**Public Entities in Estonia**

Margus Sarapuu  
Ministry of Justice, Estonia  
Presented at the International Benchmarking Seminar  
Danilovgrad, Montenegro 9-11 October 2013

---

**Public expenditure**

Figure by Ministry of Finance

---

**Corruption Perception Index**

---

**Electronic tax declarations**

Figure by I.Tallo
8.10.2013

**Public and private sector employment**

Figure by K.Sarapuu

- Public sector
- Private sector
- Total (public + private)

**Dynamics of civil service personnel**

Figure by Ministry of Finance

**More numbers on civil service**

Figures by Ministry of Finance

**Agencies**

<table>
<thead>
<tr>
<th>Legal public law person</th>
<th>Regulation</th>
</tr>
</thead>
<tbody>
<tr>
<td>juristische Personen des öffentlichen Rechts</td>
<td>Six universities have general regulation. Other institutions have their own laws.</td>
</tr>
</tbody>
</table>

**Government agency**

- Board (26)
- Inspectorate (4)
- County government (15)


**Administrative agency**


**Foundation**

(private law legal person)


**Number of agencies in central gov’t**

- Administrative Agency: 133
- Foundations: 70
- Government agency: 43
- Legal person in public law: 21

**Number of agencies on local level**

- Foundations: 152
- Administrative agencies: 270

Ministry of Finance
### Draft administrative organisation act

First draft submitted to the Parliament already in 2000, only partly adopted as Administrative Cooperation Act

- Administrative organisation of government agencies
- Administrative assistance and cooperation (delegation)
- Legal public law persons, such as
  - Legal public law associations (e.g., Bar association)
  - Legal public law institutions (e.g., universities)
  - Legal public law foundations (e.g., Health insurance foundation)
- Supervision (internal and external)
- Internal audit
- Disagreements between of government agencies

### Initial transformation 1990–1996

**Strengthening ministerial policy-making functions**

**Consolidating the fragmented Soviet system**

**Examples:**

- Three ministries (industry and energy, trade, building) merged into Ministry of Economics
- Five different structures merged into National Heritage Agency

**Establishing core functions**

**Examples:**

- Ministry of Defence
- Ministry of Foreign Affairs
- Migration and Citizenship Agency
- Competition Agency

### Accession to the EU 1996–2004

- Considerable international influence to reform – conditionality and Copenhagen criteria
- Acknowledging the role and regulatory responsibilities of agencies
- Birth of private law foundations
  - 57 foundations were created during 1997–2004

### Chronology of consolidation decade

**Government agencies and legal persons in public law**

<table>
<thead>
<tr>
<th>Year</th>
<th>Event</th>
</tr>
</thead>
<tbody>
<tr>
<td>2004</td>
<td>2 boards merged (MoF)</td>
</tr>
<tr>
<td>2006</td>
<td>Creation of 1 legal person in public law</td>
</tr>
<tr>
<td>2008</td>
<td>5 boards merged into 2 (MoEC)</td>
</tr>
<tr>
<td>2009</td>
<td>3 boards merged into 1 (MoE)</td>
</tr>
<tr>
<td>2009</td>
<td>2 boards merged into 1 (MoS)</td>
</tr>
<tr>
<td>2009</td>
<td>2 boards merged into 1 (MoEC)</td>
</tr>
<tr>
<td>2010</td>
<td>Creation of 1 legal person in public law</td>
</tr>
<tr>
<td>2010</td>
<td>3 boards merged into 1 (MoX)</td>
</tr>
<tr>
<td>2010</td>
<td>3 boards merged into 1 (MoS)</td>
</tr>
<tr>
<td>2010</td>
<td>3 boards merged into 1 (MoI)</td>
</tr>
<tr>
<td>2011</td>
<td>1 board merged with ministry (MoF)</td>
</tr>
<tr>
<td>2011</td>
<td>1 administrative agency reorganized into board (MoEC)</td>
</tr>
</tbody>
</table>

### Examples of diverse practices

- Managing structural funds
- Managing cultural and heritage institutions by Ministry of Culture
- Managing shared services
- Managing IT services
Structural funds

<table>
<thead>
<tr>
<th>Ministry of Education</th>
<th>two foundations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ministry of Environment</td>
<td>one foundation</td>
</tr>
<tr>
<td>Ministry of Economics and Communications</td>
<td>two foundations and one government agency</td>
</tr>
<tr>
<td>Ministry of Internal Affairs (regional development)</td>
<td>uses foundation under Ministry of Economics and Communications</td>
</tr>
<tr>
<td>Ministry of Finance</td>
<td>Ministry of Finance</td>
</tr>
<tr>
<td>Ministry of Social Affairs</td>
<td>Ministry of Social Affairs and one foundation under Ministry of Education</td>
</tr>
<tr>
<td>Ministry of Agriculture</td>
<td>1 board</td>
</tr>
</tbody>
</table>

Cultural institutions

Currently
- 1 government agency
- 29 administrative agencies
- 22 foundations

In perspective
- 1 government agency
- 3 administrative agencies
- 48 foundations

Shared services

1) Financial accounting
2) Personnel accounting
3) Payroll

Inter-ministerial shared services
Finance (service provider)
Justice
Social affairs
Economics and Communications
Ministerial shared services
Culture
Education and Science
Foreign Affairs
Defence
Agriculture
Internal affairs
Environment

IT services

<table>
<thead>
<tr>
<th>Administrative agency</th>
<th>Ministerial department</th>
<th>Mixed</th>
</tr>
</thead>
<tbody>
<tr>
<td>Finance</td>
<td>Culture</td>
<td>Defence</td>
</tr>
<tr>
<td>Justice</td>
<td>Education and Science</td>
<td>Social Affairs</td>
</tr>
<tr>
<td>Internal Affairs</td>
<td>Foreign Affairs</td>
<td></td>
</tr>
<tr>
<td>Environment</td>
<td>Agriculture</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Internal affairs</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Economics and Communications</td>
<td></td>
</tr>
</tbody>
</table>

Click [here](#) for institutional map

Click [here](#) for estonian legislation in english

Thank you!