



The
Federal Government



network-based and transparent
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Government Programme

Network-Based and Transparent Administration

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Transparent
Administration

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1 Background

In the twenty years since German reunification, public administration has faced enormous challenges. As a result of German reunification, public administrations had to be integrated, in some cases restructured and some areas privatized. The influence of the European Union on federal and state legislation and rapid change in information and communications technology have also placed great organizational demands on the structure of Germany's public administration, resulting in increased vertical cooperation between administrative levels.

At the same time, businesses, the research community and the public increasingly expect higher quality public services in this age of new information and communications technologies and e-government. Lawfulness and efficiency are no longer the only criteria for administrative action; sustainability and responsiveness to public needs are assuming greater importance. And public administration must make do with fewer staff while undergoing a constant process of change and improvement. Whereas the number of federal employees rose to 651,954 in 1991 in the wake of reunification, this figure was reduced by about 29 percent, to 460,438, by 2009.¹

The federal administration has undertaken a variety of modernization projects in response to the difficult budget situation. With its programmes and measures in the areas of administrative modernization, e-government, bureaucracy reduction and law on public employees and civil servants, the federal administration has created an appropriate framework for social and economic action while continuing the necessary process of change and reform.

¹ Direct federal administration (civil servants, judges, military personnel, public employees) as at 30 June 2009.

2 Current developments

The federal administration will continue to face difficult challenges in the coming years.

The financial and economic crisis

The financial and economic crisis has had a serious impact on the federal budget. Under Article 115 of the Basic Law, introduced as part of the second phase of federalism reform, the Federal Government is obligated to gradually reduce the annual budget deficit to 0.35 percent by 2016. In this way, Germany has aligned its national law with the European Stability and Growth Pact and has laid the groundwork for responsible, cross-generational policy.

The Federal Government will have to conform to the new constitutional rules on the deficit for the first time in 2011. It will have to cut about ten billion euros from the budget each year until 2016. This will require cutting government jobs and reviewing all tasks, as well as distinguishing between high- and low-priority projects and tasks. But budget consolidation and administrative modernization cannot be mutually exclusive. If we hope to be able to meet increasing demands with fewer resources, we will have to conduct an ongoing and effective critical review of tasks while taking into account budgetary constraints. Greater prioritization of tasks, more streamlined structures with clearly assigned responsibilities, further reduction of overlaps and even more cooperation can help provide the latitude for necessary measures to improve quality and responsiveness.

Demographic change

Over the next ten years, more than a million federal and state employees will reach retirement age and leave the public service. Demographic change will lead to shortages of skilled workers and a higher average age among employees. For this reason, we must focus more on recruiting, training and retaining staff and invest more in systematic and age-appropriate advanced training of employees. Employees' willingness and ability to learn should be fostered throughout their careers using flexible ongoing training

courses which are integrated into the work routine with the help of new media and learning platforms. And we will have to focus on designing work with the needs of ageing employees in mind.

Globalization

Nations are becoming increasingly economically dependent on each other across social, political and cultural boundaries. As the financial crisis has shown, the streams of global capital are growing, as are trade and the transfer of labour and workers. Global economic activity also needs an organizing framework; due to the cross-border mobility of economic players, this framework must extend beyond the jurisdiction of individual countries. In the process of negotiating binding international regulations and standards, public or private stakeholders are playing a growing role, and their potential for non-governmental influence must be taken into account.

European integration means that public administration must be aware of European regulations, procedures and standards when carrying out its own work. We must take part in further harmonization efforts in the European Union in order to defend our own interests.

Sustainable administrative action

One of the Federal Government's key principles is sustainable development (in economic, environmental and social terms). Given the constraints of limited resources, changes should comply with this key principle, which requires making decisions based on their long-term viability.

The federal administration must ask itself what consequences the principle of sustainability has for its action and how it can ensure and improve its ability to function over the long term against the backdrop of other changes in society. Staff recruitment and qualification are two keywords which play an important role in this context.

In the course of updating the national sustainable development strategy, the Federal Government is currently drafting

a programme of measures on sustainable government and federal administration to be adopted by the Committee of State Secretaries for Sustainable Development.²

Social cohesion

Shared values based on our democratic system help hold our society together. Promoting and preserving such cohesion is the shared responsibility of government and society.

The federal administration is especially called on to make the best possible use of the possibilities granted it by the Basic Law. Transparency and cooperation are crucial forms of participation. Interdisciplinary thinking, administrative language and laws which the public can understand, simple and rapid communication and a variety of ways to participate are essential elements of public administration responsive to public needs.

Digitization of everyday life

Information and communications technologies are pervading all areas of society, the economy, research and public administration with increasing speed. Over the next six to fifteen years, more than 95 percent of the adult population in Europe and the U.S. will actively use the Internet and its services on a regular basis.³ Such digitization of all areas of private and professional life will continue to change both the ways and means of personal interaction. Cycles of innovation are speeding up, while the quantity of information on the Internet grows exponentially every day. Dealing with information and communications technology has therefore become a concern for society as a whole, including for example the provision of Internet access in rural areas, where the impact of demographic change is especially strong.

² Planned completion by December 2010 at the latest.

³ International Delphi study 2030, *Zukunft und Zukunftsfähigkeit der Informations- und Kommunikationstechnologien und Medien* (The future and future viability of information and communications technologies), December 2009.

For the government, ICT systems are no longer simply tools to help carry out its tasks; action in the virtual sphere creates new possibilities for administrative work and also sets limits to the feasibility of projects. New technical requirements lead to ever faster changes in tasks and priorities, meaning that public administration must become more flexible and agile. And it is important to ensure that standards and norms, especially when it comes to security and data protection, can be met also in the future.

Technical developments must continually be checked for compliance with the constitution and other law and to identify any need for additional regulation.

The societal, network policy and administrative task of managing ICT is almost always also an interregional task requiring joint efforts and approaches.

Public administration must create the necessary conditions for taking advantage of the potential of digital technology in order to enable its employees to work more efficiently and rapidly in a network-based environment while making it easier for businesses and the public to work with the administration. Public administration must manage its information technology strategically so that these innovations can be used to full advantage.

3 Framework conditions for the future work of public administration

The resulting changes have an impact on government and public administration. As the result of globalization and technological progress, individuals and social groups are increasingly able to interact. This is making public administration cooperate more flexibly, spontaneously and internationally.

The growing demand for public responsiveness, high-quality services, knowledge networking and transparency also offers new opportunities for innovation in public administration. Demographic change and the budget situation will make it all but impossible to increase expenditure. On the other hand, cost savings alone will not be adequate to deal with growing complexity and demands. This is why structural changes are needed to ensure that public administration will remain efficient and able to meet future demands. A variety of measures and projects have already been carried out with this in mind. Forward-looking projects include the new single government service telephone number 115, which is now being introduced nation-wide, and the expansion of shared services centres where efficient distribution of work and standardization of cross-cutting tasks can measurably reduce burdens and lead to synergies. Further, efficient administrative structures and clear assignment of responsibilities are needed to ensure the ability to act without delay.

The Internet and Web 2.0 have created unprecedented transparency and a wide range of options for interaction. In an increasingly complex world, to fundamentally improve the dialogue and cooperation between public administration, businesses and individuals, public administration must consistently orient its task performance towards the increasing demands. To strengthen cooperation and maintain public trust, transparency should be pursued wherever

useful, and cooperation which includes a clear division of responsibilities is essential.

Staff knowledge and expertise must be accessible at all times with the help of overarching information and knowledge management and e-learning in order to prevent the loss of knowledge due to age fluctuations and to strengthen cooperation within public administration.

At the same time, it is clear that public administration is also facing international competition. In this context, it is significant that the U.S., the U.K. and other countries are not only talking about open data⁴ and open government, but are in fact providing public access to structured administrative knowledge also with the aim of promoting innovation among all segments of society. These countries are pursuing the strategy of including diverse actors in innovation networks in order to benefit from the knowledge and ideas of others, cooperate and succeed in national and international competition.

4 The Federal Government's policy goals in the framework of administrative modernization

The coalition agreement of 26 October 2009 entitled "Growth. Education. Cohesion" sets out a major task for the 17th legislative term:

"Demographic change, financial constraints and the need to ensure the government's ability to act require the federal administration to maximize its efficiency to the fullest.

⁴ Open data enables free, unhindered public access to public administration data which are not subject to justified data protection or security restrictions.

Through a comprehensive critical review of tasks, rigorous standardization of processes, thorough and binding use and expansion of competence and services centres, and reduction of bureaucracy, we strive to thoroughly modernize the federal administration, federal ministries and the agencies within their remit.”⁵

“Public administration in Germany stands for legal certainty and dependability. We will continue to advance the modernization of the federal administration to increase transparency, public responsiveness and service quality.”⁶

The coalition agreement thus defines the substance and course of further modernization of the federal administration in the coming years. All federal ministries are involved in the modernization process and are working together in a results-oriented way.

5 Government programme

With its programme “Transparent and Network-Based Administration”, the Federal Government has presented its strategy for further modernizing public administration. The administration must find a balance between its traditional strengths – neutrality, legality and a focus on the common good – and increasing demands for efficiency, transparency, responsiveness and service quality while focusing on its staff and strengthening their integrity.

Already during the last legislative term, the government programme “Focused on the Future: Innovations for Administration” including the E-Government 2.0 programme initiated measures to reduce bureaucracy, optimize organization and human resources management in order to enhance administrative performance and modernize ICT.

⁵ Coalition agreement, p. 102.

⁶ Coalition agreement, p. 15.

A wide range of projects was completed under the annual implementation plans, while some are ongoing. The current programme focuses in particular on those projects specifically mentioned in the coalition agreement.

Concentrating on the priorities of efficiency, transparency, public responsiveness and service quality as well as further promoting e-government⁷ in the 17th legislative term does not rule out the need for reform in other areas.

For example, the coalition agreement formulates bureaucracy reduction and better regulation as separate policy goals.⁸ On 27 January 2010, the Federal Cabinet therefore adopted a set of principles on bureaucracy reduction and better regulation. The Cabinet decision states that the government programme “Bureaucracy Reduction and Better Regulation” of 25 April 2006 is to be “expanded to include all efforts by the public, businesses and public administration to fulfil federal requirements”. Many of the projects in the programme “Transparent and Network-Based Administration” will help reduce such efforts, thereby reducing bureaucracy.

6 Fields of action

During the current legislative term, continuing and new action is needed in the following fields:

Human resources

Public administration will be able to meet the demands of the future only if staff face the new challenges. People want to succeed, want to achieve, to develop skills and meet the demands required of them. The public service is made up of motivated, skilled and responsible staff. Supervisors who

⁷ Coalition agreement, p. 102.

⁸ Coalition agreement, p. 15.

launch innovations in their own area of influence must be able to motivate, define tasks, lead staff, develop and serve as role models.

Human resources strategies must consider the effects of demographic change and respond to them. This means investing more in human resources development and strengthening leadership skills. Advanced training must be expanded, and advanced training strategies must focus on increasing both expert knowledge and all-round skills. They must include methods for improving skills for e-government, network-based administration, project management, human resources management and IT services management.

Media competence⁹ as well as international and intercultural competence¹⁰ will also play a major role in future, along with the ability to build networks and include them in design processes.

Demographic change also requires systematically expanding and upgrading workplace health promotion and adapting to the needs of ageing workers.

At the same time, it is necessary to consider how to make sure that the public service remains an attractive employer. Criteria which can make public service employment more attractive if expanded include work oriented on the common good, responsibility, autonomy, the possibility of career development, the possibility to reconcile family and work, flexible work schedules, mobile and tele-working.

⁹ Basic knowledge of media structures and actors, user skills, knowledge of the relevant forms of information, communication and collaboration of new media, security awareness and critical capacity.

¹⁰ Knowledge of other countries, institutions, decision-making processes in the EU and international community, as well as intercultural communications and cooperation skills (“governance competence”).

Optimizing organization

Organization starts by defining goals and tasks. In addition to reducing existing administrative burdens, it is necessary to conduct a comprehensive, critical review of tasks¹¹ in all areas of public administration.

Structures and procedures should be questioned. Given limited resources, it is necessary to check regularly and systematically whether certain tasks are unnecessary, can be carried out more cost-effectively or outsourced, or whether redundancies can be removed. This also includes examining whether certain tasks should take priority over others and how to improve task performance while reducing costs.

Cooperation among public administrations and with the private sector may also be used to perform tasks more efficiently.

In order to optimize the organization of the federal administration as broadly as possible, electronic processing must be incorporated effectively. E-government can

- simplify and speed up processes,
- produce transparency,
- facilitate cooperation,
- make communication more flexible, and
- promote the use of standardized solutions.

Administrative modernization means greater orientation on a process-based organization which views procedures not only from a functional perspective. Administrative action should focus not only on areas of responsibility, but also increasingly on results, impacts and quality. Work processes in certain areas can be standardized, completely automated and, especially with regard to cross-cutting support tasks, bundled.

¹¹ Coalition agreement, p. 20.

In an increasingly networked and diverse society, the quality of public administrative action depends on how public agencies communicate and cooperate with each other and with their clients: individuals and businesses. Increasing complexity demands clear and transparent structures and decisions to ensure that targets are not lost amidst bureaucratic discussions and disputes.

This requires more targeted legal, expert and technical conditions for flexible cooperation and communication among all stakeholders.

And last but not least, for lasting optimization, administration requires comprehensive quality management. This quality management must cover the entire organization, take staff and public needs into account, consider core processes as well as leadership and other support processes, and aim at ongoing improvement of productivity.

Information and communications technology (ICT)

Further expanding federal e-government offerings is intended to provide access to necessary information and ensure that electronic processes can be carried out seamlessly both within and outside the administration.

The federal programmes BundOnline2005 and E-Government 2.0 got federal e-government off to a successful start.

In 2009, Germany responded to the growing need for networking between government levels by amending the Basic Law in 2009 to include Article 91c. Article 91c of the Basic Law and the IT Planning Council, founded in April 2010, constitute the new national management structure for government information and communications technology (ICT).

A national e-government strategy¹² specifies two aspects of the substantive tasks for close cooperation on e-government, to be supervised by the IT Planning Council:

- 1) As a model for coordinated action taken on own responsibility: The national e-government strategy strives for a common orientation by federal, state and local governments in further developing e-government and would like to coordinate action taken by those involved in order to ensure interoperability and cost-effectiveness. To this end, the strategy formulates a model and concrete, common goals for further developing e-government to serve as orientation for federal, state and local governments in their own areas of action and responsibility.
- 2) As an agenda for joint projects: The strategy defines specific measures for coordinating cooperation and agreeing standards and e-government projects to serve as beacons, which are critical to the success of the targeted further development and repositioning of German e-government.

The Federal Government will therefore orient its action in e-government on the principles and goals of the national e-government strategy.

According to this strategy, Germany's e-government should be ranked at the top of the international scale by the year 2020 because

- it is oriented on usefulness for businesses and the public,
- it strengthens public participation in the political process,
- it ensures transparency concerning data and administrative action, and
- it is innovative and cost-effective while complying with data protection law.

The special characteristics of the federal ministries will be taken into account.

¹² The national e-government strategy is based on the definition of the German University of Administrative Sciences in Speyer (Jörn von Lucke and Heinrich Reiner mann): "We understand electronic government as conducting business processes associated with governing and administration (government) with the help of information and communications technology using electronic media".

7 Modernization projects¹³

The government programme “Transparent and Network-Based Administration” in the 17th legislative term builds on these areas of action and pursues the same path. New and continuing projects are those which

- require and encourage cooperation – also between public agencies – to produce added value;
- enable public service employees to have a voice in workplace change and prepare for changing workplace demands;
- create transparency to make the levers for increasing efficiency visible and to strengthen cooperation and coordination;
- make administrative information and knowledge visible and accessible;
- optimize workflows and processes.

In the 17th legislative term we are carrying out the following projects, some of which fall within one field of action and some of which extend across more than one field of action. For this reason, the projects are not broken down into separate fields of action.

All projects are to be accompanied by appropriate, network-oriented and if necessary cross-level measures of change management.

Creating and expanding competence and service centres¹⁴

The coalition agreement has set the goal of universal and mandatory use of competence and service centres to ensure thorough modernization of the administration.

Bundling administrative back-office support tasks and optimizing workflows creates new room to manoeuvre.

¹³ Project descriptions are included in the annex.

¹⁴ Coalition agreement, p. 20.

The Federal Government will therefore continue to further expand such centres. Existing service centres will be consolidated and expanded by 2013 with the aim of universal use. With the same aim, new fields of cooperation will be examined and gradually implemented.

Creating and expanding federal IT service centres

Federal IT needs to be more concentrated, standardized and efficient, while existing resources need to be pooled. The Federal Government will therefore continue to create and expand federal IT service centres. The provision of cross-cutting IT will be consolidated at the federal IT service centres, which started offering interministerial IT products this year.

Institute for Federal Real Estate, Federal Forest Division: Transformation into a provider of comprehensive environmental protection services for federal property

The Act on Establishing an Institute for Federal Real Estate (BlmA-Errichtungsgesetz 2004) laid the groundwork for standardized property management for all federal ministries by the Institute for Federal Real Estate. Within the Institute, the Federal Forest Division is also responsible for environmental protection and landscape preservation on federal property. The aim is to transform this division into a provider of environmentally sustainable management services for federal property and a competent adviser to the federal ministries on all issues of practical nature conservation and applied nature conservation law. To do so, specialized expertise is being bundled. Making the relations between ministerial clients and service providers public is intended to provide greater transparency in the federal budget. This and the system of double-entry bookkeeping already introduced demonstrate a high level of congruence between the Institute's strategic goals and those of the government programme.

D115: Single Government Service Telephone Number¹⁵

The 115 service aims to provide businesses and the public with one number where they can get reliable information about public administration. Regardless of local and administrative areas of responsibility, callers can get information and assistance regarding public administration under one easy-to-remember number. The 115 service is currently being tested in a two-year pilot in which federal, state and local agencies are participating on a voluntary basis. The idea behind this service is having a modern administration responsive to public needs and able to offer rapid and high-quality service. The Federal Government hopes to have the system up and running nation-wide by 2013. All federal agencies are to be integrated into the D115 network by 2011.

De-Mail

Under Federal Ministry of the Interior supervision, a new solution for sending electronic messages is being developed to be as simple as e-mail and as secure as conventional postal services. With “De-Mail”, individuals, businesses and public administration will be able to send electronic messages and documents confidentially, reliably and safe from manipulation. By 2013, De-Mail is to be offered nation-wide by a network of at least ten accredited providers, and 20 percent of e-mail users in Germany are expected to have a De-Mail account which they will be able to use with their new national identity card, for example. At the same time, the law applying to certain administrative tasks is to be amended to make electronic processing the norm. The Federal Government will work to encourage other EU member states to develop solutions compatible with De-Mail.

Demographically sensitive human resources policy¹⁶**a. Demographically sensitive human resources management**

The shrinking population and changing population composition have direct impacts on the staff structure of the

¹⁵ Coalition agreement, p. 110.

¹⁶ Coalition agreement, p. 111.

federal administration. The Federal Government is facing both challenges – managing an ageing workforce on the one hand and continuing to attract good workers on the other – and developing measures to improve internal management and make it more competitive. Here, key factors are maintaining administrative efficiency and performance.

b. Adjusting the organization of human resources

The reform of collective bargaining law and the Act to Restructure Civil Service Law undertook forward-looking changes. On the basis of these reforms, further measures will be taken to help the federal administration adjust to demographic change. The flexible transition to retirement will be accompanied by a new model of part-time work for older employees. By providing further training especially for older employees and introducing flexible working hours for older employees, more attention is being paid to this group of staff. Recruitment of younger employees is being adjusted in view of the altered framework conditions and ensures knowledge transfer between the different age groups. These measures are closely coordinated with the projects on controlling of training and health management.

Act on E-Government¹⁷

The Federal Government will amend legislative provisions as needed to further promote e-government.

E-administration

A new organizational strategy on electronic administration is to be developed to replace the current DOMEA strategy. In the process, the experience of the administration and current developments in information and communications technology will be taken into account.

Geodata Infrastructure Germany

The creation of the Geodata Infrastructure Germany (GDI-DE) and the resulting network of spatial data is an important

¹⁷ Coalition agreement, p.102.

contribution to the development of the information and media society. By updating and implementing the architectural strategy developed for this purpose, the geodatabase in Germany is to be expanded with the strategic aim of making databases of spatial data (geodata) accessible across organizations using Web technology.

Health management

To maintain and improve the productivity of the public service, the Federal Government has set the goal of systematizing and expanding health promotion in federal agencies, to be embedded in their human resources and organizational development by 2013.

Pilot project on long-term working time accounts

Alongside existing options for building up credits in the part-time model (Section 9 (1) Working Time Ordinance (AZV)), long-term working time accounts could enable employees to take time off for family obligations, further training or during periods of low demand without financial disadvantage. The Federal Ministry of Labour and Social Affairs and the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth are currently testing long-term working time accounts in a pilot project for civil servants and public employees in the form of time credits.

Lifelong learning

The productivity and dependability of the public service largely depend on the qualification and motivation of public service staff. Systematic, task-based and age-appropriate advanced training plays a key role in this regard. The aim is to increase the quality, effectiveness and efficiency of service-related advanced training and to use e- and blended learning to expand the amount of advanced training offerings and make them more transparent and accessible. To this end, the federal ministries and training facilities of the federal administration will have to increase their cooperation and coordination.

Comparative studies¹⁸

Article 91d of the Basic Law provides the basis for conducting comparisons at federal level and between the federal and state levels. Comparative studies create transparency, make it easier to learn from others and encourage improvement to processes and performance. Areas where comparative studies are to be conducted are determined by an annual work programme. Every federal ministry should take part in at least one comparative study by 2013, if possible.

The Rhine-Neckar metropolitan area as a model region for e-government¹⁹

Federal, cooperative and profit-oriented e-government projects are to be implemented as models in the Rhine-Neckar metropolitan area. As an economic centre extending across three German states, this area is especially suited to such an undertaking.

In addition, organizational and financial structures are to be established and the cross-cutting projects D115 Single Government Service Telephone Number, One-Click Administration, E-Awarding and Process Data Accelerator, other specialized projects and a transfer project are to be implemented and introduced.

Federal networks

We want to consolidate the networks of the federal administration into a new, joint, high-performance and secure network infrastructure. The first step is replacing the two central government networks, IVBB and IVBV/BVN, and drafting an overall strategy for further consolidation. Depending on the overall strategy, potential for consolidation with the finance and transport administration should be explored. The long-term goal is to create a common network infrastructure for the federal administration. Such infrastructure, making targeted use of synergies and potential for consolidation, would strengthen the federal administration

¹⁸ Coalition agreement, p. 110.

¹⁹ Coalition agreement, p. 17.

and prepare it better for dealing with the future. In addition to this infrastructure, the Federal Government is responsible for creating a network to connect the federal and state IT networks. Starting 1 January 2015, all data shared between the federal, state and local governments will have to use this network (cf. Article 91c (4) Basic Law in conjunction with the Act on IT Networks [IT-NetzG]).

Open government

Public administration needs networks and transparency. Transparency reinforces a sense of duty and provides the public with information about what public administration is doing. In this way, transparency enables participation and collaboration and incorporates into decision-making processes knowledge which is widely dispersed throughout society. Interaction with different groups in society can help overcome the challenges facing the modern state. Close co-operation, increased efficiency and greater responsiveness to the public optimize administrative performance.

The potential for interaction offered by the Internet and federal, state and especially local government projects demonstrate the added value of the open government approach.

This approach demands greater administrative transparency, more public participation and a secure IT landscape. The open government strategy must be anchored in the idea that only cooperation and shared understanding produce added value for our nation.

To achieve this goal, the administration publishes – where reasonable and allowed by law – extensive information on its performance, planned goals and data it collects or processes.

A simple system of standard fees facilitates the commercial use of this information. Research centres and service centres facilitate exchange with the private sector and the sciences.

The Federal Ministry of the Interior will initiate pilot projects in the fields of statistics and geoinformation.

Process data accelerator

Processes involving information and reporting requirements for businesses are still often viewed in isolation and not carried out electronically from start to finish. The process data accelerator project is intended to simplify the electronic exchange of data between public administration and private businesses in line with the principles of data minimization and data transparency.

A guide to methods provides directions and models for categorizing and integrating process chains. A framework architecture strategy defines an inter-process architecture based on open standards for easier sharing of data between the public administration and private sector; the companies required to provide data retain sovereignty over them.

A pilot project is intended to apply the process data accelerator to at least one concrete process chain by the end of 2011.

Process management²⁰

By 2012, the federal administration will create the necessary prerequisites to establish process management, enabling all transactions between businesses and the public administration to be processed electronically from start to finish, while ensuring data security and data minimization. Integrated workflows and interoperable IT systems will provide the basis.

Results- and outcome-oriented management in public administration

Public administration needs efficient and effective management instruments. Building on the experience of various federal and state agencies, specific recommendations for action need to be developed. Insights gained from theory should be implemented in model pilot agencies. The resulting practical experience can help improve the plans drawn up.

²⁰ See also the coalition agreement, p. 20 (“consistent standardization of processes”).

8 Implementing the government programme

The government programme “Transparent and Network-Based Administration” for the 17th legislative term is an overarching strategy. Under this strategy, the ministries decide how to proceed (legislative initiatives, Cabinet decisions, etc.) and select individual project steps, implementation tools, schedules, etc. at their own discretion.

Information about project implementation, progress and status will be published on the Internet at www.verwaltung-innovativ.de regularly and in appropriate form throughout the entire legislative term.

The Federal Ministry of the Interior will present a report on the programme’s progress at a suitable time.

9 Annex: Project descriptions

Creating and expanding competence and service centres

Description: The governing coalition has formulated the goal of universal and mandatory use of competence and service centres. The necessary preliminary efforts were completed during the 16th legislative term. Service centres provide offerings in the cross-cutting areas of budget, human resources and procurement which are to be expanded.

Strategic goal for the 17th legislative term: First, we plan a consolidation phase to prepare the service centres to take on additional tasks. Next, we will

- transfer further support tasks in the areas of budget, human resources and procurement to the service centres, and
- seek cooperation in new areas, such as central services and organization.

Participating ministries: **Federal Ministry of the Interior (lead),** all ministries

Milestone planning in 2010: By the end of 2011: Consolidating service centres and creating the legal basis in budgetary law for financing service centres

Outlook and milestones to 2013:

- By the end of 2013: Further extending coverage of classic sub-processes (e.g. civil servants' sickness allowances and pensions, travel expense accounting); assigning further support tasks in the areas of budget, human resources and procurement to service centres
- From 2013: Exploring and expanding additional cooperation in new areas (e.g. central services, organization)

Creating and expanding federal IT service centres

Description:

According to the strategy IT Management at Federal Level:

- The provision of IT services within the federal administration will be gradually consolidated into high-performance IT service centres (DLZ IT).
- In future, all IT needs are to be met by these centres.

To implement these goals, the CIO Council established the Project Group on Federal IT Service Centres.



Strategic goal for the 17th legislative term:

Federal IT service centres will be created and expanded in a three-phase transformation process guided by the Project on Federal IT Service Centres. In attaining phase 3 by the end of 2013, we want to achieve the following core goals:

- professionalizing the provision of IT services
- improving efficiency

Participating ministries:

Federal Ministry of Finance, Federal Ministry of the Interior (lead), all other ministries

Milestone planning in 2010:

- Creating IT supply and demand management
- Preparing a cost-results analysis as the basis for a cost allocation and financing models
- Further developing indicators for managing federal IT service centres
- Producing a 2011 catalogue of products
- Standardizing processes of federal IT service centres

Outlook and milestones to 2013:

Federal IT service centres have been established and are in operation.

Institute for Federal Real Estate, Federal Forest Division: Transformation into a provider of comprehensive environmental protection services for federal property

Description: The Act on Establishing an Institute for Federal Real Estate (BlmA-Errichtungsgesetz 2004) laid the groundwork for uniform property management for all federal ministries by the Institute for Federal Real Estate. Within the Institute, the Federal Forest Division is also responsible for environmental protection and landscape preservation on federally managed property.²¹

Strategic goal for the 17th legislative term: We want the Institute for Federal Real Estate, Federal Forest Division, to be transformed into a provider of comprehensive environmental protection services for all federal ministries. This entails

- practical support for nature conservation on property used by the federal ministries;
- practical support for national natural heritage properties owned by the Federation or third parties, in cooperation with the nature conservation authorities of the states and the Federal Agency for Nature Conservation;

²¹ The environmental protection services provided by the Institute for Federal Real Estate to the Federal Ministry of Defence are governed in detail by Section 27 of the Umbrella Agreement implementing the Act on the Institute for Federal Real Estate (BlmAG) within the remit of the Federal Ministry of Defence.

- drafting and implementing own Natura 2000 management plans in the framework of public sponsorship under Section 32 of the Federal Nature Conservation Act (BNatSchG);
- planning and carrying out compensation measures in case of environmental impacts on federal property;
- developing the federal forest enterprises into information and service centres for all compensation measures required under nature conservation law (e.g. compensation and replacement measures, eco accounts);
- creating a geoinformation database of property in order to have spatial data for managed federal properties.



Participating ministries:

Federal Ministry of Finance, Institute for Federal Real Estate (lead); Federal Ministry of the Environment, Nature Conservation and Nuclear Safety



Milestone planning in 2010:

- First quarter of 2010: Begin biotopic mapping of federal property according to a national standard
- By the second quarter of 2010: Create the organizational and staff resources at the Institute
- By the third quarter of 2010: Conduct Natura 2000 and biodiversity protection training for Federal Forest Division staff



Outlook and milestones to 2013:

- By the third quarter of 2012: further developing the federal forest enterprises into information and service centres for all compensation measures required under nature conservation law (compensation and replacement measures)
- By the third quarter of 2013: creating a federal forest geoinformation system taking into account the Geodata Infrastructure Germany and simple interfaces with geoinformation systems of other federal ministries and state authorities
- By the fourth quarter of 2013:
 - The Federal Forest Division will offer appropriate properties from its portfolio as an active contribution to the Federal Government's programme to help wild animal migration, in the form of compensation measures.
 - Development plans will be drafted for all national natural heritage properties managed by the Federal Forest Division.
 - Natura 2000 management plans will be drafted for publicly sponsored federal property.

D115 Single Government Service Telephone Number

Description: The 115 telephone number offers a direct line to the public administration, no matter which agency or office is responsible for dealing with the matter in question. In this way, the single government service telephone number 115 improves service for everyone. A two-year pilot started in March 2009, testing the 115 number in model regions.

Strategic goal for the 17th legislative term: We want to establish the 115 number as a single point of access to information and services from the entire public administration in Germany and improve the quality of service offered by the federal administration, increasing transparency and responsiveness to public needs.

Participating ministries: Coordinated by the **Federal Ministry of the Interior (lead)**, all federal ministries

Milestone planning in 2010:

- 2 June 2010: Cabinet decision on principles of federal administration participation in the D115 project
- By the end of 2010:
 - Final implementation plan
 - Identification of federal information and services relevant for individuals and businesses
 - By 1 December 2010: Connecting the first implementation group to the D115 network

Outlook and milestones to 2013:

- From April 2011: After the pilot test is completed, the D115 project is to be turned into an umbrella organization comprising the participating local and state governments and the Federation and begin regular operations.

De-Mail

Description:

Under Federal Ministry of the Interior supervision, a new solution for sending electronic messages is being developed which is to be as simple as e-mail and as secure as conventional postal services. With “De-Mail”, individuals, businesses and public administration will be able to send electronic messages and documents confidentially, reliably and safe from manipulation.

The Federal Ministry of the Interior is creating the necessary framework conditions (among other things, by drafting a legal basis, the De-Mail Act, formerly the Citizen Portals Act) and defining the technical specifications. De-Mail will be carried out and operated by the private sector. De-Mail providers will have to go through an official process of accreditation and certification to demonstrate that they meet strict requirements for security, interoperability, functionality and data protection.



Strategic goal for the 17th legislative term:

By 2013, we want De-Mail to be offered nation-wide by a network of at least ten accredited providers. Also by 2013, we

would like 20 percent of e-mail users in Germany to have a De-Mail account which they will be able to use with their new national identity card, for example. We also want other EU member states to have started developing solutions compatible with De-Mail. Future infrastructure will have to consider existing solutions already in operation and provide sufficient options for connecting with them.

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Participating ministries:

Federal Ministry of the Interior (lead),
all ministries

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Milestone planning in 2010:

- 3rd quarter 2010:
 - Cabinet decision on the De-Mail Act
 - Opening of De-Mail competence centre to advise public administration how to rapidly connect to the De-Mail infrastructure
 - Existing infrastructure for certifying and accrediting De-Mail providers
 - 4th quarter 2010:
 - Promulgation of the De-Mail Act
 - Start accrediting the first De-Mail providers
-

Outlook and milestones to 2013:

- 1st quarter 2011: first accredited De-Mail providers
- End of 2011: at least five accredited De-Mail providers and connection of first federal, state and local government agencies
- From 2012: Intensified coordination with EU member states

Demographically sensitive human resources policy

a) Demographically sensitive human resources management

Description: A comprehensive approach to human resources management is intended to do justice to the multifaceted effects of demographic change and a variety of strategic challenges for human resources management in public institutions. The aim is to increase effectiveness and efficiency in the practical implementation of workplace measures. Integrated human resources management is intended to make it possible to identify, require and promote employees' diverse and age-related potential skills and motivations. In view of the ageing workforce in public administration and the need to keep working to higher ages, and despite budgetary constraints, human resources should focus more in future on retaining and enhancing individual capacity for work and improving the general quality of employment (in the sense of a psychological contract). A preventive approach ensures both the public administration's productivity and its attractiveness as an employer when younger and skilled workers are in short supply.

The Federal Employment Agency is linking various strategic challenges (diversity, lifelong learning, knowledge management). The relevant management instruments are dialogue-based. In addition to competence-based

recruitment, human resources development and qualification, here the focus is on individual and age-appropriate employment, modern productivity and workplace health management (including reintegration after long illness), equal opportunity and work-life balance with the possibility of flexible working time, mobile working and family service (including care). All human resource process functions are linked strategically and conceptually. This increases effectiveness and efficiency and positions staff as “strategic partners” within the administration. The project on demographically sensitive human resources management creates a common basis on which existing human resources management strategies in the federal administration can build.

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**Strategic goal
for the 17th
legislative term:**

We want to draw up a model with principles appropriate for developing comprehensive human resources management. This model should also pay greater attention to individual career and life planning and be more oriented on life phases. Here the focus is on age-appropriate working conditions, changing forms of learning, knowledge transfer in view of anticipated retirement of older workers, flexible working times (including long-term time accounts), mobile working and family service (including care). The results are to be incorporated into the strategy on demographic change which the Federal Government will present in 2012.

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Participating ministries:

Federal Employment Agency, Federal Ministry of the Interior (lead); Federal Ministry of Labour and Social Affairs; Federal Ministry of Finance; Federal Ministry for Family Affairs, Senior Citizens, Women and Youth; Federal Office for Migration and Refugees; Federal Ministry of Defence

Milestone planning in 2010:

Drafting a model with the following milestones:

- Guidelines for developing a human resources strategy in the workplace which combines the challenges and makes them manageable for implementation (including checklists)
 - Developing a standard model for analysing age structures and a demographic monitor in order to help with development and decision-making processes in the workplace
 - Guidelines for designing human resources policy oriented on life phases which supports the capacity for work and promotes competitive and attractive working conditions
 - Identification, recommendations and principles for legal requirements for action
-

Outlook and milestones to 2013:

2012–2013: The results are to be incorporated into the strategy on demographic change which the Federal Government will present in 2012.

b) Adjusting the organization of human resources

Description: The changing age structure of the German population has a direct impact on the organization of human resources in the federal administration. The Federal Government will continue the processes already begun and introduce new measures to enable the necessary changes to adapt to demographic trends. Here, key factors are maintaining administrative efficiency and performance.

Strategic goal for the 17th legislative term: We want to improve age- and ageing-appropriate working conditions.

Participating ministries: **Federal Ministry of the Interior (lead),** all ministries

Milestone planning in 2010:

- Creating the legal framework conditions to introduce part-time work for older employees (after the current law expires) as agreed by the collective bargaining parties
- Introducing a model for flexible transition to retirement in order to strengthen the group of older employees
- Applying the collective bargaining rules on part-time work and flexible transition to retirement to civil servants fairly and with equivalent outcomes

Act on E-Government (EGovG)

Description: Digital offerings bring policy-making and administration closer to the public and businesses, make them more transparent and facilitate communication. E-government also makes internal administrative processes simpler and faster. And using e-government can also lead to significant savings. This is why e-government should continue to be promoted. Legal instruments could also help.

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Strategic goal for the 17th legislative term: Wherever necessary, we should remove legal barriers in order to further promote e-government.

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Participating ministries: **Federal Ministry of the Interior (lead)**, in particular the Federal Ministry of Finance, Federal Ministry of Labour and Social Affairs, Federal Ministry of Justice

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Milestone planning in 2010: 4th quarter 2010: Outlining framework conditions and possible fields of action

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Outlook and milestones to 2013: 2011: Deciding on further steps, drafting proposed legislation accordingly and initiating the lawmaking process

E-administration

Description: New information and communications technologies influence workflow management as well as storage and archiving of relevant documents. The new organizational strategy for electronic administrative work (e-administration) addresses these changes. It replaces the DOMEA strategy previously issued by the Federal Ministry of the Interior.

Strategic goal for the 17th legislative term: With the e-administration strategy, we want to redefine the organizational framework for electronic administrative work.

Participating ministries: **Federal Ministry of the Interior (lead),** all ministries

Milestone planning in 2010: End of 2010: Draft strategy

Outlook and milestones to 2013:

- 2011: Publication of the organizational strategy
- By December 2012: Revision of the current supplementary module for the DOMEA strategy and publication

Geodata Infrastructure Germany (GDI-DE)

Description: Spatial information represents an important basis for managing tasks and challenges in policy-making, administration, the private sector, society and research. The simplest Web-based access to such geoinformation, currently spread over all levels of public administration, creates new added value and options for use by these target groups. In addition, GDI-DE is Germany's contribution to a European geodata infrastructure in the framework of implementing the INSPIRE directive (2007/2/EC).

Strategic goal for the 17th legislative term: We want to expand Geodata Infrastructure Germany (GDI-DE) into a process- and user-oriented, quality-assured infrastructure as an integral part of cross-level e-government.

Participating ministries: **Federal Ministry of the Interior (lead)**, with input from IMAGI and the relevant federal and state secretaries²²

Milestone planning in 2010:

- October 2010: Adopting the Architecture Strategy 2.0
- December 2010:
 - Drafting a plan for a GDI-DE governance framework
 - Launching the geodata catalogue for interdisciplinary search of geodata in Germany (metadata catalogue)

²² Cooperation with the IT Planning Council.

- Completing a prototype for the GDI-DE test suite needed to test the conformity of standardized geodata and geoservices

Outlook and milestones to 2013:

- Autumn 2011:
 - Completion of the GDI-DE test suite (including test and complete approval, presentation of the prototype at CeBIT in March, activation at INTERGEO in Sept./Oct.)
 - Activation of Geoportal Deutschland as the central point of access to geodata and geoservices in Germany (either at INTERGEO in Sept./Oct. or at the trade fair “Moderner Staat” in November to gain the most public attention)
- May 2012: Introduction of a central monitoring mechanism for geoservices (for INSPIRE monitoring, among others)
- 2013 and beyond:
 - Infrastructure connectors: interfaces between the components within GDI-DE and between different infrastructures
 - Licensing: Web-based provision of standard licences (where drawn up, approved and applicable)
 - Workflow descriptions and process integration using the defined applications (XÖV, infrastructure atlas, INSPIRE data provision)
 - GDI-DE marketplace: Expanding the German geodata catalogue into a marketplace for user-oriented geodata and geoservices

Health management

Description: On 10 December 2009, the Federal Government, the Confederation of German Trade Unions (DGB) and the German Civil Service Federation signed a joint initiative to promote health management in the federal administration. This initiative aims at effective workplace health policy which actively takes on the challenges of social and demographic change in the world of work. In view of increasing risks to health and the related trend towards more sick leave taken, the federal administration must do more to maintain and promote employee health, and human resources and organization should pay more attention to this issue.

Strategic goal for the 17th legislative term: We want to support the initiatives for systematic workplace health promotion in the federal ministries and introduce health management as a central tool of effective workplace health policy in the federal agencies. The aims and measures of workplace health policy are to be defined and implemented in cooperation with employees.

Participating ministries: **Federal Ministry of the Interior (lead),** all ministries

Milestone planning in 2010:

- Throughout the year:
 - Continue expanding systematic workplace health promotion in the federal administration

- Strengthen leadership skills and management awareness for introducing and advancing health management by means of training
- Continue the dialogue with labour unions to promote health management within the framework of the joint initiative
- 3rd quarter 2010:
 - Report to the Federal Cabinet on health promotion and the latest sick leave statistics for the federal administration (2009 health promotion report)
 - The Federal Occupational Accident Insurance will continue its inter-ministerial project (*Kompetenz. Gesundheit. Arbeit*) and publish interim results in the health promotion report

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Outlook and milestones to 2013:

- From 2011: Developing the health promotion report into a strategic management and information instrument for workplace health policy in the federal administration
- 4th quarter 2011: Compare the introduction of disability management in the federal administration and develop recommendations for organizing and conducting disability management as appropriate
- 4th quarter 2012: Improve management skills in dealing with stress and illness at work
- By 2013: Compare the organization, measures and results of systematic workplace health promotion with those of state-level administrations

- Ongoing: Expanding and maintaining the central information platform on health promotion in the federal intranet

Pilot project on long-term working time accounts

Description:

Alongside existing options for building up credits in the part-time model (Section 9 (1) Working Time Ordinance (AZV)), long-term working time accounts could enable employees to take time off for family obligations (child-raising, care), further training or during periods of low demand without financial disadvantage. Such working time accounts for civil servants and public employees are to be tested in a pilot project at the Federal Ministry of Labour and Social Affairs and the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth. Participants in the project may volunteer to work an extra one to three hours a week, as long as a case-by-case examination indicates that their workload justifies the extra working time. The excess hours are credited to a long-term working time account for up to three years and must be used for time off within an additional three years. Up to 40 hours of mandatory overtime and paid leave (in amounts allowed under Section 7 a of the Ordinance on Leave) may also be credited to the time account. Accumulated time credits must be used up at least three years before the age limit for submitting applications is reached. In order to compare the effects of long-term

time credits with those of flexitime, pilot participants are exempted from the possibility of carrying over time credits under Section 7 (4) third sentence of the Ordinance on Working Hours (AZV). The project, including occupational medicine aspects, will be evaluated after six years have elapsed. The evaluation will also focus on whether increased working hours while accumulating time credits resulted in higher productivity.

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**Strategic goal
for the 17th
legislative term:**

We want to create a legal basis for the civil service, define criteria to include public employees, and design and evaluate a pilot project in the Federal Ministry of Labour and Social Affairs and the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth to test long-term working time accounts.

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**Participating
ministries:**

Federal Ministry of Labour and Social Affairs; Federal Ministry for Family Affairs, Senior Citizens, Women and Youth; Federal Ministry of the Interior (lead)

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**Milestone plan-
ning in 2010:**

Inserting a temporary (max. 6 years) experimental clause into the Ordinance on Working Hours allowing the Federal Ministry of Labour and Social Affairs with the agencies within its remit and the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth to test long-term working time accounts starting in January 2011; defining criteria for the final evaluation

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Outlook and milestones to 2013:

Discussion of the evaluation results and modification of the model as needed

Lifelong learning

Description:

Skills and abilities gained during initial training are no longer sufficient to continue working successfully over one’s entire career. Staff at all levels and of all ages must engage in ongoing professional development and training.

This poses major challenges for service-related advanced training in terms of both quantity and quality. In addition to what has already been achieved, further effective measures to improve quality, effectiveness and efficiency and increase transparency of service-related advanced training must be taken. In particular, it is necessary to boost cooperation and coordination of the participating workplaces.

In the process, the recommendations of the previous project “Controlling of Training in the Federal Administration” will be taken into account.



Strategic goal for the 17th legislative term:

By 2013, we want to ensure that all federal administration agencies regularly produce needs-based human resources development and training plans with clearly defined goals and regularly evaluate whether these targets have been met.

Also by 2013, the federal advanced training institutions should have developed systematic quality management, should present annual work programmes with clearly defined targets and regularly evaluate the attainment of these targets.

By 2013, the evaluation of advanced training should include transfer evaluation measures.

The new IFOS BUND system should assist interagency coordination and cooperation more effectively.

Advanced training offered by federal training institutions should be presented transparently and clearly on a training website.

Participating ministries:

Federal Ministry of the Interior (Federal Academy of Public Administration [BAKöV], lead) for the BAKöV-internal area, all federal ministries for the interministerial area (interministerial coordinating body for advanced training)

Milestone planning in 2010:

- 4th quarter 2010:
 - Creating a single training portal for all federal advanced training institutions
 - Generally applying insights of federal training institutions on central topics of training controlling, such as drawing up advanced training strategies, identifying

needs and conducting transfer evaluations; special workshops will be established for this purpose

Outlook and milestones to 2013:

- 1st quarter 2011: The BAKöV will introduce a new system of evaluation which is also suitable for overall and cross-cutting evaluations and for defining indicators of training quality
- 2nd/3rd quarter 2011: Feasibility study on expanding the training website
- End of 2012: Introducing reporting requirements for training, at least in selected agencies
- End of 2013: Gradual introduction of systematic quality management

Comparative studies under Art. 91 d Basic Law

Description:

Comparative studies create transparency. Here the focus is on the utility of an ongoing exchange of experience and learning from others during the comparison process. Further, comparative studies can give lawmakers important indications of the quality and effectiveness of legislation.

Strategic goal for the 17th legislative term:

We want to draft an annual work programme for conducting comparative studies. Every federal ministry should take part in at least one comparative study by 2013, if possible.

Further, we want to help state and local governments conduct comparative studies regarding the enforcement of federal law and incorporate the results into the legislative process.

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Participating ministries:

Federal Ministry of the Interior (lead),
all ministries

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Milestone planning in 2010:

- 2nd quarter 2010: 2010/2011 work programme
 - 3rd quarter 2010: Begin implementing the projects/creating infrastructure
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Outlook and milestones to 2013:

- 2011: 2011 work programme/2012 report on the first work programme
- 2012: 2012/2013 work programme and report

The Rhine-Neckar metropolitan area as a model region for e-government

Description:

The Rhine-Neckar metropolitan area is especially suited to serving as a model region for federalist, cooperative and profit-oriented e-government as described in the coalition agreement and intended to reduce administrative burdens, because it is an economic centre extending across three states.

On 8 November 2010, the region celebrated its fifth anniversary. The basic outlines of cooperation are thus already established and, within the framework

of the new project, are to be expanded to include e-government.

According to the decision made by Working Group 3 at the national IT summit on 2 March 2010, this project is also part of the IT summit process.

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**Strategic goal
for the 17th
legislative term:**

With federal assistance, we want the Rhine-Neckar metropolitan region to serve as the model region for federalist, cooperative and profit-oriented e-government as described in the coalition agreement.

In addition, organizational and financial structures are to be established and the cross-cutting projects D115 Single Government Service Telephone Number, One-Click Administration, E-Awarding and Process Data Accelerator, other specialized projects and a transfer project have been implemented and introduced.

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**Participating
ministries:**

Federal Ministry of the Interior (lead)

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**Milestone plan-
ning in 2010:**

- 8 November: Cooperation agreement signed
 - 7 December (5th IT summit): development company founded; One-Click Administration activated; statement of interest in participating in the D115 project submitted
-

Outlook and milestones to 2013:

- 6th IT summit 2011: Model project on a process data accelerator begins in the region.
- 7th IT summit 2012: One-stop transaction solutions are activated for three processes.

Federal networks

Description:

This project will plan and carry out the secure network infrastructure for the federal administration, which must keep up with growing threats, the key role of networks for administration and rapid technological change in the IT sector. In a first step, the two central interministerial networks, IVBB and IVBV/BVN, will be relaunched with a single network infrastructure. At the same time, an overall strategy for further consolidation of federal networks will be drawn up. The long-term goal is to create a common network infrastructure for the federal administration. Such infrastructure, making targeted use of synergies and potential for consolidation, will strengthen the federal administration and prepare it better for dealing with the future.

Strategic goal for the 17th legislative term:

We want to reorganize government communication now based on the interministerial networks IVBB and IVBV/BVN and draw up an overall strategy for further consolidation of federal networks.

Participating ministries:

- According to the Cabinet decision on federal IT management, responsibility for overseeing the overhaul of the network lies with the Federal Government Commissioner for Information Technology.
- The Federal Ministry of Finance, the Federal Ministry of the Interior and the Federal Ministry of Transport, Building and Urban Development will cooperate in planning and building the network infrastructure.

Milestone planning in 2010:

- Completion of detailed planning and procurement
- Start of integration tests and preparation of test operations
- Creation of a central service organization for the new network

Outlook and milestones to 2013:

- 2011: Start of operational organization
- 2012: Start of regular operations (successor to IVBB and IVBV/BVN)
- 2013: First additional consolidations

Open government

Description:

Transparency, participation and collaboration enhance the quality of public administration, increase efficiency and strengthen cohesion of all segments of society.

For this reason, wherever reasonable and allowed by law, free access to information from the public administration is

to be created. On the one hand, this will help the administration carry out its tasks; on the other, it will make businesses more competitive, thereby promoting innovation in Germany.

Strategic goal for the 17th legislative term:

By 2013, we want to draft and implement a joint strategy for open government. In particular, it is important to link existing structures and facilitate easy access to information. The Federal Ministry of the Interior will start a pilot project with this in mind.

Participating ministries:

Federal Ministry of the Interior (lead),
all ministries

Milestone planning in 2010:

- End of 2010: A plan to expand open government within the federal administration
- End of 2010: Pilot project to be launched at the Federal Ministry of the Interior

Outlook and milestones to 2013:

- 2011: Development, discussion and coordination of a Federal Government strategy for open government which takes state and EU projects on electronic public participation into account
- 2012: Discussion and coordination of a joint federal – state strategy for open government
- 2013: Implementation of the joint open government strategy

Process data accelerator

Description: The process data accelerator is aimed at developing methods and open standards for networked and inter-process architecture for easier sharing of data between the public administration and private sector. This will lay the groundwork for promoting better, seamless processes between the public administration and private sector.

For example, an infrastructure will be created for the gradual standardization of administration processes by means of uniform process management. This infrastructure will allow public administration and businesses to process transactions electronically and seamlessly, in line with the principles of data security and data minimization.

Strategic goal for the 17th legislative term: We want to develop methods for identifying, evaluating, planning and introducing cross-organization process chains to serve as a guide.

A reference architecture for the efficient and secure implementation of process chains between public administration and businesses is to be built on the basis of open standards.

In addition, we want to develop software system units on the service bus model to connect different kinds of process chains by linking decentral service bus infrastructures.

Participating ministries:**Federal Ministry of the Interior (lead)****Milestone planning in 2010:**

- 3rd quarter 2010: First draft of the guide to methods
- 4th quarter 2010: Developing the reference architecture for simplified exchange of data between the public administration and business as a prototype

Outlook and milestones to 2013:

- 2011:
 - Applying the reference architecture to a specific process chain between public administration and the private sector
 - Further developing the guide to methods into an electronic dialogue; expanding the reference architecture to include process rules
 - From 2012: Taking on additional implementation projects, gradually expanding the reference infrastructure and further developing the guide to methods

Process management

Description: A basis will be created for the federal administration to collect and analyse processes, and processes will be documented using a more comparable method. With the help of gradual standardization of processes provided by comparisons, successful and transparent practical solutions will be implemented.

In addition, integrated workflows and interoperable IT systems are essential to ensure that transactions between the public administration and the private sector can be conducted electronically.

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Strategic goal for the 17th legislative term: We want to identify process management methods and use them to derive standards.

In addition, process portals are to be created as a collaboration platform for the public administration.

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Participating ministries: **Federal Ministry of the Interior (lead);** Federal Ministry of Finance; Federal Ministry of Transport, Building and Urban Development; Federal Ministry of Defence; Federal Ministry of Labour and Social Affairs

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Milestone planning in 2010:

- 3rd quarter 2010: Evaluate methods and tools
- 4th quarter 2010: Derive standards for process documentation

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Outlook and milestones to 2013:

- 2011:
 - Describe complete architecture of a process house for the federal administration and select process areas for more detailed modelling
 - Inventory the current situation and conduct process analyses on the basis of comparative studies, among others
- From 2012: Gradually expand the process house and transpose process management into a continuous process of improvement as one component of comprehensive quality management

Results- and outcome-oriented management in public administration

Description:

Lasting success in implementing management and controlling is rare in public administration. Often, the problem is not the theory, but the implementation process. Further, instrumental considerations often dominate, and the level of practical action, especially that taken by managers, does not receive sufficient attention. Few public institutions are currently aware of the change process or best practices. Pioneers of results- and outcome-oriented management and controlling in the public sector should be supported, both to gain insights and to implement them in one's own organization, and additional institutions should be encouraged to introduce them.



**Strategic goal
for the 17th
legislative term:**

Based on a regular exchange, we want to provide practical recommendations for results- and outcome-oriented management. In addition, examples for the usefulness and introduction of results- and outcome-oriented management are to be pointed out in connection with effective controlling. Understanding, skills and attitudes of decision-makers in relevant areas of public agencies are also to be developed accordingly.

- **Task force:** A regular personal exchange of high-level representatives from important public institutions who can act as pioneers in the field of management and controlling should be established. This task force will be accompanied by research.
- **Recommendations for action:** Based on an inventory of the current situation among task force participants, recommendations on the process of introduction and change in the framework of results- and outcome-oriented management of administration should be provided.
- **Assistance with implementation:** The introduction and/or further development of results- and outcome-oriented management should be accompanied in selected agencies.

**Participating
ministries:**

Federal Employment Agency (lead), Federal Ministry of Finance, Federal Ministry of Defence, Federal Ministry of the Interior, Institute for Federal Real Estate, Federal Police Headquarters, Federal Office of Administration,

German Bundesbank, German Meteorological Service, Finance Ministry of Baden-Württemberg, State Chancellery of Hesse, Federal Agency for Technical Relief, Federal Statistical Office, German Patent Office

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Milestone planning in 2010:

- Task force is constituted, work methods and organization are determined, (interim) task force results have been published.
 - The status and development of management and controlling in the participating agencies are documented and evaluated according to a uniform structure.
 - Pilot agencies have been identified, accompanying activities have been specified.
-

Outlook and milestones to 2013:

- 2011–2013:
 - Publication of task force results on a regular basis
 - Annual conference on results- and outcome-oriented management for interested agencies
- 2011:
 - Guidelines on results- and outcome-oriented management in public administration
 - Active support for selected agencies in introducing or continuing management and controlling

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