



**SIGMA**

A joint initiative of the OECD and the EU, principally financed by the EU



Creating Change Together

**PUBLIC GOVERNANCE REFORM  
IN EUROPEAN NEIGHBOURHOOD COUNTRIES  
4<sup>TH</sup> NETWORKING SEMINAR**

**TRUST IN GOVERNMENT**

**PROGRAMME**

**Paris, 2-3 December 2013  
OECD Headquarters  
Conference Centre, CC10  
2, rue André Pascal, 75016 Paris**

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## 1. Background on the theme of the seminar

Article 2 of the Treaty on European Union defines that the "Union is founded on the values of respect for human dignity, freedom, democracy, equality, the rule of law and respect for human rights, including the rights of persons belonging to minorities". When it comes to public administration, the EU has established the fundamental right of "Good Administration" as guaranteed by Article 41 of the Charter of Fundamental Rights of the European Union (2000/C 364/01). A 2003 survey by the Swedish Government came to the conclusion that most principles are enacted as general and legally binding rules in constitutional or statutory legislation in EU Member States.

However, against a background of slow growth, increasing unemployment and widening inequalities in many OECD and EU countries, the demands and expectations of citizens and businesses are high, but confidence in governments is often too low to support the implementation of necessary reforms. The problem of a lack of trust in governments is also evident in many European Neighbourhood countries. From discussions which SIGMA has had in European Neighbourhood countries many civil servants and politicians recognise the widespread feeling among citizens and businesses that governments do not always act in the best public interest. In some cases this feeling might reflect reality, in others it might be a misguided perception arising from governments' failure to communicate successfully about their work and achievements or progress.

While the problem is known in SIGMA's partner countries possible, solutions often are not. The main question therefore is: how can governments strengthen citizens' and businesses' trust in their efforts to serve the public interest? And, related to this, how can SIGMA help governments to build trust? The answers are not just about improving public relations. The factors contributing to trust in government have a deeper origin which lies in the basic characteristics of how governments are organised, how policies are developed, designed and implemented, how public services are delivered and how wrongdoings are dealt with, or are seen to be dealt with.

"Government" in this context means both the political level of decision making (Parliament, Council of Ministers), as well as all government and other public institutions, including those of the Legislative and Judiciary, that represent state power. Trust in government represents confidence in the actions of government to do what is right and what is perceived to be fair by different groups in society:

- Citizens and representative organisations (including NGOs);
- Businesses and their representative organisations;
- Government employees.

Building trust in government and public institutions may improve policy outcomes, for example by:

- Improving compliance with rules and regulations and reducing the cost of enforcement;
- Implementing structural reforms by allowing stakeholders to participate in designing solutions;
- Increasing confidence in the economy by facilitating economic decisions (such as investment);
- Influencing individual behaviour in ways that support desired policy outcomes.

Recent OECD research<sup>1</sup> has identified four main drivers of trust in government:

- Reliability: the ability of government to minimise uncertainty in the political, social, economic and environment of their citizens, and to act in a consistent and predictable manner;
- Responsiveness: the provisions of accessible, efficient and citizens-oriented public services that effectively address the needs and expectations of taxpayers;
- Openness and inclusiveness: a systemic, comprehensive approach to institutionalising a two-way communication with stakeholders, whereby relevant, usable information is provided, and interaction is fostered as a means to improve transparency, accountability and engagement;
- Integrity and fairness: the alignment of government and public institutions with broader principles and standards of conduct that contribute to safeguarding the public interest while preventing corruption. Integrity is a crucial driver of trust.

The objective of SIGMA's 4th European Neighbourhood Networking Seminar is to discuss selected areas of public governance from the perspective of those four criteria that underpin good public governance and may help to build trust in governments.

## **2. Purpose**

This Networking Seminar continues the exchanges of the previous seminars (2010, 2011, 2012), with a focus on "Trust in Government". This will be the main theme of the event, with break-out sessions dealing specifically with "Widening Participation and Inclusiveness in Policy Making" and "Increasing Transparency of the Use of Public Money".

Participants in previous events welcomed the networking opportunities but asked that they be more focused on practical experiences, both from OECD and EU Member States and SIGMA's partner countries.

This Networking Seminar is designed to benefit from the expertise of the participants to advance our collective thinking on one of the major public administration reform issues.

The purpose of the Seminar is to:

- Present and discuss good practice examples from the EU and ENP countries using the topic of trust in government as a guiding aspect;
- Encourage exchange of experience amongst the community of invitees on ways to practically address the problem of lack of trust in government in the context of SIGMA work areas.

## **3. Participants**

- Programme Administration Offices from ENP countries
- High-level representatives of relevant institutions from ENP country administrations (civil service, public finance, policy making, public administration reform)
- Representatives of EU Delegations to ENP countries

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<sup>1</sup> *Trust in government. Assessing the evidence, understanding the policies*, GOV/PGC(2013)1, 47<sup>th</sup> Session of the Public Governance Committee, 25-26 April 2013

MONDAY 2 DECEMBER 2013	
Co-Chaired by Rima Joujou-Deljkic, European Commission and Karen Hill, SIGMA	
09:00 – 09:15	REGISTRATION AND WELCOME COFFEE
09:15 – 09:45	INTRODUCTION
	<p><b>Welcome Remarks</b></p> <ul style="list-style-type: none"> <li>• Filippas Pierros, Minister-Economic Counsellor, Delegation of the European Union to the OECD</li> <li>• Rolf Alter, Director, Public Governance and Territorial Development Directorate, OECD</li> <li>• Rima Joujou-Deljkic, Programme Manager: Twinning - TAIEX - SIGMA, Neighbourhood Directorate, EuropeAid, European Commission</li> <li>• Karen Hill, Head of Programme, SIGMA</li> </ul>
09:45 – 10:30	INTRODUCTION OF PARTICIPANTS
	Tour de table for brief introduction of each participant
10:30 – 11:00	<i>Coffee break</i>
11:00 – 12:30	TRUST IN GOVERNMENT – Plenary Session
	<p>The problem of lack of trust in governments is evident in many European Neighbourhood countries. Since 2007 there has also been clear evidence of the decline in trust of governments in many OECD countries, particularly in those hardest hit by the global financial and economic crises. There is a widespread feeling among citizens and businesses that governments do not always act in the best public interest.</p> <p>The main question then is: how can governments strengthen citizens' and businesses' trust in their efforts to serve public interest? And, related to this, how can SIGMA help governments in countries in transition to build trust?</p> <p>The objective of this session is to discuss selected areas of public governance from the perspective of the four criteria (reliability; responsiveness; openness and inclusiveness; integrity and fairness) that underpin good public governance and may help to build trust in governments.</p>
11:00 – 11:45	<p><b>Introduction by Jan Pastwa, Director, National School of Public Administration of Poland: "Trust in Government and Public Institutions to Improve Policy Outcomes"</b></p> <p>The strategy document "Poland 2030", elaborated by the Board of Strategic Advisors to the Prime Minister in 2009, lists 10 key challenges Poland will face over the next two decades, including developing a knowledge-based economy, building an efficient state, and increasing social capital. According to the strategy, one of the five key drivers that may facilitate meeting these development challenges is the reinforcement of trust in government. The presentation will deal with the experience of the Polish Government in actively strengthening citizens' trust in government and public institutions.</p> <p>Mr. Jan Pastwa served as the Head of the Civil Service of Poland from 1997 to 2006,</p>

	was Poland's Ambassador to the Czech Republic from 2007 to 2012 and, since November 2012, is Director of Poland's National School of Public Administration. The National School provides full-time training on public administration and those graduating from the school take up positions in the central administration.
<b>11:45 – 12:30</b>	Questions and answers
<b>12:30 – 14:00</b>	<i>Lunch (not organised) OECD self-service cafeteria or snack bar</i>
<b>14:00 – 16:00</b>	<b>TRUST IN GOVERNMENT – Parallel Working Sessions A and B</b>
	<p align="center"><b>WORKING SESSION A (Room CC 16)</b></p> <p align="center"><b>“Widening Participation and Inclusiveness in Policy Making”</b></p> <p align="center">Chair: Rachel Holloway, SIGMA</p> <p align="center">Rapporteur: ENP country participant (to be determined)</p>
<b>14:00 – 14:10</b>	<p><b>Introduction by SIGMA</b></p> <p>Public participation is a central feature of a functioning democratic system. Encouraging greater citizen access to and involvement in government related activities is recognised as a means of enhancing trust. This session will explore this interrelationship looking at the role of public consultation within the policy making process. We will look at practical examples from countries and discuss how this learning could be applicable to others.</p> <p>Better informed citizens can actively and constructively contribute to decision making on policy issues such as the development of solutions to societal problems, regulatory requirements, and even service levels in all but the most technical areas. This improved information and involvement, in turn, helps to achieve better results as participation is likely to improve decision making by involving a wide variety of interests and seeking a more balanced solution.</p> <p>Although a widely advocated and used technique, using the public as an actor in formulating policy is not always straightforward. It requires thought, planning, active management and an attitude of openness. The challenge is to conduct participatory activities in a way that delivers clarity, consensus, and good policies. This is more difficult with issues where there are deep philosophical divides, such as the provision of free health care or with highly technical issues, such as banking deregulation, where views can be polarised. This lack of consensus can make it difficult for policy makers to actually use the public input in shaping decisions on policy solution. This session will look at ways to effectively use these outputs in a manner that reinforces public trust in government.</p>
<b>14:10 – 14:30</b>	Presentation of experiences from Jordan – Mousa Burayzat, Commissioner General for Human Rights, The National Centre for Human Rights
<b>14:30 – 14:50</b>	Presentation of experiences from Georgia – Beka Mikautadze, Head of Cabinet, The Cabinet Office of the Chairman of the Parliament
<b>14:50 – 16:00</b>	Discussion
	<p align="center"><b>WORKING SESSION B (Room E)</b></p> <p align="center"><b>“Increasing Transparency of the Use of Public Money”</b></p>

	<p>Chair: Brian Finn, SIGMA</p> <p>Rapporteur: ENP country participant (to be determined)</p>
<b>14:00 – 14:10</b>	<p><b>Introduction by SIGMA</b></p> <p>Transparency is crucial across many domains, including that of the state budget, in order to strengthen trust in government. Citizens are entitled to know what public money is allocated for and how it is being spent. Governments are accountable for the use of public money in a transparent and comprehensible way. This session will explore how more openness and transparency about the state budget can help strengthening trust in government.</p> <p>The production, publication and communication of digestible budget data both to citizens and their parliamentary representatives at the beginning of, during, and after the respective budget year enables them to hold their governments to account for achievements and failures. But what does budget information that is relevant for citizens and parliamentarians look like? And how do governments ensure that interested citizens get access to it?</p> <p>The democratic accountability system only works if parliaments exercise their oversight function. This requires that they be interested and have the means of holding the Executive accountable for the use of taxpayers' money. But what gets the interest of parliamentarians and what kind of information and support do they need to ask the right questions and take informed decisions? What role do independent public audit institutions (called Supreme Audit Institutions) play in this regard, especially when it comes to providing accessible information?</p> <p>We will look at practical examples from countries that are trying to make sure that citizens have easy access to reliable, relevant, readable information about the use of public funds. On the basis of such experiences, we will discuss how this learning could be applicable to others.</p>
<b>14:10 – 14:30</b>	Presentation of experiences from Algeria – Omar Debbakh, President of the Territorial Chamber of Blida, Court of Accounts
<b>14:30 – 14:50</b>	Presentation of experiences from Azerbaijan – Fuad Ganjaliyev, Head of Division, Budget Department, Ministry of Finance
<b>14:50 – 16:00</b>	Discussion
<b>16:00 – 16:30</b>	<i>Coffee break</i>
<b>16:30 – 18:00</b>	<b>TRUST IN GOVERNMENT – Plenary Session</b>
	Chair: Joop Vrolijk, SIGMA
<b>16:30 – 17:00</b>	Presentations of the conclusions of Working Sessions A and B by the two rapporteurs
<b>17:00 – 18:00</b>	Discussion on the conclusions
<b>18:00 – 19:30</b>	<b>Cocktail (OECD – George Marshall Room)</b>

TUESDAY 3 DECEMBER 2013	
Co-Chaired by Rima Joujou-Deljkic, European Commission and Karen Hill, SIGMA	
9:00 – 11:45	EUROPEAN UNION'S 2013 EVALUATION OF THE SIGMA PROGRAMME
09:00 – 09:30	Rima Joujou-Deljkic, Programme Manager: Twinning - TAIEX - SIGMA, Neighbourhood Directorate, EuropeAid, European Commission: Presentation of the 2013 ENP Evaluation and its conclusions
09:30 – 11:00	Tour de table of representatives from countries
11:00 – 11:30	<i>Coffee break</i>
11:30 – 11:45	Conclusions on lessons learned
11:45 – 12:45	CONCLUSIONS OF THE DISCUSSIONS ON TRUST IN GOVERNMENT
	Chair: Bianca Brétéché, SIGMA
	Tour de table of representatives from countries
12:45 – 13:30	CONCLUSIONS OF THE 4 <sup>TH</sup> NETWORKING SEMINAR
	Rima Joujou-Deljkic and Karen Hill
13:30	Closure of the Networking Seminar