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Expenditure and Reform



**EUPAN**

european public administration network

# **EUPAN Medium Term Priorities**

## **Irish Presidency January-June 2013**

### **Thematic Paper Series**

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**Thematic Paper Series**

**Executive Summary**

1. The purpose of the Thematic Paper Series was to examine key aspects of the horizontal theme that underpins the current medium term priorities of *“Delivering a more resilient, professional and responsive Public Administration to the citizen”*. The horizontal theme seeks to take a forward looking perspective by:

- examining ways in which public administration can be more resilient by adopting new initiatives and adapting existing approaches to enhance public administration across the network – post crisis. The pillar theme chosen to explore *resilience* is a “fit for purpose public administration”
- considering the need for continued professionalization of the HR function and, in this context, the need for HR to assume a more strategic partner role in public administration. The pillar theme chosen to consider *professionalism* is “the role of HR in shaping public administration”
- addressing the *responsiveness* (openness and accessibility) and the service delivery aspects of the horizontal theme with a focus on the use of technology, including Social Media tools and Open Data, in support of a more open and transparent public administration for citizens

2. The Thematic Papers Series is based on a combination of:

- survey responses from EUPAN members on each of the four key topics stemming from the pillar themes
- insights and reflections from the presentations and follow-up discussions at the HRWG/ IPSG meeting in Dublin on 4th and 5<sup>th</sup> of April 2013

The papers reflect the views of EUPAN members on each of the topics. The Presidency team has sought throughout this process to ensure that the responses from network members have been reflected as accurately as possible in the papers. We have also sought to summarise the key issues from the HRWG/IPSG presentations and the follow-up dialogue at the meetings. The concluding section of each paper summarises some key reflections that should be of interest to DGs and help to support the work of the upcoming Presidencies. This information may also be of interest to network members for: cross country comparisons of reform; issues around the HR function; and the use of technology to support a more open and transparent public administration.

### **3. Resilience: “Fit for Purpose” Public Administration**

The public service across Europe is operating in an environment of reduced resources and reduced staff numbers. Demands on public administrations have increased as a result of the protracted economic downturn and demographics exerting greater pressure on services. These pressures point to the need for greater public sector reform.

The responses from network members suggest that many countries are introducing a variety of reforms which differ according to the structure of the public administration and the particular country-specific challenges. Key characteristics of an effective reform process include: the need to use existing resources more efficiently, some structural change within public administrations, changes to work practices, instances of pension reform and much greater use of e-Government in support of service delivery. In particular, the evidence suggests that in some cases the use of online service delivery and the shift towards shared services for payroll, pensions and HR is supporting more productive service delivery.

Renewing public service capacity was highlighted as a key challenge as the pace and scope of reform places extra demands on public administrations. In this context, the unfavourable demographics across many administrations and consequential high retirement levels are eroding corporate memory. The demand and supply pressures require more specialist skills and competencies in key strategic areas including procurement, ICT, and change management.

The other key findings relate to implementation: there is a need for a clear implementation strategy with political oversight and accountability and close cooperation and communication across Ministries; a focus on delivery; and stakeholder buy-in and engagement. Critically, the implementation process must be closely aligned with the reform goals and reform, in turn, should be embedded into long term strategy. There was a suggestion that the optimum institutional structure to support the roll-out of reform was one where Central Ministries drive reform to ensure greater coherence and coordination. As with all initiatives, the evaluation process was identified as essential in informing the next iteration of the reforms.

The whole area of reform was central to the work of the HRWG in April 2013 and, as a result, features significantly in the DGs’ agenda in mid June 2013.

### **4. Workforce Planning**

The key challenge for EUPAN members in adopting a strategic workforce planning approach was embedding workforce planning as a core element of the business planning process. Workforce planning

is a powerful management tool and is most effective when integrated within a Ministry's strategy and budgetary processes in a way that supports strategic decision making by managers.

The key enabler of workforce planning is the design of an appropriate workforce planning process. One approach discussed involves line Ministries developing their own workforce plans based on a common framework provided by a Central Ministry. This allows a consistent approach to be adopted across the public administration and supports central monitoring and administration-wide gap analysis. On the other hand, a more decentralised approach gives Ministries the scope to design workforce plans to meet their own needs and puts a greater onus on top managers to actively manage the process. In line with all initiatives, the early and ongoing engagement of top managers in the process is critical. Similarly, gap analysis which is central to effective workforce planning depends on having robust and timely information/data sets available to decision makers.

## **5. Staff Engagement in Times of Change**

As the reform process evolves there is likely to be an increased emphasis on the whole area of staff engagement. The inclusion of this topic within the MTP and its inclusion within the Irish Presidency Programme is intended to start a dialogue within EUPAN on the importance of staff buy-in to change and significant reform in the absence of traditional incentives including pay, promotion and bonuses. More detailed consideration of this topic is likely during the upcoming Presidencies.

## **6. Professionalism: The Role of HR in Shaping Public Administration**

This topic links well with the workforce planning element of the MTP. For this reason, many of the reflections in the workforce planning section apply to this topic as well.

This topic considers the scope for HR to assume a greater role in strategy development and business planning. It involves HR professionals becoming more actively involved in the HR aspects of strategy development by informing decisions on the sourcing, management, development and deployment of employees. A significant finding from the discussions was the importance of establishing the credibility of the HR function with management within Ministries. Adapting the HR function to a more strategic role requires capacity building within the HR function to enable HR professionals to have a better understanding of areas including strategic and political thinking, qualitative and quantitative analytical competencies, change management, organisational development and project management.

## **7. Responsiveness: Connecting to the Citizen**

This pillar theme covering openness and accessibility was examined by reference to Open Data and Social Media.

Open Data is information held by public bodies that is made available and accessible online for reuse or redistribution at no (or minimal) cost. Typically, information made available includes data on the environment, transport, education, and crime. Personal data is excluded unless it is aggregated or anonymised. Release of Open Data has the potential to allow citizens and businesses to create new and innovative products and services. The discussions on this topic acknowledged that implementing Open Data policies can be a technological and cultural challenge and there is a need to raise awareness among middle and high level managers.

In respect of Social Media, the EU eGovernment Action Plan notes that the availability of innovative technologies such as social media networks has increased the expectations of citizens in terms of responsiveness when accessing all kinds of services. The paper highlights the fact that the wide range of possible activities on social media by many different types of public administrations can make it difficult to enforce a formal Public Service Social Media Policy. For this reason, a tailored approach to govern the use of Social Media may be preferable.

## **8. Common Issues**

Appendix 1 attached contains a list of the common issues across the thematic papers and a list of the main issues emerging from each paper.

## Thematic paper

### Pillar theme – Fit for purpose public administration

#### Thematic paper on sustainable reform within public administration

##### 1. Introduction

This thematic paper focuses on the first pillar theme in the medium term priorities - a fit for purpose public administration. The thematic paper is based on the work carried out during the Irish presidency; it incorporates survey responses from EUPAN members and insights from the presentations and ensuing discussions during the HRWG / IPSG meeting in Dublin on 4<sup>th</sup> / 5<sup>th</sup> April. This theme will continue into the next two Presidencies with further elaboration on key aspects of resilience in public administration. The paper seeks to answer two overarching questions posed in the Medium Term Priorities.

- How can the reforms make public administration more resilient and sustainable over the longer term?
- What mechanisms are in place to deliver a more fit for purpose public administration?

##### 2. Context of reform

The public service across Europe is operating in an environment of reduced resources and reduced staff numbers. Demands on public administrations have increased as a result of the protracted economic downturn and unfavourable demographics exerting greater pressures on services. These pressures point to the need for public sector reform. Meaningful reform should not be reactive and short term or simply an “add-on” to get through the current crisis; the strategic response should involve a commitment to long term sustainable change.

In reducing public expenditure and reforming services, public administrations should be conscious of their obligations to reduce public spending in a way that is fair, that protects those who rely on public services, supports employment and enterprise, and takes a more strategic view of what needs to be done to position countries for economic recovery over the medium to longer term.

### **3. Reform priorities identified by EUPAN members**

On the basis of the material from respondents there are a variety of reforms being introduced across EUPAN members, which differ according to the structure of public administration and the particular requirements within each country. However, based on the responses, the following reforms are common to a number of EUPAN members:

- 3.1** using existing resources more efficiently
- 3.2** reorganization of public administration
- 3.3** reforming work practices
- 3.4** pension reform
- 3.5** the expansion of eGovernment

Reforms in these areas are designed to create a public administration that is “fit for purpose”, capable of meeting both current and future challenges. Although the approach to reform may differ among EUPAN members, there is a common recognition that the public administration landscape has changed and that policy and service delivery models that may have worked well in the past are no longer sustainable.

#### **3.1 More efficient use of existing resources**

With Government budgets under pressure, there has been a renewed focus across member states on working more efficiently within existing resources. **Denmark** has introduced an initiative for better financial management which aims to increase knowledge of the cost of Government activities and help employees consider value for money. **Spain's** Public Service Guarantee aims to rationalise and standardise the delivery of public services across regions, particularly in health and education. This will improve the consistency and efficiency of service delivery across the public administration.

**Sweden** has recently created a separate Government agency for shared services, which handles e-trade, back office administration and salary payments for 36,000 employees. Centralising these activities into a shared service allows the agencies to focus on core activities and increase their productivity. Similar to shared services but geared more towards citizens, **Cyprus** has established a number of Citizen Service Centres over the last few years. The “one stop shops” aim to provide multiple services from one point of contact and location, making it more convenient for citizens to access the services they need.

**Austria** fosters the efficient use of public resources through a management system that focuses outcomes. The performance framework consists of a performance budgeting model with the definition of objectives and performance indicators for each line Ministry, a performance management system



including performance contracts with public bodies (e.g. tax offices, police departments), a new sophisticated approach for regulatory impact assessment as well as a performance reporting system, both to Parliament and within the Government and Ministries.

**Ireland** has sought to reduce its expenditure on public sector pay and to “deliver more with less”. All public servant salaries were reduced from 1 January 2010 with savings of over €1 billion in the first year: 5% on first €30k, 7.5% on next €40k, and 10% on next €55k. In **Latvia**, remuneration rates decreased by 24% in 2009 and 17% in 2010, and have only recently begun to level off, while **Estonia** has reduced personnel costs (through reducing salaries, training budget, or applying part-time working etc) by roughly 15.5% throughout the crisis. There has been a wage freeze in **France** since 2010, with the **UK** recently emerging from a wage freeze and anticipating only a 1% increase in wages over the next few years.

### 3.2 Reorganization of public administration

As the delivery of public services continues to evolve, administrations are adapting the structure of their Ministries to ensure they are delivering services in the most efficient way possible. The goal is to eliminate duplication in programme delivery and keep red tape to a minimum. **Austria** has reorganized a number of key services:

- Health care administration: consolidation of 303 benefit disbursing units to 8
- Merging of 31 police corps to 9
- Creation of one federal agency for Immigration Law and Migration from 194 units

**Slovenia** is currently in the middle of a large reorganization project to create closer links between Ministries and to improve knowledge sharing. For example, a new Institute for Further Education has been created, merging a large number of vocational education and adult education institutes. As part of the first phase of the Programme ESO reforms, **Slovakia** has created a new structure for Government bodies which eliminated specialised Local Government bodies at regional level. **Italy** is currently rationalising the structure of its administration to improve efficiency by, for example, having Ministries sharing administrative functions. The aim is to reduce personnel costs by 10% and the number of managerial posts by 20%. **Ireland** is also in the process of restructuring its public administration, which aims to rationalise or merge over 200 state agencies. This restructuring is intended to create a smaller administrative structure resulting in greater democratic accountability, less duplication of effort, and clearer lines of responsibility. This reorganisation is running in parallel with a reduction in the number of public sector employees. From a peak of 320,000 in 2008, the number of public servants currently stands at approximately 290,000 with a target of 282,500 by the end of 2014. This reduction in numbers was

achieved through a moratorium on recruitment, an incentivised early retirement scheme, and targeted voluntary redundancy schemes.

**Greece** is currently reviewing the structures of its Ministries and aims to:

- redefine the mission and the competences of public administration structures in accordance with emerging needs
- develop economies of scale through the reduction of organizational units (general directorates, directorates, departments) by at least 30%

The average approved reduction in (central, decentralized and regional units per Ministry) is as follows:

- Ministry of Administrative Reform & eGovernment (- 66%)
- Ministry of Environment, Energy & Climate Change (- 58%)
- Ministry of Rural Development & Food (- 58%)
- Ministry of Macedonia & Thrace (- 53%)
- Ministry of Labour, Social Security & Welfare (- 37%)
- Ministry of Justice, Transparency & Human Rights (- 26%)

### **3.3 Reforming work practices**

In order to deliver public services more effectively, HR systems and policies should be closely aligned to the reform agenda and, in this context, reforming of work practices is common in many EUPAN members. **Ireland** implemented the Public Service Agreement (Croke Park Agreement), which introduced a more robust performance management system, is tightening the sick leave policy, and has reviewed work processes. The agreement commits to job security within the public sector, but also increased the flexibility for employee mobility across the public sector by easing deployment rules on cross sectoral and geographic mobility.

Many EUPAN members have made changes to annual leave and sick leave entitlements. Both **Estonia** and **Hungary** have decreased sick leave pay from 80% to 70% of standard pay. In **France**, staff are no longer paid for their first sick leave day, while in **Portugal**, staff are not paid for the first three days and pay from the fourth day onwards has been reduced by 10%. In terms of annual leave, the maximum number of annual leave days in **Ireland** has been reduced to 32 days and **Italy** has ceased remuneration for unused annual leave.

**Belgium** has introduced performance contracts between its Ministers and senior managers which has created a stronger focus on results. Ministers regularly evaluate senior managers, with more formal

evaluations every two years and a more extensive evaluation every six years. **Belgium** is also currently introducing a new career system which focuses on merit, which replaces an outdated progression system based on integrated certified training. Similarly in **Germany**, amendments to the law governing Federal Service careers will strengthen the requirements to be met by new staff before life tenure is secured and will make it possible to promote high performers during probation.

The **UK** has just launched a new competency framework which covers all 420,000 civil service staff. It is focused on three key areas: setting direction, engaging people, and delivering results. It is designed to support the delivery of reforms by highlighting the skills and behaviours required to deliver modern public services.

### **3.4 Pension reform**

As demographics in Europe continue to deteriorate, with the ratio of people in the workforce to dependents decreasing, there is a greater focus on the long term sustainability of pension provision. To ease pressure on pension commitments, a number of EUPAN members have increased the retirement age, including **Belgium, Estonia, Germany, and France**. Some members are also changing their approach to pension provision. The **Czech Republic** has recently introduced pension reform which places citizens' pension contribution directly into private financial institutions where their money is supplemented with contributions from the State. **Norway** is seeking to monitor extended sick leave more closely and considering options to incentivise people to work longer.

**Cyprus** and **Italy** have both enacted laws which link retirement age and contributory periods to changes in life expectancy. This allows for greater flexibility in responding to demographic pressures. **Germany** has decreased the maximum pension rate from 75% to 71% of pay and employees are now able to transfer their acquired pension rights when leaving the federal civil service, which encourages mobility throughout the entire career. The **UK** increased the employee contribution rate last year, with further increases this year. **France** has also begun to gradually increase its employee contribution rate, from 7.85% to 10.55% over the next 10 years.

**Ireland** has also recently changed its public sector pension scheme for new entrants to reduce the long term cost to the taxpayer. The minimum pension age for public sector employees has been raised to 66 years initially, with a maximum retirement age of 70 years. Future increases in the minimum pension age will be linked to the State pension age. New entrants to the public sector have moved to a career average earnings rather than final salary pension, which is linked to inflation to maintain purchasing

power. The **UK** has also begun moving to career average pensions, with the majority of civil servants in the scheme by 2015.

### 3.5 Expansion of eGovernment

EUPAN members are increasingly turning to online delivery of services to reduce costs. This approach also recognises citizens as active consumers of public services, rather than passive recipients. As active consumers, citizens seek information on their entitlements and how services are delivered. EUPAN members are using online functionality to integrate and simplify the delivery of services. **Turkey** has created an eGovernment gateway which acts as a platform for citizens, businesses, and Government agencies to browse and access services. ID verification is handled through passwords and e-Signatures, ensuring personal data is protected. There are currently 562 services available online with 14 million registered users. **Ireland** introduced a new eGovernment Action Plan last year, which is citizen centred. Currently over 400 informational and transactional services can be accessed online. The Plan includes a number of priority areas:

- Expanding the availability of online services;
- Raising public awareness of online services;
- Greater use of social media to connect with the public;
- Ensuring public service data is available for re-use;
- Improving digital mapping and geographic information systems;
- Introducing new online identity and authentication systems.

EUPAN members are also rationalising the IT systems used by Ministries, in an effort to drive down administrative costs. **Portugal** created a Global Strategic Plan for Rationalisation of ICT Costs in Public Administration (PGETIC). The plan aims to save €500 million a year in administrative expenditure through better management and use of ICT. Key areas in the Plan include improving governance methods, implementing common ICT solutions, and using ICT to enhance the change process. Last year, **Croatia** established the “Commission for Coordination of Computerization of Public Sector”, whose task is to guide the development of ICT within the public sector. The key goals of the Commission are:

- to connect all basic registers in one system
- to create an online ID for citizens which they can use to access services
- to upgrade to a single Government domain as well as to create a digital mailbox for every citizen
- to standardise the procurement of ICT solutions to ensure the most competitive pricing

#### **4. EUPAN Members' experiences of implementing sustainable reform**

Typically, reform initiatives involve Central Ministries setting out strategic priorities which are then implemented by the individual line Ministries. This approach enables administrations to implement a coherent and co-ordinated reform agenda that can be rolled out across Ministries. However, there can be a considerable disconnect between the Central Ministries setting the reform agenda and the managers and employees who are implementing the reform initiatives on the front line of public services. Where this disconnect exists, the vision and rationale for change can be diluted or employees may be unclear about the role they should play in implementing reforms. This has the potential to undermine the effectiveness and sustainability of the reforms.

There is also added pressure in the current climate, as reforms in many countries are operating under strict financial conditions and short timeframes. In these circumstances, EUPAN members acknowledge that there is a need for strong and unified political support, particularly when coordinating the implementation of reforms across a decentralised public administration. The recurring issues mentioned by EUPAN members were:

- 4.1** engaging stakeholders throughout the reform process
- 4.2** ensuring close communication between Ministries
- 4.3** building reform into a long term strategy
- 4.4** evaluating reforms

##### **4.1 Engaging stakeholders throughout the reform process**

EUPAN members highlighted that reform initiatives require strong engagement with key stakeholders to succeed. A reform plan needs to be clear and reflect the views of many different stakeholders in order to gain the necessary commitment and support. For their latest reform plan, the **UK** conducted an extensive consultation, involving civil servants and Ministers from the current and previous Government. The Government also consulted externally to ensure the civil service reforms considered the needs of citizens and businesses. Similarly, **France** has introduced a new Government modernisation policy, heavily based on consultation with all stakeholder groups: citizens, businesses, and Government employees. A dedicated website for collecting ideas was launched, focusing on ways to reduce red tape and improve the delivery of services. **Spain** has also launched a website to seek ideas from citizens and employees to help inform a new administrative rationalisation programme.

In addition to engaging stakeholders, it is important to provide regular and timely updates on the progress of reforms. **Slovakia** introduced a phased reform plan, with clear goals and objectives tied to

each phase of the reform. This approach clarifies how reforms will progress to achieve the required objectives. A number of EUPAN members, including **Estonia**, **Italy**, and **Poland**, have also introduced training and seminars designed to prepare employees and build capacity for reform. The training is designed to change the culture within the civil service and help employees understand how the reforms are intended to change service delivery.

#### **4.2 Ensuring close communication between Ministries**

There is a risk that individual Ministries will implement reforms in isolation, reducing cohesion and leading to inconsistent reforms across public administrations. This threatens the long-term sustainability of reform initiatives. EUPAN members advocate Ministries build and maintain close links during the reform process to enhance coordination and ensure reforms are being implemented consistently across the overall public administration. In **Ireland**, there is a very strong focus on effective governance and programme management, both centrally and across the main sectors. In terms of governance, a comprehensive model has been put in place which is led by a Cabinet Committee chaired by the Taoiseach (Prime Minister) and regularly reviews progress on the Reform Plan and considers key strategic issues. The Committee is supported by a number of groups comprised of senior officials from all Government Ministries.

**Slovenia** has standing committees comprising key Ministers and senior civil servants who review how reforms are being implemented across the public administration. In addition to formal coordination, many EUPAN members, including **Poland** and **Belgium**, have established less formal networks which allow Director Generals to meet regularly to discuss particular reform issues.

#### **4.3 Reforms as part of long term strategy**

EUPAN members recognise that reforms should form part of a long-term strategy and be given time to improve service delivery. Many EUPAN members report reform initiatives forming part of an administration's Programme for Government (the Government plan for their term of office). This sets out the clear objectives and priority actions. For example, in **Denmark**, reforms form part of a broad Government platform, entitled "A Denmark that stands together", which seeks to link reforms into changes in the design and delivery of public services.

However, EUPAN members also acknowledge that it can be difficult to embed reforms in the context of a changing Government. For example, a new Government may have vastly different priorities than the previous Government and this may result in the delay or cancellation of existing reform initiatives. The **UK** tries to combat this by examining the long term operating models of Ministries. This highlights

strengths and weaknesses of each Ministry and can allow for targeted reform which is independent of Government plans. **Belgium** also suggests this approach, working closely with Ministries to link reform to public service delivery rather than one specific political agenda.

#### **4.4 Evaluating reforms**

EUPAN members acknowledged the importance of evaluation in successful reform initiatives. Evaluation helps to monitor the implementation of reforms to ensure they are sustainable and can deliver measurable long-term benefits. Effective monitoring allows administrations to anticipate potential issues and ensure reforms are being implemented in a consistent way across the various Ministries.

There are a wide variety of approaches to evaluating reform across EUPAN members. In many countries, evaluation is generally carried out by an independent body with no linkage to the reform initiative. This independent analysis ensures transparency and fairness in the evaluation process. In the **UK**, the Major Projects Authority assesses the progress of reforms. Ministries must also engage with the Public Accounts Committee (PAC) and the Public Administration Select Committee for further external scrutiny. Department (Ministry) Boards also bring together the political and official leadership with senior non-executive directors from the private sector to provide robust scrutiny of Departmental progress in implementing the reforms. In **France**, an independent group of inspectors regularly evaluate Government programmes, including reforms.

It can be difficult to assess the impact of reforms, as there may be considerable time lag between implementing reforms and realising the desired outcomes. **Lithuania** highlights the importance of designing the evaluation ex ante, identifying the performance indicators and assessing the likely outcomes prior to implementing the reform. This allows Ministries to choose the most meaningful performance indicators, which can be used to assess the ongoing impacts of the reforms and progress towards the desired outcome. The **Netherlands** raises the issue of transparency and accountability in evaluation, suggesting that administrative budgets are accounted for separately to programme budgets. This approach makes it easier to see how efficiently programmes are delivered.

Some EUPAN members evaluate reforms as part of a standard process of evaluating Government programmes. This approach ensures all reforms are evaluated at the same time using the same criteria, which facilitates direct comparison. The downside of this approach is that general evaluation criteria may not suit every reform, which may limit the ability to monitor progress effectively.

## 5. Insights from HRWG / IPSG meeting

The reform session during the HRWG / IPSG meeting on 4<sup>th</sup>/5<sup>th</sup> April discussed creating a resilient public administration through sustainable reform. The session opened with the results from a recent COCOPS study, which compared how senior managers in central government viewed reform. The survey covered 3,430 respondents in 11 EU countries: Austria, Estonia, France, Germany, Hungary, Italy, the Netherlands, Norway, Portugal, Spain, and the UK. Managers highlighted the importance of collaboration and cooperation between public sector bodies in driving through the current reforms. They are also focusing on eGovernment, open government, and delivering successful outcomes and results for the citizen.

The survey results suggest that traditional new public management approaches to reform, such as privatisation, outsourcing, and creating state agencies, are less relevant to senior managers in the current environment. The suggestion was that the focus of reforms in Europe has shifted towards creating a more integrated administration and away from the tendency of new public management to create a fragmented administration, with each Ministry operating in isolation.

A presentation by the Institute of Public Administration elaborated on the key challenges in creating a “fit for purpose” public administration:

- 5.1 Designing a productive civil service
- 5.2 Renewing public service capacity
- 5.3 Implementation
- 5.4 Engaging the citizen
- 5.5 Securing effective political accountability

Case studies from **Canada** and **Ireland** were then presented, which discussed these reform challenges in more detail.

### 5.1 Designing a productive civil service

In the current climate, many administrations are tasked with maintaining a high level quality of service provision, with reduced staff numbers and increased demand for services. The focus is not just on cost saving, but on measures to improve and modernize the delivery of public services.

The approaches taken in **Ireland** and **Canada** are quite similar, with a move towards shared services and new ways of providing public services. Back office functions have been targeted for transfer to a shared services environment, including payroll and pension and in Ireland’s case also administrative HR The



intention is that this structural change should release resources and expertise across Ministries and enable them to focus more on their core mission and activities. The removal of such functions enables the line Ministries to focus on their core mission. The discussion highlighted the importance of putting strong governance and service level agreements (SLAs) in place to fully realize cost and time efficiencies.

Both **Canada** and **Ireland** have begun providing an increasing number of public services online. **Ireland** has also begun to introduce a public service card, which allows citizens to access services and makes relevant information available to service providers. The discussion focused on the need to make it easier for both citizens and business to access services and engage with their Government.

## **5.2      Renewing public service capacity**

Structural imbalances in the workforce across many public administrations are a significant challenge. Public administrations are seeking to balance the skills and experience they need to drive reform with the loss of valuable skills and experience through retirement. The impact on corporate memory can be significant, unless there are strong succession planning and knowledge transfer practices embedded in the system.

The pace and scope of reform places extra demands on public administrations, and the skills already in short supply within the administration may come under increasing pressure, e.g. procurement, HR, and external service delivery. In particular, **Ireland** noted the need to build capacity in creating and assessing business cases within all Ministries. **Canada** pointed out that if certain skills are in short supply, there is a danger that some staff are fast tracked and promoted too quickly and this has the potential to result in greater capacity problems in the future. The view expressed was that there is a need to build capacity sustainably over time.

On the face of it, renewing capacity seems at odds with the drive to reduce staff numbers. However, renewing and building capacity is crucial during times of reform, as new demands are placed on Ministries and staff are required to deliver services in new ways. While both **Ireland** and **Canada** have a recruitment moratorium in place, both countries are also involved in targeted recruitment using strategic workforce planning to ensure the right people are in the right role at the right time.

## **5.3      Implementation**

The implementation challenge in reform is maintaining a connection between the political leadership and staff delivering public services on the front line. The reform plans in both **Ireland** and **Canada** came from central Government. However, each country took a different approach to implementing the

reforms and connecting the reform plan to line Ministries. **Ireland** has directly managed the implementation from a central Ministry. This involved creating an integrated reform plan with dedicated change delivery teams working closely with Ministries to monitor and drive reform in their area. In contrast, **Canada** enabled rather than directed line Ministries in implementing reforms, by providing guidance and support to Ministries in creating and implementing their own plans.

**Ireland** centrally negotiated a public service agreement with unions which covered all public service employees. In contrast, **Canada** required unions to negotiate with each of the 72 Deputy Secretaries individually so that the agreements could be tailored to meet the needs of specific areas. This was a big change for both the unions and Ministries, who had previously relied on a central negotiation process.

The discussion highlighted the differences in the centralised and decentralised approach to implementing reform. Both approaches can work: the key is to realise that the implementation challenge is really a policy challenge. Reform policy needs to be designed with implementation more clearly in mind, with the implementation process more closely aligned to the reform goals. Regardless of the approach taken, collaboration between Ministries is crucial. The view was that leaders are collectively responsible for implementing reform and need to co-operate to achieve results. Regular communication is also important for engaging staff and effective communication is multi-level, cascading, and targeted.

#### **5.4 Engaging the citizen**

There has perhaps been a lack of emphasis on engaging citizens in Government. For example, results from the COCOPs study indicate that managers consider delivering customer orientated services to be more important than encouraging citizen participation. The view was that managers must recognise the value of engaging citizens so they can understand what citizens expect from public services to help in the design of the most appropriate and effective service delivery models.

**Ireland** has recently launched IrelandStat, which brings together Government budget and performance information from diverse sources onto a single online platform and that can present the summary information in an accessible and meaningful way to citizens. Ministries in **Ireland** have also been requested to update their customer charters. The customer charter process involves four steps: consultation with customers, commitment to a certain level of service standards, evaluation of performance, and reporting back to citizens on results.

#### **5.5 Securing effective political accountability**

The issue of political accountability has gained traction across Europe since the onset of the economic crisis, with citizens becoming more concerned with regulation and good governance. Both **Ireland** and

**Canada** highlighted the importance of strong governance in successfully delivering reform. The need for a pragmatic governance model was emphasised, a model which connects the political leadership and those responsible for the strategic steering and oversight of reforms, to managers who are delivering reform on the frontline of public service.

**Ireland** has introduced new accountability measures as part of the reform agenda, including the creation of the new Ministry, the Department of Public Expenditure and Reform, in March 2011. Based on the lessons learned during previous reforms, the Ministry was created to align expenditure and reform more closely and to bring reform under a single Ministerial portfolio with clear ownership. **Ireland** has also introduced new elements to the budgetary process. The Fiscal Advisory Council was established in July 2011 to independently assess the Government's budgetary targets and raise awareness among citizens on how the Government is performing. More recently, Ministries have adopted performance budgeting, which makes them more accountable by shifting from a focus on expenditure to analysing outputs and the policy outcomes arising from the expenditure.

## **6. Key reflections**

This paper examined how to create a “fit for purpose” public administration. At the outset, we sought to answer the questions posed in the medium term plan:

### How can the reforms make public administration more resilient and sustainable over the longer term?

The reform agenda in Europe is responding to a new public administration landscape, in which pre crisis policy is no longer effective and traditional service delivery models are becoming outdated. The most common reforms carried out by EUPAN members are:

- using existing resources more efficiently
- reorganization of public administration
- reforming work practices
- pension reform
- the expansion of eGovernment

The above reforms are quite different but all are designed to enable administrations to sustainably deliver the services citizens expect. To remain resilient, public administrations must continually seek new and better ways of doing business to ensure services are being delivered to the citizen as efficiently and effectively as possible.

### What mechanisms are in place to deliver a more “fit for purpose” public administration?

The implementation of reform is an important issue for EUPAN members; bridging the gap between developing reform policy and embedding reforms within Ministries. Based on the discussions and input from EUPAN members, it is clear that each administration faces its own unique challenges in implementing reform and there is no single correct approach. Indeed, what actually constitutes “fit for purpose” differs according to the structure and needs of each administration. However, based on the experience of EUPAN members, there are some important considerations that are needed to deliver a more “fit for purpose” public administration:

- engaging stakeholders throughout the reform process
- ensuring close communication between Ministries
- building reform into a long term strategy
- strong governance model and accountability at political level
- evaluating reforms

Including these elements in the reform agenda from the outset can remove much of the uncertainty around reform and help administrations focus on creating a resilient public administration that is able to respond to future crises.

## Thematic Paper

### Pillar theme – Fit for purpose public administration

#### Thematic paper on workforce planning as an enabler for change

##### 1. Introduction

This thematic paper focuses on workforce planning as an enabler for change. A key HR policy response to more limited resources is a greater focus on best practice in workforce planning. The thematic paper is based on the work carried out during the Irish presidency; it incorporates survey responses from EUPAN members and insights from the presentations and follow-on discussions during the HRWG / IPSG meeting in Dublin on 4<sup>th</sup> / 5<sup>th</sup> April. This paper seeks to address two overarching questions posed in the medium term priorities:

- How can public administrations better plan their workforce to meet the challenge of reform?
- What is the early experience with best practice workforce planning across EUPAN and elsewhere?

##### 2. Workforce planning in the context of the crisis

Against the backdrop of a reduced and ageing civil and public service, there has been a greater focus on workforce planning among EUPAN members. Workforce planning aims to improve the effectiveness and efficiency of service delivery by having the right people in the right role at the right time. As Europe begins to move out of austerity, workforce planning can help administrations to ensure workforce reforms are sustainable. It enables public administrations to build the workforce they need to meet emerging challenges and continue to deliver effective policy responses and efficient services to the citizen over the medium to longer term.

Workforce planning is owned and driven by HR and the organization as a whole. It should involve closely aligning the workforce composition to business needs to ensure the organization is best placed to mitigate workforce risks and better deliver on organizational objectives. It is a tool for “anticipating

possible future developments and maintaining a well-structured workforce of an appropriate size, which is able to meet the changing needs of the public service in a cost-efficient manner” (OECD, 2011).

Workforce planning focuses on the size and composition of the workforce, its deployment across the organization, and the knowledge, skills and competencies necessary to pursue organizational objectives. It includes all managed movement into, around and out of the organization including recruitment, promotion, secondment, mobility, redeployment, attrition and retention. It involves measuring and comparing the current workforce (supply) with the optimum future workforce (demand), by reference to the strategy and in turn business needs of the organization. This analysis identifies gaps or shortfalls between the current workforce and what will be required in future. HR units then create strategies aimed at closing these gaps. These strategies may include succession planning, graduate schemes, redeployment, targeted recruitment, learning and development, and early departure schemes.

Workforce planning can also help managers to identify critical workforce segments, which are groups of highly skilled employees who are difficult to replace and play a significant role in the delivery of organizational strategy. This enables HR units to tailor HR programmes to meet the needs of specific groups. For example, succession planning and incentive schemes can be introduced to promote the development and retention of critical skills.

### **3. Workforce planning across EUPAN**

We received responses from 21 EUPAN members to the initial workforce planning note. Of these 21, 14 EUPAN members conduct workforce planning in a structured way. Some members have conducted workforce planning for a long period; **France**, for example, has conducted workforce planning since 2006, while **Bulgaria** introduced a new process in February this year. In **Ireland**, workforce planning is a key initiative in the Public Service Reform Plan. It is intended to support the management of the Employment Control Framework which is the current policy instrument underpinning the reduction in public service numbers. Over time, workforce planning across the Irish public sector is intended to support the optimal deployment of staff and overall resourcing policy.

Defining the current workforce is a useful first step in workforce planning. In **Cyprus**, the Public Administration and Personnel Department (PAPD) is responsible for the preparation of the job descriptions for each public service post, which detail the general duties and responsibilities as well as the required qualifications of each post. Following agreement between the unions and employer, the job descriptions are submitted to the Council of Ministers and finally the House of Representatives for final

approval. Defining roles in this way creates a consistent framework for comparing roles across the whole public administration.

A recurring theme from EUPAN members is that workforce planning operates alongside the Ministries' budget process. In **France**, the Government examines the strategies/missions of Ministries in cooperation with the budget directorate within the Ministry of Finance to help prioritise the missions and decide the appropriate workforce size. Once Ministries know their budgetary objectives, they must suggest potential budgetary cuts to the various departments, units, or missions. The Budget Directorate then verifies the proposals. Similarly in **Slovenia**, the personnel plans for 2013 and 2014 have been developed in consultation between the budget and HR functions within each Ministry and this planning is undertaken in parallel with a full functional review of the central public administration.

In the **UK**, workforce planning is closely linked to the reform agenda. Workforce planning information collected from Ministries is used to support central planning and decision making and in driving forward Civil Service Reform across key policy areas. These areas include informing and shaping Civil Service Reform, supporting the work of civil service pensions, planning for the Central Government estate as well as the further development of strategic HR management function. Workforce forecasts continue to be a key element in shaping policy and the reform agenda.

### **3.1 Administering workforce planning – central and line Ministries**

Workforce planning is generally conducted in one of two ways. Central Ministries can guide and oversee the workforce planning process across the public administration or alternatively, line Ministries can take full responsibility for their own workforce planning, including the framework and reporting tools to be used. Of the 14 EUPAN members who conduct workforce planning, 9 members administer workforce planning centrally, while 5 members give responsibility to line Ministries.

In **Lithuania**, the workforce planning process is coordinated by the Ministry of the Interior and the Civil Service Department which are jointly in charge of civil service general management functions. The Civil Service Department also monitors the number of public servants on a monthly basis, by reference to permitted thresholds. In **Spain**, the Ministry of Finance and Public Administrations is responsible for civil service and public employment, employee training, and reform and organization of the General State Administration. It coordinates and works directly with personnel units in other Ministries, using the following instruments:

- Central personnel register
- Budget payrolls

- Job descriptions
- Public service vacancies (Public Employment Offer)
- Human resource plans

In **Italy**, workforce planning is conducted by individual Ministries, although the Department for Public Administration (DPA) provides general guidance. The DPA provides its views on and the methodology and rationale for workforce planning through its directives and advice, in collaboration with the State General Accounting Department and the Ministry of Economy and Finance. A similar approach is used in **Croatia**, where the Ministry of Public Administration coordinates the process and consolidates the information received from the state bodies. However, data collection and processing methods are decided upon independently by each body, which develops and adopts individual plans.

Some EUPAN members have a more structured approach to workforce planning. For example, in **Ireland**, the Department of Public Expenditure and Reform developed a Workforce Planning Framework for roll out across the 16 Government Ministries. The approach was to link the deployment of staff within the broader context of performance budgeting with the intention of a closer alignment of resourcing policies with business needs and longer term strategy. The focus is very much on the human capital input into each Ministry's programmes and how the workforce supports the delivery of output and outcomes. The policy is at an early stage of implementation and its effectiveness will be monitored and adapted to meet emerging needs. In the **Netherlands**, workforce planning is coordinated by the Ministry of the Interior and Kingdom Relations but Ministries are responsible for implementation. A standard workforce planning methodology was developed and is used across the central public administration.

#### **4. Linking workforce planning to strategy**

Actively aligning workforce planning with the broader strategy and business planning process is crucial to its successful implementation. As the delivery of public services continues to evolve, aligning workforce planning to organizational strategy allows Ministries to respond quickly to changes in programme objectives. In this context, HR units need to engage with every area within the Ministry to build a complete picture of the workforce requirements.

EUPAN members recognise the importance of HR units becoming involved in the strategy and business planning process. The **Netherlands** are turning workforce planning into a management tool, rather than a purely HR instrument. In this model HR units are raising awareness of workforce planning and conducting training with line managers to outline their responsibilities. The role of HR is to act as a facilitator and provide the information that management needs to make long term resourcing decisions.



In **Slovenia**, local HR units have an active role in the workforce planning process and have the potential to become a strategic partner within the Ministry. The HR units develop a two year action plan on the basis of workforce numbers, personnel data, and the mix of permanent and temporary employees.

In **France**, the Minister responsible for the Civil Service identifies the HR policy priorities each year. According to this framework, the DG for Administration and Civil Service (DGAFF) and the HR units make commitments for the implementation of these priorities. As part of the “HR workforce planning conferences”, HR units present the HR strategy and policy to the DGAFF, according to the overall framework. Moreover, these conferences can also be an opportunity for HR to highlight problems they are facing to the DGAFF during the implementation of a new policy. In addition, workforce planning forms an important part of the “HR platforms”, in place across each region to drive inter-ministerial HR strategy at local level.

In terms of resourcing, **Portugal** uses workforce planning to highlight recruitment needs across the public administration. This feeds into the number of applicants admitted to the Advanced Course in Public Management (CEAGP), a one year specialization course which admits university students into the civil service on successful completion of the course. The **European Commission** also links their workforce planning to HR strategy and examines changing political priorities when analysing their future workforce requirements.

#### **4.1 Segmenting the workforce**

Workforce planning can also help managers to identify critical workforce segments, which are groups of highly skilled employees that are difficult to replace and that play a significant role in the delivery of organizational strategy. Some EUPAN members did provide examples of segmentation in their responses using general criteria, including role type and geographic location, but they did not focus on identifying critical workforce segments and tailoring HR strategy to meet the needs of those critical groups.

Some Ministries in **Estonia** segment their workforce by implementing a position-evaluation system and talent-management system. For “key-employees” some additional benefits, such as special training programmes, flexible working hours and tele-work are provided to encourage retention. Similarly, in **Austria**, the central HR policy unit segments the public administration according to occupational groups, levels of qualification, salary brackets and management levels (e.g. senior civil service). Each Ministry identifies critical workforce segments by conducting analyses and forecasts relevant to their area. For example, the Ministry of Education, Arts and Culture forecasts the number of pupils in each school type and the number of expected teacher retirements to identify potential resourcing pressures.

Many public administrations within Europe are operating in the context of reducing employee numbers. Segmentation can help identify the groups of employees where reduction is needed and the groups of employees where numbers must be maintained or increased. For example, in **Austria**, the following occupational groups have been excluded from workforce reductions: teaching staff, law enforcement, jurisdiction, labour inspection and financial police to reflect the importance the Government attaches to education, security, and jurisdiction.

## **5. Insights from the HRWG / IPSG meeting**

The workforce planning session during the HRWG meeting discussed the role of workforce planning as a strategic management tool and the challenges faced in implementing workforce planning in public administration. An overview presentation from the OECD examined what progress countries had made in adopting strategic HR practices. The benefits of strategic workforce management were highlighted, particularly as a tool to assess long term workforce requirements. The OECD pointed out that the challenge in public administration is to align workforce planning with other workforce activities, such as recruitment and learning and development. The challenges of workforce planning were further explored in three case studies from the **European Commission, Ireland, and Belgium**. The case studies raised the following common issues:

5.1 Workforce planning process

5.2 Engaging managers with the workforce planning process, especially senior managers

5.3 Workforce planning data

### **5.1 Workforce planning process**

**Ireland, Belgium, and the Commission** all took a broadly similar approach to workforce planning, with line Ministries creating their workforce plan based on a common framework provided by a Central Ministry. In **Belgium**, the process is coordinated jointly by two Ministries: the Federal Public Service Personnel and Organisation and the Federal Public Service Budget. The methodology used provides guidance on how to identify the required staff and appropriate cost allocation. In the **Commission**, the central HR DG prepares 75% of the workforce planning information, based on a central database, and HR units in the line Ministries complete the remaining 25% in consultation with local management.

On the one hand the centralised approach, used in the three case studies, ensures a consistent method is applied across Ministries and allows individual workforce plans to be analysed as a combined document so that gaps can be identified on an administration-wide basis. On the other hand, a

decentralised approach to workforce planning allows individual Ministries to create a workforce planning process to meet its own particular needs and puts greater onus on top managers to actively manage the process. Both approaches to workforce planning can be effective. However, a decentralised approach does require Ministries to coordinate closely to help ensure workforce plans are framed in a way that supports meaningful administration-wide workforce planning decisions.

The workforce planning process is an iterative process and workforce plans should be evaluated and updated on a regular basis according to the changing needs of a Ministry. It is a core business activity and administrations need to sufficiently resource workforce planning projects and build capacity in this area for it to be effective over the long term.

## **5.2 Engaging managers in the workforce planning process**

Workforce planning has gained prominence in the current climate of reform and restructuring within public administration. It is important that the workforce planning process takes a medium to longer term perspective. In order to engage top management in the workforce planning process itself, HR units must be able to translate the changing business needs of the Ministry into future staffing requirements. This may involve creating medium to longer term strategies in the area of recruitment, mobility, learning and development to ensure the Ministry has the optimum staffing mix.

The discussion during the session also highlighted the need for HR to support managers in helping staff who are transitioning to a new role or retirement. This is the type of HR support front-line managers find invaluable and HR must be able to guide the managers and their teams through periods of organisational change

## **5.3 Workforce planning data**

The case studies highlighted the importance of good quality data in helping management to make informed decisions. HR units need to update and audit HR databases regularly and provide reports which present relevant information in a user friendly format. Data sets should cover a number of years to increase the accuracy of forecasts and to allow trends to be identified. For this reason, it is critical that HR units work closely with their Ministry's IT unit to create an intuitive and flexible HR information system.

Workforce planning data should be based on a rigorous analytic framework. For example, the **Commission** uses a workforce simulator which projects future staff requirements based on historic patterns of staff movements. The simulator examines the conditions which create a vacancy. In this way,

it moves beyond retirement forecasts to understand the reasons *why* staff may opt to move. The discussion during the session highlighted how the accuracy of forecasts is impacted by how open the recruitment system is. In administrations that have open recruitment at all levels, it is important to understand the supply of skills within both the administration itself and the external market in order to focus learning and development programmes in the right areas.

## **6. Key reflections**

This paper examined the potential for workforce planning to be an enabler of change. At the outset, we sought to answer two questions posed in the medium term plan:

### How can public administrations better plan their workforce to meet the challenge of reform?

As public service delivery continues to evolve, workforce planning enables Ministries to understand the skills and experience they require to adapt to new service demands and helps create long term strategies for developing those skills and experience where they are needed most. By focusing on core skills, workforce planning helps ensure Ministries maintain and build capacity throughout the reform process to support a sustainable public administration in the medium to longer term.

The main challenge for EUPAN members was embedding workforce planning as a core part of the business planning process. Workforce planning is a valuable management tool and is most effective when integrated with strategy and business planning activities. Workforce planning must be embedded into a Ministry's strategy and budgetary processes in a way that supports strategic decision making by top managers.

### What is the early experience with best practice workforce planning across EUPAN and elsewhere?

In terms of best practice, EUPAN members who conduct workforce planning tend to adhere to a core process: an analysis of workforce supply and demand to understand potential gaps in the workforce, coupled with a range of strategy options to close the gaps. EUPAN members differ in how they implement this process, particularly in the balance between the role of central and line Ministries. However, there are three common elements which support the implementation of workforce planning:

- Designing an appropriate workforce planning process
- Engaging managers in the process, especially senior managers
- Good quality workforce planning data

Resource pressures point to the need for workforce planning as a useful mechanism for managers and HR professionals to collaborate and adopt a more strategic view of medium to longer term workforce requirements.

## **Thematic Paper**

### **Pillar theme – The role of the HR function in shaping public administration**

#### **Thematic paper on HR as a strategic partner in public administration**

## **1. Introduction**

This thematic paper focuses on the second pillar theme in the medium term priorities, the role of the HR function in shaping public administration. As the delivery of public services continues to evolve, there is potential for HR to assume a greater role in strategy development and business planning to help Ministries deliver services more effectively. The thematic paper is based on the work carried out during the Irish presidency; it incorporates survey responses from EUPAN members and insights from the presentations and follow-up discussions during the HRWG / IPSG meeting in Dublin on 4<sup>th</sup> / 5<sup>th</sup> April. On this basis the paper seeks to answer two overarching questions posed in the medium term plan:

- What are the best models of corporate HR?
- How can HR be embedded as a strategic function in public administrations?

Traditionally, the HR function has not been actively involved in setting organizational strategy. The traditional “personnel unit” operates predominantly as an administrative centre which reacts to the demands of the Ministry. This can result in HR units operating in isolation from the strategy and business planning process of the Ministry as a whole. However, the effective sourcing, management, development, and deployment of employees are critical to the effectiveness of a Ministry. For this reason, there is a need for HR units to assume a strategic partner role within Ministries to facilitate closer alignment of HR and organizational strategy. This would typically involve HR professionals becoming actively involved in the human resource aspects of strategy development with the Ministry.

## **2. The strategic partner model**

One of the more popular strategic partner models discussed in the HR literature is the Ulrich model, which involves three points of HR service delivery:

- A centralised shared service for HR administration which processes HR queries and information from employees within all Ministries.

- A centre of HR expertise/excellence which creates and disseminates HR policy for all Ministries and monitors developments in legislation and advances in best practice.
- Strategic partners who work closely with managers within a Ministry. They work to understand the business drivers of the Ministry and design HR programmes to meet the particular needs of managers and employees within that Ministry.

The transition to a strategic HR model removes the administrative burden from local HR units by centralising the HR administration and HR policy areas. This releases local HR units to focus on delivering more strategic HR programmes that support the delivery of the Ministry's overall strategy.

### **3. Current shape of the HR function among EUPAN members**

Based on the 20 responses received, there is little evidence to suggest that EUPAN members have fully adopted the strategic partner model outlined above. However, a number of EUPAN members are moving towards this model. Currently, the most common HR structure among EUPAN members is a central Ministry with responsibility for HR policy across the public administration, with local HR units carrying out administrative functions and implementing policy within their Ministry.

In **Belgium**, there is no central global HR administration. Each of the 14 Ministries has its own HR unit, responsible for all HR aspects, both administrative and strategic. The 4 “horizontal” departments (Chancellery, Budget, ICT and Personnel & Organization) are exceptions, as they are organized as a HR shared service. The Federal Public Service Personnel & Organization is responsible for HR policy in all 14 Ministries and operates as a centre of HR expertise.

In **Ireland**, HR policy for the entire civil service is defined and disseminated from the HR Policy Directorate within the Department of Public Expenditure and Reform. Each Ministry has a local HR unit which carries out HR administrative duties, implements HR policy, and manages HR processes such as training and performance management. However, a central HR shared service has just been launched, with all Ministries due to transfer their HR administrative functions to the service before the end of 2014. With the administrative functions carried out by a shared services centre, the local “retained HR” units will begin to transition to a more strategic partner role.

**Sweden** has no central HR function and has delegated HR responsibility to the 245 agencies. Through the Swedish Agency for Government Employers, all of the agencies participate in coordinating government employers' policies. On matters of HR policy, the agencies are bound by labour legislation which applies to all Swedish employees, both private and public sector. Many of these rules are discretionary and the

social partners of central government administration conclude agreements that are binding for agencies. Some of these agreements, for example, pay, working time, general working conditions, are in turn discretionary and provide possibilities for adjustments to the needs of local operations as long as local social partners agree. Other central agreements are mandatory, such as the pension and job security agreements.

In **France**, the HR governance model involves strong cooperation between the central Directorate General for Administration and the Civil Service (DGAFP) and the HR units in the Ministries. In this model, all the HR units are considered as strategic partners. The HR units in Ministries are also coordinating smaller HR units across the country. The system operates on a collaborative model basis between the inter-ministerial authority (DGAFP) and Ministry level. In contrast, there are no local HR units within Ministries in **Cyprus**; HR policy is formulated centrally by the Public Administration and Personnel Department (PAPD), who support Ministries in implementing policies at local level. The Public Service Commission (PSC) is an independent authority with responsibility for disciplinary procedures and mobility including recruitment, retirement, promotion, and transfers.

#### **4. Experience with implementing the strategic partner model**

In their responses, EUPAN members discussed some of the challenges in implementing the strategic partner model and the supports needed for the model to succeed:

- 4.1** building capacity in the HR function
- 4.2** gaining management support
- 4.3** a central HR information system

##### **4.1 Building capacity in the HR function**

Employees in HR functions may lack the necessary skills, knowledge, and experience required to move from an administrative role to a more strategic role, including areas such as change management and organizational development. Important competencies mentioned by EUPAN respondents included:

- Strategic and political thinking
- Qualitative and quantitative analytical competencies
- Change management and organizational development
- Project management

HR employees may also need to develop a better understanding of the work of the Ministry to engage effectively with management and to be an effective contributor “at the table”. **Norway** mentioned the importance of HR employees gaining experience in front-line management while **Spain** highlighted the

importance of project based work to enable HR professionals gain an appreciation of the different perspectives and a good understanding of the policy issues within the Ministry.

The **UK** provided a very useful role profile for its business partners, which illustrates the role and some of the skills required to operate in this strategic HR role:

#### HR Business Partner - Role Profile

- HR Business Partnering (HRBP) requires a senior 'HR generalist', operating as a key member of the business management team, to provide an independent view and objective challenge
- The HRBP is responsible for providing HR insight and input into the development of business strategy, including responsibility for the delivery of their Department's HR Strategy, in line with operational business needs. The HR Business Partner will translate business goals into prioritised HR requirements and ensure the effective delivery of HR services throughout the Customer Group. The HR Business Partner supports Directors/Business Head in enhancing business performance through improving the performance, capability and motivation of its people
- The HR Business Partner is a catalyst for the development and implementation of professional people management policies, capabilities and practices— working with Line Managers and the HR function. The role is also accountable for quality assuring the consistent delivery of HR policies and practices and working across the Department to continuously improve service
- The HR Business Partner acts as the intelligent customer on behalf of the line managers, providing feedback to the wider HR function and commissioning service from HR service providers
- The HR Business Partner has significant change agent responsibilities, and will identify and disseminate HR best practice.

## **4.2 Engaging with management**

Many EUPAN members recognised that there can be some scepticism among senior leaders and line management regarding the role of HR as a strategic partner. Both groups are key stakeholders and their support is needed if HR is to assume a more strategic role. HR functions must be able to demonstrate their "value added" to the business and the expertise they can bring to the strategic planning process by linking HR issues to the Ministry objectives. This might include:

- Discussing how the structure and composition of the workforce relates to strategy and the medium term actions necessary to more closely align resources with strategic requirements;
- Designing development and learning programmes to improve the skills, experience, and competencies needed for strategic planning and delivery;



- Taking a leadership role in designing and delivering organizational change.

**Estonia** noted that the attitude and opinions of Director Generals within Ministries about the role of the HR function can have a significant impact on how HR is perceived and the level of engagement. Positive support from the top of the organization is critical for effective strategic partnering. **Lithuania** pointed out that it is crucial that the HR function understands the culture within the particular Ministry and this, in turn, enables HR managers to tailor their message and approach to tackle the key concerns of senior managers. The strategic partner model also requires line managers to take greater responsibility for employees in their area. EUPAN members, such as the **UK** and **Belgium**, suggest that line managers should be held more accountable for staffing and development through formal mechanisms, such as performance management and budgetary controls. If managers are held accountable for HR issues in their area, it can encourage more proactive engagement with local HR units that can support the delivery of HR programmes.

#### **4.3 Central HR information system**

A centralised HR information system (HRIS) is intended to automatically collect and analyse relevant employee information from across the public administration. This improves the efficiency of the HR function by reducing the reporting burden and making information more readily available for decision making. A well-designed HRIS can compile reports on key HR performance metrics, such as sick leave, training, and employee performance. Providing reports with relevant metrics to line managers can raise the profile of HR and act as a stimulus for HR to become more engaged in strategic planning. To support this strategic role, **Spain** notes that the central HR system should also contain information on the skills and experience of public servants within each Ministry.

**Austria** highlights the importance of HR auditing that provides appropriate support for management, by reporting on an administrative basis as well as functioning as a scenarioplanning tool. HR auditing should be involved in the planning process at an early stage, to help develop a range of potential scenarios that identify the risks and opportunities associated with certain policy options and strategic decisions.

#### **5. Performance management**

Performance management systems provide employees with explicit goals aligned to organizational objectives. This allows all employees to receive feedback and gain a better understanding of how their work impacts on organizational objectives. A strong performance management system, one that ensures alignment of workforce performance with strategic objectives, can be an invaluable tool for the HR function in building credibility as a strategic partner. It allows both HR managers and line managers to

work together in identifying the key performance issues within the Ministry and the targeted delivery of HR programmes.

All 20 of the EUPAN members who responded have some form of performance management system in place or are planning to introduce a system. A typical performance management system, such as in **Slovenia**, consists of both regular performance meetings and formal assessment criteria. In **Cyprus**, performance management is used only for promotion purposes. Negotiations with unions are in progress to include a performance management system with a focus on employee development. In general, EUPAN members have concerns about the ability of managers to conduct performance management effectively, particularly when performance management is linked to pay.

**Latvia** introduced a new electronic performance management system last year, which includes a 360 feedback process for senior civil servants. Performance appraisals are linked to pay but challenges in this area remain. A key principle is that the system serves as a reward tool and there are no cuts in salary for those who receive a 3 or above on the 5 point scale, with 5 being the highest rating. The system also analyses the level of competency development and assesses the level of training demand. A similar approach is used in **Italy**, where the performance management system is used to identify high performers who may be suitable for further training and development.

In **Poland**, the performance management system covers three areas:

- Development needs: The evaluation influences the individual professional development programme and identifies the required competencies and the appropriate training supports including self-development, learning by doing, training, and internships.
- Links to pay: For appointed civil servants, a positive performance evaluation is required to both receive an increase in salary and gain a promotion to a higher civil service grade.
- Personnel decisions: In case of two successive negative performance evaluations the employment relationship with an appointed civil servant is terminated with three months' notice.

In **Denmark**, the Ministry of Finance has recently introduced a new performance management system called PULS:

- P = Performance
- U = Udvikling (development)
- L = Løn (pay)
- S = Samtale (interview/dialogue)

The system comprises a structured review and feedback session, which includes discussion on a competency development plan. Managers rate employees on a 5 point scale, with employees rating themselves as well. This approach promotes dialogue and helps ensure key performance issues are addressed.

**Ireland** has recently made significant changes to its performance management system, to provide managers with a more effective tool for monitoring performance. The main features of the system are:

- Employees need to achieve a rating of 3 (on a 5-point scale, 5 being the highest) in their performance review in order to get an increase in salary (incremental progression)
- It is based on a new grade orientated competency model
- There is a revised rating scale with improved descriptions of performance levels, including competency evaluation
- Ratings will be decided by performance calibration review, which involves managers meeting to review the employees they have rated in order to reach a consensus on performance ratings. This approach is to be introduced on a phased basis commencing with senior grades, prior to the rollout to all grades
- Employees have the option of an independent external review of their performance rating.

## **6. Insights from HRWG / IPSG meeting**

The strategic HR session during the HRWG / IPSG session discussed the challenges faced by HR when acting as a strategic partner in public administration. The session opened with presentations from the **Netherlands** and **Canada** on their experiences in moving towards a strategic partner model. The presentations highlighted two key challenges: structuring the strategic HR function and building capacity among HR staff to enable them to work effectively as strategic partners. The session closed with presentations from **Ireland** and **Denmark** on their performance management systems and the role these play in HR strategy.

### **Structuring the strategic HR function**

One of the main issues debated was how to structure the HR function to effectively operate as a strategic partner. The challenge is to identify what aspects of HR work are strategically important for retention in the Ministry and what the activities can be carried out more effectively at a transactional level in a centralised shared service.

In the **Netherlands**, there is one shared services centre for HR administration and payment of salaries for the central public administration (P-direkt), which delivers standard management information to each organization. Each Ministry maintains a small unit to implement specific HR policy for their own organization or to transmit the requirements of staff to the HR shared services. There is also a shared service for HR expertise; these centres of expertise do not create policy but support Ministries in implementing policy and in developing suitable HR instruments. The work is demand driven and Ministries request and pay for these services based on a catalogue for standardised HR products. In cases where a request is non-standard, the Ministry and shared service can agree a price. The majority of the work is carried out internally within the shared service, but in some cases they can involve external expertise or outsourcing of the project completely. The evidence suggests that the HR expertise function in the Netherlands operates like an internal consultancy service.

**Canada** is still in the process of developing its HR structure. Pensions and payroll have been centralised in a shared service but the approach for the remaining HR activities is still being developed. Currently, there is a lack of consistency in HR processes across Ministries and, to deal with this, Canada is rolling out a common set of processes which can be used across the system. No decision has been made yet on transfer of the remaining transactional HR work to the centralised shared service or if local HR units will carry this out within their Ministries, working off the common set of HR processes. The choice is between supporting management by embedding the standard HR processes at local HR level or opting for the cost efficiencies associated with shared services.

### **Role of line management in the strategic partner model**

As HR services become more centralised, managers may have concerns that they are losing valuable face-to-face contact with HR professionals. The strategic HR model places less emphasis on HR units making decisions on individual staffing issues and places more responsibility on line managers. The strategic partner approach is designed to provide management with the tools and advice they need, but ultimate accountability and decision making must rest with the line manager. This approach ensures managers are more engaged with team composition and staff development.

One example discussed was the role of line management in recruitment and the potential for a centralised shared recruitment service. This shared service could carry out the initial phases of the recruitment process, such as marketing, psychometric testing, and screening interview. However, the responsibility for the final interview and hiring decision would rest with the manager who requested the recruitment.

## **Building HR Capacity**

Both the **Netherlands** and **Canada** emphasised that the skills required for working as a HR strategic partner are different to the skills required for traditional HR administrative work. HR professionals need to demonstrate their credibility and ability to contribute to strategy development. As a first step, both countries highlighted the importance of delivering the administrative work efficiently and effectively to establish credibility and then to move into a more supportive strategic role over time.

The presentations from both **Canada** and the **Netherlands** highlighted that strategic work requires a different perspective and the challenge for HR professionals is moving from being activity focused to being results focused. HR professionals must understand the critical performance indicators for the Ministry and create evidence-based interventions that can support the Ministry in delivering on objectives. The **Netherlands** also discussed the potential for line managers to rotate into HR to develop an understanding of HR practices and the application to front line management.

**Canada** has created a set of HR competencies which describes the behaviours and skills required to operate as a strategic partner. This is supported by a set of generic work descriptions, which outline the different HR roles within the Ministry. Together, these normalize the performance of expectations across the HR community and act as the foundation for HR community development. HR professionals should be able to work in interdisciplinary settings with other stakeholders, e.g. finance, IT, facilities management, and strategy units.

## **Performance management as an enabler of strategic HR**

In their initial responses to the strategic HR paper, EUPAN members expressed concerns about the ability of managers to effectively assess performance. If employee performance is not assessed effectively, it can be difficult for HR units to identify the most suitable intervention. Given these concerns, **Denmark** and **Ireland** both presented their experiences of the challenges faced in introducing and embedding a performance management system.

The success of performance management is critically dependent on appropriately training managers and employees. It is also important to engage staff in performance management and ensure they understand the process and the rationale underpinning the policy. Discussion during the session highlighted the difficulty managers may experience when dealing with underperformance, which can lead to underperformance not being adequately addressed. For this reason, it is crucial for HR functions to work with managers in building a culture of expectancy around performance improvement. If all

managers and staff do not see the value in the performance management there will be no meaningful engagement in the process.

The challenge of integrating a performance management system into an organisation was also discussed. It must be integrated horizontally with other HR activities, such as promotion, learning and development, and talent management. The system must also be integrated vertically by aligning the performance assessment of the individual employee to the unit's business plan and in turn the overall strategy of the organisation. Building these links can be difficult. HR professionals must be able to link performance management to other HR activities, including the development of a learning and development programme which targets recurring issues identified in the performance management assessments.

## **7. Key reflections**

This paper examined the potential for HR to work as a strategic partner. At the outset, we sought answer two questions posed in the medium term plan:

### What are the best models of corporate HR?

The Ulrich model of HR outlined in the paper provides a useful framework for corporate HR: a centralised shared service for administration, a centre of HR expertise, and strategic partners working with top managers. The input from EUPAN members and discussions during the strategic HR session suggest that there is still a gap between how strategic HR operates in theory and how it operates in practice in public administrations. Central HR policy units are prevalent among EUPAN members, with some operating shared services, but there was little evidence of HR professionals operating as true strategic partners in the Ulrich model sense. Best practice among EUPAN members suggests that HR professionals should work with senior leaders across the public administration to understand what structure can best deliver the necessary HR service.

### How can HR be embedded as a strategic function in public administrations?

The discussions and responses highlighted some of the barriers to HR operating as a strategic function in public administration, particularly the lack of necessary understanding of the business as a whole among HR professionals and some reservations among line managers about the ability of HR units to operate effectively as strategic partners. To overcome these barriers, HR functions must work closely with managers to align HR strategy to business needs. EUPAN members discussed the key enablers for adopting this strategic approach:

- Ensuring HR professionals have an understanding of the Ministry's business and have the ability to translate business needs into relevant HR activities
- Creating an efficient HR structure which removes the administrative burden from HR professionals so they can focus on delivering HR activities which contribute directly to the objectives of the Ministry
- Providing HR professionals with the tools and data they need to understand the issues within their Ministry, such as performance management and a HR information system

Ultimately, strategic HR is a new approach and requires a shift in the traditional HR relationship towards a model where managers and HR professionals work as partners in setting strategy.

## Thematic Paper

### Pillar theme – Connecting to the citizen

#### Thematic paper on the role of ICT in connecting to the citizen

##### Introduction

The Medium Term Priorities for the European Public Administration Network (EUPAN) requires publication of thematic papers on various elements of the EUPAN programme. The Innovative Public Services Group (IPSG) work programme for its meeting in Dublin in April 2013 focussed on two areas of eGovernment centrally important to the promotion of transparent and open Public Administration: Open Data and Social Media.

The EUPAN Irish Presidency team circulated a list of questions on these two key issues to Member States and the European Commission. 18 responses have been received and analysed by the Presidency and this thematic paper provides an overview of the key issues outlined in the responses.

##### Open Data

The concept of Open Data is about making data held by public bodies available and easily accessible online for reuse or redistribution at no or marginal cost. This includes for example data on environment, transport, education and crime but it does not include personal data unless it is sufficiently anonymised and/or aggregated.

The EU eGovernment Action Plan recognises that public authorities collect huge amounts of data which, if released as Open Data can allow citizens and businesses “to find new ways to use it and to create new innovative products and services”. This approach could potentially create new revenue opportunities for businesses.

The Irish Presidency’s questions in relation to Open Data covered four key issues. These are outlined below, and the key findings are summarised:



- **Do countries have formal policies on Open Data?**

Responses indicated that most Open Data activities are based on the provisions of the Re-use of Public Sector Information (PSI) Directive (2003/98) (EL, CY, HR, SE, SI, ES, PT) which is the basis for the Open Data text in Paragraph 2.1.3 of the European Commission's eGovernment Action Plan 2011-2015. It is, therefore, probable that the on-going negotiations on a new EU PSI Directive will have significant implications for Open Data across all Member States.

However, it is notable that a number of countries (or regions within Member States) have included specific provisions regarding Open Data in their eGovernment or Digital Agenda Strategies or as part of overarching approaches to transparency (AT, IE, FR, HR, UK, IT, NO, PL, ES, and PT). CZ has included Open Data among the goals of its Anti-Corruption strategy.

Returns from Member States also noted policy initiatives at local or regional level. BE noted that the Flemish government has a formal Open Data policy, and ES noted that each regional government has its own open data policy.

It is also noted that a number of countries have developed local, regional or national Open Data Portals (AT, BE, FR, IT, NO, PT, ES, UK, IE, and the EC) which facilitate easy access to datasets.

- **Do countries actively measure the benefits of Open Data?**

While some countries provide information on the number of available datasets and the number of Applications being developed, generally there is little measurement of actual economic or social benefits of Open Data specifically.

ES reported that analysis of the Infomediary sector identified business opportunities if more data were to be opened up with potential economic benefits of up to 10% of the potential of that market. A study (FI) covering approximately 14,000 SMEs across 15 countries from 2000-2007 indicated that business growth is 15% higher in countries where public sector geographic data is freely available or sold at reduced prices.

Anecdotally, Open Data has benefits for effective policy-making improving Government trust, transparency, accountability, civil society engagement and greater efficiency of public services (PT, SI, EL, and DK). FR noted that Open Data is a potential source of innovation for the economy and society.

AT publishes statistics about the amount of data sets and number of third party applications on a daily basis.

The UK noted that the creation of an Open Data Institute will help the assessment of the benefits of Open Data. NO noted that there has been a significant increase in the amount of data being registered in their national portal and that they will consider conducting an Open Data benefits measurement in late 2013.

- **What are the most popular datasets in Member States?**

Responses indicate that there is good demand for datasets related to: Mapping/Geographic Information Systems (BE, IE, SE, UK, FI, CZ, EL); Census/Population/Social Trends (BE, UK, CZ, CY); Budget/Public Spending (FR, PT); Transport (AT, IE, FR, UK, NO); Environmental (FR, BE, SI, NO) and Education (FR, BE, HR) National/Local Government (PT, NO, HR, CY) .

- **What steps have been taken to promote the uptake of Open Data?**

Member States indicate that a number of steps have been taken, including the development of Open Data portals (AT, BE, HR, NO, PT, ES, UK, IE, IT); Applications (Apps) development competitions (AT, BE, PT, IE); and Hackathons, Barcamps, community meetings and conferences (AT, BE, CY, NO, PL, PT, SI, UK). FR has launched a community of innovative stakeholders as well as an innovative platform (Dataconnexions) aimed at fostering Open Data reuse to help in this process.

DK noted that they are promoting this as part of the Open Data initiative in the common public sector e-government strategy for the period 2011-2015. FI also noted that there is a strong political will in their government to Open Data. NO report that they launched the datahotel which converts data sets into machine readable formats through a RESTful API and hosts data on behalf of the data owners. This lowers the technical threshold for data owners and has proven very popular.

## **Social Media**

Public Bodies are making increasing use of new technologies and social media when delivering their services. Smartphones and mobile devices are becoming more common across society and large numbers of people and organisations use social media for communication purposes. These devices are likely to be increasingly popular channels for accessing online services into the future.

The EU eGovernment Action Plan 2011-2015 notes that “the availability of innovative technologies such as social networks has increased the expectations of citizens in terms of responsiveness when accessing all kinds of services online”. This implies the "owners" need to feed the channels and to be responsive to citizens’ requests. Therefore, it is important to carefully choose the appropriate channels, which can be monitored effectively and enable responses to be delivered when necessary. This should be part of the social media strategy (objectives, goals, types of contacts) and policy (guidelines, privacy comment, etc.) that have to be endorsed, as this will require a large time commitment.

The Irish Presidency circulated three questions to Member States. These are outlined below, and the key findings are summarised:

- **How is Social Media being used to improve and promote Public Service delivery?**

Member States are active across a range of Social Media platforms. Decisions on which platform is used are based on a range of factors including the urgency of the need for dissemination of information, the level of interactivity required, and whether the target audience is using the medium.

- **Are there formal guidelines or rules for the use of Social Media by Public Bodies?**

The emerging consensus from the responses is that due to the very wide range of possible activities on Social Media by a wide range of Public Bodies means that a single formal Public Service Social Media policy can be difficult to enforce. However, policies or guidelines for engagement on specific platforms, or within certain organisations can be developed.

A number of countries have indicated that they have formal or informal Social Media policies (UK, AT, BE, HR, EC, FI, CY, FR, IT, SE, SI, IE). In many countries, the central policy requires individual public service providers to produce a policy relevant to their own requirements.

It is also noted that general legal provisions, such as laws on consultation processes apply to the use of Social Media.

- **What are the Member States’ key priorities for maximising the potential benefits of Social Media to Public Service delivery?**

Member States wish to use Social media to improve how public authorities provide information, communicate, consult, engage and interact with their customers, the citizens. It is important that

public bodies know what they are trying to achieve, understand the rules of conduct on Social Media, and have clarity on obligations under law.

Countries report a range of initiatives to maximise the benefits of Social Media, including: enhancing collaboration by encouraging senior officials to go online (UK, EC); encouraging public bodies to assess whether their services might be enhanced through the use of Social Media (SE, IE, DK, CZ, AT, PT); identifying most suitable platforms for communicating with citizens (BE, IE, SE, PL, IT, HR, FI, EC, DK, UK, EL, CY, AT).

## **Appendix 1 – Common issues across thematic papers**

### **Common issues across thematic papers**

Engagement with stakeholders – employees, citizens, and businesses  
Informed decisions - good quality data systems and evaluation process  
Align activities to an overarching strategy  
Communication between Ministries  
Strong governance  
Support at political and senior leadership level  
Build capacity – ensure employees have the skills required

### **Workforce planning**

Engagement with managers  
Good quality data and HR information system  
Appropriately designed process  
Balance between centre and line Ministries  
Align with other HR activities

### **Strategic HR**

Building capacity of HR staff  
Gaining management support  
Central HR information system  
Performance management  
Aligning all HR activities  
Aligning HR strategy to org strategy  
HR staff must understand the business  
Role of line management – take on more HR responsibility

### **Reform delivery**

Engaging stakeholders throughout the reform process  
Close communication between Ministries  
Building reform into long term strategy  
Evaluating reform  
Strong governance models and accountability at political level

### **Connecting to the citizen**

#### Open data

Open data is a key part of eGovernment strategy  
Policy initiatives at regional and local levels  
Need to measure the benefit and impacts of Open Data  
Lower barriers for providing open data – create systems that allow orgs to easily provide data  
Technological and cultural challenge – need to raise awareness among managers

#### Social media

Important to choose the most appropriate channels  
Factors to consider include the level of urgency, the audience, and level of interactivity required  
Tailored policy so each body can outline an approach that best suits their needs

## Appendix 2: EUPAN members' responses to thematic paper on "Sustainable reform within public administration"

### Austria

<p>What are the key reforms that have taken place within your country?</p> <p>What are the remaining priorities for reform?</p>
<ol style="list-style-type: none"> <li>1. Improvement of performance management under the new budgeting law</li> <li>2. A number of reorganisations: <ul style="list-style-type: none"> <li>- Health care administration: consolidation of 303 benefit disbursing units to 8</li> <li>- Merging of 31 police corps to 9</li> <li>- Creation of one federal agency for Immigration Law and migration out of 194 units</li> </ul> </li> </ol>
<p>In your experience, what are the challenges in reform?</p>
<ul style="list-style-type: none"> <li>- Motivation of staff is critical in the context of a reduction of resources</li> <li>- Besides long term effects also early wins are desirable</li> <li>- Communication that some reforms need initial investment</li> </ul>
<p>In your experience, what are the enablers of reform?</p>
<ul style="list-style-type: none"> <li>- Good cooperation between ministries is essential (center of government – line ministries)</li> <li>- Capacity building of staff</li> <li>- Visibility of political lead of the reforms</li> </ul>
<p>How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?</p>
<ul style="list-style-type: none"> <li>• Has this been successful?</li> <li>• What approach did your administration take to implementing reform?</li> </ul>
<p>The new budgeting law combines the allocation of global budgets with a tighter controlling system. The new scheme is implemented in close cooperation between the Chancellery and the Federal Ministries, in particular with the officials responsible for internal performance management and for budget and personnel matters, as well as with the working group on gender mainstreaming, Parliament and the Court of Audit.</p>
<p>What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?</p>
<p>An enormous amount of highly specific seminars are organised and measures taken to build capacity and ensure engagement.</p>
<p>Do you have named ministers/officials associated with reform initiatives?</p>
<ul style="list-style-type: none"> <li>• What has been the experience of attaching responsibility for reforms to individuals?</li> <li>• Was legislation required to attach this responsibility? What was required?</li> </ul>
<p>PA-Reform falls in the spheres of responsibilities of the Federal Chancellor.</p>

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?
Main strands of reform are part of the (5-year-)Program of the Federal Government

How do you evaluate the progress of your reform programme?
<ul style="list-style-type: none"> <li>• What performance indicators or measures are used?</li> <li>• Who conducts the evaluation and how often?</li> </ul>
Monitoring of progress is effected by the Court of Audit but also by the Federal Chancellery (report to the council of ministers every 6 month). Also, according to the new budgeting law, after five years at the latest, projected indicators and milestones for the defined objectives and expected impacts are compared to the actual situation.

## Belgium

What are the key reforms that have taken place within your country?  
What are the remaining priorities for reform?

Begin of the years 2000, we had in Belgium, a fundamental reform of the federal administration. New structure of the ministerial departments, new system of top-managers (mandates), management plans, new HRM contents and structure (competences, development, HR units), new communication. Since then, the challenge has been to implement and refine the elements of this reform. The evaluation of the results of the administrative work have been more and more in the focus, in particular through the so called "administration contracts" that are concluded between the minister and the top-manager and that constitute a dashboard of the results of the administration. This evaluation of results has still to be further developed. A new career system is presently being developed to replace the ancient system of career progression that integrated certified trainings. Those trainings are abolished and will be replaced by a system based on a mix of merit and seniority. A remaining challenge for reform is also the implementation of a completely integrated e-HRM.

In your experience, what are the challenges in reform?

The main challenge to realize a reform of a certain importance is to benefit a strong political support at the highest level. If the chief of government doesn't engage himself strongly, it will not succeed. The sole minister responsible for the civil service will not be strong enough to convince his colleagues ministers of an important reform. We experienced this in Belgium. A reform needs also to be conceived and implemented with the civil servants themselves. They know their business the best and a reform will never succeed to be implemented "against" them. Besides, a reform has to improve the service to the citizen. A reform for a reform has no utility, nor a reform too much centred on the civil servants themselves.

In your experience, what are the enablers of reform?

Again, the political support, the collaboration of the civil servants to the conception and the implementation, the necessity to change (crisis), the evaluation of results of the administration (to see what has to be improved) and its transparency (so that public opinion plays its pressure role).

How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?

- Has this been successful?
- What approach did your administration take to implementing reform?

The reform has to be discussed with the civil servants who will implement it. This can be done through the various networks that coexist in the administration. We can quote the network (college) of the presidents of the federal public services, the network of the HR directors...

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

The aspects of reform concerning new HR development, new organisation or new ways of working receive a strong support in terms of communication and training.



We have a dedicated DG for internal communication aside of that for external communication. That internal communication DG develops campaigns on all new developments. Those campaigns use the rich palette of modern media: book series on administrative practices (very concrete approach), e-communities, intranet, networking, internal journal, social media, satisfaction surveys...

Specific training is also organized when a new way of working has to be implemented. Those trainings can be free or compulsory. They can concern the whole staff of the organization or specific personnel categories.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

The name of the minister in charge of a reform can be associated to that reform by the media. It occurred very rarely. The big reform of the years 2000 was associated with the name of the minister in charge at that moment. One reason was probably the extent of the reform and its important promotion. In fact it was even better known after its official name, "Copernicus reform".

We experienced no special positive or negative effect of this naming of a reform and we have no legislation requiring it.

In fact the only such real association in Belgian administration history is still that of the original statute of the administration named to its developer, the "Camus statute".

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

That is indeed a real challenge for all countries and, being not better as others, Belgium cannot be considered as having found the solution. The power and the strategy stay on the political level. And with changing of political majorities, directions of reforms can change, sometimes even radically. This can cause much waste of time and efficiency. The only way we see to avoid this, is to develop the reforms in close association with the administrations themselves. This will allow the reforms to be strongly embedded in the services, really thought and focused on long term goals and allowing a progression in equilibrium between political priorities and long term public service necessities.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

The management plans of the managers are evaluated by the responsible ministers. This happens in a permanent way but more formally every 2 years and, even more formally, every 6 years, at the end of the mandate of the manager. This is realized through a system of indicators covering the realization aspects of the usual functioning of the ministry and of the reforms that are being implemented. The ministers are themselves responsible for their results in front of the government.

## Croatia

<p>What are the key reforms that have taken place within your country? What are the remaining priorities for reform?</p>
<p>Rationalisation of the internal organisation and management structure in state administration bodies was attained through abolishment of lower internal organisational units (sections, sub-sections and units) and a three-level management structure was established at the level of civil servants, instead of the previous six management levels.</p> <p>Through 2012 the system of agencies underwent an extent evaluation which resulted in eliminating irregularities in salaries.</p> <p>In 2012 Croatian Government established "Commission for coordination of computerization of public sector" whose task is to guide the development and coordination of all activities and projects applying information and communication technologies in the public sector, included a number of experts from government, academia and the association of ICT companies in analyzing the situation in the Government ICT sector and creating recommendations to improve in following areas:</p> <ul style="list-style-type: none"> <li>○ computer networks (the goal is to engage electronic communication infrastructure build by public companies - highways, railways, electricity..)</li> <li>○ basic registers (the goal is to connect all basic registers in one system),</li> <li>○ electronic identity (the goal is to use-single-sign in e-government),</li> <li>○ user access (the goal is to upgrade to the single government domain as well as to create digital mailbox for every citizen),</li> <li>○ standardisation of procurement of ICT solutions (the goal to gather in one place all needs for hardware and software to get better pricing).</li> </ul> <p>The Public Sector Staff Register was put into work in 2011. It comprises of a set of data on employees in the public sector, kept for the purpose of establishing a quality and efficient HRM and centralised payroll system (CPS). The quality of established standardised reports from the Register is constantly under improvement, including the Register application upgrade for the purpose of the full centralised payroll (at the moment it is only implemented on the central state administration bodies).</p> <p>The main remaining priority is to make the system fully operational through including all PA bodies as well as putting into force the new Civil Service Salaries Act which proposes that the salary system and other material rights of civil servants should be regulated in a unified way (based on job classification), the promotion system based on the performance appraisals of civil servants and other issues of importance for the civil service salary system.</p> <p>Other goals in the new Public Administration reform Strategy which is underway are: regionalisation of county offices of state administration, further rationalisation of the system of agencies, strengthening of authorities of the local and regional self-government.</p>

<p>In your experience, what are the challenges in reform?</p>
<p>The main challenge is to put the CPS in place in the entire PA as soon as possible, since it should improve control over budgetary expenditure regarding salaries and make significant savings in the State Budget.</p>

<p>In your experience, what are the enablers of reform?</p>
<p>First thing needed is the political will, i.e. strong commitment of the government to go forth with the reform.</p>

<p>How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?</p> <ul style="list-style-type: none"> <li>• Has this been successful?</li> <li>• What approach did your administration take to implementing reform?</li> </ul>
<p>At first, The National Committee was in charge for monitoring the Implementation of the State Administration Reform Strategy. It proved to be ineffective, so the central state administration bodies took over the process of monitoring, each within its scope.</p> <p>Commission for coordination of computerization of public sector is in charge of the development and coordination of all activities and projects in the field of ICT in the public sector.</p> <p>The CPS was developed and it is being implemented through joint efforts of two ministries – Ministry of Public Administration and Ministry of Finance, in cooperation with the Financial Agency. Before its start, the system was discussed with key stakeholders, including syndicates.</p> <p>Ministry of Public Administration tries to build a network of professionals working in their fields of expertise with the help of ICT (Staff Register).</p>

<p>What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?</p>
<p>In December 2009, the Government of the Republic of Croatia issued a Decision Prohibiting New Recruitment of Civil Servants and Employees in State Administration Bodies, Administrative and Professional Services and Offices of the Croatian Government. Exemptions from the recruitment ban include bodies founded in that year and recruitments of civil servants necessary to fulfil the assumed obligations towards the European Union, provided that necessary financial resources have been secured for the recruitments. Capacity building falls under the scope of The State School of Public Administration entrusted with, inter alia, professional training and development of civil servants, delivered based on the analysis of needs for strengthening human resources in the civil service.</p> <p>In the case of the CPS, there was no need for building extra capacities for implementation of the system. The contract was signed with the Financial Agency for the purpose of setting the system up and for its implementation. All the government ministries had to take necessary steps to align themselves with the system.</p>

<p>Do you have named ministers/officials associated with reform initiatives?</p> <ul style="list-style-type: none"> <li>• What has been the experience of attaching responsibility for reforms to individuals?</li> <li>• Was legislation required to attach this responsibility? What was required?</li> </ul>
<p>There were no individual appointments for the reform.</p>

<p>How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?</p>
<p>In case of CPS, there is a general agreement on the necessity of the system as one of the measures for balancing the state budget and the control of budgetary expenditures.</p>

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

Due to the fact that the implementation of the CPS has started only recently, it is still too early to make any formal evaluation on how successful it is.

Ministry of Public Administration conducts the evaluation of PA Strategies annually on the basis of outcome indicators.

## Cyprus

<p>What are the key reforms that have taken place within your country?</p> <p>What are the remaining priorities for reform?</p>
<p>Based, among others, on the Strategic Development Plan of the Republic of Cyprus for the period 2007-2013 as well as the Operational Program "Employment, Human Capital and Social Cohesion" 2007-2013, the Cyprus government has already implemented a series of civil service reform measures aiming at increasing productivity and enhancing administrative capacity, with the purpose of creating a contemporary public service which is more result and performance-oriented, flexible, accountable, transparent, communicative and that fully utilizes technology. Recently, due to the financial crisis, the focus of reform measures has also shifted on the significant reduction and consolidation of public expenditure. Consequently a series of austerity measures were adopted aiming to address fiscal and structural issues within the public administration.</p> <p>Some of the key reforms that have taken place since 2009 (including ongoing measures) include the following:</p> <p><b>(A) Public sector modernisation measures co-financed by the European Social Fund (ESF)</b></p> <p>The Public Administration and Personnel Department (PAPD) is currently implementing three major projects which are co-funded by the European Social Fund in the framework of the Operational Program "Employment, Human Capital and Social Cohesion" 2007-2013, as follows:</p> <p><b>(i) Project for the <u>Re-organisation and Improvement of the Administrative Capacity of the Public Service</u></b>-This project aims at re-organizing specific Departments, re-engineering and simplifying their processes, as well as introducing benchmarking methodologies, using specific performance indicators. The project also involves the development of a series of methodological tools that will be horizontally implemented in the public service, so as to enhance the efficiency and effectiveness of other Public Service Organisations. The approved budget for the project is approximately €2m and the project's timeframe is 2008 - 2015.</p> <p><b>(ii) Project for <u>strengthening the strategic, leadership and management capacity of the Public Administration</u></b></p> <p>The Project, implemented by the Cyprus Academy of Public Administration, aims at strengthening the strategic, management and leadership capacity of the Public Administration, via offering specific training to public servants in these fields. More specifically, via the project, areas for improvement in the aforementioned fields will be identified and a comprehensive plan for strengthening the skills and competencies of management staff in the public service will be developed. Approximately 2.500 employees who hold managerial and other posts in 100 public service organisations will undergo specific management training. The project's budget is approximately €3m and the timeframe is 2009-2015.</p> <p><b>(iii) Project for <u>strengthening the management and leadership capacity of local self-government organisations</u></b></p> <p>The project, implemented by the Cyprus Academy of Public Administration, is targeted at permanent and elected officials of local self-government organisations. In total, 1.500 officers, including all mayors, all presidents of community councils, permanent staff with managerial responsibilities, will be trained from 38 municipalities and about 500 communities on management and leadership skills. The Project's budget is approximately €2m and the timeframe is 2009 – 2014. The training has commenced as of March 2012 and will be completed towards the end of 2013.</p> <p><b>(B) One-stop-shops / Citizen Service Centres</b></p> <p>Over the past few years, the government has implemented a strategy for establishing Citizen Service Centres (CSCs) all over Cyprus, aiming at providing multiple services from one point of contact/ location, thus offering citizens the convenience of meeting their requirements in one stop. The ultimate goal is to have a citizen-centric public service which is in a position to effectively meet citizens' needs in a timely manner.</p>

**(C)Current HR and other reforms aiming, among others, at reducing government spending**

**(i)Rates of Pay/ Allowances/ Overtime compensation**

- Freeze of wages and pensions
- Implementation of a scaled reduction in the emoluments of employees in the public service and the broad public sector and in the pensions of the respective pensioners
- Introduction of a temporary scaled contribution on gross earnings of public (and private) sector employees including state officials and on the pensions of corresponding pensioners as follows:
- Reduction of the starting salary of newly hired employees in the public sector
- Abolishment of certain allowances and reduction of others, including overtime compensation.

**(ii) Pensions**

Introduction of legislative provisions regarding:

- (a) reform of occupational pension benefits for public service employees and employees of the broad public sector, including among others extending the age of retirement and increase in the financial contributions
- (b) reform of occupational pension benefits for state officials

**(iii) Reduction of Employment in the Public Sector**

Target for the reduction of employment by 5.000 over the period 2012-2016 through:

- adoption of a policy for the abolition of vacant public service based on a plan to abolish a large number of posts by 2016 whereby a will be abolished
- hiring freeze for vacant first-entry and first entry and promotion posts up to 2016, applicable for the entire public sector

**(iv) Other**

- **Reinforcing/facilitating mobility within the public service** with the introduction of measures related to (a) the possibility of “duty assignment” by the Permanent Secretary of the relevant Ministry, for non-Interchangeable staff, (b) decentralization of the management of Interchangeable staff, (c) design of Casual Employees Transfer System.
- **Change in business hours** in the public service by applying non-stop working hours and extending the daily working hours by ½ hour, with the possibility of up to 1 hour flexible arrival/departure, aiming to reduce the need for overtime work (there is no change in the total number of working hours per week)

**Other remaining reforms of the public administration will be decided based on the conclusions of the independent external review for public administration that will be conducted within the following year.**

**In your experience, what are the challenges in reform?**

- Operating in an environment of uncertainty/pressure to achieve fiscal consolidation
- “Doing things differently” and changing existing organizational and legal structures in the process, including conditions of employment etc.
- Securing effective accountability in all levels (political, administrative)
- The cost of reform against the backdrop of limited resources (“doing more with less”)
- Setting the appropriate strategic priorities/targets which requires strategic thinking/orientation and effective leadership
- Establishing monitoring mechanisms for assessing/evaluating progress in implementation of reform
- Improving motivation of public servants especially within a changing/difficult environment (uncertainty, loss of benefits etc)
- Engaging stakeholders (citizens, employees, trade unions etc)
- Safeguarding social dialogue and peaceful labour relations

In your experience, what are the enablers of reform?
<ul style="list-style-type: none"> <li>• The financial crisis, despite its undesirable consequences also served as an impetus/driving force for fiscal and structural reforms in the public service</li> <li>• Existence of strong political will and commitment for reform</li> <li>• Identifying priorities, setting strategic targets and detailed action plans with clear implementation frameworks</li> <li>• Focusing on practical (less theoretical) actions/measures</li> <li>• Assigning accountability to stakeholders involved in reform</li> <li>• Establishing monitoring and evaluation mechanisms to ensure effective implementation of reform</li> <li>• Developing/enhancing leadership and management capacity to assist in effectively driving and supporting reform (effective change management and strategic thinking are essential)</li> <li>• Continuous communication/cooperation with stakeholders to seek consensus/support for effective implementation of reform</li> </ul>

How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?
<ul style="list-style-type: none"> <li>• Has this been successful?</li> <li>• What approach did your administration take to implementing reform?</li> </ul>
Most of the civil service reform initiatives are developed centrally (Ministry of Finance) and are adopted through legislation, including the budgetary process, thus ensuring direct and horizontal implementation/enforcement across the entire public service.

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?
Please refer to previous question and following questions.

Do you have named ministers/officials associated with reform initiatives?
<ul style="list-style-type: none"> <li>• What has been the experience of attaching responsibility for reforms to individuals?</li> <li>• Was legislation required to attach this responsibility? What was required?</li> </ul>
The newly elected government in Cyprus (in office since 1.3.2013) has announced the appointment of a Commissioner for Public Service Reform. However, since this is a very recent development, the details regarding this new function have not yet been fully elaborated or voted into specific legislation. Currently, due to the nature of the current reform measures/priorities and specifically since they are closely related with fiscal consolidation targets/policies, the Ministry most associated with reform initiatives is the Ministry of Finance. Also, due to its function as the central HR body for the entire public service, the Public Administration and Personnel Department (PAPD) which is subject to the Ministry of Finance is also quite involved with regards HR and other reform initiatives related to public administration, as described in q. 1.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?
As mentioned in the above questions, there is commitment both on the political and the administrative level towards the implementation of reforms aiming at addressing short- and medium-term financial, fiscal and structural challenges facing Cyprus, including sustainable reform of public administration.
Furthermore, it is foreseen that there will be a more systematic orientation towards the strategic management and close monitoring of public service reform in the following years.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

Until now a systematic evaluation of the progress of public service reform initiatives with the use of specific performance indicators is not conducted (aside from the fiscal impact of various initiatives which is systematically measured, e.g. reduction in public service employment rates, salaries, pensions etc).

As mentioned in previous questions, it is foreseen that there will be enhanced efforts towards this direction with the establishment of new tools/bodies responsible for strategy setting, monitoring and evaluation in relation to public service reform.



## Czech Republic

<p>What are the key reforms that have taken place within your country?</p> <p>What are the remaining priorities for reform?</p>
<p>The coalition Government elected in 2010 embarked on the path of fundamental reforms of the Czech state. Often painful measures are taken to ensure the consolidation of public finances.</p> <p>Above all, there is the long awaited pension reform. The new concept gives the citizen the opportunity to put their pension contribution entirely into private financial institutions where their money will be supplemented by the state aid.</p> <p>Second reform tackles the tax evasion and often complicated tax rules. The fiscal framework is also being reformed. Another reform is setting the standards in the healthcare and changing the rules of public health insurance. And last but not least, there is a reform of the public administration, focused on streamlining and maximizing the effectiveness while at the same time cutting the unnecessary costs.</p> <p>Technically, the foundations of public administration reform have been laid in 1999. The reform was primarily focused on the structure of the regional governance. Now it is necessary to concentrate on the central government administration that has resisted the reform efforts until today. The targets of this reform are identified in the document called "The Concept of Completion of the Reform of Public Administration" that will be submitted to the Government in June 2013.</p>
<p>In your experience, what are the challenges in reform?</p>
<p>Naturally, there are many obstacles in the way. First of all, the political representation lacks unity in views about particular issues. Then there is a strong pressure from the regions that are afraid of the effects of the reform. Also, some of the central government bodies are resisting the change.</p> <p>However, the biggest challenge is the absence of long lacked Civil Servants Act. Its original version from 2002 did not come into force and was postponed by many governments. Current Czech Government is aware of the unbearable situation and a completely new draft law was prepared. The new Civil Servants Act is intended to stabilize as well as de-politicize the Czech public administration. Nevertheless, the European Commission expressed strong concern about this new draft law and remains in favour of the 2002 legislation. Therefore, it is not quite clear whether the expected effectiveness of this law as of January 2014 will be met as envisaged.</p>
<p>In your experience, what are the enablers of reform?</p>
<p>Naturally, it is hard to convince the politicians to voluntarily give up their influence over public administration. In this case, a pressure from the European Commission helps. Unfortunately, the Government is not very successful in explaining its steps and the reform of the public administration is no exception. The citizens are not well informed and the media do not help much. The image of the reform is grim and is being regarded as unnecessary cuts. Therefore, the real enablers of the reform are the civil servants in whose interest it is to complete the process.</p>
<p>How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?</p> <ul style="list-style-type: none"><li>• Has this been successful?</li><li>• What approach did your administration take to implementing reform?</li></ul>
<p>Individual strategies and concepts are not sufficiently coordinated since the very beginning. In this respect, the role of the Government is weak. The reform is being carried out by the Ministry of Interior and it lacks sufficient support from the other departments. It is necessary to strengthen the horizontal coordination between ministries, with the Government Office playing the lead role.</p>

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

All ministries are already engaging in the efforts to complete the reform of public administration. The process reform championed by the Ministry of Interior is based on three fundamental pillars:

- The electronic Register of Rights and Obligation (*Registr práv a povinností, RPP*) that strictly defines the role of the central government administrations on the legal basis
- The project called Process Modelling of the Procedures (*Procesní modelování agend, PMA*) that gathers data about all the operations and procedures in the public administration, evaluates them and identifies the room for improvement
- The standardization, i.e. defining rules for the procedures carried out by the public administration and setting standards for them.

The RPP tool has been built. The PMA project is underway and special software for modelling the agendas is being created that should be used across the entire public administration. It will be followed by the standardization of the procedures, which will be of great importance especially in the area of the so-called "transferred state administration" (in the Czech Republic, some of the state functions are being transferred to the regional self-governments).

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

The main coordinator of public administration reform is the Ministry of the Interior, its minister Jan Kubice being the responsible. Attaching the responsibility to the individual does not have any significant effect in the Czech Republic since in case of failure the individuals usually refuse to take the responsibility. The reform was declared by the resolution of the Government and its goals are being defined in Government policy statement as well as in the National Reform Programme.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

The issue of completing the reform of public administration is incorporated into strategic documents. However, the implementation of the proposals in many cases involves a change in legislation, i.e. even if the Government approves certain procedures and steps, the actual implementation will always be "threatened" in the subsequent legislative process and in the Parliament (as previous experiences with the implementation of government-approved materials suggest).

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

The evaluation in this area has often subjective character and regular evaluation has not been established. The Ministry of Interior reviewed the aims of the 1999 concept with regard to the actual state of public administration. Where the original intentions were not fulfilled, the Ministry proposed solutions. However, public administration reform is more or less a continuous, never-ending process...

## Denmark

<p>What are the key reforms that have taken place within your country? What are the remaining priorities for reform?</p>
<p>The government has introduced a range of reforms to create a more effective and efficient public administration. Below is some of the reforms and initiatives:</p> <ul style="list-style-type: none"> <li>• <b>New budget law</b> - Introduce a binding correction mechanism if there is a risk of structural imbalance and sets a perennial expenditure ceiling for the state, the regions and the municipalities respectively. The budget law contains sanctions - grants are conditioned by budget agreements and keeping within budgets.</li> <li>• <b>Initiative for Better financial management in the public sector</b> - Transparency in the public sectors economy requires knowledge of our tasks/activities, their costs and value for money. The initiative analyse current practises and formulate new demands for the financial management in the state, the municipalities and the regions.</li> <li>• <b>Ambitious eGovernment strategy 2011-2015</b> - Fundamental changes to the public sector that will give significant productivity and efficiency gains Three main tracks: 1) No more printed forms or letters, 2) New digital welfare, 3) Closer digital collaboration in the public sector. The strategy has a clear focus on implementation and realising benefits</li> <li>• <b>Labour market reforms</b> – E.g. the Tax Reform that strengthen the public finances with approximately 2,7 billion DKK and raises the labour supply with 16.000 persons long-term, and a reform of early retirement and flex jobs that is considered to strengthen the public finances with 1,9 billion DKK in 2020.</li> <li>• <b>Several other reforms are planned</b> – The government has introduced “Growth plan DK”, that sets ambitious targets for growth and employment in the private sector. A reform of the primary school system has been presented which e.g. aims to enhance a coherent and active school day and to increase quality and amount of class hours. A reform of the system for cash welfare benefits (kontanthjælp), which shall help citizens to get jobs or receive further education, are under consideration.</li> </ul> <p>The government has defined an overall government platform titled “A Denmark that stands together”. The platform sets the frame for reforms and initiatives. Parts of the government platform are translated into English and can be read here: <a href="http://www.stm.dk/_a_2821.html">http://www.stm.dk/_a_2821.html</a></p>

<p>In your experience, what are the challenges in reform?</p>
<p>Challenges differ between areas of reform. A major common challenge is to ensure proper and effective implementation and the realisation of the planned benefits.</p>

<p>In your experience, what are the enablers of reform?</p>
<p>There are many enablers for reform, and they differ to some extent between sectors. To highlight a few common enablers:</p> <ul style="list-style-type: none"> <li>• A well-functioning reform implementation organization.</li> <li>• A good process to link policy development with the further implementation</li> <li>• Strong evidence and analysis underlying the arguments for reform.</li> <li>• Understanding/involvement of major stakeholders which are necessary for successful implementation.</li> <li>• Clear and measurable outcomes and effect of the reform, so it is possible to follow up and adjust the initiatives accordingly.</li> <li>• Strong public sector leadership, both as political advisors and policy developers, and as managers of organizations and champions of the effective implementation of reforms.</li> </ul>

<p>How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?</p> <ul style="list-style-type: none"> <li>• Has this been successful?</li> <li>• What approach did your administration take to implementing reform?</li> </ul>
<p>The government has standing committees to enhance coordination across government.</p> <p>The Government Coordination Committee ensures political coordination across government on significant initiatives including government proposed legislation. The Coordination Committee normally meets weekly and is comprised of ministers from Prime Minister's Office (Chairman), the Ministry for Economic Affairs and the Interior, the Ministry of Business and Growth, the Ministry of Finance, the Ministry of Justice, the Ministry of Science, Innovation and Higher Education and the Danish Ministry of Taxation.</p> <p>The Government Financial Committee task is to deal with the Government's joint financial policy. The committee handles issues regarding Financial Bills, the financial relations to municipalities and regions, economic policies in general and other initiatives with significant financial and budgetary consequences. The Financial Committee normally meets weekly and is comprised of ministers from the Ministry of Finance (Chairman), the Ministry for Economic Affairs and the Interior, the Ministry of Business and Growth, the Ministry of Science, Innovation and Higher Education, the Danish Ministry of Taxation and The Ministry of Employment.</p>
<p>What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?</p>
<p>See above regarding the government's standing Committees.</p>
<p>Do you have named ministers/officials associated with reform initiatives?</p> <ul style="list-style-type: none"> <li>• What has been the experience of attaching responsibility for reforms to individuals?</li> <li>• Was legislation required to attach this responsibility? What was required?</li> </ul>
<p>There has not been appointed a minister with the specific responsibility for implementation of cross governmental reforms.</p> <p>Which ministers are involved in a specific reform depends on the scope and subject matter of the reform.</p>
<p>How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?</p>
<p>As mentioned earlier the government has defined a government platform titled "A Denmark that stands together". Besides the platform the government has released a so called 2020-plan regarding the challenges for the Danish economy towards 2020. Finally the government has introduced "Growth plan DK", that sets ambitious targets for growth and employment in the private sector. These, and other government publications, set the strategic frame for the different government reforms and initiatives.</p>
<p>How do you evaluate the progress of your reform programme?</p> <ul style="list-style-type: none"> <li>• What performance indicators or measures are used?</li> <li>• Who conducts the evaluation and how often?</li> </ul>
<p>The setup for evaluation of reforms, including performance indicators or other measures, is defined in the specific reform.</p>

## Estonia

What are the key reforms that have taken place within your country? What are the remaining priorities for reform?
<p>Estonia is in the process of modernising its civil service. New Civil Service Act was adopted in 2012, the law comes into force on 1<sup>st</sup> of April 2013. The main goals of renewing the civil service legislature were to increase flexibility and openness, encourage mobility within and outside civil service, reduce the number of officials (people who are engaged in supportive functions will be hired with contracts regulated by Labour Law), reforming pay system (in order to make it more transparent and fair), simple and performance based appraisal system.</p> <p>The government has also initiated a review of wider personnel policy in the state sector. In the beginning of 2013, a green paper called “State as an employer: personnel policy”, was prepared by Ministry of Finance. The green paper describes current state of affairs in state personnel management and defines problems and questions to be answered in further concept (white paper or strategic plan) of state’s personnel management. The main issue, that is dealt with in strategy development process, is how state workforce management can contribute to the overall competitiveness of Estonian state.</p> <p>In modernising public administration, centralisation of financial and personnel accounting is also in progress. The objective of the reform is to make public administration more simple and effective, and to increase the transparency of the state. As a result of the reform, the accounting policies used in budgeting and accounting will be harmonised with the goal of increasing the quality of financial reporting in the state, ensuring a better and more efficient overview of the state’s assets, liabilities and investment needs. Provision of financial, personnel and wage accounting services will be centralised in the state’s support service centre.</p> <p>Estonia is also reforming management and support systems of European Union funds. The objective of the reform is the more expedient, effective and transparent use of European Union funds. To achieve this objective, central coordination will be improved during the new budgetary period, number of management levels and implementing authorities will be reduced, a single operational programme will be prepared to carry out cohesion policy, and mechanisms will be created to direct funds above all for carrying out structural reforms.</p> <p>In addition, Ministry of Justice has initiated a review of administrative structure. There is a need to adopt a single government approach (see for example OECD’s Public Governance Review “Estonia. Towards a Single Government Approach”, 2011) . But firstly, an analysis needs to be carried out in order to find best solutions of making administrative structure (and governing) more flexible and at the same time encourage cooperation within government. Ministry of Justice is responsible for law drafting, so other ministries, who are concerned with administrative systems development (Ministry of Finance, Ministry of the Interior and also Government Office), will be engaged in preparing a concept of administrative organisation (which will potentially serve as a basis for necessary adjustments in laws regulating state structures, cooperation between government bodies, etc). At the moment, a proposal for government for such a reform is being prepared (i.e. government has to agree on the goals and scope of such a reform).</p> <p>Furthermore, in 2014, a new period of EU structural assistance begins. Estonia has carried out necessary analysis and set priorities for using structural funds. One priority area that emerged from discussions is called “Efficient and single government”. Following problems and priorities, that will be addressed with the help from EU structural funds, were brought out:</p> <ul style="list-style-type: none"> <li>• quality of policy planning (involving partners to policy planning);</li> <li>• decrease administrative burden to citizens and businesses by increasing the quality of public administration;</li> </ul>

- institutional capacity, development of human resources in state and local level;
- the quality and availability of public services provided at local government level varies;
- current division of responsibilities between the central and local government in the context of public services is not always clear and results in fragmented service provision and inefficient.

#### In your experience, what are the challenges in reform?

Estonian public administration is quite decentralised. Also, the administrative policy is decentralised (in brief, there are several ministries and Government Office involved, each of which is responsible for a particular area of governance, e.g. Ministry of Finance is responsible for personnel management). Therefore, currently there is no overall strategy of public administration development. There are some goals and activities in governments programme (“Programme of the governing coalition of the Pro Patria and Res Publica Union and the Estonian Reform Party”, see <http://valitsus.ee/en/government/Programme>) and respective action plan that concern public administration (PA) development, but these goals are not elaborated in comprehensive PA development strategy. As a result, there is a need to see the “overall picture” when dealing with reforming parts of public administration and coordinate the activities of all parties involved. The coordination of reform initiatives that are led by different institutions, is a constant challenge that is addressed by the responsible ministry (i.e. the solutions of how to ensure cooperation, are somewhat different). The question of whether Estonia needs an overall “Governance Strategy” (and which institution should take a lead in preparing and monitoring the execution of such document) is being discussed at the moment.

#### In your experience, what are the enablers of reform?

The incentives for developing PA are quite the same as in many other countries: budgetary pressures, changes in workforce demographics, the need for the government to respond adequately to the changes in socioeconomic environment, etc. Administrative reform is not the first priority of Estonian government because there are other important reforms going on (e.g. in areas of health management, education, etc). But politicians have acknowledged to necessity to improve the quality of public administration and state employees. Best example of the growing consciousness of PA reform issues is (was) the adoption of new Civil Service Act. Nevertheless, there are some specific enablers of reform in Estonian case. Firstly, planning of EU structural assistance is supporting discussions of PA reforms. Concrete measures of developing administrative capacity are being discussed at the moment, Estonia has to present its more concrete PA development plans to European Commission in spring 2013. Secondly, Estonia will hold the EU rotating Presidency in 2018 (for the first time). Therefore, plans are being prepared (starting this year) to enhance the capacity of Estonian state and officials to successfully carry out the Presidency.

#### How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?

- Has this been successful?
- What approach did your administration take to implementing reform?

The issue of balance between central administration and ministries in reforming PA is a part of the administrative organisation review (led by Ministry of Justice) and is discussed at the moment also in course of preparing the use of the EU structural funds. At the moment, one can say that the system is not optimally balanced due to fragmented nature of Estonian administrative system. But one can also argue that the problems of decentralised administration can be surpassed by greater cooperation or smaller adjustments and Estonia does not need to change the fundamentals of current system of responsibilities. Example of such smaller adjustments: in new Civil Service Act, Ministry of Finance has been given clearer responsibility for developing and executing states’ personnel policy. Ministry of Finance has developed the regulations necessary for the enactment of new law which further elaborate the roles of different stakeholders in managing human resources (HRM). The coordination of HRM in

civil service is now described in more detail, but the overall principle of decentralised management is still kept. Since the law will only come to force in near future, the outcomes of new system are yet to be seen. As well as whether there will be changes in PA development system or not.

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

Regarding the changes in civil service, Ministry of Finance and Ministry of Justice have offered training to state institutions and local government units. There is also a handbook on new Civil Service Act. Information has been given via networks of personnel and training managers. Personnel managers of ministries are leaders of carrying out changes in their governance areas. Ministry of Finance and Ministry of Justice are supporting changes also by ongoing advice, preparing standard forms, etc.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

At the moment, the responsibilities are as follows:

- Ministry of Finance is responsible for personnel management and administrative structures policy; it also develops strategic planning and budgeting systems;
- Ministry of Justice is leading the law drafting in administrative questions;
- Ministry of the Interior is responsible for developing local government, planning and co-ordinating regional administration and regional development, organising and supervising nationwide spatial planning activities, as well as developing civil society policy;
- Ministry of Economic Affairs and Communications deals with co-ordinating the development of state information systems and public services;
- Government Office supports the Government of the Republic and the Prime Minister in policy drafting and implementation, its' Top Civil Service Excellence Centre is engaged in the recruitment, selection and development of civil service top executives.

There is no single minister or high-level official who is given the responsibility to plan and execute PA reforms. Necessary decisions are made by cabinet: each reform initiative, including goals, developing and execution of plans are decided upon in cabinet meetings. The experience is that this kind of system needs a lot of effort put in coordination the reform plans and implementation.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

As mentioned earlier, there is no formal longer PA reform strategy in Estonia. On the other hand, OECD has made a thorough report on Estonian public administration in 2011 (available also in English: <http://valitsus.ee/et/riigikantselei/oecd-raport>). Current reform initiatives and challenges rely to a great extent on the analysis presented in OECD's report. Furthermore, secretary generals of ministries have agreed upon an action plan for implementation of OECD Public Governance Review (also available in English, [http://valitsus.ee/UserFiles/valitsus/et/riigikantselei/strateegia/OECD%20raport/OECD%20PGC%20Review\\_Estonia\\_Action%20Plan.pdf](http://valitsus.ee/UserFiles/valitsus/et/riigikantselei/strateegia/OECD%20raport/OECD%20PGC%20Review_Estonia_Action%20Plan.pdf)).

It is possible, that this action plan will be replaced by an overall "Governance Strategy" (such an idea stems also from the process of reviewing strategic planning system – governance and civil service is one of 18 governance areas covered in state budget strategy and coalition agreement, each governance area, ideally, should be covered by one strategic plan). If not, the longer term vision on PA reforms will be described in "sectoral" strategic plans (e.g. state's personnel policy or e-government strategy, etc). In the latter case, the leading ministry will have to carry out an impact assessment of the strategy (initial evaluation before starting the strategy decision process). Estonia has a "fresh" coordination tool

in that respect: new impact evaluation guidelines include tips and questions on how to take account the effects of the planned strategy / document on public administration (among other issues). Government Office monitors the quality of impact assessments in cooperation with other relevant ministries.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

The progress of PA reforms is evaluated on the basis of how the coalition agreement is fulfilled. Ministry of Finance and Government Office together organise reviews of how the coalition agreement and governments action plan are implemented (once a year, usually in the beginning of a year during state budget preparation process). Coalition agreement also includes overall indicators on governance:

- the quality and availability of public services (research report);
- the effectiveness of government (IMD world competitiveness indicators);
- the level of engagement of citizens in socio-political processes (research report).

These indicators are quite general, sectoral and organisational strategic plans contain a number of more specific indicators that relate to PA development. Currently, there is no comprehensive “database” of governance indicators. Ministry of Finance and Government Office evaluate the implementation of strategic plans during budgetary processes, but the picture is still quite fragmented. This issue is addressed in course of planning the EU structural assistance funds – the goal is to come up with a set of indicators that reflect both the development of PA as well as can be used as indicators in evaluating the success of using EU aid.



## France

What are the key reforms that have taken place within your country?  
What are the remaining priorities for reform?

The key reforms implemented in the 2007-11 period (see details in the OECD Public Governance Review on France) were mainly about streamlining central government units, downsizing central government workforce and improving the quality of public service delivery.

The Government that took office in June 2012 has issued a new “modernisation” strategy relying on : i) assessing public policies taking into account all stakeholders involved, with a view to more effectiveness and more efficiency ; ii) streamlining administrative procedures and improving government/users relations through more accessible and transparent public services ; iii) integrating human resources management into the modernisation drive. This strategy is aimed at consolidating public finances and making France’s economy more competitive.

Besides, a new interministerial Secretariat-General for Government Modernisation (SGMAP) has been set up under the direct authority of the Prime Minister, in order to monitor and support government transformation.

In your experience, what are the challenges in reform?

The economic and financial context as well as the consolidation of public finances, are obviously most challenging. At the same time, they can be seen as a powerful incentive to transformation.

In your experience, what are the enablers of reform?

- Political support and leadership
- Partnering with stakeholders
- Involving Government employees

How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?

- Has this been successful?
- What approach did your administration take to implementing reform?

The present modernisation strategy relies on a much more decentralised approach than the previous one. For instance, each ministry is in charge of defining and implementing its own multi-annual “modernisation and simplification programme”. All programmes are to be reviewed at the PM level.

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

- Setting up networks dedicated to transformation, for instance a network composed of all ministerial secretaries-general
- Offering sector-specific support for the transformation of government departments and procedures
- Implementing special programmes for training project management officers

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

The above-mentioned Secretary-General for Government Modernisation, which is under the direct authority of the PM, also reports to the Minister for State Reform, Decentralisation and the Civil Service. The Secretariat-General has been created by decree of the Prime Minister.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

The modernisation strategy is definitely a long-term strategy, consistent with the consolidation of public finances. Involving public employees in implementing the reform measures is considered as key to the strategy success.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

The reform programme was launched at the first meeting of the Interministerial Government Modernisation Council on December 18, 2012 under the chairmanship of the Prime Minister. It will meet on a quarterly basis. It will also take further steps and monitor the implementation of decisions to make change happen.

At the first meeting, the PM decided to launch an *ex ante* evaluation programme concerning a series of 40 different public policies (with immediate effect for 26 of them). Evaluation is conducted mainly by teams of Government inspectors.

What are the key reforms that have taken place within your country?  
What are the remaining priorities for reform?

**1. Abolishment and merger of public sector entities.**

a. According to the provisions of the Laws 3895/2010 (GOG 206/A/8-12-2010), 4002/2011 (GOG 180/A/22-8-2011) and 4109/2013 (GOG 16/A/23-1-2013), a series of public sector entities were abolished or merged with other entities. The basic purposes of these laws were: a) to re-structure public sector, by reducing its size, in order to operate more efficiently and effectively and b) to eliminate the burden imposed on the State Budget by operational expenses of entities which do not meet their initial mission any more, do not satisfy the current social needs or have overlapping competencies with other entities.

b. As a result, due to the aforementioned laws, 53 entities were abolished and 213 were merged. Particularly, with regard to the Law 4002/2012 (article 66), more entities are going to be abolished or merged by joint Ministerial Decisions of the Minister of Finance and the competent Minister.

c. Moreover, according to the provisions of the Laws 4025/2011 (GOG 228/A/2-11-2011) and 4052/2012 (GOG 41/A/1-3-2011), concerning reforms in public health, an operational and scientific merge of hospitals of the same administrative region was implemented. Sixty-seven (67) hospitals were merged to thirty-two (32). Merged hospitals are under the same Board and they have a unified budget as well as a common procurement system. Additionally, thirty-five (35) Social Care Units and Rehabilitation Centres were abolished as independent legal entities and merged with geographically corresponding hospitals. Consequently, a total of seventy (70) legal entities of public law in the health sector were either abolished or merged.

**2. Abolishment of vacant classified posts**

a. Due to the fiscal restrictions that have been imposed since 2010, streamlining the number of civil servants in terms of recruitment became an imperative. Within this framework, vacant classified posts of permanent civil servants in the Central and Decentralized Administration, in the Local Government and in legal entities of public law have been abolished, according to the provisions of article 33, para 1a, Law 4024/2011 (GOG 226/A/27-10-2011).

b. Those of the aforementioned posts that did not exceed, per branch, 60% of the classified ones, were immediately abolished with the enactment of this law (the procedure followed was a circular of the Ministry of Administrative Reform and E-Government -MAREG-, according to which the enactment of the law was ascertained by a relevant act published in the GOG).

c. Those of the aforementioned posts that exceeded, per branch, 60% of the classified ones, were abolished and/or maintained by a joint Decision of MAREG and the competent Minister. So far, 111,300 vacant classified posts have been abolished and 31,300 have been maintained.

d. The aforementioned law, in the article 34, par. 2, also stipulates for the abolishment of all the classified vacant posts of civil servants employed on a private law contract of indefinite term. The procedure followed was identical to the one described in case b.

- e. The abolishment of these vacancies is not a dynamic process, because it concerns classified posts that were vacant at the time the law was published (27/10/2011). From this date on, when civil servants retire from service, the classified posts becoming vacant will be abolished.

### **3. Abolishment of classified posts that became vacant**

Classified posts that became vacant, due to automatic dismissal or pre-retirement suspension of civil servants in the Central and Decentralized Administration, in the Local Government and in legal entities of public law (article 33, par. 1b and 1c, Law 4024/2011), were abolished (article 33, para 2 and 9 of the same law). The procedure followed was identical to the one described in case 1b. As a result, 1,800 classified posts were abolished.

### **4. Temporary cessation of service**

According to the provisions of para Z.4, Law 4093/2012 (GOG 222/A/12-11-2012), civil servants of secondary education employed on a private law contract of indefinite term and working in administrative branches, were put into temporary cessation of service with the enactment of this law. The procedure followed was identical to the one described in case 1b. As a result, 2,000 classified posts were abolished.

### **5. Evaluation of structures:**

According to the Law 4024/2011 (art. 35, para 4), a joint Decision by the Ministers of Finance and MAREG determined the public entities to be evaluated. The whole procedure is expected to have been completed by 31.12.2013 and aims at:

- redefining the mission and the competences of the evaluated structures in accordance with the needs of society,
- developing economies of scale through the reduction of organizational units (general directorates, directorates, departments) by at least 30% and
- saving time and sources required for the implementation of public policies.

The process is held as follows:

- a. A "Committee of the article 35" has been formed in order to co-ordinate the procedure and to develop the methodology of evaluation.
- b. An evaluation team has been established for each Ministry.
- c. The final report of each team is submitted for approval to the Government Council for Reform.
- d. The approved reports will turn into Presidential Decrees and constitute the new organizational chart of each Ministry.

Up to now, the organizational charts of six ministries have been approved by the Government Central Council for Reform.

The average approved reduction (central, decentralized and regional units per ministry) is as follows:

Ministry of Administrative Reform & E-Government (- 66%),

Ministry of Environment, Energy & Climate Change (- 58%),

Ministry of Rural Development & Food (- 58%),

Ministry of Macedonia & Thrace (- 53%),

Ministry of Labour, Social Security & Welfare (- 37%) and

Ministry of Justice, Transparency & Human Rights (- 26%).

## **6. Simplification of administrative procedures**

The implementation of the Directive 2006/123/EC, the simplification of approximately 410 administrative procedures which lead to the exercise of professional activities, over the last 2 years, (establishment of service provider as well as cross border provision of services within the EU), the setting up of the Points of Single Contact (PSCs) enabling service providers to apply on line/or directly to the physical PSCs or the competent service for their license, notification etc.

### **What are the remaining priorities for reform?**

#### **1. Abolishment and merger of public sector entities**

- a. The procedure of the abolishment and merger of public sector entities is a dynamic one, since additional entities are going to be abolished or merged. More specifically, MAREG is gathering data for a substantial number of entities and, according to estimates, about 70 - 80 public sector entities will constitute the new wave of abolishment and merger.
- b. The personnel of the already abolished entities has been redeployed to understaffed public entities, in order to improve the quality of the services provided and to underpin the usage of staff.
- c. The personnel of the already merged agencies has been redeployed to the public entities which have absorbed the competencies of the merged ones.

#### **2. Abolishment of vacant classified posts**

The procedure of abolishing vacant classified posts of permanent civil servants in the Central and Decentralized Administration, in the Local Government and in legal entities of public law, although completed to a great extent, is still under way.

#### **3. Evaluation of structures**

Completion of the evaluation procedure: the rest 10 ministries and their supervised entities are currently under evaluation and the whole procedure is expected to have ended by 31.12.2013.

#### **4. Simplification of administrative procedures**

The priorities will be focused on the smooth implementation of the Directive 2006/123/EC, the improvement of the carrying out of the procedures either by simplifying them further or by digitising the intermediary (supplementary) steps of these procedures. In addition to that, further simplification efforts will be made towards procedures related to entrepreneurship and affecting sectors with an added value for the country (tourism, sports, SME licenses etc).

**1. Fiscal restrictions**

All reforms are determined by fiscal restrictions in order to achieve certain fiscal goals in the future. For example, the evaluation process of units, which is already under way, takes into consideration the restriction on recruitment in public sector (1 recruitment for every 5 retirements), the termination of service of 150,000 public servants until the end of 2015 and the reduction of functional expenses in ministries by 25%. As a result, financial objectives constitute the common guideline for all reforms.

**2. Time framework**

Although the reforms are of great extent, deadlines are tight and sometimes binding by national and supranational laws. However, successful reforms require detailed planning and adequate time after the implementation, so that the benefits will be tangible. Furthermore, time is necessary to develop a high degree of acceptance from the agents involved, to evaluate the effectiveness of the reform strategy and improve its weak points, especially if a long-term reform is implied. Time constraints derive from lack of previous experience, the procedures imposed by our legal system to ensure principle of legitimacy and the correspondence of agencies. Taken the above into consideration, time framework is a major challenge, since those in charge of the reforms have not only to deal with many difficulties, but also with tight deadlines that affect the quality of reforms.

**3. Achieving high degree of acceptance**

The aforementioned reforms derive from the imperative to boost economy and overpass the consequences of excessive public dept. They aim at reorganizing the state according to the principles of management, human resources development and functionality and they address both civil servants and society. Due to their innovative concept, a high degree of acceptance is important for the implementation and effectiveness of the reforms. In order to increase acceptance, a communication strategy involving all stakeholders should be launched.

**4. Lack of previous experience**

Another challenge that has to be overcome is the lack of previous experience and know-how, due to the innovative nature of the reforms. Because of this, the "Committee of the article 35" is assisted by experts of the French Government and the Task Force GR.

**5. Further challenges**

The active and cooperative participation of the stakeholders (Ministries, private sector etc) in the process of the reform, the un/willingness of the civil servants to change their way of thinking, the political leadership for change, the conditionality, the monitoring of the implementation by an independent higher in hierarchy mechanism, the name-and-shame of the stakeholders who are reluctant to make further changes as well as the conflict-resolving structure.

<p>In your experience, what are the enablers of reform?</p> <p>The enablers vary according to the content of the reform. They can be classified into various groups:</p> <ol style="list-style-type: none"> <li>1. <b>Enablers with horizontal competences:</b> <ol style="list-style-type: none"> <li>a. The <u>Government Council for Reform</u> has undertaken the role to approve the reports of each evaluation team. They are assisted by “a Support Team”, which monitors the reform as a process and the reform committees. Public entities are obliged to comply with the decisions of the Government Council for Reform and to cooperate with the Support Team.</li> <li>b. <u>MAREG</u> holds a multiple role. Firstly, it carries out the reforms by preparing the appropriate laws (e.g., Law 3895/2010) and by diffusing law expertise to other entities. Secondly, it coordinates public entities by giving guidelines concerning methodology and implementation (e.g., the evaluation of public structures). Finally, it supervises the other public entities during the reform process by checking and countersigning the administrative acts of the other entities concerning the implementation of the reforms.</li> </ol> </li> <li>2. <b>Enablers with specific competences:</b> <p>The Ministries and other public entities which apply reform strategies within the scope of their competence. This category includes entities of all administrative levels.</p> </li> <li>3. <b>Other enablers:</b> <p>The willingness of the political leadership and the public administration to engage themselves to change and to tough decisions, the responsiveness of the public administration to the needs of the customers (citizens &amp; business), the monitoring of the implementation, the conditionality for further support, the accountability and the use of disciplinary measures in case of non-compliance.</p> </li> </ol>
<p>How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?</p> <ul style="list-style-type: none"> <li>• Has this been successful?</li> <li>• What approach did your administration take to implementing reform?</li> </ul> <p>Given the fact that the implementation of the Directive 2006/123/EC was and still is an EU obligation as well as a memorandum prior action, the strategic reform objective was already there well formulated and quite clear. The rest of the Ministries got onboard in the process when these obligations took the shape of concrete memorandum actions, involving “punishment” of the recalcitrant actor. The monitoring of the progress as far as the implementation of the Directive is concerned has turned out to be a success story due to the strict timetable and to the conditionality involved.</p>
<p>What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?</p> <ol style="list-style-type: none"> <li>1. The Government Council for Reform acts as a coordinator and supervisor of all public entities concerning the implementation of reforms. As already mentioned, the decisions of the Council are binding for every entity.</li> </ol>

2. Ministries with multiple roles and horizontal competences, such as MAREG and the Ministry of Finance, also ensure engagement in reform.
3. Concerning the evaluation of public structures, in particular, the “Committee of the article 35” consists of reform experts, civil servants of the aforementioned Ministries and employees of Independent Administrative Authorities and Corps of Audit, such as the Supreme Council for Staff Selection and the Corps of Inspectors-Auditors of Public Administration.
4. The evaluation committees for each ministry consist of civil servants from the MAREG, the Ministry of Finance and the Ministry under evaluation. The composition of the committees ensures accountability and accuracy of the data provided.
5. A network of ‘liaison’ civil servants to every Ministry concerned with the Directive 2006/123/EC has been created just from the outset. These officers primarily were chosen because they were working in the respective Directorate of Simplification in every Ministry. These ‘liaison’ officers were called upon to play the role of the intermediary actor between our Section in the Ministry of the Administrative Reform & E-government (MAREG) and the competent services in other line ministries whose procedures had to be brought in line with the provisions of the Community law, simplified and introduced into the PSC system. The engagement of the other stakeholders was sought after primarily through circulars signed by the Minister and later by the inscription of the target in the memorandum.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

**a. The establishment of the Ministry of Administrative Reform and E-Government (MAREG).**

The purpose of this step was to create a ministry wholly responsible for the administrative reforms in the public sector. It was implemented by disrupting the former Ministry of Interior, Decentralisation and E-Government into the Ministries of Interior and MAREG. The legislation required was the publication of a Presidential Decree (P.D. 65/2011, GOG 147/A/27-6-2011).

**b. The establishment of the General Secretariat for Public Revenues.**

According to the provisions of par. E.2, Law 4093/2012 (GOG 222/A/12-11-2012), a General Secretariat for Public Revenues was established in the Ministry of Finance, with its head be appointed for a 5-year term. The purpose of this provision was to ensure continuity and effectiveness in the crucial sector of public revenues, without any political interventions, as well as to strengthen mechanisms of accountability and transparency. The legislation required was the publication of the aforementioned Law.

- c.** Undoubtedly, the attaching responsibility for reforms to individuals may be an important enabler but it is even more effective if the political leadership of every line Ministry considers the target set by another Ministry as their own. Very often, the administrative hierarchy may produce the necessary regulatory acts but the leadership is reluctant to sign and accept the change, unless the accountability factor is introduced.



How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

The non-compliance involves the process of disciplinary offence for the civil servant not willing to implement the reform/simplification or even indemnities are paid to the affected citizen/business etc. The creation of a mechanism collecting the problematic areas of implementation and then trying to resolve the issues.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

The performance indicators are to a great extent the number of the regulatory acts implementing the Directive 2006/123/EC as well as the number of applications carried out through the electronic and physical PSCs.

The evaluation is conducted by the MAREG, the Commission officials who are those safeguarding the implementation of Community law throughout the EU. In addition to these officials, the Troika officers do evaluate the implementation of the reform.

What are the key reforms that have taken place within your country?

What are the remaining priorities for reform?

**Magyary Zoltán Public Administration Development Programme** (hereinafter: Magyary Programme) came to existence to renew the public administration. Magyary Programme was translated to English, you can find the whole Programme at the following link:

[http://magyaryprogram.kormany.hu/admin/download/a/15/50000/Magyary\\_kozig\\_fejlesztesi\\_program\\_2012\\_A4\\_eng\\_%283%29.pdf](http://magyaryprogram.kormany.hu/admin/download/a/15/50000/Magyary_kozig_fejlesztesi_program_2012_A4_eng_%283%29.pdf)

Magyary Programme determines four areas of development:

1. tasks,
2. organisation,
3. procedures and
4. staff.

Related to staff Magyary Programme has a detailed target system to renew the staff and introduce the job-based system.

**Governmental Staff Strategy** was issued by the Government Decree of 1336/2011. (X. 14.). The strategy contains the detailed aims, and the implementation methods and schedule of the aims of the Magyary Programme. Due to the Governmental Staff Strategy a significant change has occurred in the regulation of the legal status on government officials and civil servants in 2012. Act XXIII of 1992 on the legal status of civil servants and Act LVIII of 2010 on the legal status of government officials had been terminated by the Act on the Legal Status of Public Officials CXCIX of 2011 (Kttv.), which entered into force on 1 March 2012. The new Act regulates both the relations of civil servants and government officials.

Reorganizing Public Administration: In the last two years Hungary went through a very comprehensive territorial administration reform process in accordance with Magyary Programme.

*Integration: the way towards government offices*

As the first important step towards integrated territorial public administration the Fundamental Law established the metropolitan and county government offices. It brought about the organizational integration of territorial public administration, since autonomous deconcentrated sector-specific bodies were incorporated in the system of metropolitan and county government offices. By the creation of government offices only the functional tasks were integrated at territorial level, the professional autonomy of the sector-specific bodies was left untouched (*double/shared control*.)

*Benefits of the integration, further steps*

As a result of the integration, the Government expects cost-savings, as well as improved inter-organizational cooperation through establishment of more uniform operation of territorial public administration, the elimination of duplication (e.g.: in the field of operation and management), and through faster and simpler administrative procedures. The integrated bodies function as professional administrative bodies within the organization of government offices, so they adopted a single organizational management and preserved their professional autonomy at the same time. The uniform operation helps to reduce the administrative burdens of citizens (e.g.: through double control of sector-specific bodies, customer service points of government offices, "Government Windows", one-stop shop administration)

*The organizational structure and tasks of the (metropolitan) district offices*

The creation of the Good State, however, cannot stop on county level; the next step of the organizational reform was to create sub-offices of government offices at district level. In framework of the district reform 175 district- and 23 metropolitan district offices were formed. District offices primarily took over state administrative tasks from the notaries and to the registration offices. Those tasks remained in the competence of the notaries, which require the knowledge of local issues.

*“Government windows”: towards one-stop shop administration*

In addition to the organizational reform of territorial public administration, another key objective of modernization is to make public administration client-friendly. To this end, from October-November 2013 integrated customer service offices, named “Government Windows” will be established also within the district offices (besides the 29 already functioning government windows within the government offices). The aim is to implement real one-stop shop administration which enables the initiation and administration of matters belonging to different authorities. The final goal in respect of creating the Good State and modernising territorial public administration is to have satisfied citizens and clients.

**In your experience, what are the challenges in reform?**

The answer is very well collected in the relevant Discussion Note. Among others, due to the crisis, the followings are challenges in reform:

- reduced number of employees,
- reduced expenditure and
- short timeframe.

**In your experience, what are the enablers of reform?**

- Effective and continuous communication with the stakeholders
- Clear goals and implementation work plan
- Clear responsibilities

**How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?**

- Has this been successful?
- What approach did your administration take to implementing reform?

Ministry of Public Administration and Justice is responsible for the formulation of the central governmental HR policy. The central HR organ has legal authorities for HR policy formulation and development of new HR systems. Under the policy directions of the central HR organ, line organisations can enjoy a certain degree of flexibility in implementing HR policies and systems.

**What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?**

The examination requirements of *basic administrative examination* in the Public Administration contain the main elements of Magyar Program. Since basic administrative examination is *obligatory* for every government officials and civil servants everybody has detailed information about this programme.

Furthermore, the minister of Public Administration and Justice (dr. Tibor Navracsics) appears frequently in the news and holds lectures with the topic of reforming Public Administration.

<p>Do you have named ministers/officials associated with reform initiatives?</p> <ul style="list-style-type: none"> <li>• What has been the experience of attaching responsibility for reforms to individuals?</li> <li>• Was legislation required to attach this responsibility? What was required?</li> </ul>
<p>Minister of Public Administration and Justice – as mentioned before dr. Tibor Navracsics – is responsible for the formulation of the central governmental HR policy and for developing Public Administration. His responsibilities are regulated in a Government Decree about responsibilities and power of ministers.</p>
<p>How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?</p>
<p>Based on the Governmental Staff Strategy there was a new act issued (Act on the Legal Status of Public Officials CXCI of 2011), and couple of decrees were modified, so the content of the strategy was implemented in laws – which ensure the sustainability.</p> <p>Magyary Programme and the Government Personnel Strategy are longer term strategies the above mentioned reforms are embedded in these strategies. Magyary Programme was issued first time in 2011, it was updated in 2012, so the targets were reaffirmed last year. This year a renewed Magyary Programme is under construction.</p>
<p>How do you evaluate the progress of your reform programme?</p> <ul style="list-style-type: none"> <li>• What performance indicators or measures are used?</li> <li>• Who conducts the evaluation and how often?</li> </ul>
<p>There is a Magyary Program expanded state of implementation action plan, this plan is regularly monitored by experts in the Ministry of Public Administration and Justice.</p>

<p>What are the key reforms that have taken place within your country?</p> <p>What are the remaining priorities for reform?</p>
<p>In the last five years, the reforms in the public sector have been guided by the target of the recovery of the public finance and the reduction of the public debt. This situation has entailed important cuts of the public expenditure and also budget revisions that imply the reduction of the administrative apparatus, for example through measures such as the unification of bodies with similar assignments, reduction of positions, stringent obligations related to the turnover, increasing mobility aimed to a better human resources redistribution.</p> <p>Such measures have been implemented considering the necessity to provide citizens with unvaried level of services, adopting solutions aimed to increment the productivity and fixing standard levels for the services provided through the assessment of the organizational and individual performance.</p> <p><b>Spending review:</b> the necessity to realize interventions aimed to the reduction of the public expenditure, has induced the legislator to adopt a methodology of analysis and review of the expenditure oriented to an important rationalization. The spending review has the goal to define the expenditure standard needs of the central administrations. Therefore, the public administration activity is assessed using indicators to measure the optimal level of the services at standard costs.</p> <p>Workforce reduction in the Ministries and in not-economic Bodies: It is foreseen a workforce reduction of the central government. The legislative decree 95/ 2012 in art. 2 disciplines the management process of the possible excess of workforce. This intervention has not to be considered like a simple reduction in terms of the number or resources, but it represents an occasion to rationalize the structures according to principles such as efficiency, rationality and costs reduction. The main target is : concentrate the institutional functions thanks to the reorganization of the offices' competences trying to avoid the breakup of attribution and processes; unify the structures that have logistics and institutional functions; make agreements among different administrations aimed to a share use of the logistical and instrumental functions, including the HR management and the share use of the human resources working in central and peripheral administrations.</p>

<p>In your experience, what are the challenges in reform?</p>
<p>The main challenges are related to the revision of the public expenditure and the activities reorganization at central and local level for a reduced impact of public administration costs on the GNP. The target of such an activity relate to:</p> <ul style="list-style-type: none"> <li>- Revision of public expenditure fluxes aimed to their reduction.</li> <li>- Reorganization of the activities aimed to an improved public services supply and the elimination of the resources waste.</li> </ul>

<p>In your experience, what are the enablers of reform?</p>
<p>The reform process should be accompanied by an accurate monitoring of the expected results in order to verify the correct implementation of the rules in force. Furthermore, in order to support such a reform, training and capacity building initiatives have been implemented. In any case, it is fundamental a change in the cultural approach on behalf of the administrations.</p>

How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?

- Has this been successful?
- What approach did your administration take to implementing reform?

The current reform processes concerning the public employment, are accompanied by the support activities of the Department for Public Administration that considers the modernization of Italian public administration one of its main goals.

The Department fosters reform initiatives orientated to the efficiency, efficacy and reduction of cost.

In particular, the Department provides with general indications/guidelines/ through provisions and directives. Furthermore, in order to support the reform, training and capacity building programs have been implemented.

The recent monitoring and assessment activities highlighted the correct application of the rules in force.

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

The Department for Public Administration pursues the modernization of the Italian public administration through guidelines to be implemented by the other administrations and training initiatives

## Lithuania

What are the key reforms that have taken place within your country? What are the remaining priorities for reform?
<ul style="list-style-type: none"> <li>– Reduction of public expenditure</li> <li>– Reduction of (freeze) civil servants number</li> <li>– Tax reform</li> <li>– Reform of social benefits (paybacks)</li> <li>– Reduction of pensions</li> <li>– Some structural reforms</li> <li>– Reduction of wages of civil servants, state politicians and officials</li> <li>– Review of functions of state institutions and agencies</li> </ul>
In your experience, what are the challenges in reform?
<ul style="list-style-type: none"> <li>– Resistance (opposition) to reform</li> <li>– Objectives of the reform is to ambitious and difficult to implement in practice</li> <li>– Monitoring implementation;</li> <li>– Ensuring the quality of human and institutional capacity.</li> </ul>
In your experience, what are the enablers of reform?
<ul style="list-style-type: none"> <li>– Information and communication about the objectives of the reform</li> <li>– Consultations with stakeholders</li> <li>– Deliberate procedure of the implementation of the reform and reform strategy document</li> <li>– Ex-ante evaluation of the potential impact/results of the reform</li> <li>– Evaluation of risks, advantages and disadvantages</li> <li>– best public sector reform practices in other European countries</li> </ul>
How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?
<ul style="list-style-type: none"> <li>• Has this been successful?</li> <li>• What approach did your administration take to implementing reform?</li> </ul>
<p>The Government approves annual priorities of its activity. According to these priorities, each ministry prepares concrete measures for the implementation of Government priorities and involves them into the strategic plan. All implementation measures are distributed to the lower level – to the bodies under the ministries.</p>
Do you have named ministers/officials associated with reform initiatives?
<ul style="list-style-type: none"> <li>• What has been the experience of attaching responsibility for reforms to individuals?</li> <li>• Was legislation required to attach this responsibility? What was required?</li> </ul>
<p>Special requirements or assignments on the Government level were not set to the ministers or officials. State Management Improvement Commission (Governmental level) and State management improvement groups (Institutional level) were created. Their purpose was to provide the Government (Governmental level) or the Minister (institutional level) proposals on public governance efficiency and effectiveness, institutional reforms, and ect.</p>

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

Each public administration development initiative, that is implemented by the Ministry of Interior is evaluated according to the current public administration situation and is adapted for the purpose to solve concrete problems. It is important to make ex-ante and ex-post evaluation of current reform.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

Evaluation of implementation of the reform (The Government priorities) is coordinated by the Prime Minister Office. Commissions/ committees are created for the purpose to coordinate separate issues of Government activities.



## Netherlands

What are the key reforms that have taken place within your country?  
What are the remaining priorities for reform?

The key reforms in the Netherlands have been around fiscal consolidation, while still progressing qualitative progress next to achieving efficiency gains(dual track).

In your experience, what are the challenges in reform?

The main challenge is to acquire the co-operation of all those necessary for the results and monitor quantitative & qualitative goals.

In your experience, what are the enablers of reform?

Enablers of reform are central targets and decentrally motivated teams to realize the dual track

How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?

- Has this been successful?
- What approach did your administration take to implementing reform?

Yes and no. The shared servicedevelopment needed a stonger help from above in this Cabinetperiod.

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

See annex

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

Yes, Ministries were made responsible for parts of progress

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

-establish a good snapshot and a 0-baseline of you administration to allow you to monitor and manage corrections;  
-formulate targets wit a double slot: in terms of personnel & budget. This dual key system will prevent them all cheating on you(and they will if they can !)  
-do establish political support and support among high officials(they are powerful opponents; you cant fight them all); they are otherwise going to tell everybody you are undiplomatic but that they agree with the plans; co-operate with the Treasury too!  
-create political support and monitoring on the level of the responsible minister and on the level of the council of ministers; make the implementation of the goals a common responsibility; share this responsibility with others (other ministers, high officials)  
-try to get “pushing through power” but use it as little as possible, walk softly & carry big stick. Try to link the targets to budget-target that make it necessary to co-operate with your economy-schemes; co-operate invest in personal relations & trust. Be flexible;

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

-do introduce an annual reporting cycle on personal & material expenditure, and create a central article on all ministerial budgets for administrative expenditure, separately from programme-budgets. Enhance transparency & accountability that way;

## Norway

<p>What are the key reforms that have taken place within your country? What are the remaining priorities for reform?</p>
<p>A newly released white paper to the Norwegian Parliament (Meld. St. 12 (2012-2013) contains long-term perspectives for the Norwegian economy. In this paper it is stated that the main objective of the Government's economic policy is to contribute to high employment, sustainable development, fair distribution of income and well-functioning welfare schemes. This requires sound policies with emphasis on the handling of environmental challenges, long-term management of the national wealth and the development of a strong and sustainable public sector .</p> <p>Key reforms that have taken place during the past decade are <i>The Norwegian Labour and Welfare Service (NAV) Reform</i> and <i>the Pension Reform</i>. The goal of the NAV Reform is to get more people into jobs and fewer on benefits. The priorities are systematic follow-up of those who need help to find work, close follow-up of people on sick- leave and speedy and correct processing of benefits. The Pension Reform aims to ensure a pension system that society will also be able to afford in the future. The reform comprises the whole pension system. The new retirement pension from the National Insurance scheme stimulates people to work a little longer by making it more profitable to work. Planning and implementing these reforms have been going on over a decade. Yet, at the beginning of 2013 there are still much work that remains to be done on both reforms.</p> <p>Digitization is an important element in the NAV Reform, the Pension Reform and a series of other recent and ongoing reforms.</p>

<p>In your experience, what are the challenges in reform?</p>
<p>Mapping carried out by the Agency for Public Management and eGovernment (Difi) in 2011, showed that only about 30 of the 100 most heavily used governmental services are fully digitized. In May 2012 the Norwegian eGovernment Program was launched: The development of the digital public sector is regarded as part of a focused effort to ensure positive encounters with public services for the citizens and businesses, and as a means to ensure better use of resources internally within the public sector.</p> <p>The objectives of the Government are that</p> <ul style="list-style-type: none"><li>• The public sector is to be as accessible online to the extent possible</li><li>• Web-based services are to be the general rule for the public sector's communication with citizens and businesses</li><li>• A digital public sector is to result in improved services</li><li>• Digitization of the public sector is to free up resources for areas in need of more resources</li></ul> <p>The eGovernment Program states that future digital services will be established on a common platform:</p> <ul style="list-style-type: none"><li>• A digital infrastructure for the public sector will be required. This infrastructure will consist of some common cross-sectorial elements, such as electronic IDs, digital mailboxes and public</li></ul>

registers providing the necessary support of the digital public sector.

- Common components must also be managed, organized and funded in an efficient manner to ensure good development of the digital infrastructure.
- The Government also emphasizes security issues in connection with ICT systems, and that legislation must be adapted to facilitate and support digital communication

**In your experience, what are the enablers of reform?**

A highly educated population, and a population who has become accustomed to digital tools within schools, much of working life and in the private sphere.

High level of access to the internet, and a growing expectation that public services will be available online.

Close cooperation between the government and the social partners allows for a common understanding of the needs for adjustments when necessary.

**How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?**

- Has this been successful?
- What approach did your administration take to implementing reform?

The eGovernment Program is setting strategic objectives both for the state- sector and the municipal sector. Responsibility for development and digitization is assigned to the individual agency and manager within the public sector. The approach has been to encourage digitization in selected areas on the one hand, and focus attention to common preconditions for the digital public sector on the other hand.

The approach has been partly successful, partly problematic. A wide range of public functions and services have already been digitized. It has been the experience of the Tax administration and the State Educational Loan Fund, for example, that digitization of processes reduces the internal costs and been beneficial for the users. In several other agencies and sectors, cost -efficient ICT projects have been hampered due to lack of cooperation and coordination between stakeholders . ICT is a particularly demanding project in the large and highly diversified health and care sector, not least due to privacy and security issues. An increasing share of the exchange of information within this sector is handled electronically, and new solutions are being implemented. But there are at the time being many players who are responsible for their own ICT systems, and there are many different systems as well as many different versions of these systems.

**What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?**

The Government emphasizes developments of good common solutions within the public sector which will benefit all sectors and levels in the public sectors: Common technical solutions, management, organizing and financing of common ICT components, accommodate regulations to digital administration.

In 2009 the Agency for Public Management (Difi) and the Agency in charge of the Central Coordinating Register for Legal Entities initiated a cooperation board for top managers in selecting agencies (SKATE). In 2012 the Government formalized SKATE as a cooperation board for top managers in within the areas of the public sector where there is a need to establish the same type of technical solutions. Difi was given the leadership position of SKATE .

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

The eGovernment Program was launched jointly by Prime Minister, Jens Stoltenberg and the Minister of Government Administration, Reform and Church Affairs, Rigmor Aasrud.

Hans Christian Holthe, Director General for (Difi), has key role in various implementation processes.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

The programme has a long-term perspective. The priority of the various measures, and how fast to proceed, will be evaluated continuously.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

Several former and ongoing digitization projects have been evaluated. It is commonplace that Universities, research agencies and consultancy firms conduct evaluations on behalf of individual ministries and agencies. In some cases the Norwegian Research Council are responsible for planning and carrying out evaluations of reforms in the public sectors.

The Government is planning to evaluate the future organization of common ICT components, and it is also required that administrators of common national components to safeguard the overall needs of the public sector.

## Poland

<p>What are the key reforms that have taken place within your country?</p> <p>What are the remaining priorities for reform?</p>
<p>The issue of reforms in public administration in Poland is a specific one due to the fact that the up-to-date reforms have been focused mainly on building the capacity of the public administration and the civil service. These reforms were followed and supported by many projects (both before and after accession to the EU) that dealt with the modernisation of public administration.</p> <p>The first reform of Polish public administration implemented over 20 years ago aimed at the clear division of tasks and responsibilities between government and self-government and was followed by the change of territorial arrangements in the late '90s which enhanced regional development.</p> <p>These reforms were complemented with reforms of the civil service system (the newest act on civil service adopted in 2008 entered into force in 2009).</p> <p>The crisis has its impact also on Poland, even though its influence on Polish economic situation in the first years was rather limited. The demographic problems are also addressed in the strategic documents setting the goals for reforms.</p> <p>The areas and priorities for reform are defined in long- and midterm strategic documents. The main document is the Long-term National Development Strategy "Poland 2030" (LTNDS) which defines major trends and challenges as well as the concept of development of the country in the long-term. It is supplemented by Medium-Term National Development Strategy "National Development Strategy 2020" (MTNDS), adopted on 25.09.2012, which is the most important document in the medium term, setting out strategic objectives for the development of the country until 2020, and key in determining the development activities, including those that can potentially be funded under the UE financial perspective 2014-2020. The National Development Strategy 2020 is supported by 9 Integrated Strategies whose aim is to assist in achieving the development objectives: (1) "Strategy for Innovation and Efficiency of the Economy", (2) "Human Capital Development Strategy", (3) "Transport Development Strategy", (4) "Energy Security and the Environment", (5) "Efficient State", (6) "Social Capital Development Strategy", (7) "National Strategy of Regional Development 2010-2020. Regions, cities, rural areas", (8) "Strategy for Development of the National Security System", (9) "Strategy for Sustainable Development of Rural Areas, Agriculture and Fisheries". LTNDS, MTNDS and the 9 Integrated Strategies are connected by a coherent hierarchy of objectives and directions for intervention.</p> <p>The implementation phase in some areas has already started like in the case of the "Better Regulation 2015" programme.</p> <p>With reference to public administration the LTNDS identifies as one of main priorities "creation of efficient state as an activity model of public administration" which is later reiterated in the MTNDS. This priority is developed in details in one of the above mentioned integrated strategies, namely "Efficient State 2020". "Efficient State 2020", approved on 12.02.2013, includes the following objectives: open government, improvement of institutional performance of the state, efficient management and coordination of development actions, better regulation, effective public service delivery, effective judiciary system, ensuring high level of security and public order.</p>

<p>In your experience, what are the challenges in reform?</p>
<p>The challenges in the reform might be of dual nature:</p> <p>The first category refer to the development challenges addressing the objectives of the reform as such. They include: strengthening of the state institutional system, improvement of management and coordination of development activities, improvement of regulatory process, improvement of quality</p>

and accessibility of public services, improvement of quality and effectiveness of judicial authorities and prosecution, strengthening of the public security and order system, providing of the openness of public administration, wide usage of modern ICT.

The second category includes challenges of rather organisational and operational nature like: coordination, coherence, consistency, political support and ownership/accountability, public support and ownership, output and outcome measurement, resources, maturity of the decision makers, maturity of citizens.

In your experience, what are the enablers of reform?

Citizens' demand, clear political vision and strong will, culture of change in PA offices, good leadership, technology development, financial and human resources, economic environment (e.g. current crisis),

How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?

- Has this been successful?
- What approach did your administration take to implementing reform?

The reform of civil service as such is dedicated to both levels of governmental administration: central and regional. The Act on Civil Service sets a number of obligations that are later developed in regulations of the Prime Minister and ordinances of the Head of Civil Service. The ordinances among others set the rules for cooperation between the Head of Civil Service and the Directors General who are responsible for implementation of the HRM policies in ministries and central offices. The Head of Civil Service coordinates, supervises and supports the activities of the Directors General and provides instructions (by means of above mentioned ordinances) of obligatory and non-obligatory (e.g. guidelines) character, with the latter giving a certain extent of autonomy for the Directors General.

The HRM Standards in the Civil Service adopted in 2012 might serve as an example. This document in a form of the ordinance of the Head of Civil Service has been prepared as tool that creates the foundation for assuring coherence of the activities in the Civil Service, setting the goals and assigning tasks to be completed by the offices (DGs) in the areas defined in the ordinance, namely organization of HRM, recruitment and introduction to work /induction/, motivating, training and development, termination of employment relationship (more on this tool in might be found in response to the questionnaire "HR as a strategic partner in public administration").

In order to enable the exchange of ideas, experience and the search for common approach the Head of Civil Service created a Forum of Directors General – regularly held meetings of the Directors General and the Head of Civil Service. The Forum has also its working and permanent parties, dedicated to specific issues (e.g. recruitment for senior posts, building image), which support the Head of the Civil Service in development civil service reform drafts. Currently, after few years of functioning, review of its activities is undergoing in order to strengthen Forum's effectiveness.

With reference to the "Efficient State 2020" strategy it is definitely too early to assess the results of the approach taken to implementing reform due to the fact that the strategy was adopted on 12<sup>th</sup> February 2012. Nevertheless the strategy envisages close cooperation among the coordinator – Minister in charge of public administration and other ministers in charge of specific areas covered by the objectives set in the strategy – firstly during the development of the action plan. The responsibilities are to be delegated to line ministries and central offices with a strong coordinating role remaining within one – Ministry of Administration and Digitisation.

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

As mentioned above the first reforms of public administration were focused on building the institutional capacity. The latest Act on Civil Service provided further incentives for development of human resources being one of the key success factors of any reform. These include setting directions and providing tools for better human resources management aiming at professional, competent, politically neutral and efficient civil service.

The aim of building capacity is strongly supported by a number of projects that focus on improvement of public management. These projects, co-financed by the ESF, refer to such areas as: customer service and satisfaction, decision making, management by objectives, benchmarking, EMAS, competency management, job description and evaluation, training and development strategy, organisational improvement.

The activities of both kind are directed to all institutions constituting the civil service in Poland. Thanks to them the need for change has been reinforced or created.

Furthermore any planned reform is a subject to consultation with all interested stakeholders, especially those who are responsible for its implementation.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

The responsibility is always attached to ministers/officials meaning rather a defined organ or function. This approach allows for providing accountability and sustainability of reform activities when an individual resigns.

The legislation is required to attach the responsibility. The legal acts in this respect may include: acts, regulations of Prime Minister or a minister, resolutions of the Council of Ministers, ordinances.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

Implementation of reforms as part of a longer term strategy is ensured by the placement of the "Efficient State 2020" strategy in the hierarchy of strategic documents of Polish government. "Efficient State 2020" is a complementary document to the "National Development Strategy 2020", the latter being a supplement to the Long-term National Development Strategy "Poland 2030".

"Efficient State 2020" takes into account, among others, further reforming of civil service in line with the needs that emerged during the last 4 years of modernising the civil service system in Poland as well as further coordination and completion of initiatives being carried out in the field of public service delivery with particular focus on e-government. "Efficient State 2020" envisages as one of the prerequisites for sustainability of the reforms close cooperation among coordinating ministry, line ministries and self-government entities, the latter being the closest ones to the citizens.

This strategy is going to be implemented by a number of operational tools including a strategy on HRM in the Civil Service developed by the Head of Civil Service.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

In the field of Civil Service the progress of the reform is evaluated by means of annual reports of the Head of Civil Service submitted to and being subject to approval of the Prime Minister. These reports called reports on the state of Civil Service are prepared also on the basis of reports submitted by



Directors General to the Head of Civil Service. The performance indicators used in the annual report refer to budget execution, competitiveness of civil service against private sector, effectiveness of recruitment for top executive level, performance appraisal, performance development.

“Efficient State 2020” strategy foresees a system of monitoring based on annual reports on the progress of the strategy implementation prepared by the coordinator (Minister in charge of public administration). These annual reports will be developed with reference to information provided by the entities engaged in the execution of the strategy. The annual reports are to be submitted to the Coordination Committee for Development Policy, and the Minister in charge of regional development.

The strategy sets 29 performance indicators of basic (11) and supplementary nature (18). The basic performance indicators (based on domestic and international methodologies – eg. World Bank) include among others: government effectiveness, regulatory quality, rule of law, trust in public institutions, perception of corruption, public opinion on level of security. The supplementary indicators include among others: usage of public services online, ex-post regulatory impact assessment, accessibility of judiciary services, quality of health services, quality of border control services.

The draft of the strategy on HRM in the Civil Service also envisages a set of indicators enabling the monitoring of the performance. They include quality of services, support of management quality and competencies in the civil service.

## Portugal

What are the key reforms that have taken place within your country?  
What are the remaining priorities for reform?

The emphasis of the reforms has been placed on four pillars: restructuring of state central administration; reform of the civil service regime; modernization and administrative simplification and development of the electronic administration.

### *Structural and organizational reforms*

From a structuring and transversal administrative reform perspective, at all levels of central administration, a State Central Administration Restructuring Programme (PRACE) was set up in 2005. This programme carried out the rationalization of structures (20, 3%). In 2011, taking into consideration the need of a greater reduction of costs of central administration that represents nearly 77% of public workforce and of implementation of more efficient models for its operation a new plan was created: the Plan for Reduction and Improvement of Central Administration (PREMAC). Such plan establishes the reduction of 40% of high level structures of central administration and of 27% of managers, as well as a better rightsizing of human resources and further use of shared services, in the financial area, of human resources and information technologies systems, and the reorganization of central administration outlying services in order to eliminate potential overlapping of activities and other inefficiencies between these services and local administration.

### *Reform of the Civil Service regime*

A new employment link, of careers and compensation for staff fulfilling public functions has been established. The two employment link modalities are the appointment and the employment contract in public functions. The appointment is reserved for careers that ensure sovereign functions or powers of authority (defence, security, intelligence, criminal investigation, inspection and external representation). An in-depth review of the career system has also been undertaken to endow greater rationality and equity. A single pay scheme has been drawn up (115 pay-scales) with the total number of pay-levels to be used in setting workers' basic compensation. Performance awards may also be granted, to stimulate merit by rewarding workers who achieve the highest levels of assessment. An integrated system of management and assessment in the Public Administration was also created. This new system integrates three sub-systems: assessment of services; assessment of managers; assessment of workers. For the first time, an assessment of services is made with top and middle managers and remaining staff, thus facilitating the coherent alignment of the performance of services and of the staff working therein. The new mobility regime reinforced the general mobility mechanisms, namely the transfer, exchange, secondment and outward assignment. Simultaneously, two new mobility systems were introduced: specific assignment and special loan. In the scope of social protection, a convergence of the civil service social protection regime with the social protection general regime as to retirement conditions and calculation of pensions took place. The retirement age as from 2013 will be 65 years and the length of service 40 years. A strategic workforce planning and management were introduced, which are subject to service objectives, action plans and approved budgets. Revision of the management staff statutes along with the public manager.

### *Modernization and administrative simplification & development of the electronic administration*

In the last few years ICT became a priority for several governments when the beneficial potential of such technologies for public administrations became clear. Portugal also decided to join this movement and since then major efforts have been developed to implement transversal policies to promote increasing efficiency in public services, closer services to citizens as well as costs reduction.

However, until very recently, the different bodies of the Portuguese public administration had enough

autonomy to freely acquire and manage their technological infrastructures, as well as their information and communication systems. This isolated way of working was leading public services to a fragmented structure where communication was almost absent. As a consequence, ICT costs soared without a significant efficiency return.

This pulverization became one of the main concerns of the referred Portuguese Government's PRACE which was an attempt to promote the concentration of ICT management procedures, among other goals. However, it soon became obvious that centralizing ICT inside each ministry was not enough. Instead, the idea of a transversal strategy capable to put together in the same role the whole public administration started to emerge.

Later, in 2010, the General Inspectorate of Finance assessed ICT expenses in 44 different bodies of public administration from 2005 to 2008, and concluded, in a very important report, the urgent need for better planning and rationalization on ICT domains. This lack of organization was costing an average of 3,6% of the budgets from the public institutions analysed and causing several consequences regarding efficiency and quality of service delivery for citizens, public servants, and companies.

In the 14th November of 2011, in order to address this issue, the Portuguese Government deliberated through the Council of Ministers Resolution n.46/2011 the setting up of the "Project Group for Information and Communication Technologies" (PGICT) to design a Global Strategic Plan for Rationalization of ICT Costs in Public Administration (PGETIC) regarding the management and use of ICT. This strategic plan was organized around five main action areas - (i) improvement of governance mechanisms, (ii) cost reduction, (iii) using ICT to enhance administrative change and modernization, (iv) implementing common ICT solutions and (v) stimulating economic growth – and designed to be implemented on a timeline of 2012 – 2016 and formally published in the Ministers Council Resolution n.12/2012.

25 measures were identified for ICT rationalization based on their transverse character and potential impact on PA as a whole. Estimations, after the PGICT's Plan full implementation, point to savings in the Central Administration up to 500 million Euros per year in administrative expenditure, considering not only those items more directly related with ICT management (software, hardware, services and communications), but also efficiency gains, namely in facilities management, human resources and other operational costs.

The creation of the Global Strategic Plan for Rationalization of ICT Costs in Public Administration meant great achievements in ICT management in the Portuguese Public Administration. It provided the public sector with an extra set of tools to enhance its operation, and represented the beginning of a global plan towards a rational use of ICT resources, with a flexible and resilient structure that allows addressing future challenges in a very fruitful way.

The formation of the Project Group and its Plan benefited citizens and enterprises both direct and indirectly. Directly because the interaction with the PA is progressively simpler, more organized and redirected having the citizens and enterprises as the main focus of the processes. Indirectly, due to more agile back-office processes as well as the predicted economic growth.

To manage all this process, the Agency for the Public Services Reform (AMA – agency from the Presidency of Council of Ministers) ensures the Project Management to guarantee the correct implementation of the defined measures and the communications across all entities involved.

Reforming Public Administration is, essentially, adjust it progressively to the needs of the society, vis-à-vis the contexts that condition and influence it, at each moment, and the financial resources that the State can use.

**In your experience, what are the challenges in reform?**

By means of reform measures already implemented in the period of 2005-2009 and as from 2011, with a new Government, the modernization and rationalization of central administration has been targeted as well as the improvement of the quality of the services delivered to citizens. Likewise, an Administration closer, dialoguing and responsive to the citizen, a permanent reduction of expenditure and a higher efficiency of Administration is aimed.

Within the Public Administration itself, one of the main challenges is gathering different organizations, with distinct cultures and working procedures. In the case of PGETIC, the creation of a Project Group to debate and generate consensually solutions to such sensible matters as budget reductions, group and share services and promote operational changes was a challenge successfully surpassed.

This issue was overcome with the great involvement of key government members, which emphasized the advantages for all interveners of speaking and getting aligned. The Project Group gave all interveners from the PA active voice in proposing solutions and led them to share their perspective and vision to solve the ICT fragmentation and over-cost situation. With this strategy, all stakeholders felt they were part of the solution and not of the problem, logically implicating consensual solutions and a great proactivity in order to overcome this challenge.

As so, it was possible to define a strategic, cross-sector and transversal Plan to effectively address the Public Administration as a whole and lead to the cost-effective, integrated solutions across all sectors.

In fact, currently, the greatest challenge across the whole public sector is precisely the decrease of the public expenditure due to the economic and financial adjustment programme to which Portugal is subject.

**In your experience, what are the enablers of reform?**

Bearing in mind our experience the following reform facilitators can be identified: i) to have a strategic long-term vision of PA; clear identification of reform objectives; a good planning and scheduling of the various stages of implementation; an efficient communication policy, in a climate of transparency and openness; involvement and engagement of managers, strengthening the development of leadership competencies, of workers as well as of all public administration stakeholders.

**How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?**

- Has this been successful?
- What approach did your administration take to implementing reform?

The balance between central administration setting strategic reform objectives and ministries implementing reforms can be considered successful. After setting the strategic reform objectives a common model for central administration is defined and the specificities at sectorial level are identified, in order to take them into account in the adaptation process. One example that can be mentioned is the performance assessment system. Its implementation in the different sectors such as in the education and health sectors required the adaptation of the general system designed to the specificities of the assessment of professors or doctors. In the case of the central administration restructuring the common model for the macro structures in all ministries has been also defined and the implementation of services restructuration in each ministry met this model. Through this approach

a coherence and standardization in implementing reforms has been achieved.

As referred previously, representatives of all the stakeholders were involved in the Plan for Rationalization of ICT in the Public Administration, which facilitated the kick-off of the 25 measures and their current implementation, promoting a whole-of-government approach.

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

In order to build capacity on reform matters and engage PA workers and managers on it, government, through the Ministry of Finance and the Secretary of State for PA, organized clarifying sessions throughout the country, enabling a more detailed knowledge of the new legislation, as well as the clarification of doubts, with a view to a correct implementation of reforms underway and the standardization of procedures. The assessment of these sessions by participants was very positive.

Alongside this initiative, the National Institute for Administration held specific training courses on various matters which were the object of reform (new employment legal system, recruitment and selection; performance assessment, mobility, social protection, etc.).

The Directorate General for Administration and Public Employment, that has the task of supporting the definition of policies for Public Administration in the organization and management, employment regimes and human resources management areas, made available on its website technical documentation, FAQs (frequently asked questions) on the new legal framework and an information brochure on services, managers and workers performance assessment. In 2009, the site "Being a Worker in the Public Administration", was created and the information of which is structured in three levels (starting functions, performing functions and terminating functions) so as to facilitate the access to the same and the knowledge of the new working conditions arising from the reform.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

Public administration reforms initiatives are the responsibility of the minister responsible for public administration, who generally, delegates his/her competency to the Secretary of State for PA. The organic law of the Government lays down the competencies of the ministers. In the case of the Minister of Finance, who is responsible for Public Administration, through an order may delegate said competencies published in the Official Gazette to the Secretary of State for Public Administration.

It happened as so in the ICT Public Services reform.

The first step was the creation of the Global Strategic Plan for Rationalization of ICT Costs in Public Administration (PGETIC), on the 14th November 2011, with the Ministers Council Resolution n.46/2011 that formally created the Project Group for ICT, named PGICT. The Group was composed by a representative appointed by the Minister responsible for the area of administrative modernization; a Representative appointed by the Minister responsible for Public Administration; the Agency for the Public Services Reform (AMA); the Centre for the Management of Government Information Network (CEGER); and the Informatics Institute from the Ministry of Finance (II). The Resolution also defined the Strategic Plan's objectives: a) Promote the study and analysis of the structures of ICT Public Administration; b) To study and develop a global strategic plan rationalization and cost reduction in ICT in Administration public; c) Implement the measures contained in the global Strategic which fit directly perform; d) Monitor and ensure proper and timely implementation measures the overall Strategic Plan

be handled by other entities.

In 7th February 2012, the wide range of meetings and debates involving all the stakeholders resulted in the “Global Strategic Plan for Rationalization of ICT Costs in Public Administration (PGTIC)”, formally published in the Ministers Council Resolution n. 12/2012. The next step was defining how this strategy would be implemented. As so, the governance model of the Plan was formalized in the Ministers Council Resolution n.60/2012, on the 10th July 2012, based on the creation of 3 committees: a) The committee for implementing PGETIC; b) The advisory board for PGETIC; c) The technical committee of PGETIC. The committee for implementing PGETIC is responsible for defining how the measures will be implemented. The advisory board PGETIC verifies and advice for the type and the model of solutions need to be implemented. Finally, the technical committee of PGETIC is responsible to define technically the solutions.

Until now this structure has proved to be efficient, based on the legislation and commitment of the different stakeholders involved.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

The implementation of the 2005-2009 public administration reform was designed as part of a long term strategy, with sustainability concerns. One of the examples to provide is related to the social security reform. As a result it was needed to apply the sustainability factor to the old age pension calculation of the social security general scheme along with the civil service social protection scheme. The evolution of the average life expectancy of the Portuguese population has been reflected in the calculation of pensions, thereby matching the system of pensions to the demographic changes.

However, the financial and economic adjustment programme to which Portugal is subject has led to some changes in the reforms implemented, adapting them to the new situation and financial availabilities of the country.

Regarding the ICT reform in Public Administration reform, one of PGETIC’s main achievements was the capacity to gather all ministries around this Global Strategic Plan, based on a sustained strategy alignment around a common goal, resulting on strong support on its implementation. To ensure the Plan’s total adequacy to cope with the Public Administration needs, Portugal decided to join a group of experts and authorities of public administration, promoted a lot of meetings, debates involving people of diverse areas, including national and international enterprises, universities and public institutions. Entities from the AP were heard, which exposed what they considered to be appropriate measures for the rationalization of ICT Public Administration. As so, the PGETIC’s suitability and capacity to answer these organizations’ needs ensured it would be implemented in a long-term, fruitful strategy for the country.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

One of the weaknesses of our public policies is the regular assessment of them. However, it should be mentioned that the 2005-2009 reform of public administration was preceded by an analysis of the *status quo*, made by specialized commissions for central administration restructuring and for the revision of the legal employment relationship, the careers and remunerations in public administration both appointed by the Secretary of State for Public Administration. The identification of shortcomings either at organizational level or at civil service regime level facilitated the formulation of policies in this sector and respective decision making.

In what concerns to GPETIC, as mentioned above, the governance model of the Plan was formalized in the Ministers Council Resolution n.60/2012, on the 10th July 2012, based on the creation of 3 committees: a) The committee for implementing PGETIC; b) The advisory board for PGETIC; c) The technical committee of PGETIC.

The committee for implementing PGETIC is responsible for defining how the measures will be implemented. The advisory board PGETIC verifies and advice for the type and the model of solutions need to be implemented. Finally, the technical committee of PGETIC is responsible to define technically the solutions. These committees have regular meetings to align strategies and share the results obtained. Bellow this three committees are public entities and Ministries responsible for implementing the resolutions defined superiorly.

To manage all this process, the Agency for the Public Services Reform (AMA – agency from the Presidency of Council of Ministers) ensures the Project Management to guarantee the correct implementation of the defined measures and the communications across all entities involved.

## Slovakia

What are the key reforms that have taken place within your country? What are the remaining priorities for reform?
<p>In Slovakia, the key reform which has been taken is “A Programme ESO” which should turn public administration into effective, reliable, open and to increase effectiveness of our country in general. The reform has been focusing on consolidation and long-term sustainability of public finance by decreasing of expenses (700 mil. eur until 2016; 1% of GDP). The government bounded to provide reform in several phases and to create a new structure of local government bodies. The first phase was done, other phases has been ongoing.</p> <p>Priorities:</p> <ul style="list-style-type: none"> <li>- to decrease expenses in public administration</li> <li>- to increase quality, capacity and availability of services delivered to citizens and entrepreneurs</li> <li>- to increase performance and effectiveness of employees in public administration</li> </ul>
In your experience, what are the challenges in reform?
<p>Challenges:</p> <ul style="list-style-type: none"> <li>- precisely planning of particular steps with focusing on cooperation and coordination all concerned subjects</li> <li>- to set partial and complex targets,</li> <li>- to define responsibility for fulfilling partial targets and for the complex reform</li> <li>- to monitor of conducted changes.</li> </ul>
In your experience, what are the enablers of reform?
<p>At first, to provide the reform was necessary the Government’s proclamation 2012-2016, then Government Legislative Plan for 2013 and governments’ resolutions which resulted from the effort to improve communication between public administration and citizens, to get closer to citizens especially by e-government with focusing on saving time and money on the both sides (PA and citizens).</p>
How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?
<ul style="list-style-type: none"> <li>• Has this been successful?</li> <li>• What approach did your administration take to implementing reform?</li> </ul>
<p>Balance between central administration setting strategic reform objectives and ministries implementing reforms was given by arranging reform into several phases, engaging all concerned subjects and by providing changes in the legislation. Moreover in 2013 audit of public administration will be provided, what led to establishment of an audit committee for coordination of particular tasks.</p>



What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

As a result of the Slovak reform will be an absolutely new structure of local government bodies, so engagement across all government ministries was necessary and was set by defining clear tasks to all concerned subjects, their communication and cooperation and by changes in the legislation as well.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

Government's resolution, which named Minister of Interior as a person responsible for the reform ("Programme ESO") was required.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

A *programme ESO* is one of the largest public administration's reform since 1989. Except of the fact, that the government bounded to create a new structure of specialized local government bodies in the proclamation and subsequently in the legislative plan and in resolutions, reform activities provided are connected with fulfilling ex ante conditionalities. One of the most important factor of implementing reform is the control mechanism.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

Considering the fact, that the reform has several phases and has not been finished yet, it is too early to assess the results of the reform. Each phase is defined by its goals, by necessary steps, and changes in the legislation. The tasks and part of the governments' proclamation, legislative plan and governments' resolutions, which realization is regularly controlled. Furthermore, audits of public administration will be provided.

## Slovenia

<p>What are the key reforms that have taken place within your country?</p> <p>What are the remaining priorities for reform?</p>
<p>As soon as it took office in February 2012, the government prepared the measures to exit the difficult financial and economic situation in the country. In order to limit public spending, the Public Finance Balance Act was adopted setting up the austerity package as the necessary precondition for Slovenia's exit from crisis towards sustainable growth and increased well-being. The austerity measures affected numerous areas, including salaries and other income of public sector workers as well as the reduction of number of employees in the public sector. The value of salary grades was reduced for 8% (at the individual level the actual reduction of salaries varied from 0 to 8%). Simultaneously, the third and the fourth quarter of wage disparities were eliminated. Also, certain reimbursements of expenses relating to work (travel reimbursements, travel allowances, meal allowances, long-service awards, solidarity assistance, severance benefits paid upon retirement) were reduced as well as the holiday allowance for 2012 and 2013. The Act introduced several measures for reducing the number of employees: termination of the contract of civil servants who meet the conditions for retirement and restrictions of employment. The enactment of the Act resulted in decline of number of employees in the public sector from 161.826 (May 2012) to 159.317 (November 2012).</p> <p>However, the public sector reform remains the priority with the objective to optimize processes in the public administration, rationalise and simplify the procedures leading to a more efficient, transparent and competitive public sector.</p> <p>The government adopted in 2012 the policy regarding the restructuring of public sector. The first and second phases of reorganization of central public administration in 2012 included reduction of the number of ministries, government offices, bodies within ministries and directorates in the ministries. The third phase comprises the functional analysis of structure and number of bodies within ministries, public agencies and public institutions that perform administrative tasks, and their mergers or inclusion in other administrative structures (ex: new Agency of the Republic of Slovenia for the promotion of entrepreneurship, innovation, development, investment and tourism SPIRIT Slovenia encompasses former Public Agency for Entrepreneurship and Foreign Investments, Slovenian Tourist Board and Public Agency for Technology of the Republic of Slovenia; merger of institutes in the field of vocational education and adult education into the Institute for the development of education in Slovenia; merger of Veterinary and Phytosanitary Administration, Directorate for Food Safety and Agricultural Inspectorate into the Administration for Food Safety, Veterinary and Plant Protection at the Ministry of Agriculture and the Environment; etc.). Merger of work fields, employees and knowledge creates new synergies and has positive financial impact.</p>
<p>In your experience, what are the challenges in reform?</p>
<p>The challenges in the public sector reform are the following:</p> <ul style="list-style-type: none"> <li>- optimization of civil servant system: adjustment in the conclusion of an employment contract, protection of civil servants rights, system of posts for officials, transfer of civil servants, giving notice, conflict of interest, status of officials in the position, inspector's competences;</li> <li>- more efficient and flexible system of remuneration: the salary system which is uniform for the public sector and thus prevents incoherencies needs to be further reformed towards a more versatile system with larger scope for managers at budget user level to adopt salary structures to business needs, work performance and workforce planning. The main changes relate to the determination of basic salary (including promotion) and the regulation of performance. In order to improve the flexibility of wage determination, it is also necessary to introduce instruments for managing labor costs in the public sector depending on the fiscal and macroeconomic indicators.</li> <li>- implementation of a workforce planning strategy for the central public administration</li> <li>- improvement of performance management framework</li> </ul>

In your experience, what are the enablers of reform?
The enablers of reform are stable environment and consolidated public finances, strong political will, leadership, effective communication supported by solid research, timing and sequencing of reforms, and strategies for dealing with the opponents of change.
<p>How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?</p> <ul style="list-style-type: none"> <li>• Has this been successful?</li> <li>• What approach did your administration take to implementing reform?</li> </ul> <p>The implementation of policies and programmes is more likely to succeed if there is strong leadership from within the central public administration and support by the government in the implementation process. The government submits the reform proposal to the national assembly for adoption or adopts reforms itself. A very important part of the reform process is the social dialogue – consultations with civil society, expert public, the business sector and trade unions within legislative procedure and public presentation of opinions. There is also general debate on reforms in the national assembly.</p> <p>The central public administration has an obligation to implement the decisions of government. The senior leadership at the ministries is responsible and accountable for policy development and for the operationalisation of that policy. This requires accountability systems to ensure that there is ownership for the achievement of results and outcomes.</p> <p>Also, an effective Centre of Government is essential for steering policy development and implementation. The Centre of Government also plays a role in strategic planning and the setting of clear priorities and goals to achieve government policy. It must have the ability to effectively co-ordinate and communicate with the line ministries to ensure the development of coherent policies in line with strategic plans. The Centre of Government is in most frequent communication with the rest of the central public administration at line ministry level, and with the political administration through the Prime Minister. In Slovenia, the Centre of Government is comprised of the Office of the Prime Minister, Secretariat-General to the Government, Ministry of Finance, Ministry of Economic Development and Technology, Ministry of Justice and Public Administration, Government Office for Legislation, Government Communications Office and the Institute for Macroeconomic Analysis and Development (IMAD). Since the functions have been split among the various member of the Centre, our challenge is to consider reorganising existing functions to establish a Central Office or to vest the functions in a single institution, identifying clearly and formally which institutions in its Centre of Government will collectively act as the Central Office.</p>
<p>What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?</p> <p>The ability for ministries to co-operate and collaborate in implementing reforms is essential. Co-operative and collaborative capacity at the inter-ministerial level in Slovenia works well for the most part. To adopt a certain reform, inter-ministerial policy coordination is compulsory. Also, the work takes place in several inter-ministerial working groups with the aim to work coherently when developing and implementing reforms. A good example is the coordination of European affairs led by the Ministry of Foreign Affairs.</p> <p>The challenge remains regarding the transition from portfolio-based working to operating in a more whole-of-government manner. Among other things, this will require that staff intuitively think in a whole-of-government way, i.e. beyond the scope of their line ministry.</p>

<p>Do you have named ministers/officials associated with reform initiatives?</p> <ul style="list-style-type: none"> <li>• What has been the experience of attaching responsibility for reforms to individuals?</li> <li>• Was legislation required to attach this responsibility? What was required?</li> </ul>
<p>In the previous government, the Crisis group of key ministers was set up in order to actively combat the financial and economic crisis. Its fundamental task was to develop measures to mitigate the impact of the crisis on the Slovenian economy and to implement structural reforms to exit from the crisis. The Group was led by the Minister for Development and European Affairs. Its members included the Minister of Finance, Minister of the Economy, Minister of Labour, Family and Social Affairs and Minister of Higher Education, Science and Technology.</p>
<p>How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?</p>
<p>Balancing long-term goals with the political cycle is the key to a successful implementation of reforms. In 2010, the Slovenian Government adopted a new Decree on Development Planning Documents and Procedures for the Preparation of the National Budget, which newly regulates the manner of development planning, the designing of development priorities and a closer link with the preparation of the programme budget. The Decree has also set up a new framework for the coordination of development policies: an umbrella group for development planning, a fiscal policy group and working groups for individual policies.</p> <p>There is a hierarchy of strategies in Slovenia. The country-vision strategy is implemented by the Development Strategy 2005-2013, linked to the EU agenda: Europe 2020 Strategy and Multiannual Financial Framework 2007–2013. The medium-term strategy document is represented by the Government Coalition Agreement 2012-2016 and Ministries' for-year work plans. Short term work plans are implemented by National Reform Programme which is an annual version of National Development Plan, Ministries' annual work plans and Normative Legislative programme of the Government. Efficient and less costly state is the third development priority of the current development strategy and is reflected in all medium and short term work plans. The priority includes the measures to increase the state's institutional competitiveness and efficiency (Human resource management, e-government services, openness and transparency of public administration, elimination of administrative burdens, etc.).</p>
<p>How do you evaluate the progress of your reform programme?</p> <ul style="list-style-type: none"> <li>• What performance indicators or measures are used?</li> <li>• Who conducts the evaluation and how often?</li> </ul>
<p>In Slovenia, we have established performance indicators and measurement of the achievement of outcomes. A logical framework matrix is one of the methods employed for improving planning and fixing the targets and their values, defining responsibilities and subsequent monitoring and evaluation. In the matrix, there are general targets, specific targets, expected results and activities equipped with indicators, information sources and assessment method and assumptions (correlation between the specific target and the general target, risks, linking the project targets).</p> <p>In Slovenia, at the umbrella level of strategic planning, the Institute for Macroeconomic Analysis and Development monitors the implementation of the Development Strategy. This is based on a system of development indicators, structural indicators and other qualitative and quantitative criteria. The achievement of development policies and objectives and the implementation of documents are monitored based on a set of programme and contextual policy indicators prepared by the Ministry of Economic Development and Technology, in co-operation with the relevant ministries. Also, the Court of Audit performs audits of measures and reforms. The challenges relates to the quality and appropriateness of the indicators used. While main programme and context indicators are already used in the budget process, the indicators should be more fit for purpose and should link to the actual outcome to be achieved. Also, a government-wide system of programme evaluation could be introduced.</p>

## Spain

What are the key reforms that have taken place within your country?  
What are the remaining priorities for reform?

As Public Administration in Spain has a quite decentralised structure, the provided information in this template refers not only to Central Government Administration (CGA), but also to the coordination that CGA performs to regional and local administrations.

In autumn 2009 the Government of Spain defined the **STRATEGY FOR A SUSTAINABLE ECONOMY**, a set of policy initiatives, plans of action and regulatory measures aiming at facilitating the shift towards a revitalized and more sustainable pattern of economic activity.

A core element of the strategy is the **LAW FOR A SUSTAINABLE ECONOMY** (in force since 2011) which includes a wide range of measures most of which are of a horizontal nature. The purpose of the Sustainable Economy Act is to introduce the structural reforms needed to create conditions that favour sustainable economic development into the legal system. In addition, the Strategy includes a set of more specific structural reforms oriented at improving the regulation of markets and boosting the productivity of the economy's inputs.

The action of the public authorities in their respective areas of competence for fostering sustainability in the Spanish economy shall be guided by a set of principles, some of them related to sustainable reform within Public Administration as those oriented to the **Stability of public finances** or to the **streamlining of Public Administration Services**.

In this framework, the **SPANISH STRATEGY OF ECONOMIC POLICY** for this semester, presented in September 2012 includes the national **Economic Policy Strategy** (EPS), whose main objectives are:

- Providing sufficient macroeconomic stability to the Spanish economy in terms of public deficit, external deficit and inflation.
- Achieving a high degree of flexibility that allows the adjustment of relative prices and prevents the accumulation of competitiveness losses, which always imply traumatic corrections.
- Achieving levels and costs of funding that are compatible with investment levels that create jobs.

One of the specific policies included in the EPS refers to **Public Sector Reform**, and aims at **Streamlining administrative structures** and at **Public services guarantee**, from a global perspective, including all the levels of Public Administration in Spain.

The measures to be adopted in the scope of streamlining administrative structures are targeted to:

- Autonomous Communities (i.e. for reduction of structures and expenditure assumed in the Economic and Financial Plans, reduction of subsidies and transfers or reprogramming of investments, development of the process of reduction of firms and public foundations and monthly transparency in public accounts)
- Municipal Administration (i.e. approval of the **LAW OF RATIONALISATION AND SUSTAINABILITY OF THE MUNICIPAL ADMINISTRATION**, to set limits on municipal competences, avoid overlapping and eliminate redundant administrative structures (Minor Municipalities and Mancomunidades), reduction in the number of municipal government members, making mayors compensation homogeneous, establishing a scale in the Budget Law.

Regarding Public services guarantee the measures to be adopted are:

- Measures to rationalize health expenditure and guarantee the quality of services:
  - Rationalization of access to health services.
  - Unification of a basic portfolio of services, common to every Autonomous Community.
  - Reduction of drugs expenditure: New model of user contributions as a function of income,

updating of the Nomenclator, promoting the use of generics, adjusting the number of doses in the packages.

- Efficiency in health expenditure: Centralized Purchases Platform
- Measures to rationalise expenditure in education, safeguarding coverage and quality:
  - Increasing the number of pupils per class in non university education
  - Modifications in the teachers' regime, in terms of hours and permits.
  - Rationalization of educational offer in High School, Vocational Training and Universities.
  - Revision of the University registration fees to approximate them to the real cost and inclusion of criteria related to academic results.
  - Redesigning the grants system, to incorporate performance stimuli.
- Measures to guarantee the viability of the dependency attention system:
  - Simplification of the scales and adjustment of the services to the needs of dependency.
  - Revision of the economic benefits when the provision of help is carried out by the family.
  - Adjustment of the contribution of the user to economic capacity, with common criteria in all the territory.
  - Reform of the General Law of Audiovisual Communication, so that Autonomous Communities can choose the management model of the public service of television, including privatization.
- Development of the health reform, making progress in the regulation of health portfolios.
- Reform of the Law of Guarantees and Rational Use of Drugs and Sanitary Products, to conform it to European standards.

Another important action adopted last year by the Council of Ministers was the approval the **DRAFT ACT ON TRANSPARENCY, ACCESS TO PUBLIC INFORMATION AND GOOD GOVERNANCE** that is currently being discussed in the Spanish Parliament. The legislation obliges all State authorities and the public administration services as a whole to respond to any request for information from any citizen that is not in conflict with any other protected interest. Constitutional bodies and mercantile entities with a public participation exceeding 50% will be subject to the Transparency Act. Ministerial departments will be obliged to publish all the information on agreements on their web pages.

#### In your experience, what are the challenges in reform?

- Current shortage of resources, affecting even to the fulfilment of the essential citizen needs by the Public Administration
- Required balance between cost-effectiveness and assurance of the welfare state
- Difficulties in finding the optimum size for the administration, bearing in mind the most important citizen needs to be faced
- Lack of agreement between the different levels of administrations, not always holding the same political agenda
- Risk of "re-inventing the wheel"
- Inadequacy or absence of the assessment of the effectiveness and success of the launched projects, by means of a global mechanism of evaluation of public policies and programs

#### In your experience, what are the enablers of reform?

- Strategic vision, considering medium and long term priorities
- Analysis of the current and future needs of all the relevant stakeholders
- Integral approach: participation of all the levels of Administration
- Prior identification, during the design phase, of the potential pitfalls, considering the required actors (and the mechanisms for their co-ordination) for the implementation of all the measures
- Global coordination and monitoring schemes
- Independent and continuous evaluation of the degree to which the reform projects have been implemented and their success

How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?

- Has this been successful?
- What approach did your administration take to implementing reform?

Each one of the launched initiatives comprises their specific coordination mechanisms, to assure a systematic deployment and a permanent control of their success, even those strategic measures to be implemented at regional or local level.

**Approach used in Spain to implement reform in a participative way:**

At the beginning of 2013 the Council of Ministers has approved an agreement whereby establishing a [COMMISSION FOR THE REFORM OF PUBLIC ADMINISTRATIONS](#).

Within the [SPANISH NATIONAL REFORM PROGRAM \(NRP\)](#) for 2012 an essential part refers to the reform of public administrations. Spain needs an austere and efficient public administration that is a competitive value to the country. It is necessary, therefore to rationalize structures, procedures and resources. This will be the [LAW OF BUDGETARY STABILITY AND FINANCIAL SUSTAINABILITY](#), which constitutes a milestone in the management of public resources to establish concrete objectives of expenditure and indebtedness to all administrations, as well as the obligation to submit plans for its compliance and correlative mechanisms to ensure their achievement. In addition to the need to address the comprehensive study of the administrative reform, it is necessary to give effect to two mandates:

- The last Conference of Presidents of the autonomous communities agreed on the creation of a working group, within the corresponding sectoral Conference, which draw up a programme of streamlining administrative, in order to eliminate bureaucratic burdens and simplify regulations and procedures and avoid duplication.
- In the programme for the implementation of the liquidity Fund for the autonomous communities were planned the creation, in the Council of Fiscal policy and financial, of a working group to agree on a code of good practices to rationalize spending and increase savings.

It was necessary, therefore, to make a comprehensive study that provide both working groups of specific proposals and in which all the reform of public administrations will be addressed comprehensively.

**Attachment, composition and functioning**

The Commission is attached to the Ministry of Finance and Public administration, through the Secretary of State of Public Administrations. It is chaired by the Undersecretary of the Presidency and the Vice-Presidency corresponds to the UnderSecretariat of Finance and Public Administration, while the secretariat is played by the Director General of Coordination of Competences with the Autonomous Communities and Local Entities.

**Are permanent Members of the Commission:**

- A representative of each of the ministerial departments, with the minimum rank of Director-General.
- A representative of the Economic Office of the Presidency of the Government.
- A representative of the Cabinet of the Presidency of the Government.
- A representative of the Cabinet of the Vice-President of the Government and Minister of the Presidency.

### Subcommittees

In the Committee will be created the subcommittees deemed to be suitable, as decided by the Commission itself, with composition and functions determined by the Commission. In any case, the following subcommittees are created:

- Administrative duplication. It aims to identify and eliminate duplication and reinforce cooperation mechanisms, so it lowers the cost of the administrative activity. In so far as the powers conferred on the Local Administration are already being reform in a draft amendment of its law of foundations, duplications to identify in this study are those that occur between the General Administration of the State and the autonomous.
- Administrative simplification. It will review the bureaucratic burdens that hinder the processing of administrative procedures in order to achieve further simplification that benefit of citizens. In particular, information will be collected on those procedures whose purpose requires, to be effective, the participation of other public administrations, such as the creation of companies. The Projects in course in the General directorate of administrative modernisation are integrated here
- Management of services and common resources. It aims to centralize management, activities that as are similar or of the same nature, can be implemented either unified or coordinated way, taking advantage of more public resources. In this group, it is essential to study models of success in Spanish business groups, from whom information and collaboration will be obtained.
- Institutional administration. The different type of entities that are comprised will be discussed, and the regulatory framework and models that are identified as optimal will be reviewed. The suitable modifications among the list of existing entities will be raised, for which ministries must submit the appropriate proposals and information.

The subcommittees will work permanently and can call other administration officials and representatives of the private sector. They shall inform regularly to the plenary of the Committee on the progress of the works. Work is complete, the plenary of the Commission transfer proposals to the Ministry of finance and public administration for his elevation to the Council of Ministers and transfer to the groups referred to in the agreements of the Conference of Presidents. The foreseen time to the Commission to conclude its work is 30 June 2013.

More recently, the Spanish Government has created on 26<sup>th</sup> February 2013 an **ADVISORY COUNCIL FOR THE REFORM OF PUBLIC ADMINISTRATIONS**. This Council will be constituted by representatives of businesses, public employees, consumers and academics. In addition, the Council will integrate representatives of the most relevant Unions in the Spanish Public Administration, of the associations of employers from Spanish companies, the General Secretary of the Ombudsman, a Professor of Administrative Law and a representative of the Council of Consumers and Users

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

**STRATEGY FOR A SUSTAINABLE ECONOMY → LAW FOR A SUSTAINABLE ECONOMY → LAW OF BUDGETARY STABILITY AND FINANCIAL SUSTAINABILITY → SPANISH STRATEGY OF ECONOMIC POLICY → COMMISSION FOR THE REFORM OF PUBLIC ADMINISTRATIONS → ADVISORY COUNCIL FOR THE REFORM OF PUBLIC ADMINISTRATIONS**



Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

The Ministry of Presidency, as the main horizontal Ministry in Central Government Administration is responsible of the global dissemination and monitoring of the success of the implementation of the initiatives.

In the specific field of measures related to the [SPANISH NATIONAL REFORM PROGRAM \(NRP\)](#), the body responsible for the coordination of the NRP at the national level is the **Prime Minister's Economic Bureau (PMEB)**, whose main purpose is to assist and advise the Prime Minister as regards economic developments and economic trends, both current and prospective, to provide national and international analyses, and to evaluate economic policy proposals and their further development into policies. The Bureau gathers timely information concerning the programs and activities of the different Ministerial departments in order to support the Prime Minister's own duties and facilitate dialogue with civil society, the private sector, and international economic organizations.

The responsible unit in relation to those reforms oriented to modernisation of Public Administration, Public Service, eGovernment and coordination of regional and local administrations, is the **Secretariat of State of Public Administrations**, attached to the Ministry of Finance and Public Administrations.

The regulation to attach these responsibilities is usually the Royal Decree enforced to establish and develop the ministries structure.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

By means of the inclusion, in a coordinated way of all the reforms under the umbrella of the [STRATEGY FOR A SUSTAINABLE ECONOMY](#) or/and the [NATIONAL REFORM PROGRAM](#), which are part of a global and long term strategy.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

Every year, the Council of Ministers approves a number of programmes and public policies included within both [NATIONAL REFORM PROGRAM \(NRP\)](#) and [STRATEGY FOR A SUSTAINABLE ECONOMY](#) to be evaluated by the **National Agency for the Evaluation of Public Policies and the Quality of Services**, within the scope of the functions outlined in its action plan.

## Sweden

What are the key reforms that have taken place within your country? What are the remaining priorities for reform?
<p>Firstly, it is important to define what we mean by “sustainable reform within Public Administration”. In Swedish public discussion sustainability is often defined as economical, ecological and social sustainability. To a great extent these dimensions are always taken into account in the public policy process.</p> <p>Secondly, though there is no concrete reform programme on sustainability, general legislation or regulation concerning enhancing sustainability in public sector several initiatives have been implemented the past years.</p> <p>Some of these initiatives are described below.</p> <p>Ecological sustainability:</p> <p>194 out of the 245 Swedish agencies are subjected to an ordinance on environment management system. These management systems, based on ISO 14001, point out responsibility, prioritize, communicate and follow up the efforts made in order to achieve a better environment. According to the ordinance state agencies shall implement and develop such a management system. Every year the agency shall document, follow up and improve their work with ecological sustainability. These documents are also sent from the agencies to the government every year.</p> <p>Social sustainability:</p> <p>In November 2007, and as the first country in the world, all Swedish state owned companies are subjected to CSR reporting (based on the GRI, Global Reporting Initiative, criteria's). There was a discussion in Sweden and also an inquiry in 2009 whether Swedish agencies also should be subjected to this kind of reporting. As of now no such plans exist.</p> <p>Economical sustainability:</p> <p>Fiscal policy's credibility among citizens, firms and the financial markets requires that the public finances are sustainable in the long term. A fiscal policy which lacks long-term sustainability leads to increasing public debt, with a risk that fiscal policy need to focus on debt reduction rather than on measures promoting growth, welfare and employment. Sweden's experience from the crisis in the early 1990s and the present severe situation for government finances in many European countries are examples of this. The public sector's finances are usually said to be sustainable if they meet the public sector's inter-temporal budget restriction. It states that the initial (current) public net debt, expressed as a percentage of GDP, shall be covered by the present value of all future annual primary net lending. In practice, however, the inter-temporal budget restriction can be met in various ways, some more preferable than others. For instance, the restriction is met when current generations incur large debts that will be financed by future generations; such an arrangement entails a lack of justice between generations. Alternatively, large deficits over a limited period can be financed with future tax increases, but that would impair economic efficiency. Another way of meeting the inter-temporal budget restriction could be to finance high initial debt via higher inflation or greatly increased risk premia that reduce the value of outstanding government bonds. Experience shows that in the great majority of cases such financing leads to large and lasting economic problems. The Government's standpoint is that fiscal policy is sustainable if it is constructed in such a way that the inter-temporal budget restriction is met without this entailing generational injustice, a need of future tax increases, higher inflation, or larger risk premia.</p>

The fiscal policy framework above focus primarily on macro policy. On the organisational level several initiatives has been introduced that also ensures economical sustainability. As with the case of the framework, the crisis in the early 1990s has been triggered some of these initiatives. One such example are the so called “productivity cuts” (in Swedish: pris- och löneomräkning) introduced in 1994 in which the agencies are not fully compensated for general inflation in their general grants (which covers overhead, salaries and other expenses), creating a pressure to increase productivity within the agencies. Another example is the trend of streamlining in the state sector that has been present during at least 20 years. A new reform in this respect is the creation of a separate agency for shared services. By outsourcing these activities the agencies can focus on core activities and hopefully increase their productivity.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

No minister for sustainability reform or such a programme. But in order for Sweden to be able to meet future social challenges, the government has set up the ‘Commission on the Future’ (Framtidskommissionen). The Commission on the Future is chaired by the Prime Minister and consists of party leaders in the government and nine individuals with different perspectives and from different parts of the Swedish society.

Some of the questions that this committee will focus on is: How can we minimize social exclusion and how can we strengthen the collective spirit that defines Sweden? What must be done to increase participation in society and how can we better utilize the competences of those who live in our country? How can we ensure that the whole of Sweden has adequate living standards in 2050?

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

Since no reform programme exists we lack such indicators and evaluations of such an initiative. For some of the examples mentioned above evaluations have been made, both externally and internally.

## Turkey

What are the key reforms that have taken place within your country?  
What are the remaining priorities for reform?

The basic goal of the government is to make access to government services more convenient through automation, integration and better information sharing. Therefore, the key administrative reform area within Public Administration in Turkey is on the transformation of services to e-services. In order to modernize public services through web based tools, e-government gateway has been one of the basic solutions of all. Therefore, e-government initiatives are high on the agenda of the government.

E-Government Gateway ([www.turkiye.gov.tr](http://www.turkiye.gov.tr)) is a platform on which government services are offered electronically to citizens, businesses and other government agencies from a single website, with a simple and easy to understand format. E-Government Gateway provides an infrastructure whereby our citizens can have secure access to the information and services they need. A joint structure is being established for development, provision and improvement of e-Government services by identifying the needs of our citizens and government agencies.

Through this platform, where ID verification will be done through password and e-signature and the privacy of personal data will be protected, citizens can securely benefit from the government services offered electronically.

E-Government Gateway is an important step taken towards the establishment of a public administration that takes as a basis the understanding of providing citizen-centric public services, transparency and accountability.

As for remaining priorities for reform, the most important one is to have an increase in both the number of e-services and the number of users. There are 562 services given online currently and 14 million registered users now. Sub-projects are going on to be integrated to the main gate.

Another important priority is to redesign the e-services with a more user friendly approach. It is crucial especially for the least advantaged groups (elders, handicapped, children etc.). The feedback received from the users have critical role for the best alternative. In that sense, user satisfaction is measured simultaneously at the time of services given.

Another important reform area is about regulatory and its burden on citizens. There are great efforts to have reduced regulatory and compliance burden for citizens and business. Most of the laws and by-laws have been reviewed for simplification; and a great deal of bureaucratic practice has been eliminated recently. However, the efforts are still going on to implement citizen focused service delivery with simplified processes.

In your experience, what are the challenges in reform?

The digital transformation process is a long journey and there are high numbers of challenges in this reform process. The very first one is about the security of information. The steps are taken very slowly in order to close digital security gaps and ensure full security. A draft law concerning privacy of personal data is at the parliament.

Another challenge is the coordination of the process between public bodies. The project is an inter-ministerial one and it necessitates individual efforts of all ministries. Most of the services are provided through joint transactions of different public bodies. Since, each public body has its own electronic infrastructure; it might be quite problematic to have an interoperable system in the end.

An important challenge for the government is related with budget constraints. The governments carrying out e-Government projects are subjected to high fiscal burdens. The burden could be felt more under tight budgetary and fiscal environments. ICT projects in general are not budget friendly projects and global financial crises might double this adverse situation.

Above all, the key success of this digital reform is directly related with its access by citizens/users. The government have to reduce inequalities in access to and use of e-services. That's why digital divide among citizens pose a great threat against the accomplishment of the reform. The rise in the e-services should be accompanied by an increase in the usage of e-services. Otherwise it would be an impair investment. It becomes important to elevate the technical threshold of the national economy as well as the intellectual capacity of the general public, so that all the stakeholders are at the same technical and procedural level of maturity.

**In your experience, what are the enablers of reform?**

Reform procedures necessitate deep political commitment. The most important enabler of the reform is the government's determination on realizing e-Government project. The government's will can be seen in the government's urgent action plan and short term action plans.

E-Transformation Turkey project was initiated in 2002. To clarify the objectives and principles of the project, a Prime Minister's Circular, dated February 27, 2003 has been issued. Certain steps are taken on the issues of education and human resources for planning of required human capital, technical infrastructure and information security, legislation regarding regulatory and legal framework (Digital Signature Law, Right to Information Law, ICT Crimes in Penal Code, Privacy of Personal Data, Electronic Communications Law), standards for integrated and interoperable services.

Another important enabler of the reform is the external and internal dynamics. The world-wide trend towards online services also pushed Turkish government to take steps in the same direction. The best practices of other developed countries also facilitated the realization of the reform. Also there was an increasing demand among society domestically with the rise of Internet usage. The Internet triggered a profound change.

**How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?**

- Has this been successful?
- What approach did your administration take to implementing reform?

The strategic reform objectives, both short term and long term, are set by central administration in compliance with the government's programme. Once the objectives are announced, individual ministries are responsible for implementing reforms produced by central administration. It ensures implementing a coherent and coordinated reform programme and it makes clear the roles of each ministries. The important thing here is that the central administration should pay attention on individual capacities of single ministries and should not overload them while preparing the agenda. Otherwise, it will undermine the effectiveness of the reform and the fail will be unavoidable due to excessive load.

**What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?**

Commitment, capacity and incentives determine success. In order to build capacity and ensure engagement in reform areas across all ministries, the Government has designated a single higher authority which will be responsible for the reform procedure from the beginning to the end. It is the Ministry of Transportation, Maritime Affairs and Communications. The Minister charged the Turksat, the only satellite operator company in Turkey, to conduct the project. Thus, Turksat has been the single responsible public body in charge about all e-Government issues on technical level.

Another significant step is the formal action plan published in official gazette. In order to announce the new initiative and put the agenda front Information Society Action Plan is issued as it is stated in

Government Urgent Action Plan. The basic aim of the project was to provide high quality public services in a shorter period of time through web based technologies.

The steps taken with an approach of “think big, act small”. Instead of an wholistic approach aiming to transform the state apparatus as a whole, particular sub-projects are determined first (11 prioritised projects). It helped to concentrate effort on certain areas and thus ensure engagement.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

The reform initiatives in Turkey are carried out through official short, medium and long term plans and reform initiatives are not directly associated with any ministers or officials but they are associated with the Ministry itself. This is basically because the term of the project may exceed the term of the minister/official. Therefore, instead of attaching responsibility by person, institutional approach is admitted.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

As it is mentioned above, Information Society Action Plan consisting the reform initiative and the agenda ahead is issued in the Official Gazette as it is stated in Government Urgent Action Plan. Thus, it is made public officially.

Information Society Action Plan is a long term strategy which covers 4 year time period. A new one is being prepared by a group of academicians, high public officials and experts now. The users can also add their comments through the web page of the ministry.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

As it is said before it is a quite long and complicated procedure. Therefore the progress is considerably slow in order to minimize the risks about security. In order to evaluate the progress a number of indicators have been used:

The number of e-services provided by single ministries is our primary indicator on the evaluation of the reform programme. The more is the better. A sharp increase can be observed for this indicator recently.

The number of registered users is our secondary indicator on the evaluation of the reform programme. A regular push up in the number of users can be seen.

The level of satisfaction of shareholders is also another important indicator used for evaluation. The users can fill out smart forms after each and every single transaction on the portal. The results are analysed by Turksat regularly.

## United Kingdom

What are the key reforms that have taken place within your country?  
What are the remaining priorities for reform?

The world has changed and so must we. Rising public expectations coupled with spending cuts mean the Civil Service needs to change to meet the long-term challenges that all economies are facing.

It needs to do things faster, be smaller and to provide more services online. It needs to be more open and less bureaucratic so that civil servants are trusted to get on and get things done and be accountable for what they achieve. It needs to be more unified, so departments are more joined up. We'll make sure civil servants have the right skills for tomorrow's world.

Employment terms will remain among the best available. We'll improve workplaces and IT to make it easier for civil servants to do their job. Performance management will be sharper, so the best have proper recognition and under-performers are identified and helped to improve.

Every day we must ask, are we doing things better for the people we serve? Every civil servant should be proud of their role, work to deliver exceptional service and challenge colleagues to do the same.

If we do all this, while holding fast to our core values of integrity, honesty, objectivity and impartiality we will be an exceptional Civil Service delivering the best for Britain.

In June 2012, the Government published a Civil Service Reform Plan (<http://www.civilservice.gov.uk/wp-content/uploads/2012/06/Civil-Service-Reform-Plan-acc-final.pdf>) to address this need for change in the Civil Service. The Reform Plan sets out a series of specific and priority actions to tackle long-standing weaknesses, build on existing strengths, and address the frustrations of civil servants. The Reform Plan is focused around five key themes:

- clarifying the future size and shape of the Civil Service;
- improving policy making capability;
- implementing policy and sharpening accountability;
- building capability by strengthening skills, deploying talent and improving organisational performance across the Civil Service; and
- creating a modern employment offer for staff that encourages and rewards a productive, professional and engaged workforce.

If successfully implemented, the Civil Service of the future will be smaller, flatter, faster, more unified, more digital, more accountable for delivery, more capable, better managed, and – ultimately – more enjoyable to work for.

The Reform Plan sets out the priorities for action now. It is not the last word on reform and should be seen as the first stage of a continuing programme of reform and improvement. The Government has committed to publishing a 'one year on' report to evaluate progress and assess whether the actions remain relevant to the challenges.

In your experience, what are the challenges in reform?

The Civil Service is a large and diverse organisation of over 400,000 staff. Achieving this level of change in any organisation is difficult, but it is especially difficult in one that is dispersed and organised into separate departments and agencies. This is why the Civil Service Reform Plan commits to a shift towards a more unified Civil Service. This will ensure greater consistency between departments, so that much more of the Civil Service operates to the standard of the best – and lead to a much greater sense

of corporate leadership of the Civil Service.

Civil Service Reform also seeks to address a Civil Service culture that can be seen as slow moving, hierarchical and focused on process rather than outcomes. This can be deeply frustrating for civil servants themselves, who want to get on and do their jobs the best way they can. Through the Reform Plan we are driving the culture and behaviours required to empower staff to deliver the vision of a future Civil Service.

In your experience, what are the enablers of reform?

The lessons of previous reforms show that change is more likely to have traction if the collective senior leadership is actively engaged in the process. This includes both corporate and political leadership working side by side. We have applied these lessons throughout the programme by:

- drawing on the experience and expertise of those inside and outside the Civil Service in the drafting of the Reform Plan;
- launching the 2012 Tell Us How engagement programme to give civil servants the chance to have their ideas heard and considered at the centre of Government, with the aim of improving services and ways of working;
- ensuring the Reform Plan responds to the issues and frustrations staff themselves have raised; and
- actively involving Ministers, Senior Civil Servants, and Non Executive Directors in the programme's governance framework.

Successful implementation of the Reform Plan will be a shared endeavour between Ministers and civil servants.

How have your reform initiatives attempted to address the balance between central administration setting strategic reform objectives and ministries implementing reforms?

- Has this been successful?
- What approach did your administration take to implementing reform?

All government departments are already implementing substantial change programmes – but the scale of the challenges and persistent weaknesses required a programme for reform that applied right across the Civil Service. The Reform Plan builds on the major change programmes underway in departments, and sets out what needs to change across all departments for the whole Civil Service to raise its game to the level of the best

Development of the Reform Plan was a joint and collaborative process led by the Minister for the Cabinet Office, Head of the Civil Service and Cabinet Secretary. There was a wide process of internal and external consultation and discussion, including with Civil Servants themselves and Ministers from this Government and the last government. Many of the most substantive ideas in this paper have come out of the work led by departmental Permanent Secretaries themselves.

What steps have your administration taken to build capacity and ensure engagement in reform across all government ministries?

Implementation of the Civil Service Reform Plan across government is a shared endeavour between



Ministers and civil servants:

- the Minister for the Cabinet Office has direct Ministerial responsibility for the programme, and oversees implementation of the Plan through a monthly Civil Service Reform Board (members include Senior Civil Servants, Ministers, and Non-Executive Directors);
- the Head of the Civil Service is accountable for the Reform Plan's implementation across the Civil Service, and with the Cabinet Secretary, holds the cadre of Permanent Secretaries to account for delivery of the Plan in departments;
- Departmental Boards bring together the political and official leadership with senior Non-Executives from the private sector, and provide robust scrutiny and challenge on departmental progress in implementing these reforms; and
- where relevant, Permanent Secretaries objectives include an objective on implementation of Civil Service Reform within their department.

Do you have named ministers/officials associated with reform initiatives?

- What has been the experience of attaching responsibility for reforms to individuals?
- Was legislation required to attach this responsibility? What was required?

The Civil Service Reform Plan was jointly developed, and published, by the Minister for the Cabinet Office (Francis Maude) and the Head of the Civil Service (Sir Bob Kerslake). As highlighted above, implementation of the Reform Plan is a shared endeavour between Ministers and civil servants. No legislation was required to attach this responsibility.

How are you ensuring that reforms are being implemented as part of a longer term strategy and becoming firmly embedded in terms of a more sustainable Public Service of the future?

The Public Accounts Committee (a Parliamentary Select Committee made up of MPs) has asked the Cabinet Office to make an assessment of departments' long term operating models. This work is underway. The Government will be reporting in two tranches at the end of March and end of September 2013. Tranche one will consist of Ministry of Defence, HM Revenue and Customs, Department for Communities and Local Government, Foreign and Commonwealth Office, Department for International Development and Cabinet Office.

This work is important, but only by implementing and embedding the Civil Service Reform Plan actions across departments, and the Civil Service as a whole, will we have the momentum and credibility to further shape the future Civil Service.

Positive progress has already been made in implementing some of the specific commitments in the Reform Plan, including:

- **January 2013:** The **Commissioning Academy** was launched. It will arm the Civil Service with the right commissioning skills for the future. The first cohorts will start in April 2013.
- **December 2012:** Publication of **Permanent Secretary operational and commercial experience**, alongside **Permanent Secretary Objectives** (for the first time) as part of our commitment to improving transparency and accountability.
- **December 2012: Next Generation Shared Services Strategic Plan launched**, outlining how departments and arms-length bodies will share functions such as HR, procurement, finance and payroll to deliver potential savings of between £400 and £600 million a year.

- **November 2012:** Early publication of the Cross **Government Digital Strategy**, followed by the individual **Departmental Digital Strategies** in **December 2012** setting out how they will become ‘digital by default’ – saving up to £1.2 billion by 2015 by making everyday transactions digital.

How do you evaluate the progress of your reform programme?

- What performance indicators or measures are used?
- Who conducts the evaluation and how often?

Our governance structure assesses progress, reporting to the Minister for the Cabinet Office and Head of the Civil Service.

We have committed to publish a ‘one year on’ report to evaluate progress and assess whether the actions remain relevant to the challenges the Civil Service is facing. This work is being lead by the Civil Service Reform Team in Cabinet Office.

In addition to this, the Cabinet Office’s Major Projects Authority has assessed delivery of the Reform Plan plans and progress to date. Their recommendations and analysis have been carefully studied by the team, and are in the process of being implemented.

There has also been engagement with the Public Accounts Committee (PAC) and Public Administration Select Committee (PASC). We have submitted evidence to PASC’s inquiry into the Future of the Civil Service, aiding their process of external scrutiny.

### Appendix 3: EUPAN members' responses to thematic paper on "workforce planning as an enabler for change"

#### Austria

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>The Austrian Federal Public Administration conducts a 4-year medium-term workforce planning as well as an annual workforce planning at federal level.</p> <p>The medium-term workforce planning is in place since 2009, while the annual workforce planning has a very long history (since the foundation of the 2<sup>nd</sup> republic).</p> <ul style="list-style-type: none"> <li>▪ <u>Medium-term workforce planning:</u> <ul style="list-style-type: none"> <li>– Since 2009: 4-year medium-term expenditure framework (MTEF)</li> <li>– The MTEF lays down the ceilings of the budget as well as the maximum permissible number of Federal public employees for the next 4 years.</li> </ul> </li> <li>▪ <u>Annual workforce planning:</u> <ul style="list-style-type: none"> <li>– Staffing Plan lays down the maximum permissible number of Federal public employees for each financial year.</li> <li>– The Staffing Plan lays down the maximum staffing capacity available for any given financial year, both <ul style="list-style-type: none"> <li>• in terms of the number of the posts and</li> <li>• in terms of the quality of posts (salary brackets)</li> <li>• for each Federal Ministry/supreme body (the Federal President's Office, the Parliamentary Administration, the Constitutional Court, the Administrative Court, the Ombudsman Board and the Court of Auditors).</li> </ul> </li> </ul> </li> </ul>

<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>Yes, the workforce planning process is coordinated by DG III of the Federal Chancellery: Civil Service and Administrative Innovation, department "HR auditing and staffing plan". DG III lays down the maximum permissible number of employees for each ministry.</p> <p>In a further step each Federal Ministry conducts its own workforce planning at a far more detailed level.</p>

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

Each year DG III negotiates with each Federal Ministry in order to identify future workforce requirements and personnel shortages in the next few years. Based on this information and with regard to the political priority-setting some occupational groups or some political fields are excluded from workforce reductions which have been in place in the past years.

Government's consolidation plan regarding the workforce:

- From 2012 up to the end of 2014 a freezing of recruitment was adopted by the Council of Ministers, meaning that federal staff retiring in those years must not be replaced.
- For 2015 and 2016 only half of the retired staff will be replaced by new public employees (50% replacement rate).
- Exempted from this general rule concerning workforce reductions are: teaching staff, law enforcement, jurisdiction, labour inspection and financial police to ensure the government's emphasis on education, security and jurisdiction.

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

The local HR units inform their Federal Minister with regard to their personnel requirements in the near future (due to retirements, internal and external mobility, changes in the organisational strategy and organisational tasks according to the political priority-setting etc).

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

The Federal Ministries as well as DG III segment the Federal Public Administration according to occupational groups, levels of qualification, salary brackets and management levels (e.g. senior civil service).

Yes, each Federal Ministry identifies critical workforce segments by conducting analyses and forecasts (e.g. Ministry of Education, Arts and Culture: forecasts of the number of pupils in each school type, number of expected retirements etc).

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

Yes, DG III has access to a data warehouse (SAP) which collects data of the whole federal civil service at a very detailed level. But this data does not inform on issues such as recruitment, competency development, focused training, etc. Recruitment, competency development and focused training are done decentralized. However the Federal Academy of Public Administration provides tailored made training modules for public employees working in the different parts of the Federal Public Administration by evaluating the specific need twice a year.

What valuable lessons have you learned while conducting workforce planning?

- Identify and focus on the essential
- Good data quality in order to make right decisions (implementing HR auditing and periodical reports)
- Workforce planning needs to be linked to the organisation's strategy
- Allow mobility in order to deploy staff where needed
- Critical task review in regular intervals

## Belgium

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

Yes, we have been conducting workforce planning in a structured way since 2004.

Is the workforce planning process coordinated by a central ministry?

- If yes, does the central ministry specify a common framework / methodology?

Yes, the workforce planning is coordinated jointly by two federal departments: the Federal Public Service Personnel and Organisation and the Federal Public Service Budget. The two departments have defined a common methodology that gives rules to identify the required human resources and their costs.

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

- The methodology is applied by the different departments to have a transparent “As is situation” of their workforce. The instances involved in the process are : the President of the Board of the Federal Public Service, the concerned Minister, the Inspector of Finance in charge of the Department and a Task force composed by both the Minister for the Civil Service and the Minister of Budget.
- The gap between the current and the future is identified by the President of the Board of the Federal Public Service within the context of his strategic reflexion.
- It’s a double approach. Firstly the government defines the budget to finance the civil servants regarding the economical context. Secondly, the Presidents of the Board of the Public Services and their HR Directors define their needs with the help of their competence management system. Thirdly, the identified needs are compared to the available budget. Every year the departments are making their personnel plan that integrates the budget constraint and the competency needs. During the year, minimally every month, the departments monitor the evolution of their workforce looking at profiles, FTE’s, costs and compare this evolution with their needs as defined in their personnel plan. By means of this monitoring the heads of departments are able to adapt their decisions in link with the actualised situation. However the new decisions taken during the year have to respect the objectives of the plan, defined in FTE’s and costs.

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

The local HR unit prepares the "As is Situation" and several scenarios about the "To Be Situation". The Board of the Public Service evaluates the various scenarios in link with his strategy and takes the decision.

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

There is no centralised work done to segment the workforce. If some ministries segment their workforce, it is a local initiative.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

Yes, the FPS Personnel and Organisation collates workforce planning data from across the public service. The FPS Personnel and Organisation produces every month a report on the workforce that focuses on the evolution of FTE's, the total cost and the average cost, by department and by HR category. This report is communicated to the Government to analyse the impact of his HR policies.

What valuable lessons have you learned while conducting workforce planning?

The valuable lesson is the importance of a common methodology that allows following at the same time both FTE's and HR costs. If a government wants to conduct his workforce planning, he needs to monitor both parameters to evaluate the impact of his policies.

## Bulgaria

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

For the past 4 years or so we have been performing functional analyses and on the basis of these and the subsequent expert evaluation, decided on the size of the respective administrations. We have standards for the number of managerial positions - 15 per cent of the total size of the administration, of the state experts - 25% of all expert positions as well as obligatory ratios between the size of the general and specialized administration. At this stage we do not have workforce planning in the qualitative aspect – in terms of knowledge, skills and competencies needed.

As of 16 February 2013 we have a newly-developed methodology for human resource planning in the state administration.

Planning will be done based on the quantitative and qualitative analyses of human resources in relation with the achievement of the strategic objectives. For the development of HR plan we have the following newly created tools: Methodology for determining the number of staff (only suitable for application at the central level) Methodology for determining key positions; Methodology for creating a competency model; Methodology for the evaluation of competencies; Methodology for succession planning; Rules and procedures for flexible working conditions.

Our first priority will be to focus on the key positions.

The implementation of the human resources planning in the state administration in Bulgaria is now dependent on the enactment of the necessary amendments to the respective legal acts.

Is the workforce planning process coordinated by a central ministry?

- If yes, does the central ministry specify a common framework / methodology?

We envisage the planning to take place on two levels - centralized (within the entire state administration) and decentralized (within the separate administrations). Coordination will be done at the central level.

Planning will be carried out using the above-mentioned methodological framework.

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

It is envisaged that in the future human resources requirements will be based on the strategic objectives of administrative structures. The adequate number of people should be identified with the necessary profile for the successful completion of the goals.

The necessary steps are: 1) supply and demand analysis (determining the profile of the available human resources in the organization and the ones that are needed 2) GAP analysis – identification of the gap between supply and demand. 3) development of a plan for overcoming the shortage / surplus of the



necessary skills and competencies.

The process involves the HR units and the line managers with the approval of the senior management. Plans are made to improve the profile of employees, in order to reach the desired state which would guarantee the achievement of the strategic objectives. (eg. improving the competencies required through training). If impossible or economically inefficient, plans are made for recruitment and selection.

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

Workforce planning is closely linked to the organizational strategy. It is possible that the profiles of the employees who are best suited to achieve the goals are completely different from the ones that are currently available. The role of the HR units is to manage exactly this mismatch between the existing and the desired profiles.

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

It is envisaged, as already indicated, to segment the key positions. Later on the positions that are most difficult to fill will be segmented as well. In our methodology, succession planning is very closely related and linked to the key positions.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

In our methodology for workforce planning we envisage that all the data from the various administrative structures will be gathered and analysed by a central unit within the Council of Ministers. Based on this data a so called General Plan for HR will be developed for the whole state administration.

What valuable lessons have you learned while conducting workforce planning?

We have not yet applied the developed methodology for HR planning.

## Croatia

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

The obligation to adopt the annual civil service recruitment plan was stipulated for the first time by the 2005 Civil Service Act, the first civil service recruitment plans were adopted in 2006 and since then have regularly been adopted every year.

Is the workforce planning process coordinated by a central ministry?

- If yes, does the central ministry specify a common framework / methodology?

The Civil Service Act prescribes only the content of a civil service recruitment plan. The Ministry of Public Administration coordinates the process and consolidates the delivered proposals for state administration bodies, administrative and professional services and offices of the Croatian Government, the Ministry of Justice does the same for judicial bodies, and heads of other state bodies for those bodies.

Data collection and processing methods are decided upon independently by each body which develops a proposal of the plan or adopts it independently.

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

A civil service recruitment plan establishes the current situation regarding the filled work posts in a state body, the necessary number of civil servants to be employed permanently in the period for which the plan is adopted, the number of trainees (probationers) is planned as well as recruitment into the civil service for a definite period of time due to an increased volume of work. Furthermore, the number of posts filled by national minority members is established, and the recruitment of the necessary number of civil servants from the ranks of national minorities is planned in order to achieve their representation in line with the Constitutional Act on the Rights of National Minorities and the law governing the state administration system.

On the basis of collected recruitment plans which are prepared by HR units in all bodies, and after receiving the consent of the Ministry of Finance, the Ministry of Public Administration establishes the civil service recruitment plans for state administration bodies, administrative and professional services and offices of the Croatian Government, the Ministry of Justice does the same for judicial bodies, and heads of other state bodies for those bodies.

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

The development of annual work plans is an obligation of all state administration bodies, and their HR units (organisational units in charge of HR management and development) are responsible for developing their proposals.

The annual plan comprises objectives divided into business processes/activities/tasks to be performed within a state body, structured according to competent organisational units, and in accordance with the vision and mission of the respective body, and strategic documents of the body and of the Croatian Government for the following medium term.

E.g. one of the specific objectives of the Action Plan for the Implementation of the Civil Service Human Resource Development Strategy 2010-2013 is to improve recruitment planning and establish real needs for filling work posts with civil servants with relevant competencies. One of the main activities for implementing said objective is to connect recruitment planning with strategic and annual work plans of state bodies, and with the ordinances on internal order, the deadline for implementation being 31 December 2013.

HR units prepare proposals of civil service recruitment plans for their respective bodies in line with the Civil Service Act. In state bodies with under 50 staff, there are no HR units, but instead those tasks are performed by the Ministry of Public Administration for such bodies, unless stipulated differently by a special regulation.

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

A specific objective of the Action Plan for the Implementation of the Civil Service Human Resource Development Strategy 2010-2013 is to develop, plan and implement work post succession activities (transfer and takeover of tasks from one person to the next). Among the main activities for the implementation of this objective is the analysis of the current state of implementation of succession activities in work posts in state bodies, as well as the definition of goals, modes and conditions for implementing the succession procedure, the implementation deadline being 31 December 2013.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

No.

What valuable lessons have you learned while conducting workforce planning?

After years of experience in recruitment planning, one may conclude that the most efficient way would be for each state body to plan recruitment for itself, with prior consent of the Ministry of Finance and with the Ministry of Public Administration (central state administration body competent for civil service employment relations).

## Cyprus

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>Although a coherent/structured approach to workforce planning- defined as a tool for anticipating future developments, identifying gaps between current and future needs etc- is not applied as such, some aspects of workforce planning are conducted since the public service was established (see the following question)</p>

<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>The workforce planning process is mostly centralized with the involvement of the following authorities:</p> <p><b><u>Ministry of Finance</u></b></p> <p>With regards to the <b>annual level of employment in all civil service organizations</b> (Ministries/ Departments, Independent Services), it is <b>controlled centrally by the Ministry of Finance</b>, via the budgetary process. Specifically, the number of permanent posts (along with their level/grade and salary scale) and the number of casual staff/ staff with a contract of a fixed term duration <b>are set in the Annual Budget of the Republic of Cyprus</b> which is submitted <b>by the Ministry of Finance</b> to the Council of Ministers for approval and to the House of Representatives.</p> <p><b><u>Public Administration and Personnel Department</u></b></p> <p>In turn, the <b>Public Administration and Personnel Department (PAPD)</b> which is also subject to the Ministry of Finance and is the central body responsible for HR policy across the public service, is responsible for examining the requests/proposals submitted by the various Independent Services/ Ministries/ Departments etc to the Ministry of Finance for the <b>creation of new or additional posts, the abolition of posts etc</b> (providing all the relevant information/ justification), as follows:</p> <ul style="list-style-type: none"> <li>- Examination of the proposals by the PAPD either via a <b>detailed Organisation and Methods/ Staffing study</b> or via a <b>desk study</b></li> <li>- Discussion of preliminary findings with the Independent Service/ Ministry/ Department involved and submission, by the PAPD, of a specific proposal (eg. for the creation of new posts/ abolition of posts) to the Minister of Finance for approval</li> <li>- Discussion of findings in the framework of the appropriate Joint Staff Committee (which comprises of representatives from the employers' and employees' site), if deemed necessary</li> <li>- Submission of the Budget to the Council of Ministers for approval, by the Minister of Finance</li> <li>- Submission of a bill to the House of Representatives by the Minister of Finance, which is then discussed at the appropriate House of Representatives Committee</li> <li>- Approval of the Budget by the House of Representatives and enactment into a law (Budget Law), which is then published in the Official Gazette of the Republic.</li> </ul> <p>A similar procedure is followed for the approval of additional needs for staff with a contract of a fixed term duration (or the reduction in the number of this staff). The number of staff with a contract of a fixed term duration as well as the appropriate current expenditure is set in the Annual Budget.</p> <p>The Public Administration and Personnel Department is also responsible for the preparation of the <b>Schemes of Service (job descriptions) for each public service post</b> (belonging to Ministries/Departments/Services), i.e., the regulations which set out the general duties and</p>

responsibilities as well as the required qualifications of each post. More specifically, the draft version of a Scheme is prepared by the Public Administration and Personnel Department in cooperation with the competent authority (i.e., the Ministry where the post belongs to). It is then discussed within the framework of the relevant Joint Staff Subcommittee which is the official organ for consultation/negotiation between the Government as the official side and the Trade Union as the employers side. Following agreement between the two sides, the Schemes of Service are submitted to the Council of Ministers and finally the House of Representatives for final approval.

### **Public Service Commission**

Another central authority involved in workforce planning (even though it has no responsibility regarding the setting or controlling of the annual level of employment) is the **Public Service Commission (PSC), which is an Independent Body/ Constitutional Service** responsible amongst others, for the **appointments, confirmations of appointments, employment on the permanent establishment, promotions, transfers, secondments, retirements and resignations of all civil servants and for the exercise of disciplinary control over them, including dismissal or compulsory retirement.**

### **Individual Ministries/Departments/Services**

Aside from the workforce planning aspects described above which are managed centrally, each Ministry/Department/Service can internally utilize their staff according to the needs of the service and assign them to the various sections/divisions based on their knowledge and skills. Moreover, the following mobility tools/instruments are available to Ministries:

- (a) Utilization/management of interchangeable staff** (i.e., employees belonging to the categories of the General Administrative Staff and the General Clerical/Assistant Staff who may be posted or transferred between the various ministries, departments or services of the civil service)

The management of interchangeable staff which was previously a centralized responsibility belonging to the PAPD, **has recently been decentralized to the individual Ministries and Independent Services/Offices.** According to the above measure, the Permanent Secretaries of Ministries and the Directors of Independent Services/Offices can transfer their interchangeable employees anywhere within that particular Ministry/Independent Service within the same district, without the intervention of the PAPD.

- (b) Duty assignment for non-interchangeable employees** (i.e., employees belonging to the specific Ministry/Department/Service who cannot be posted or transferred between the various Ministries/Departments/Services-with the exception of secondment)

According to this recently introduced measure, the Permanent Secretaries of Ministries and the Directors of Independent Services/Offices have the authority to utilize their employees serving at entry level non-interchangeable posts for any needs that may arise in any department within that particular Ministry/Independent Service.

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

**Please refer to previous questions.** All civil service posts are set in the Annual Budget of the Republic of Cyprus following the process described in q.1. Moreover, the civil service system is such that does not allow for individual ministries to conduct workforce planning outside the parameters described in the previous questions

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

**Please refer previous questions.** It is also noted that there are no local HR units as such within Ministries/Departments/Services since HR is mostly a centralized function involving the Public Service Commission and the Public Administration and Personnel Department (PAPD).

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

Not in a formalized/systematic way.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

**Please refer to q.1.**

As mentioned in q. 1., the Public Service Commission, the Public Administration and Personnel Department (and also the Treasury which keeps central data with regards to the paid employees currently serving in civil service organizations) collect workforce planning data from across the public service. The PAPD is responsible for formulating the policies/strategies related to HR function, including recruitment, performance appraisal etc.

With regards to training, there is the Cyprus Academy of Public Administration (CAPA), which falls under the competence of PAPD, and is the main body responsible for designing and implementing training programs in the Cyprus civil service. At the same time, Learning Units have been established and operate in each civil service organization, in cooperation with the CAPA, as part of the strategy to render civil service organizations capable of becoming autonomous effective learning systems. More specifically, the Learning Units annually identify and prioritize the learning needs of their organization, and plan, design, implement and evaluate learning activities that meet those needs according to the priorities set.

What valuable lessons have you learned while conducting workforce planning?

With regards employment in the public service in general, it can be argued that nowadays it **is to a very large extent determined by the policies adopted by the government aiming to reduce budgetary spending/fiscal deficit**. For instance, in Cyprus for the past 3 years, there has been a hiring freeze policy for vacant first-entry and first-entry-and-promotion posts and for the employment of other categories of staff (contract of a fixed term duration, hourly-paid government staff), with very few exceptions. Also, based on a policy adopted by the government for abolishing permanent posts that become vacant (Council of Ministers' decision), a large number of posts have been abolished in recent years and the plan is for further reduction of employment in the public sector. Therefore, the decisions regarding workforce planning are often compromised as a result of the above constraints.

It will therefore become increasingly necessary to find tools/methods to utilize the existing staff in the civil service for current and future needs.

## Czech Republic

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>Unfortunately, the human resources in Czech public administration are being entirely decentralized and the workforce planning is up to each office. For example the Ministry of Interior introduced a freeze on hiring in 2010 and there is no workforce planning envisaged for the nearest future.</p>
<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>Since there is no Civil Servants Act in the Czech Republic, the HR policies in public administration are decentralized and every office chooses their own. Many of the HR experts see this as one of the sources of instability and high fluctuation in the Czech civil service.</p>
<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<p>Although there is a HR department at every ministry, their role is being somewhat marginalized. It is also due to the lack of special rules for the civil servants whose employment is being conducted by the Labour Code as in case of any other citizen.</p>
<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul>
<p>For example at the Ministry of Interior the HR department created a modern and viable HR strategy several years ago. However, until today it was still not approved by the minister. This also illustrates the role and the influence of the HR units in Czech public administration. Despite the declared necessity to find and keep the best employees, very much had been done to actually achieve it.</p>
<p>Do ministries segment their workforce?</p> <ul style="list-style-type: none"> <li>• If so, how do they segment their workforce?</li> <li>• Do they identify critical workforce segments?</li> <li>• Is there a succession planning process in place for critical workforce segments?</li> </ul>
<p>At this moment, the topic was covered and—unfortunately—there is nothing new to add.</p>
<p>Does a central ministry collate workforce planning data from across the public service?</p> <ul style="list-style-type: none"> <li>• If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?</li> </ul>
<p>The Ministry of Finance gathers all the data about the public sector employees but only in order to assess the costs of the human resources.</p>

## Denmark

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>If yes, how long have you been conducting workforce planning in a structured way?</li> <li>If no, do you plan to introduce it?</li> </ul>
<ul style="list-style-type: none"> <li>No, there is no generally applicable structured workforce planning system in place in the Danish state sector</li> <li>However, workforce planning may be conducted within specific areas such as the Defence</li> <li>Taking the Agency for the Modernisation of Public Administration (Ministry of Finance) as an example, a survey of existing competencies within the agency and need for competencies in the future is expected to be conducted during 2013. Whether this activity will lead to the design of a structured workforce planning system is too early to say.</li> </ul>

<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<ul style="list-style-type: none"> <li>No, cf. above</li> </ul>

<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>How are future workforce requirements decided? Who is involved in the process?</li> <li>How are gaps between the current and the future workforce identified?</li> <li>How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<ul style="list-style-type: none"> <li>There is no uniform, generally applicable method, cf. answer above</li> <li>Approaches which may be used by larger state sector workplaces may be to establish strategies for competence development and for recruitment</li> </ul>

<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>What role do local HR units have in the workforce planning process?</li> </ul>
<ul style="list-style-type: none"> <li>Again, it may vary from ministry to ministry how workforce planning, if such system is in place, is organised</li> <li>HR units, whether they are shared service centres or a local unit, would normally have a central role in driving such process forward</li> </ul>

<p>Do ministries segment their workforce?</p> <ul style="list-style-type: none"> <li>If so, how do they segment their workforce?</li> <li>Do they identify critical workforce segments?</li> <li>Is there a succession planning process in place for critical workforce segments?</li> </ul>
<ul style="list-style-type: none"> <li>No, not as a general rule.</li> <li>Though certain larger state institutions, such as the Tax authorities, may to a certain extent segment their workforce, e.g. in education levels and types</li> <li>Succession planning process may apply on the individual workplace, depending on the specific needs</li> </ul>



Does a central ministry collate workforce planning data from across the public service?
<ul style="list-style-type: none"> <li>• If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?</li> </ul>
<ul style="list-style-type: none"> <li>• No, cf. above answers and also related to the fact that in the Danish state sector, the general rule for recruitment of an employee to a vacant position is a open, position based system (in contrast to a career based system)</li> </ul>
What valuable lessons have you learned while conducting workforce planning?
<ul style="list-style-type: none"> <li>• No data on this, cf. above answers</li> </ul>

## European Commission

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

Yes, the European Commission conducts workforce planning for at least two decades.

Is the workforce planning process coordinated by a central ministry?

- If yes, does the central ministry specify a common framework / methodology?

Yes, it is coordinated by the central HR service on the basis of a common framework and methodology.

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

Future workforce requirements are decided on the basis of a combination of the mechanical (exit behaviour) and steered (changing political priorities) evolution of staff and its competencies.

The strategies to bridge the gap encapsulate mainly 'recruitment', 'internal mobility' and 'learning&development'.

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

The central HR service translates the political agenda into general HR activities (which go for all staff).

The local HR units are the indispensable link between on the one hand the central HR service and on the other hand the respective business units. The local HR units cater for more specialist needs of staff and management of business units.

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

Yes, DGs do segment their workforce and certain critical workforce segments are identified.

The Commission conducts succession planning for all staff

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

Yes, the central HR service (DG HR) bases its workforce planning on an integral and representative data warehouse for personnel

What valuable lessons have you learned while conducting workforce planning?

One of the most valuable lessons learned is that reinforcing coordination and working together across DGs and Services is expected to bring most added value to the process of workforce planning in the Commission today.

## Estonia

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>No, we are not conducting workforce planning nor plan to introduce it on the central level. We plan to provide better overview and analysis of the composition of the workforce of the civil service, which facilitates workforce planning on the organizational level.</p>
<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>No, the workforce planning process is not coordinated by a central ministry. We plan to train human resource managers and provide them practical tools on workforce planning, but the procedure is not mandatory nor regulated by the law.</p>
<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<p>We are not conducting central workforce planning. Organizations plan their own workforce and the main central limitation is the state budget.</p>
<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul>
<p>On the organizational level, the HR units have the main role in linking workforce planning to the organization's strategy. HR units should distribute the information and the knowledge to the managers in the process of elaborating organizational strategy.</p>
<p>Do ministries segment their workforce?</p> <ul style="list-style-type: none"> <li>• If so, how do they segment their workforce?</li> <li>• Do they identify critical workforce segments?</li> <li>• Is there a succession planning process in place for critical workforce segments?</li> </ul>
<p>Few ministries segment their workforce by implementing the position-evaluation system and talent-management system. For "key-employees" some additional benefits, such as special training programmes, flexible working hours and tele-work etc are provided.</p>
<p>Does a central ministry collate workforce planning data from across the public service?</p> <ul style="list-style-type: none"> <li>• If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?</li> </ul>
<p>The Ministry of Finance collates the data across the public service, but its limited (i.e. it doesn't include the information about competency development) and helps to give an overview of but not to make exact plans of the human resources.</p>
<p>What valuable lessons have you learned while conducting workforce planning?</p>
<p>Due to the constantly changing circumstances, it is very difficult to plan something for longer period than 2 years.</p>

## Finland

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

In Finland we do not currently conduct workforce planning and we have not done it in this kind of structured way that you mean in this questionnaire. That is the reason why I do not answer to other questions.

In Finland we had anticipated need for state sector reform due to ageing population. We had Productivity Programme, Personnel downsizing (2003-2011/2015). During 2007 – 2010 the number of state employees has diminished by 8-9 %.

Now we have Emphasis on Policy Effectiveness and Balanced Performance Assessment (2011-2015.) Drafting of Policy Effectiveness and Performance Programmes for administrative branches. The content of the programme is:

1. Core Function Analyses of tasks with a view to prioritise
2. Programmes for People Development in
3. connection with 1 and 2 and broadly for all state agencies.

In Core Function Analyses we have bottom-up approach. We try to figure out which current tasks can be eliminated or handled in a way that requires less input from the Agencies or Ministries? Or; how to make more with less? We have had 4 000 proposals from the personnel, 700 completed proposals from Agencies to Ministries (12) for consideration.

We also have Reform of the central government of Finland at this moment.

One of the goals in this reform is that if the ministries would be reformed to form one genuinely uniform entity by making it structurally, resource-wise and process-wise a single joint organisation, instead of administratively separate ministries, it would also make possible a better mobility of both personnel and financial resources to implement the Government's priorities. It would also help joining together the support functions and thus achieve productivity and quality gains.

## France

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"><li>• If yes, how long have you been conducting workforce planning in a structured way?</li><li>• If no, do you plan to introduce it?</li></ul>
<p>Yes, in a structured way since 2006, through the annual “HR workforce planning conferences” (see below).</p> <p>Before 2006, the Public Employment Observatory (created in 2000) was in charge of the headcount of public employees (according to a budgetary approach only).</p> <p>The new approach in place since 2006 focuses on job occupation and missions rather than on budgetary costs only.</p>

<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"><li>• If yes, does the central ministry specify a common framework / methodology?</li></ul>
<p>Yes, it is coordinated by the Directorate General for Administration and the Civil Service (DGAFP), within the Ministry for State Reform, Devolution and the Civil Service.</p> <p>The Minister responsible for the Civil Service as well as the DGAFP define the HR policies every year, which are the priorities for the Civil Service.</p> <p>The methodology is as follows: Once a year, the DGAFP organises the “HR workforce planning conferences”. For two months, the Director General for Administration and the Civil Service meets Secretaries General and HR Directors of all French ministries, one by one. On this occasion, HR directors of the ministries present their workforce planning strategy and how they aim to meet the overall HR objectives set by the DGAFP and the Minister responsible for the civil service to the DGAFP.</p> <p>These conferences are also an opportunity to identify good practices in certain ministries and share them with all others ministries (a guide is published every year after the conferences to share these good practices).</p>

<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"><li>• How are future workforce requirements decided? Who is involved in the process?</li><li>• How are gaps between the current and the future workforce identified?</li><li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li></ul>
<p>Overall workforce planning decisions depend on the budget. The government, in close cooperation with the Directorate of the Budget (within the Ministry of Finance), looks over the ministries’ missions. Then it identifies the missions, which are a priority, and the amount of workforce they will require.</p> <p>Given the current economic context, the overall objective of ministries is to reduce expenses and staff (only areas of education, police and justice will be allowed to increase the number of their staff). For example, certain ministries must decrease their expenses by 2,5 %. N.B.: this overall objective allows however certain adjustments: not all missions of a ministry will uniformly be impacted by this 2,5 %</p>

decrease. Some will be more impacted, and some will be less impacted. It is even possible to increase the funds allocated to a priority mission, but in this case, other missions will even more suffer from budgetary cuts, in order to respect the overall objective.

Once ministries know their budgetary objectives, they must suggest departments, units, or missions, in and of which budgetary cuts can be made. The relevance of these suggestions are then verified by the Directorate of the Budget, and validated.

Ministries then assign/appoint a certain number of staff to their different missions. They look at: the headcount of their staff at present, the way in which their employees will age, how many of them will probably leave the organisation, etc. (basically they estimate the “natural movement” of their staff for the next three years).

The “natural movement” is not sufficient to meet overall objectives of staff reduction. In order to fill the gap between reality and objectives, ministries are building “Workforce planning action plans” according to a common methodology. A guide describing this methodology was published by the DGAFP in 2007. These action plans organise different types of HR measures: staff reduction, professional and geographical mobility, vocational training, etc., in order to fill gaps between the current workforce and future workforce.

How is workforce planning linked to the organization’s strategy?

- What role do local HR units have in the workforce planning process?

The overall workforce planning strategy is defined by the government (Premier Ministre). The DGAFP must build HR strategies and HR processes, which will support the implementation of the overall strategy. Local HR units (i.e. HR units within ministries) are involved in the process.

Each year, the Minister responsible for the Civil Service states the priorities of HR policies. According to this framework, the DGAFP and the HR units make reciprocal commitments for the implementation of these priorities.

Then, during the “HR workforce planning conferences”, HR units of ministries present their HR strategy and HR policy to the DGAFP, according to the overall framework.

Moreover, these conferences can also be an opportunity for the HR units to alert the DGAFP about problems they are facing, for example during the implementation of a new policy, which has not been explained sufficiently.

In addition, “HR platforms” have been established in each region in order to drive inter-ministerial HR strategy at local level (i.e. they draft inter-ministerial workforce planning action plans at local level).

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

Ministries’ workforce is segmented :

- by MPA (Mission Programme Action), i.e. a set of budgetary funds allocated to one or more departments of one or more ministries, which are dedicated to the implementation of specific actions.

These actions are associated with precise objectives and an evaluation (quantitative segmentation);

- by employment categories (quantitative segmentation);
- by corps (specific statute) and grades (rank within this specific statute) (quantitative segmentation);
- by area/domain of work and competencies, i.e. a less precise than job occupation (qualitative segmentation).

“Workforce planning action plans” (mentioned above), which are organised by area/domain of work and competencies, and not only by budgetary aspects, allow ministries to identify critical workforce segments. Certain domains of competencies are to be removed, certain need to be developed, certain have to be protected.

All HR Information Systems of ministries still do not integrate enough qualitative information (about area/domain of work and competencies, for example). As a consequence, it is not yet possible for all ministries to identify certain critical workforce segments accurately.

Concerning the succession planning process, work is in progress on the topic managing active ageing, i.e. how to find valuable paths at the end of one’s career, how knowledge should not be lost, etc. Ministries also define vocational training plans in accordance to their objectives. Most of the time, professional training allow public employees to evolve in their jobs and functions, but are not sufficient to allow a complete change of job occupation.

Certain domains of work and competencies, as well as certain geographical areas are understaffed, while others are overstaffed. A work is in progress on the drawing power of missions and territories and a report containing recommendations on this matter will be drafted. These recommendations should suggest means to fill the aforementioned gaps.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

Ministries do not communicate their completed and detailed workforce planning data (quantitative approach) during the “HR workforce planning conferences” to the DGAFP. These conferences focus rather on qualitative aspects of workforce planning.

This data is, however, available for the Directorate of Budget.

Yes, the data held by ministries include information on issues such as recruitment and vocational training.

What valuable lessons have you learned while conducting workforce planning?

HR Information Systems must contain more information about job occupation, area of competencies (qualitative approach). A new system is currently being built to address this challenge.



## Italy

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

Public administration offices in charge of human resources management have to conduct workforce planning in order to guarantee the better management of the office institutional activity. Furthermore, the Department for Public Administration is in charge of promoting the initiatives concerning reforms in the public administration in the direction of efficiency, effectiveness and costs control. The Department, therefore, provides with the orientation concerning human resources management in the public sector with the aim to overtake the administrative formal model and to adopt measures that could make the administration and public managers more responsible for HR management.

In particular, the DFP provides with general guidelines in the public sector about work and offices organization, human resources management, recruitment, mobility and results assessment.

Is the workforce planning process coordinated by a central ministry?

- If yes, does the central ministry specify a common framework / methodology?

The workforce planning is conducted by the single administrations, although the DPA provides them with general orientation on that subject. The DPA has adopted several actions: the protocol with the Universities, aimed to improve the training system for the access to the public sector; the directive on training aimed to improve quality and efficacy in this sector; the establishment of an observatory for Human resources management in the public sector, monitoring of the Minister's directives concerning administrative activity and public management for the year 2012.

The DPA provides with indications about methodology for the rational workforce planning through its directives and advices, in collaboration with the State General Accounting Department, *Ministry of Economy and Finance*.

The clarifications and the orientation provided aim to make the public administration an excellent employer, able to make analysis of competences, handle with training issues, guarantee the training and the involvement of the workforce, also thanks to an effective internal communication, the elaboration of performance evaluation systems and motivating wage systems.

In such a context, the DPA provides support to the administrations in conducting workforce planning.

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

As previously said, the workforce planning is conducted by the single administrations. The theme of resources planning, their development in the organization and the methodologies to manage them, is treated by the public administration according to logics and mechanisms such as the budgeting and the control similar to the ones used by the private sector. The administrations identify the workforce needs on the basis of the requirements of public managers responsible of each administrative organization, responding in a coherent way to the mission and the institutional targets.

In particular, according to the law in force, every administration has to adopt the three year planning document concerning the workforce necessities needed to guarantee the implementation of the

institutional functions. The workforce, in this case is considered both in quantitative and quality terms. The administrations have to look after/take care of/the optimal distribution of the human resources through the coordination of the mobility process and the workforce recruitment.

The workforce needs are identified, in the limit of the positions available in the organization and according to the recruitment rules in force in that administration. It is also considered that the workforce in-service could not be sufficient for the institutional activity of that body.

Actually, there are several measures for the reduction of the public expenses that imply also the limitation of the indeterminate employment. As direct consequence, the administrations not always manage to cope with their workforce needs.

The unblock of the recruitment is foreseen for the year 2016. This will have inevitable effects on the workforce planning.

Waiting for passing such limitations, in order to guarantee the implementation of the institutional functions, the administrations can use methods such as the human resources mobility that consists essentially in the transfer of the employee's contract from an employer to another one.

**How is workforce planning linked to the organization's strategy?**

- What role do local HR units have in the workforce planning process?

The workforce planning is one of the strategic targets of each administration. Every administration has an office that is in charge for the human resources management. As previously said, the manager of each organizational unit is the main responsible for the identification of the quantitative and qualitative employers' needs.

**Do ministries segment their workforce?**

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

Every administration has an office that is competent in HR management that, according to the competences, provides for the predisposition of documents concerning the HR's needs. This is then reported to the administration in its complex.

The critical situation concerns the recruitment of new workforce due to the compression of the recruitment faculty as foreseen in the rules currently in force. This critical situation concerns mainly the recruitment of high qualified human resources. In order to cope with such a situation, often the administrations proceed to internal training and requalification of their workforce.

**Does a central ministry collate workforce planning data from across the public service?**

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

It does not exist a central ministry that collates workforce planning data from across the public service.

The Department for Public administration, together with the State General Accounting Department, Ministry of Economy and Finance, prepares the models to authorize the recruitment and to authorize the HR hiring in the central public administrations.

Furthermore, there is the annual workforce account, made by the State General Accounting Department, Ministry of Economy and Finance, that includes data related to the management and expenses for the human resources. Such a tool represents a valid support to the Government activity, in particular, for the orientation policy and for monitoring of public employees expenses.

#### What valuable lessons have you learned while conducting workforce planning?

The experience acquired while conducting workforce planning suggests that, in order to quantify the resources necessary for the institutional activity, it is important to evaluate accurately the administration needs, to consider a multiplicity of factors and, mainly to plan. It is possible to establish the number of persons that are necessary just after having assessed the necessities of the final users, in terms of output and outcome of the public service provided and to consider the time that is necessary to implement the planned activities

## Latvia

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>Within economic austerity there were taken few initiatives in the central level, for example, maximum amount of the workforce was set by the Ministry of Finance; common guidelines were developed to make effective structure of the institution, incl. setting optimal size of units, reduction of deputy-heads posts, providing benchmarks for support functions.</p> <p>To conduct workforce planning in a structured way the latest activities are more related to processes' management – new performance management system was implemented (analysis of competencies, talent management in the future); job analysis system that is supported by the quality management system is in the test phase (definition of processes, analysis of time spent for each of them, workforce planning based on the measurements).</p>
<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>The State Chancellery develops initiatives mentioned above in the central level; each institution is responsible for the implementation.</p>
<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<p>Institutions do analysis of job rotation and vacancies; pretty often it is a reaction to real situation rather than proactive activities. Due to austerity measures and limitations of budgets the process was left behind; institutions start to re-introduce workforce planning, incl. development of HR strategies, analysis of competencies, job rotations.</p>
<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul>
<p>Heads of the institutions, line managers and HR units are involved in workforce planning. New performance management system and job analysis system will favour in workforce planning and linking it with the strategies.</p>
<p>Do ministries segment their workforce?</p> <ul style="list-style-type: none"> <li>• If so, how do they segment their workforce?</li> <li>• Do they identify critical workforce segments?</li> <li>• Is there a succession planning process in place for critical workforce segments?</li> </ul>
<p>There are identified main groups in the central level to provide extra measures:</p> <ul style="list-style-type: none"> <li>- Top level civil servants;</li> <li>- Civil servants – entrants.</li> </ul>

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

Regarding competency development and focused training the State Chancellery is introducing performance management system and job analysis system; in the next phase the analysis will be carried out. Based on the data more precise training will be offered by the School of Public Administration, for example, training module for senior managers, civil servants - entrants.

Within next years it is planned to standardize and provide professional support in selection process; centralized support in workforce planning could be an issue to offer.

What valuable lessons have you learned while conducting workforce planning?

The State Chancellery has started to introduce a qualitative approach to workforce planning rather than focusing on quantitative measures taken within the austerity period. The latter was followed by a distrust and resistance from the institutions as the rules of the game not always were clear (very often set by the government as a linear approach to workforce cuts). Introduction of processes' management requires more communication and explanatory work to have a common vision and diminish resistance.

## Lithuania

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>Since 2002 Lithuanian Civil Service has been conducting workforce planning procedure - approval of the maximum permitted number of positions of public servants and of employees who work under employment contracts at the appropriate State and municipal institutions and agencies.</p> <p>The Law on Civil Service determines persons authorized to approve this number at the appropriate State and municipal institutions and agencies. In this way the size and composition of the Lithuanian civil service workforce and its deployment across the organisations is planned. The maximum permitted number of positions of public servants and of employees, who work under employment contracts and receive remuneration from the state budget and state monetary fund's shall be approved: 1) <b>by the Board of the Seimas</b> – in the Office of the Seimas and institutions accountable to the Seimas; 2) <b>by the President of the Republic</b> or his authorised person – in the Office of the President of the Republic and institutions accountable to the President of the Republic; 3) <b>by the Government</b> – in the Government's Office, ministries, Government's agencies and Government's Representatives Offices and total maximum permitted number of positions for each ministry with its accountable institutions; 4) <b>by ministers</b> – for every accountable institution. The maximum permitted number of positions of public servants and of employees, who work under employment contracts and receive remuneration from the municipal budget, at municipal institutions and agencies shall be approved by the municipal council.</p>
<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>The workforce planning process is coordinated by the Ministry of the Interior and the Civil Service Department (Lithuanian Government's agency) which are jointly in charge of civil service general management functions. Considering the approved maximum permitted number of positions of public servants and of employees, the Civil Service Department every month values quantitative change of approved and engaged public servants positions according to data of the Civil Servants Register.</p>
<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<p>According to Law on Civil Service the future workforce requirements are decided by the heads of state (or municipal) institutions, which approve the job descriptions and lists of positions of public servants at state and municipal institutions. All positions of public servants are described at the State and municipal institutions and agencies in accordance with the Methodology for Job Description and Evaluation of Public Servants approved by the Government. The job description of a position shall specify the category and grade of an appropriate position, special requirements for a public servant in this position, the functions assigned to this position.</p>

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

According to normative framework including internal regulations, the local HR units are participating in the organisation's workforce planning process. It includes all managed movement into organisation – recruitment, promotion, training, secondment, mobility, retention. It involves the identification of quantitative workforce turnover's or organisational development's needs related to job vacancies, the testing of qualitative workforce composition and size due to horizontal and vertical workforce mobility, the measuring of current workforce supply and demand needs and the asking of the Civil Service Department to announce a competition for a large entry into free positions informing on the competencies necessary to pursue organisational objectives.

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

Ministries identify critical workforce segments - workforce turnover's needs (related to old-age pensioners, pregnant public servants, all job vacancies due to mobility) or workforce development's needs to pursue new organisational objectives. After the full account the ministers make a decision - to redeploy workforce across accountable institutions or to ask the Civil Service Department to announce the competition for a large entry into free positions and inform on the competencies necessary.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

Considering a new reform in HR selection/recruitment procedure, entering into force since 1 June 2013, the Civil Service Department will collate workforce data from across the public service because of its new functions related to analysis of the HR needs, to test general and leadership competencies of applicants, to move a methodological guideline about workforce needs in the Lithuanian Civil Service.

Also currently the Civil Service Department is conducting on designing the HRM competencies based model in Lithuanian Civil Service. All public servants competencies necessary for public interest will be codified and approved. It is planned that since 2014 HRM key fields such as - recruitment, career planning, performance appraisal procedure and training will be focused on public servants competencies based model.

What valuable lessons have you learned while conducting workforce planning?

1. Workforce planning offers managers (heads of institutions) the opportunity to introduce more radical reforms at the crisis conditions and limited resources, including organisational structural change, cutback and redeployment.
2. Workforce planning helps organisations to identify gaps between the current workforce and what will be required in future and enables managers to impact on organizational strategy and Government objectives.

## Netherlands

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>Yes.</p> <p>We started to develop a common model for central public administration in 2011, together with experts of all Ministries and a scientific expert. The Ministries and executive bodies started to conduct workforce planning for their own organisation in 2012.</p> <p>The Ministry of the Interior and Kingdom Relations (DG for central public administration) has made a general forecast for the workforce of the whole central government until 2020.</p>

<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>Yes, workforce planning is coordinated by the Ministry of the Interior and Kingdom Relations but the ministries are responsible for the implementation within their own organisation.</p> <p>We developed a methodology which we all use as a standard for workforce planning within the central public administration.</p>

<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<p>The big challenge for the main part of the ministries is to define a vision/strategy of which they can distract concrete future workforce requirements. Management and HR is involved.</p> <p>In 2013, the ministries elaborate their own gap-analyses. Overall gap-analyses will follow based upon these gap-analyses of the ministries.</p> <p>Strategies to close gaps will be created after the gap-analyses. On executive level, organisations have already taken measures to anticipate on the gaps.</p> <p>Based on the forecast of workforce and labour market developments for the future, the Ministry of Interior developed in 2012 a HR strategy 2020 for central public administration. Directors HR and experts of all Ministries and big executive organisations, strategy units of the Ministries and the Secretary- Generals of all Ministries were involved in the process. Mid 2013, the Minister for central public administration will sent the HR strategy 2020 to the Parliament, together with the reform agenda for central public administration.</p>

<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul>
<p>We are in the middle of the process to make workforce planning a management instrument instead of a HR-instrument.</p> <p>Management is responsible and HR is the facilitator and has to extend the knowledge about this subject.</p>



Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

Yes, the workforce is segmented in age, gender, function families, pay scale and region.

Some of the organisations do.

Succession planning is rarely present as the Netherlands has a position based recruitment system. (A pool of) Potentials for specific positions can be indicated, but in principle each position is open to all qualified candidates.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

Our ministry makes analyses for the whole central public service bases upon available data.

Our Strategic HR policy 2020 for central public administration is also based on those analysis. Currently we are developing the Labour market strategy 2020 for the central public administration which will offer a more specific strategy on recruitment and competency needed.

When we have access to all workforce plans we'll also make analyses based on these plans.

What valuable lessons have you learned while conducting workforce planning?

- Top management must be the owner of this subject and be the most important stakeholder.
- Top management needs to be able to focus on long term developments and not only on short term (political) issues. Involving strategy units for the policy areas in the process can help to make the management aware of changes needed in the organisation and in the workforce. The dialogue between strategy units, (top)management and HR-experts is not always easy but necessary.
- Often workforce planning starts up as a project but need to be integrated as a process (planning-control cycles)
- Reliable data (over a longer period) is a must for good analyses (involvement of IT)
- Workforce planning contains information on quantity, quality, costs and relations and the coherence between these aspects.

In position based systems, planning can be a misleading word. It's better to speak about forecasting, knowing that it will be never like you think it will be. But the process of conducting workforce plans helps management (and HR) to focus regularly on future challenges and to anticipate on those challenges as good as possible.

## Norway

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>Workforce planning is carried out to a certain degree in the Civil Service, but with various methods and approaches in the different ministries and agencies.</p> <p>The present framework was established in the mid 1990ies. Up to this time, all new positions had to be approved by the Parliament.</p> <p>There is currently no plans to change the system.</p>
<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>There is no such coordination nor common methodology, but all hiring of staff must be within the limits of the budget grant.</p>
<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<p>These functions are conducted in different ways within the different ministries, but it is common to set staff limits for each department.</p>
<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul>
<p>These processes take place in different ways. Linking workforce planning to strategy takes place in different ways, most often with involvement from local HR units.</p>
<p>Do ministries segment their workforce?</p> <ul style="list-style-type: none"> <li>• If so, how do they segment their workforce?</li> <li>• Do they identify critical workforce segments?</li> <li>• Is there a succession planning process in place for critical workforce segments?</li> </ul>
<p>The ministry of Government Administration, Reform and Church Affairs have no systematic information on procedures in these matters, but we suppose that the practice and formalisation is varying between ministries.</p>
<p>Does a central ministry collate workforce planning data from across the public service?</p> <ul style="list-style-type: none"> <li>• If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?</li> </ul>
<p>The ministry of Government Administration, Reform and Church Affairs collects statistics on all civil servants annually, and planning data to some degree from the other ministries, before the central pay negotiations start. The purpose of collecting statistics is mainly to support pay negotiations between the Ministry and local employers on one side and the trade unions, on different levels of government, on the other side.</p>

## Poland

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>According to the final draft of the Public Governance Review of Poland (OCED), Poland's current workforce planning is not well advanced. There are tools for modernizing the management of the public workforce, such as the new job evaluation and remuneration systems as well as mechanisms for forward-looking planning to ensure adequate workforce available to deliver high quality services - training system including training policy in the civil service may act as an example. All those elements of workforce planning, more or less modified, have existed since the first act of civil service law implementation (after the fall of communism in Poland) in 1996.</p> <p>Last year the Head of Civil Service approved standards of the human resources management in the civil service. Standards, issued in a form of the ordinance of the Head of Civil Service, were determined, <i>inter alia</i>, to ensure the most effective organization of the human resources management in the office, to effectively support the mission and goals of the office and contribute to raising the level of satisfaction of employees of the office. Directors general of the government administration offices are obliged to implement the standards in the area of organization of the human resources management, recruitment and introduction to work (induction), motivation, development and training etc. in provided by law timeframe, but not later than in one year since the standards entered into force. This process is coordinated and supervised centrally, by the Head of Civil Service. Furthermore in the nearest future the Head of the Civil Service plans to introduce measures on workload assessment, which are intended to increase the effectiveness of employment.</p> <p>It is worth mentioning that currently, competency management model starts playing important role in the Polish government administration offices. Although the implementation of the framework is not coordinated centrally (Poland has not introduced central competency management model yet) - it used to be the bottom-up approach to implement it - thanks to the EU funded projects previously carried out by the Civil Service Department. For the next three years the Civil Service Department is going to implement the project on <i>"Processes, objectives and competences – integrated management in the office"</i>, directed to approx. 170 offices, employing more than 50 employees (out of approx. 225 offices) and dedicated specifically to the increase of quality in the government administration offices through the implementation or improvement of: (1) process approach, (2) management by objectives (MBO) and (3) management by competence. The above mentioned activities are to be completed by the end of 2015.</p> <p>According to the newly approved government-wide strategy "Efficient State 2020", the increased role of a proper planning and the use of human resources in Poland is expected in the nearest future. As one out of 9 Integrated Strategies (more about long- and midterm Polish strategic documents might be found in response to the questionnaire <i>'Sustainable reform within Public Administration'</i>), focuses in its objectives, <i>inter alia</i>, on improvement of institutional performance of the state. It is to be achieved by optimization of the organizational structures of the government administration (including reviewing, evaluating and organizing the competence of individual ministers, eliminating the overlapping competences) and by efficient and functional public administration offices (achieved, <i>inter alia</i>, by effective human resources management: improving the human resources quality and raising standards of recruitment based on the requirements of competence etc.).</p> <p>The authors of the "Efficient State 2020" have underlined the need for effective management of the experienced people over the age of 50. As an ageing workforce implies a loss of capacity and a loss of competencies, the workforce planning could be one of the strategies to anticipate this potential loss. The civil service, as well as the other segments of the labour market in Poland, is also being affected by the demographic change and people over the age of 50 are more numerous group in the civil service (in 2011 - 29.7%, in 2010 - 28.3%, in 2009 - 26.9%).</p>

<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>HR management is a highly decentralised process in Poland. The key role in HR management, including some elements of workforce planning, at a given office is played by Director General, who, <i>inter alia</i>, performs activities envisaged under labour law in relation to persons employed in the office and implements the staffing policy.</p> <p>A central organ of government administration, competent in civil service issues is the Head of Civil Service, subordinated directly to the Prime Minister. The service to the Head of Civil Service is provided by the Chancellery of the Prime Minister (in particular by the Department of the Civil Service and the Legal Department – organisational units within the structure of the Chancellery). According to the Civil Service Act, the Head of Civil Service is obliged, <i>inter alia</i>, to administer the process of staff management in the civil service and to plan, organize and supervise central trainings for the civil service (the training system includes: central training regarding priorities particular to members of the civil service; general training, regarding fundamental skills needed to perform civil service tasks, specialist training, covering issues related to the employee's specific office and trainings under individual professional development programmes. General training, specialist training and trainings under individual professional development programmes are planned, organized and supervised by the Director General of the office).</p> <p>Additionally the Head of Civil Service supervises Poland's National School of Public Administration - a primary tool for developing competencies in the civil service. To ensure that its courses are meeting the needs of the civil service, the School periodically queries ministries to determine current areas of interest and tailor their curriculum accordingly. The school is developing a variety of different HR tools and trainings on such topics as job descriptions and performance appraisals, representing a shift from academic classes to targeted skills training.</p> <p>The Head of Civil Service supported by the Civil Service Department gives guidance to government offices helping them to manage human resources in a proper manner. As a result of the currently binding Act on Civil Service, the Head of Civil Service was obliged to elaborate the <i>Strategy of Human Resources Management in the Civil Service</i>. This draft Strategy contains, <i>inter alia</i>, main priorities and directions of activities, system of realization, the way of monitoring and the assessment of achievement of the objectives as well as financial framework. The strategy (which will be a part of a broader, government-wide strategy "Efficient State 2020", already approved) will support the managing of the civil service in a more strategic manner in a long-term perspective (up to 2020). According to this strategic document, the Head of Civil Service will centrally support government administration offices (DGs) in improving management, particularly in the area of HRM, knowledge management, process management, quality management etc. and develop a proposal for solutions in the area of building the competency model in the civil service. Although not adopted yet, some of the actions included in its draft Strategy for HRM are already implemented. In 2012 the Head of Civil Service issued the „HRM Standards in the Civil Service“ based on best, national and foreign practices, in order to increase the coherence of personnel policy pursued in government administration offices. Additionally, the offices are provided with assistance in implementing the standards and encouraged to share good practices. This is a response to a problem of incoherence in the HRM area, diagnosed in the strategy and resulting indirectly from the high level decentralization of the Polish civil service.</p> <p>Nevertheless it is important to note that there has been a significant delay in adopting the draft <i>Strategy for Human Resource Management in the Civil Service</i> by the government, elaborated with assistance of the experts in management and representatives of academia (the first was to be adopted government-wide "Efficient State 2020" and next the Strategy for HRM as a part of the broader one). As a result, for a longer period of time there has been no formal document that gives Polish officials directions on HRM issues. As long as the HRM Strategy remains a draft, they find it difficult to plan and justify further reforms. Individual ministries were developing human resource programmes from the bottom up, without an overarching strategic direction. The best example are competency management</p>

frameworks implemented only by the several offices of central and regional government administration (pilot projects).

The situation is expected to be changed in the nearest couple of weeks, as the government has approved the government-wide “Efficient State 2020”.

As regards concrete methodologies, used to plan the workforce in the civil service in Poland, three practices could be mentioned:

- (1) Civil servants’ appointment ceiling – the civil service corps in Poland consists of: the civil servants – about 6% (employed on the basis of nomination) and the civil service employees – about 94% (employed on the basis of employment contract). Due to financial differences between these two statuses (a civil servant’ remuneration includes a civil service bonus based on the service rank held), civil servants’ appointment ceiling for the given budget year and financial resources for remuneration shall be determined in the Budget Law. The Council of Ministers shall determine each year a three-year plan of Civil Servants’ appointments’ ceiling and submit it to the Sejm (the Lower Chamber of Parliament) for information along with the draft of the Budget Law) in accordance with the Civil Service Act. This ceiling is the subject of every year discussion between the Minister of Finance and the Head of Civil Service interested in increasing the number of professionals in the civil service. An increase of the professionalism of the civil service corps, understood also as the increase of numbers of the civil servants in the civil service corps, is one out of two detailed goals of the draft *Strategy of Human Resources Management in the Civil Service*.
- (2) A division of the resources available within the specific reserve for organizational changes and the new tasks between state budget units applying for additional financial resources. This reserve is created in the budget for each year, on the basis of *Act on wages in the public sector and amending certain acts*. It is designed for the state budgetary units in particular for the possible implementation of new tasks, increasing the range of tasks performed, the creation of new organizational units during the year, and assigned for remuneration of new employees in those units. The interested units apply for additional resources justifying their needs. The Allocation of the provision among the state budgetary units is made by the Council of Ministers that takes the decision basing on the recommendation issued by the Civil Service Department. In its decision the Civil Service Department analyses each application, checking the legitimacy of the justifications and comparing it to the priorities of the Government. According to the law, assigned sources are added to the given unit budget for the next year.
- (3) The Regulatory Impact Assessment – before developing a draft of government regulation, assessment of the anticipated social-economical results of the regulation (costs and benefits analysis) are being made by the applying organ. RIA ensures that those responsible for the law creation are fully aware of the its consequences. The range of the assessment is determined on the basis of the subject and the scope of the influence of the proposed legislative act. Among others, the impact on the labour market is assessed, including: (a) employment and labour markets (the impact on creation/liquidation new/currently existing jobs, possible results in declining the number of employees in short/long perspective, possible impact on effectiveness of labour market, possible change in mobility of the workforce, possible impact on improvement/deterioration of the level of education and qualification of the employees, etc.) and (b) standards and regulations connected with the quality of work. In principal, RIA allows to provide specific, substantive arguments for the introduction of the legislation or for resignation from doing it (evidence-based policy). What is more, RIA should define the resources (human/financial/other) required to implement a given piece of legislation (connected with e.g. employment of new officials or providing training). That is why, it is an important element in the process of good law creation (better regulation), also in regards to the HR management in the Polish government administration.

<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<p>As it was mentioned above, HR management is a highly decentralised process with pivotal role of the Director General of the office. Together with the adoption of the currently binding Act on Civil Service, the limits of vacancies in the government administration offices were abolished. Before 2008, the maximum number of posts, key in dividing the amount of resources for remuneration among the offices, was determined annually in the budget law. Currently the Director General of the office decides about the number of people employed in the office, basing on the needs raised by the directors of organisational units of the office (departments), within the limit of budget for remuneration.</p> <p>Indeed workforce planning in Poland - despite the introduction of pilot competency management projects in some offices - generally does not include a gaps analysis to determine existing competencies and identify those needed in the future (it appears however that to some extent RIA is the instrument which supports workforce planning. In the process of RIA, deficits in human resources - necessary to implement a legal act - are being diagnosed. This in turn constitutes a rationale for decisions regarding employment of new staff or retraining of the officials already employed).</p> <p>Furthermore planning does not incorporate civil service demographics yet, although it should be said that some trainings targeted at government officials aged 45+ were conducted.</p>

<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul>
<p>Poland does not conduct a workforce planning as such. Therefore it is difficult to say about linking it to the organisation's strategy. In the majority of cases, the needs are recognised on the continuous basis. There are some exceptions like important international events, namely the Polish presidency in the Council of the EU (so called the "Presidency corps" consisting of ca. 1200 officials was formed and provided training regarding European issues) or EURO 2012. But in those cases the role of local HR units was minimal. The decision as regards the number and competences of people involved, was made centrally.</p>

<p>Do ministries segment their workforce?</p> <ul style="list-style-type: none"> <li>• If so, how do they segment their workforce?</li> <li>• Do they identify critical workforce segments?</li> <li>• Is there a succession planning process in place for critical workforce segments?</li> </ul>
<p>In Poland, ministries do not segment their workforce yet.</p>

<p>Does a central ministry collate workforce planning data from across the public service?</p> <ul style="list-style-type: none"> <li>• If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?</li> </ul>
<p>According to the Civil Service Act of Law, the Head of Civil Service is obliged, <i>inter alia</i>, to collect data on the civil service corps. Information is conveyed to the Civil Service Department by:</p> <p>(1) Directors General of the offices with the use of electronic system of management support (SWEZ), who according to the above mentioned act, shall annually-submit a report to the Head of Civil Service, concerning performance of the act-specified objectives in the previous year. These reports include, <i>inter alia</i>, information on: recruitment, remuneration, evaluation, career</p>

<p>development, training, disciplinary proceedings, observance of the civil service rules and ethical principles in the civil service, implementation of the HRM standards in the civil service etc. ;</p> <p>(2) Ministry of Finance, that shall quarterly submit detailed information on the state of employment and remuneration of the civil service corps in the government administration offices;</p> <p>(3) ministries, central offices and voivodeship offices (67), that monthly submit information on the level of employment and the reason of possible change in this level, as a consequence of the Prime Minister recommendation that was directed to the ministries in February 2011, to reduce employment in their units to the level of employment existing in 2007, when the Civil Platform (a ruling party) took over the power in Poland.</p> <p>Information gathered from the above mentioned sources, is used to develop a report on the condition of the civil service and execution of its tasks in the previous year. The report, elaborated annually by the Head of Civil Service, is submitted to the Prime Minister with a request for his approval.</p>
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<p><b>What valuable lessons have you learned while conducting workforce planning?</b></p> <p>As Poland does not conduct a workforce planning as such, now we could focus on the positive effects of the already implemented tools for modernizing the management of the public workforce. Being at the very beginning of journey called “workforce planning”, it is definitely too early to present Polish lessons that are already learned.</p>
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## Portugal

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

Since 2009, that the Portuguese civil service conduct the workforce planning. Services staff boards predict the work posts for permanent and temporary activities and its characterization in terms of competencies, skills and quantification is made in accordance with the service mission, its attributions/responsibilities and strategic objectives to be achieved in each year as well as in accordance with available financial resources. The HR management is made according to work posts.

If the number of workers is insufficient, the service may promote the recruitment, by resorting preferably to those who hold a public employment legal relationship for an indefinite period of time, except when activities in question are of a temporary nature. In this case the recruitment is carried out with recourse to employment contract for definite or definable period of time.

Changes to staff lists that imply an increase of work posts need prior grounded authorisation of the member of the Government to whom the service reports, provided that its budget commitment is duly proven, as well as the recognition of its future sustainability by the member of the Government responsible for finance. The change of staff lists that implies reduction of work posts is based on the reorganization of the service.

If the number of workers is excessive, the service should seek to terminate the employment contracts for definite or definable period of time that does not need and when it is still necessary, in the case of workers with employment contract for an indefinite period of time (the majority) are placed under a special mobility situation.

The staff lists are annually submitted for approval, together with budget proposal, to the competent member of the Government and made public in the service and on the respective website.

The workforce planning allows a flexible and strategic resources management and the goal was exactly this one when the measure was set up.

Is the workforce planning process coordinated by a central ministry?

- If yes, does the central ministry specify a common framework / methodology?

No, it isn't. It is incumbent upon each organisation to plan, when preparing the annual budget proposal, the workforce planning process and coordinate it after the approval by the minister concerned and by the minister of finance when it comes the admission of workers outside civil service and for an indefinite period of time.



<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<p>As it was mentioned in the previous answer the workforce planning is not conducted at a centralized/macro level (ministries), but at a micro level - of the public bodies. Each one is responsible for its workforce planning whose approval depends on the minister concerned.</p> <p>The future workforce requirements are decided at a management level. Middle managers identify the current and future needs, in terms of size and skills of the workers to duly perform their department/division activities and submit their proposals to the top manager (see please the following answer), who can validate or change the global need proposal. Being so, the requirements decision is the result of the manager team work.</p> <p>Due to the severe austerity measures the possibility to new recruitments is suspended, as the current goal is precisely to decrease between 3% and 4% per year the public employee's number. The two means that are in place to cope with the specific competencies/skills needs of the public organisations is the internal mobility mechanism within civil service and the recourse to holders of the Advanced Course in Public Management (CEAGP), to whom is ensured, after approval, the entry in the general career of senior technician of Public Administration. The CEAGP, has one year duration, and is a generalist training of advanced level in the public management area, targeted to university graduates, who envisage to enter in this general career of the Public Administration.</p>

<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul>
<p>As it was aforementioned the workforce planning is linked with the service mission, its attributions/responsibilities and strategic objectives to be achieved in each year, taking into account the available financial resources.</p> <p>The methodology used to carry out the workforce planning consists of the following: each unit within a service submits its own proposal planning; taking into account the top manager guidelines to identify the quantitative and qualitative staff needs to accomplish the functions or activities fixed annually by the top manager. Reference should be made that the units goals makes part of the broader organization goals, that are in line with the top manager Charter of Mission, the activity plan and the Assessment and Accountability Framework, where the mission of the service, its strategic objectives, performance indicators, available means, degree of accomplishment of results and the final performance assessment of the service, are clearly shown.</p> <p>The HR unit collects all the organisation units' proposals in a single document, the service staff board, and submits the workforce planning to the top manager consideration, that can change it. After its validation it is submitted to the member of government concerned for approval.</p>

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

Civil service workforce is segmented, since 2009, by careers of general and special regimen. It makes part of the general careers the careers of senior officer, specialist assistant and operational assistant. The integration in one or another career depends on the academic training (university background, 12 years schooling or compulsory schooling). The special careers are those which functional contents that only some organizations need for the development of the respective activities (like doctors, nurses, military forces, university professor, etc.).

Workforce is also segmented by employment legal relationship: appointed workers and contract staff.

The workforce planning enables to identify the critical segments of the workforce, i.e., what are the workers whose competencies are more scarce and difficult to replace and who play an important role in the achievement of civil service objectives.

The current fiscal consolidation framework and the massive early retirement of public employees in last years, makes difficult to have in place a succession planning process for critical workforce segments, as recruitment is frozen in civil service, with some exceptions. As a way to maintain the workforce upgrading in sensitive areas of expertise, like for instance in the labour law field, due to the change of the legal employment relationship in public sector, the services have invested in the internal and external vocational training.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

A data base called (SIOE) Information System for State Organization was set up in 2011, to characterize public entities and respective human resources, with a view to providing the members of the Government with indispensable information to define State organization and management policies of the respective human resources.

These data of the public employment by SIOE are processed statistically and disseminated through two publications on-line: one quarterly - Statistical Summary of Public Employment (SIEP) – which contains the main statistical indicators on public employment and by the Statistical Bulletin of Public Employment (BOEP), whose information made available complements the summary information disseminated by the SIEP.

Annually all organizations of Central, Local and Regional Public Administration inform the entity responsible for the coordination of the PA vocational training system (INA) the respective training needs through the filling in of a questionnaire for that purpose. Based on

the collected information the report of PA Assessment of Training Activities is drawn up (RAF).

In the scope of individual performance assessment (SIADAP 3) the training needs and professional development of workers of each organization are also identified, which are taken into consideration when the drafting of the respective training plan.

#### What valuable lessons have you learned while conducting workforce planning?

The workforce planning has been considered an essential tool for anticipating and responding to new challenges and maintaining a structured and an appropriate size workforce. It also allows a flexible and strategic human resources management avoiding the shortage and overstaffing and providing the competencies needed to carry out organizational activities, without jeopardizing the normal functioning of the service in terms of quality and effectiveness. The workforce planning has shown to be an important management instrument in the rightsizing of the Portuguese public employment.

However the management of this instrument presupposes a high level of responsibility by managers mainly from top manager. One of the possible consequences of restructuring processes of the services is the existence of redundant personnel. In these cases top manager, in order to adjust the HR size to the organizational functioning needs, has to place them in the supernumerary pool that represents wage constraints as well as a difficult decision.

## Slovenia

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<p>According to The Civil Servants Act, workforce planning is utilised within the central public administration. Personnel plans are drawn up annually by budget users as part of the budgeting process (i.e. jobs systemisation). The plans have an outlook of two fiscal years and are used to calculate the expected costs of staff based on staff numbers. These plans show the actual employment, state the intended permanent employment and the expected temporary (fixed-term) employment, and contain an action programme covering the following two years.</p> <p>In Slovenia new issues in policy delivery are explicitly considered in forward planning. Personnel plans may, when appropriate, identify an expected reduction or restructuring of work posts; and may contain plans for additional permanent and/or temporary employment in case of an increase in workload that cannot be managed by existing staffing levels. However, establishment control is based on a parallel processing of draft personnel plans and budget petitions. After the budget is adopted, budget users must adopt personnel plans that are harmonized with the budget. Thus, staffing numbers are based on budget allocations after the budget has been handed down. Recently, new issues have been explicitly considered in forward planning. The personnel plans for 2013 and 2014 are based on a parallel processing of draft personnel plans and budget proposals which means that budget users must adopt personnel plans according to available financial resources in the budget proposal. Such planning is undertaken in parallel with a full functional review of the central public administration.</p>

<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<p>There is no a central agency or department responsible for human resources at the central level of government. However, the Public Sector Directorate within the Ministry of Justice and Public Administration aims to coordinate the management of human resource policies in the central public administration and administrations of self-governing local communities also by preparing the joint personnel plan for the different public administration bodies.</p> <p>The workforce planning process is coordinated by the Ministry of Justice and Public Administration. The ministries have to specify the common framework in the context of preparing draft proposals for organisational changes and the rationalisation of the operation of public administration, and therefore also reduction in the number of employees. Based on the drafted instructions, ministries are obliged to prepare a proposal for the rationalisation of the organisation of bodies affiliated to ministries, of public institutes and public agencies, and on the basis of optimisation of organisation, the optimisation of business processes.</p> <p>Within the public administration reorganisation process, the ministries had to prepare an overall survey of regulations, samples and rules of procedure on the basis of the Resolution on the introduction of reorganisation in ministries and government services. Line ministries prepared legislative package that will allow for a third stage of mergers and the rationalisation of certain bodies affiliated to ministries, public institutes and agencies. Comprehensive reorganisation will enable these institutions to operate in a new way that will be less fragmented. Numerous administrative barriers will be eliminated and, most importantly, staff, material and information resources will be brought together to ensure more optimal and rational provision of public services.</p>

Such planning was undertaken in parallel with a full functional review of the central public administration. Undertaking a functional review could also help to inform decision makers as to where there is scope to reduce certain functions and to support targeting staff reductions.

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

Personnel plans for the Administrative Units are proposed by the minister competent for the public administration, on the proposal by the principals of the Administrative Units. Personnel plans for Bodies within Ministries are proposed by the minister.

1) Joint personnel plans are proposed for public administration bodies, courts, state prosecutor's office, state attorney's office and for independent state bodies competent for violations, on the basis of proposals by their principals.

2) Joint personnel plan are proposed by:

- a. the body competent for personnel issues, for public administration bodies;
- b. the Supreme Court of the Republic of Slovenia, for courts and bodies competent for violations;
- c. the State Prosecutor's Office of the Republic of Slovenia, for state prosecutor's office;
- d. the State Attorney's Office of the Republic of Slovenia, for state attorney's office.

3) The provisions of Public Finance Act governing the harmonisation of proposals during the preparation of the budget shall reasonably apply to the harmonisation of proposed personnel plans.

4) The proposer must enable representative trade unions to give their opinion regarding proposed personnel plans and regarding proposed joint personnel plans. Representative trade unions of activities and professions shall give the opinion regarding proposed joint personnel plans under paragraph 4 of this Article.

5) Minister competent for the administration shall make provisions relating to the manner of the preparation and the submission of proposed personnel plans for state bodies.

Ministries' and departments' capacity in terms of HRM is reviewed and assessed regularly by central HRM departments. New issues in policy delivery are considered in forward-looking planning.

The workforce planning undertaken in Slovenia in the past was basic based strictly on staff number within a two year planning period and has recently being improved. The personnel plans for 2013 and 2014 are based on a parallel processing of draft personnel plans and budget proposals which means that budget users must adopt personnel plans according to available financial resources in the budget proposal. Such planning is undertaken in parallel with a full functional review of the central public administration.

Some challenges still remain: planning does not assess the staff capabilities that exist within the current workforce and what gaps may exist and broader demographic planning is not undertaken. Planning is not consistently linked to workforce needs, current and future, within individual public sector organisations or collectively across the whole-of-government.

<p>How is workforce planning linked to the organization's strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul> <p>Local HR units have an active role in the workforce planning process and have a potential to become a strategic partner within their ministry. They have access to personnel data (i.e. jobs systemisation, HR unit keep a catalogue of functions, posts and titles associated with official work posts that for example include the name of the function or post, the tariff group for the post, the salary grade of the function, post or title that can be achieved through promotion to a higher grade), workforce numbers, actual employment state, intended permanent employment and the expected temporary (fixed-term) employment, and contain an action programme covering the following two years.</p>
<p>Do ministries segment their workforce?</p> <ul style="list-style-type: none"> <li>• If so, how do they segment their workforce?</li> <li>• Do they identify critical workforce segments?</li> <li>• Is there a succession planning process in place for critical workforce segments?</li> </ul> <p>Since ministries have all data on their workforce in the central personnel records of the public administration, they can segment their workforce.</p> <p>Here is the example of workforce planning in the Slovenian Ministry of the Interior. The ministry has undertaken a review of organisational objectives against a map of work units. By doing this, it found that a certain percentage of staff could be reduced, including unused staff, or staff not being used to carry out the ministry's strategic objectives. As a result of this review, the ministry has reorganised its structure to increase efficiencies. The logistics areas (HR, finance, logistics, legal services and IT) from the ministry's various bodies were transferred into the core ministry. The personnel plan for this area had been reduced by 30 staff. The reduction was achieved through retirements and freezing police recruitment. It was suggested that this framework could be used as a best practice example for use by other ministries. The ministry had been able to reduce its staff above the 1% target (due to the recruitment freeze and higher natural attrition of staff).</p> <p>Upon the adoption of the Public Finance Balance Act in 2013, the ministries immediately undertook to prepare measures necessary for internal reorganisations; a lot of procedures were conducted with a view to more efficient and rational operations and cost reductions. The Act vigorously addressed the reduction of contract obligations for services and lowered the prices of goods and services and a new systemisation aimed at rationalising jobs and reducing labour costs in the administration.</p> <p>Such approach is common across the central public administration and will impact the administration's ability to develop and implement a whole-of-government workforce planning strategy.</p>
<p>Does a central ministry collate workforce planning data from across the public service?</p> <ul style="list-style-type: none"> <li>• If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?</li> </ul> <p>According to the Civil Servants Act, the Ministry of Justice and Public administration leads the central personnel records of the public administration (hereinafter: the central personnel records) which were established for the purposes of implementing personnel management policies in public administration bodies, keeping the account of salaries, for the implementation of other obligations of the employer, and for the purpose of taking decisions on the rights and obligations arising out of employment relationship.</p> <p>The following data regarding civil servants are kept in the central personnel records:</p> <ol style="list-style-type: none"> <li>1. identification data (name, surname, the address of residence, and personal identification number);</li> </ol>

2. data on employment (type of employment - permanent or fixed-term; the date of the conclusion of employment relationship);
3. data on current work post or position, and on previous work posts or positions in the bodies;
4. data on appointments, promotions and currently valid title
5. data on the level of education, data on other functional or special learning, attendance at different forms of training and additional qualifications, and the passing of professional examinations and other tests, and on other data regarding their professional qualifications;
6. data on professional qualifications and experience in the field of European affairs;
7. data on previous employment, the years of employment, retirement period and the years of service;
8. data on the performance of office, on participation in project groups, and on the performance of other work in the interest of the employer;
9. data on annual assessments;
10. data on acknowledgments and rewards;
11. data on finally determined disciplinary responsibility or liability for damages;
12. data on the final determination of incompetence;
13. data on the termination of employment;
14. a brief curriculum vitae, if so desired or approved by the civil servant;
15. data on permitted access to secret information;
16. data required to keep the account of salaries;
17. other data in conformity with the law.

This data include workforce numbers and is used across all organisations in the central public administration. The data could be broken down to the individual organisation level. However, organisational level data should also be further disaggregated to directorate and division levels. This data does not include skills, competences and roles to support workforce planning analysis and strategy development. Critically, Slovenia's planning does not assess the staff capabilities that exist within the current workforce and what gaps may exist; and broader demographic planning is not undertaken. Planning is not consistently linked to workforce needs, current and future, within individual public sector organisations or collectively across the whole-of-government.

#### What valuable lessons have you learned while conducting workforce planning?

In our opinion, workforce planning is a key mechanism for effective HR management, especially in the context of staff reductions. This is already used for the central public administration, but it is based on a two year planning period, and is not consistently related to workforce needs. Staff reductions need to be carried out so that they do not exacerbate existing shortages of certain skills and competences. The workforce planning undertaken for the 2013 and 2014 is common across the central public administration and will impact the administration's ability to develop and implement a whole-of-government workforce planning strategy. This should enable a more active role of management in human resource planning and competence management in the organization. The challenge is to implement workforce productivity improvements that would ensure a balance between costs and quality and continuity of service.

## Spain

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

Different Spanish Civil Service laws have always laid down rules related to workforce planning.

In 1993, Employee Organization Plans are set up as a measure of workforce planning. These Plans have taken into account, jointly or individually, series of actions aimed at using human resources in the best manner possible.

Every year, Governing Councils (The Autonomous Community's senior body) and Town Councils, approve their annual Public Employment Offer, an essential workforce planning measure because it represents hiring new personnel.

The Basic Statute of Public Employees (BSPE) currently in force, pays special attention to the different bodies' workforce planning, considering it as a responsibility of every Public Administration.

Article 69 BSPE:

"Planning aims and tools

1. The aim of human resource planning at public administrations shall be to contribute to achieving the use of the available financial resources by having the appropriate numbers of staff and the best distribution, training, professional promotion and mobility of the same.
2. Public administrations may approve plans to organise their human resources which include, among others, some of the following measures:
  - a) Analysis of personnel resources and needs, from the perspective of both the number of staff and their professional background or level of qualification.
  - b) Plans for systems for organising work and modifying the structure of jobs.
  - c) Mobility measures, which may include suspending hires of outside personnel for a certain area or initiating competitive processes to fill positions limited to personnel from determined areas.
  - d) Measures for internal promotion and training of personnel and mandatory mobility according to the stipulations of Chapter III of the present title of this Statute.
  - e) Plans for hiring human resources by means of posting vacancies for public employment, according to the stipulations of the following article.
3. Each public administration shall plan its human resources according to the systems established by the applicable regulations."

Is the workforce planning process coordinated by a central ministry?

- If yes, does the central ministry specify a common framework / methodology?

The Ministry of Finance and Public Administrations is the division of the General State Administration which is entrusted with the tasks associated with Government policy in matters of the public service and coordination of the General State Administration throughout the country. According to the article 15 of Royal Decree/Law 20/2012 this Ministry adopts measures and takes actions aimed at guaranteeing the optimization and the efficient human resources assignment in the General State Administration.

Concerning the personnel distribution this Ministry adopts binding guidelines about mobility and positions' assignment and agrees appointment positions' changes or staff relocation for a better human resources assignment.



How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

Workforce planning within ministries works as explained before and using the mobility tools (compulsory or voluntary) according to the legislation in force.

Ministries identify possible gaps based on human resources 's diagnosis , on a personnel reduction's estimation in the short and medium term and on systems of responsibilities' analysis allowing to relate tasks with competences.

Keeping always in mind the austerity measures determined by the National Budget.

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

The only objective of workforce planning is contributing to a more effective provision of services and to a more efficient use of economical resources through the proper dimension of human resources, its best distribution, training, professional career and mobility.

Therefore, the organization's strategy is closely interrelated with workforce planning and vice versa.

Local HR (Deputy Directorates of Personnel in the Ministries) are a key cross element for the planning of Ministries' human resources.

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

Ministries are responsible for their own personnel and meet their needs through mobility processes.

In the same way, Government and the yearly National Budgetary Law rule the Ministries' initiative to decide the Public Employment Offer as one of the most important element for workforce planning.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

The Ministry of Finance and Public Administrations, department responsible for civil service, public employment, employees training, and reform and organization of General State Administration works coordinated with cross personnel units in other ministries, using the following instruments:

- Central personnel register
- Budget payrolls
- Post schedules
- Public service vacancies (Public Employment Offer)
- Human resource plans

What valuable lessons have you learned while conducting workforce planning?

Workforce planning is a previous tool, necessary and indispensable for carrying out the provision of services with efficacy and efficiency criteria.

## Sweden

<p>Do you currently conduct workforce planning?</p> <ul style="list-style-type: none"> <li>• If yes, how long have you been conducting workforce planning in a structured way?</li> <li>• If no, do you plan to introduce it?</li> </ul>
<ul style="list-style-type: none"> <li>- The workforce responsibility is fully delegated to the 245 agencies that form central government administration. Each agency carries full responsibilities as employer and is mandated to cooperate through SAGE (Swedish Agency for Government Employers) about common employer policy and strategy. Since 1994 the responsibility for workforce planning therefore rests with each agency.</li> <li>- Also since 1994 the concept of “positions” is exchanged to “employments” meaning that the focus has shifted from filling vacant posts to needs for a constantly changed workforce.</li> <li>- There are different solutions in different agencies but generally the system quite easily handles updating of the workforce. Generally the perspective focuses professions: “do we need a lawyer, an economist, an engineer or a political scientist?” Each recruitment is normally foregone by A) a decision to use available money for recruitment; B) a specification of the competence demands inherent in the work and C) a process of competition for the best possible competence on market.</li> <li>- Career systems are normally not in use any more. Recruitments are lateral, not vertical. Advertising on internet and in local press is the normal pattern.</li> <li>- Larger organisations generally have a more structured competence planning than smaller ones, but it is important to note that organic day to day workforce planning at local level might be just as effective as central top down initiatives.</li> <li>- A special case of workforce planning is dismissal due to redundancy. The Swedish job security agreement facilitates such initiatives for the employer as well as for the employee. Finding new jobs on the labour market as whole is the goal – not only within central government</li> </ul>
<p>Is the workforce planning process coordinated by a central ministry?</p> <ul style="list-style-type: none"> <li>• If yes, does the central ministry specify a common framework / methodology?</li> </ul>
<ul style="list-style-type: none"> <li>- The Government provides a management policy that states that each head of an agency should have the capability in and interest of strategic competence management. It also stipulates that the head of agency shall execute the employer interest so that central government administration is considered by the public to be an attractive employer.</li> <li>- Some support initiatives have been taken. A few years ago a government initiative provided a handbook “Manager and expertise analyses – handbook for competence management”.</li> <li>- Currently SAGE is starting a project “Being Attractive as Employer” that follows the common priority that “Operational needs for development is directing competence management”. The mission of the project is to promote a systematic work in order to become more attractive as employers. Among the objectives: <ul style="list-style-type: none"> <li>○ Measured increased attractiveness</li> </ul> </li> </ul>

<ul style="list-style-type: none"> <li>○ Increased cooperation between participating agencies in the work to be attractive employers</li> <li>○ A developed tool for continued support</li> </ul> <p>The programme invites top managers to participate in two of six meetings with a selected group of HR managers.</p>
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<p>How is workforce planning conducted within ministries?</p> <ul style="list-style-type: none"> <li>• How are future workforce requirements decided? Who is involved in the process?</li> <li>• How are gaps between the current and the future workforce identified?</li> <li>• How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?</li> </ul>
<ul style="list-style-type: none"> <li>- In Sweden ministries and politicians are not involved in workforce planning, with one exception, the government offices.</li> <li>- Larger agencies like the Police, the Tax administration and the Employment service agency conduct systematic workforce planning, not least for finding and developing managers.</li> <li>- The strategies generally link together the following chain of activities: Operational mission and objectives – Strategic HR as part of top management – Competence management – Performance management – Manager skills development– Staff skills development – HR administration – Operational output and outcome.</li> <li>- Workforce planning is not considered as an operation for HR only, but involves management at all levels.</li> <li>- Workforce requirements are decided in a process with several levels. Normally budgets for staffing are delegated to department level. The process of setting these frameworks involves heads of departments and is of course coordinated by top management of the agency.</li> <li>- Many not so large agencies also conduct strategic workforce planning: One agency with some 600 employees defines competence as “ability to resolve a task”. The agency is using a competence wheel showing four aspects of competence: Professional knowledge; Personal ability; Social capability and Strategic understanding. Each of these parts is divided into several sub competences. For each of these aspects of competence goals are formulated. There are also goals for work environment, equity, diversity etc.</li> <li>- Many agencies are quite small and workforce planning can therefore be more mainstreamed in daily work. Needs may be discussed and solutions reached with a minimum of administration.</li> </ul>

<p>How is workforce planning linked to the organization’s strategy?</p> <ul style="list-style-type: none"> <li>• What role do local HR units have in the workforce planning process?</li> </ul>
<p>Normally they set up tools, coordinate and administer processes. See more in the above text</p>

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

According to our model workforce is not only segmented but divided into professions. The Statistical model BESTA though, provides information on a more general level. Different professions are clustered into fields of work.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

The social partners' statistics, administered by SAGE, keep data on all employees in central government. The data provides information about, field of work, level of responsibility, pay, management responsibility, sex, age, time in service etc.

The data is used for general information like number of pensions, staff turnaround, redundancy levels etc. It could also be used for specific information provided for each agency or group of agencies.

There is no government wide strategy for the issues mentioned above. Generally though, agencies find no problems in finding relevant staff for their tasks and missions.

What valuable lessons have you learned while conducting workforce planning?

Once while still having career systems and pre decided positions in the civil service the Swedish central workforce planning often failed. Positions were not filled and there were perceived lacks of staff. Today with a much more decentralised system, a clear connection between economy and staffing and focus on lateral competence allocation from all possible sources, the workforce is much more up to date at all levels. This does not mean that the situation is perfect and still workforce planning of course has to be an integrated part of each organisation's competence management strategy.

## United Kingdom

Do you currently conduct workforce planning?

- If yes, how long have you been conducting workforce planning in a structured way?
- If no, do you plan to introduce it?

The UK Civil Service has a long tradition of workforce planning stemming from the 1853 Northcote-Trevelyan report that provided the basis for today's Civil Service. Before the Civil Service was reformed in the 1850s, Departments of State (some of which were centuries old) recruited their staff mainly through political or aristocratic patronage rather than by merit, had a poor reputation and no unity of purpose.

Is the workforce planning process coordinated by a central ministry?

- If yes, does the central ministry specify a common framework / methodology?

Workforce planning at a macro level is undertaken by the Cabinet Office for the English Civil Service and considers factors such as total payroll, headcount (and Full time equivalent), staff turnover rates, locations, sickness absence and any other issues of strategic interest.

The Cabinet Office maintains a centrally specified monthly collection of workforce management information. We also offer strategic advice to Departments on collating and analysing workforce data at a Departmental level. In addition we share our analysis and comparative data on sickness absence with all Departments.

In addition we commission from Departments each year a series of Workforce Projections for the following 12 months and beyond. The information provided is used to support central planning and decision making and in driving forward Civil Service Reform. Previous forecasts were used across a wide-range of important policy areas, including: informing and shaping Civil Service Reform, supporting the work of civil service pensions, planning for the central government estate, and the further development of strategic HR management function. Workforce forecasts continue to be key in shaping the Reform agenda and key policy areas.

Departments were given full delegated powers to manage terms and conditions for their staff in April 1996 and with this came delegation of workforce planning at a departmental level.

The United Kingdom delegates HR Management practices to departments to a greater extent than the average OECD country, this includes an obligation on Departments to undertake their workforce planning. Since April 2011, shared expert services have been established covering employee policy, learning and resourcing. This is part of the Next Generation HR programme set up in 2010 to simplify HR delivery across the Civil Service; eradicate duplication wherever possible; and to reduce the size and cost of HR across government. The central HR Management body plays a strategic co-ordination role and has a fairly broad range of responsibilities. The management of most HR issues is delegated to departments, particularly regarding pay, recruitment and dismissal, working conditions and performance appraisal. No HR management issues are delegated to the unit/team level.

How is workforce planning conducted within ministries?

- How are future workforce requirements decided? Who is involved in the process?
- How are gaps between the current and the future workforce identified?
- How are strategies created to close the gap between the current workforce (supply) and future workforce (demand)?

Each Civil service Department is free to plan in a way in which supports their business objectives and operational demands and takes into account the budgetary constraints imposed by their financial settlement from HM Treasury.

In general most workforce planning follows the process below:

1. Collate and analyse existing people/role data to establish current workforce profile.
2. Meet Strategy Unit to establish the current organisation imperatives & those for coming 5 years.
3. Meet with each Director General to establish their roles / workforce needs to deliver against imperatives.
4. Analyse data obtained in 3 & align with data from 1 to establish workforce strengths/challenges.
5. Validate data and playback challenges to each Director General.
6. Aggregate data to produce Department-wide strategic workforce planning diagnostic and present to the Departmental Board.

Comparing the future demand for capability & capacity (using evidence from steps 2 & 3 above) with clarity of supply (informed from current availability and trend data, identified in step 1 above) identifies the resulting gap that provides the framework on which to build the workforce strategy.

The Departmental Executive Board is required to sign-off findings and commit to the required action plan resulting from the work.

The component parts of any resultant strategies will of course reflect the unique position of each department. These may include issues such as Succession planning, Graduate schemes, Performance assessment, redeployment, Recruitment, learning and development and most recently early departure schemes as the workforce contracts in response to the economic downturn.

Departments have a variety of resources to draw on in support of designing their departmental strategies. There is strategic advice available from the Cabinet Office/HM Treasury, as well as specialist support from the central HR Management provision which also offers shared services for recruitment, re-deployment, early departures, employee policy, organisational design and Learning and Development. Other strategic responses to help Departments in recent times would also include a re-negotiation of the early departure payments and a new staff pension scheme with lower costs for Departments.

How is workforce planning linked to the organization's strategy?

- What role do local HR units have in the workforce planning process?

It is an integral part of the workforce planning process that the Departments business needs and organisational strategy are considered when mapping out the future demand for capability & capacity (please see answer above).

As workforce planning is delegated to Departments we have no knowledge of the role played by 'Local HR units'. However the reconfiguration of our HR services means that there are far fewer Local HR units. Most Departments have adopted the HR Business partners model, with special responsibilities assigned between them.

Do ministries segment their workforce?

- If so, how do they segment their workforce?
- Do they identify critical workforce segments?
- Is there a succession planning process in place for critical workforce segments?

The latest Public Sector Employment figures can be found here

<http://www.ons.gov.uk/ons/rel/pse/public-sector-employment/q3-2012/stb-pse-2012q3.html>

This includes in Tables 9 and 10 Civil Service employment by department and agency.

The 2012 Civil Service Statistical Bulletin is available here

<http://www.ons.gov.uk/ons/rel/pse/civil-service-statistics/2012/stb-civil-service-statistics-2012.html>

There are various classifications of workforce segment from the operational/policy/corporate grouping to the professional. We have over 20 different professional groups recognised across the Civil Service.

Does a central ministry collate workforce planning data from across the public service?

- If yes, does this data inform government-wide strategy on issues such as recruitment, competency development, focused training, etc?

Yes we collect data on a monthly basis that is occasionally used to refresh or inform central policies on matters such as recruitment, competency development, learning and development. The policy holders are dispersed across the Civil Service e.g. one department hosts the policy team for Civil Service Recruitment, another department hosts the specialist HR advice. They might also collect data to inform the centrally held policies.

What valuable lessons have you learned while conducting workforce planning?

Because of the delegated nature of our HR management to individual departments, although we provide strategic direction at the centre, we are not necessarily sighted on how workforce planning is conducted and it is sometimes difficult to effect changes.

It is possible to workforce plan over a time horizon of up to 5 years, although it is likely that the further out the plans look, the more variance to their requirements and realisation may occur.

The time required to execute the process extends accordingly with the numbers. Organisations might wish to focus on identifying the most critical roles and then working with this population.



## Appendix 4: EUPAN members' responses to thematic paper on "the role of HR as a strategic partner in public administration"

### Austria

<p>How do you structure your HR function?</p> <ul style="list-style-type: none"><li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li><li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li><li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li></ul>
<p>Human resource management in the Federal Civil Service is organised along decentralised lines. Personnel management authority for the staff of Federal Ministries and their subordinate bodies lies with the respective Federal Minister, who has final jurisdiction in all personnel matters and is thus ultimately responsible for all HR-related decisions. In practice, however, it is the personnel units of the Federal Ministries that decide on personnel issues, as well as carrying out day-to-day HR management tasks. In addition, Ministries with a great number of staff in subordinate bodies also have subordinate personnel offices that exercise delegated jurisdiction.</p> <p>Additionally DG III of the Federal Chancellery Civil Service and Administrative Innovation is in charge of</p> <ul style="list-style-type: none"><li>• the legal framework (staff regulations and remuneration),</li><li>• the staffing plan and its implementation</li><li>• participation and co-ordination concerning the evaluation and grading of posts and</li><li>• controlling (human resource auditing)</li></ul> <p>DG III plays a coordinating role providing support and tools in the fields of recruitment, staff mobility promotion, personnel development, training (Federal Academy of Public Administration) and innovation.</p>
<p>To whom does the senior HR manager in a ministry report to, i.e. what is their level? Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?</p>
<p>As Directors General the senior HR managers report directly to their Federal Minister (respectively to the Secretary General). Together with the other DGs of their ministry they are involved in the development of policy objectives which are laid down in the mandatory annual strategic plan by the ministers.</p>
<p>What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?</p>
<p><b>HR Auditing:</b> State-of-the-art human resource auditing can optimise the work done by the personnel units. In order to provide appropriate support for management, what is required of human resource auditing is not reporting along merely administrative or statistical lines but a future-oriented steering instrument. Provided that human resource auditing is involved in the planning process at an early stage, it can support this process by pointing out alternative scenarios and by assessing the risks and opportunities associated with certain developments and strategic decisions.</p>

**Management by Objectives:**

Long-term planning of policy objectives is crucial for assessing the future need of staff numbers and qualifications in specific fields of administration

**Training:**

Training and further training are important elements of staff development. Especially the abilities of management (and future management) staff are key factors in the successful work of organisational units. Managers who are able to create a cooperative work atmosphere which is conducive to a high level of performance are essential in ensuring the success of reform efforts in order to adapt to given challenges and objectives.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

**Influence of external factors:**

External factors have great influence on strategic HR, e.g.:

- Demographic change: Due to the rise in average age, a high volume of retirements and thus an increased need for recruitment is to be expected over the next years. In this context it must be borne in mind that the Federal Public Administration is only one of many employers searching for staff on the labour market, and that overall demand for highly qualified staff will rise as a result of demographic developments.
- Unforeseen, short-term political decisions or regulations can lead to new requirements in certain areas of administration

**Staff mobility:**

The willingness to change the field of work or undergo further training is seen crucial for the flexible employment of staff and thus for a successful strategic HR.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

Personnel Development  
Organisation Development/Change Management  
HR-Auditing

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

**Outcome Orientation**

Since 2013 Austria's Federal Constitution provides for outcome orientation as a principle of mandatory performance management. This means that the actions of public administration are no longer exclusively based on the available resources (i.e. input), but rather on the desired outcomes and the outputs required of public administration in order to achieve these.

The performance management cycle comprises the planning, implementation and evaluation of outcomes and outputs, the central issue being the policy objectives defined at the political level and the degree to which these are implemented in practice.

**Appraisal Interview**

On the individual level a mandatory annual appraisal interview is defined by law in the Civil Service Act as a key management tool. Removed from day-to-day work routine, these annual interviews provide an opportunity to discuss the overall setup of the work relationship, as well as the responsibilities and professional development of staff members. Jointly agreed objectives clearly define the focus of future work and the scope of action associated with it, thus setting an appropriate level of challenge for the employee. In addition, any disagreements can be clarified and staff identification with the organisation's tasks strengthened. Finally, the appraisal interview allows managers to discuss staff members' performance over the previous work year on the one hand, and to receive feedback on their own leadership behaviour on the other.

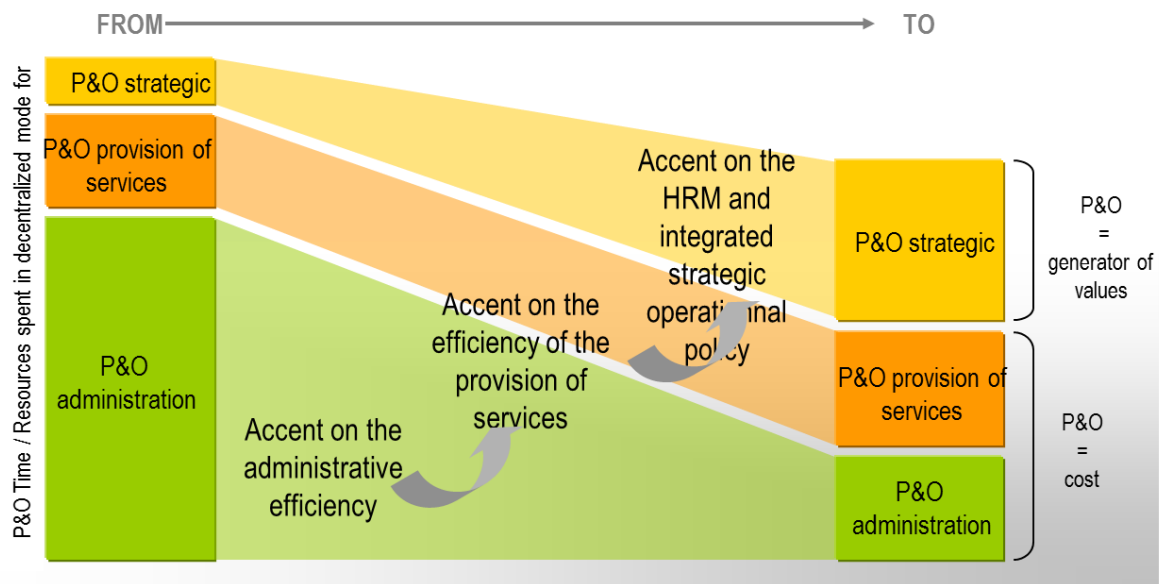
## Belgium

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

In Belgium, the Copernicus reform, in the years 2000, aimed at precisely transforming the personnel administrations in HR strategic partners.

The scheme was the following:



The role of HR had to evolve from administrator to strategic partner and «change agent».

The philosophy is still the same today.

We have no central global HR administration. Each of the 14 ministerial departments (Federal Public Services) has its own HR unit, responsible for all HR aspects (administrative + strategic). There is only one exception; the 4 “horizontal” departments (Chancellery, Budget, ICT and Personnel & Organisation) organized a HR shared service.

HR policy is in the hands of the “horizontal” Federal Public Service Personnel & Organisation. It operates as a centre of HR expertise/excellence.

The idea is precisely that the HR managers act as strategic partners of the top-manager. The HR function is essential for the development of the department. The objectives of the management plan will only be achieved if the HR function is closely integrated in the global management. The HR manager is part of the top management of each department. He is associated with all strategic decisions, as the other division managers are. In the reality, the importance of the role of the HR manager is strongly depending of the person and approach of the top manager and of the personality of the HR manager himself.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?  
Do your senior HR managers have a role in developing the ministry's strategy – are they “at the table”?  
If so, what is the nature of this role?

The HR manager is reporting directly to the top manager of the department. Those top managers are 14 in Belgium, at the N level. The HR managers are at the N-1 level.  
The HR manager is the direct and permanent advisor of the top manager, for the HR implications of the management decisions. His role is essential as the top manager will only realize his management plan with a motivated, competent, sufficient in number, participating staff. The personnel plans have therefore to be conceived and discussed in advance with the budget authorities.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

- Changing the mind of the top managers who have to get really convinced of the strategic role of a motivated staff for the realization of the objectives of the organization, and of their social and sustainable responsibility in giving their staff the possibility to accomplish itself, with an equilibrated work-life balance.
- Trust between HR manager and top manager is essential.
- HR manager has to prove his added value by being competent, skilled, using efficiently HRM techniques and tools, as for instance for workforce planning.
- HR management has to be an important part of the evaluation of the top manager.
- Responsibilisation of the top manager towards the budget authorities for his use of the HR workforce.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

- Capacity to get out of the administrative charges of the HR administration.
- Conviction that persons make the difference.
- Capacity of HR manager to technically prove added value.
- Close monitoring by central budget and HR authorities at supradepartemental level.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

- Intelligence of strategy of the department.
- Having been associated to that strategy before.
- Analytical and previsioning capacity.
- Strategic HRM tools (workforce planning,...)
- Anticipation, precision and rapidity to become a credible partner.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

- We have a performance management system. Each civil servant is involved in what is called a "development circle". This one is structured in functional interviews, planning interviews and evaluation interviews. The "circle" is organized on one or two years.
- Objectives are agreed, that have to be met at the end of the term.
- If the objectives are not attained, competences have to be developed, coaching increased, so that situation is improved at the following term.
- Until now, the career progression was based on a system of certified trainings. A completely new system of career development is presently being developed, based on a link between speed of progression in the career and realization of the job.

## Bulgaria

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

We don't currently have shared HR services. The implementation of the various HR processes (recruitment, selection, training, development, compensation, performance appraisal, administration) is performed by HR departments in each administrative structure.

The HR policy framework for the state administration in Bulgaria is developed by a central coordinating unit within the administration of the Council of Ministers - the Administrative Reform Council and its Secretariat. In accordance with the common framework policy of HRM in the state administration, the separate HR units in the respective administrations can undertake a more flexible approach, depending on their needs, which needs to be defined in the internal regulations.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?

Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?

Depending on the organizational structure the heads of the HR units report to their direct superior. In the usual case these are:

- Chief Secretary (in case the human resources unit is a Directorate)
- Director (if the human resources unit is structured as a Department)

The Head of the HR unit, if he is a director, usually has a certain role in the development of the strategy of the Ministry, but this role is often confined to providing information and opinion, mostly on issues related to the organizational structure and size.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

Knowing the competencies needed by employees to achieve the organization's goals, as well as the approaches that can be applied for the long-term development of the employees.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

Convincing the senior management that the effective management of people is the key to the success of the organization and that the organizational culture and environment have a significant effect on the results.  
Increasing employee engagement.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

To be perfectly familiar with the work and processes in their administration and its objectives.  
To be perfectly familiar with the HR processes.  
To possess the necessary change management skills.

Do you have a performance management system in place?  
If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Currently we are introducing a performance management system in Bulgaria.  
Since 2006, in implementation of the strategic objectives of the government, the executive authorities set annual targets for the activities of the respective administration and supervise their completion.  
As of 1 July 2012 the employee's performance appraisal is carried out in accordance with 2 criteria: 1) completion of the set objectives that are bound to the goals of the administration as a whole and 2) the demonstrated competencies, which are defined in competency frameworks, differentiated by groups of positions. The increase of the employee's salary depends entirely on the performance appraisal grade that he gets and may range between 0 and 15% of his salary, within the available budget.  
There is an option to receive an additional allowance for the attainment of good results, which is determined on the basis of the evaluation of the structural units in the administrative structure and / or the individual employees.  
The evaluation of the results of the administrative units is carried out by the Head of the administrative structure based on:

- attainment of the objectives of the unit, including the programs or projects for which it is responsible;
- resources used;
- other circumstances that have influenced the activity of the unit during the period.

In the internal regulations of administrative structures concerning the salaries the following issues are addressed:

1. administrative units and / or employees that will be evaluated;
2. the officials who will carry out the evaluations;
3. the evaluation grades;
4. specific indicators, criteria, algorithms and requirements for determining the grades according to the specific activity of the administrative structure;
5. sources of funding for the additional allowances for attained results.



## Croatia

<p>How do you structure your HR function?</p> <ul style="list-style-type: none"> <li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li> <li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li> <li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li> </ul>
<p>1. State bodies employing 50 or more civil servants and state employees establish internal organisational units for human resources, which are concerned with human resource management and development, give opinions on issues concerning the civil service, prepare civil service recruitment plans, participate in the development and monitoring of the implementation of training strategies, programmes and plans for the state body they are part of, etc. For state bodies with under 50 staff those tasks are performed by the Ministry of Public Administration.</p> <p>The Ministry of Public Administration (the central state administration body competent for civil service employment relations) is responsible for the implementation of the Civil Service Act, monitors the situation and proposes measures for civil service development, and performs supervision over the implementation of said Act.</p> <p>2. The Sector for Civil Service System performs administrative and professional tasks related to the legal issues of the civil service system, the salaries system for civil servants and state employees, as well as the employees of local and regional self-government, cooperation and collective bargaining with the trade unions of civil servants and state employees, monitoring of the situation and proposing measures and plans for enhancing the civil service system, development of draft proposals for laws and other regulations from the field of civil service employment relations, it performs the tasks of administrative supervision over the application of regulations in the field of civil service employment relations, performs administrative and professional tasks related to the management and development of human resources in the civil service, development of strategic documents, and other tasks within its scope.</p> <p>3. The Assistant Minister in the Ministry of Public Administration who is the head of the Directorate for Civil Service Relations, a part of which is also the above mentioned Sector.</p>
<p>To whom does the senior HR manager in a ministry report to, i.e. what is their level? Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?</p>
<p>The General Secretary of the Ministry is appointed by the Government on proposal of the Minister and based on a public competition procedure, and he/she is responsible for his/work to the Minister and the Croatian Government.</p> <p>The General Secretary, among other things, undertakes measures to ensure performance efficiency in the Ministry by coordinating the tasks pertaining to the development of the strategic plan and annual plan of the Ministry.</p>

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

The civil service appraisal procedure is prescribed by the Civil Service Act and the Decree on Civil Service Appraisal Procedure and Criteria.

The critical points are excessive complexity of the overall procedure, which is planned to be simplified for the next year, and insufficient connection between the appraisal function and other HRM functions like promotion/rewards, professional development. The purpose and impact of appraisal within staff performance management is not sufficiently linked to HRM in practice.

## Cyprus

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

**The HR policy of the public service is formulated centrally** by the **Public Administration and Personnel Department (PAPD)** which falls within the competence of the Ministry of Finance. PAPD has the responsibility of **formulating and implementing the recommended personnel administration policy of the public service and the wider public sector**. Within the framework of its functions, PAPD has a direct responsibility for around 50,500 employees in the wider public sector (civil servants, police staff, fire service staff, army staff, staff in the education sector, labourers/technicians/Hourly-paid Government Personnel), and exercises a consultative role over another 19,300 employees of semi-government organizations and local authorities.

Moreover, the **Public Service Commission**, an Independent Body/Constitutional Authority, has the responsibility, amongst others, for the **appointments, confirmations of appointments, employment on the permanent establishment, promotions, transfers, secondments, retirements and resignations of all civil servants and for the exercise of disciplinary control over them, including dismissal or compulsory retirement**.

It is noted that there **are no established local HR units within Ministries/Departments/Services**. Nevertheless, Ministries/Departments/Services are responsible for implementing the HR policies decided centrally by PAPD.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?

Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?

Please refer to the previous question. Since the HR function is mostly centralized, **specialized posts for HR personnel (including HR managers) exist only under the Public Administration and Personnel Department and not in all Ministries/Departments/Services**. Therefore, in the case of PAPD, the senior HR manager reports to the Director of PAPD who then reports to the Permanent Secretary of the Ministry of Finance.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

- Existence of systematic strategic planning/target setting mechanisms in all Ministries/Departments/Services
- Availability of expert and capable HR staff with broad knowledge and experience in the area of public administration and relevant legislation
- Establishment of central HR team/unit that will focus exclusively on HR policy development and monitoring of implementation
- Establishment of effective mechanisms for the dissemination of HR policy to line Ministries/Departments/Services, with close cooperation between the central HR unit and line management in Ministries

- Existence of central data banks/IT systems to collect/manage/update all necessary information related to HR across the public service
- Finding the right balance between centralizing and decentralizing tasks

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

- Lack of systematic strategic planning/target setting mechanisms for all Ministries (which is a prerequisite for transitioning to strategic HR planning)
- The actual designing of the organizational structure of the strategic HR model, a process which requires expert knowledge, time and other resources, research into best practices which are most suitable within the context of the national public administration, etc
- Having sufficient and capable specialized HR staff to serve as strategic partners and work closely with managers within ministries

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

- Relevant Academic background (e.g. HR management, Public/Business Administration, Law, Psychology etc)
- Knowledge and experience in strategic planning and target setting
- In-depth knowledge and experience in HR administrative processes and relevant legislation
- Excellent communication/negotiation skills

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Yes. The current performance appraisal system was put in effect in 1990 in the form of Regulations, which were approved by the House of Representatives. It is a unified (single) scheme which applies to all levels of staff and it is **used exclusively for appraisal for promotion purposes** even though the original aim was to be used also for the employees' development. Appraisals are prepared by the immediate superior of the employee, the administrative superior and a third party who has direct or indirect knowledge of the employee's work, where applicable. Employees are assessed on eight basic criteria (professional knowledge, performance, interest in work, responsibility, initiative, etc), the same for all employees, regardless of their hierarchical level. The grading for each criterion is descriptive, i.e. "excellent", "very satisfactory", "satisfactory", "not satisfactory".

However, it has become apparent over the years, that the current system does not serve its purpose and objectives and therefore, a decision has been taken for review/ enhancement of the system. To this end, following a series of meetings with the trade union the main principles and objectives of the revised system were discussed and initially agreed **but there are still pending negotiations in order to reach a final agreement**. The main provisions of the revised system include two types of appraisal systems, **one for development purposes** and **one for promotion purposes** and the criteria will be differentiated based on the level of staff. A detailed description in the form of behavioural indicators/design of a competency framework for each level of staff will also be included and there will be two rating scales for each type of system (the rating scale for the development system is not numerical).

## Denmark

How do you structure your HR function?
<ul style="list-style-type: none"> <li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li> <li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li> <li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li> </ul>
<ul style="list-style-type: none"> <li>○ HR functions may vary from ministry to ministry. Previously, the general rule was that each larger institution, e.g. an agency, would have its own HR function, but there is a trend towards establishing HR shared services centres within the ministry. An recent example of this is the Ministry of Finance, where shared service centres, including for HR, was established in connection with a major restructuring of the ministry in early 2012.</li> <li>○ The Agency for the Modernisation of Public Administration (Ministry of Finance) is the central employer in the state sector area. This task includes negotiating and concluding collective agreements and determining general employment conditions for the vast majority of state sector personnel groups. It also includes determining an overall personnel policy for state sector employees. Payment of salaries etc. is also administrated at central (ministry of Finance) level. Apart from that, local HR units determine local policies etc. within the overall frames.</li> <li>○ In case an HR shared service centre is established within a ministry, the centre will often appoint strategic partners/contact points to ensure a close link to each unit within the ministry. An example is the HR shared service centre within the Ministry of Finance, where each of the agencies are connected to a strategic partner in the service centre.</li> </ul>

<p>To whom does the senior HR manager in a ministry report to, i.e. what is their level?</p> <p>Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"?</p> <p>If so, what is the nature of this role?</p>
<ul style="list-style-type: none"> <li>• This will depend on the structure within each ministry. Taking the Ministry of Finance as an example, the HR manager (whose title is Head of Division) refers to a board of directors responsible for the agencies within the ministry.</li> </ul>

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?
<ul style="list-style-type: none"> <li>• To be able to deliver strategic management information, including relevant quantitative/evidence based HR-information to line managers, e.g. on the level of sickness leave, salary, working time, high/low performers etc.</li> <li>• To ensure top management overview of and attention on strategic themes</li> <li>• To facilitate line managers' focus on further development options</li> </ul>

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

- Having the right and efficient it-systems etc. to support the delivering and relevant co-ordination of management information/data
- Having the right competencies in staff group
- Having the top management's interest

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

- Quantitative and analytical competencies
- Strategic and political thinking
- Proactive approach
- Knowledge of the political and organisational structure and coherence

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

- Generally yes, but no uniform system is applicable for all ministries. Specific systems and features may vary from ministry to ministry, and from agency to agency.
- Taking the Agency for the Modernisation of Public Administration (Ministry of Finance) as an example a specific performance management tool has been introduced in 2012, a tool for a structured review and feed back to employees on their performance (via a scoring system), need and plan for competence development etc. The tool is called PULS:
  - P = Performance
  - U = Udvikling (development)
  - L = Løn (pay)
  - S = Samtale (interview/dialogue)

## Estonia

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

HR coordination system is decentralised. Ministry of Finance is responsible for coordinating public service development – e.g recruitment and selection, remuneration, evaluation policy. Each administrative agency is responsible for their personnel management system.

In 2010, the government decided to launch a project to create a single information system for the financial accounts, personnel records and payrolls of state agencies through governing-area-based centralisation. In addition to the information system, the majority of the accounting, personnel administration and IT staff will be transferred to the ministry-based shares services centres. A new organisation – State Support Service Centre has been established under the Ministry of Finance that provides accounting and personnel records keeping for four ministries and their subordinating agencies. All ministries are obliged to transfer their accounting and personnel record keeping to the joint information centre by 2015. It also applies to the ministries that decide to keep their support service provision in-house. The project aims at more efficient use of resources in providing personnel administration and accounting services.

Until December 2009, the responsibility of public service development was divided between several institutions – the Government Office was responsible for recruitment, training and ethics policies and the development of top officials, Ministry of Finance was responsible for remuneration policy, Ministry of Justice for legislation of public service and Ministry of Interior for local government development. Since 2010, the responsibility of HR development was transferred to the Ministry of Finance (recruitment and selection, training, remuneration, public service ethics, coordination of shared services project), while the government Office is responsible for the development of top officials, Ministry of Justice for public service legislation and Ministry of Interior for the development of local government. The Ministry of Finance coordinates HR policy through advisory services, guidelines, policy documents. Each administrative agency is responsible for their HR policy.

HR managers fulfil the role of strategic partners only partially. In 2010 the Ministry of Finance carried out central study to analyse current practices in HR of the public service on the organizational level. Analysis of the study results showed that according to the opinion of the top officials, 59% HR managers were perceived to be involved in the development process of the strategic documents. HR managers themselves believed that 44% of them were involved in the process. Both HR managers and top officials considered HR strategy relatively important. Nevertheless 74% of the top officials considered HR managers as their strategic partners while the role perception among HR managers themselves was 78%. It is also evident from the survey that the role of the HR managers is different in terms of the types of administrative agencies – the role of the HR manager as strategic partner is more evident in ministries compared to the other types of institutions.

Central HR strategy is under elaboration – Ministry of Finance is responsible for drafting a Green Paper on Government As An Employer. There is a plan to develop this paper into a White Paper that would lay down strategic goals for Government's HR Policy.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?  
Do your senior HR managers have a role in developing the ministry's strategy – are they “at the table”?  
If so, what is the nature of this role?

The level of reporting depends on the structure of the ministry – usually the HR manager reports to the Deputy Secretary General, but in certain cases to the Secretary General of the ministry. Regarding the boards and inspectorates under the ministries the level of the reporting depends on the size of the institution. In the larger institutions, it is more likely that separate HR department or unit has been established that is accountable for the head of the administrative department, Deputy Director or Director of the institution.

According to the central HR study the involvement of the HR manager in developing the ministry's strategy varies to some extent. It depends on the size of the institution, existence of separate HR unit or post of HR manager and organizational culture and practices (the general role of HRM in certain organisation and the activity of the person responsible for HRM). According to the survey of Ministry of Finance, around 70% of the HR managers have been involved in the elaboration of the development plan or action programmes of their institution. Approximately 40% of HR managers are involved on the process from the beginning and the remaining are involved later.

During the elaboration process of the strategies, the HR managers are considered as HR experts or consultants/advisers.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

Based on our experience, we could highlight following enablers:

- 1) The attitude of the heads of administrative agencies towards the importance HRM has important effect on systematic development of strategic HR in the organisation;
- 2) The role and a background of a concrete HR manager is crucial– whether he/she perceives the role as administrator or strategic manager, also his/her experiences, the ambitions and ability to assert him-/herself;
- 3) Economic recession and continuous changes have created better opportunities for HR managers to emphasise the importance and necessity of strategic HR management. At the same time and due to the constant changes, the workload of HR staff has been increased and there have been less resources for strategic activities.
- 4) Approaching EU Presidency of 2018 might raise the importance of strategic HRM and presumes several preparations regarding the increasing workload and requirements of qualified personnel.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

- 1) Insufficient knowledge of top and mid-level managers on the importance of HRM;
- 2) Acceptance of HR as an strategic issue;
- 3) Uneven knowledge and skills of HR managers and their ability to contribute on the strategic level;
- 4) Uneven quality of strategic plans at the organisational or sector level;
- 5) Missing central HR strategy at the state level.



What, in your experience, are the skills and experience required in HR units acting as strategic partners?

- 1) Strategic capabilities – understands how organisations operate, how HR is related to general management practices (incl. financial and operational, management, IT). Is perceived as an equal partner by other units and management.
- 2) Development-orientation – has high work standards, focuses on constant improvement, initiation, innovativeness, provides and uses feedback for improving his/her performance and achieving results;
- 3) Ability to analyse and generalise – chooses suitable methods for gathering information, analyses and evaluates the importance and relevancy of the information, keeps track with the developments in HR, economy and society;
- 4) Persuasiveness – assures the support and commitment for changes, projects, policies, uses appropriate communication channels;
- 5) Cooperativeness – creates and holds communication networks inside and outside the organisation, engages colleagues, solves conflicts, builds strong teams;
- 6) Reliability – relies on professional knowledge and experiences, responsibility for his/her decisions and actions, relies on values and ethics.
- 7) Service orientation – supports smooth operation of core business and helps to fulfil organisational goals.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Performance management system is decentralised. New Public Service Act does not link civil service pay to performance. However, the law foresees the possibility to divide the salary to fixed (80%) and non-fixed (up to 20%) components. The non-fixed component of the salary gives government agencies possibility to use performance-related pay or pay rewards for the extra assignments.

According to the new Public Service Act the direct superior of an official has to carry through annual performance appraisal interviews. Interview is focused on the official's work results, work-related development and training needs, also on the work-related objectives of next year and feedback for the direct superior on the management. Performance interviews offer a "softer" approach to personnel policies by paying greater emphasis to feedback and motivational factors such as personnel development. Performance interviews may also result in a proposal to raise an official's salary within the framework of a job family, or to pay extra bonuses within an existing salary if the agency has sufficient financial resources. The concrete application of performance appraisal (e.g. the methods used and results obtained) depends on each government agency.

## France

<p>How do you structure your HR function?</p> <ul style="list-style-type: none"> <li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li> <li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li> <li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li> </ul>
<p>We don't have in France a HR shared services centre and HR administration is not completely handled by local HR unit either.</p> <p>The overall HR policy of the State is coordinated by the Directorate General for Administration and the Civil Service (DGAFP), within the Ministry for State Reform, Devolution and the Civil Service.</p> <p>The Minister responsible for the Civil Service as well as the DGAFP define the global HR strategy and the policies, which are the priorities for the Civil Service.</p> <p>But there is a balance between this global HR strategy and its implementation in the ministries policies. Clearly, there is a flexibility which leads to recognize that the ministries can set their own goals (taking into account for example specialized civil servants of their own).</p> <p>In any cases, the HR strategy's first goal, in every ministry is to support the accomplishment of the ministry's missions. That's why some policy levers stay at the disposal of each ministry, and that's why a collaborative work is established between all actors of the HR network. Our HR policy must be defined according to the global mission of each ministry, with regard to the general interest. It is the first element that leads us to define a HR policy and which can make sense.</p>
<p>To whom does the senior HR manager in a ministry report to, i.e. what is their level? Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?</p>
<p>Our model of HR governance establishes a strong relationship between our Directorate General for Administration and the Civil Service (DGAFP) and the HR directorates in the ministries. We have built a network where all the HR services are considered as strategic partners. Those HR services in ministries are also coordinating smaller HR units spread out in the national territory. It is therefore a collaborative work between the inter-ministerial authority (DGAFP) and ministry level. In addition, we point out that inside each ministry; the public policy is coordinated by a secretary general who has authority over the HR director and technical directorates.</p> <p>Our directorate organises (several times in a year) meetings involving all HR directors from all ministries. Those meetings are very useful to share information about all the reform that we aim to develop or the reforms that are already being implemented.</p> <p>Once a year, the DGAFP organises also the "HR workforce planning conferences". For two months, the Director General for Administration and the Civil Service meets Secretaries General and HR Directors of all French ministries, one by one. On this occasion, HR directors of the ministries present their workforce planning strategy and how they aim to meet the overall HR objectives set by the DGAFP and the Minister responsible for the civil service to the DGAFP.</p> <p>These conferences can also be an opportunity for the HR units to alert the DGAFP about problems they are facing, about social dialogue, etc.</p>

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

As enablers in transitioning to strategic HR, we can consider :

- to have a clear analysis of the missions that each ministry have to conduct and of the political goals it has to reach ;
- technical training : for good understanding of issues and challenges ;
- social dialogue : to prevent difficulties in the debate with trade unions and to ensure a peaceful climate ;
- a good strategy of communication : the aim is to mobilize managers at all the relevant levels ;
- assessment of reforms and monitoring of results ;
- strategy for an effective change management is essential (and is too often neglected).

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

Challenges we can identify :

- financial resources : French administration, as many other countries in Europe, is obviously obliges to do more with less money ;
- time management : it is important that reform plans ensure continuity. Without continuity, no efficient HR strategy is possible ;
- ability to convince all actors to actively participate in the strategic reform and the ability to conduct an effective dialogue ;

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

Vocational training and individual development must address following topics : managing change, knowledge transfer and improve technical and methodological expertise :

- project leadership and head of project management : project management teams will have to lead change management. They will be for example responsible for the implementation of reform into legislation;
- Methodological expertise is also a theme to improve. The aim is to develop skills in order to realize diagnostic and assessment.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Performance management can be divided into two aspects:

1° Concerning performance of public policies :

- with regards to the financial law, which establishes the budget each year, certain performance indicators must shade light on the annual plan of performance to expose a strategy in using the

financial credits ;

- the Government that took office in June 2012 has set up assessment processes of the public policies with a view to be more effective.

2° Concerning performance of public employees:

The individual performance is measured by an individual assessment process : each agent have an annual appointment with his manager to fill a formulate describing : i) the last year goals that have been reached (or not, or partly); ii) the new goals he will have to reach within the next year ;

The plan built to implement the performance related pay has been stopped at this point, by the new government. Two main critics have been provided: i) the scheme has not permitted to enhance the mobility of civil servants (one of the goal of this bonus was to facilitate the mobility); ii) the individual amount which can be paid for the results is too high compared to the basic remuneration.

## Hungary

<p>How do you structure your HR function?</p> <ul style="list-style-type: none"> <li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li> <li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li> <li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li> </ul>
<p>The management of the governmental staff system in the case of government officials on the basis of the division of tasks identified in the Act on the Legal Status of Public Officials CXCV of 2011 (Kttv.) is the following:</p> <p><i>a) The strategic centre (Ministry of Public Administration and Justice) which, as part of its responsibility for the Government's public administration staff policy,</i></p> <ul style="list-style-type: none"> <li>– identifies the main directions of the governmental staff strategy and prepares legal regulations concerning public service;</li> <li>– provides support in the standard application of rules relating to public service;</li> <li>– monitors the application of legal rules relating to public service;</li> <li>– is responsible for the operation of the standardised staff records and integrated human resources management system;</li> <li>– represents the Government in the Public Service Interest Reconciliation Forum and operates the Government Official Arbitration Board;</li> <li>– manages training, further training, re-training and managerial training in public administration.</li> </ul> <p><i>b) Methodological centre (Office of Public Administration and Justice) which, as part of its public service methodological activities,</i></p> <ul style="list-style-type: none"> <li>– fulfils the tasks related to hiring, recruitment and the Hungarian Public Administration Scholarship Programme;</li> <li>– fulfils the tasks related to the HR IT system that supports integrated human resources management;</li> <li>– develops the methodology of further training, managerial training and examinations in public administration and fulfils the related tasks;</li> <li>– makes recommendations regarding a scope-based system, the system of performance management and the system of internal career and talent management.</li> </ul> <p><i>c) Training centre (National Public Service University) which fulfils the tasks related to the training, further training and re-training of public officers and managerial training in public administration.</i></p> <p>The National Public Service University came into being on 1 January 2012 through the merger of the Zrínyi Miklós National Defence University, the Public Administration Faculty of the Corvinus University and the College of Police Officers as the base institution for the tertiary training of public officers, in the capacity of legal successor to the institutions concerned.</p> <p><i>National Centre for Public Administration</i></p> <p>National Centre for Public Administration is the HR centre for metropolitan and county government offices.</p>

To whom does the senior HR manager in a ministry report to, i.e. what is their level?  
Do your senior HR managers have a role in developing the ministry's strategy – are they “at the table”?  
If so, what is the nature of this role?

The senior HR manager reports to the State Secretary in the Ministry of Public Administration and Justice.

As we mentioned before, Ministry of Public Administration and Justice has a special role in forming HR policy, so HR is more significant in this ministry than in the other ministries. HR managers in other ministries have more the usual “personal unit” role.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

Clear strategy related to this aim is a very strong enabler in transitioning to strategic HR.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

- New roles needs new – more strategic – thinking, strategic planning
- More collaboration is needed with organizational units who are responsible for preparing the Ministry's strategy

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

The answer is very well collected in the relevant Discussion Note.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

There is no performance management system in place in Hungary, but the individual performance evaluation is renewed (see below). According to Magyar Programme performance management system shall be developed.

New performance evaluation system will come into effect on 1<sup>st</sup> of July 2013, it is regulated by Government Decree 10/2013. (I. 21.) on individual performance evaluation in the public service. It is based on performance development and contains obligatory modules (individual job performance requirements and competency-based work-behavioural evaluation factors) and recommended modules (e.g. individual development goals, competences)

## Italy

<p>How do you structure your HR function?</p> <ul style="list-style-type: none"> <li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li> <li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li> <li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li> </ul>
<p>HR management is handled by the single public administrations.</p> <p>The Department for Public Administration promotes all the initiatives concerning the reform in the public administration according to principles such as the efficiency, the efficacy and the reduction of costs of the administrative action. Furthermore, it provides with the addresses and guidelines for the public sector HR management in order to overtake the administrative formal model and adopt measures aimed to make the administrations and the public managers responsible for the HR management.</p>

<p>To whom does the senior HR manager in a ministry report to, i.e. what is their level?</p> <p>Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?</p>
<p>Generally , it is the General Director that reports to the political-administrative Body about the assigned targets.</p> <p>Directors General responsible for HR have a role in the Ministry's strategy development. In particular, they are consulted by the political-administrative bodies about the definition of the targets. According to the legislative decree 150/2009, the administration targets are planned on triennial basis and are defined, each year, by the political-administrative Bodies ( that in the case of the Ministries is the Minister), after listening the administrative heads (directors general) that, in their turn, have to consult the managers or the responsables for the single units. The targets are set coherently with the budget plan and their achievement is a fundamental condition in order to supply the subsidies/incentives foreseen by the integrative negotiation. The targets are relevant and pertinent to the collective needs, the institutional mission, the political priorities and the administration strategies.</p> <p>Directors General are charged of specific operative targets aimed to achieve the strategic ones.</p>

<p>What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?</p>
<p>In HR management the concept of strategy represents the basis of every action that has to be undertaken, since it represents the fundamental thought that guides the whole administration's decisional process. The adoption of a strategy and its communication involves a set of benefits such as the employees' motivation and commitment , the fair resources allocation and an increasing social acceptance from stakeholders. The strategic managing approaches are several and of various kinds: the MBO management by objectives, that implements the organizational responsibility passing through sharing , the use of action plans, that simplifies the organizational reality breaking it up in different single strategic areas of intervention, the recourse to scenario techniques , that allows the action</p>

planning in contexts of great changes.

The absence of a strategy or the poor quality in its formulation, is at the origin of meager targets and doesn't allow to use adequate indicators for measuring the actions.

With such premises, for a strategic HR management the focus should be on themes like planning and control.

The aim is to establish agile offices, technologically advanced, with qualified professional workforce . This workforce represents the intellectual capital that supports the public decision maker to make the better choices, to implement the most effective policies, to manage resources excellently . Therefore, it is necessary to update the new professional positions and align them with the culture of performance quality, that is not just individual performance, but also referred to the organization of the whole administration.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

The administrative Heads have to cope with important challenges: to increase the activities such as negotiation, planning, study, research, communication and resource management; reconsider the procedures and the work processes; cope with the technological modernization; increase and support the innovation and the introduction of new cultures and sciences, draw our administration closer to European culture and languages.

In such a prospective it is fundamental the role of HR management. The challenge is to find tools that permit the improvement of HR management skills, as explained above. Therefore, the focus is on communication, also in terms of workforce listening; the strengthening of interpersonal relations and the relation with the group work, the pursue of the well-being of the public employees and the effective training.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

The skills and experience required to subjects charged of the strategic HR management relate to planning, organization and control skills, together with the capacity to analyze the needs and the processes innovation. It is equally important the knowledge of managing incentives connected with the organizational culture and, more generally, with socio-psychological dynamics.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Public Administration are charged to implement a set of internal controls such as the management control aimed to verify the expenditure, the efficacy and the efficiency of the administrative action and the public sector workforce assessment in its achievement of specific targets.



Therefore, the word performance is referred both to the organization performance and to the individual performance considering, on one side the achievement of the administration targets and, on the other side the individual contribution to such a result; in this dynamical view there is a connection among the different levels of activity and the administration strategic goals. This situation makes the Human Resources responsible for operating at different levels, collecting the various contributions in order to satisfy the users' needs through increasing improvement and flexibility.

In such a context it is fundamental the activity of measurement in order to define the managerial targets, identifying the dimensions and the indicators that could represent them. The assessment is also a very important activity since it represents the following step that implies the interpretation and the critical reflection of the results achieved and of the contributions given. The performances are the main elements of HR assessment. What is considered is the employee's contribution to the achievement of the administration's targets; his potential in terms of the characteristics not yet expressed and the skills of the single employee that are coherent with the organizational targets.

Measurement and performance assessment are finalized to the improvement of the quality of the public administrations' services, to the growth of the professional skills through the appreciation of the merits and the reward to the single employee or the organizational unit for the achievement of the results. This needs to be realized in a context of equal opportunity of rights and duties, transparency of the public administrations results and of the resources used to pursue them.

The system of the performance assessment envisages the assignment of scores for the workforce performances or for the administration assessed. Furthermore, it is the basis for the incentive awards. According to the current regulations it is forbidden the undifferentiated distribution or the one based on automatism of incentives and awards connected with the performance when there is absence of checks and statements on the assessment systems used.

One of the subsidiary awards is the access to the high level training and professional growth that, therefore, is one of the main incentives for the employees commitment.

## Latvia

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

There is no central shared services centre in Latvia, but the first attempts to provide shared services within the ministry and its subordinated institutions have been introduced, for example, administrative functions of HR are concentrated in the Ministry of Welfare, management of ICT - in the subordinated institution. It is planned to introduce HR shared services centre in the future, where with the selection of top level civil servants will be the first attempt (planned to introduce from 2015).

HR policy planning and coordination is the responsibility of the State Chancellery. The implementation lies within the institutions; local HR units are responsible for HR administrative functions. The role of HR managers depends on the institutions and pretty often the role of strategic partner is allocated to the deputy head of the institution.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?

Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?

Usually HR managers refer to the head of the institution. It is common that HR managers are involved in regular meetings where the decisions are taken. Still a challenge is to attain strategic role in opposition to the practice that HR managers deal mainly with administrative issues.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

Taking into account the experience Latvia already has in the training process, it can be admitted that it is a two-way process – the competencies both of HR managers and senior civil servants should be developed. It is of crucial value that both groups share a common vision and take steps toward common goals.

Another very important enabler is the culture of trust/empowerment to support the delegation of powers to HR managers. Under such circumstances the performance of HR manager (competencies demonstrated) is of high value, i.e., whether she/he is able to perform as a strategic partner.

Also the role of HR unit is of high value. It cannot be neglected that administrative function dominates within HR functions. Introduction of e-government, ICT is a strong promoter in transition to strategic HR (incl. standardization of processes and centralization).

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

Several challenges could be mentioned: administrative function of HR (paper work etc.), competencies HR managers have (not always the same needed to be a strategic partner), work culture, management style and competencies demonstrated by senior civil servants to support strategic planning.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

Skills required in HR units to become strategic partners:

- Strategic thinking and leadership
- Ability to take decisions and accept responsibility
- Creativity and discretion

The share of experience is of high value, for example, there is a Council for HR development in the public administration. The members of the Council – HR managers from the ministries – work on regular basis and participate in policy planning and coordination. Also HR policy planning is closely related with the best practice in private sector, for example, private sector experts were involved in development of performance management and job classification system.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Since 2012 there has been introduced a new performance management system in the public administration. It's based on management by objectives approach (work planning and setting deliverables), appraisal of competencies (competency modules for different groups are offered) and development planning (several development activities to support competencies, career planning).

The system favours in strategic planning (alignment of individual deliverables with strategic objectives); in future it will be used to introduce talent management system.

Performance appraisal is done both by employee (providing evidence) and by manager (appraisal – 5 levels); an interview or discussion is an integral part of the process. Extra appraisal tool is provided – 180 degree appraisal for specific groups of employees and 360 degree appraisal for senior civil servants.

The system is an electronic tool and provides several analytical tools, for example, possibility to follow the accomplishment of deliverables, analyse the levels of competencies, and collect training demand.

Performance appraisal is related with the salary and performance benefits; yet performance-related pay is a challenge and the best solutions are quested, for example, the system should not serve as a punishment tool and the principle of “no cut-downs” in case of getting 3 highest marks is introduced.

## Lithuania

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

According to the Law on Civil Service in Lithuania there are 3 subjects responsible for Civil Service HR general management functions.

**The Government of Republic of Lithuania** determines Civil Service's State policy and takes into service and dismisses from service a director of Civil Service department.

**Civil Service Department** is Lithuanian State Office authorized by Law on Civil Service to share the functions of the State policy's implementation in the Civil Service /HR area.

**Ministry of the Interior** of Lithuania authorized by Law on Civil Service and is in charge of the State policy's formation and for general civil service management functions. According to normative framework the Civil Service Policy division of the Public Governance Policy department handles the realization of these functions.

There are local staff administration services (personnel units) in Ministries. They are involved in setting organizational strategy. However it depends on HR manager if he has the necessary skills and experience for taking a leadership role in designing and delivering organizational change. The senior HR manager of the State Taxing Inspection could be defined as working in the strategic partner model in Lithuanian Civil Service.

To who does the senior HR manager in a ministry report to, i.e. what is their level?

Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?

Lithuanian HR management is decentralized. The heads of state or municipal institutions are in charge of all staff's management functions despite different legal subordination and accountability. Generally, a senior HR manager in a ministry reports to a minister or to a chancellor of ministry. However there are some ministries which have different administrative framework, for example, when a senior HR manager reports to a director of a Legislation Department.

According to the current regulations on strategic planning at the ministries there are stakeholders groups of the strategic planning coordination who are responsible in setting the organizational strategy and business planning process of the ministry. The senior HR managers are "at the table" of this groups and work closely with managers within a ministry. Especially, they have a key role in designing the current structure and composition of the workforce, identifying the key performance appraisal issues and planning HR training programs which organizations need for delivering organizational change.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

The carried-out analysis of our experience allows to identify the following enablers in transitioning to strategic HR:

- **Participation in formulating, institutionalizing and implementation of organizational strategy** (participation in formulating the organizational mission and strategic goals; participation in analyzing the external and internal environment; participation in identifying, forming and managing the values and competitive advantages; explaining and supporting the strategy).
- **Participation in management of organization's culture** (performance of surveys on organization's culture; forming and implementing organization's culture).
- **Development of HRM strategy** (forming of HRM objectives accordingly to general strategy and organization's culture; analysis of organizational HR; comparison of strategic requirements and current characteristic of HR; determination of essential decisions about the recruitment and carrier development).
- **HR development** (analysis of HR skills and qualifications; planning and realization of qualification development, training).
- **HR appraisal** (planning of evaluation procedure; methodological leadership; acceptance and realization of decisions and conclusions after evaluation).
- **Employee motivation** (realization of incentive scheme or non monetary rewards system; forming and realization of adaptation system).
- **Implementation of legislation** (implementation of work legislation; implementation of equal opportunities act; ensuring safety of work; forming of collective agreement; pursuing of internal rules and units regulation).

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

The main challenges are strategic orientation based on operational engagement and perception of the significance of HR and giving them the role of a strategic partner. In adopting strategic partner model the main thing is that the senior HR managers must have the necessary social, communication and leadership skills, deeper understanding of the ministry's work and experience so as to enjoy minister's confidence, required for the move from processing function to a more strategic role.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

In our experience, the staff of HR units must have the general social, communication, and leadership competences with juridical specialisation. They have to be the experts in HR management, to have good understanding of performed role and the motivation for constant improvement of their qualification, acting with real engagement in times of change.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

According to the Law on Civil Service from 2002 the public servants performance evaluation system started. The aim of the evaluation of a public servant is to evaluate the performance and qualification of a public manager or a career public servant. The performance of a career public servant is evaluated by his direct superior, the performance of a public manager is evaluated by the person appointing the public manager to office or his authorised person. At the end of each calendar year the direct superior of the public servant, or the person appointing the public servant to office or his authorised person evaluate the performance of the public servant as outstanding, good, satisfactory or unsatisfactory. In case the performance of the public servant is evaluated as outstanding, satisfactory or unsatisfactory, the public servant is evaluated by the Evaluation Commission. This performance evaluation system helps to ensure the connection between the implementation of ministry's operational functions and delivering of strategic organisational objectives.

The most critical feature in our present performance system is the absence of an interaction to pay system because at the moment payment system is frozen due to current economical breakdown.

## Netherlands

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

We have one shared services centre for HR administration and payment of salaries for the central public administration (P-direkt). They deliver standard management information to each organisation based on their administration.

We also have four shared services centres for HR expertise: one mainly for the core ministries and some other organisations/agencies, one for the tax organisation, one for the executive organisations for transport and water, and one for all prisons. The HR expertise centres do not create HR policies but can help with or do the implementation and develop instruments, if asked (and paid) by a Ministry or the Ministry of Interior.

Within the ministry of Interior (BZK), the DG for operational management of the central public administration (DGOBR) has a directorate for organisational development and HR policy (OPR) as central unit for (strategic) HR policy. They deliver also management information, analyses and forecasts based on information from the HR and salary administration (P-direkt), but also based on information of other sources like HR queries and surveys from all employees within the central public administration.

Each ministry still has a small unit for specific HR policy for their own organisation, for implementation and for articulation of the clients' needs towards the HR shared services. The process of standardisation and centralisation is still ongoing, but some tasks will remain at the ministries.

The role of HR units/managers as strategic partner within their ministry and the involvement in the general strategy and business planning process of the ministry differs between the ministries but is not very strong yet. Mainly, they are partners for management development and for implementing organisational changes.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?

Do your senior HR managers have a role in developing the ministry's strategy – are they “at the table”? If so, what is the nature of this role?

The senior HR manager and/or Head/Director HR in a ministry mainly reports to a Director operational management. They are not part of the board of the ministry and 'at the table' in developing ministry's general strategy. Although recently they are developing strategic HR policies for their specific ministry, they are mostly not actively involved in setting ministry's general strategy. It is still difficult to put for example strategic workforce planning high on the agenda of the managers or to be seen as the strategic partner in organisational development. Traditionally they have a reputation as HR experts. Some do have more understanding of the ministry's business, others less.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

The centralisation of HR administration and HR expertise in shared services.

Exchange of employees between HR and primary process of the ministry.

Skills and knowledge of the HR unit, especially of the senior HR managers, that enables them to discuss and design strategic issues on board level and to develop organisational and HR strategy in relation to the primary business of the organisation.

The strategic and HR abilities of the general top managers (DG's and directors) in the ministry.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

The time pressure, caused by actual, short term challenges (e.g. reform processes, budget cuts, reduction of numbers of employees, less mobility because of difficult labour market situation) and the need to focus at the same time on more long term development (e.g. demographic change, IT/ digital services, different and higher quality needed).

To do more with less people in an uncertain (crisis) and fast changing environment without financial resources to invest in future needs.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

- To know and understand the business of the ministry and their critical performance indicators.
- To be able to analyse quantitative and qualitative information in order to forecast and point out risks or problems for the short and long term. To indicate their consequences for the business and organisation, also translated in financial terms.
- To translate changes in the environment of the organisation, specifically in the field of primary business and labour market: for example the impact of technology development on numbers of employees, skills and competences needed or on organisational structures and business process redesign.
- To be able to work in interdisciplinary settings with other stakeholders (e.g. business process, financials, IT, general strategy).
- To speak and understand the, more economic, 'language' of general Top managers.
- To be proactive and able to show the added value of the HR and Organisational expertise.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Yes.

The performance management system exists of three steps.

1. Agreement on the work package, related to the year plan, in results to be reach (output, SMART formulated and planning) and on support needed (from manager or others). Also working conditions, learning or development needs can be agreed.
2. In between: discussing progress and –if necessary - redefining output, process or planning.
3. Performance measuring: discussion between manager and employee, followed by a judgement on the performance with a link to pay.

In the future, not only performance related to outputs but also to own initiative and actions for sustainable employability will be part of the performance management system.



## Norway

How do you structure your HR function?
<ul style="list-style-type: none"><li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li><li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li><li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li></ul>
Norway has a central HR-policy department located inside the Ministry of Government Administration, Reform and Church Affairs. Most of the HRM functions (except from concluding the main collective agreement), however, are delegated to line ministries and agencies.
There are great variations whether local HR managers operate as strategic partners to their superiors, depending on several things like HR unit resources, work load and delegation of routine HR matters, the manager's understanding of core business processes and their personal standing in the organization.

To whom does the senior HR manager in a ministry report to, i.e. what is their level? Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?
The senior HR manager in the ministries normally report to the DG of the Department of Internal Administrative Affairs.
There are great variations in whether the senior HR managers contribute to the ministry's strategy – and if they are "at the table". Their role normally grows in importance, however, when the ministries are planning and undergoing processes of restructuring, geographical relocation, and especially downsizing, upgrading outdated competencies or recruiting new staff.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?
Enablers in transitioning to strategic HR are according to my opinion the capability of HR units to communicate with, and deliver services with high quality, needed by the line departments. Further to support and/or involve line managers in performing processes of recruiting, introducing, training and rewarding etc. staff, and deliver the tools they need in their work.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?
See answer to the previous question.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

Professional training, knowledge of “tools of the trade” and documented results in the HR area and preferably experience as a line manager are such requirements, which would both increase the capabilities to advice strategic partners and strengthen the general credibility of HR staff.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

The Norwegian Civil Service apply a series of performance measures like performance dialogues, regular staff surveys and annual corporate planning.

There are, however, rooms for improvements in terms of preparing more systematic training and development plans and measures based on linking inputs from performance dialogues to strategic needs, just to mention some.

## Poland

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

The level of decentralization of HRM practices in the Polish civil service is relatively high, what is confirmed in the OECD's Public Governance Review of Poland. Indeed, HR administration is handled by local HR units functioning in the structures of each office. This results from the concept where Director General of a given office (top civil servant) acts as a government employer in relation to persons employed at this office (contrary to the model where the state as such is the employer).

However, it is planned to centralize HR services within the government administration at its central and territorial level. At the central level, it is planned that the Shared Services Centre, which now operates as the central purchasing body, will ultimately encompass i.a. providing services regarding human resources. At the territorial level, it is planned to establish regional (voivodship) shared services centres within the Voivodships' Offices, which will provide support services (IT, finance, HR) to the government offices supervised by the voivod (governor).

It is assumed that the centralization of HR functions will result in savings and allow the offices to concentrate on content-related – not administrative – matters.

In Poland the central organ of government administration, competent in civil service issues is the Head of Civil Service. The Head of Civil Service, subordinated directly to the Prime Minister, fulfils duties set out in the Civil Service Act, in particular: administers the process of staff management; collects data on the civil service corps; plans, organises and supervises central trainings for the civil service. S/he also creates and submits to the Council of Ministers a draft strategy of the Civil Service human resources management that contains diagnosis of the civil service, definition of strategic aims, implementation system and financial framework (the draft will be presented to the Council of Ministers soon).

Hence, the HR policies of individual offices are carried out by their Directors General, but a level of coherence with the policy formulated by the Head of Civil Service (incl. Strategy of the Civil Service HRM, HRM Standards and other guidelines) is required.

The service to the Head of Civil Service is provided by the Chancellery of the Prime Minister (in particular by the Civil Service Department and the Legal Department – organisational units within the structure of the Chancellery of the Prime Minister).

At present traditional "personnel units" that used to administer the cadres are being transformed, into units that manage human resources effectively. The strengthening of HR units in public administration offices is defined as one of the main types of activities supported by the European Social Fund in the area of governance (Specific Objective 3 "Modernisation of management in public administration and justice administration", Priority V Good Governance, Human Capital Operational Programme for 2007 – 2013).

The financial support from the EU allowed e.g. for the increase of the administrative capacity of units responsible for human resources management within a framework of project titled "Improvement of quality of management in government administration – Public Management Academy Stage II".

On the basis of conclusions from the organizational audit conducted by consulting company Deloitte and best practices applied in public and private sectors, the Head of Civil Service issued recommendations regarding managerial improvements i.a. in the area of HRM, which were implemented in 62 offices. The recommendations were focused on: unified approach to staff data reporting, processes structure and the assessment of effectiveness.

Concurrently, the Civil Service Act of 2008 introduced some HR tools and widened the scope of application of individual development programmes and personal performance assessments to all civil service corps members.

However, it seems that HR managers are not considered as strategic partners yet. Therefore, it appears that only one aspect of this model – regarding HR excellence centre – applies here. Namely, the Head of Civil Service supported by the Civil Service Department gives guidance to government offices helping them to manage human resources in a proper manner.

The HRM Standards in the Civil Service issued in 2012 serve as an example. This document in a form of the ordinance of the Head of Civil Service has been prepared with the intention of supporting the offices in the accomplishment of their objectives by improving HR management and increasing coherence of HRM across the civil service corps.

The Standards contain recommendations in five areas: organization of HRM, recruitment and introduction to work /induction/, motivating, training and development, termination of employment relationship. The actions which are supplementary to the HRM Standards include training (also e-learning), dissemination of publications and presentation of national/foreign good practices.

For instance, the Standards contain a list of elements which should be included in an HRM program – a document that Director General is obliged – on the basis of the Civil Service Act – to prepare in his/her office. These elements include: (1) diagnosis of HRM and (2) its priorities, (3) abovementioned areas of HRM, (4) annual objectives and schedule of HRM program, (5) monitoring and evaluation.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?

Do your senior HR managers have a role in developing the ministry's strategy – are they “at the table”?

If so, what is the nature of this role?

Top HR manager is Director General of a given office. S/he reports directly to the minister and the Head of Civil Service as regards the execution of tasks resulting from the Civil Service Act. S/he is supported by the Director's General Office, headed by a director assisted by deputies.

The role of Director General, compared to the position of e.g. her/his British counterpart (Permanent Secretary) is not so substantial. However – on the basis of the Council of Ministers Act – Director General together with secretary of state, undersecretaries of state and members of political cabinet support the minister in executing her/his tasks. Generally, Director General gives advice on how to implement the political vision from a technical point of view.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

It seems that familiarity with international experiences in using strategic HR could be particularly helpful. The results achieved by countries managing their human resources strategically can be inspirational for others. Moreover, the implementation of strategic HR requires “know-how”, as this model is still a kind of innovation. Hence, the comparative studies in this field conducted by e.g. EUPAN or OECD could be very supportive.

Other focal point in this regard – maybe even more important – seems to be the character of the relation between politicians and DGs. It seems crucial to transform the role of DGs from supporting role to become a strategic partner. And as experience shows it might be not an easy process, influenced e.g. by political, administrative and organisational cultures, the need of redefining of both groups' responsibilities. It might be also connected in Polish case with delegating to the DGs some powers – so the political will in this regard might be crucial.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

One challenge can be the issue of political vision and will, as mentioned above. Without clear objectives defined by the government or specified in national development strategies it is problematic to create a relevant HR policy.

Secondly, it seems that in national administrations where HR function is not centralized, the individual HR units are overloaded with bureaucratic work resulting from fulfilling labour law obligations related to the establishment, maintenance and termination of employment relationship of the officials employed at a given office. If such units are understaffed, the fulfilment of legal obligations has priority and no time is left for strategic HR. Furthermore transformation means change, and that given the public administration reluctance to change, might pose a significant challenge, particularly when changes might result in redundancies and refer to assigning new tasks.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

In general development of skills/competencies of people employed in HRM units might be one of challenges in transforming to strategic HR examined by a question above. As Poland has not introduced central competency management model it is rather a matter of opinion than empirical fact. Nevertheless majority of HRM specialists seems to be rather generalists (HR administration) than specialised (education & experience) in complex HRM issues e.g.: compensation and benefits, change management, continuity planning, employee engagement and motivation, employer branding, employment law, HR technologies, leadership, outsourcing, performance management, recruitment, relocation, retention, strategic HR, succession planning, talent management, training and development, work life balance, diversity, corporate social responsibility, etc.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

In line with the Civil Service Act a civil service corps member employed for an indefinite period of time is subject to a periodical performance evaluation carried out by the direct superior once every two years. The critical features are as follows:

- [development needs] The evaluation contains conclusions concerning the individual professional development programme. On this basis it is decided (1) which competences an official should acquire (new ones if e.g. s/he changes the field of specialisation) or develop further (2) which forms of training will be the most suitable (self-development, learning by doing, training, internships etc.).
- [links to pay] Upon achieving positive evaluation a civil servant may be granted (it is optional - decision belongs to Director General) a successive service rank (there are 9 ranks). A civil servant who, from the granting of the last rank, obtained two successive positive periodical evaluations at one of the two highest levels envisaged in the mark scale, is granted the next rank obligatorily (each subsequent rank is connected with the higher rate of a civil service /financial/ bonus). However, it must be said that this mechanism applies only to civil servants who represent ca. 6% of the whole civil service corps (94% are civil service employees). Positive evaluation may also be used (by all civil service corps members) as a justification of an application for salary increase or promotion, but decisions in this scope are taken independently by Director General of a given office.
- [personnel decisions] In case of two successive negative performance evaluations the employment relationship with a civil servant is terminated on a three-month notice.

## Slovenia

<p>How do you structure your HR function?</p> <ul style="list-style-type: none"> <li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li> <li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li> <li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li> </ul>
<p>In Slovenia, there is no a central agency or department responsible for human resources at the central level of government. However, the Public Sector Directorate within the Ministry of Justice and Public Administration aims to co-ordinate the management of human resource policies in the central public administration and administrations of self-governing local communities by:</p> <ol style="list-style-type: none"> <li>a. providing leadership and guidance on human resources at national level of government;</li> <li>b. preparing regulations on civil services systems;</li> <li>c. keeping the central personnel records;</li> <li>d. conducting analysis on personnel;</li> <li>e. providing training to civil servants; and,</li> <li>f. preparing the joint personnel plan for the different public administration bodies.</li> </ol> <p>The Public Sector Directorate is also responsible for the public sector salary system, <i>i.e.</i>, for setting the salary system regulations, interpretation of legislation, and supervision of the implementation of the regulations. Responsibility for the proper implementation of the salary system and paying salaries is devolved to individual budget users.</p>

<p>To whom does the senior HR manager in a ministry report to, i.e. what is their level? Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?</p>
<p>The senior HR manager in a ministry is Secretary-General who ensures the direction of the Secretariat. He/she is responsible for personnel affairs, finance and budget of the ministry, public procurement and document management system and has therefore a role in developing the ministry's strategy as a member of the leadership of a ministry.</p>

<p>What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?</p>
<p>Today, all the major activities of HR are driven towards development of high performance leaders and fostering employee motivation. So, it can be interpreted that the role of HR has evolved from merely an appraiser to a facilitator and an enabler. While developing the administrative infrastructure, organizations need to build a model for the new strategic HR workforce, determine the HR competencies needed to enable that model, and create the supporting education and performance measures to make the model successful</p> <p>In our experience, the enablers to strategic HR are strategic workforce planning, individual staff performance management that links to strategic objectives of the organisation and of the state, and building a performance driven organisational culture. In order to achieve this, more focus should be given to individual development plans, managing competencies, lifelong learning, management of elder and experienced employees.</p>

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

It is important to strengthen civil service leadership and its interface with ministers, motivate the workforce and equip it with the necessary skills and competences through the development of a more coherent HR strategy. It is also significant to build up consultation and communication with civil servants so that strategy and policies are well anchored and owned by all the relevant actors.

Other challenges are: development of civil servants' capacities through learning at all levels, with particular emphasis on self-management and team working competences, support to performance improvement and organizational potential, performance and operational management processes aligned to organizational objectives - to build trust, enthusiasm and commitment to the direction taken by the organization.

There appears to be a systemic culture of entitlement permeating the Slovenian central public administration. Slovenia needs to find other (non-financial) ways to better stimulate the central public administration to increase its performance, be accountable for its performance, and be more efficient and effective, overall. Therefore, the main challenge is to implement workforce productivity improvements that ensure a balance between costs and the quality and continuity of service.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

HR units should identify key skills that are needed to make a strategic contribution to the organization: understanding their business unit's strategies and operations analytical skills to develop evidence-based recommendations and effective business cases. They must understand how data flows through various HR and financial systems, and how to obtain and analyze human capital data that support their recommendations; consulting skills (including the skills and competencies to build trusting relationships with senior executives, diagnose organizational problems and determine root causes, develop recommendations and business cases, and create action plans); change leadership skills; and the ability to share knowledge across the HR organization.

The adoption of a more strategic approach by HR units should not imply a loss of focus with respect to the needs of individual employees.

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Slovenia has a formalised individual performance assessment system in the Slovenian central public administration which is governed by the Public Sector Salary System Act and the Decree on the promotion of public employees to salary grades. At face value the present Slovenian public sector salary system would seem to contain adequate mechanisms for signaling the importance of performance, for rewarding good performances and for attending to bad performances. While salary progression is performance based, the performance assessment system is not operating effectively as it could and the current operationalisation is in fact contributing to the de-motivation of some employee performance.

A key element in developing career is an annual interview, held by the superior with the employee, which is conducted at least once a year. At the annual interview the performance of individual staff is assessed and rated on a scale of one (1) for unsatisfactory performance through to five (5) for excellent performance. An attachment to the Decree provides the description of criteria to use when assessing individual staff performance. In order to receive a higher salary, civil servants must 'collect' points as part of the performance assessment process, and after 3 years these points can be

used to advance to a higher salary or to a higher title). According to current regulations, a public employee's achievements at work are monitored but not evaluated and annual interviews are separate from the procedures for evaluating public employees' job performance.

Salary progression (known as 'promotion' in Slovenia) depends on the time spent at a particular grade, but also on a positive service performance assessment. Promotion to a higher title within the same career class is possible after a minimum number of positive assessments. The maximum number of earned grade increases varies between posts and titles – but generally civil servants may be promoted by one or two salary grades every three years if they fulfil the prescribed conditions.

While performance tools exist, such as performance meetings and assessment criteria, in practice there is little understanding amongst line managers as to how to appropriately evaluate staff performance objectively. The current system does not use performance management plans to identify training and development needs of individual staff in line with unit strategic objective (not only personal objective).

When formulating a modern state administration, and, in this context HRM, it is necessary to change the practise, and particularly to improve control over the implementation of procedures, including having a clear definition of competencies and the responsibility of the players at all decision-making levels. In our opinion it is necessary to establish an integrated system to manage the job performance of public employees. This means a systematic approach, preparation of a competency profile of workplaces, a basis for planning, managing the career, and for evaluation and promotion of public employees would be obtained. The goal of the normative and implementing simplification of key personnel procedures is a greater transparency, efficiency and effectiveness of HRM instruments, which is particularly of key importance during a period of aggravated financial and economic crisis.



## Spain

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

The Ministry of Public Administrations (nowadays Ministry of Finances and Public Administrations) leads the HR policies. The Ministry, throughout the Secretary of State of Public Administrations, draws and proposes the common legislation regarding HR subjects for every civil servant working in any Administration, included regional and local Administrations. In addition, the Ministry, and in particular the Civil Service Directorate, rules the HR policies (recruitment, career, jobs classifications and remunerations, professional status, proceedings ...) in Central Government Administration, and also coordinates HR Units in the different Ministries and Public Corporations related to Central Government. HR units are responsible for the implementation of HR policies in their respective areas. Civil Service Directorate can supervise some of the decisions carried out by the Ministries and Public Corporations, and its previous authorisation is sometimes required (e.g. recruiting new staff or appointing particular jobs). The Directorate also provides common services for all Ministries, but most of the services are offered by their own HR units (staff and waves management, training). There is another Secretary of State belonging to the Ministry, Secretary of State of Budgeting, who checks and authorises the expenditures devoted to human resources and takes part in jobs evaluation.

The Secretary of State of Public Administrations, throughout the Civil Service Directorate, is responsible for a strategic view of the public service, as well as they have to ensure that HR policy and services fit with the social requirements, provide information to assist decision-making, design the future schemes of Public Service, and contribute to a successful performance.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?

Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?

Every Ministry structure involves a Human Resources Directorate, most of them devoted not only to HR items, but also to economical and internal management. There is always an HR Unit, often named HR Deputy Direction, responsible for HR proceedings. People in charge of these units report to the General Director, and General Directors report to a Secretary of State. General Directors usually take part when a strategic option or political decision regarding staff is approved in the Ministry. They can suggest or recommend measures to be adopted, or can report about proposals that are set out are legal or suitable. General Directors are in contact with the Civil Service Directorate, and the Heads of the HR Unit are in contact with the Heads of Units in the Civil Service Directorate.

Government Delegates in the Autonomous Regions play also a role in the management of the civil servants working for regional or local units related to the Central Government Administration.

**What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?**

A strategic view of the HR requires by one side that the HR planning links to strategic planning in the public sector. HR programs must fit with changes expected to be happened in Public Administration, are concerned with the planning in the delivery of public services. By the other side, it needs accurate information about how the Civil service is working and what are the available human resources, its experience and knowledge. It also a successful point to know the way are changing in this field other Administrations or Public Corporations. May be the most important items are to focus on improving the motivation and performance, to look forward to specific efficiency objectives, and to get a strong support from political level.

**What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?**

Some of the challenges are to realise that HR policies are a key element in the Public corporations, to underline that we have to work on staff management looking forward to the future, and not thinking only in short period, and to understand we have to improve motivation and progress to performance objectives that previously have been set and assumed by everybody. The design of professional careers is also an unavoidable matter.

**What, in your experience, are the skills and experience required in HR units acting as strategic partners?**

Officers working in HR units need a experience as staff managers in charge of a working team. They also need knowledge about the profile of the civil servants realize that in the Public Administration you can meet very different jobs and there is not an only kind of civil servants; a experience as project leaders, and specific training in managerial skills.

**Do you have a performance management system in place?  
If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?**

There is not a unique performance management system. Some areas have well developed performance systems, but other areas have not got this level. Different tools are used. Usually performance systems consist on bonus payments, and they are paid in most of the public corporations, but their actual meaning and share over the wages differs a lot. According to our legislation, performance system should to link to training paths and professional careers. Few of the public corporations have started working in this field. However, attention is paid to performance management in internal competitions to applicants for a job.

## Sweden

<p>How do you structure your HR function?</p> <ul style="list-style-type: none"> <li>• Do you have a HR shared services centre or is HR administration handled by local HR units?</li> <li>• Do you have a central HR policy unit or is HR policy handled by local HR units?</li> <li>• Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?</li> </ul>
<p>HRM is delegated to all of the 245 agencies in central government. Larger agencies may have substructures for HR.</p> <p>Currently a national service centre for operational services started. Membership is voluntary.</p> <p>HR policy can be divided into several parts: Legislation, binding agreements between social partners, operational strategies, HR administration etc. In short Swedish work legislation is about the same all over the labour market. Many rules are discretionary and may be changed/completed by agreements between social partners. Central agreements at each sector make up the rules of play for local social partners.</p> <p>The responsibility for operational HR strategies rests with each agency.</p> <p>HR managers work as strategic partners quite often. It depends on how HR is organised in the agency. For example has the Tax administration divided strategic HR from service delivery of operational HR. The strategic HR unit is situated in the central management centre and the head of HR unit is part of the leadership team.</p>
<p>To whom does the senior HR manager in a ministry report to, i.e. what is their level?</p> <p>Do your senior HR managers have a role in developing the ministry's strategy – are they "at the table"? If so, what is the nature of this role?</p>
<p>Due to our system, there is only one HR-manager for all of the government office, embracing all ministries (that is about 2 per cent of central government). The HR manager report to the Administrative Head of the Government Office who, in turn, report to the prime minister.</p> <p>As said above, the degree of being "at the table" varies strongly. The trend is though that HRM strategies are increasingly becoming part of Agencies strategic matters. Sometimes HR-managers are included, sometimes not. Unfortunately we have no hard facts indicating the degree of "being part of the dinner company".</p> <p>The Current priorities for central government employers in cooperation are among other things set to strengthen the connection between the operational needs for development and competence management. The following strategies are decided collectively by all central government agencies (ministers are not involved):</p> <ul style="list-style-type: none"> <li>- We attract skilled co-workers by having interesting tasks, prospects for development and attractive working conditions.</li> <li>- We take care of and grow the competences needed by strategic competence management and an inclusive approach.</li> <li>- We cooperate for effective change processes and increased mobility supporting the "work line" (i.e. a policy to keeping people working instead of being unemployed, pensioned etc.).</li> </ul> <p>Another mindset in use is to move much of the HR-responsibility to operational management.</p> <p>Although heads of agencies collectively decides about strategies like those above, HR-mangers are strongly involved through the advising bodies for SAGE. In our view these policies strongly emphasise the development towards more strategic HRM.</p>

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

HRM have to evolve from traditional technical perspectives to more of being a strategic partner in order to fulfil the operational goals of the organisation. Further movement towards handling human resources as investments in human capital connected to an economic sustainable development of the organisation would be essential. The perspective should be that the business environment is agile and change is a constant process, not least in public administration. This demands on the other hand several developments as standardisation of day to day services, digitalisation of basic services, and movement from rule focus to operational focus.

Workforce effectiveness and “customer” facing strategy should be in focus.

In short; strategic HR may benefit from being separated from basic HR-support. Strategic HRM should be a profession on its own.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

- Moving beyond narrow HR perspectives as cost per transaction, cost per employee, day to day “fire brigade” type of work.
- Leaving current roles, mandates and power structures. Change is difficult and may challenge image and role of HR staff.
- Leaving historical mindsets, “this is how we do, and always have done”.
- All this is connected to the role of rules – one of the largest challenges may be creating a more flexible staff regulation that is oriented towards change and flexibility.
- Making managers manage, also daily employer,s matters and basic HR.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

- A more consultative approach helping manager to help themselves. In order to become more strategic the daily demand for quick fixes has to decrease.
- In addition to traditional HR skills, staffing and competence management skills there is a need for skills in operational planning and budgeting processes. HR strategists also need to understand key operational target setting and how to enable staff to contribute to such targets.
- Skills in group psychology, motivation research, etc. will be continually important. Skills in economy are essential if you want to be on talking terms with other parts of management. Finally essential skills in public administration are important. After all, there is a political environment that must be handled

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

There are many different systems since agencies are different with different needs and level of development. In addition to those the Swedish system for individual pay is considered to be a well working performance management system. In short individual targets are set for each employee once a year in a yearly development dialogue. This dialogue is followed up by a dialogue about reached contributions to the organisation and pay. Attached to this document a short description in power point is added.

## United Kingdom

How do you structure your HR function?

- Do you have a HR shared services centre or is HR administration handled by local HR units?
- Do you have a central HR policy unit or is HR policy handled by local HR units?
- Do any of your HR managers work as strategic partners as defined above or a variation on this model? – If yes, can you please give a brief outline?

### Background:

In May 2010, the Government announced it would simplify HR delivery across departments, reduce the size and cost of HR and eradicate duplication where possible through the Next Generation HR (NGHR) programme, a Cabinet Office initiative. The NGHR vision is *to deliver a responsive, professional service with better business outcomes to the Civil Service at a significant cost reduction through the rationalisation of our operating models, greater standardisation and the sharing of expertise across Civil Service HR*. Since April 2011, shared expert services have been established covering employee policy, learning and resourcing; and, since April 2012, Organisation Development & Design. Only around 5% of the HR resource is in these central units; 95% remains in departments and agencies.

The central HRM body, HR Board, offers corporate leadership and plays a strategic oversight and co-ordination role of Civil Service HR. Performance Board oversees the performance management of the HR function, holds the Expert Services to account and reports to HR Board. People Board provides strategic business partnering to the corporate leadership of the Civil Service.

### Specific questions:

- The UK Civil Service uses a number of shared service centres to carry out transactional HR processes (including answering pay queries, offering first level HR advice to employees and managers, and processing new starters/leavers); each often providing services to multiple departments. Some HR transactional work remains in departments.
- Civil Service Employee Policy is the HR Expert Service whose purpose is to rationalise and simplify HR policies across the Civil Service. 20 policies and accompanying products have been delivered since Civil Service Employee Policy's launch in April 2011. This Expert Service provides a specialist HR policy service through simplified, modernised policies and people practices. They design, develop and maintain the employment framework for departments to implement, which supports the cultural shift to a performance management culture and delivers on key elements of Civil Service Reform Plan. Departments make efficiency savings, as our best practice and consistent employee policies are developed only once, therefore removing the cost of duplicated effort in departments. Policy packages include model policy principles, guidance, communications materials and implementation support to departments, including help with handling departmental consultations with trade unions. On a working level, CS Employee Policy works closely with departmental Single Points of Contact. CS Employee Policy's Departmental Customer Contacts have built robust, supportive relationships with departments and have helped them to respond to the evolving HR policy agenda, providing a two-way conduit for information and intelligence sharing between CS Employee Policy and departments.
- All of our HR Business Partner posts are positioned as strategic partners to the business area/s that they support (as described in the model set out in the accompanying note). In Main Departments, the HR Director will act as the senior business partner, including to the Board and/or Permanent Secretary.

To whom does the senior HR manager in a ministry report to, i.e. what is their level?  
Do your senior HR managers have a role in developing the ministry's strategy – are they “at the table”?  
If so, what is the nature of this role?

The senior HR manager in a ministry will be an HR Director or HR Director General (in the case of some larger departments). HR Directors and Directors General are ultimately responsible to their Permanent Secretary and Secretary of State. These HRDs and HRDGs are generally active members of their ministry's senior Boards/Executive Teams and are, therefore, “at the table”.

What, in your view or based on your experience, would you identify as enablers in transitioning to strategic HR?

Commitment of the Business to Change – if the business not committed to change (i.e. creating own Business Partners) this would have hindered the transition to a strategic HR service.

Capability of existing HR Business Partners – a number of common standards, products/tools and assessment packages have been developed to support the development of HR Business Partners.

Line Managers: We are dependant on the capability and willingness of Line Managers to carry out their people management responsibilities, to enable HR Business Partners to work at a more strategic level.

NGHR Shared Services project: The services which the Shared Service project put in Shared Service Centres has a massive impact on the role of the HR Business Partners and their support teams.

Expert Services: the successful launch and delivery of Civil Service Employee Policy, Civil Service Learning, Civil Service Resourcing and Civil Service Organisational Design and Development was/is paramount to the success of the NGHR Programme.

Retained HR: What is left in Departmental HR will have a big impact on the role of the HR Business Partner, the role of the Business Partner support team, and also where HR Business Partners go to get their services. The size and shape of departmental HR functions dictates whether Civil Service HR will reach their NGHR headcount and ratio (HR:Staff) targets.

What, in your view or based on your experience, are some of the challenges in transitioning to strategic HR?

Ensuring the success of the factors outlined in the previous question, including that, in reducing the transactional resource that still remains in HR, we have the right HR Business Partners at the right grades. This is in line with interventions recently signed off by HR Board to further develop the HR profession in the Civil Service.

What, in your experience, are the skills and experience required in HR units acting as strategic partners?

Our HR Business Partner Success Profile:

- 1) Self Belief - A deep belief in the value of the HR function and their personal ability to make a difference to the organisation
- 2) Independence - The confidence to have a point of view and be courageous enough to express it – even if it proves unpopular
- 3) Knowing the business - Profound knowledge and understanding of the business and its strategy and the ability to communicate in business terms. Understands the business levers that drive performance
- 4) Relationships - The ability to build and manage deep, strong and trusting relationship with their customers and HR colleagues
- 5) Achieving Business Results through the whole HR Function - A clear focus on delivering business outcomes through harnessing the whole HR functions capabilities and being a strong role model for the team

HRBP Professional Role Profile:

- HR Business Partnering requires a senior 'HR generalist', operating as a key member of the business management team, providing an independent view and objective challenge
- The HRBP is responsible for providing HR insight and input into the development of business strategy, including responsibility for the delivery of their Department's HR Strategy, in line with operational business needs. The HR Business Partner will translate business goals into prioritised HR requirements and ensure the effective delivery of HR services throughout the Customer Group
- The HR Business Partner supports Directors/Business Head in enhancing business performance through improving the performance, capability and motivation of its' people
- The HR Business Partner is a catalyst for the development and implementation of professional people management policies, capabilities and practices– working with Line Managers and the HR function. The role is also accountable for quality assuring the consistent delivery of HR policies and practices and working across the Department to continuously improve service
- On behalf of the business, the HR Business Partner acts as the intelligent customer, providing feedback to the wider HR function and commissioning service from HR service providers
- The HR Business Partner has significant change agent responsibilities, and will identify and disseminate HR best practice

Do you have a performance management system in place?

If yes, what are the critical features in your performance management system? For example scoring system, links to pay, development needs?

Civil Service Employee Policy has developed a new model Performance Management System which departments can choose to implement. The purpose of the model system is to enable departments to deliver the outcomes of the framework. In addition, 'How To' Guides for line managers, online learning products and other support tools have been developed to support the framework. Whilst the framework is set out and departments must have policies and procedures in place to deliver these outcomes, the model system is not mandatory.

The new model system now covers a third of the Civil Service and has been implemented by DWP, Home Office, DCLG, DfE, DfT and DEFRA. More departments have already committed to implementing the model system including HMRC. This means that by April 2013 we expect approximately 80% of civil servants will be using the system.

The key drivers for the model Performance Management System are:

- to support and enable departments to meet the key principles of the performance management framework
- to respond to and address concerns from civil servants, who in the People Survey, consistently identify that poor performance is not tackled effectively and that good performance is often not properly recognised
- to create a modern employment offer that encourages a productive, professional and engaged workforce, where good performance is recognised and rewarded and poor performance is managed successfully
- to build upon and learn from developments and trends within the private sector. This includes linking individual performance to organisational performance, supporting line managers in managing performance and simplifying processes.

What is different in the new model system:

- Greater focus on performance management being a joint responsibility for both line managers and employees.
- A mandatory people management/leadership performance objective for all management grades.
- Greater focus on line manager's effectively managing performance throughout the year, reducing bureaucracy around end-of-year systems.
- Performance will be measured over one performance year using a three-box rating system.
- Performance will be assessed against both the 'What' (delivery of objectives) and the 'How' (demonstrating competencies, behaviours and values) with equal weight.
- Focus on differentiating performance amongst employees, recognising high performers and managing poor performers promptly whilst taking into account the guided distribution ranges.



Austria

Open Data

Does your country have a formal policy on open data?

All open government data stakeholders created a framework for open government data<sup>1</sup> in Austria. It specifies open government data principals, a common metadata set, common licensing policy and recommended technical formats.

Has your country measured the benefits of open data?

All published open government data sets in Austria can be accessed via the central platform [www.data.gv.at](http://www.data.gv.at). Statistics about the amount of data sets and the number of third party applications are published on a daily basis.

Furthermore, some evaluations were commissioned from the local authorities about their open government portals.

What are the most popular datasets in your country?

Based on the log files the most demanded datasets come from different categories. According to surveys, which asked users of the most demanded data sets, traffic data was requested most.

Has your country taken any steps to promote the uptake of open data?

The Cooperation OGD was founded in 2012 to integrate all stakeholders to create common guidelines for open government data initiative. In this cooperation the central platform [www.data.gv.at](http://www.data.gv.at) was initiated. In October 2012 the Apps4Austria Award was started, which promotes the uptake of yet published data sets. Barcamps, community meetings and conferences were other activities trying to promote the uptake of open data.

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<sup>1</sup> <http://reference.e-government.gv.at/Open-Government-Data-1-0-0.2762.0.html>

## Social Media

### How is your administration using social media to promote public service delivery?

The Austrian one stop shop site [help.gv.at](http://help.gv.at) is using Facebook to inform citizens about recent legal and/or administrative developments on federal matters.

The Federal Press Service (BPD) of the Austrian Federal Chancellery is promoting European Issues through the website <http://www.zukunfteuropa.at> which is also using Facebook to support its activities.

### Does your administration have formal guidelines for the use of social media?

An inter-ministerial working group has developed framework guidelines for the use of social media in the public administration in Austria. Apart from that any organization that wants to use social media and social networks can individually define these framework guidelines for their own use.

The Federal Press Service (BPD) developed such a guideline for the internal use of social media and social networks for the Austrian Federal Chancellery. This was also done by some of the capitals of the Austrian provinces like Vienna, Graz and Salzburg.

### What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

The framework guidelines for the use of social media in the public administration in Austria is also describing the wide variety of available social media tools and give recommendations for the use of those. The strategy that lies behind this is to maximise the impact of each activity by using the appropriate tool.

## Belgium

### Open Data

Does your country have a formal policy on open data?

Although Belgium has both an open data portal (<http://data.gov.be>) and a PSI portal (<http://publicdata.belgium.be>), there is no formal policy on open data at the federal level.

At the regional level, only the Flemish government does have a formal open data policy (See also <http://bit.ly/125xOiY>):

- Government data should be open by default;
- Reuse of data is allowed, also for commercial purposes;
- The use of open standards is required;
- Use authentic data sources where possible;
- Open Data needs to be executed according to an integrated approach.

The Flemish action plan “open data for 2013” will be approved by government during the next couple of weeks. A generic license is being finalised and will be available to all interested parties on all levels of national, regional and local government. A knowledge exchange platform is active since beginning 2012 (see also <http://www.opendataforum.eu>)

The Brussels Capital Region has since long offered geo data for free.  
Some local governments (cities) may have a policy.

Contact: Fedict ([www.fedict.belgium.be](http://www.fedict.belgium.be) )

Has your country measured the benefits of open data?

No

What are the most popular datasets in your country?

This is hard to measure, since not all datasets are published on a central portal. Some popular data sets are the list of schools, population statistics and the list of wind turbines.

Many organisations reuse parts of law books published on [juridat.be](http://juridat.be), which may or may not be considered as “data sets”.

The “most wanted”, but not open, data set are the list of all companies registered in Belgium, historical weather/climate data, and time tables from public transport organisations.

Has your country taken any steps to promote the uptake of open data?
<p>Yes. Aside from establishing the open data and PSI portals, there have been a few open data events. For instance, a hack-a-thon organized by the federal minister of ICT in April 2011.</p> <p>The Flemish government appointed an open data project manager, organized an “Open Data Day at the Flemish government” in June 2012 (see also <a href="http://www.opendataforum.be/news-info/local">http://www.opendataforum.be/news-info/local</a>), organized an “apps4flanders” event in September 2012 (see also <a href="http://www.opendataforum.be/news-info/apps">http://www.opendataforum.be/news-info/apps</a>), and is working on open data licenses that are fully in line with Belgian law and anticipate the new EU PSI directives.</p> <p>Various large cities have, or are planning to organize, their own open data events / hack-a-thons, including the city of Ghent, Leuven and Antwerp.</p>

## Social Media

How is your administration using social media to promote public service delivery?
<p>Belgian federal public organisations use quite a lot social media. It is always considered as a complement and not a replacement of the ordinary ways of delivering public service, given the fact that not every citizen uses social media.</p> <p>Here are examples.</p> <p>- <b>Twitter account of the organizations</b> (@belgiumbe ; @FOD_Financien; @FODSZ ; ; @RIZIV_INAMI; @SPFMobTransport ; @OFOIFA ; @africamuseumbe; @BOZARbrussels ; @CrisiscenterBE ; @selor ; @podmi_sppis ; ...)</p> <p>- <b>Facebook pages</b> (<a href="https://www.facebook.com/#!/pages/Selor/344023042249">https://www.facebook.com/#!/pages/Selor/344023042249</a>; <a href="https://www.facebook.com/#!/pages/SPF-Sant%C3%A9-publique-S%C3%A9curit%C3%A9-de-la-Cha%C3%A9ne-alimentaire-et-Environnement/181157735273342?fref=ts">https://www.facebook.com/#!/pages/SPF-Sant%C3%A9-publique-S%C3%A9curit%C3%A9-de-la-Cha%C3%A9ne-alimentaire-et-Environnement/181157735273342?fref=ts</a>; <a href="https://www.facebook.com/#!/SPFemploi?fref=ts">https://www.facebook.com/#!/SPFemploi?fref=ts</a>; <a href="https://www.facebook.com/#!/SPF.Finances?fref=ts; ...">https://www.facebook.com/#!/SPF.Finances?fref=ts; ...</a>)</p> <p>- <b>Videos of information campaigns on YouTube</b> (<a href="http://www.youtube.com/user/webmasterbelgium">http://www.youtube.com/user/webmasterbelgium</a>; <a href="http://www.youtube.com/user/santebelgique">http://www.youtube.com/user/santebelgique</a>; <a href="http://www.youtube.com/user/spfemploifodwerk">http://www.youtube.com/user/spfemploifodwerk</a>; <a href="http://www.youtube.com/user/selorbe">http://www.youtube.com/user/selorbe</a>; <a href="http://www.youtube.com/user/99davasq?feature=watch">http://www.youtube.com/user/99davasq?feature=watch</a>; <a href="http://www.youtube.com/user/rszonsslss">http://www.youtube.com/user/rszonsslss</a>; ...)</p> <p>- <b>RSS feeds of the web sites</b></p> <p>- <b>Yammer</b> (with clients)</p> <p>- <b>egov</b> (<a href="http://www.belgium.be/fr/services_en_ligne/">http://www.belgium.be/fr/services_en_ligne/</a>)</p> <p>Fedict, the Federal Public Service of ICT, has a company page on LinkedIn. Many co-workers have a personal page and some of them have a twitter account. Major news about services (like new releases) and job offers are often tweeted.</p> <p>At the regional level, the Flemish administration communicated us the following information.</p> <p>The Flemish Government sees social media as an opportunity to deal with some of the classic problems for governments: lack of transparency, lack of contact with citizens, innovation ... Whereas it used to be</p>

sufficient for governments to be present on the internet, new developments in media, technology and society oblige the government to be present on the social media where the target groups spend their time online. This evolution asks for experimentation and for a deeper research into the media and information use of our target groups.

However, a solid strategy has to remain the alfa and omega of the communication. Social media remain means to an end, not an end in itself. The aim is to reflect on the objectives, target groups, resources, competences and maturity level of the administration before to decide on using social media.

The Flemish Government consists of many entities. For some, it is very relevant to be present on social media, for others not so. One of the most important entities towards citizens is the Flemish public transportation company De Lijn, which has opened social media accounts in October 2012. On these accounts, they answer questions of citizens and give service updates.

Since 2012, the Flemish Government has a central vision on social media, see <http://www.vlaanderen.be/handreiking> to download it (in Dutch).

#### Does your administration have formal guidelines for the use of social media?

At the federal level, we have transversal guidelines: COMM Collection '[Recommandations pour l'utilisation des medias sociaux](#)' (in French) en '[Richtlijnen bij het gebruik van sociale media](#)' (in Dutch)

In complement, each organization develops a charter/users guide for social media.

Fedict, the Federal Public Service of ICT, is presently working on a formal social media policy.

To be noted: An informal suggestion is that tweets and public comments on blogs, social networks etc. should pass the "front page in the newspaper"-test: i.e. if a comment, hypothetically, would be published on the front page of a major newspaper, would you or your organisation be ashamed? If so: don't comment. If not: go ahead.

At the regional level, the Flemish administration has, since 2012, formal guidelines. See <http://www.vlaanderen.be/handreiking> for the guidelines in Dutch. They have been ratified by the College of Administrators-General (one of the most important central decision organs). However, they are not an obligation and can be freely adapted in each entity.

#### What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

At this stage we consider, at the federal level, the following :

- realizing a media mix to reach every citizen
- monitoring the reputation en citizen's comments on social media

- developing the competencies of civil servants to use social media
- developing the function of community manager
- reorganising the communication services with the aim of increasing the reactivity
- ...

The response received from Flanders is the following. At this point, they mainly want to share knowledge about social media in the organization: best practices, exchanges ... Centrally, some platforms are offered on which experts and interested people can meet to learn from each other. They are also working on a strategy for unified corporate channels for the whole Flemish Government. Social media are an important part of this strategy.

## Croatia

### Open Data

Does your country have a formal policy on open data?
No such policy. Open data as such has been covered through the Right of Access to Information Act that is aligned with the Directive 2003/98/EC of the European Parliament and of the Council of 17 November 2003 on the re-use of public sector information.

Has your country measured the benefits of open data?
No such measures. Some estimation have been made by academic sector. Estimated value of national semantic asset which could be re-used for commercial purpose is about €2 billion.

What are the most popular datasets in your country?
Cadastre maps, land registry, commercial court registry of business entities, catalogue of schools, catalogue of local administration...

Has your country taken any steps to promote the uptake of open data?
Yes. Ministry of Public Administration has recently launched a pilot - open data portal which will be later integrated as a part of the Central government portal - gov.hr.

### Social Media

How is your administration using social media to promote public service delivery?
<ul style="list-style-type: none"> <li>• Yes. Government of the Republic of Croatia is using and communicating with citizens through most popular social media channels: <ul style="list-style-type: none"> <li>○ facebook.com/wwwvladahr</li> <li>○ youtube.com/wwwvladahr</li> <li>○ flickr.com/wwwvlada</li> <li>○ soundcloud.com/vladarh</li> <li>○ twitter.com/vladarh</li> </ul> </li> <li>• On average government tweets 30 times per day and responds to more than 100 posts on Facebook (average number of comments on Facebook posts made by other users). Main focus points are: Public Consultations, Public Discussions, Exclusive Content, Upcoming Events, Multimedia. Croatian government uses social media channels for public opinion by asking questions. Government of the Republic of Croatia is among 25 most connected governments on Twitter and most active Facebook page in Croatia.</li> <li>• There were two TweetUps with Twitter community and Prime Minister. Also, some members of the Government were involved. First Facebook/Twitter 'dialog' with Prime Minister was organised - broadcasted via video link. In the past year more than half of the ministers were involved in different activities that involved communication with citizens via social media channels.</li> <li>• As there are more than 103.000 Facebook likes of the Government of the Croatia this platform is used as one of the methods by which public opinions are collected. Average number of Government's Facebook post views is 40.000.</li> <li>• On Youtube Government videos were watched more than 456.000 times.</li> </ul>

Does your administration have formal guidelines for the use of social media?

Yes. Prime Ministers' office has Online Communication Department which coordinates publishing information on government policies and ministries work through the social media channels. There are also regular coordination meetings where discussions with all the spokespersons are made.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

Social media channels are used to engage public in decision-making processes through various activities. Key priorities of the Government in using social media to public service delivery are informing about: public consultation, starting public discussions, publishing exclusive content, informing about upcoming events.



## Cyprus

### Open Data

Does your country have a formal policy on open data?

In Cyprus, we do not have a formal policy on open data. Nonetheless, what is being implemented, under the umbrella of open data, is a formal policy related to the implementation of the PSI Directive.

The PSI Directive has created new opportunities for the content industry to exploit public sector data for added-value information products and services, particularly with cross border effects, and has improved the conditions for public sector bodies to widely disseminate, share and allow the re-use of their data.

The current PSI directive was transposed into Cyprus national legislation in 2006. Amongst the actions that have been taken in opening data and implementing transparency initiatives of the Cyprus government are:

- the Government Web Portal [www.cyprus.gov.cy/](http://www.cyprus.gov.cy/) which functions as a central information point for citizens, non residents and business with links to all government departments' websites (laws, policies, statistics, projects, action plans, yearly reports) and links to electronic services.
- the Cyprus Government Gazette <http://www.cygazette.com/> since 2003 is an online version of the Cyprus Government Gazette providing for free information that are mainly related to the services and activities of Cyprus Governmental Institutions, legislations, opinions and decisions of the supreme court, public procurement competitions, job vacancies, results of governmental exams etc. The main objective is to guarantee the widest possible publicity for all governmental and administrative decisions via the use of information and communication technologies.
- e-Procurement <https://www.eprocurement.gov.cy/> is a secure and interoperable web-based application of the Republic of Cyprus, which constitutes a total solution for the implementation of electronic procedures in conducting public procurement competitions. The eProcurement System of the Republic of Cyprus was awarded the Good Practice Label in the framework of the 4th European e-Government Awards 2009.
- the Registrar of Companies and Official Receiver has launch in 2012 the "Online Search System" <http://www.mcit.gov.cy/drcor> which offers users access to the data of organizations, already registered with the Registrar of Companies and Official Receiver. The System has been developed within the framework of a continuous effort for the updating of the functions of the Department of Registrar of Companies, aims at the most quick and efficient levels of public service.

The Public Administration and Personnel Department of the Ministry of Finance, which is the body responsible for the implementation of the Directive in Cyprus, is following closely the Commission's work and PSI developments in other countries and is continuously looking for ways in improving PSI re-use in Cyprus.

In this respect the latest development has been the launch of a study (funded by the Ministry of Finance and commissioned to Deloitte Cyprus) for better implementation of the Directive. The aim of the study, which was completed at the end of 2011, was to review the current PSI re-use situation in Cyprus (licensing, charging, turnover, data available, enterprises) and suggest, the most appropriate model that fits the requirements of the Public Sector and the broader business environment of Cyprus.

Currently the focus is on the following actions:

- (1) Defining the charging mechanism and the redress mechanism
- (2) Defining a standard license for data re-use
- (3) Raising awareness regarding the PSI Directive amongst the public sector by organizing workshops and offering consultancy services to Government Departments in order to accord with the PSI directive and make data available on their websites.
- (4) Launching of the national data portal in association with the Department of Information Technology Services to act as a single point to access to data sets produced and held by Public sector bodies. European standards will be used, in order to minimize barriers for pan-European services and the potential future link to an EU portal.

Has your country measured the benefits of open data?

We haven't measured the benefits of the PSI Directive, since we are still in the process of implementation.

What are the most popular datasets in your country?

The most popular datasets according to the Deloitte study (2011) are datasets from:

- Ministry of Finance
- Road Transport Department
- Statistical Department
- Ministry of Justice and Public Order
- The Registrar of Companies and Official Receiver
- Department of Lands and Surveys
- Town Planning and Housing Department

Has your country taken any steps to promote the uptake of open data?

As mentioned above, the steps to raise awareness regarding the PSI Directive amongst the public sector are the following:

- organizing workshops and offering consultancy services to Government Departments in order to accord with the PSI directive and make data available on their websites.

- launching of the national data portal in association with the Department of Information Technology Services to act as a single point to access to data sets produced and held by Public sector bodies. European standards will be used, in order to minimize barriers for pan-European services and the potential future link to an EU portal.

## Social Media

### How is your administration using social media to promote public service delivery?

The use of social media is a necessity for Public Administrations to connect and communicate with the public and businesses. The Department of Information Technology Services is currently revising its Information Systems Strategy. One of the objectives of the new Strategy is the development of a Social Media Strategy aiming at promoting public service delivery through these channels.

Nonetheless, the Government of Cyprus has already begun to use social media sites, such as Facebook and Twitter aiming at enhancing the communication and improving the service provided to the citizens. Specifically, Social Media are used by the following Ministries/ Departments/ Government organizations:

- Cyprus Government Portal
- Cyprus Police
- Ministry of Defense
- Ministry of Foreign Affairs
- Ministry of Agriculture, Natural Resources and Environment (ICOSTACY)
- Game Fund Service
- Embassy of the Republic of the Republic of Cyprus in Madrid

### Does your administration have formal guidelines for the use of social media?

Our administration does not have formal guidelines for the use of social media. However, the Department of Information Technology Services is currently preparing guidelines for the effective use of social media by the Government Officers and the communication via social media. This was considered fundamental and necessary in order to be able to face the new challenges introduced when government staff began to use social media tools. Such challenges include, amongst others, the exposure to unmanaged/ inappropriate content, malware threats, leakage of confidential data, etc.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

Our key priorities for maximizing the potential benefits of social media to public service delivery are the following:

- Extend Government services
- Enhance Collaboration
- Improve decision-making
- Increase accountability
- Promote transparency
- Encourage participation
- Improve Communication and Sharing/Exchange of Information
- Increase Awareness (easy way to raise awareness about an issue)

## Czech Republic

### Open Data

Does your country have a formal policy on open data?

Czech Government has joined the Open Government Partnership and issued an action plan in which it committed itself to promote the principles of the open data initiative. In cooperation with the academia a policy document has been drafted to define cataloguing of the open data. More detailed objectives are set out in the Government's anti-corruption strategy, such as commitment to develop a methodology and legal environment for publishing open data. Nevertheless, in reality the open data are being provided scarcely and the policy goals are not being pursued very actively.

Has your country measured the benefits of open data?

Currently, there is no way of evaluation. However, the introduction of mechanisms for measuring is foreseen by the anti-corruption strategy.

What are the most popular datasets in your country?

Among the most published and used data are the data on so-called territorial identifiers from the cadastre register and the Czech Statistical Office data on elections.

Among data that have not yet been published as open, but they are often used, are trade register or a public procurement register. These resources are about to be open entirely in the near future.

Has your country taken any steps to promote the uptake of open data?

The first step was the inclusion of the Open Data among the goals of the anti-corruption strategy, the next steps will only have to follow.

### Social Media

How is your administration using social media to promote public service delivery?

Most of the ministries use Facebook pages to promote and popularize their actions or events, the most active being the Government Office and the Environment Ministry. There is still a substantial room for improvement though.

Does your administration have formal guidelines for the use of social media?

No, it does not, although the guidelines were already discussed informally.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

The key priority would be to convince the rest of the central government offices to use the social media in the first place.

## Denmark

### Open Data

Does your country have a formal policy on open data?
Yes, to some extent.
<b>On open government data, please, e.g.:</b> <a href="http://www.digst.dk/ServiceMenu/English/Policy-and-Strategy/Open-Data-Innovation-Strategy-ODIS">http://www.digst.dk/ServiceMenu/English/Policy-and-Strategy/Open-Data-Innovation-Strategy-ODIS</a>
<b>On basic data:</b> Denmark was among the first European countries to set public basic non-sensitive data free. From 1 January 2013, the public can request those public data for free. By the end of the year, a data distributor is expected to be implemented and it will provide online updated access to those basic data.  E.g. the following publication: <a href="http://www.digst.dk/Home/ServiceMenu/English/Digitisation/~media/Files/English/Grunddata_UK_web_05102012_Publication.ashx">http://www.digst.dk/Home/ServiceMenu/English/Digitisation/~media/Files/English/Grunddata_UK_web_05102012_Publication.ashx</a>  More general information on public basic data can be obtained from: <a href="http://www.digst.dk/Home/ServiceMenu/English/Digitisation/Basic%20Data">http://www.digst.dk/Home/ServiceMenu/English/Digitisation/Basic%20Data</a>

Has your country measured the benefits of open data?
No, not in general.
A cost-benefit analysis for the public sector has been made as background for setting public basic data free. The focus is to make the management and distribution of public basic data efficient and effective with cost-savings in the public sector as a whole in mind.

What are the most popular datasets in your country?
We have no specific analysis on this.

Has your country taken any steps to promote the uptake of open data?
Yes. As part of the Open Data initiative in the common public sector e-government strategy for the period 2011-2015.
We expect to promote the use and reuse of public sector information and data as part of the ongoing effort to implement the goals of setting public basic data free.

## Social Media

How is your administration using social media to promote public service delivery?
<p>The administration is using social media to promote public service delivery. However, the use of social media platforms is not systematic and is mainly up to local initiatives by each public sector organisation.</p> <p>In addition, Denmark's participation in the Open Government Partnership (OGP) has the aim of promoting better public engagement in public service delivery and easier access to public services, information and data, in order to improve transparency of the public sector.</p> <p>Cf. the Danish OGP Action Plan 2012: <a href="http://www.opengovpartnership.org/sites/www.opengovpartnership.org/files/country_action_plans/Denmark%20-%20Open%20Government%20Partnership%20-%20National%20Action%20Plan%202012%20-%20FINAL%20-%202013-04-2012.pdf">http://www.opengovpartnership.org/sites/www.opengovpartnership.org/files/country_action_plans/Denmark%20-%20Open%20Government%20Partnership%20-%20National%20Action%20Plan%202012%20-%20FINAL%20-%202013-04-2012.pdf</a></p>

Does your administration have formal guidelines for the use of social media?
No.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?
The administration has not set up priorities for benefits through the realisation of social media use for public service delivery.



## European Commission

### Open Data

What are the most popular datasets in your country?

The Open Data Portal is currently in a Beta phase and therefore only limited information concerning the measurement and use of open data is available; furthermore, currently no statistics concerning the popularity of datasets can be reported. Website metrics have been put in place in the beginning of February 2013.

### Social Media

How is your administration using social media to promote public service delivery?

The [website](#) of the Digital Agenda for Europe (DAE), EU's strategy to deliver smart sustainable and inclusive growth <http://ec.europa.eu/digital-agenda> fully integrates Social Media into each topic page and improves the interaction with the stakeholders via the [DAE blog](#). The DAE social media community is gathered around the Twitter ([@DigitalAgendaEU](#) - ca. 12000 followers) & [Facebook](#) presence which communicate on DAE policies, research, projects & events as well as on the portfolio of the VP Neelie Kroes ([@NeelieKroesEU](#) - ca. 63000 followers). These Digital Agenda channels are complementary to VP Kroes' own Twitter and Facebook presences, which are often used for more political and/or personal messages. DAE social media activity reflects all aspects of the portfolio as we have, in addition to the main [@DigitalAgendaEU](#) account, at least 30 more thematic accounts which communicate on specific Digital Agenda policies (i.e. [@RoboticsEU](#), [ICT4TransportEU](#), [@EU-eHealth](#)). Please see the [full list](#) of DG Connect Twitter accounts. Community building & community management is not a novelty in the DG Connect: last year we developed a successful [stakeholder engagement platform](#) which attracted ca. 1800 participants to discuss on the DG Connect policies and prepare for the discussions at the Digital Agenda Assembly 2012.

Does your administration have formal guidelines for the use of social media?

Many of our staff are already using social media and engage on them in various ways. Social media platforms, such as Twitter, Yammer, Facebook, YouTube and Flickr, offer great communication channels and can help amplify messages and facilitate connections to new audiences. The Commission has formal guidelines for the use of social media. These guidelines make the distinction between mandated and non-mandated staff. Mandated staff engage on social media on behalf of the administration. Staff who are not specifically mandated do so in their personal capacity and should point this out in an appropriate manner, notably in their profile. All staff members are bound by the Staff Regulations and the Code of Good Administrative Behaviour.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

The Commission's social media strategy aims firstly to provide transparency, giving people easier access to information and to the people who play a role in making those decisions. Our activity also allows us to take part in conversations initiated by people other than the Commission on EU issues, an invaluable asset in understanding the concerns of our stakeholders.

There are currently two driving ambitions at the heart of our use of social media. One is to give people access to information and access to decision-makers: we want to inform as many people as we can about what the Commission is doing and why – we want to do this as openly, and without jargon, and social media provides both a great platform and strong motivation to do this – you have to be brief, and to the point. By being present on social media, commissioners, DGs, spokespersons can keep their followers updated on developments in real-time, can answer questions, and explain decisions. The Commission itself can share information about policies and programmes. Social media lets us bring information directly to people, and information is empowering.

The second is to listen: social media is a two-way conversation, and we want to be part of that conversation when it comes to EU issues. We want to know what matters to people, and what experiences they are having. Social media offers almost unmatched potential for us to get feedback, to get ideas, and to respond to people's concerns, and this is invaluable.

## Finland

### Data

Does your country have a formal policy on open data?

Yes, open data is a one of the top targets by the government in office. We also have a government resolution on improving the accessibility and promoting the re-use of public data in digital format.

[http://www.lvm.fi/c/document\\_library/get\\_file?folderId=1551281&name=DLFE-11992.pdf&title=Proposal for a government resolution on improving the accessibility and promoting the reuse of public information resources in digital format](http://www.lvm.fi/c/document_library/get_file?folderId=1551281&name=DLFE-11992.pdf&title=Proposal+for+a+government+resolution+on+improving+the+accessibility+and+promoting+the+reuse+of+public+information+resources+in+digital+format)

Has your country measured the benefits of open data?

We have not yet measured the benefits on a national level. We are developing metrics and an analytical framework for that. We have information about the use of the databases: The amount of users has multiplied concerning the databases which have been opened.

There is also a Finnish study covering approx. 14 000 small and medium sized businesses across 15 countries in the period 2000 to 2007. The businesses in the study are businesses within sectors which are dependent on access to public sector map and geographic data, as either end-users or developers of commercial products based on public-sector data. The conclusion of the study is that business growth is 15 % higher in countries where public-sector geographic data is freely available or is sold at considerably reduced prices.

What are the most popular datasets in your country?

We have not compared the user statistics in different databases nationally but what comes to open data, the geographic dataset are very popular since The National Land Survey (NLS) made its topographic datasets available to the public and to companies to be used freely and free of charge on 1 May 2012. The numbers of usage have multiplied since that. We are expecting the same kind of phenomenon when the meteorological data will be opened this year. Also traffic and environmental datasets are very popular.

If we take all data (not only open data) into account, the picture is different. The most popular data has been data concerning employment and vacancies. It is public data and freely available in the net but not in a machine-readable-format.

Has your country taken any steps to promote the uptake of open data?

Several working groups have made their proposals during the past years. Now we are putting them in the action. We are preparing an open knowledge program to speed up opening of data. The Ministry of

Finance has asked ministries to clarify for the budgeting process which data bases they are going to open and what is the timetable. There is a strong political will in the government to open data and the goal is to make it in a systematic way taking into consideration the impact for economy, transparency, efficiency of government and legislation.

## Social Media

How is your administration using social media to promote public service delivery?

At the moment of the key priorities is the development of the Participation Environment [www.otakantaa.fi](http://www.otakantaa.fi) which is a shared platform for the whole public administration. Also civic society organisations and individual citizens may open topics for discussion on this forum. The forum includes several different tools: e.g. a discussion forum, a polling tool, chats and a tool for co-writing.

In addition Facebook, LinkedIn etc. are increasingly used in promoting and further developing the public service delivery. There are also some examples of using specific tool designed for crowd sourcing.

Does your administration have formal guidelines for the use of social media?

Ministry of Justice has published guidelines for the use of social media (2010) in public administration. It is however not really a formal document, but rather a handbook. The same year Ministry of Finance published Information Security Instructions for Social Media:

[http://www.vm.fi/vm/en/04\\_publications\\_and\\_documents/01\\_publications/05\\_government information management/20101222Inform/name.jsp](http://www.vm.fi/vm/en/04_publications_and_documents/01_publications/05_government_information_management/20101222Inform/name.jsp) (in English).

Individual ministries, departments and agencies have also made their own guidelines and instructions.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

The current Government Programme "An open, fair and confident Finland" (June 2011) <http://valtioneuvosto.fi/hallitus/hallitusohjelma/en.jsp> states that: "The right of people to receive good governance will be safeguarded throughout the country, the administrative burden on citizens and businesses will be reduced and the transparency and effectiveness of public administration will be improved". Social media is one of the approaches used to increase transparency, facilitate co-creation and interaction in between different actors in the society.

## France

### Open Data

Does your country have a formal policy on open data?

Yes, definitely. An Open Data unit (called Etalab) was created inside the PM office in Feb 2011 and integrated into the Secretariat-general for government modernisation in Oct 2012. Its mission is to enhance a free access and re-use of public sector information. The single national portal *data.gouv.fr* enables users to access freely to over 350 000 datasets. The policy priority is to enable free access to public information whose societal impact is deemed to be strong (for instance, in health and education) According to a 2012 Deloitte report, the UK is “leading the world” on open data but the report also mentions that the USA and France have more open datasets than the UK.

Has your country measured the benefits of open data?

Not yet, but there is no doubt that opening data is a potential source of innovation for the economy and society

What are the most popular datasets in your country?

Central government expenditures  
Public health expenditures

Has your country taken any steps to promote the uptake of open data?

Yes, Etalab (the official open data interministerial unit) has launched, for instance, a community of innovative stakeholders (startup businesses, university departments of engineering...).

### Social Media

How is your administration using social media to promote public service delivery?

Most public administrations use social media as a way of communication. For instance, The Government uses Twitter and the ministry for sustainable development communicates through “Daily Motion”

Does your administration have formal guidelines for the use of social media?

Formal guidelines are being finalised and training sessions are available for official communication experts.

What are your administration’s key priorities for maximising the potential benefits of social media to public service delivery?

The content of the messages has to be adapted to the social media used

**Open Data**

Does your country have a formal policy on open data?

Since 2006, with the Law 3448/2006 "For the re-use of public sector information and the regulation of issues concerning the Ministry of Interior, Public Administration and Decentralization" (Off. Gaz. 57/A/15.03.2006), the Directive 2003/98 (L 345/90/31-12-2003) of the European Parliament and the Council of November 17<sup>th</sup>, 2003 on the re-use of public sector information has been incorporated into a national law. The above law enhanced the existing legal framework concerning the provision of open data and data sets to citizens and enterprises, under specific terms.

The Law 3861/2010 "Reinforcement of transparency with the compulsory uploading of laws and acts of government, administrative and local government bodies on the Internet (Diavgeia Program) and other provisions" (Off. Gaz.112 / A / 13.07.2010) made mandatory that laws, presidential decrees and acts of the government and administrative bodies be uploaded on the Internet, along with their metadata, and created the conditions and procedures for ensuring widespread publicity. The Diavgeia Program was launched on October 1st, 2010 and was implemented by an information system (<http://et.diavgeia.gov.gr/>).

All published information is integrated into an "open service", allowing re-use and further processing. The data acquired from the system are available through an open data API (<http://opendata.diavgeia.gov.gr>) under a [Creative Commons License](#). This type of licensing gives everyone the permission of using, reproducing or modifying these data without any restrictions, except for the obligation to state any data derived from the original ones, as secondary data.

Other open data initiatives are:

<http://www.startupgreece.gov.gr/el/content/opendata-hackathon>

[http://openaccess.gr/news\\_events/news/details.dot?id=20016](http://openaccess.gr/news_events/news/details.dot?id=20016)

<http://www.opengov.gr>

<http://geodata.gov.gr>

<http://www.astynomia.gr/opendata/>

Has your country measured the benefits of open data?

Several studies have been conducted through EU, epsinet, epsiplus, epsiplatform and LAPSI projects and have been incorporated in the Greek Public Administration open data policies.

In addition, there are also national and inter-regional events held annually to promote open data and PSI reuse awareness, such as:

[2010 Open Access Conference](#), Athens, December 2010, [Samos Summit](#) (july 2012)

[2011 Interoperability days - Open data](#)

[2012 Environmental Open Data Hackathon](#)  
[GeoData](#)

## Open Data Workshop

### Open Data and Interoperability for Governance, Industry and Society

<http://e-pcmag.gr/news/ekdilosi-gia-tin-imera-anoixton-dedomenon-stis-23-febrouariou> (2013)

What are the most popular datasets in your country?

#### **I. The Transparency Program (Diavgeia Program)**

The data of Diavgeia Program are freely available through the Diavgeia website (<http://et.diavgeia.gov.gr/>).

All published information is integrated into an “open service”, allowing re-use and further processing, through the open data API (<http://opendata.diavgeia.gov.gr/>).

One of the main objectives is the dissemination and the re-use of the project Public Sector Information (PSI), providing the necessary tools for open and thorough access to it. The interested citizens and enterprises are able to “build” applications with added value using the program’s content so as to enhance functionality, automate procedures, simplify communication and secure data information.

Various applications have been built upon the Transparency PSI access tools. One of the most notable is the PublingSpending.gr initiative (<http://publicspending.medialab.ntua.gr/en>). Based on the open data, which are further validated by the Greek Tax data (TAXIS), the most characteristic facts of the Greek public spending are being visualized and interconnected to foreign expenditure and other data. Another important application, based on the Transparency Project open data service, is the advanced search engine YPER-DIAVGEIA (<http://yperdiavgeia.gr/>, <http://yperdiavgeia.gr/docs/about>).

Statistical information is available at the following address: <http://et.diavgeia.gov.gr/f/all/stats>

**II. Greek government's open geospatial data catalogue:** <http://geodata.gov.gr>, containing spatial data

**III.** <http://www.astynomia.gr/opendata/> , containing data regarding criminality, car accidents etc.

**IV.** <http://gr.okfn.org/lodfire/> , containing data regarding fire incidents e.t.c.

Has your country taken any steps to promote the uptake of open data?

#### **I. The involvement of Public Authorities through the Transparency Program.**

All government institutions are obliged to upload their decisions on the Internet with special attention to issues of national security and sensitive personal data. Each document is digitally signed and assigned a unique Internet Uploading Number (IUN) certifying that the decision has been uploaded. Further, the decisions cannot be implemented if they are not uploaded on the Transparency Portal. The program introduces unprecedented levels of transparency within all levels of the Greek public administration and establishes a new “social contract” between the citizen and the state.

#### **II. The involvement of the civil society through the Transparency Program**

Open and free access to Public Sector Information constitutes a vital component of the effort to ensure citizens’ participation to social, economic and political life as well as the Information Society. Information cannot be partial, limited, or tailored to the public entities’ perspective. The citizens can get a full view of all decisions and acts in their field of interest and can provide feedback with comments and accusations. This results to making decision makers accountable for their actions to the civil society and redefines, inevitably, their overall decision making approach.

#### **III. Creating added value from the use of Transparency Program**

The most important innovation of the program is the combination of closely interrelated legal choices, operational processes and technological strategies. The technological implementation model is based

on an agile strategy of “open content” and “open architecture”. The interested citizens and enterprises are able to “build” applications with added value using the program’s content so as to enhance functionality, automate procedures, simplify communication and secure data information. The Transparency program is considered to form a prototype for the design of future e-Government interventions, both at the organizational and the technological level.

#### **IV. Commitments to Open Government Partnership**

Greece is an active member of the Open Government Partnership initiative (<http://www.opengovpartnership.org/>) and has already endorsed the respective declaration of principles. It is our firm belief that this initiative is going to foster a dynamic interplay among different national open government policies at a global context.

### **Social Media**

How is your administration using social media to promote public service delivery?

**Public administration portals incorporate social media (i.e. facebook, twitter) to promote open data awareness.**

The website Open Gov (<http://www.opengov.gr/home/>), provided by the law 4048/12 “Regulatory Governance: Principles, procedures and instruments of good regulation” (Off. Gaz. 34/A/23-2-2012), is a site for the upload and management of statutory consultation and policy proposals. The Open Gov is an important tool of open governance, centered on the needs of citizens for information, meritocracy and participation in decision-making procedures, and it enhances transparency and accountability. Under this framework, labs of open participatory governance (labs.OpenGov) are operated and the results are utilized accordingly. Also, increasingly designed thematic cycles of intervention and proposals aimed at strengthening the capacity of public administration to produce innovative and useful services.

Does your administration have formal guidelines for the use of social media?

The law 4048/12, provides for the consultation process as a means of good regulation, while the article 6 of the above law describes the process of the consultation in more detail.

What are your administration’s key priorities for maximising the potential benefits of social media to public service delivery?

Interoperability mechanisms with other public administration applications (document management, enterprise resource planning software, etc.) have been developed so as to enhance functionality, automate procedures, simplify communication and secure re-use of data and PSI.



## Hungary

### Open Data

Does your country have a formal policy on open data?

In October 2012 Hungary has expressed his intention to join the Open Government Partnership. The Hungarian Government sent the letter of intention to the OGP Steering Committee in November 2012. At the beginning of 2013 the Action Plan has been elaborated in broad consultation and involvement of civil society. The commitments of the Action Plan are as follows:

1. improvement of the publicity of budget of government and public institutions
2. improvement of accessibility of public procurement data
3. enhancing the publicity of contracts of utilization of the public domain and use of public funds
4. Introducing the integrity management system and integrity training in the public sector

Has your country measured the benefits of open data?

The benefits of open data haven't been measured yet.

What are the most popular datasets in your country?

In the field of **justice**:

court reports, laws, ([www.kozadat.hu](http://www.kozadat.hu))

draft legislation under preparation ([www.orszaggyules.hu](http://www.orszaggyules.hu))

Unified **government portal** contains public data of all ministries in the same structure. ([www.kormany.hu](http://www.kormany.hu))

Has your country taken any steps to promote the uptake of open data?

Yes, the open governance action plan contains the following initiatives:

1. improvement of the publicity of budget of government and public institutions
2. improvement of accessibility of public procurement data
3. enhancing the publicity of contracts of utilization of the public domain and use of public funds
4. Introducing the integrity management system and integrity training in the public sector

## Social Media

### How is your administration using social media to promote public service delivery?

KIM has a facebook page that is handled by a dedicated online team, in close co-operation with the press department. Every day fresh post is published; often a selection must be made among the lot of topics and events. Not all media will be posted, but it complements the other press releases. Not only KIM, but some background institutions, especially county and city government agencies has its own Facebook page. Public information are usually published. In principle, all content is pre-approved. Moreover - since the public leaders have some politicians who have a separate facebook page.

Social media is important also in the international communication. The state secretary of international communication maintains a blog. He has also twitter, and now has started a facebook page as well.

### Does your administration have formal guidelines for the use of social media?

There are no formal guidelines for the use of social media.

### What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

It is high priority of KIM, to involve young people in the public administration, and to show that the administration has a "human face"; each Facebook entry is an excellent proof of that. Not the traditional administrative decisions are communicated, rather the KIM's events, public movement, as well as applications that would otherwise not be able to hit the media news value threshold. It brings closer the ministry's work to users, partly builds both the KIM's and the leaders' image.

The international communication is also of great importance; social media is very fast, direct, reach many people and enables us to respond.

## Italy

### Open Data

#### Does your country have a formal policy on open data?

Italy has been very active in the last years in the field of open data. The awareness of the importance of open data has grown and the characteristic of “openness” of data has become a constant element in all the laws where is foreseen the publication of public administrations data.

Some important laws:

- The “development” decree (DL. 5 9/2/2012/) that in the article 47 sets the implementation of the Digital Agenda and, in particular, the target of the promotion of the open data paradigm as model of improvement of the public informative endowment aimed to create innovative tools and services.
- The “development 2” decree (D.L 179/2012) that in the field of the rules aimed to foster the Digital administration and the open data”( art.9), completes the C.A.D (Code for the Digital Administration) giving a strong impulse towards an organic and complete discipline of the open data
- The C.A.D (D.L. 82/2005) includes the fundamental principles concerning the open data, in particular the articles 52 and 68 provide for:
  - Every Public Administration has to publish on its website the list of the databases open to the public, together with the rules for the access and the re-use of the data;
  - Data and documents that are published are released in default as open data;
  - Access and re-use of data have to be foreseen also in the tenders’ specification;
  - The activities that foster the access and the re-use of data are elements assessed by the public managers;
  - The task of endorsing the public information endowment and implementing the regulations concerning the open data are given to the Italian Digital Agency, that drafts and , on annual basis, updates the national guidelines on the open data;
  - It has been defined in a clear and complete way the meaning of “open data” in terms of licence, way of access, access for free, etc...
- The legislative decree on the reorganization of the regulation on duties such the publicity, transparency and diffusion of the Public Administrations’ pieces of information. This decree, that was preliminary approved in January 2013, represents a sort of unique text about transparency in the public administration. In the fundamental principles it is reaffirmed that all the data that are published according to the decree should be provided in open format.

From an operative point of view, FormezPA, under the impulse of the Department for Public Administration, has realized a “Vademecum on Open Data” as tool aimed to provide the administrations with operative indications on how to make their data open.

It has to be pointed out that the Agency for Digital Italy has realized the “ guidelines for the interoperability semantics trough the linked open data”. This guidelines represent a frame of reference when the public administrations are producing inter-operating open data.

### What are the most popular datasets in your country?

The Italian administrative organization is characterized by a high number of administrations and by their organizational autonomy. This reflects on the websites, since every administration has its own website where its data are published according to the guidelines and rules indicated by the central Government. This institutional architecture is reflected in the websites structure where dataset are hosted. In particular, it is at central level that is managed the portal of access to datasets that are factually published in the peripheral websites of the single administrations.

In any case, it is possible to do a sample check about the most popular dataset in the more advanced administrations' websites, in terms of dataset offer and the presence of monitoring tools on the more uploaded data. According to such an analysis, the most popular topics are data about population, medical institutes, agritourism, students, public bodies' balance sheets, internet traffic.

### Has your country taken any steps to promote the uptake of open data?

In Italy there are two websites that can be considered a reference for the presentation and the promotion of open data:

- [www.dati.gov.it](http://www.dati.gov.it) is the reference portal for the Italian open data; it includes the rules and the guidelines, the explanations for people that need to know the topic, the link to the open data discussion group and all the datasets published by the public administrations. Through this portal it is also possible to access to all the applications that use datasets in order to realize innovative services, signal datasets or application of different websites that are not yet included in [www.dati.gov.it](http://www.dati.gov.it) portal. The "infographics" section provides with an immediate overview on the state of opening/disclosure/ of the Italian public administrations.
- <http://spcdata.digitpa.gov.it/> focus on the linked open data and provides with the dataset in RDF format. Through this website, it is possible to consult dataset with SPARQL language and access to demonstrative services based on the same datasets.

## Social Media

### How is your administration using social media to promote public service delivery?

The interest for social media has risen within Italian public administration in the last few years. Different studies have shown that the use of social media is quite common and widespread especially among local public administrations (provinces, municipalities) which have closer relationships with users and citizens.

According to a research carried out in 2012 on the Italian local administrations (municipalities, provinces and regions) more than 1200 Facebook institutional accounts have been registered.

As far as Twitter is concerned local and central administrations using this social network are only 291 (data from November 2012) and the 81% is at the municipal level. Social media are mostly used for broadcasting information and news coming from other media channels (e.g the institutional web sites) although there are some cases of users involvement through online dialogue and consultation)<sup>2</sup>.

The Department for Public Administration uses social media to improve in terms of efficacy the

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<sup>2</sup> Data come from two recent reports (2012) published within " #socialPA Project". It aims at analyzing the presence and activities of Italian Governmental Agencies on social media. More details are available on line: <http://giovanniarata.tumblr.com/socialPA>

communication of its initiatives. For instance, the Department official twitter channel (<https://twitter.com/FunzPub>), got 2000 followers in one year.

Two important websites, that use the social media for services supply, have to be signaled. They are open both to citizens and Public administrations:

- La “Bussola della trasparenza” (Transparency Compass) -[www.magellanopa.it/bussola](http://www.magellanopa.it/bussola)-, allows to verify in real time, on Italian public administration websites, the presence of transparency contents that must be published according to the law. The Compass checks automatically all the PA websites, showing the results in specific index pages. Through these pages it is possible to access to the contents of interest, directly on PA websites. Therefore, the service offered to the citizen is the possibility to check the administrative actions and to contribute to monitor the correct fulfillment of the PA transparency commitments. The “Bussola della trasparenza” foresees an active involvement of citizens, not only like the services users. Considering the checked websites (more than 10.000) and the numerous contents that must be published, the citizen is invited to contribute to check the correct publication of the contents. This because only who knows very well a specific situation such as a municipality or a small public body, can understand if what is published is updated, complete. The “Bussola della Trasparenza”, therefore gives the opportunity to citizen to provide with an assessment on the level of completeness, updating and clearness of the contents. This is possible also thanks to the integration with the main social networks.
- “PerlaPA” ([www.perlapa.gov.it](http://www.perlapa.gov.it)) is a system through which the public administrations communicate to the Department for Public Administration the data related to different aspects of their organization. The presence of a single access channel contributes to the rationalization of the Department’s information capital and to facilitate the data collection. It has been created a specific group on “linkedin” dedicated to PerlaPA subject. Purpose of this group is to simplify and to make more effective the communication toward the users and to allow the collection of ideas to improve the system. The group is composed by about 1.300 users.

#### Does your administration have formal guidelines for the use of social media?

The Directive 8/2009 of the Minister for the Innovation and the Public Administration, in article 4 sets the guidelines for the PA websites. In the document special attention is given to social media and citizens’ involvement.

In such a frame, FormezPA has realized a vademecum “Public Administration and social media” that that is an operative guide for the Public Administration about the use of social media in order to improve the communication and the direct contact between the administration and the citizens.

#### What are your administration’s key priorities for maximising the potential benefits of social media to public service delivery?

One of the main targets of the Department for the Public Administration is to support the public administrations in relation to the technological innovation and to accompany them towards new and more effective channels of communication with citizens.

The “Guidelines for PA websites” and the Vademecum “Public Administration and social media”

represent the first step toward this development that has the aim to regulate e give impulse to the realization of high-quality websites and services , also considering WEB 2.0.

The Department is also active in supporting the administrations in the executive phase, when they plan and implement innovative services. In particular, the Department provides them with training and informative support, also trough dedicated webinars realized by FormezPA.

## Latvia

### Open Data

Does your country have a formal policy on open data?

Latvia has adopted Freedom of Information Law in 29 October 1998. The purpose of this Law is to ensure that the public has access to information, which is at the disposal of institutions or which an institution in conformity with its competence has a duty to create. This Law determines uniform procedures by which private persons are entitled to obtain information from an institution and to utilise it. Information shall be accessible to the public in all cases, when this Law does not specify otherwise, but the Law does not apply to the exchange of information between institutions.

Has your country measured the benefits of open data?

Each institution shall perform registration of information. An applicant for information has the right to become acquainted with the register of generally accessible information.

What are the most popular datasets in your country?

Some of most useable datasets are:

- 1) Statistics of Latvia (<http://www.csb.gov.lv/en/dati/statistics-database-30501.html>);
- 2) Statistics from Lursoft Ltd. This private enterprise takes data from The Register of Enterprises and holds data bases of enterprises and publishes free of charge statistics about annual reports of the registered companies ([http://www.lursoft.lv/estadistic?act=UR\\_STAT&id=1.00](http://www.lursoft.lv/estadistic?act=UR_STAT&id=1.00));
- 3) Government procurement information and data analysis (<http://www.iub.gov.lv/node/50>);
- 4) Decisions of Saeima ([http://titania.saeima.lv/LIVS11/SaeimaLIVS2\\_DK.nsf/DK?ReadForm](http://titania.saeima.lv/LIVS11/SaeimaLIVS2_DK.nsf/DK?ReadForm));
- 5) Data from The Central Election Commission of Latvia ([http://www.cvk.lv/cgi-bin/wdbcgiw/base/Saeima11.GalRez\\_s11](http://www.cvk.lv/cgi-bin/wdbcgiw/base/Saeima11.GalRez_s11));
- 6) Draft Legislation (<http://www.mk.gov.lv/lv/mk/tap/>).

Has your country taken any steps to promote the uptake of open data?

Different seminars between entrepreneurship, scientists and NGO, where public institutions with their datasets are one of the stakeholders.

### Social Media

How is your administration using social media to promote public service delivery?

The [Guidance for use of social media](#) for public institutions named the most frequently used social media: *twitter.com*, *flickr.com*, *youtube.com*, communication on *facebook.com* and *draugiem.lv*.

The State Chancellery was involved in the development of official Latvia's webpage in *facebook.com*. In the near future there will be created a government web page in the largest social media of Latvia *draugiem.lv* where special attention will be paid to the public service delivery.

Does your administration have formal guidelines for the use of social media?

State Chancellery of the Republic Of Latvia published "[Guidance for use of social media](#) in public administration" in 2011.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

Guidelines had been developed to share best practice of using social media in public administration, to promote communication in social network and encourage the use social media.



## Norway

### Open Data

Does your country have a formal policy on open data?
<p>Yes Norway has a formal policy on Open data.</p> <p>This comes in the form of Norways' Digital Strategy for Government launched in 2012 by The Ministry of Government administration, reform and church affairs. The relevant text for open data is copied in below.</p> <p><b>Public data is to be accessible and available for use in new contexts</b></p> <p>The Government will improve the accessibility to public information in order to facilitate reuse in new ways and in new contexts. By making data accessible, businesses and the private sector are invited to take part in the work on providing good public services to the citizens and further development of such services. The Norwegian Meteorological Institute (DNMI), for example, has made data accessible for use in services such as apps for mobile telephones or on websites. Making data accessible in suitable formats and in a cost efficient manner will be easier and less costly if this effort is incorporated into the ministries' development plans from the beginning and become an integrated part of a system to avoid the need for expensive further developed afterwards. This will also support integrated unified online services which the public sector may deliver to the general public in the future, such as self-service solutions where technical data may support the various available options.</p> <p>This has been followed up by a 'Digitalisation circular' which covers the entire public sector at State level in Norway. It instructs that each organisation must make their information available in machine readable format and that all new and upgraded digital systems and services, should build in the capability to distribute data in machine readable format. This is further reinforced by the publication in 2012 of formal Norwegian guidelines for open data.</p>

Has your country measured the benefits of open data?
<p>While we have some very good examples of use of open data in Norway, we have not as yet done a study as its benefits. Already in 2013 we have seen a big increase in the amount of data registered in our national portal and we could consider doing such a study later this year.</p>

What are the most popular datasets in your country?
<p>The most popular dataset so far are Meteorological data which has been freely open and available in Norway for 5 years now.</p> <p>In May 2012 the company registration office opened up a lot of their company register and this has proven very popular. Also Norwegian parliament data, environmental data and real time traffic data around the Oslo area have gained a lot of interest.</p> <p>In January 2013 we have seen the registration of a great deal of culture, health, biodiversity, energy (oil) and roads data for Norway. We envisage that these will prove very popular also.</p>

#### Has your country taken any steps to promote the uptake of open data?

Yes, in late 2011 the **Agency for Public Management and eGovernment (Difi)** launched Norways open data portal, namely Data.norge.no. They also launched the datahotel which converts data sets into machine readable formats through a RESTful API and hosts data on behalf of the data owners. This lowers the technical threshold for data owners and has proven very popular. For example the company register is hosted here. The datahotel source code is open source and published on GitHub.

These technical solutions are supported by a number of other initiatives. They include evangelical type actions in the form of everything from presentations at seminars and conferences to meeting and supporting data owners to open up their data, and working with reusers to help them get access to and use data. Difi also published a 'handbook on making open data available' which was done in cooperation with the OKFN and is now in its second version. This has proven very useful for many data owners in opening up their data.

On 1 February 2013 Difi together with Norways IT business representative organization (IKT-Norge) launched the Apps4norge competition to stimulate the uptake of open data in Norway. It will run until the 15th April with prizegiving on the 8th May. Entrants will compete for a prize fund of 150,000 Norwegian Kroner (ca. 20,000 euros). It is possible to enter both ideas and web applications/services which make use of Norwegian open public data. We will also award the most open Municipality and State organization in Norway - based upon their contribution to open data.

## Poland

### Open Data

Does your country have a formal policy on open data?

Yes, we have an act on access to public information which regulates this question. Ministry of Administration and Digitization is preparing a draft of the act on open resources which comprises questions of science, culture and education data. Government adopted Strategy "Efficient State" which in the Priority "Open government" establishes as the targets to achieve – opening of public sector resources and enhancement of the process of consultation and another forms of engagement of citizens in governance.

Has your country measured the benefits of open data?

We are in the process of preparation of legal acts so the benefits have not been measured yet.

What are the most popular datasets in your country?

Bulletin of Public Information which contains important information about public administration and government (phone numbers, addresses, mail contact etc.).

Has your country taken any steps to promote the uptake of open data?

Ministry of Administration and Digitization organized social consultation on the open data. Every citizen could give his/her suggestion. Moreover there was organized a public debate on this theme.

## Social Media

How is your administration using social media to promote public service delivery?

We broadcast movies on our website and youtube.com. We contact with the citizens by our website. They can submit their opinions, problems by special e-form which is available on our website. We publish new information about our activities every day. We contact with the citizens by facebook and twitter. We expose photos, graphics and share information by the use of social media.

Does your administration have formal guidelines for the use of social media?

Every ministry has its own internal regulation.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

The key priority is to improve contact with the citizen, to be open on his suggestions and opinions.

## Portugal

### Open Data

#### Does your country have a formal policy on open data?

Since the launch in December 2011 of the European Open Data Strategy, Portugal has followed with enthusiasm the general efforts to boost open data public policies and has a formal policy on open data.

Portugal has been actively contributing to the revision of the Directive 2003/98/EC on re-use of Public Sector Information and working to increasingly broaden its open data national portal – dados.gov –, among other actions within the transparency and open government scope, wither at a national, regional (e.g. [Datacentro](#)) or local (e.g. [Lisboa Participa](#)) level.

Additionally, being under an Economic Adjustment Program, the Portuguese government launched the Global Strategic Plan for Rationalization of ICT Costs in Public Administration (GPTIC) in January 2012. The plan comprises 25 measures to, among other goals, reduce public expenditure and promote transparency through the creation of an increasingly open, participative, fully interoperable public administration, stated in its Measure 23, relative to Open Government.

These priorities are foreseen in the Portuguese Digital Agenda and in line with the European strategy on better services through ICT, as stated in the Europe 2020, the Digital Agenda for Europe and the eGovernment Action Plan 2011-2015.

Within the Presidency of the Council of Ministers, the Agency for the Public Services Reform (AMA) is generally responsible for GPTIC and for an Open Government framework, of which four main lines of action can be highlighted:

1. Dados.gov - national open data portal

Launched in the end of 2011, the national open data portal ([www.dados.gov.pt](http://www.dados.gov.pt)) is one of the most emblematic projects of this open government approach, containing various datasets, in reusable formats, of information produced by several public bodies. In line with what is happening in several other European countries, this data is available to be reused by citizens, researchers, universities and companies to create new IT applications to provide useful services to civil society.

2. SVN.gov.pt - national Public Source Code Portal

This collaborative approach is strengthened by the development of the existing national Public Source Code Portal ([www.svn.gov.pt](http://www.svn.gov.pt)) into the Portuguese Public Software Portal. As so, in addition to the simple sharing of code, civil society will also be granted access to a pool of best practices concerning innovative software solutions, fed by public entities, as well as to a catalogue of free proof-based software solutions that have been used by public entities and that may be reused, freely, by other public organisms and generally civil society.

3. Participação.gov - national public consultation platform

The national public consultation platform ([www.participacao.gov.pt](http://www.participacao.gov.pt)) is strongly regarded as a useful tool to reinforce citizens' engagement and enhance quality of public services delivery by showing policy-makers the expectations of civil society in terms of information and needed data-related public services.

#### 4. iAP - Portuguese Interoperability for Public Administration Platform

The Portuguese Interoperability for Public Administration Platform (iAP) is a shared public tool allowing multichannel services for citizens and enterprises, totally compliant with European Interoperability Framework for European public services. In this context, Portugal has recently issued the Law for Open Standards and the Regulation for Digital Interoperability.

#### Has your country measured the benefits of open data?

Today's civil society requires an open, auditable, "equal" public administration, prone to share information and support citizens' participation. The Portuguese open government instruments are a means to respond to this global demand of collaboration and digital inclusion, as well as to enable a more straight involvement of civil society in the definition of higher quality public services.

The Portuguese Open Government approach aims to promote a smart open government capable of leverage effective synergies together with civil society while potentiating in a collaborative basis the sharing of ICT best practices. It intends to make citizens' lives better with their own cooperation and engagement, while providing public administration with the civil society real feedback and needs.

The major benefits of an open data strategy are the public services' coproduction itself: effective policy-making, improved government trust, civil society engagement and efficiency of public services enabled by transparency and access to open and standardized solutions. Moreover, based on the information available in the open data portal, citizens, universities and companies are able to create new IT applications to provide added value and useful services to the civil society. This involves them directly in the development and exploitation of raw data produced by the Public Administration, promoting transparency, collaboration and, in particular, the creation of value based on this data.

It is also economically relevant for civil society, whose academia, developers and interested parties are granted the right to use public resources to Research & Development initiatives, to develop private initiatives generating employment and information in general; to entrepreneurs who can develop new solutions to the society in general; and to the public administration itself, whose institutions are the source of this information but also will reuse and take the best of the open solutions made available by its peers, creating a culture of excellence in the Portuguese Public Administration.

In Portugal, civil society has already developed geographical applications and AMA is currently arranging an "Apps 4 Portugal" competition to distinguish applications created from raw data from the public administration.

### What are the most popular datasets in your country?

In Portugal the most popular datasets are related to local government, public procurement, public expenditure and “Fix My Street” data.

It is generally accepted that civil society uses the most interesting and useful ones for the day-to-day living. In line with the Portuguese evidence, datasets related to geographical information, economy and public services are agreed to be more valuable resources to citizens, academia, enterprises and other civil society’s third parties.

The usefulness and interest of datasets is one of the main Open Data public policies’ challenge. That is why Portugal is pursuing a collaborative approach with civil society and promoting the initiatives and strategies referred in the next question.

### Has your country taken any steps to promote the uptake of open data?

Portugal is developing several measures aiming to promote the uptake of open data.

As referred, being under an Economic Adjustment Program, the Portuguese government launched the Global Strategic Plan for Rationalization of ICT Costs in Public Administration (GPTIC) in January 2012. The plan comprises 25 measures to, among other goals, reduce public expenditure and promote transparency through the creation of an increasingly open, participative, fully interoperable public administration – towards an increasingly integrated Framework for Open Government.

AMA is responsible for develop and implement the measures to reinforce this Open Government framework, being working in the four main lines of action to:

1. Enlarge the national Open Data Portal ([www.dados.gov.pt](http://www.dados.gov.pt)) in order to stimulate IT applications to provide useful services to the civil society;
2. Reinforce citizens’ engagement and enhance quality of public services delivery through the national Public Consultation Platform ([www.participacao.gov.pt](http://www.participacao.gov.pt)) to deepen relations with the citizens;
3. Evolve the national Public Source Code Portal ([www.svn.gov.pt](http://www.svn.gov.pt)) into the Portuguese Public Software Portal granting access to a pool of best practices and catalogue of public proof-based software solutions;
4. Widespread usage of the Interoperability Platform for Public Administration (iAP), a shared tool allowing multichannel services for citizens and enterprises.

In line with what is foreseen in the GPTIC, this integrated framework for Open Government is being developed, being set new targets and goals, preferably in an open and collaborative process involving the civil society (academia, enterprises, NGOs).

The mentioned four components of the Portuguese Open Government Approach have proved themselves to be highly supportive of innovation and administrative modernization of Public Administration practices. This Framework intends to assert itself as a reference for Open Government strategies and be a source of inspiration for other countries that wish to develop projects in such area. In

fact, gathering mechanisms for dissemination of public administration's best practices and public software solutions available to reuse, the initiative itself intends to stimulate a replication process.

AMA is also currently arranging an "Apps 4 Portugal" competition to distinguish applications created from raw data from the public administration. This competition is set to take place in the second semester.

Furthermore, AMA is developing a Plan for an Open Government involving public administration, academia, enterprises and other civil society representatives to enhance open government in Portugal.

## Social Media

### How is your administration using social media to promote public service delivery?

Social media are a means to provide an easy, one-to-one and real-time communication between the government and the citizens. It demands efforts on human resources, training, governance and management, but has no substantial costs in what concerns to technology. From the citizens' side, populations are increasingly experienced and autonomous users, which allows governments to use such instruments.

Some Portuguese government representatives already use social media to communicate with citizens. For example, the President of the Portuguese Republic uses social media regularly to inform the population about the Presidency activities. So does the Portuguese Executive Government, to promote collaboration of citizens in the public policies.

In what concerns to public services delivery, some Portuguese public institutions already use social media as a channel to interact with citizens. Despite it is not totally widespread throughout all the public administration, Portugal has been analyzing the use of such media and plans to provide more and more public services via this important channel of communication.

### Does your administration have formal guidelines for the use of social media?

Undoubtedly, guidelines are essential to standardize and enable administrations to provide high-quality, adequate and effective services via such channel as the social media. To obtain social media full benefits, it is fundamental to define rules and create awareness of those within the public entities' employees and the front-officers. Otherwise, and ultimately, legal issues may arise.

As so, formal guidelines will necessarily be defined and applied when social media starts being intensely used for public services.



What are your administration's key priorities for maximizing the potential benefits of social media to public service delivery?

To maximize potential benefits of social media it is essential to define:

- Integrated back-office and front-office (both must communicate and share knowledge in order to provide correct information to citizens and continuously improve based on the interaction with citizens);
- Well-known and respected governance model (define a governance model with pointed focal-points that are accountable and collect information on real-time within the several departments associates to the public service; this governance model has to be well-known by the departments and civil servants involved);
- Defined formal guidelines (guidelines are essential to standardize and enable administrations to provide high-quality, adequate and effective services via such channel as the social media);
- Trained human resources (the front-officers who interact with citizens must be adequately trained to do it within the law and public services delivery standards);
- Communicate and divulge to civil society the existence of this channel so it is used and disseminate it;
- Among other best practices/recommendations which are key priorities to assure a high quality, effective public service delivery.

## Slovenia

### Open Data

#### Does your country have a formal policy on open data?

Slovenia has a rather well-developed system of access to public sector information. The international NGOs Access Info Europe (Spain) and the Centre for Law and Democracy (Canada) carried out a survey on the quality of legislation on access to public information in 89 countries. Slovenia was ranked an impressive second/third place.

The Slovenian law states a general obligation for PSBs to pro-actively publish the PSI for which they allow re-use. According to Article 2, the aim of the Access to Public Information Act is to ensure that the work of the PSBs is public and open, which means that PSBs must provide information to the public not only reactively but also pro-actively. Moreover, they must provide not only access to information but enable the re-use of information.

According to Article 10 of the Slovenian Access to Public Information Act, public sector bodies (hereinafter: PBSs) are obliged to proactively disseminate public information in their possession. Each PSB is obliged to transmit to the web and offer free-of charge access to the following public information:

1. consolidated texts of regulations relating to the field of work of the body, linked to the state register of regulations on the Web;
2. programmes, strategies, views, opinions and instructions of general nature or important for the interaction of the body with natural and legal persons or for deciding on their rights or obligations respectively, studies, and other similar documents relating to the field of work of the body;
3. proposals for regulations, programmes, strategies, and other similar documents relating to the field of work of the body;
4. all publications and tendering documentation in accordance with regulations governing public procurements;
5. information on their activities and administrative, judicial and other services;
6. all public information requested by the applicants at least three times;
7. other public information.

According to the Access Law, each PSB is obliged to publish on the Web the catalogue of the public information, partitioned into content blocks, held by the body. The Ministry of Justice and Public Administration regularly maintains and publishes on the Web the State Central Catalogue of Public Data, a database of the catalogues of the information of the individual PSBs (Art. 8, Para. 2). The content is prescribed by the provisions of the Decree on the provision and re-use of public information (Official

Gazette of the Republic of Slovenia, No. 76/05 as amended). <http://www.ckijz.gov.si/>

Slovenia has not adopted a specific formal policy on open data, but has a good access to information and the re-use of PSI legislation, and is generally supporting the EU proposal for the amendment of the PSI Directive 2003/98/EC. Slovenia supports the general objectives of the proposal, namely, efforts to enable and stimulate greater re-use of public sector data and to develop interoperable Open Data portals. Above all, Slovenia supports the proposal with regard to the important role of the independent body that is exercising supervision over the legality of the decisions taken by the public bodies. Slovenia will strive to implement the provisions of the proposal, as soon as it is accepted on the EU level.

#### Has your country measured the benefits of open data?

No, but it has been generally agreed that processing of open data promotes government transparency, accountability and participative democracy.

#### What are the most popular datasets in your country?

Slovenian Environment Agency (meteo data)

<http://meteo.arso.gov.si/met/sl/service/>

Ministry of Finance (State Budget 2013-2014)

[http://www.mf.gov.si/si/delovna\\_podrocja/proracun/sprejeti\\_proracun/2013/sprejeti\\_proracun\\_za\\_leto\\_2013/](http://www.mf.gov.si/si/delovna_podrocja/proracun/sprejeti_proracun/2013/sprejeti_proracun_za_leto_2013/)

Ministry of Finance - the budgets of local communities (actually the expenditure; in excell)

[http://www.mf.gov.si/si/delovna\\_podrocja/lokalne\\_skupnosti/statistika/podatki\\_obcin\\_o\\_realiziranih\\_prihodkih\\_in\\_drugih\\_prejemkih\\_ter\\_odhodkih\\_in\\_drugih\\_izdatkih\\_splosnega\\_dela\\_proracuna\\_ter\\_o\\_realiziranih\\_odhodkih\\_in\\_drugih\\_izdatkih\\_posebnega\\_dela\\_proracuna/](http://www.mf.gov.si/si/delovna_podrocja/lokalne_skupnosti/statistika/podatki_obcin_o_realiziranih_prihodkih_in_drugih_prejemkih_ter_odhodkih_in_drugih_izdatkih_splosnega_dela_proracuna_ter_o_realiziranih_odhodkih_in_drugih_izdatkih_posebnega_dela_proracuna/)

The State Central Catalogue of Public Information

<http://www.ckijz.gov.si/>

Ljubljana transportation timetables:

<https://github.com/zejn/prometapi>

Statistical Office of the Republic of Slovenia

<http://pxweb.stat.si/pxweb/dialog/statfile1.asp>

#### Has your country taken any steps to promote the uptake of open data?

According to the Access to Public Information Act, the Ministry of Justice and Public Administration is designated to ensure openness and transparency of the functioning of the entire public administration. The MJPA performs promotional and developmental tasks in relation to access to public information, in particular informing the public about the means and conditions for access to and re-use of public information and providing counselling to other PSBs in relation to the application of the Act. The Ministry actively promotes the publication of data in open standards in order to enable effective re-use of published data.

The PR of the Ministry in relation to the publication of the budget data in .csv format:

[http://www.mpju.gov.si/si/novinarsko\\_sredisce/novica/browse/2/article/12447/6348/4e5cb03718bcfc](http://www.mpju.gov.si/si/novinarsko_sredisce/novica/browse/2/article/12447/6348/4e5cb03718bcfc)

[e7bc5e8668fac9642b/](#)

In the PR, the Ministry called upon other PSBs to follow the example of the Ministry of finance and publish its data in open formats.

In 2012 there have been also two national events promoting Open Data and PSI re-use in Slovenia:

Feb 2012 – Public Consultation regarding the re-use of PSI in the cultural sector (as in the proposal for amendment of the PSI Directive), organised by the Ministry of Education, Science, Culture and Sport

[http://videolectures.net/uporabainformacij\\_kultura2012\\_ljubljana/](http://videolectures.net/uporabainformacij_kultura2012_ljubljana/)

[http://www.mpju.gov.si/si/novinarsko\\_sredisce/novica/select/porocilo\\_za\\_javnost/article/12447/5691/c44ac73f16aab617d467c2e8cccc5b0b/?tx\\_ttnews%5Byear%5D=2012&tx\\_ttnews%5Bmonth%5D=02](http://www.mpju.gov.si/si/novinarsko_sredisce/novica/select/porocilo_za_javnost/article/12447/5691/c44ac73f16aab617d467c2e8cccc5b0b/?tx_ttnews%5Byear%5D=2012&tx_ttnews%5Bmonth%5D=02)

28 September 2012 (the Right to Know Day) - Public Consultation regarding the re-use of PSI, organised by the Ministry of Justice and Public Administration, organised together with the Slovenian Digital Champion Mr. Ales Spetic, who himself emphasised the importance of open formats in relation to re-use.

[http://www.mpju.gov.si/nc/si/novinarsko\\_sredisce/novica/article//6084/](http://www.mpju.gov.si/nc/si/novinarsko_sredisce/novica/article//6084/)

## Social Media

How is your administration using social media to promote public service delivery?

Social media are being used by central government institutions for informing the citizens on policy issues and policy decisions that are of interest to general public.

Does your administration have formal guidelines for the use of social media?

There are no formal guidelines for the use of social media. The Government Communication Office communicated informal recommendations to central government institutions on the topic of use of social media.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

We have no formalized priorities in the field of social media.

## Spain

### Open Data

Does your country have a formal policy on open data?

The key element of our opendata policy is the Law 37/2007, which is the transposition of EU Directive 2003/98/CE. However, in the national level of government we have gone one step beyond and the Royal Decree 1495/2011 introduces several improvements to the EU Directive. To begin with, it is recognised the right to reuse all the public sector information which access is not restricted and establishes a single opendata license for all the National Level of Government. Currently this Royal Decree is under implementation.

Besides the National Government, each regional government has its own opendata policy. An outstanding example of the regional opendata policies are the Basque Country Government.

Has your country measured the benefits of open data?

We have conducted a yearly report on the infomediary sector. In order to identify its real size beyond the hype and expectations. These reports show the real economic benefits of opendata now in Spain, around 10% of the potential of the market.

You can find an English version of these studies in

- 2011:  
[http://datos.gob.es/datos/sites/default/files/files/aporta\\_infomediario%20sector\\_2011.pdf](http://datos.gob.es/datos/sites/default/files/files/aporta_infomediario%20sector_2011.pdf)
- 2012:  
[http://datos.gob.es/datos/sites/default/files/files/Estudio\\_infomediario/121001%20RED%20007%20Final%20Report\\_2012%20Edition\\_vF\\_en.pdf](http://datos.gob.es/datos/sites/default/files/files/Estudio_infomediario/121001%20RED%20007%20Final%20Report_2012%20Edition_vF_en.pdf)

What are the most popular datasets in your country?

We have not detailed indicators on the matter. However you can find information of the most demanded type of datasets in the studies above.

Has your country taken any steps to promote the uptake of open data?

In the year 2009 the National Government set up the APorta project, with the aim of promoting the Reuse of PSI. This project has been a key initiative to create an opendata community in Spain. Find attached an article (in English) with the description of opendata policies in Spain and the role Aporta project has played.

<http://www.ub.edu/bid/29/soriano3.htm>

## Social Media

How is your administration using social media to promote public service delivery?
<p>Yes. Almost all the ministries and agencies has a twitter profile and facebook page. We have also developed an application available for iOS and android that provide access to all the social media resources of the national government.</p> <p>iOS version <a href="http://itunes.apple.com/es/app/eadmon-todos-los-servicios/id476538687?mt=8">http://itunes.apple.com/es/app/eadmon-todos-los-servicios/id476538687?mt=8</a></p> <p>Android <a href="https://market.android.com/details?id=com.observalia.eadmon#?t=W251bGwsMSwxLDlxMiwiY29tLm9ic2VydmFsaWEuZWfkbW9uIl0">https://market.android.com/details?id=com.observalia.eadmon#?t=W251bGwsMSwxLDlxMiwiY29tLm9ic2VydmFsaWEuZWfkbW9uIl0</a></p>
Does your administration have formal guidelines for the use of social media?
No
What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?
Right now we do not have an established and formal strategy social media, therefore we have not yet tackled the issue of an structured analysis of its benefits and definition of priorities

## Sweden

### Open Data

#### Does your country have a formal policy on open data?

The term “open data” (or equivalent) is not used on any formal policy, such as legislation, in Sweden at the moment. However in 2010 Sweden implemented a law on the re-use of public sector information. This law derives from the PSI directive (2003/98/EG). Such information could to a large extent be considered as open data.

As a part of the strategy of a digital central administration, that was issued in December 2012, the government writes favourable about the trend that agencies make more data available. At the same time several government institutions are currently working with projects and initiatives concerning open data and the re-use of public sector information. One such example is the newly adopted guidelines for agencies concerning re-use of public sector information adopted by the Swedish E-delegation.

#### Has your country measured the benefits of open data?

During the past 10 years. Several initiatives have been taken in order to analyse various dimensions of re-use of public sector information. But no major evaluation has been conducted.

#### What are the most popular datasets in your country?

No such information is available. However when it comes to the re-use of public sector information the datasets that most often is discussed is (in no specific order): maps and geographical information, meteorology and personal data.

#### Has your country taken any steps to promote the uptake of open data?

See first question.

### Social Media

#### How is your administration using social media to promote public service delivery?

The Swedish E-delegation was given an assignment by the Swedish government to establish guidelines on how the semi-autonomous Swedish agencies should work with social media. These guidelines were presented in October 2012. Within the delegated Swedish administrative model several agencies has initiated their own projects to promote the use of social media in public service delivery. One such example is the Swedish Social Insurance Agency who is an avid user of social media, such as Facebook. For example – in several different languages – you can ask questions to this agency through Facebook

between 08:00 – 04:00 pm on weekdays and expect an answer the same day. Another example is the Swedish Police, who uses Twitter to inform citizens about, for example, current crime situations.

But there are of course other examples of how social media, both on state, regional and local level, is used within Swedish public administration.

Does your administration have formal guidelines for the use of social media?

Yes, such guidelines exist as stated in the answer above.

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

As stated above Sweden has got a delegated administrative model. When it comes to the use of social media in public administration it is up to the individual body (such as an agency), often in dialogue with their ministry, to decide on if and how they should use social media in public service delivery.



## United Kingdom

### Open Data

Does your country have a formal policy on open data?

The UK government works on a series of principles and commitments to Open data - <http://www.cabinetoffice.gov.uk/transparency>

Has your country measured the benefits of open data?

The UK is in the process of working with all actors across the open data landscape to better understand the benefits. The creation of the Open Data Institute will help expedite that process.

What are the most popular datasets in your country?

[Lower Layer Super Output Area \(LSOA\) boundaries](#)  
[UK Tariff Codes](#)  
[Social Trends](#)  
[Road Safety Data](#)

Has your country taken any steps to promote the uptake of open data?

Yes, we have data.gov.uk, the Open data Institute and an active engagement with developers, academics and business to further use of open data. We also play an active role in promoting the use of Open Data internationally.

### Social Media

How is your administration using social media to promote public service delivery?

Government Digital Service published Social Media Guidance for Civil Servants on 17 May 2012. These can be accessed here <http://www.cabinetoffice.gov.uk/resource-library/social-media-guidance> These encourage all civil servants to use social media to consult and engage.

Does your administration have formal guidelines for the use of social media?

Yes here <http://www.cabinetoffice.gov.uk/resource-library/social-media-guidance>

What are your administration's key priorities for maximising the potential benefits of social media to public service delivery?

Encouraging the civil service to use social media to consult and engage. To use social media tools to enhance collaborative policy making and to make the service more transparent and accountable. GDS have supported a number of key senior officials to get online including the Head of the Civil Service, Sir Bob Kerslake to use Twitter and Facebook.