سلسلة الندوات الموجهة الى
كبار القياديين الإداريين

تحت عنوان:

الإدارة العامة الحديثة

المعذرة

السبت ١٨ آب ٢٠٠١

١٧,٠٠ - ١٧,٤٠   الإستقبال والتسجيل

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- كلمة رئيس مجلس الخدمة المدنية

١٨,٠٠ - ١٩,٠٠   الجلسة الأولى: الإتجاهات الحديثة في إصلاح وتنمية الإدارة العامة

المحاضر: السيد Luigi Carbone (مستشار قانوني في رئاسة الحكومة الإيطالية ومستشار سابق لوزير الإصلاح الإداري)

المعلق : السيد عاطف جبيلي (رئيس الجمعية اللبنانية لإدارة الأعمال)

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المحاضر: الدكتور Marc R. Gramberger (إستشاري متخصص في استراتيجيات العلاقات والإتصالات بين الإدارة والمواطن)

المعلق : الدكتور انطوان مسرة (باحث واكاديمي)
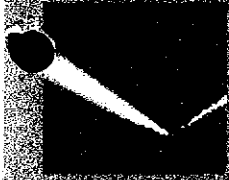
١١,٠٠ - ١١,٣٠   إستراحة

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Trends in
Administrative
Reform Relative
to the
Citizen-Centered
Public
Administration

Performance
Oriented Public
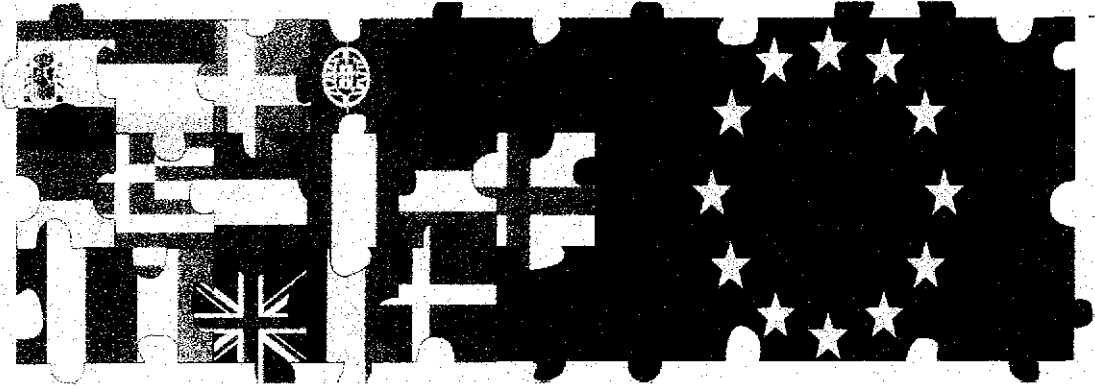Administration
and Key Aspects of
Human Resources
Development

Ethics and Accountability
and Control Systems
in Public Administration/
Regulatory Reform
And De-Regulation

August • September • October • 2001

C.S.B.

بتمويل من

الإتحاد الأوروبي

من خلال مشروع المساعدة على

إعادة تأهيل الإدارة اللبنانية

Trends in Administrative Reform and Citizen Centered Public Administration

Table of Contents

Summary of Conferences I, II and III

Participants List

CONFERENCE I

A. TRENDS IN ADMINISTRATIVE REFORM

OBJECTIVES OF CONFERENCE
- To explore the key elements of policy making, in relation to the modernisation and public administration reform.
- To explore the application of new processes for creating policy in the Lebanese situation.
- To promote the demand for reform within the public administration.
- To explore how to create demand for reform in society.

B. CITIZEN CENTRED PUBLIC ADMINISTRATION

OBJECTIVES OF CONFERENCE
- To explore the concept of quality development in service delivery within public administration.
- To explore the principles of a public delivery system in consultative relationships with the private sector and civil society.
- To explore the possibility of attributing to citizens responsibilities in terms of self-certification as a turning point in the process of administrative simplification.
- To examine how to ensure the protection of "public interest" through regulatory consultation with particular focus on the "public hearings" conducted in some countries by regulatory agencies, the organization and management of "observatories" on simplification, the requirement for "notice and comment" for law proposals and the government regulations (including ministerial decrees).

CONFERENCE II

A. PERFORMANCE ORIENTED PUBLIC ADMINISTRATION

OBJECTIVES OF CONFERENCE
- To open the debate on output oriented government and to explore the development of performance measurement.
- To discuss the development of specific initiatives which encourage and reward improvement in public service delivery.
- To review the principles of effective performance management mechanisms and discuss the purpose and benefits of performance measurement.

- To address the issue of performance indicators which will demonstrate effective performance to taxpayers, and public sector managers.

B. KEY ASPECTS OF MANAGING HUMAN RESOURCES

OBJECTIVES OF CONFERENCE
- To examine the implications of the modernisation of public administration on 2 aspects of staff management; Leadership and Team Building.
- To review the Human Resources policies and strategies to meet the challenges of modern public administration.
- To address issued related to key aspects of Human Resources Management within the modern public sector, i.e. recruitment, selection, training, performance evaluation, etc.

CONFERENCE III

A. REGULATORY REFORM AND DE-REGULATION

OBJECTIVES OF CONFERENCE
- To examine Regulatory Reform and De-regulation, together with the key aspects of regulatory review and implementation of reform, with special reference to the Lebanese situation.
- To review the critical technicalities in the process of simplification and de-regulation such as "self certification, substitutative declaration and de-legislation.
- To assess the possibility of recurring to de-legislation, in the Lebanese context, as a key tool in the preliminary phases of de-regulation.

B. ETHICS, ACCOUNTABILITY AND CONTROL SYSTEMS IN PUBLIC ADMINISTRATION

OBJECTIVES OF CONFERENCE
- To explore the requirements and elements of a code of ethics appropriate to a modern public administration.
- To identify the basic elements for a code of ethics specifically relevant to the Lebanese public administration.
- To identify the role and functions of an effective control system in public administration.

السيدات والسادة المشاركون في الندوة الأولى من سلسلة الندوات حول الإدارة العامة الحديثة:

١٨-١٩ آب ٢٠٠١ فندق البستان، بيت مري

وزير الدولة لشؤون التنمية الإدارية	معالي الأستاذ فؤاد السعد
رئيس مجلس الخدمة المدنية	الأستاذ منذر الخطيب
رئيس التفتيش المركزي	الأستاذ فؤاد هيدموس
محافظ الجنوب	الأستاذ فيصل الصايغ
رئيس المجلس الأعلى للجمارك	الأستاذ حسين نعمة
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مدير عام وزارة الشؤون الإجتماعية	السيدة نعمت كنعان
مدير عام النقل البري والبحري	الأستاذ عبد الحفيظ القيسي
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رئيس المنطقة التربوية في الجنوب	الأستاذ رضا سعادة
مدير الشؤون الإدارية في وزارة المالية	الأستاذ اسكندر سمارة
مدير الخزينة والدين العام في وزارة المالية	الأستاذ موني خوري

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مسؤولة اللوجستية	السيدة ندى البساط
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Trends in Administrative Reform

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"Modern Public Administration – A Lebanese perspective"
Beirut, 18 August 2001

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The urgent need for change

➢ the reasons of "modern democracy"

➢ the reasons of "modern economy"

➢ the reasons of "globalisation"

The urgent need for change:
1 – the reasons of « modern democracy »

"The emergence of the regulatory state in this century was a necessary step in the development of the modern industrialised democracy", because *"regulations have helped governments make impressive gains in protecting a wide range of economic and social values"*.

But *"traditional administrative control and oversight processes are not suitable for ensuring that expanding regulatory powers are used cost-effectively and coherently to achieve those aims"*.

(From the OECD "Report on Regulatory Reform" of 1997)

The urgent need for change:
1 – the reasons of « modern democracy »

- Increasing demand of the "effectiveness" of democratic values from citizens (and business)
- New "public goods" besides legality (i.e., efficiency, transparency and accountability) of P.A.

- the sunset of the traditional *"relationship of authority"* (and of a "self-referential" P.A.)
- the *"shifting of the barycentre of Administrative Law"* from the "administrative act" to the "administrative relationship" between citizens and P.A.

- from the pursuance of the "legitimacy" of a public regulation or act to the pursuance of its "utility"

- from an "authority-" to a "consumer-" and "performance-oriented" Public Administration

The urgent need for change:
2 - the reasons of « modern economy »

"Governments are central players in the new economy. They set the climate for wealth creation. They can act as a deadening hand on change or be the catalyst for creativity. They can cause economic stagnation ... or they can set a climate for growth"

The digital economy
Donald Tapscott

The urgent need for change:
2 - the reasons of « modern economy »

Increasing role of Public Institutions to boost economic growth, also in the "new economy"

Some concrete examples of economic effects of Administrative Reform programmes:

• **USA** – burdens of bureaucracy on business of 500 billion USD (about 10% of GDP) – Clinton-Gore "Reinventing Government" program has produced **savings between 42 and 54 billion USD**

• **EU** – burdens of bureaucracy on business of 540 billion Euro (about 3-4% of GDP) – **Single Market**, enhancing competition and substituting single national requirements with single European ones, has **improved European GDP of about 1,5%** between 1987 and 1993

• **ITALY** – Citizens' savings: annual savings for certificates and certified signatures due to "self-certification" program (in million Euro): 527 in 1998, 544 in 1999, **1128 in 2000; Business savings:** after the one stop shop and other simplifications, the number of procedures needed to create a new corporation or an individual business had been reduced from 25 to 5 and maximum time needed for the whole process dropped from 22 to 10 weeks. **Costs were reduced from 7,700 to 3,500 Euro** for corporations and from 1,150 to 500 Euro for individual business

The urgent need for change:
3 – the reasons of « globalisation »

"With the growth of the Internet, differences in national regulatory/administrative systems will come under great pressure ...
In an increasingly competitive world economy, our companies need an administrative and regulatory regime that is as light and effective as possible"

Frederik Bolkenstein – EU Commissioner for Single Market

The urgent need for change:
3 – the reasons of « globalisation »

- Rapid development of **ICT**
- Increasing role of **international enterprises**
- Competition between "**Continental-systems**" more than between "Country-systems"

⬇

decreasing importance of national borders

⬇

Influence of the different performances of national public administrations: for every Country, the quality of national regulation and the efficiency of public administration are factors of competitiveness

Not a single model for an Administrative Reform, but ....

Not a single model (nor a single Italian recipe), but ...

➢ ... some common characteristics ...

➢ ... some common "basic ingredients" ...

➢ ... some common "main areas"

Not a single model, but ....
... some common characteristics

• The sunset of the "lawyers' monopoly" (growing awareness of the strong impact of P.A. on citizens' life and on economic activity)

• Lack of relevance of the national peculiarities of constitutional systems

• Growing attention of the main international organizations (UN, OECD, IMF, WTO) on Governance and "Regulatory Reform" issues

Not a single model, but ...
... some common "basic ingredients" for an Administrative Reform

- A **specific policy** (e.g., through specific P.M. delegations to the Minister for P.A.) and a sustained political support for Administrative Reform (but also emphasizing its **"bipartisan" nature**)

- A **"multidisciplinary approach"**

- Clear objectives and **measurement of results**

- **Involving citizens**, business and other "recipients"

- Creation of a public management; **capacity building**

- Similar tools also for Regional, Local and "Independent" Authorities

Not a single model, but ...
... some common "main areas" of an Administrative Reform

- Devolution, outsourcing and "administrative federalism"

- Reorganization of Central Government

- Simplifying regulatory and administrative burdens; better regulation

- Improving legality ...

- ... transparency and comprehensibility of P.A.

- Civil Service Reform: improving professionalism and accountability of P.A.

- Reform of Public Budget

- *e*-Government strategy

Devolution of (some) Government activities

➢ Horizontal subsidiarity *to Molofozot & Municipalitus*

➢ Vertical subsidiarity

Devolution: horizontal subsidiarity a leaner but more efficient State

Focusing Government on its "core business":

✓ closing unnecessary Government activities

✓ outsourcing and/or privatizing activities that can be more efficiently undertaken by the private sector (business and non-profit organizations)

✓ liberalization of public utilities

Devolution: vertical subsidiarity strengthening local Governments

- Strengthening **stability** of local Governments

  e.g., through direct election of Mayors, Presidents of Provinces and of Regions

- Strengthening **financial autonomy** of local Governments

  e.g., through the "fiscal federalism": transformation of State financial transfers to Local Authorities into local taxation or participation in main State taxes (VAT, Income tax...)

- Strengthening **efficiency** of Local Administrations

  reform of State control mechanisms, "city managers", local public managers chosen also from private sector, salaries linked to performance

- *(in a later step)* Strengthening **sovereignty** of local Governments

  transferring general legislative powers to Regions

Devolution: vertical subsidiarity the steps of "administrative federalism"

A possible route:

✓ General law identifying a mandatory list of State tasks and plans the devolution of all other tasks to Regions, Provinces and Municipalities

✓ General ("legislative") decrees identifying in detail the tasks to be transferred from central to local Government

✓ (Prime Minister) sectoral decrees transferring groups of tasks together with related human and financial resources

Reorganization of Central Government

> A government-wide Reform of Ministries and agencies

> A targeted reform of the "center of the Government" (the P.M.O.)

Reorganization of Central Government the general strategy

✓ A government-wide Reform of systems up to now grown by "adding layers"

✓ Reducing the Ministries, merging bodies with similar missions; eliminating duplication and segmentation

✓ Functions assigned by law; internal organization established by a more flexible secondary regulation. End of the traditional "pyramid model" for Ministries

✓ Use of "agencies": non-ministerial bodies with technical and executive tasks

✓ "Central Government Local Offices": merging several State local offices into a single "interministerial" body (the "air carrier model")

Reorganization of Central Government reform of the Prime Minister's Office

- Making the role of stimulating, guiding and coordinating more effective

- A leaner but stronger, more flexible structure

- Additional specific responsibilities of P.M.O.:
  Government reform, regulatory quality, P.A., dialogue with supra- and intra- national Authorities (i.e. EU, Regions, Municipalities)

Versus الوزير والأدارة العليا

Transferring all other executive P.M.O. tasks to "sectoral" administrations

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Simplification and better regulation

➤ Common regulatory **problems**

➤ **Simplification** and **codification** of existing regulation

➤ **Better regulation**: new tools for introducing new regulation

➤ Ad hoc **structures** for regulatory quality

Juridical problems: regulatory inflation and regulatory "pollution"

ambiguity, contradictions, overlapping, layers of rules generate uncertainty on the existing law

Economic problems: regulatory costs

unnecessary burdens on the public, on businesses and even on public administrations

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UK – the basic legal reference to *company laws* increased from under 500 pages in 1980 to over 3500 in 1991 (a seven fold increase). *Finance act* increased from 145 pages in 1975-1979 to 336 pages in 1988-1992 (a 230% increase)

France – the size of *Journal Officiel* more than doubled from 1976 to 1990; annual production of new laws has increased by 35% from 1960 to 1990, and decrees by 20 to 25%. Average length of French laws increased from 93 lines in 1950 to over 220 in 1991

USA – The comprehensive *Code of Federal Regulations* swelled from 55.000 pages in 1970 to almost 140.000 by 1995

Finland – the annual number of laws and decrees rose from 1.107 in 1980 to 1.809 in 1995 (an increase of over 60%)

Australia – experienced a doubling in subordinate legislation in the eight years from 1982 to 1990

Greece – more than 35.000 regulations, including laws and decrees, were created from 1975 to 1993

Canada – according to a computer metric, from 1978 to 1996 the volume of federal regulations doubled to 185 *megabytes* of computer storage

Sweden – on the contrary, the number of laws and government ordinances dropped from almost 5.000 in 1970 to little more than 2.000 in 1996, due to a sustained and systematic process of *Regulatory reform*, using a "guillotine system" (every regulation is repealed if not expressly recognized as still useful).

Simplification
strategies and tools to reduce burdens

● Not a "one shot" policy, but a process:

need of **rolling simplification programs** (e.g., through annual simplification laws or through multiannual plans), that enable Government to abolish or simplify existing procedures, authorizations and licenses

● Some common simplification tools:

- **"Self-declarations"** con replace most of the certificates

- **"Notification of the beginning of an activity"** and **silent-consent** can replace most authorizations and licenses

- One **"combined services conference"** is able to replace many administrative acts

● Importance of: consultation, measurement, ex post monitoring (same tools of the new Regulation's ones: *see slides on better regulation*)...

Simplification
strategies and tools to tidy up regulation

● Codification or consolidation

Few consolidated texts should replace thousands of laws and decrees (better if with the help of a **"guillotine system"**)

● Trying to merge Codification and Simplification

● The Italian case of *delegislation* (≠ deregulation)

a mechanism by which a primary law ("legge di delegificazione", enacted by Parliament with the normal procedure):

- identifies the general discipline of a certain issue and

- empowers Government to repeal and substitute primary laws of that issue with Governmental "delegislation decrees" ("regolamenti di delegificazione", a secondary level regulation)

Simplification: two concrete examples for citizens: the simplification of certificates in Italy

The new "code" on administrative documents (D.P.R. n. 445 of 28 December 2000)

✓ All the norms on administrative documentation and on electronic documents are collected in one single text

✓ More than 95% of certificates have been substituted by "self-certifications": a signature of the citizen on "simple white paper" (without any tax)

✓ The new regulation can be used also by privates (banks, post offices ...)

✓ Use of electronic instruments and faxes is always admitted

✓ It is FORBIDDEN to P.A.s to require a certificate when a self-certification is possible

✓ Towards a complete "de-certification": total elimination of the need of certificates through the electronic exchange of data among P.A.s

Simplification: two concrete examples for business: the of "one stop shop" in Italy

✓ "Not only a single access, but also a single answer"

✓ Since 1999: a single procedure to start up a new business, replacing 43 authorizations previously needed

✓ Before: 2-5 years to get a final answer

✓ Now: normally no more than 3 months in most cases, max 11 months
(average time: 57 days in a sample of 100 operational one stop shops)

✓ One single office to deal with businesses and a new role for Municipalities in the development of their territory

✓ Turn-key contract (within an *ad hoc* training program) for the supply of 109 one stop shops serving 785 municipalities (small municipalities can pool together)

✓ An *e*-structure, accessible through the net

Better regulation why?

A mere "deregulation" is different from a "high quality regulation" (and is less useful too)

Better regulation some tools: RIA and alternatives

• Regulatory Impact Analysis (RIA, now used by 20 OECD Countries)
(to measure the cost of new regulations on the public and business):

- not a mere arithmetical analysis, but an ongoing, evolutionary process to inform the political choice; a tool to give the rule-makers the "awareness" ....

- ... including the views of stakeholders

- applicable to all kind of "relevant" Regulation (also "technical", Regional and "Independent");

- not an *ex post* justification, but an analysis to be set up at the beginning of the regulatory process, considering both alternative Regulatory options and ...

• ... Alternatives options to Regulation (including a wise use of self-regulation)

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Better regulation
some tools: consultation and compliance analysis

• Consultation:

- instrument of transparency and democracy

- the best way to know the true critical points of Regulation

- has to become, after an exsperimental phase, part of RIA

- the example of business test panels

- the Italian "*Osservatorio per la semplificazione*" both to prepare and to monitor Reforms

• Compliance analysis

Better regulation
some tools: the use of IT

• On line updated version of existing Regulation

(> Official Gazette on line!)

• On line Parliament bills and works

• On line consultation

("notice and comments" model)

• Central Electronic Register of bureaucratic formalities

(for business, but not only ...)
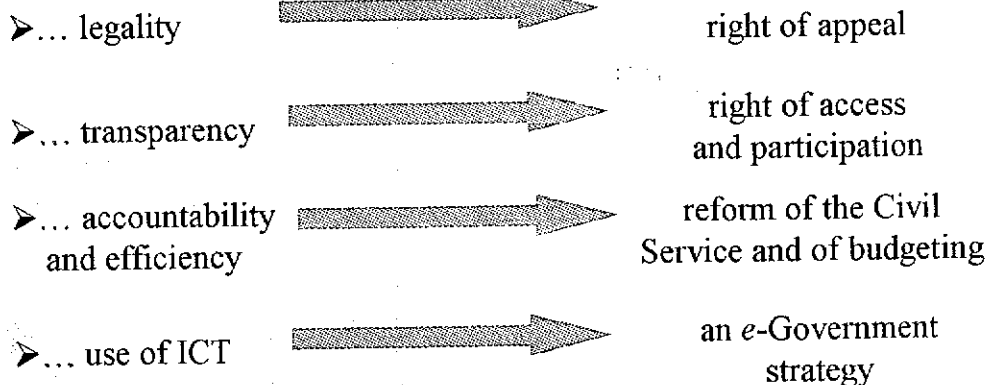
Better regulation
the structures

- **Sectoral Ministries** are the first responsible for Regulatory Quality, but ...

  ... - because *"it is often difficult for ministries to reform themselves, given countervailing pressures, and maintaining consistency and systematic approaches across the entire administration is necessary ... "* (2001 OECD Report on Regulatory Reform in Italy) - ...

- ... often can be very useful a **Central Unit** (now established in many OECD Countries): a task force of experts - better if in P.M.O. - exclusively monitoring "regulatory quality", responsible for RIA and/or for simplification and codification programs

- The importance of involving the **Parliaments**

Public administration:
trends to improve ....

➤... legality		right of appeal
➤... transparency		right of access and participation
➤... accountability and efficiency		reform of the Civil Service and of budgeting
➤... use of ICT		an *e*-Government strategy

Minister define Policy strategy & appoint D.G (handwritten)

Improving legality of P.A.

The "traditional" French model of Administrative Justice still seems to work, but can be improved:

✓ ... further broadening the legitimacy to appeal (e.g., through so-called "diffused interests")

✓ ... enhancing the liability of P.A. (e.g., submitting P.A. to the usual "liability rule")

✓ ... making the "enforcement powers" of administrative Judges towards P.A. more effective

Improving transparency and comprehensibility of P.A.

Improving transparency: the "right of access"

• Before: secrecy of administrative acts was the rule, access the exception

• From early '90s, in more and more Countries: access to administrative acts is the rule, secrecy the exception

• Administrative judges are the "watchdogs" of citizens' right of access

Improving transparency and comprehensibility of P.A.

Improving comprehensibility: simplifying administrative jargon and communicating with the public

- proposals for the standardization and simplification of the most common official forms

- use of a «Style Manual» as a practical tool for employees involved in written communication

- training and communication strategies to improve "communicativeness" of civil servants (the model of American NPR, following the example of private firms)

- A special strategy to improve front-line structures

Civil Service Reform: the new trends distinguishing Politics from Administration

- «Politicians are responsible for Policies»:

  Ministers define policies and strategies, assess results. appoint general directors but have no further direct involvement in administration

- «Public managers are responsible for Administration»:

  public managers are given broader powers but also greater responsibilities, and higher salaries linked to results and performance

Civil Service Reform: the new trends
making P.A. + similar to private employers (≠ privatization)

• Civil law for civil servants
public administration has the same powers as private sector employers

• Jurisdiction for civil service disputes
in some Countries is being transferred from the Administrative to the Civil Courts

• Access to civil service should remain by public *concours*
but in some Countries a limited number of public managers may be chosen from outside the Civil Service for a fixed term (as in UK, USA, Spain, Italy, but NOT in France)

• Utility of an improved mobility of civil servants:
- within different Public Administrations.
- with international organizations
- with private sector (perhaps correcting the Japanese system of *"Amakudari"*)

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Civil Service Reform: the new trends
a model of "contractualization" of Civil Service

• Labor Contracts:
- **collective bargaining** (at national and local levels) **replaces the law** in determining employment conditions, salaries and tasks
- an "integrative negotiation" for each Ministry or Agency
- promoting efficiency and professionalism through **individual integrative contracts**

• Reform of State representation
an **Independent Agency** can be created to represent the State in labor negotiations in place of the Minister (but following Government guidelines)

• Reform of Unions representation
for each public sector (Ministries, Education, Health ...) bargaining with the State is allowed only to those **Unions having more than a minimum consensus** (e.g., 5%) in that sector

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Civil Service Reform
the new trends to improve accountability

- Before: a formal/juridical approach to Public Administration:
  compliance with laws and procedures without regard to quality and results

- Now: a consumer-oriented approach
  - ✓ new performance control complementing traditional legal control
  - ✓ quality service and customer satisfaction
  - ✓ public service charters
  - ✓ promoting professional growth: a special training strategy

- Public administration "close to citizens and businesses":
  - ✓ favors the allocation of investment capital
  - ✓ acquires relevance "beyond the national borders"
  - ✓ partially sheds its authoritative nature

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## Civil Service Reform
the new trends for public managers

- **Before: no distinctions in the salaries of high civil servants** considering the position and the performances

- **Now: salaries taking into account the responsabilities and the achievement of the results**. Managers' salaries can vary depending on responsibilities and performances

- **No more "jobs for life"**: individual contracts (fixed term: 2-7 years) determine assignment, duties and salaries

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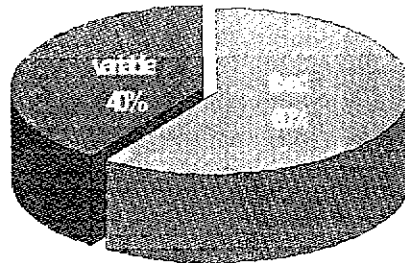
relationship between fixed and variable salary: the Italian example

Salaries of head officers of local administrations
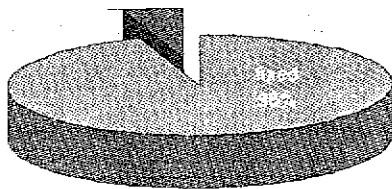
Before the Reform	After the new collective contract

41

Public employment

a comparison between France and Italy

	France	Italy
Total population	58 ml	57 ml
Public employees	5,4 ml	3,3 ml
Public employees/population	9.30%	5.70%
Public salaries/GDP	14.60%	10.50%

42

20

Civil Service Reform
the resistances

Strong contradictions and incoherencies remain in:

- the behaviour of Trade Unions:
  - ➢ the French "Bercy" case
  - ➢ the choice, in principle, in favour of professionalism and merit, responsibility and decentralisation is sometimes contradicted

- the behaviour of Politicians, administrators and public managers:
  - ➢ no global vision in salary increases
  - ➢ strong defence of privileges and of the "maze of charges"

- Parliament choices:
  - ➢ The choice, in principle, in favour of collective bargaining, meritocracy and quality is contradicted by the constant enactment of rules creating favouritism: "*ope legis*" promotions, permanent hiring without *concours* of *pro-tempore* workers etc.

The new trends in public budgeting
from financial to economic budget

- New economic budget shows the **link between the use of resources and achievements**

- **Concentrating basic budget units**, matching each Ministry's target and responsibility

- Only one administrative office responsible for each basic unit

The new trends in public budgeting: new spending procedures

- Drafting the budget: **no longer** the traditional criteria of **incremental spending**

- An effective **cost analysis** to back the annual financing law and the spending legislation

- More effective **constraints on Government expenditure bills and parliamentary amendments**

- Towards a **permanent electronic market** for public purchases

- **Planning hiring** of civil servants

e-Government

ICT:

the best resource for a leap forward in service to citizens

and

in quality change

e-Government
The vision of a possible strategy

Modern ICTs allow Governments to establish an (ambitious but possible) e-gov strategy whereby the citizen:

- Will not have to know how government is organized or which department or unit is the one to which he must apply;
- Can request services simply on the basis what he needs, regardless of administrative or territorial jurisdiction or place of residence;
- Regardless of the unit to which he applies, will no longer have to provide any personal information that is already in the possession of some other government department.

⬇

In this "new approach to public services", the citizen need to inform the administration only once of any life event that implies change in his personal data *(for example, a change of address or of city of residence)*.

This notification automatically has all the consequent effects with all other government units *(e.g., the change is effected on the driver's license, if the citizen has one)*.

e-Government
The architectural model of a possible strategy – 1

To make this vision a reality, all administrative units should be involved, at both central and local level, and all public bodies: the regions, the provinces, the municipalities, schools, hospitals, local health units, employment centers, chambers of commerce, and so on:

- In a decentralized administrative model, local government units will increasingly act as *front office* for access to public services.
- Central government departments, and also some local units, such as civic registers, will act as *back office*.

e-Government
The architectural model of a possible strategy – 2

- All *back-office* administrations must make their data and services available on-line to the units that have institutional need for them in order to supply integrated services to citizens and businesses.

- All *front-office* administrations, wherever located, must acquire on-line the data they no longer require the citizen to supply.

- All *front-office* administrations are responsible for notifying changes in data to all the other governmental units affected.

e-Government
Making the vision a reality

The technology for making this vision a reality is available but the challenge is clearly not technical: legal, organizational and infrastructural changes are required.

One should establish:

✓ A central unit charged with direction and institutional coordination between central government departments and local administrations;

✓ A structure for technical and operational coordination between central and local government units;

✓ A technical infrastructure to permit interoperability between the information systems of all public administrative bodies.

e-Government
The regulatory instruments

The essential legal tools for an *e*-gov strategy are already in place in several Countries:

✓ Electronic I.D. card regulation.

✓ Electronic signature regulation.

✓ Electronic document registration regulation.

✓ A new discipline on administrative documentation.

e-Government
The electronic I.D. card

This is the key enabling tool for an e-gov strategy:

- It will serve as an identity document, but it will also be the only means for automated authentication of the citizen by any and all public information systems.

- It will enable its possessor to request the services of the administration on-line with a single procedure for authentication.

- It will behave as an electronic signature card to enable to "sign" all forms and transactions with governmental bodies that do require the citizen's signature to be legally valid.

e-Government
The electronic signature

Some Countries (Finland, USA, Italy) already recognize the legal validity of electronically signed digital document:

- They are already being used by businesses and government departments.
- The provision of "electronic signature certificates" to more and more public employees is becoming reality.
- Need of an *ad hoc* fund to finance the endowment of local and central civil servants with signature cards.

e-Government
Coordination and management

It is becoming a best practice the establishment of a permanent strategic unit for the *e*-gov within the Prime Minister's Office (in the P.A. Department or under an *ad hoc* Minister).

Its responsibilities should be:
- to forge the vision and formulation of strategic guidelines for the *e*-gov plan, with special regard to interoperability among local government units and between these and central departments;
- to assure the involvement of all governmental departments;
- to make sure that for citizens and businesses the services of the integrated national information system are are equally available in any location of the country;
- to ensure the operational management of the work programme, being responsible for the project management and coordination of all projects involving more than one government department and possibly directly managing the technical integration of projects carried out independently by different units.

e-Government
The technical infrastructure

The network infrastructure for peer to peer nationwide interoperability is not yet in place in most Countries (e.g., UK is very advanced on that).

It is necessary to coordinate the networking projects already under way in every Country and to link up, according to the subsidiarity principle, administrations in the areas not served by other initiatives:

- the unitary network of the central public administration;
- the networks of many regions and other territorial or category networks (provinces, chambers of commerce, mountain communities, etc.);
- the existing sectoral networks of government departments.

e-Government
The nationwide network

The creation of a nationwide network, based on a secure Internet model, is one of every e-gov strategy's top priority actions:

- This should be achieved by building a multi provider extranet for public administrations, able to provide secure channels of communication among all government departments regardless of connection service provider they use.
- It should consist of a "federation" of existing networks and, for areas not yet covered, of qualified connection services engaged independently by each government unit.

e-Government
Requirements for interoperability

Administrative units must each create information systems that can post their data and services on the nationwide net, as in the standard Internet B2B model:

- The *back-office* units must make their data available with no charge to *front-office* units.
- The *front-office* administrations will have the responsibility of identifying the citizen and of providing integrated services by acquiring data from the back-office units.

Interoperability among governmental information systems requires:

- the identification of the services and data that each administration must make available on-line;
- for every service posted, specifications defining the technical procedures for access and levels of security;
- specification of standards cannot be left to the spontaneous, independent initiative of individual departments and administrations and will be provided by a central unit.

e-Government
Service Portals

Joining the civic registers together is premise to the creation of:

- The citizen service portal (to provide for instance a change of address service).
- A portal for access to certifications.

Other portals for special groups of users are envisaged:

- An employment services portal;
- The business registry portal.

e-Government
Electronic documents management

Some resources should be allocated to promote the adoption of computerized document handling systems by central and local government for:

- registering incoming paper and electronic documents;
- managing all document flows electronically and filing documents electronically (e.g.: in the «Electronic Revenue Service»: income tax returns are filed and reviewed electronically);
- linking the filing and storage system with the document registration system;
- providing for more effective forms of access and transparency of administrative acts.

e-Government
Electronic procurement

A portal for electronic procurement available to all government administration is also being considered very useful.

It should provide:

- A means for publishing call for tenders ant to bid electronically.
- An electronic catalog to procure commodity goods and services.
- A market place to match demand and supply.
- An auction system.

The Future of Reform

➢ **Changing the culture**

➢ **Communication** *to Public an Reform*

➢ **Investing on Public Administration** *through awareness*

The Future of Reform

Changing the culture

Acquiring and disseminating new approaches:

✓ to technological and organizational **innovation**

✓ to **simplification** (releasing unnecessary administrative burdens)

✓ to quality of service and **performance**

✓ to citizen-**user satisfaction**

✓ to rewarding **professionalism** and **merit**

✓ to promoting, encouraging and **energizing** citizens and businesses

Italy: Our silent revolution
By
Franco Bassanini[1]

"The Italian Revolution[2] "; "Radical reforms have been adopted[3]";"Decentralization Italian style: an example for France?[4]".

Titles of foreign newspapers and judgment of independent organizations, even more than the commentaries of the Italian press and public opinion, give an idea of the deep changes that the reforms of the State and the Administration are producing in Italy. The Epinal image of a country where the dynamism of the entrepreneurs are developing despite the Administration, where the citizens are waging a personal and costly war against bureaucracy, where the state and the public powers are felt like enemies, is starting to fade away. The eventuality that it is meant for revolved stereotypes museums is real.

I will concentrate on describing the reasons and the frame of these reforms, and on giving a brief view, by stressing the support that the public, syndical and parliamentary opinion have given to the political will of change and modernization that have introduced them. I will explain a process, sometimes fast, most of the time difficult, but destined, we hope, to succeed in reforming in depth our State.

The reasons and precedents

It was time! At the beginning of the nineties, Italy knows a situation of political, social and financial crisis that leads to real bogging down and rupture of the social contract. The collapse of traditional political parties is coupled to the progressive loss of confidence by the citizens towards the institutions; *Mani pulite* ("Clean Hands") tolls the bells of a system already bloodless and deprived from social support. The need to reduce the budgetary deficit is dramatic: the State risks not to pay its debts or its employees[5]. The possibility of even managing the functions of a police State is put in question, as well as the possibility of the entrepreneurs to be competitive on the markets. Italy, a co-founder state of the European Union found itself outside Europe, facing the hard reality of figures: It had an inflation ratio and a credit price double of those of its partners; it was bearing the unbearable weight of the public debt service; it had an administration whose cost were escaping all controls and whose inefficiency, except for isolated cases, was the rule.

In 1992 and 1993, the Amato and Ciampi governments find the political strength and the competence to start the rectification job. Drastic budgetary measures are taken. A new method for the definition of policies and salaries is adopted (the *concertazione*). It aims at realizing preliminary understanding, while respecting individual roles, for

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[1] In collaboration with Vincenzo Schioppa.

[2] *Nouvel Observateur*, 6-12 April 2000

[3] "Sweeping reforms are underway. Far-reaching legal changes have been enacted... Full use was to be made of the Bassanini laws'" *Preliminary and Final Reports 2000*, International Monetary Fund.
[4] *Le Monde Economique*, 5 May 2000
[5] The public debt, in PIB percentage, was 57,7% in 1981. It reached 124,9% of the PIB in 1994.

the definition of great objectives of economical policy: safeguarding the buying power of the families facing inflation, but also cleansing the country's financial situation. Contriving, far from being a co-administration, allows starting the virtuous cycle that will allow us to respect the parameters of Maastricht and enter the Euro zone.

A deep reflection on the role of the State and the Administration that already existed in the eighties[6] starts to draw a new sketch of mission and organization. The necessity of a real decentralization of powers and of means, less felt in France, but part of the Italian tradition clears out: Laws introduce the direct election of mayors and presidents of provinces, who bring stability and legality to local governments[7]. The nature and tasks of the modern public service are evaluated: a new normative frame takes shape[8].

A formidable impetus

The elections of 21 April 1996 witness the victory of the "Olive Tree", leftist and center left coalition, whose political program of modernization tables also on the reforms of the State and the Administration. It is an optimistic lesson for all reformers in Europe, the proof that the will of reform does not necessarily lead to failure in elections. The State and Administration transformation and modernization work is resumed with the Romano Prodi government. In the wake of a big national effort to reach the parameters of Masstricht, this courageous work is met with a very wide social consensus. The citizens, the entrepreneurs, the syndicates and the parliament consider rightfully that the speeding up of reforms is indispensable for the final modernization of the country.. Europe, globalization and the numeric revolution do not leave any choice: the organization of the State and the performances of administrations become more and more *competitive factors* that decide the prosperity of a nation

Thus, in the last four years - under the governments of Mr. Prodi, Mr. D'Alema, and now of Mr. Giuliano Amato – the normative frame of reforms have been followed and completed.

The State and the Administration have been "rethought" in the light of the new needs of the citizens, of the families, of the entrepreneurs and of the territory, and of the challenge and possibilities engendered by information technologies and communications. Our reflections and our actions have been inspired by the consciousness that the necessity of a renewal, sometimes the radical change, was not proper to Italy alone, but represented a common phenomenon to a great number of countries.

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[6] In 1982 the "Giannini report" had drawn a sketch of the valid spots of the Italian administration. These reflections have been adopted by other protagonists of the reforms of the 90s: Sabino, Cassese, minister of the Public Function in 1993 and 1994.

[7] Regions, provinces and communes form the three levels of territorial collectivity in Italy that have a judicial personality proper to them. Italy is composed of 20 regions (5 with a special status), 103 provinces (intermediary collectivities between regions and communes) and 8 104 communes. The regions presidents are elected directly: the first elections took place in April 2000.

[8] Legislative Decree 29 of 1993 radically revised in 1998 based on the law of delegation Nr. 59 of 1997. It constitutes the reference law of a new statute for the government employees.

Reforms have been conceived in a global manner and assumed and adopted politically. The expectations of the citizens and the entrepreneurs and the necessity of a verifiable constant are at the heart of the reflections that prepared them.

They have all been placed in a European and International perspective, largely benefiting from the benchmarking and the opinion of certain international institutions such as the OCDE. The best experiences of our partners have been studied and submitted to a scrutiny to verify their adaptability; numerous international contacts and a narrow collaboration at the technical and political level with a chosen number of countries (France of course, but also the UK and the USA) have allowed us to perfect them and sometimes to bring innovations in certain areas.

The big axis of a structural reform

The reform of the organization and the modes of functioning of the State and of the central and local administrations is developing around a certain number of axis, maintained by the ideas of simplification, evaluation, and satisfying the needs of the users; of communication, of transparency and accessibility of administrations; of retribution of work linked to performances; of management efficiency control. There is no doubt that one will reach the same conclusions in other countries, and I am not surprised to find in the present work ideas similar to mine expressed by other authors. The affidavit is identical, and it is even more so in countries like France and Italy where the weight of the Administration is traditionally important and where a certain interventionist culture still impregnates the political class and the high administration.

In brief, the nine major axis of the Italian reforms are the following:

1) A strategic and referee State capable of predicting, evaluating, regulating and modernizing, a State concentrated on the management of police functions that constitute the "core of its profession", on structures reduced in size and more flexible in their organization. A State less heavy but more efficient, that makes his, the principle of subsides and transfers to local collectivities the satisfaction of the greatest number of the citizens needs. (Renovation of the Centralized State)

2) Local collectivities with increased powers and means, enjoying a bigger freedom of organization, strong of their legitimacy of the direct election of mayors and presidents of regions and provinces (Administrative federalism)

3) A wide program of simplification and reduction of the number of laws, of evaluation of their impact, of their codification and the easing of procedures and administrative certifications, that kill the spirit of initiative and encourage corruption. (Regulation reform and simplification)

4) Resort to independent authorities charged with "regulating the game" and regulating the conflicts in domains of sectors.

5) New mandatory methods of coordination and cooperation between administrations to enhance the single step of the citizens and entrepreneurs in their dealing with the State services (Single counter)

6) A new status of the public function that look more and more like the status of the employees of the private sector that counts on the valorization of the human element, on the transformation and the active management of personnel, less judged on the respect of abstract norms than on the capacity of satisfying the needs of the citizens-clients of the Administration (The new public work)

7) New budgetary and accounting procedures with the passage from financial balance-sheet to economic balance-sheet (budget reform) as well as a posteriori control system, based on the evaluation of efficiency and good use of financial resources, similar to the methods of the private management (Management control)

8) An ambitious work plan, with restricting means of control, for the generalized application of the information technologies and the communication in the reinvention of administrations and their dealings with citizens and entrepreneurs (Action plan for the *e-government*)

9) A constant political will and collaboration initiatives in Europe between administrations, to reach a real "European Administrative Space" characterized by high standards and results homogeneity of the administrative action. (The European action)

It has been possible to put in place a global frame of the reforms in three years, thanks to a very wide legislative delegation in the government. The parliament has given the executive the power to promulgate a wide number of legislative decrees in the framework of criteria established by four laws of delegation[9]. Collaboration between the government and the parliament has been very close. The parliament was called to pronounce, through a bilateral commission (composed of parliamentarians and senators) his view about all the legislative decrees enacted. It has also very closely associated the government, the presidents of regions and provinces, the mayors in an organization called "Unified Conference State-regions-local autonomies".

As I have noted earlier, the reform benefits from a bilateral political consensus; thus, the law of delegation Nr. 50 of 1999, called "Bassanini IV", has been unanimously approved by the Senate and received 356 favorable votes. I know that this adhesion will astonish my colleagues in Europe. To explain this difference of situation, one should know how much reform is wanted in our country.

The renovation of the centralized State

The deep reorganization of the central and peripheral structures of the State is a natural consequence of the transfer of administrative tasks, powers, and means to local collectivities, as well as the vast process of privatization and liberalization of the public services (including the local public services), that Italy has known in the last years and that continues at a sustained rhythm[10].

We expected it for a long time. It was the first structural reform of the State since 1865. It calls for the fusion of central administrations having similar missions, with the elimination of double functions and fragmentations. The general model of

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[9] These laws are called in practice the "Bassanini I, II, II IV". All the legislative texts concerning reforms in Italy, as well as interviews, explanatory documents (in English and French), comments and bibliography are available on the web site of the Public Function, http://www.funzionepubblica.it. That is linked to other interesting sites.

[10] The big holdings of property of the State have been privatized or in the process. ENI, BNL, ENEL, Telecom, The Highways Company, have been sold. The privatization program allowed revenues of about 65 billion US$ between 1993 and 1998 (during the same period, France privatized for 48,5 billion US$, Great Britain for 28,7 billion, Spain for 34,4 billion, Germany for 15,3 billion, and Australia for 45 billion) A significant example of the liberalization process consists in 109 fixed communication licences distributed, instead of the monopoly held previously by Telecom Italia.

pyramidal organization of the ministries is abandoned in favor of a greater organizational liberty that can take into account the different missions of each one.

Two forms of ministerial structure organization have been anticipated. One articulated in departments the other in general directorates. The first one is the widely spread. The departments are conceived as structures that cover a wide functional area, managing great blocs of competence. Each ministry is articulated into a reduced number of departments (up to four) to obtain an effective coordination. The departments that ensure better than the precedent organization the division between the political power and the administrative responsibility, assume all the powers relative to the organization and management of finances and human resources. One or more agencies having a great autonomy are attached to certain ministries and placed under the surveillance of the minister. Recourse to agencies is justified in the presence of functions having essentially a technical or operational characteristic, or who necessitates a territorial articulation.

Particular attention is given to ministries of authority, called in France "régaliens" (such as the Foreign Affairs and the Interior) that are called to provide wider services abroad and on the territory. A complete remodeling have thus been realized, that aims at ensuring the unified action of the government, and that assigns to ministerial administrations a big number of organizational units that were in the past attached to the presidency.

The most striking effect of the reform on the hard core of the State is the reduction of the number of ministries. In 1990 they were 22; now they are 18; in 2001 they will be 12[11].

Administrative federalism

The failure of constitutional changes attempts given to a bicameral and bipartite commission, that have tried to draft the sketch of a Federal State, have made more evident the necessity to push the administrative reforms to the limit of the "institutional capacity" of the actual Constitution. This is the "administrative federalism", inexact but adequate name given by the media to define the process of powers and means evolution at the three levels of the Italian local collectivities without changing the Constitution.

This process – placed in a reality of an advanced decentralization – is characterized by an implementation over five years. The transfer of powers started in 1997[12] will be accomplished in 2001.

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[11] Ministries after the reform: *Foreign Affairs, Interior, Justice, Defense, Economy and Finance,*(grouping the ministries of Treasury and Budget, and of Finance) *Productive Activities* (grouping the ministries of Industry and Trade, of Foreign Trade, of Communications and the department DPCM of Tourism) *Agricultural Policies, Environment and Protection of the Territory* (grouping the ministries of Environment, part of the Public Works, and the Technical Services at the Council of Ministers) *Infrastructure and Transports* (grouping part of the Ministry of Public Works, of Transports and the DPCM for urban areas) *Labor, Health and Social Policy* (grouping the Ministries of Labor, of Health, and the DPCM for Social Affairs) *Universities, Education and Research* (grouping the Ministries of Education and of University and Research) *Cultural Activities* (grouping the Ministries of Cultural Heritage, and the DPCM for shows and sports).
[12] By the delegation law Nr. 59 of 1997 ("Bassanini I").

The process was new for Italy, and, in a certain way, - I am using this word with care – revolutionary. We have turned the prevailing logic completely upside down. This time instead of defining the tasks that should be passed from the State to the system of collectivities, the law has identified the functional areas that should remain with the State, *all others* being destined to be exercised outside its authority. This way, only justice, defense, European and foreign policy, territorial security, social protection, foreign trade, protection of cultural and patrimonial wealth, economical policy, telecommunications, transports, public instruction, and research remained with the State.

We have then identified, in the functional areas concerned by the transfer of competencies, the functions that, by their nature, need to be controlled by the State. This is the case of determination of standards and objectives of national policies in domains such as agriculture, job markets, construction, public works, consumers defense and industrial policies.

The last stage of the competencies transfer process consisted in attributing to local collectivities financial and human resources, and necessary equipment to face the new functions. To that effect, ninety-seven decrees of the Prime minister have been enacted, all favorably approved by the Unified Conference State-Regions-Local Autonomies. This way, all the administrative federalism project was realized in full agreement between the State and the local institutions, without political orientation differences. 23,000 jobs and 75 billion francs were transferred, not counting the personnel expenses. Before the end of this year, the transfers will be finished.

Administrative Federalism measures are matched to a program of "fiscal federalism[13]" to push the transformation of financial transfers from the State to local collectivities into local revenues (already alimented by a certain number of local taxes) or participating to State taxes (VAT). These measures are completed by a system of balancing to avoid territorial inequalities.

The push towards federalism, linked to the implementation of this reform, has determined a resumption of the constitutional reform process on the federal model. In the months of September and November 2000, The Parliament and the senate have approved a constitutional law project to that effect.

Regulation and simplification reform

Italy, like many other post-industrialized countries[14] suffers from a legislative and regulatory inflation. This "normative pollution" is choking the initiative spirit, contributes to the uncertainty of right, prepares the grounds for corruption and keeps the citizens away from the public powers and is very costly in procedures, norms and

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[13] Law Nr. 133 of 1999 entitled "Disposition in perquisition matters, in rationalization and in fiscal federalism".

[14] In the US, the *Code of Federal Regulations* was 55,000 pages in 1970, and 140.000 pages in 1995. In France, the reader can refer to the contributions of Bernard Stirn and Mr. Soulez-Larivière to see that the problem is the same.

unnecessary regulations[15]. The decisional process of the administrations is hyper-regulated, and often ruled by primitive norms that predict the minutes details of the administrative action. It is rigid and slow, and masks the efficiency and the responsibilities of the administrators behind the normative fog.

The legislative production acceleration reasons are known and common to many countries: from legislative polycentrism of national systems to delegation of powers, from the need to protect the "weak" interests to regulating the application of new technologies.

In the Italian reforms, the impact analysis of the new regulation, the "deligislation", the deregulation, the codification of the existing norms and the simplification of administrative procedures play a primary role.

An "annual law of simplification" identify from now on the procedures regulated by the law, that the government is authorized to cancel or simplify by decree: thus, since 1997, more than 200 procedures have been cancelled or simplified. A central commission of experts attached to the Council of Ministers is in place since 1999 and works in close collaboration with the responsible of the legislative offices of ministries. Its action consists in writing simplification regulations and codes that replace all other existing norms while simplifying at the same time the procedures and elaborating and applying advanced study methods of the new rules (this is what we call impact evaluation). This last measure in particular aims at determining the costs that the citizens and the enterprises must bare for the application of the new norms. It was made mandatory for all legislative proposals of governmental origin. It was made possible thanks to the benchmarking done with European partners, and according to OCDE norms. An Observatory for simplification, a consultative organism between the State, the local collectivities and the social partners has been created. Its mission is to suggest rationalization measures and monitoring of the simplification action.

The single counter for enterprises

The creation of single counters is one of the main measures of administrative simplification. It was implemented to promote the economic development by reducing the formalities. We wanted to create counters that do not only provide information but deliver all administrative authorizations for implantation, extension and restructuring factories and production units.

This single counter groups the many procedures that one had to get from several offices and services of the State. The number of these procedures, in complicated cases could reach forty-three; the delay to achieve them was unlimited. Thanks to the single counters, the entrepreneurs get in a very short time one authorization that summarizes all others.

The counter is the only interlocutor of the users and the only center of responsibility.

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[15] In 1996, the Italian enterprises Confederation have estimated that the cost resulting from legislative and bureaucratic dead weights represented 1.2% of the PIB.

Conforming with the principle of subsidiarity, the government level to which this responsibility was assigned is the commune. Note that compared to France that counts 36,000 communes, Italy have only 8,000.

Each commune must have a specific structure for this task, smaller communes could work in group. Concluding cooperation conventions with local chambers of commerce is also possible. Recourse to IT, made mandatory by the law, is essential to allow access to, and sharing information, and to make the decision process more transparent and rational.

In complex cases, a mandatory "conference of service" is put in place by the single counter to unify the decision process in which several administrations are implicated (for example, the Ministry of Environment, the health sector agencies, the regions, the fire fighting services etc.) in order to reach a common decision that must be made in a limited time. The term fixed by law for concluding a unified procedure is 90 days for simple cases. For complex cases, where conferring among services is necessary, the procedure must be finished within eight months maximum.

The counters were present in May 2000 in 35% of the communes (50% of those of more than 10,000 inhabitants), and were covering 60% of the population. A vigorous effort in formation action and necessary reorganization is underway, promoted by the Public Function department in collaboration with the communes Association and the entrepreneurs associations to widen the number and cover all the population

The new public work

All the reforms have been conceived in a way to transform the public action and reorient it towards results in favor of the citizens and the enterprises, rather towards the only respect of abstract rules and norms. To that effect, the "specialty" of public work – which, throughout the years have contributed to creating an incontrollable galaxy of specific status – have been radically reconsidered.

The "privatization" of the public employment, started in 1993 is now finished. In other terms, the equivalent of the "General Status of the Government Employees" is dead and buried. This major and necessary reform happened without civil war, and without even meeting oppositions like the ones described by Thierry Bert in the previous chapter.

From now on, all the public personnel, except the diplomats, prefects, magistrates, the military and police forces, do not have special status governed by administrative right. It is submitted to the rules of common right, the same as of the private sector. Work in the public sector is regulated by collective contracts and the competency of work affairs has passed to an ordinary judge. The Administration has towards its employees the same rights and obligations as the private employers.

Collective negotiations are happening at the national level (national sector collective contracts) as well as the "enterprises" level (ministries, local collectivities etc.) Work conditions, responsibilities, objectives and remunerations are established by individual contracts that must respect the individual cadring conditions indicated by the national contracts of sector.

A clear distinction between the powers and the responsibilities of the political deciders (ministers, presidents of regions and provinces, mayors) and those of administrative leaders is at the base of the possibility of regulating by contract the performances of the later. The task of determining the goals to attain, of controlling the realization and affect the resources is reserved to the political level, while the administrative leaders are responsible for the results and enjoy a high level of human resources and financial resources management autonomy. Their retribution is partly linked the results attained in comparison with the objective received. This exception to the old principle of equal treatment, unjustly and absurdly maintained for a long time is the sign that the taboos can also fall.

The access to the high public function is still done through contest. Except the categories excluded from the contractualization (for which specific contests are done), the public leaders of the ministries are recruited by unique national contests, followed by a period of high training managed by the School of Administration. They are then assigned in a "unique role" from which they go out to the different ministerial administrative posts, for a determined period of two to seven years.

The reform of public work anticipates the possibility to recruit a certain number of administrative posts responsible (within the limit of 5% of these posts, for a fixed limited period) between highly qualified experts of the private sector. This possibility, far from constituting a *spoils system* allows profiting, especially at very high levels (such as *city managers*, or directors general of big cities) from the supply of new experiences and energies that have demonstrated their capacities in the fast evolution of the reforms.

As strange as this may seem to a French observer, the public service evolution took place with and thanks to the cooperation of big syndical organizations that have understood all the stakes. The objective of the unification of rules between the private sector and the public sector have been followed up by the confederal syndical organizations that represent at the same time the majority of the employees and workers of the private sector, this means the users of the reform. The fact that in Italy, confederal organizations remain largely a majority in the public administrations is without doubt one the success factors of the reform.

One should also recognize the fact that the daily behavior of syndical representatives on the ground, is often in contradiction with this choice, which implicates delays and conflicts in the accomplishment of this fundamental part of the reform. But it is the price to pay for a transformation in depth which I bet will little by little win the spirits and will end up by imposing itself at all the levels of the Administration with the active help of the majority of the public servants who have understood that the valorization and social prestige of their work – now strongly compromised – can only depend on the amelioration of the quality of performance and of public services, therefore the success of the reform.

It is evident that reforming public jobs is a strategic element for the realization of the reforms as a whole. It modifies the role of everyone in the organizations; it increases the autonomy and initiative space of the agents and specially the leaders; but it requires a stronger personal responsibility and implicates the continuous judgment of the individual action results.

The participation to the "philosophy" of the reform has been and remains strong in the majority of high public functions. The effort of the State and the territorial collectivities in putting in place important formation means and support to accompany the change steps have been appreciated, and have started giving excellent results. Moreover, measures to increase the flexibility of the job (provisional work, telework) and to modernize its management, facilitate experimenting, and the control of the Public function department enhance the exchange of best practices.

Nevertheless, as we will immediately see, we should take into account the hidden resistances of the old bureaucracy used to immovability and absence of control. They are many who consider the citizens as recipients of administrative decisions rather than worry about concrete actions to satisfy their needs. When in the beginning of the nineties, Michel Rocard had in France asked to treat the users as clients he created a scandal. The speech is slowly making its way in Italy. But we must remain vigilant if we want to avoid that bureaucratic inertias take advantage of the political alternation to break the dynamism of reform. For these reasons, the implementation of news rules concerning the employer State remain, in the wide frame of Italian reforms, the most delicate gateway, the one that requires most surveillance and continuity of efforts. On this ground, the success of reform is far from being acquired.

Budget reform and management control

Innovation of such important reach, and the engagements made by Italy during its adhesion to the Maastricht treaty, would not have been possible without a transformation in the method of public accounting.

This transformation could seem technocratic and of a certain complexity. In reality, (and I know that this opinion is shared in France as it is in Italy), it is a structural reform. Its effects modify the behavior of the civil servants and lead to an improvement in depth of the administrative effectiveness. Complementary to the reform of the employee's statute, it aims at rendering responsible the agents of the State and exercising control on efficiency and performance of expenditures rather than on formal regularity that was leading us to a financial abyss but with well kept books. A second objective consists in reinforcing the functioning of democracy by making possible the budgetary discussion at the Parliament by an objective and clear presentation of the State's accounts.

In the framework of the rules and procedures simplification operation, introduced innovations aim at presenting a budget centered on objectives and, as far as its application is concerned, on the programs and projects given to the responsible of the services.

The budgetary reorganization has lead to the reduction of the 6,000 old chapters to 1,000 provisional basic units (that are still too many: the objective to reach is to have a provisional unit for each base administrative unit). It has also lead to the reform of the treasury system and the restructuring of the general presentation of the State's accounts. The Parliament has at its disposal now financial documents more clear and more transparent, allowing a better control of the budget.

On the occasion of the budget voting, the Parliament is called to pronounce itself on new elementary units, calculated by summing up the expenditures by activity sector. To each unit corresponds a unique center of administrative responsibility to which the management of this particular group's activity is entrusted. The multiple chapters of expenditures of the old budget are thus replaced by a system of resources attribution by sector, that correspond to the objectives and functions attributed to various centers of responsibility. The economical justification of the expenditure is this way underlined, making clearly the link between the resources and goals to reach appear.

In the elaboration of the budget, the traditional growth expenditure tends to be abandoned at the profit of a "base zero" method (meaning the examination of ministries expenditures programs, their needs in resources and the concrete feasibility of the objectives indicated during the financial exercise taken into consideration, without reference to budgetary decisions of previous years).

The reorganization of allocation mechanisms goes along with new management control methods accompanied by increased tasks and political responsibilities of the leaders of the Administration and the politicians, that develop as the traditional controls, privileging the regularity only, at the expense of the efficiency, lose their reason of being.

As we have seen, the sharing of roles consists of a directive of the political power that gives the leaders of the "responsibility centers" the direct and autonomous management of part of the budget proportional to the objectives that they are given. In the case of the ministries, the political orientations are meant for local leaders, who in their turn, allocate part of their own budget and objectives to the second level leaders of their department. In the case of big communes, it is the city manager or the director general of the city that acts as interface between the mayor and the directors, by assigning to the latter precise and budgetized objectives plan.

This part of the reform is totally complementary of the structural administrations organization, according to a departmental model aiming at realizing the budgetary autonomy and the responsibility of the leaders management.

To allow the political leaders the strategic control of the expenditures and the obtaining of expected results, a mandatory central unit of evaluation and audit has been established in every ministry, agency or territorial collectivity, that work with the assistance of units specialized in management control and in performance evaluation. One should note that in most of the cases, especially in the territorial collectivities, the evaluation units include experts stranger to the world of the Administration, coming often from private enterprises or counsel cabinets. To facilitate conducting the process of control and evaluation, the exchange of good practices and the transparency, a special commission has been appointed at the Presidency of the Council of Ministers, that manages a data bank of the directives of the ministers and of the performance indicators adopted in each administration.

One should remember that only a performing system of objectives attribution and results evaluation can allow the variable retribution linked to results, that is one of the greatest innovations of the contractual regime of the leaders (in certain cases as for the city managers, the retribution called "of results" can reach up to 40% of the total retribution)

The action plan of the electronic government
(the on-line administrations)

It is clear that reforms undertaken go well beyond a simple toileting: they include a revolution in the culture of organization and public administration. Formerly, authoritarian, vertical and segmented it becomes a horizontal administration, oriented towards service and characterized by frequent information exchange internally and externally. These transformations correspond to deep mutations allowed and imposed by IT and communication (TIC).

The appropriate extensive and intensive use of TIC is judged essential for the realization and safeguarding of the reforms. It is for this reason that Italy has adopted a global action plan spread over three years (2000 – 2002), for the electronic government[16], and established a central strategic cell at the Presidency of the Council of Ministers – department of the Public Function to follow its application. The financial effort linked to the action plan is worth it: 40 billion francs, not counting the investments of different administrations. The action plan integrates a coherent group of initiatives concerning the infra structures, the service tools, and the equipment systems, the content of the on-line services, the change management, the formation in adapting of the legislative cadre. The plan of action for the electronic government is an integral part of the development policies of the information society that the Italian government promotes not only because of the benefits for the country in terms of quality and efficiency of the public services, but also for the fundamental role that electronic innovation can have to get the citizens closer to the Administration and the State.

The action plan involves all the actions aiming at ameliorating the operational internal efficiency of the administrations: push the IT integration between administrations, computerize the delivery of services to the citizens, as well as the call for tenders; allow the data bank access to the users of services and information, as well as the interactive communication between the users and the administrations

To realize the electronic integration program between the administrations, a special attention was given to local administrations who, in the decentralized and federal model of the State, assume more and more the operational role of proximity services (front office) while the central administrations exercise a role of back up (back office) The two categories of public actors are called to cooperate to allow the citizens obtaining the services to which they are entitled by addressing unique portals that can guide them without problem towards the supplier of the required service. The idea remains the same: simplify each time it is possible the procedures and give "more" to the citizen through a closer service more efficient and more adapted to his needs.

The local authorities play an essential role as main actors in this new intermediation between citizens, enterprises and administrations. Each central or local administration is called to realize specific actions that, as a whole, will allow the final modernization of the administrative system of the country by going beyond the sector vision limited to the exercise of its institutional duties and the supply of its services.

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[16] Available in French on the site *www.funzionepubblica.it*

The steps and initiatives of the action plan are coordinated and financed in the framework of a single program but established and managed in the full respect of the local autonomies and the pledging of all the concerned actors.

Our country does not start from zero concerning the application of TIC to its administration. Italy is the first country where the digital signature of documents and private and public acts have been anticipated by the law[17], where 100% of the 40 million tax declarations are presented and treated electronically, where certain cities, like Sienna, Bologna, Mantoue, are digital cities completely cabled, where, certain ministries (Foreign Affairs) are totally computerized while others are in the process, thanks to the "single public administration network RUPA".

The European action

As we have already indicated, the reforms have been conceived and put in place with the European framework in mind, in order to take advantage of our partners' experience and with the deep conviction that the results of the administrative action will contribute to the European reconstruction.

Whether it is the European citizenship, or the accomplishment of the internal market, the problems and perspectives of enlargement or the European socio-dialogue, the formation of real administrative elites or the mobility of the public servants, the necessity to build together a "European administrative space" has played an important role in the reflections and the actions of the Italian government during these past three years.

We have always been convinced – and have asserted with some success – that the efficiency and the output of public, central or local administrations, of the member countries are fundamental competitive factors to ensure the competitiveness of Europe as system. We are convinced that they constitute key elements to ensure the success of the social, civilian and our development model.

The European citizenship will not concretize unless the European policies are applied on the Union territory by efficient, modern and homogenous administrations, as far as the standards of their actions are concerned. It is possible to predict, on the other hand, the unique currency will clearly put in evidence the differences of efficiency of the administrations in the Euro countries; this is why it is necessary to have a virtuous process that, as in the case of economic indicators of Maastricht, will lead the national systems to align themselves on very high administrative action standards.

Similar considerations are symmetrically valid for the regulations of the countries of the Union: heavy systems, inserting themselves unusefully in the economic activities, limiting the competition, imposing excessive bureaucratic bindings on enterprises and creating obstacles to the competition and the liberty of the establishment.

We are well aware that the organization models of public enterprises of the member states are proper to the sovereignty of each state. We do not intend to propose "communitarization" of the methods of administrations' organization.

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[17] law Nr.59 of 1997, "Bassanini I"

What we want, is to favor in a pragmatic way, but within the framework of a process sustained by a strong political will, the necessary harmonization of the administrative action results and of "the environment of rules" of the member countries, or at least the countries of the Union that share this analysis and this will of "virtuous competition".

For these reasons and to these ends we have promoted since December 1997 a common action with other partners (such as Spain, France, and the United Kingdom) that led to encouraging results through the meetings of the Public Function, and the Administration Reform Ministers of London and Vienna in 1998 and in Strasbourg in November 2000. These meetings have shown the will to proceed together on the way of benchmarking and the research of performance indicators.

Important steps have been crossed on the occupation and development at the extra-ordinary council of Lisbon in March 2000, and in the framework of the European council of Feira in June 2000.

The value of regulation and public administrations' performances have been recognized as economical development factor, and the member states, the Council and the Commission have been called to concrete actions, each one in their competencies, to increase the quality of the national and community regulation and the administrations' performances[18].

We want to follow on the path of a stricter cooperation between the administrations of member states, to widen the horizon of the Lisbon and Feira declarations; thus we want to ascertain with France the social value of the administrative action, its capacity to create, next to the economic profit a real "social profit".

Perspectives

Every where in Europe and elsewhere the state is asked to improve its productivity in a way or another: by a reform modulated in time and regulated or by a kind of sudden revolution like the ones that the UK and the USA have known. Italy does not pretend to have invented a model. Other countries in Europe had shown the way since the last decade, by revising budgetary procedures and by modernizing the Administration's human resources management. France is also contemplating the modification of its accounting measures and the putting in place of a predictive management of jobs. This movement goes undoubtedly in the direction that is common to us. It is all a question of rhythm, political will and the adhesion of the public servants and of their representatives as well as the public opinion.

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[18] European Council of Lisbon, 23-24 March 2000. Conclusions of the Presidency § 17: "the European Council asks the Commission, the Council and the Member States [...] to define, from now till 2001 a strategy aiming at, by a new coordinated action, simplifying the regulations environment, including the public administration functioning, at the national level as well as the community level.
European Council of Feira, 19-20 June 2000. Conclusions of the Presidency § 31: "the European Council insists on the role played by the public administrations, the administrative decisions and a better regulation in the reinforcement of the Union and the Member States competitiveness, contributing to the economic growth and job perspectives. It encourages the Member States to make the point on the quality and efficiency of the public administration in view of defining a European performance evaluation and good practices system.

In Italy, the frame has almost been totally drawn; the role of each one of the partners in this Copernican revolution, including the one of public agents, is now clear. We should continue to work in a way that the passage to the new method of behaving and organizing oneself would not be slowed down by those who, sometimes disguise themselves as reforms partisans, are in reality their worst enemies.

If the engaged dynamic has already obtained certain exceptional results, the fragility of the reform, the risks of slowing down, even interruption, are real.

At the time where simplification laws tend to cleanse the regulatory situation, the Parliament and sometimes even the Government reintroduce daily new rules and new bureaucratic complications. Certain bureaucracy with an unshakable bad will, curb the simplification process: to preserve their habits and their powers.

The single counters for enterprises of which we have seen the reforming power do not yet cover the whole Italian territory: an additional effort is necessary.

The administrative federalism finds its obstacles in the old culture under state control, still present to the left as well as to the right; in certain central administrations jealous of their attributions, and blind in facing the necessity to reinvent themselves; in a certain regional centralism, incapable of conceiving the essentially strategic role of the new regions and their elected presidents – a centralism that remains attached to the managerial aspect of the Administration.

The public work reform still collides with the daily behavior of trade unionists that are not always up to the choice that the national syndicate leaders have made to support it. It has to face the cultural resistances of an important of the political class that refuse the principles of meritocracy, of transparency, of quality of the administrative action. Added to that list of resistance, sometimes silent sometimes eloquent, of a reduced but terrible number of bureaucrats who are afraid to lose their privileges and who do not wish to rethink their role in the light of the new tasks and the new spaces of autonomy.

Controls reform must also fight the persistence of a legalist attitude that subsists in certain administrative milieus. The culture of these preventive and legitimate controls remains deep rooted even though it has been incapable of preventing corruption episodes that Italy has known. Our reform has to fight against the arrogant voices of those who accuse us to have introduced the *spoils system* (many of them have entered the public function without contests, by means of political nomination, not to temporary responsibility positions – as the reforms have noted – but to durable functions in ministries or some lucrative public organism).

The budget reform must try to survive to the omnipresent temptation of going backwards, of neocentralization, of lack of confidence in the possibilities of effective control and the capacities of autonomous management of resources on behalf of the leaders.
The plan of action for the electronic government, is to find the means to convince those who think it is possible to copy the new technology on the old administration, without changing the procedures, without endangering their organization and their method of functioning.

Finally, we are well conscious that the reforms are not made by decree; but these last years have proven to us that if we have a regulatory cadre and a political will, it is possible to change the organization and the methods of work.

Our cahier de charge is clear. Mentalities and cultures must be modified and consensus of the biggest part of public agents maintained, by valuating the professional qualities, the creativity merit, to start listening to the citizens in order to understand their needs and satisfy them, to exploit the possibilities of new technologies and to add to them a modern public service proud of its economic and social progress role.

In fact we should make the reform come to life with strength and determination, with a daily-renewed conviction that the path we have chosen is path of social progress and economic well-being, a path shared by the public opinion[19]. We were obliged to catch up on 50 years of falling behind in just a few years, as the President of the Republic Mr. Ciampi declared when he was minister of the Treasury. We did not have time to lose.

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[19] A recent poll shows that one of every four persons interviewed (+26%) has changed to the better in the past year, his opinion about public administration and that 94% of the public thinks that autocertification is useful.

How can governments improve their interactions with citizens?

Presentation by Dr. Marc Gramberger at the 1st ARLA conference
Modern Public Administration – A Lebanese Perspective
Beirut, 19 August 2001

Starting point:
Why care now?

- Government faces
  - more connected, complex and complicated problems
  - more pressure for efficiency and effectiveness
  - more demand by citizens, more protest
- Government is no longer the only player
- Be ahead of developments (OECD best practices)!

Overview

Why improving government-citizen interaction?

How to improve them?

What are critical points for success?

Why improving government-citizen interaction?
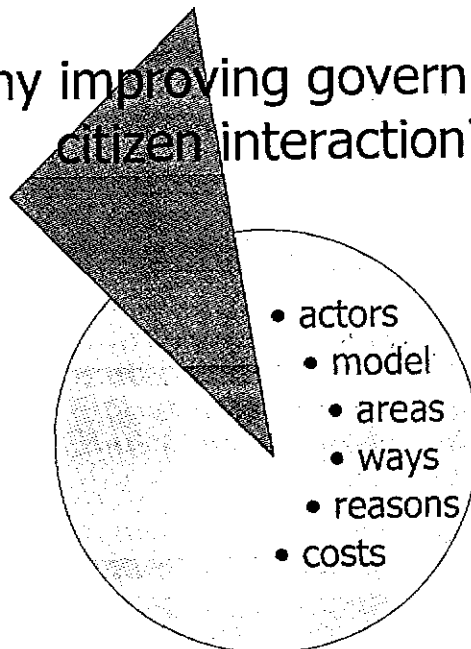
- actors
- model
- areas
- ways
- reasons
- costs

Actors in government-citizen interaction

GOVERNMENT
State actors
• Government/Executive: political/administrative and central/local levels
• Parliament/Legislative
• Judiciary
• Other institutions: Ombudsmen, data privacy officers, etc

CITIZENS
Civic society actors
• Individual citizens
• Diffuse groups / publics
• Organised interest groups
• Civic Society Organisations (CSOs)
• Media
• Public knowledge institutions
• Political parties, etc

Other actors
• "External civic society actors" (OSI, etc.)
• "External state actors" (OECD, etc.)

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A simple model of government-citizen interaction

| Identification | Government activity | Implementation |

Problem or end — Identi-fication — Exchange — Action on problem or end

Citizen satisfaction — Citizen activity — Self-organisation

Effects
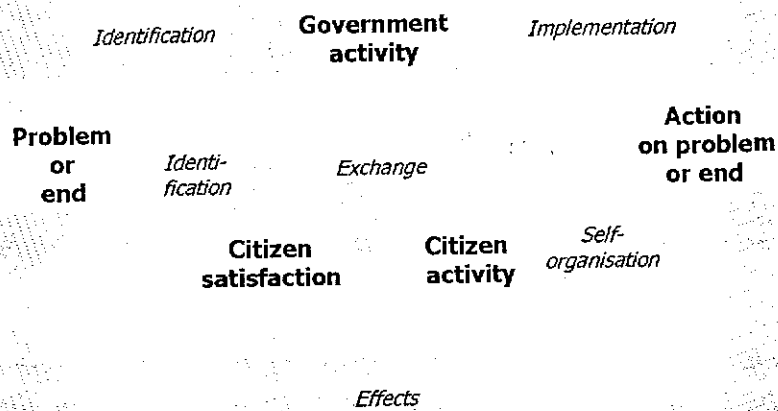
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Three areas of
government-citizen interaction

Public services interaction   Public sphere interaction
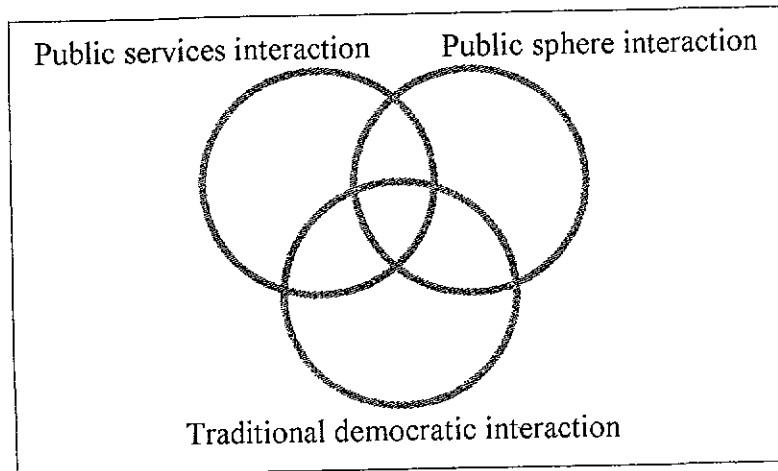
Traditional democratic interaction

Ways of
government-citizen interaction

- Traditional democratic interaction
  - **Government:** Decision-making, exercising authority
  - **Citizens:** Voting, running for public office, engaging in political parties
- Public services interaction
  - **Government:** Offer, provision (Responsiveness, effectiveness, efficiency)
  - **Citizens=client:** Search/selection, receipt, compliance
- Public sphere interaction
  - **Citizens:** Engaging in public sphere debate and deliberation
  - **Government:** Information, consultation, active participation → *power of Gov. given to city*
    (*strengthening government-citizen relations*)

one way : Communi Cation

4

Reasons for improving government-citizen interactions

- **Better public policy**
  More resources + better basis + better implementation
- **Higher prosperity**
  Better quality + more support + stronger development
- **More trust in government**
  Acceptance + compliance + committment
- **Stronger democracy**
  Better accountability + more active citizenship

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What about costs?

"Isn't elected government supposed to lead?"

"Doesn't this cost too much? Is it worth the effort?"

- **No replacement for decision-making!**
- **" Not if, but how!":** Collaborative & informed

- **Resources are needed**
- **Consider effects!**
- **What are the costs if you do not?**

- **Not a magic wand**
- **Risks are there: slow down, opposition**
- **Key: Commitment, leadership, professionalism**

"But doesn't all this interference slow down government activities?"

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How to improve government citizen inter-actions?

Build a framework!

Choose & use the tools!

Plan and act strategically!

Benefit from new ICT!

Apply principles!

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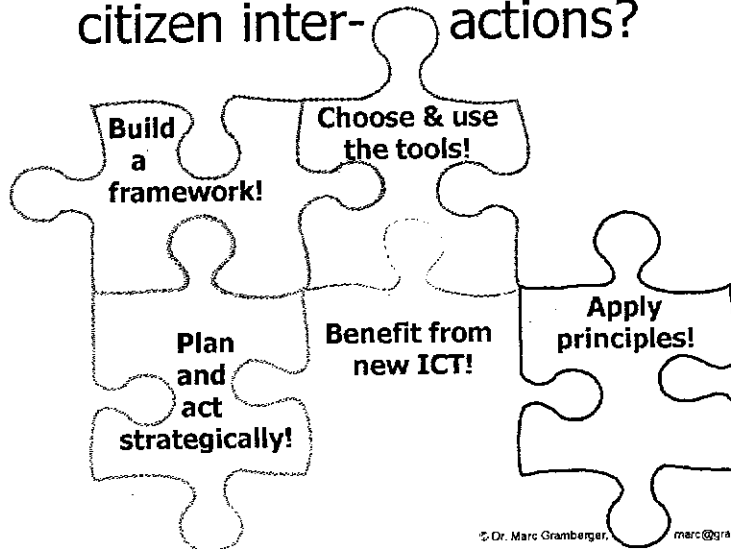
Build a framework!

- **Rights**
  Freedom of Information (FOI) + Privacy Protection, rights of information, hearing & appeal + consultative referenda

- **Policies**
  Rules for contact + Complaint procedures + principles, guidelines, standards, best practices

- **Institutions**
  Units + coordination + advisory councils + complaint interfaces + oversight (ombudsman, etc.)

- **Evaluation**
  Compulsory reports + publication + citizen involvement

- **General capacities**
  adaquate structure + leadership commitment & access + resources + skill development + assistance + culture

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Example UK:
Six standards for central government

1. Answer correspondence from the public quickly and clearly (including letters, faxes, and e-mails).
2. See people within 10 minutes of any appointment.
3. Answer telephone calls quickly and helpfully.
4. Provide clear and straightforward information about services and those of related providers.
5. Have a complaints procedure, or procedures, for the service and publicise it, including on the Internet.
6. Do everything reasonably possible to make services available to everyone, including people with special needs.

For each of the service standards, departments and agencies are required to set their own targets and publish their performance against them.

Plan and act strategically!

- **Set objectives**
  Wider aims + effects + deliverables
- **Define publics**
  Individuals, groups, organisations + by policy sectors, geography, characteristics, etc.
- **Review resources**
  human capacity + financial resources + derived resources
- **Create mix of tools**
  select & mix tools + fit with objectives, publics, resources
- **Plan evaluation**
  check on success + demonstrate + learn

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Example Norway:
Genetically Modified Food Consensus Conferences

- **Objectives**
  Wider aim: consensus on genetically modified food policy +
  Effects: deliberation among citizens and within media + laymen
  + deliverables: concrete targets for use of tools

- **Publics & resources**
  Individual citizens as laymen + media

- **Mix of tools**
  Information lectures & seminars + question & answers +
  laymen consensus conference + report and media activities

- **Evaluation**
  Independent report + survey of participants + follow-up
  consensus conference

Choose and use the tools!

- **Information tools**
  Passive provision (interfaces, registers, info-management, etc.)
  + information products (from official documents to video films),
  + direct channeling + indirect channeling (media, CSOs, etc.)

- **Consultation tools**
  Unsolicited feedback (letterboxes, etc.) + listening & reporting
  + comment periods + focus groups + surveys & polls +
  hearings & workshops + citizens panels, etc.

- **Active participation tools**
  Consensus conferences + tripartite groups + evaluation by
  citizens + open working groups + citizen's & dialogue fora

- **Evaluation tools**
  Informal reviews + polls & surveys + review studies

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Example Canada:
National Forum on Health

- *Information*
  Extensive media activities, reports, web site

- *Consultation*
  Internet discussion group, reviews of submissions, public opinion polling, phone surveys, conferences, meetings with experts

- *Active participation*
  Discussion groups', public deliberation during the National Forum on Health

- *Evaluation*
  Study, follow-up activities

Benefit from new ICT!

- **New dimension**
  More, faster, further + user-friendlyness + multimedia + interaction

- **Framework & evaluaton support**
  Divergent policy aspects + pledge for online information + support for evaluation

- **Information support**
  Web sites & portals + search and navigation + electronic kiosks + archives + integrated multimedia services, etc.

- **Consultation & active participation support**
  Web fora & chats + surveys + external links + virtual work spaces + scenario-planning interaction

- **Limits & challenges**
 Digital divide + capacities + specifics + integration of ICT

Example European Union:
Quest – questions & answers on the euro

- **New dimension**
  Multiple navigation (tree structure, keywords, cross-referencing, full text search), 11 languages

- **Framework & evaluation**
  Within framework of preparation policy for the euro, statistical evaluation (number of hits, different layers, etc.)

- **Information, consultation & active participation**
  Question and answers, clear wording, reliable source, collected from citizens, updated and expanded

- **Integration**
  Also provided on printed matter; used as basic reference used by speakers, for other activities, etc.

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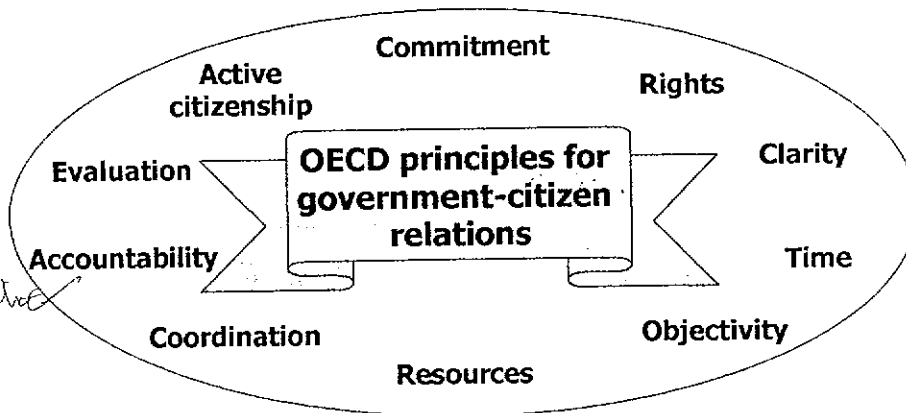
Apply principles!

Finally:
10 crucial points for success

1
Take it seriously
Producing lots of brochures does not mean better government-citizen relations

2
Start from the citizen's perspective
Consider the citizen's perspective first and treat them with respect

3
Deliver what you promise
Pretending and manipulating backfire.

Watch timing
Stronger government-citizen relations needs time to be built and to show effects.

Be creative
There is no ready-made solution to your challenges.

Balance different interests
Master the political challenge of balancing divergent inputs

Nobody loves me? Be prepared for criticism!
Criticism and debate are part of democracy.

Look into the mirror: Involve your staff
Be open and engaging internally as well as externally.

Develop a coherent policy
Remember: strengthening government-citizen interactions is itself a policy

Adversary debate versus co-operative deliberation

Adversary debate   Choices   Traditional participation

Problem or end

Legitimacy   Action on problem or end

Co-operative deliberation   Consensus

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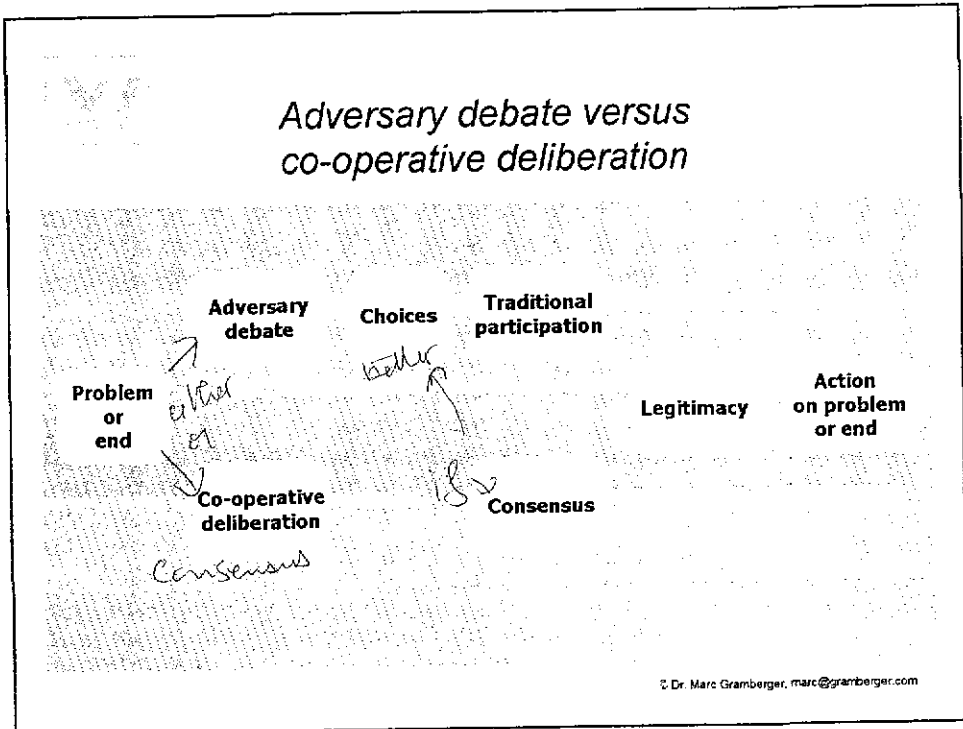
Act now
Prevention is better than cure.

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Thank you very much for your attention!

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Dr. Marc Gramberger

Improving government-citizen interaction

A systemic view[1]

How to strengthen civic life and democracy? This question becomes urgent in many countries around the world and more and more also on the international level. Globalisation, increasingly complex policy-issues and growing diversification in society seem to undermine traditional ideas and mechanisms of democratic legitimacy. Apathy or open distrust and even · public protest by citizens become familiar phenomena. Starting from the idea that democracy still is the best of all existing forms of political authority, citizens and political leaders ask themselves what can be done to counter the trend. How can relations between citizens and government be fostered?

In practical terms, both civic society and governments have started to come up with improved and new means of interaction between each other. Recent activities sponsored by the Open Society Institute (OSI) in the field of establishing and exercising Freedom of Information laws are one example. Another is the collection of overviews and best practices, and creation of practical assistance for governments in strengthening their relations to citizens provided by the Organisation for Economic Cooperation and Development (OECD).[2] In order to successfully support this development and better situate further action, it is useful to take a step back from the practice and have a look at the broader picture.

This broader picture encompasses actors on at least two sides – that of citizens and that of government. These have to be considered independently as well as in their interrelation in order to understand and anticipate effects and outcomes. Who are the actors? How do they interact? What are their options? What consequences does that have for democracy? On this basis, it is possible to understand the status quo of their relation. And it is possible to set goals for activities to strengthen it. Considering obstacles and incentives for better relations on the side of both government and citizens then allows to assess what practical actions have to address and account for in order to be successful.
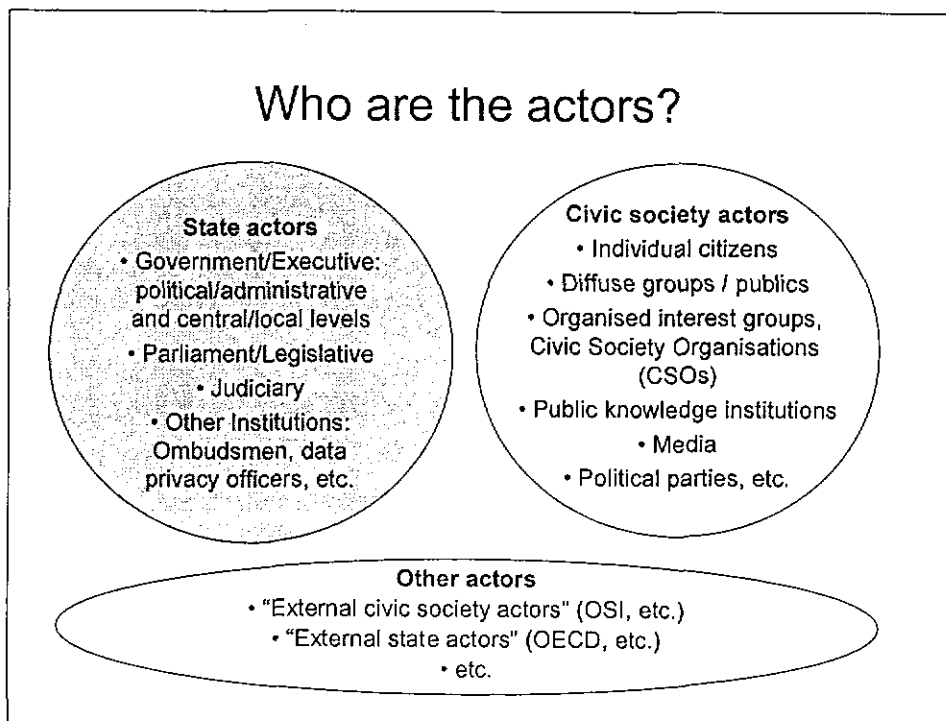
The actors

Neither government nor the citizens are a monolithic, unified actor. On both sides of the relation, the landscape is quite differentiated (see figure 1). To be precise, it is necessary to talk about state actors on the one side, and civic society actors on the other side. State actors then encompass not only the government as the executive with its political and administrative levels in central or regional/local government. It also concerns parliament as the legislative, the judiciary, and other state institutions including oversight bodies such as the ombudsman and data privacy officers. On the side of civic society, the situation is no less complex. Civic society actors encompass individual citizens, publics and diffuse groups of citizens, organised interest groups and civic society organisations (CSOs). Also, public knowledge institutions, media and political parties may belong to it.

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[1] This article is based on a presentation of the author at the Workshop Citizen / Government Interfaces of the Open Society Institute, Budapest, 11 June 2001. It will be published in a forthcoming book on Implementing Freedom of Information Law, edited by the Open Society Institute.
[2] See forthcoming publications: Marc Gramberger (2001): OECD Handbook on Strengthening Government-Citizen Relations, OECD, Paris; and OECD (2001): Engaging Citizens in Policy-making: Information, Consultation and Public Participation – Final report of the OECD Working Group on Government-Citizen Relations.

Differing e.g. in specific functions, perception and interests, the actors within each group can show very different approaches to dealing with actors from the other group. Some actors are even very close to the other group, such as political parties to state actors, and the ombudsman to civic society. This is why, for further strategising, it may be important to differentiate actors. For the purpose here, the focus will be on government as the political and administrative executive, on the one side, and citizens on the other – as, in a way, archetypical and most important basic units. Additionally to the two sides, there are third actors not necessarily directly involved in the relation. These are mainly external actors from the civic society side, such as the Open Society Institute, or from the state side, such as the Organisation for Economic Cooperation and Development. These third actors may play a catalysing role in strengthening the relations between state and civic society actors.

Figure 1

Who are the actors?

State actors
- Government/Executive: political/administrative and central/local levels
- Parliament/Legislative
- Judiciary
- Other Institutions: Ombudsmen, data privacy officers, etc.

Civic society actors
- Individual citizens
- Diffuse groups / publics
- Organised interest groups, Civic Society Organisations (CSOs)
- Public knowledge institutions
- Media
- Political parties, etc.

Other actors
- "External civic society actors" (OSI, etc.)
- "External state actors" (OECD, etc.)
- etc.

Action and interaction

For government and citizens to act in a democracy, there normally should be a reason. This reason can be a political problem to address, or a political end to achieve – both requiring action (see figure two). Interestingly enough, though, there are ways for both, government and citizens, to avoid interacting with each other and still addressing the political problem or end.

Government can attempt to identify the problem or end, plan and implement activities leading to action and effects on that problem or end, and so on. In this loop, citizens do not intervene. There might be hardly any interaction at all. For some, this might sound like "ideal government", a technocratic vision of decision-making without the complications of having to deal with diverse views and objections from the public. For others, it may sound like a "dictatorship in disguise", where the ruling elite acts without taking account of the people. With rising public demand for accountability and involvement it seems obvious that this model is less and less practicable.

In contrast, there is also a way for action on the problem or end which leaves out government. Citizens themselves can identify a problem, self-organise and act on it – with government being not or hardly involved. To some this may sound like a "libertarian heaven" realising ideals of self-determination or even autarky. To others it might sound like "hazardous anarchy" endangering the state's protection of the weak, and the safe-guarding of values. Whatever the judgement, it is important to realise that citizens, in principle, can address a political problem or end without government involvement – reminding that state authority is based on acceptance, compliance, and commitment.

Finally, there is the possibility that government and citizens interact in addressing the problem or achieving the end. This interaction can range from the identification, the decision-. making to the implementation and action. Between the extremes of quasi-autonomous · government or citizen action, citizens and government can exchange. This exchange can range from government reacting on the level of citizen satisfaction to common action on the problem or end by government and citizens. The focus will further be on this area of government-citizen relations, without loosing sight of the other possibilities.

Figure 2

A simple model of
government-citizen interaction
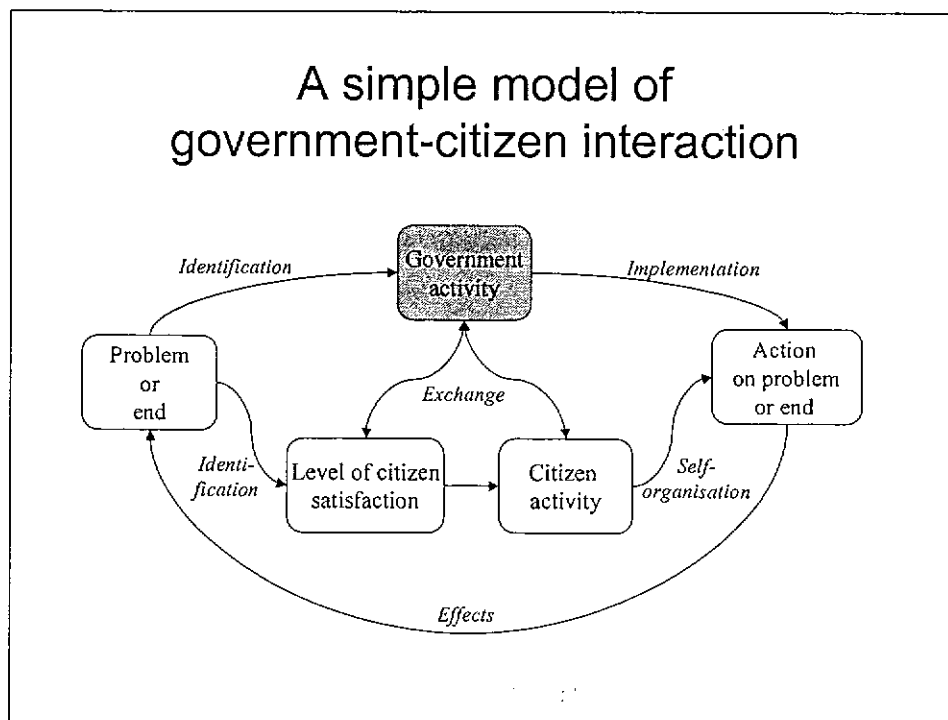
Actors' options

Within a situation described above, government and citizens have, independently from each other, several options (see figure 3). Governments and citizens can choose to interact in a traditional and mostly formal way (I). On the side of the government, this means making decisions and exercising authority. On the citizens' side, it means to participate in traditional democratic processes: these are in the first line voting, but also running for public office and engaging in political parties. It is important to recognise this interaction as a central element of representative democracy. .

Governments and citizens can also opt for an interaction in the public sphere (II). Here, citizens can engage in public debate and deliberation. This means practically to support or engage in Civic Society Organisations, to exercise Freedom of Information Rights, and to directly engage with government on policy issues. The government, from its side, can inform, consult and actively allow citizens to participate in policy-making – activities grouped under the heading strengthening government-citizen relations.

Finally, government and citizens may also follow other options (III), namely to remain inactive on a specific policy issue. Citizens may also address the problem or end through self-organisation, as mentioned in the previous section. Apart from inactivity, citizens and governments can choose to follow several of these options; they do not necessarily exclude each other. They also do not have to be mirrored by the same choice on the other side: citizens may, in fact, participate in debate in the public sphere only, while government chooses to just exercise authority. What consequences do these choices have for democracy?

Figure 3

Options for government and citizens

	Government	Citizens
Traditional, mostly formal interaction	**Authority** • Decision-making • Exercising authority	**Traditional participation** • Voting • Running for public office • Engagement in political parties
Interaction in the public sphere	**Government-citizen relations:** • Information • Consultation • Actively engaging citizens	**Participating in public debate/deliberation:** • Engagement in /support for Civic Society Org. (CSOs) • Exercising FOI-rights, control • Direct engagement with government
Other Options	•*Inactivity*	• *Self-organisation* • *Inactivity*

Interrelation between options and the consequences for democracy

If government and citizen interact in the traditional way, they do that based on the availability of political choices stemming from an adversary debate (see figure 4). Government chooses for a specific way to address a problem, citizens support or sanction that choice and its implementation through voting in the upcoming election. The result of this interaction is legitimacy for government to address the problem - and legitimacy for democracy as a whole. One of the key problems of this traditional interaction is that it produces opposites – society, however, needs a common shared basis, a consensus, to be able to function. In earlier societies, the sense of belonging to a nation might have sufficed to allow for that consensus. In today's democracies, that consensus is not just a given. Societies are now characterised by highly individually-minded citizens, ever more complex policies and far-reaching technological possibilities, making it necessary to constantly re-establish consensus. The

simple, accumulated act of voting once every four or five years is not enough to do that. Loss of attraction of traditional interaction is very apparent: citizens engage less and less in elections and political parties, and, in response, many governments have started to explore other than traditional ways of decision-making and exercising authority.

If government and citizens interact in the public sphere, they have the chance to deliberate in order to find and establish a consensus on a political problem or end. Governments can consult citizens and actively engage them in policy-making; citizens can bring issues to the public agenda and engage government in a common deliberation leading to consensus. This consensus provides legitimacy for the action of the government and for democracy in general. While this interaction thus provides the political system with the much needed legitimacy through consensus, it also has important shortcomings. Consensus reduces or eliminates choices, and therefore affects the basis for traditional participation, which becomes less attractive. If citizens and government solely concentrate on establishing consensus, they undermine the fundaments of representative democracy.

In consequence, governments and citizens alike do not successfully treat the problems of modern representative democracy if they concentrate either only on deliberative consensus, or only on traditional participation supporting adversary debate. In order to achieve legitimacy for government action and democracy, they need to do both, debate and provide choices, on the one side, and deliberate and establish consensus on the other. Governments and citizens, however, might refuse to engage in one of these activities, or may remain inactive and stay out of them altogether. This is likely to result in more problems of legitimacy for government and representative democracy. What, thus, are goals for government-citizen interaction, and what is the status quo from where to start?

Figure 4

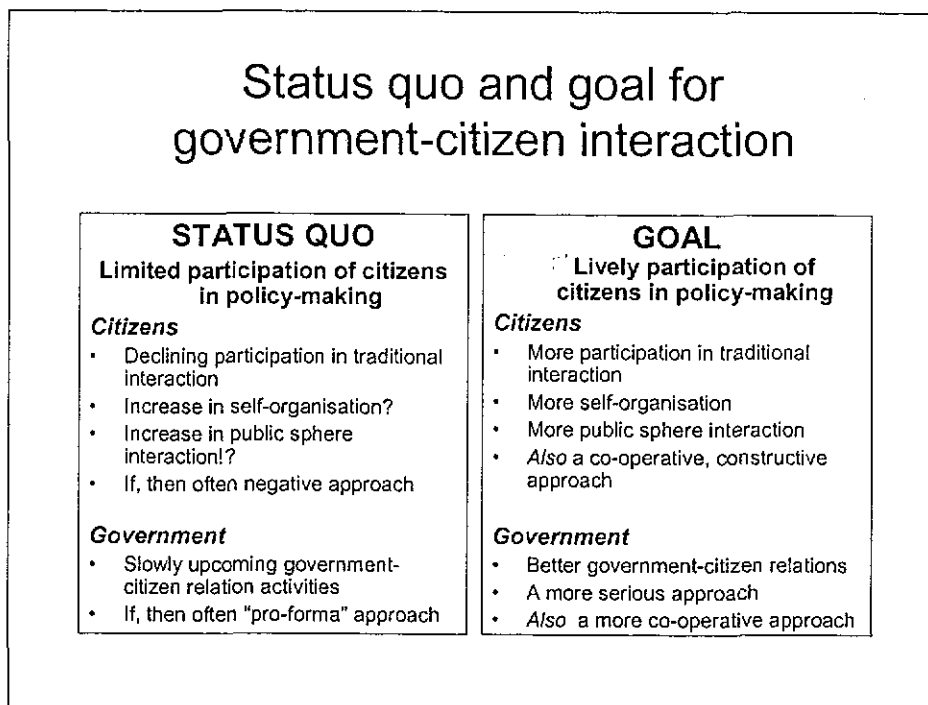Adversary debate versus co-operative deliberation
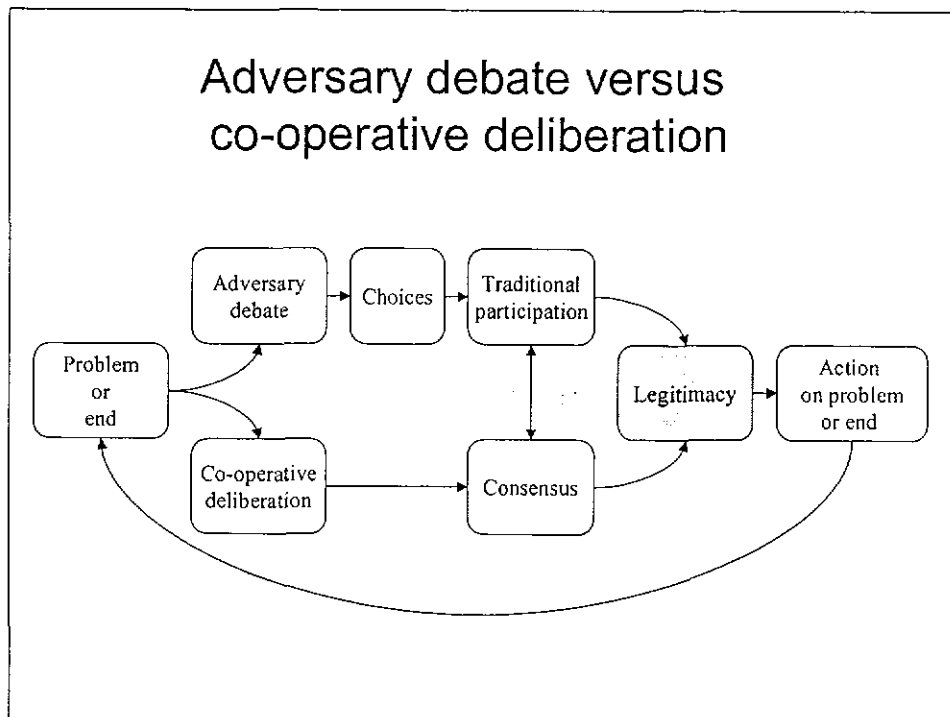
Status quo and goal for government-citizen relations

The status quo of interaction between government can generally be described as limited participation of citizens in policy-making. Citizens' participation in traditional interaction is declining as evidenced for instance with falling voter turn-out at elections. At the same time, there might be an increase of citizens engagement in self-organisation and public sphere interaction. If this is the case, citizens often tend to show a negative approach, meaning they rather attempt to stop policies or activities then to engage in favour of them.

Government, on the other side, is beginning to wake up to the reality of declining traditional interaction and increased citizen demands, and has, in many countries, started to increasingly inform, consult and engage citizens in policy-making. Many times, however, government tends towards a "pro forma" approach, a doing-as-if to involve citizens for the sake of being able to say it did. Most of the times, this quickly turns out to be highly detrimental for its relations with citizens, resulting in even less trust in government and less legitimacy.

In order to enhance the legitimacy of the democratic system, a lively and constructive participation of citizens in policy-making would be an essential goal (see figure 5). On the side of the citizens, it is important to realise that this means to improve citizens participation on almost all aspects: It means to increase more participation in traditional interaction, such as voting and running for public office. It means to simultaneously increase citizen self-organisation – if possible in co-operation with the state, fostering civic life in society. And it means to aim at more participation of citizens in public sphere interaction, taking part in debate and deliberation. Here, a specific challenge is to strengthen a less negative and more co-operative and constructive approach on the citizen's side in order to enable fruitful deliberation. The accent here, however, is on the word "more": a solely co-operative approach would undermine adversary debate, limit choices and decrease legitimacy through lacking traditional participation. Peaceful conflict is part of democracy.

Figure 5

Status quo and goal for government-citizen interaction

STATUS QUO Limited participation of citizens in policy-making	GOAL Lively participation of citizens in policy-making
Citizens • Declining participation in traditional interaction • Increase in self-organisation? • Increase in public sphere interaction!? • If, then often negative approach	**Citizens** • More participation in traditional interaction • More self-organisation • More public sphere interaction • *Also* a co-operative, constructive approach
Government • Slowly upcoming government-citizen relation activities • If, then often "pro-forma" approach	**Government** • Better government-citizen relations • A more serious approach • *Also* a more co-operative approach

Government, on the other side, clearly needs to strengthen its relations to citizens in order to allow for a more lively and constructive participation of citizens in policy-making. The means to achieve this are information, consultation and active engagement of citizens in policy-making.[3] Very importantly, governments need to develop a serious approach. It does not suffice to pretend to engage in these activities. It is necessary to do it seriously in order to achieve effects of fostering legitimacy. This said, it is not a solution for governments just to search for deliberation and consensus with civic society – this would undermine traditional participation and would thus only prolong the problems of lack of legitimacy. In a representative democracy, governments are elected to take initiatives and make decisions.

In order to get from limited to lively participation of citizens in policy-making, what are the obstacles and incentives for the actors?

Obstacles and incentives for government

On the side of the government, a series of obstacles stand in the way for a more open and engaging approach towards citizens (see figure 6). There is a general tendency of orientation towards the short-term, resulting from electoral periods. This orientation makes it less attractive to engage in perhaps lengthy processes with citizens while results are unknown beforehand. Limited time and attention also play a role. The direct pay-off of engaging citizens is often regarded as insignificant. Additionally, governments fear a loss of control through actively engaging citizens, countering their need to demonstrate leadership. This corresponds with often limited knowledge about instruments and knowledge to inform, consult and engage citizens in policy-making. The negative character of many a citizen's input supports a reserved attitude within government, while it can also practically hinder constructive engagement of citizens.

On the other hand, there are a number of strong incentives for government for strengthening their interaction with citizens. These are the general prospects of an increase in trust and legitimacy and of a strengthened democracy. More tangibly, government can increase its resources through the input of citizens. It can achieve easier implementation and more compliance. It can generate more support for its policies, while reaping benefits of possibilities to test these policies beforehand.

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[3] See OECD-publications mentioned above.

Figure 6

Obstacles & Incentives for government

Obstacles	Incentives
• Short-term orientation • **Limited time/attention** • **Perception of limited direct pay-off** • Loss of control • Need to demonstrate leadership • **Limited knowledge about instruments** • Negative character of citizen's input	• Increase trust & legitimacy • Strengthening of democracy • **Increase resources** • **Easier implementation, more compliance** • **More support for policies** • **Possibility to test policies**

Obstacles and incentives for citizens

On the citizens' side, there are equally some strong obstacles hindering more lively and constructive participation in policy-making (see figure 7). Many policy-issues can be very remote from citizen's daily life. Additionally, policy issues are becoming more and more complex, heightening the threshold for citizens to understand and follow. Citizens may also shy away from the increased responsibility they bear if they participate in policy-making. This is even more the case, if they perceive only a limited pay-off and visibility of their own input. Citizens also have restrictions in terms of time and attention for policy issues – they have other things to do in life, such as taking care of their families, jobs, and hobbies. A limited availability of direct channels for interaction on policy-issues with government renders an active stance even less attractive. If government then shows a pro-forma attitude towards its relations with citizens, they are likely to turn away or get angry, reinforcing a negative involvement.

On the other hand, there are a series of incentives making it attractive for citizens to engage in policy-making. Some of these incentives are structural developments, such as a higher interconnectedness of individuals with problems even on a global scale – policy-matters thus become less remote to citizens. The individual knowledge of citizens is increasing, making it easier to understand complex issues. Easier access to information and debate also supports citizens in taking an active stance in civic life. The prospect to influence policy-making makes engagement attractive – as do chances for a better policy and implementation with effects on the citizens themselves. Citizens can equally be motivated by the outlook of a stronger democracy through their constructive action.

Figure 7

Obstacles & Incentives for citizens

Obstacles	Incentives
• Remoteness of policy-issues • Complexity of policy-issues • Higher responsibility • **Limited pay-off / visibility of own input** • **Limited time/attention** • **Limited availability of direct channels** • Pro-forma approach of government	• Higher interconnectedness • Raising level of individual knowledge • **Easier access to information & debate** • **Influence on policy-making** • Chances for better policy / implementation • Stronger democracy

Leverage points: experience, knowledge, instruments

In view of the obstacles and incentives for government and citizens to achieve a more lively, constructive engagement of citizens, it becomes obvious that it is illusionary to attempt to reach the goal through attempting to 'solve a problem' with a singular, one-focus intervention. For such an attempt to be successful, the system of government-citizen interaction is much too complex and interconnected. Successful interventions would rather need to impact on leverage points within the interrelation, aiming at fostering processes with positive effects through a minimum of effort. This means to concentrate on weakening obstacles and strengthening incentives – following a strategy that aims at lowering the threshold for interaction.

Among the most promising directions to positively impact on the obstacles and incentives with comparably minimum effort are:

o Create opportunities for concrete experience with mostly direct and visible pay-off for both, government and citizens;

o Increase knowledge and understanding on background for and practice of interaction with both, government and citizens;

o Make instruments for interaction available to citizens and government, and innovate to develop new ones.

Integrating new information and communication technology could prove useful in this context. This might especially be in terms of shortening the use of time– a precious resource for both, citizens and government. Recognising its restrictions e.g. in terms of providing equal access, it is important to use technology as an instrument, targeted to goals and not as an end in

itself. For all activities in these and more promising directions, third actors such as those named in the actors section can play an important role of catalysing the development. Indeed, the Open Society Institute – with its programs *supporting for instance the* establishment and exercise of Freedom of Information Laws – and the Organisation for Economic Cooperation and Development – with its efforts to collect best practice and to produce practical assistance for governments on strengthening relations with citizens – are valuable examples.

However successful these activities might become in fostering more lively participation of citizens in policy-making, their confines are apparent. It is more than unlikely that citizens will become the all-interested, all-competent, all-involved actors that fundamentalists of democracy might dream of. It is equally unlikely that informal deliberation and consensus-seeking alone will lead to more and lasting legitimacy. Strengthening public sphere interactions between government and citizens needs to be done in full awareness, that democracy needs political choices stemming from adversary debate in order to prosper and be legitimate as the best among the existing forms of government. It is vital that this traditional participation becomes strengthened and balanced with – and not replaced by – increased interaction, deliberation and consensus-seeking in the public sphere.

END OF ARTICLE

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CURRICULUM VITAE

FAMILY NAME:	CARBONE
FIRST NAME:	LUIGI
DATE OF BIRTH:	01.12.1964
NATIONALITY:	Italian
CIVIL STATUS:	Married

EDUCATION:

1991	*Istituto per la documentazione e gli studi legislativi (ISLE)*
	Diploma in superior legislative studies
	Founding Member of the Center for legislative consulting ISLECONSULT
1987	*Supreme Court, Cassazione*
	Course in electronic law at the Electronic Documentation Center
1986	*University of Naples*
	Laurea (M.A. equivalent) in Law

LANGUAGE SKILLS:

	Reading	Speaking	Writing
Italian	5	5	5
English	5	5	5
French	5	4	4
German	3	3	3

OTHER SKILLS: (e.g. computer literacy)

Main word processor, PowerPoint and internet programs
Piano playing

PRESENT MEMBERSHIP OF PROFESSIONAL BODIES:

Since 2000, Italian representative of the "High level consultative Group", established by the 15 UE Minister for. P.A., for a better European Regulation
Since 1998, Chairman of the OECD Committee on "Regulatory Management and Reform"
Since 1996, Member of the Scientific Council of EIPA (European Institute for Public Administration)
Since 1999, Director, law journal "Urbanistica e appalti"
Since 1995, Member of the executive scientific committee, law journal "Giornale di diritto amministrativo"

PRESENT POSITIONS:

Since 1992, Counsellor of State
Since 1997, Legal advisor of the Italian Minister for Public Administration (Franco Bassanini)
Since 2000, Deputy Director and responsible for foreign affairs of the "Regulatory Simplification Unit" – Prime Minister Office, Italy

KEY QUALIFICATIONS:

- Mr. Carbone is a Magistrate at the "Consiglio di Stato", the Italian Supreme Administrative Court that protects the Citizens' Rights towards public administration.

- Moreover, he has over 10 years of experience giving legal advice at the highest level of public administration. Both as Judicial Advisor to the Minister of Public Services and Head of the legislative sector of the Ministry for Institutional Reforms. He was a member of the core-team that designed and implemented a radical Reform of Public Administration in Italy. The aim was to "reinvent" Italian Public Administration, more respectful of Citizens' Rights, more accountable, more transparent, consumer and result oriented, with a simpler and more effective regulation. Among other things, the Reform also included a devolution of powers to regional and local Administrations, a reduction and reorganisation of the Central bodies (e.g., reduction from 22 to 12 Ministries), a regulatory reform, an e-government action plan, the reform of Administrative Justice, to foster Citizens' Rights protection.

- As a Chair of an OECD Committee and a member of the European Institute of Public Administration in Maastricht, he fostered international cooperation and developed training programmes on Governance matters.

- As a member of the "High Level Consultative Group" established by EU Ministers for a better EU regulation, he is designing the Regulatory Reform of the EU system.

- As an expert of a Phare project in Sarajevo of Institution Building, he exported his experience of "Reinventing Government" to rebuild Institutions in a developing Country.

FULL PROFESSIONAL EXPERIENCE RECORD:

Jan. 2000 – Legal Advisor to the Minister for Public Services, Franco Bassanini, and Deputy Director and responsible for foreign affairs of the new "Regulatory Simplification Unit", established as a "Central Unit" for regulatory quality following OECD best practices. Installed bilateral contacts with regulation experts of the principal OSCE countries, in particular with the British Better Regulation Unit, the French Commission Sup6rieure de Codification and the American NPR.

Oct. 1998 - Head of the legislative sector of the Ministry for Institutional Reforms:
• prepared the outline of government laws in the field of electoral reform and federalism;
• participated in working groups for the reform of the Ministries and for the implementation of the core reforms for regulation and simplification.
• Responsible for the simplification of the project "Committee of services reform" at the newly founded Observatory.

June 1997 - Legal Advisor to the Minister for Public Services, Bassanini

May 1996 - Oct. 1998 Vice Head of the Department for Judicial and Legislative Affairs at the Presidency of the Council of Ministers

Jan. 1995 - May 1996 Vice Head of the legislative office at the Department of Public Services and Regional Affairs. Edited the "Libro Bianco"of the Presidency of the Council for Citizens' Rights and the re launch of economy and development.

June - Dec. 1994 – Legal advisor of the Minister for Italians outside Italy

May 1993 - May 1994 – Legal advisor at the legislative office of the Presidency of the Council and then at the Department of Public Services

Jan. - May 1993 – Legal advisor at the Department for Community Policies

1992 – Enters, at the age of 27, the Italian Council of State. Diverse functions in judicial sections (IV, V and V1) as well as consultative sections (I and II).

1987 – Parliamentary career legislative official in the Italian Senate. Assigned to the Servizio Studi, an office for legal, historical and political research:
• In charge of the documentation of works of the II permanent Commission (Justice).
• The most important topics included those related to the civil responsibility (liability) of magistrates, sexual offences, drug addiction, U.S. judicial system, the reform of the code of civil procedure, the judge of peace, and the revision of judicial office districts.
• Part of the secretariat of the two-chamber Commission advising the Government on norms delegated in relation to the new code of penal procedure.

OTHER EXPERIENCES

March 2001 – One of the main organizers for the "Global Forum on e-government", held in the city of Naples, attended by more than 120 Country delegations, the main International Organisations (UN, OECD, WTO, WB, ...) and several NGOs

February 2001 – One of the founders of the APEC-OECD joint programme on Regulatory Reform, to improve Citizens' and Businesses' Rights through a better Regulation. The first meeting was held in Singapore, the following ones will be in China and in Mexico.

October 2000 – the first "non-French" being "membre de jury" at the French ENA.

1999 – 2000 Short term expert in a Phare Program of Rebuilding Institution in Sarajevo, Bosnia Erzegovina. In particular he created, together with the responsible for regulation in Bosnian Parliament and Government, a drafting code (later called "code Carbone"), that was considered by the OHR "one of the most concrete products of the EU cooperation in Bosnia Erzegovina".

Since June 1997 – Promoted the Italian initiative for the institution of European coordination in the field of public administration "Maastricht for the Public Administration", presented at the Council of the Common Market in March 1998, which lead to the reunion of ministers in London and Vienna in 1998. Participated at the reunions of the General Directors of Public Services of the EU Member Countries. Since 1995, one of the two Italian members at the Scientific Council of the EIPA, the EU School of Public Administration with headquarters in Maastricht.
• Frequent contacts to other European Institutes of Public Administration
• Promoted pilot training projects on community matters
• Participated, together with the Director of the Scuola Superiore della Pubblica Amministrazione, at the reunions of directors of EU training institutions.
• Italy's member at the Committee of European Magistrates in the sphere of EIPA.

LECTURING ACTIVITIES:

• Lecturer on the reform process of regulation and administration in Italy in various places (e.g. at ENA in Paris, the INAP in Madrid and Mexico City, at the Global forum on reinventing Government in Washington, at the Parliament of the New South Wales in Australia). In February 2001, key-note speaker at the international conference on e-economy, opened by the President of the EU Commission, Mr. Prodi.
• Lecturer at the Scuola Superiore della Pubblica Amministrazione e della Scuola Superiore dell'Amministrazione dell'Interno.
• Holds regularly courses at the Training Institute CEIDA in Rom, PARADIGMA and ITA in Milan and ISCEA in Naples.

PUBLICATIONS:

• Author of the column "Announcements" of the State Council for the monthly "Corriere Giuridico" published by the IPSOA, since 1994.
• Editor of "l' Osservatorio" of jurisprudence of the same Council for the monthly "Giomale di diritto amministrativo" of the same publishing house, since 1995.
• Author of numerous publications that appeared in journals, like Foro italiano, Foro ammi ni strati vo, Documenti Giustizia, Corriere Giuridico and Giornale di diritto amministrativo.

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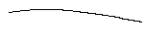
CURRICULUM VITAE

Name:
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KEY QUALIFICATIONS:

Dr. Marc Gramberger is an expert in government-citizen relations and international strategic communication. This expertise is based on a thorough academic background and extensive experience in the area, as demonstrated by e.g.:

- The assignment to write the OECD handbook on government-citizen relations (in preparation, see reference under "professional record");
- The development of a communication strategy on Public Administration Reform with the government of the Former Yugoslav Republic Of Macedonia, Skopje, including implementation assistance and media training (see reference under "professional record");
- Consulting assignments in the field of strategy and communication for a series of public and private organizations, such as e.g. the Dutch Ministry of Justice, the Open Society Institute, Heineken International, etc. (see reference under "professional record");
- Conceptualization and moderation of the European Commission Conference: "Information: A new field of cooperation between Non-Governmental Development Organisations and the European Union" (see reference under "professional record");
- Two years of experience as an internal consultant (full-time) for the European Commission's Task Force Euro, responsible for communication to citizens (see reference under "employment record");
- Journalistic work for a series of international and German media (see reference under "professional record");
- Corresponding studies at highly renowned international Universities on these issues (European University Institute, Fletcher School Tufts/Harvard, Univ. of

Hamburg, etc.; see reference under "education"), as well as the directing of several academic projects at the European University Institute, Florence (see reference under "professional record");

- A doctoral thesis and an M.A. equivalent thesis on government-citizen relations and public communication in the international realm (see reference under "education")
- A series of academic publications on government-citizen relations and international communication (books and articles, see reference under "professional record").

EDUCATION:

Academic Specialization:

- Government-citizen relations, communication, International and European Affairs.

Academic degrees:

- Ph.D. (Dr. phil.) in Political Science, 1997, Universität Hamburg (Prof. H.-J. Kleinsteuber, Prof. Winfried Steffani.) Grade: magna cum laude. Title of doctoral thesis (in German): "The Public Relations of the European Commission 1952-1996 – PR to Legitimize Integration?"
- Diplom-Politologe (equivalent to M.A. in Political Science), 1992, Freie Universität Berlin, (Prof. Hans-Dieter Klingemann), grade 1,1.

Course of studies:

- 1992-1997: Universität Hamburg, Germany: Doctoral researcher in political science (combined with working experience, see practical experience).
- 1994: The Fletcher School of Law and Diplomacy (Tufts & Harvard Universities),: Research Associate with the Murrow Center for International Communications; research on government-citizen relations and international political communications.
- Fall 1993: European University Institute, Florence, Italy. Research on European Integration.
- 1990-1992: Freie Universität Berlin, Germany: Study of political science, finalization of Diplom degree (M.A. equiv.).
- 1989-1990 (Fall and spring semester): The American University, Washington, D.C.: study program on the foreign policy of the U.S.A., and on political and public communications.
- 1989-1985: Universität Hamburg, Germany: Study of political science and economics.
- 1985: Abitur (High-school diploma), Mariengymnasium Jever, Germany.

PROFESSIONAL RECORD:

January 1998 - now: Independent consultant for international institutions, organizations and enterprises - assignments include:

- *January 2001 – June 2001* : Consultant to the Organisation for Economic Co-operation and Development (OECD), Paris, on Government-Citizen Relations. Tasks:
    - Preparation of a handbook on Government-Citizen relations geared at high-level government officials primarily in non-member states of the OECD.

- *January 1998-now:* Independent consultant in government-citizen relations, international communication and strategy development. Projects include:
    - Consulting the Open Society Institute, Budapest, on government-citizen relations (June 2001);
    - Design and moderation of a strategic communication and management course module for the 200 Directors of the Dutch Ministry of Justice (September - December 2000);
    - Design and implementation of advice on a strategic communication and participation project for Heineken International, including the development of a multi-media CD-ROM (April 2000 – June 2001);
    - Development of a communications strategy for the scenarios on the future of Burundi project, etc. pp. (April 2000 – September 2000)

- *September 1999 - March 2000:* Expert within the EU PHARE Programme on Public Administration Reform in the former Yugoslav Republic of Macedonia. Tasks included:
    - Development of a communication strategy on Public Administration Reform (PAR), in cooperation with the counterparts. The strategy development included researching the public and media structure in the country, creating a working group on PAR Communication, lecturing on strategic communication basics, moderating discussions and brainstorming sessions, drafting of the communication strategy document.
    - Design and conduct of two 3-day media training sessions with high-ranking officials.

- *January 1998 - 2000:* Project director at the European University Institute, Florence, Italy. Projects, e.g.:
    - European Commission Conference: "Information: A new field of cooperation between Non-Governmental Development Organisations and the European Union"; conceptualization, design and facilitation/moderation. November 1999.
    - "The co-operation of the European Commission with private enterprise and NGOs in EU-external projects" (September 1998 - January 1999).
    - "The effects of the euro on border regions within the EU" (January 1998 - September 1998), combined academic and communications project co-financed by the European Commission.

January 1996 to January 1998: Internal consultant for the European Commission, Euro Communication Action, DG X, Brussels, Belgium. Tasks included:

- Strategic consulting on approach and strategy for communication with citizens on the new European currency, as well as on the decisions on the euro symbol and abbreviation, on the use of surveys, etc.;

- Conceptualization and management of projects, e.g.: the Commission's EURO Internet site (europa.eu.int/euro) and the questions and answers database QUEST (available in 11 languages on CD-ROM, diskettes, printed matter and on the Internet: europa.eu.int/euro/quest/). Following official statistics, these sites were among the most frequented on the European Commission's EUROPA server.

1989 – 1993: Traineeships in International Affairs & Public Relations at:

- German-Indonesian Chamber of Commerce (EKONID, Jakarta, Indonesia, January-April 1989); Senator Edward Kennedy (U.S. Senate, Washington, D.C., September-December 1989); Burson-Marsteller PR (Washington, D.C., U.S.A., February-May 1990); Conference on Security and Cooperation in Europe (CSCE, now OSCE, meeting of foreign ministers, Berlin, Germany, June 1991); European Commission, Brussels, Belgium (October 1992 -April 1993).

1986 - 1988: Free lance work and journalistic internships for international and German media, e.g.:

- AP - The Associated Press (Hamburg, Germany, April 1986-December 1988); WDR-Radio (Bonn, Germany July-September 1988); ZDF national Television (Hamburg, February -April 1988); Nordwest Zeitung (Oldenburg, Germany, February-March 1986).

Journalistic publications include:

- Associated Press, Die Zeit, Frankfurter Allgemeine, Süddeutsche Zeitung, WDR-Radio, ZDF national Television, Nordwest-Zeitung, etc.

Non-journalistic publications include:

- Information - A New Field of Co-operation between NGOs and the EU (with Santiago Herrero Villa). European University Institute, Florence. In print.

- Prospective Effects of the Introduction of the Euro in Border Regions within the European Union. The case of citizens and small and medium-sized enterprises in Alsace and Baden (et al.) Published with Robert Schuman Centre, European University Institute, Florence, Summer 1998 (in English).

- The Public Relations of the European Commission 1952-1996 – PR to Legitimise Integration? NOMOS-Verlag, Baden-Baden, 1997, 398 pages (in German).

- UN and EU – Powerless in the Crossfire of Criticism? Comparing Information Policy of Two International Organizations. Published with Ingrid Lehmann in German in Publizistik, 2/95. Pages 186-204 (in German);

- Against the Ugly German: The understand-oriented PR of Germany in the United States of America", published with a preface of former German Foreign Minister Hans-Dietrich Genscher with LIT-Verlag, Muenster, 1993, 196 pages (in German).
- Final Report on the Special Information Programme on German Unity, European Commission publication. Brussels, 1993, 73 pages (in German/English/ French).

LANGUAGES:

Language	Speaking proficiency	Reading proficiency	Writing proficiency
German	Mother tongue	Mother tongue	Mother tongue
English	Excellent	Excellent	Excellent
French	Fluent	Fluent	Very good
Dutch	Fluent	Fluent	Very good
Italian	Good	Good	Fair

BRIEF BIOGRAPHY

ATEF JUBAYLI, MBA

Management Training Consultant
President of the Lebanese Management Association

- [ ] Holds BBA and MBA from the American University of Beirut.

- [ ] Held various managerial and leading positions with the Trans- Arabian Pipe Line Company (TAPLINE). Last position held was General Manager Administration (1976 - early 1984).

- [ ] Currently, Visiting Professor of MBA Management Courses at the Lebanese American University (LAU).

- [ ] Joined the Lebanese Management Association (LMA) in the Early 60s and currently is LMA's President. He is also the Director of LMA's Center.

- [ ] Joined MEIRC (Middle East Industrial Relations Counselors) as a full-time Senior Management Training Consultant between 1984 and 1991.

- [ ] Designed and conducted in excess of 40 training and development Programs and Seminars to the different supervisory and managerial levels in such sectors as petroleum, aviation, insurance, banking, and educational and development institutions in Lebanon, the Arab Gulf Countries, Egypt and Turkey.

نطوان نصري مسرّه
Antoine N. Messarra

استاذ في الجامعة اللبنانية

دكتوراه دولة في علم الاجتماع (جامعة العلوم الانسانية في ستراسبورغ، فرنسا، (١٩٨٢)، ودبلوم دراسة عليا في الحقوق – الحق العام من كلية الحقوق في جامعة القديس يوسف، بيروت (١٩٦٢)...

استاذ زائر في المعهد الدولي للبحوث التربوية في فرنكفورت (١٩٨٨) وفي معهد العلوم الاجتماعية في جامعة لافال، كندا (١٩٩٣).

عضو اللجنة الوطنية اللبنانية للتربية والعلم والثقافة (الاونيسكو).

عضو منسق في اللجنتين الرسميتين في المركز التربوي للبحوث والانماء لبرامج التربية المدنية والتاريخ (١٩٩٦ – ٢٠٠٠).

ميدالية من جامعة ليون (فرنسا) في القانون الاداري، ١٩٦٠.

وميدالية "اعلام الثقافة في لبنان" للحركة الثقافية انطلياس، ١٩٩٧.

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رئيس الجمعية اللبنانية للعلوم السياسية.

منسق الابحاث في المؤسسة اللبنانية للسلم الاهلي الدائم

منسق برنامج "مرصد الديمقراطية في لبنان" (مؤسسة جوزف ولور مغيزل بالتعاون مع الاتحاد الاوروبي، ١٩٩٧ – ٢٠٠٣)، وبرامج "الحكمية المحلية: مبادرة ومشاركة ومواطنة في المجال المحلي" و"علاقة المواطن بالادارة" "ومواطن الغد"، في المؤسسة اللبنانية للسلم الاهلي الدائم (جائزة برنامج الامم المتحدة للتنمية وحقوق الانسان، ١٩٩٧).

أبرز مؤلفاته: **النظرية العامة في النظام السياسي اللبناني** (باريس وبيروت، المكتبة الشرقية، ١٩٩٤)، **مجتمع المشاركة** (بيروت، ١٩٨٦)، **البنية الاجتماعية للمجلس النيابي اللبناني** (١٩٧٧)، **جيل النهوض: تربية متجددة لشباب لبنان اليوم** (١٩٨٩ – ١٩٩٦، ٤ اجزاء)، **علاقة المواطن بالادارة**، جزءان، ١٩٩٥ – ١٩٩٨...

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Professeur à l'Université Libanaise.

Docteur d'Etat de l'Université des sciences humaines de Strasbourg (1982) ; diplômé d'études supérieures en droit public de l'Université Saint-Joseph, Beyrouth (1962)...

Professeur invité à l'Institut de recherche pédagogique internationale de Francfort (1988) et à la Faculté des sciences sociales à l'Université Laval, Québec, Canada (1993).

Détenteur de la Médaille "Vétérans de la Culture" du Mouvement Culturel d'Antelias (1997).

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Membre des deux commissions officielles du Centre National de Recherche et de Développement pédagogique pour la rénovation des programmes d'Education civique et d'Histoire, 1996-1999.

Coordinateur des recherches de la Fondation libanaise pour la paix civile permanente (Prix du Programme des Nations Unies pour le Développement et de la Fondation Joseph et Laure Moghaizel pour "la paix civile et les droits de l'homme", 1997).

Coordinateur du programme sexennal de recherche et d'action "La génération de la relève: Une éducation nouvelle pour la jeunesse libanaise d'aujourd'hui" (4 vol. parus) et du programme "Observatoire de la démocratie au Liban" (Fondation Joseph et Laure Moghaizel en coopération avec l'Union européenne).

Principales œuvres (Distribution Librairie Orientale, BP. 1986, Beyrouth-Fax 961-1-216021): *Le Pacte libanais: le message d'universalité et ses contraintes* (1997), *Théorie générale du système politique libanais* (Paris-Cariscript, et Beyrouth-Librairie Orientale, 1994); *La société de concordance* (1986); *Le modèle politique libanais et sa survie* (1983); *La religion dans une pédagogie interculturelle* (1988); *La génération de la relève: Une éducation*

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nouvelle pour la jeunesse libanaise de notre temps (4 vol. parus, 1989-1996); *Religion et politique dans les systèmes politiques arabes* (1993); *La construction démocratique. Problématique et stratégie pour le Liban d'après-guerre* (dir., 1995); *Citoyen pour demain* (3 vol., dir., 1995-1998); *Les politiques sociales au Liban* (dir., 1996); *L'Eglise de la reconstruction: Identité, ouverture, développement)* (dir., 1996) ; *La décentralisation administrative au Liban: Problématique et application* (dir., 1996) ; *Partis et forces politiques au Liban. Engagement et stratégie de paix et de démocratisation pour demain* (2 vol., dir., 1996 et 1998), *Syndicats et organisations professionnelles au Liban* (1998), *Les rapports du citoyen avec l'administration* (2 vol., 1998 – 1999)...