART 1

The Image of Public Administration Among Czech Citizens

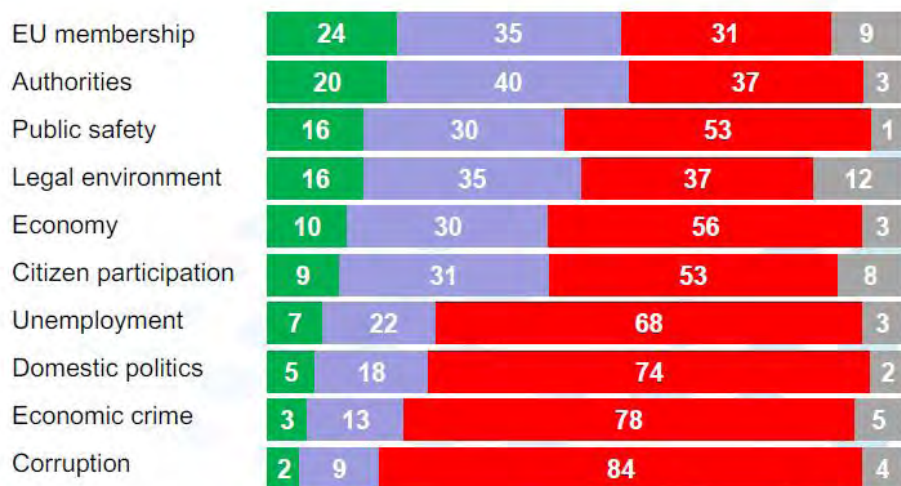
“Satisfaction with the areas of public life”

- A survey by Czech Academy of Sciences
- The research conducted in June 2011
- Interviewed citizens were older than 15 years
- Total 1006 respondents
- Available in Czech language at www.cvvm.cas.cz/upl/zpravy/101101s_ps110207.pdf

Percentage of citizens dissatisfied with:

• Corruption	84%
• Economic crime	78%
• Political situation	74%
• Unemployment	68%
• Social certainties	56%
• Functioning of the economy	56%
• Public safety	53%
• Citizen participation in the decision-making	53%

Satisfaction with the current state of selected areas of public life



■ % satisfied
 ■ % halfway satisfied
 ■ % dissatisfied
 ■ % do not know

- only **2%** of respondents did not felt dissatisfied in any area
- **50%** of respondents were dissatisfied in more than 10 out of total 25 areas
- The respondents dissatisfied with more than 16 areas of public life: **35%** are determined to vote in the next elections; **33%** resigned to vote.

Q: Would you go to vote if there were elections next week?

Areas*	Definitely YES	Rather YES	Rather NO	Definitely NO	Do not know	% of Dissatisfied
0-5	29	29	11	15	6	21
6-10	28	31	7	22	7	33
11-15	25	26	13	27	7	30
16+	35	18	8	33	3	14
total	26	27	10	24	6	-

* Number of areas of public life the respondent is dissatisfied with

Citizens' views about public administration as an employer

- Unattractive employer with a non-competitive labour market
- A “refuge” for less capable people
- A “prep” before leaving for the private sector
- Lower salaries compared to the private sector
- Less opportunities for career advancement

Factors affecting citizens' perception of public administration

- Unpleasant experience with the civil servants
- Unnecessary bureaucracy
Frequent changes of application forms, long processing
- Current political situation
Scandals and quarrels in the ruling coalition
- Mass media
Coverage of the corruption affairs

Citizens' views about the public servants



URL: <http://www.youtube.com/watch?v=UYhBiolZk14> [31. 8. 2011]

Public opinion on public servants



http://is.muni.cz/th/68112/esf_m/?lang=en;id=185640

PART 2

Government Initiatives Aimed at Improving Negative Image of Public Administration

1. Effective Public Administration Strategy
2. Czech POINT
3. Ministerial Quality Award
4. Institute of Public Administration

1. Effective Public Administration Strategy 2007–2015

- Adopted by the Czech government on July 11, 2007
- Provides the coordination and effectivity of improving public administration and services using resources from the Structural Funds
- Describes the key problem areas of public administration and implementation of the Strategy
- Lists prepared projects aimed at increasing efficiency of public administration in defined areas

Main goals of the Strategy

- Improve the function of the authorities, reduce the expenses and ensure transparent management and performance of public administration
- Improve and simplify the regulatory environment and create an attractive environment for entrepreneurs, domestic and foreign investors
- Ensure the maximum availability and quality of public services, bringing them closer to citizens

Projects in public administration

Registry of Rights and Duties

with the goal to simplify the communication within the PA and to clearly define the rights and duties of PA bodies

Process Simulation of Agendas

with the goal to make the PA as a public service more effective, transparent and simple

eGOV training

provided by Institute of Public Administration for the civil servants and officials in the territorial self-governing units (Computer skills, ECDL, Data Boxes (online communication between state bodies and legal persons))

2. Czech POINT (Czech National Information and Verification Terminal)

- Established in January 2008
- Operated by the Ministry of Interior
- Focal point of public administration
- Provides citizens with verified data from central registries (criminal records, trade records, land register)
- Terminal system for more than 6,600 local and regional authorities

3. Ministerial Quality Award

- Organized annually by the Ministry of Interior
- For administrative offices, local authorities, their subsidiary organizations, and community associations
- Focuses on innovation and quality of public services
- Used methods: CAF, benchmarking, Balanced Scorecard, EMAS, ISO norms, Local Agenda 21 and other reforming and innovative projects
- Winners announced at the annual Quality Conference
- Best practices published on the Ministry website

4. Institute of Public Administration

- Agency partially funded by the government
- Offers courses in “soft skills” – trains civil servants how to effectively deal with citizens



MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

Thank you for your attention!

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Public Administration Department

Ministry of Interior of the Czech Republic

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The Public Sector Image: Case of Finland



The Key Messages

- Instead of image campaigns we concentrate on the improvement of the public services
 - important in the current situation where the resources are diminishing
- In the case of public sector as an employer some attention has been paid to the image campaigns
 - important as due to the aging of the workforce we need to be able to compete with the other employers for future workforce



Public sector image: Public services

Surveys on the quality of the public services:



- **Surveys commissioned by the public administration:**
 - One annual national quality survey commissioned by the Ministry of Finance (since 2002) --- carried out by an private market research company
 - Regular surveys by the different sectors, individual agencies, municipalities etc.
- **Surveys on public services commissioned by external actors:**
 - Mainly on the whole of administration and commissioned by different actors, e.g. trade unions and media companies --- not regular in a same sense than the national quality survey
 - We also follow international surveys



National Quality Survey

- The method created by two Finnish expert organisations, the Statistics Finland and the Consumer Research Centre
- Covers eight (8) services,
 - 5 basic municipal services and
 - 3 services produced by Government agencies



National Quality Survey

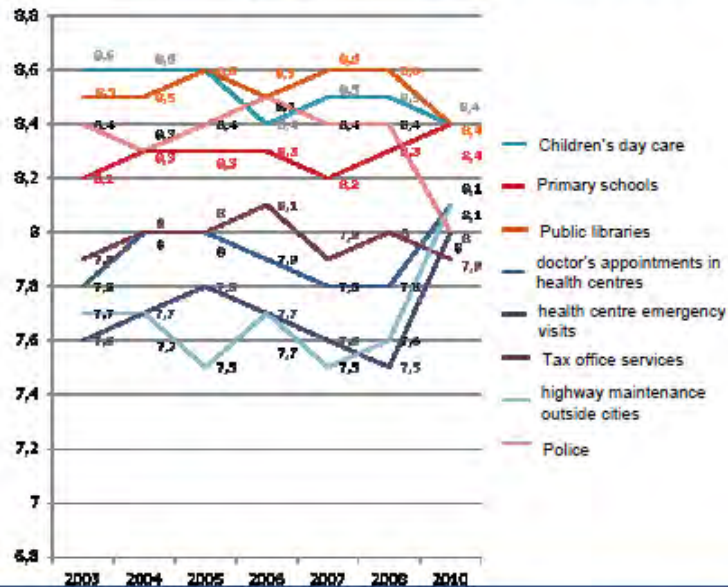
Services studied:

- children's day care
- primary schools
- public libraries
- doctor's appointments in health centres
- health centre emergency visits
- police
- tax office services
- highway maintenance outside cities

National Quality Survey: General satisfaction levels by a service from 2003-2010



No major changes
in the years in
question
(scale 4-10)



MINISTRY OF FINANCE
Finland

Public Management Department

September 2011

7

Democracy barometer



- Commissioned by the Ministry of Justice and a Finnish Commercial TV Channel
- Includes questions regarding trust towards public institutions and actors
- First done in 2010, intended to be annual

MINISTRY OF FINANCE
Finland

Public Management Department

September 2011

8



Democracy barometer: results

- Democracy in Finland, Citizen satisfaction 78 % (at the local level 68 %, EU-level 41 %)
- The trust level is high in between the citizens and towards public institutions (especially the Parliament, the Police, the President and the Judiciary)
- Trust towards the actors in the institutions, especially the political decision makers, has declined rapidly (compared to some other surveys made earlier / some corruption charges underway during the survey)



Public sector image: Government as an employer

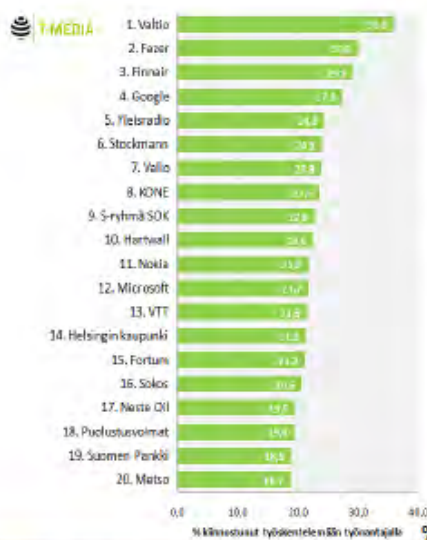


Employer Image Survey

- The perception of the public administration as an employer is very good based on recent studies. E.g. according to a survey made in April 2011 the Government (the State administration) is **the most popular employer in Finland** among the 106 employers studied in that survey.
 - The Government was also the most popular employer in 2010



Government Employer Image



The Government is seen as a *stable employer providing meaningful and interesting jobs.*

State as employer - Where are we now?



- **Public**
 - Government work is valued high in polls, even though the leadership / managing is criticized at the same time
 - Difficult times on recruitment markets always give state some extra boost (supply)
- **The state employers**
 - interested in their image – want to co-operate due to proven advantage it gives
 - every recruitment is important – valuable investment, wrong choices are expensive in many ways

Some actions taken



- **valtiolle.fi website and HELI E-recruiting system cover 95 % of all open long-term or permanent offices**

In 2010:

- **1,2 million visits on valtiolle.fi, over 540 000 identified visitors**
- **Over 4 800 positions were filled via HELI-system**
- **Almost 130 000 HELI-applications received**



Some actions taken

In addition, for example

- Shared newspaper adds for the last 1,5 years
- In two biggest newspapers (Helsingin Sanomat, Hufvudstadsbladet)
- Saves employers' money and time
- Are well-received by the job-seekers

Brochures
Recruitment fairs
Articles
Lectures
Facebook



Latest survey results -

Youth Opinions of the Leadership in Finland

- 30 branches; government & municipalities among the worst leadership image!
- The Finnish Defence Forces among the best image holders!
- Weakly-led organisations:
 1. Nokia
 2. Lidl
 3. The Government
- Well-led organisations:
 1. Google
 2. Nokia
 3. The Finnish Defence Forces

Source: TMedia, 8.9.2011

Conclusions



- "Public sector image" culture-binded matter – determinant image factors vary between individuals, service sectors, geographically etc.
- The wide acceptance of the strong role of the public sector in Finland may affect the results of quality of public services
- Because of the stable and pretty high quality of public services there has not been any spesific reason to start separate image campaings
- Scarce resources & continuous need for added value for tax euros; traditionally the resource allocation strictly to the service production itself – appropriations hard to get to the "image campaings"
- marketing of public services or institutions increasing (to get students etc) – key question; are given commitments 100 % delivered?

- You get the image you deserve?
- In the Finnish public sector we surely have numerous images!

Building image of public administration: Practices and data from Italy

Laura Massoli

Head of Unit

Public Administration Department

Presidency of the Council of Ministers

Warsaw, 12 September 2011

l.massoli@funzionepubblica.it

Agenda

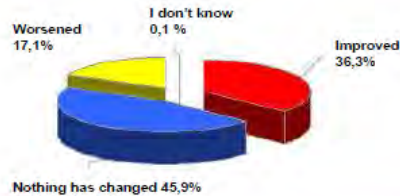
- The general framework: the image of Italian public administration
- The Italian public administration reform: improving services for building a better public image
- The perception of the reform among the public

The general framework: the image of the italian public administration



-some improvements in citizens perception on Italian public administration in the 2009-2011 period

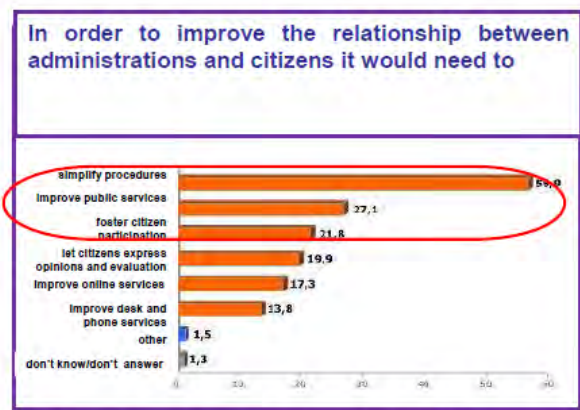
In the last 3 years the general efficiency of public administration is...



Source: FullResearch 2011, 1200 respondents. CATI methodology

-Only 36,3% of the respondents think that the general efficiency of Italian PA has improved in the last 3 years

The general framework: the image of the italian public administration



-A relatively diffuse **negative perception** on public administration and civil servants

-A quite low level of **confidence** in national government

-A strong focus on **cutting the red tape** and improving public services

Source: FullResearch 2011, 1200 respondents. CATI methodology

The Italian public administration reform

- The Italian Minister for Public Administration and Innovation, within the Presidency of the Council of Ministry is in charge of the public system.
- In **2008** the Ministry launched a **process of renewal and modernization** involving civil service and administrative organization as a whole.
- Such a reform process rests on four pillars: **meritocracy, efficiency, transparency and innovation.**
- The reform strategy in 2010-2013 is based on three guidelines:
 1. **PA modernization;**
 2. **innovation and digitalization** within PA and the Country System;
 3. **relationship among PA, citizens and business.**
- **The issue of public administration image is central within the reform**



Our Head Office – The historical Vidoni Palace, in the heart of Rome

The Italian public administration reform: the exit/voice strategy



The efforts for improving public services are meant to improve the image of public administration and to restore a fruitful collaboration with users

Source: modified from OECD, 2010

The Italian public administration reform: improving services for building a better public image

TRANSPARENCY OPERATION

What is it?

-The total disclosure on data and figures concerning the public administration to ensure visibility and provide citizens with control and protection tools, making them more aware of the mechanisms underlying the functioning of public administration and its costs in order to enhance accountability and restore trust.

-Disclosed data include information on: proceedings, tenders, public competitions, evaluations, absences, remuneration for consortia and companies in which the State has a share, assignments for consultants and external freelancers, remunerated assignments to civil servants, secondments, salaries, curricula vitae, e-mail addresses and contacts of managers, public administration success stories, information on all leave granted by public administration to civil servants to participate in Trade Union activities or elected public office activities.

-A three-year programme for performance transparency and integrity has to be adopted by every administration, together with a specific web page on the programme.

What has been done?

-Data published on the single portal of each administration, so that everyone can consult information and check if the administration is omitting some elements.

- A summary of these data are also available on the Minister portal, including information on the administrations which haven't published them - <http://www.innovazionepa.gov.it/lazione-del-ministro/operazione-trasparenza/presentazione.aspx>

The Italian public administration reform: improving services for building a better public image

COLLECTIVE ACTION AGAINST PA

How does it work?

-A collective action against the relevant public administrations and public service providers may be taken, in case of inefficient provision of services, by citizens, users and companies.

-An initial warning has to be sent to the PA which has 3 months for redressing citizens/users by providing public services according to **quality standards or citizen charters (no money compensation)**

What has been done?

-Agency at all levels of government are required to set and publish service standards based on guidelines issued by CiVIT

-Several associations have already started the warning procedure which brought to the redress of services within the 3 months deadline (time respect in delivering the permit of stay, health services, interruption of train services)

-Some associations have proceeded in the **collective action**

The Italian public administration reform: improving services for building a better public image

SHOW YOUR FACE

What is it?

-A simple tool, based on emoticons, for assessing public services and giving feedbacks

What has been done?

- Since March 2009, 8,9 million feedbacks have been collected
- about 1000 offices of administrations/service providers and more than 5.600 desks are involved
- Participation rate: 15% for desk services,6% for phone services, 4% for on line services
- Concrete contribution to the identification of weak points of administrative processes, priorities for service delivery improvement



mettiamoci la faccia
Ministero per la pubblica amministrazione e innovazione

Assess the provided from this desk service by pushing one of the colored symbols

esprimi il tuo giudizio sul servizio erogato da questo sportello premendo su uno dei simboli colorati

mettiamoci la faccia
Ministero per la pubblica amministrazione e innovazione

Indicate the main reason for dissatisfaction by pushing one of the buttons

Indica il motivo principale della tua insoddisfazione premendo su uno dei pulsanti

tempo di attesa necessità di tornare

professionalità dell'impiegata/o risposta negativa

The Italian public administration reform: improving services for building a better public image

FRIENDLY LINE

What is it?

- Three services available for citizens:** centralized access to all the information regarding the public administration through the **free number 803.001**; **guidance and call-back service** if a specific problem cannot be solved immediately; **collection of complaints** about poor service provision.
- Forwarding calls to the toll-free number of the appropriate administration, or user guidance through the portal www.informapubbli.gov.it.
- Evaluation** – by the user - **of the service received online**, by phone and by e-mail.

What has been done?

- About 1 100 contact structures connected** (Uffici per le relazioni con il Pubblico, URP) accounting for over 1.5 million contacts every week, is expected to be further developed.
- Development of the services offered by the portal**

The Italian public administration reform: improving services for building a better public image

CIVIC EVALUATION

What is it?

-A **shared evaluation performed by citizens, in partnership with administrations and civic associations**, in which the co-ordination and mediation role of the civic association is seen as strategic.

-A **2010 pilot project focused on the urban quality concept**, aiming at assessing, with this collaborative methodology, some important quality dimensions of Italian cities and neighbourhoods (e.g. **road maintenance, street lighting, urban waste, state of public buildings**).

What has been done?

-An evaluation of the pilot project has showed that this collaborative collection of data **supports improvement actions and facilitates the public's understanding of the problems faced daily by administrations**.

-**Further promotion of the initiative to make it largely available as a civic and participative tool** for improving administration services and performance as it represents a good example in the direction of **increasing social capital and trust in public administration**.

The Italian public administration reform: improving services for building a better public image

FRIENDLY NETWORKS

What is it?

-A **network of delivery channels in the private sector that gives citizens easier access to public services**, facilitating relations between citizens and the public administration and minimizing delays and queues.

-Existing service providers, such as **post offices, tobacco shops, banks, pharmacies, police stations, train stations and distribution centres (malls)** are involved to simplify service access, diminish service delivery time, ensure friendly service and reduce the digital divide.

What has been done?

about 100 000 points of access to services at the end of 2010, thanks to the inter-operability between public administration web services and private networks (without any additional cost)

The Italian public administration reform: improving services for building a better public image

DIGITAL ADMINISTRATION

What is it?

-A wide and comprehensive **strategy** and **e-government policy (E-Gov 2012)** in order to **eliminate paper in the flow of public documents (dematerialisation)**, to **reduce the red tape**, to support the **reengineering of internal processes**, to **develop online services** and to **reduce administrative burden** for firms and citizens.

What has been done?

Education: **digital material available for schools and pupils** (InnovaScuola platform) as well as **online family services** (infos on schools meetings, online enrollment)

Health: Digitalisation of the prescription cycle – **sick leave certificates (for public and private workers)** –

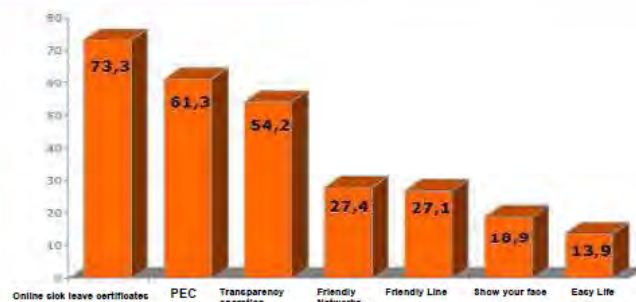
Certified electronic mail systems (PEC): compulsory for all new businesses and professionals; professionals, public agencies must publish their certified e-mail addresses on their websites; the citizens may activate it, free of charge, to communicate with the public administration

Justice: launch of the **plan for the digital justice** (March 2011): **94% of the judicial offices involved** – three keypoints – **digitalisation of proceedings and documents, telematic notifications, online payments**

The perception of the reform among the public

The survey's purpose, conducted in 2011 with a sample of 1200 respondents with the C.A.T.I. methodology, was to verify

a) Public awareness of the initiatives and services launched by the Minister of Public Administration and Innovation

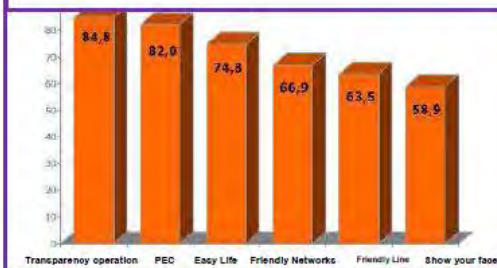


b) Public sectors in which the Italians have seen some improvements:

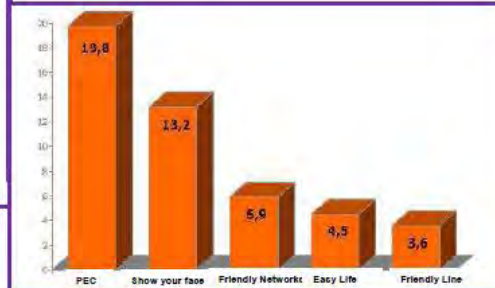
- Relationships between citizens and P.A. (19,3%);
 - Health (16,6%);
 - Public Transport (13,5%);
- On the contrary, 37% of the respondents haven't observed any improvement.

The perception of the reform among the public

c) Usefulness of the following services/initiatives
(universe of respondents: who declared to know the services)



d) Level of Use of the following services
(universe of respondents: who declared to know the services)



Conclusions

- The level of confidence in Italian public administration remains generally low, although an improvement in 2009-2011 period can be observed
- The several initiatives launched for improving transparency and accountability haven't changed so far significantly the citizen perception of PA image (it requires more time to change beliefs than habits)
- The role of the media: they are generally not interested in "telling the citizens good stories and good practices about the PA" (the bad news is the only news)
- The importance of communication: to implement initiatives and to inform about them (role of the web)

Further materials and
information available on
www.innovazionepa.gov.it
[www. qualitapa.gov.it](http://www.qualitapa.gov.it)



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CIVIL SERVICE DEPARTMENT

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University of Warsaw

Building Image of Public Administration Poland

Innovative Public Services Group Meeting
12-13th September, Warsaw

Polish Presidency in the Council of the European Union 2011



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Why bother with PA image?

- **Common beliefs that citizens' confidence and trust in public administration and public services is low and has been declining in recent years**
- **There is no solid evidence of a general decline of trust in public administration and public sector institutions.**
- **However, If people perceived things as real they are real in their consequences**

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Why bother with PA image?

- Well-functioning public sector is necessary, but not sufficient for building trust in the public administration
- There is no evidence of direct causal link between the performance of government, and citizens' trust in government
- Negative opinions on public administration often coincide with positive evaluations of specific services.
- In many cases opinions on customer satisfaction, refer to overall (often stereotypical) image of public administration

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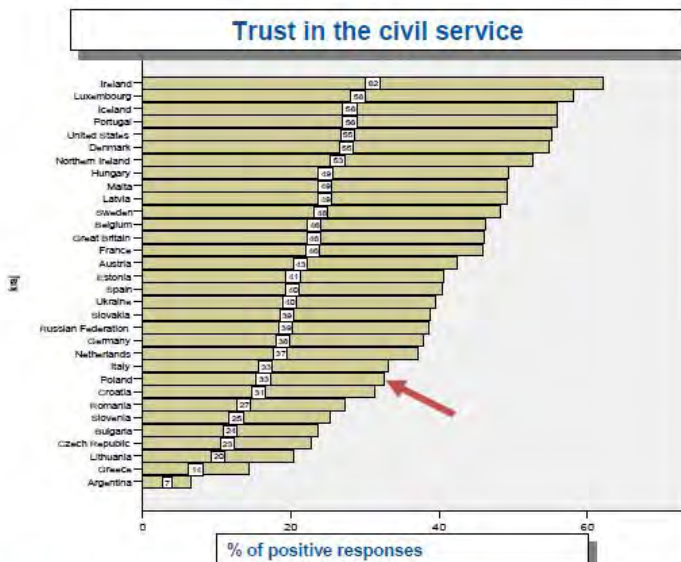
Why bother with PA image?

- Strengthening trust capital is one of the best way to increase public sector productivity, lower transaction cost, encourage politician to run key reforms.
- High level trust is also a base for public acceptance to make sacrifices during a crisis
- Restoring trust after years of neglect or after a crisis requires usually much more time, resources and efforts than planned and sustained efforts to establish and maintain goodwill and mutual understanding between public administrations and its publics

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Trust in public administration

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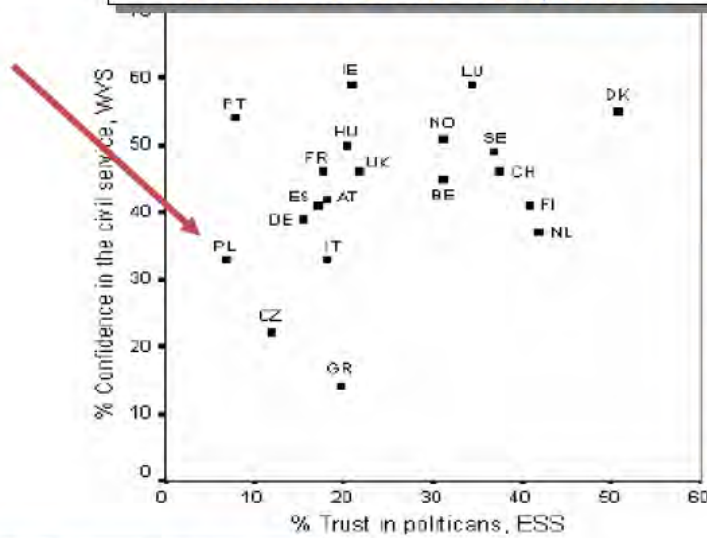


There is a wide diversity between countries and institutions. Trust in the civil service reflects complex citizen-state relations.

World Values Study 1999

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Trust in the civil service and in politicians



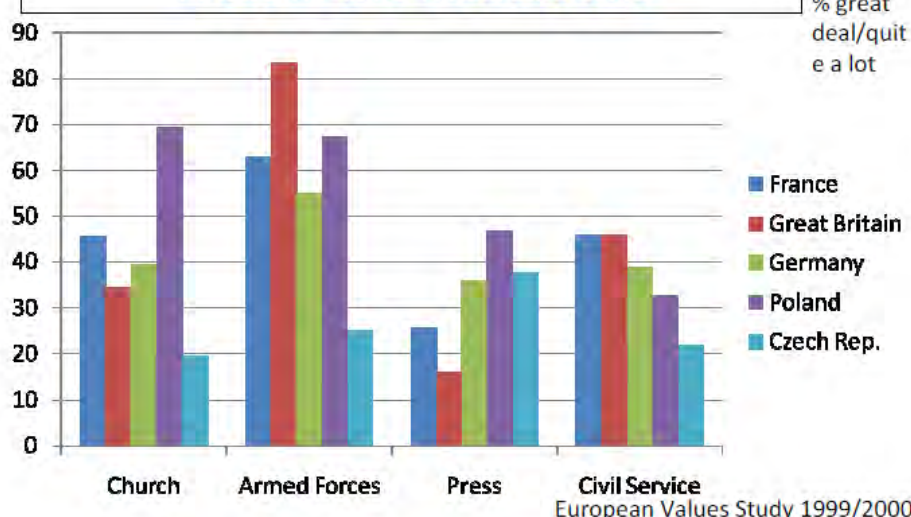
Poland – low level of trust in the civil service as well as in politicians

In 2004, 33% Poles declared their trust in the civil service, in 2006 - 38%

Van de Walle S., Van Roosbroek S., Bouckaert G: 2005

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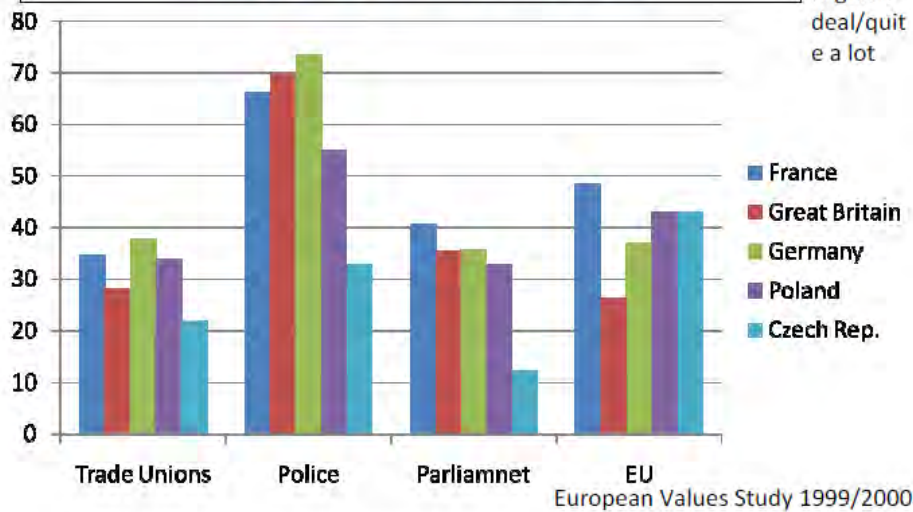
Trust in the institutions



European Values Study 1999/2000

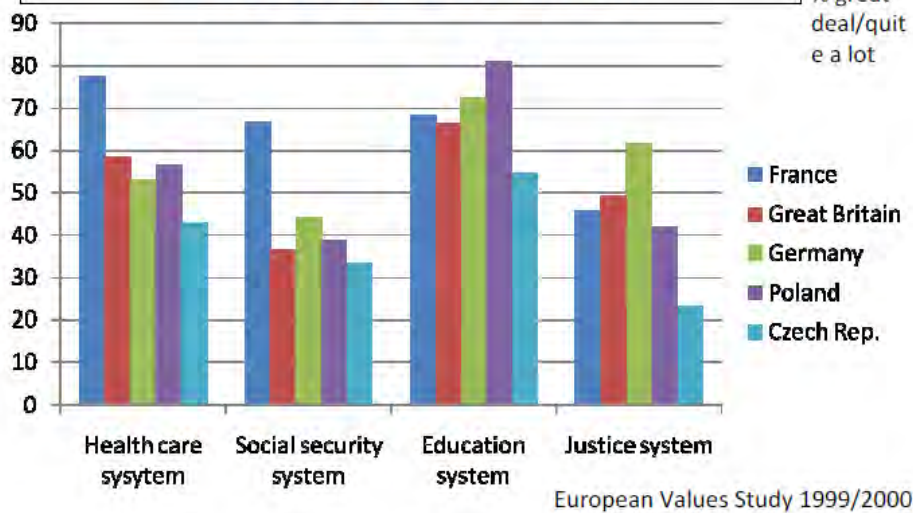
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Trust in the institutions



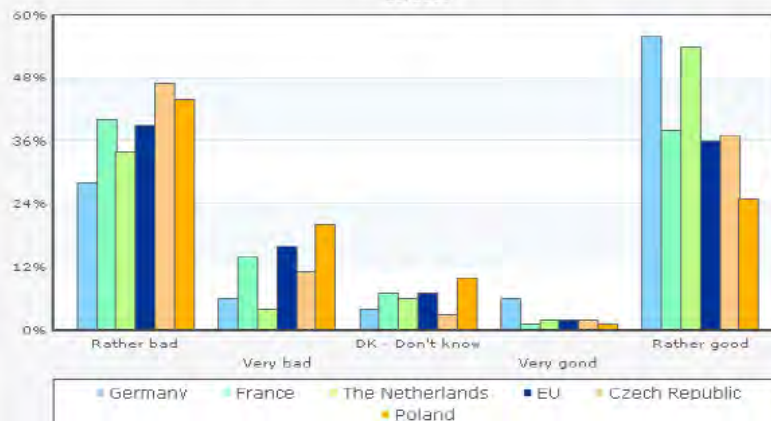
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Trust in the institutions



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How would you judge the current situation in each of the following? The way public administration runs in (OUR COUNTRY)
10/2008



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Eurobarometer 2008

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Key determinants of trust in the civil service in Poland

- Social capital
- Approval for democracy
- Support for decentralization
- Trust in key institutions of public sector

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Image of the civil servant

Civil servants are one of the worst evaluated professional categories in Poland

21% of Poles positive evaluate professional care and diligence of local council officials

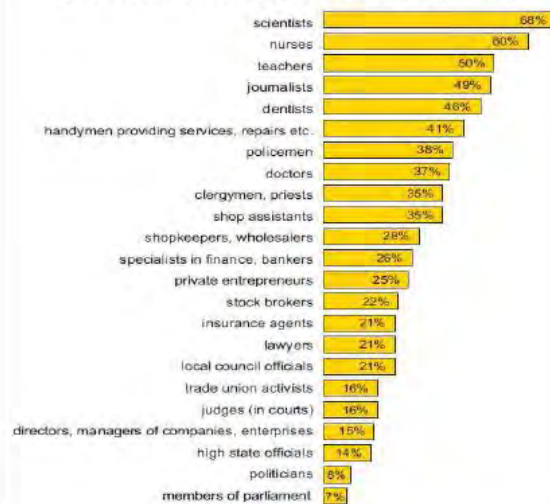
14% of Poles positive evaluate professional care and diligence of high state officials

7% of Poles positive evaluate professional care and diligence of members of parliament

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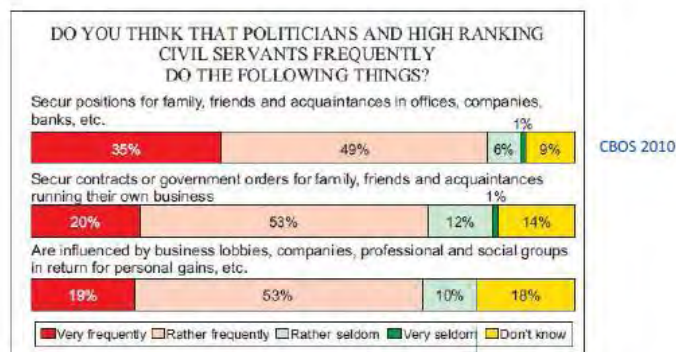
CBOS 2006, 2009

OCCUPATIONS ARRANGED WITH REGARD TO THE PERCEIVED PROFESSIONAL CARE AND DILIGENCE OF THEIR REPRESENTATIVES (THE TOTAL OF "VERY HIGH" AND "QUITE HIGH" EVALUATIONS):



CBOS 2006

71% of Poles perceived high ranking civil servants as persons obtaining unlawful benefits related with their job
In public perceptions there is no distinction between ranking civil servants and politicians. High ranking civil servants are perceived as belonging to political class



CBOS 2010

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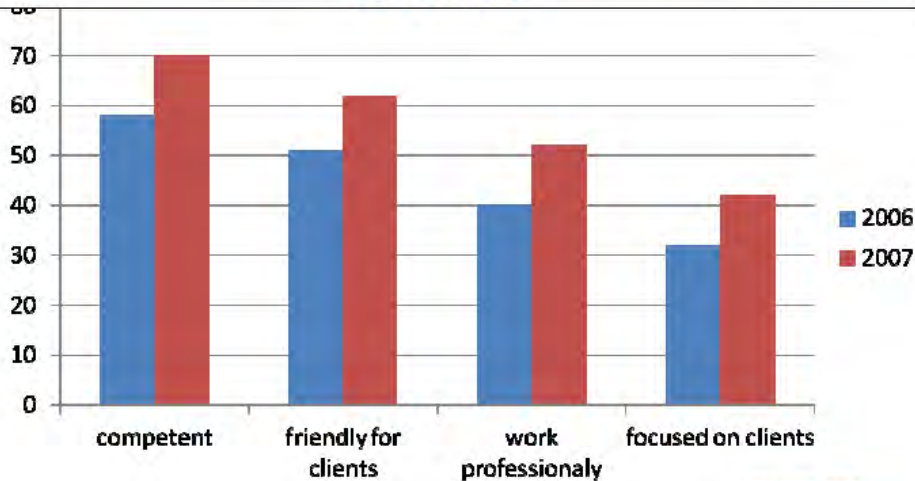
Image of the civil servant – stereotypes and direct experience

- **Negative image of the civil servant is not supported by opinions on direct contacts with public administration and provided services**
- **In 1999, 55% of Poles were satisfied with the way they were served in public administration offices**
- **In 2005, the same opinion expressed 77% of Poles**
- **Two thirds of Poles perceived civil servants they met at public administration offices as competent, honest and friendly**

PBS 1999, 2005

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Evaluation of performance of majority of civil servants



CBOS 206, 2007

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- **There is a great discrepancy between negative general image of civil servants (especially image of senior civil servants) and positive evaluations of civil servants and services provided, reported in everyday contacts**
- **Positive evaluations resulted from direct experiences can not modify in a significant way dominant stereotypes deeply rooted in public mind and strengthen by media coverage.**

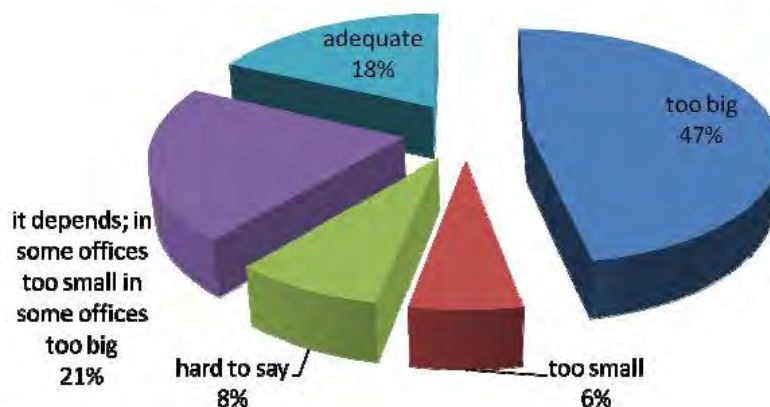
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- **The general distrust in the civil service often leads to public expectations to reduce the number of civil servants and legitimizes proposals of cuts in public administration.**

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CBOS 2007

Do you think that number of civil servants in Poland is:



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- **There is a need for a long term government communication strategy aiming at significant change of public perception of the civil service and public sector.**
- **The level of public trust depends not only on administrative cultures but also on citizens' expectations, norms and values and individual experience. Public trust results also from complex relations between state and citizens.**

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- **Limited number of research on public attitudes toward civil service in Poland does not provide adequate knowledge to understand determinants of existing opinions.**
- **Therefore, the first step in developing communication strategy is to conduct a large scale explanatory research.**
- **The research will also be utilized as a tool providing constant feedback information on perception of public administration performance and attitudes towards public administration reforms**

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- **Such research has been launched recently by the Department of the Civil Service. They contain a number of qualitative and quantitative studies including:**
 - Focus Group Interviews
 - In-Depth Interviews with key stakeholders of the civil service
 - Content analysis of media coverage
 - Discourse analysis
 - Survey on a representative sample of Polish society

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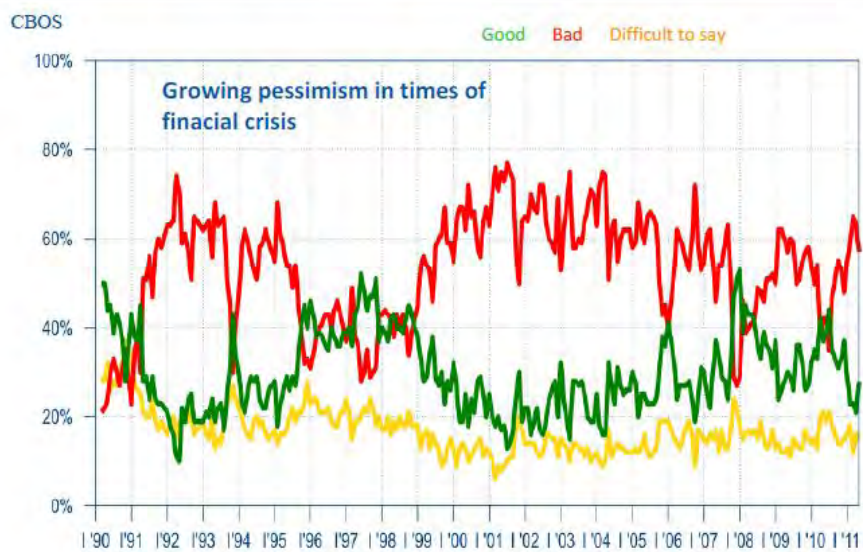
- **The first results will be revealed in Autumn 2010 and the final report will be published by the end of this year**
- **Main results of the study will be presented during next meetings of Innovative Public Services Group**

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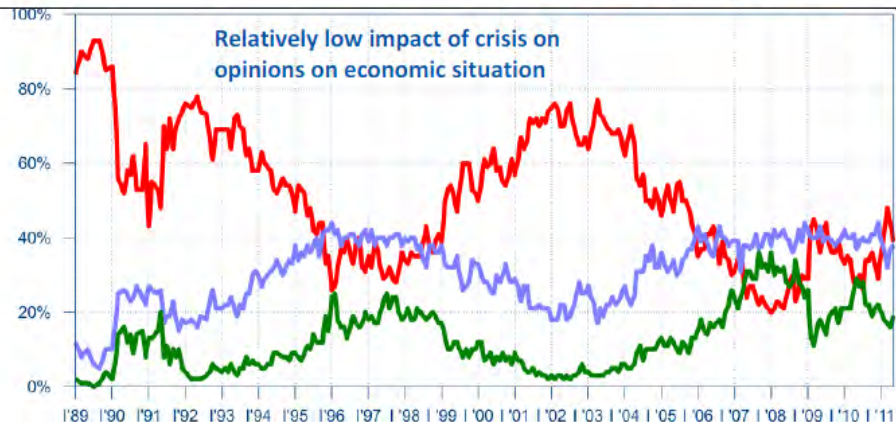
Social moods in turbulent times

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Is situation in Poland heading in a good or bad direction?



How do you generally evaluate the current economic situation in Poland? Is it:
Good Bad Neither good or bad

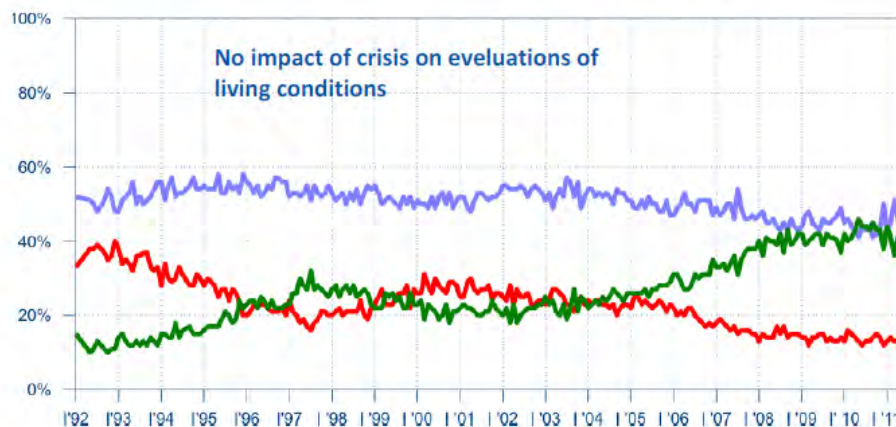


CBOS <http://www.cbos.pl/EN/trends>

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How do you evaluate the quality of living of yourself and your family?

Good Bad Neither good or bad



CBOS

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Thank you for your attention

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Ministry of the Interior and
Kingdom Relations

Image of the Dutch Public Administration

Current Trends and Initiatives



Outline presentation

- Current state of image of public administration
- Current issues concerning public administration
- Initiatives



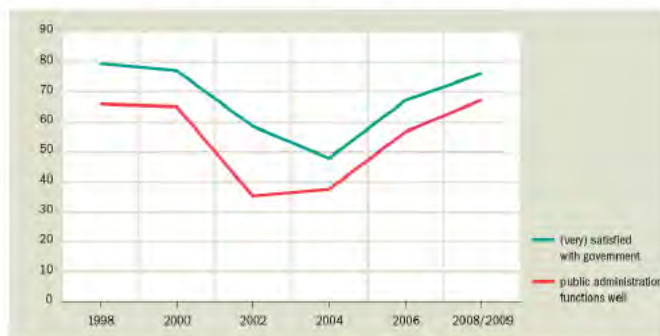
Social State of the Netherlands

- The social cultural planning buro makes two two yearly surveys of the " social state" of the Netherlands
- About 2.000 people questioned
- Broad range of views of citizens on society
- Focus mostly on views of government policy
- Small part on the functioning of public administration



Perception of functioning of Public Administration I

- Majority believes public administration functions well
- However period of decline during political unrest (Fortuyn Murder)





Perception of functioning of Public Administration II

- Background statistics show no significant differences between population groups
- In general people who are satisfied with their own life, are also satisfied with the public administration

Table 9.8

Assessment of government and public administration, population aged 16 years and older, by a number of background characteristics, 2008/09 (in percentages)

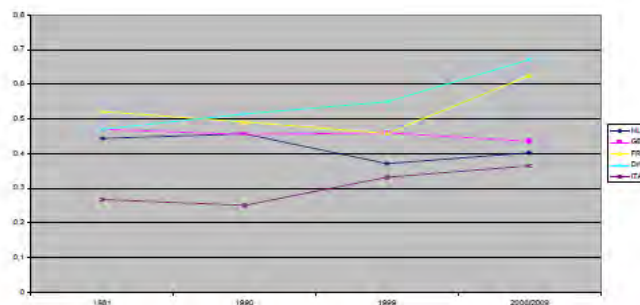
	satisfied with government ⁽¹⁾	public administration functions well ⁽¹⁾
all	76	67
men	75	67
women	76	68
16-34 years	80	69
35-44 years	74	65
≥ 65 years	78	72
no formal education, primary or lower secondary education	75	65
secondary education	78	67
higher education	76	70
in paid work	77	68
not in paid work	75	67
Amsterdam, Rotterdam, The Hague, Utrecht	73	70
rest of the Netherlands	77	67
political left	76	74
neither left nor right politically	77	64
political right	77	67
exceptionally/very satisfied with life	81	73
satisfied with life	78	65
fairly/not very satisfied with life	67	58

Source: see (1) 48/199



Perception functioning of Civil Service

- However functioning of civil service itself gets lower ratings (European Value Studies)





Current issues

- Special position civil servants
- Image of government as employer
- Administrative burdens for civilians



Special Position of Civil Servants

Are civil servants impossible to fire?





Special Position of Civil Servants

- According to public perception Civil Servants enjoy a special position (private vs public law)
- Common belief that it is especially hard to fire civil servants
- Such views have been picked up by political parties
- An initiative law proposal from the parliament has been made to equalize the rights of civil servants with employees in the private sector



Image Dutch government as employer I

- Tight labour market
- Low unemployment rate
- Average age civil servants is high
- In the near future a large outflow (ca. 30% by 2020)
- In short run however excess of (mostly young) personnel





Image Dutch government as employer II

- Public administration personnel on average highly educated
- Competition with private sector for talent

- Government concerned with creating positive image among young talents

- Market research on image of public sector as employer
 - Allows good combination of work and private life
 - Socially relevant work

 - Less freedom and possibility for job growth
 - Less stimulating and dynamic work



Administrative Burdens for citizens I

- Civilians experience a high level of regulatory burdens in contact with the government

- Government has worked on reducing administrative costs and time
- But perception of regulatory burdens still high

- Research shows people want explanation of rules and procedures
- Procedures themselves are not seen as negative
- But often need of why information needs to be filled in or why procedure is good for society?



Administrative burdens for citizens II

Dutch Government works to reduce this by:

- Problem-centred approach
- Increase professional space
- More transparency and digitalization
- Promote direct contact civilians with civil servants
- Measure and decrease administrative costs



What does the government do?

- There is no strategic policy for improving the image of the dutch public administration.
- There are however some ad hoc initiatives that deal with this issue indirectly



Right to Challenge

- Right to Challenge in Denmark
- Professionals can identify procedures that cause time-intensive burdens and temporarily “turn them off”
- Example: abandoning traffic rules in small city
- Aim is to have 15 cases running in 2012



Friendly contact with civilians I

- A lot of contact through formal, juridical letters (appeals)
- Costs lot of time and money
- No longer matches needs of civilians
- Simple idea: informal contact through phone calls instead of letters





Friendly contact with civilians II

Results

- Increased satisfaction of civilians (+40%)
- Higher job satisfaction for civil servants (+20%)
- Less procedures
- Lower Costs (-20%)

Project has been recognized by international awards (UN, EPSA)

Currently used on 10% of appeal procedures
Ambition to raise to 50%



Undercover Civil Servant

- Small initiative by young trainees
- Idea: create a buzz around "Undercover Civil Servant"
- Make Civil Servants aware of their own image
- Use of unconventional channels and light-minded approach





Postcards



Discussion on social networks



