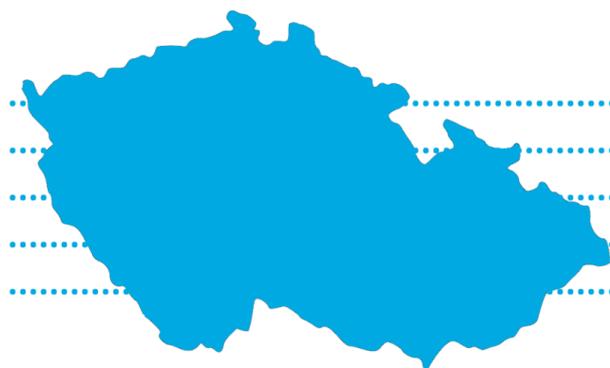


MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

**STRATEGIC FRAMEWORK FOR THE
DEVELOPMENT OF PUBLIC ADMINISTRATION IN
THE
CZECH REPUBLIC
FOR THE PERIOD 2014 - 2020**



November 2016

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xx.xx.2016

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1. BASIC INFORMATION

The name of the strategy	The Strategic Framework for the development of public administration in the Czech Republic for the period 2014-2020
Administrator of the creation of the strategy	Ministry of the Interior
Year of processing of the strategy	2014
Approver of the strategy	The Government of Czech Republic
The date and form of approval	Government Resolution No. 680 dated 27 August 2014
Last update	xx. xx. 2016
The period of implementation of the strategy	2014 – 2020
Responsibility for implementation	The Ministry of Interior in cooperation with selected ministries and the Office of the Government

2. CONTEXT OF THE ORIGIN OF THE STRATEGIC FRAMEWORK

2.1. The reasons and circumstances of the Strategic Framework

Public administration in the Czech Republic, despite the implementation of several reforms, the creation and implementation of many strategic documents, as well as concepts and action plans, is still **struggling with the effects of the incompleteness** (or sometimes merely a formal version) of the **Public Administration Reform Concept** from 1999.

The stated public administration reform was based on a broad approach and included:

1. The reform of territorial public administration;
2. The reform of central state administration;
3. The modernization and streamlining of public administration.

Through the implementation of the first and partially the second point, the system of public administration in the Czech Republic was created, based on a combined model of public administration. The combined model is characterized by transferring part of the scope of powers from the state to a lower level, closer to the citizen, for example, through territorial self-governing units. To facilitate implementation, **several transitional institutions were created** (e.g. public contracts), which, however, **persist to this day**.

By not following-through on the whole extent of the proposed reforms, namely in the areas of the reform of the central state administration and its modernization and streamlining, there has been an **intensification of the deficiencies**, which the reforms originally wanted to address (e.g., a civil service system was not introduced, problems associated with the complicated territorial breakdown of the state continued to persist and a reduction of the regulatory burden, etc. did not occur). Each subsequent effort to modernize public administration was not been implemented across the board or did not have enough support. **Not only were some weaknesses of public administration not eliminated**, but in some cases, through non-systemic changes and interventions, they **intensified or new ones were created**.

The overall efficiency of Czech public administration thus **lags behind the performance of public administration in other member countries of the European Union** in many areas (for more information see annex 6.2 Brief international comparison of public administration in the Czech Republic and the EU).

Public administration issues were particularly dealt with conceptually in recent years by the **strategy of Effective Public Administration and Friendly Public Services: The strategy for the implementation of Smart Administration in the period 2007-2015** (hereinafter also referred to as the **Smart Administration Strategy**)¹ and from the analytical point of view the **Analysis of the current state of public administration**.²

The Smart Administration Strategy, however, was not created as an umbrella document addressing all the problems and weaknesses of public administration as a whole.

In 2011, the Ministry of the Interior again tried to return to the originally proposed Concept of public administration reform, primarily as a three-stage (phase) addressing the issue of public administration, where each level significantly affects the whole. With such a long delay from the beginning of the implementation of the reform, it was not only necessary to revise the underlying assumptions, but also the analysis of the real situation. Therefore, the Ministry of the Interior prepared an analysis of the current state of public administration.

The original emphasis on territorial administrative solutions has shifted to an emphasis on new methods of management and the use of ICT, in light of emerging modern technologies. However, the territorial aspect was not completely abandoned, as one of the problems of the full computerization of public administration remains, namely its lack of clarity, whereas the citizen is not sure with who, where and how to handle his or her request (life situation).

The document **Concept of the completion of the reform of public administration**, which was to outline the future direction (in keeping with the principles of the Public Administration Reform Concept of 1999, but enriched by the modernizing of public administration), but which **has not been discussed by the government or approved**, followed up on the above analysis in 2012.

The year 2013 was marked by the collapse of the government and the subsequent early elections. A new government was then appointed in early 2014.

Czech public administration **thus does not currently have a conceptual document** that would determine the **direction for its development** for the next period (after the end of the implementation of the Smart Administration Strategy for in 2015).

Therefore, as a reaction to the current state, the **Strategic Framework for the Development of Public Administration in the Czech Republic for the period 2014 - 2020** was created (hereinafter the Strategic Framework or SR). **The purpose** of this document is, in particular:

- **to ensure the continuity and implementation of additional needed steps** that are required in the area of the development of public administration,
- **to determine the future direction of development and investment in selected areas of public administration** in the programming period 2014 - 2020,
- to ensure **fulfillment of the pre-conditions** laid down by the European Commission as a condition for allowing the drawdown of European structural and investment funds

¹Document approved by Government Resolution of the Czech Republic dated 11 July 2007 No. 757.

² The Government of the Czech Republic took note of the document on 14 December 2011 by Resolution No. 924.

(hereinafter ESIF).

The question of the development of public administration must also be seen in the context of the evolution of thinking about public administration on the international level. The concept of New Public Management, which still dominated the professional debate at the turn of the century, is faced with increasingly stronger criticism³ and the strongest advocates of this approach (e.g. The United Kingdom, the Netherlands) are gradually backing down from it. At the same time, however, there is not strong consensus on the further direction of development and the current period can thus be characterized as the search for new paths. The Strategic Framework for the Development of Public Administration in the Czech Republic for the period 2014 - 2020 was created with this development in the international context in mind, and during its elaboration into implementation documents, the latest international experience will be taken into account and the applicability of the latest ideas in the field of public administration will be considered⁴.

However, it must be noted that the Strategic Framework is not, given the above circumstances, a comprehensive (standard) strategic document⁵ since it builds on some already existing documents, and elaborates on them in partial areas.

For these reasons, the Strategic Framework does not particularly include a **separate analytical part**. Issues of public administration are described in the above-mentioned Analysis of the current state of public administration (hereinafter also the Analysis). In developing the Strategic Framework, the Ministry of the Interior revised the Analysis of the problems identified, evaluated the current developments in the given area and then determined which problems need to be addressed. However, in the revision of the Strategic Framework, it will be necessary to update the analysis of the performance of public administration, including interconnection with the outputs from the Smart Administration Strategy and implementation plans.

In the creation of the Strategic Framework, other existing analytical documents and reports were used (e.g. Report on the implementation of projects with an impact on reducing the administrative burden on citizens, Analysis of state administration in municipalities with a basic extent of delegated powers, Report on the transfer of administrative duties carried out by municipalities in delegated powers through public contracts, Report on the effectiveness of the General principles for regulatory impact assessment (RIA) and other internal and public documents) in addition to the Analysis.

The Strategic Framework also does not contain a **detailed implementation plan or an analysis of the costs, benefits and impacts of individual goals, measures and activities**. The Ministry of the Interior in connection with the Strategic Framework prepared detailed implementation plans with a hierarchical structure of activities and measures for the fulfillment of individual goals, a timetable,

³ For example, see OECD: Public Governance and Territorial Development Public Management Committee. (2011, 11). Building on Basics: OECD Value for Money Study, Final Report (hand-out). Retrieved from OECD: <http://www.oecd.org/gov/budgeting/49042446.pdf>

⁴ Seddon, J. (2008). Systems Thinking in the Public Sector: The failure of the reform regime... and a manifesto for a better way. Station Yard: Triarchy Press; nebo Bourgon, J. (2011). A New Synthesis of Public Administration: Serving in the 21st Century. Canada: McGill-Queen's University Press.

⁵For example, according to the Methodology of the preparation of public policies (www.verejne-strategie.cz).

accountability and responsibility, a budget, management practices and the organizational structure of the implementation of the given implementation plan, including indicators and monitoring and evaluation procedures. At the same time, possible options for implementation were elaborated for the individual measures (i.e. methods of solving the given problem). The specified implementation plans of the Strategic Framework will also contribute to the fulfillment of the action plans for the fulfillment of the preconditions. For more information see Chapter 5 Implementation of the Strategic Framework.

After the completion of the implementation of the Smart Administration Strategy, the MI evaluated its benefits and impacts, which is also input for the revision of the Strategic Framework and its evaluation. The obtained information and data will then be used to process both a comprehensive analysis of the state of public administration as well as for the proposal of the revision of the existing strategic and specific measures, or the proposal of new areas suitable for support. The revision of the Strategic Framework, reflecting the above-mentioned input, will be submitted to the government by 30 November 2016. Any other possible revision of the Strategic Framework will be approached as needed in the meantime. At the same time, the government will be presented with the interim evaluation report, which is expected at a 2-year interval. In the year 2020, the government will be presented a draft of the updated Strategic Framework or a new document will be created for the public administration for the following year.

2.2. Links to the relevant strategic documents

The Strategic Framework is linked to the following key analytical and strategic documents:

- Analysis of the current state of public administration;
- Efficient public administration and friendly public services: Smart Administration Strategy for the period 2007-2015;
- The National Reform Programme of the Czech Republic 2014 (hereinafter also the National Reform Programme or NRP);
- International Competitiveness Strategy of the Czech Republic for the period 2012-2020 (hereinafter also the International Competitiveness Strategy or ICS);
- Partnership Agreement for the programming period 2014-2020 (hereinafter also the Partnership Agreement);
- Programme document Operational Programme for Employment;
- Programme Document Integrated Regional Operational Programme (hereinafter also IROP);
- Development of the Police of the Czech Republic in the years 2016-2020;
- The Concept of the Development of the Police of the Czech Republic in the year 2020;
- Strategy of regional development of the CR 2014-2020 and the Action Plan for the implementation of the Strategy of Regional Development for the period 2015-2016 and
- Action Plan for the Development of the Digital Market.

In general, these documents can be divided into three categories, according to their links to the Strategic Framework:

1. **The Analysis of the current state of public administration and the Smart Administration Strategy** served as a **basis for preparing** the Strategic Framework. At the same time, the Strategic Framework **follows up on** these documents.
2. **The National Reform Programme, the Partnership Agreement and the International Competitiveness Strategy** are documents of a **more general nature**, or in the pyramid of strategic documents they are superior to the Strategic Framework. The selected **development areas and objectives** relating to public administration in those documents referred to **will be filled** (whether wholly or partly) **by the implementation of the Strategic Framework**.
3. **The programme documents Operational Programme Employment and the Integrated Regional Operational Programme** are, on the contrary, documents whose **implementation will contribute to fulfilling the objectives set by this Strategic Framework**.
4. **Strategic and conceptual documents aimed at the development of the Police of the CR**, reflecting current developments in the security situation in the European area and the state of human resources in the Police of the CR, which is a public body ensuring internal order and safety in the Czech Republic.

More detailed information (in particular brief characteristics of the referred to strategic documents and their relation to the Strategic Framework) is listed in **Annex 6.3**

3. THE INTERVENTION LOGIC AND OVERVIEW OF OBJECTIVES

3.1. The intervention logic

In the creation of the intervention logic and the set of objectives of the Strategic Framework, two directions were followed: (i) "from top to bottom" and the (ii) bottom-up approach.

In the first case, **the global objective of the Strategic Framework was defined** and building on existing documents and related strategies (i.e. especially the National Reform Programme, the Smart Administration Strategy, the Partnership Agreement, the International Competitiveness Strategy), **a set of strategic objectives, which were subsequently broken down into individual specific objectives, were created.**

In the case of the "bottom-up" approach, mainly the Analysis of the current state of public administration (see previous section), in which the relevant issues of public administration are described, was proceeded from. For each **identified problem**, which was chosen to address, **key measures or activities were subsequently assigned**, that should lead to its removal (or to the reduction of the effects of the existence of the given problem). The problems and their associated measures were **joined to specific objectives** according to their interconnection. Finally, the **specific objectives were linked to the strategic objectives.**

Under the second approach ("bottom-up") the original (created within the "top-down" approach) **structure of objectives was revised, which ultimately includes four strategic objectives and 14 specific goals.**

A comprehensive listing (diagram) of all issues dealt with by the Strategic Framework, the key measures and activities and the specific and strategic objectives is listed in **Annex 6.4 Diagram of the intervention logic.**

3.2. Global objective and strategic objectives

The global objective of the Strategic Framework for the Development of Public Administration in the Czech Republic for the period 2014 - 2020 is to **improve the quality, effectiveness and transparency of public administration**, namely through targeted interventions focused on the selected weaknesses of public administration, while upholding the principles of deconcentration, decentralization and subsidiarity.

Implementation of the Strategic framework should be **of benefit to citizens, businesses** as well as the **employees of public administration bodies** themselves. The benefit of the realization of the Strategic objectives should be reducing the cost of public administration and the rationalization of public administration bodies.

The Strategic Framework is primarily **focused on the performance of public administration**, both at the central level and in delegated powers. At the same time, however, the implementation of the Strategic Framework will affect territorial self-governing units also in terms of the exercise of self-government (especially in the area of financing optimization, reducing the risk of insolvency, the development of eGovernment tools, increasing the professionalization of human resources, etc.).

During the implementation of the Strategic Framework, the specifics of the position of individual offices and individual agendas will be strictly taken into account, so as not to prejudice the public interest. Especially in areas such as providing security, public order and the major financial interests of the CR and the EU, the need for an individualized approach can be expected.

The global objective of the Strategic Framework will be fulfilled through the implementation of 4 strategic objectives, which consists of a total of 14 specific objectives. Fulfilling the principles of the global objective, meaning deconcentration, decentralization and subsidiarity, will be applied selectively, depending on the character of the individual objectives of the Strategic Framework. A diagram of the set of objectives is provided on the following page.

Diagram No. 1:



The implementation of the various measures and activities leading to the fulfillment of the relevant specific and strategic objectives **is largely intertwined.**

Within the framework of Strategic Objective 1 Modernization of public administration, the intention is to optimize the performance of individual (selected) agendas, namely through their mapping out and standardization. These activities will also contribute to reducing the regulatory burden. Room for further optimization of the performance of public administration will then be identified by the established quality management systems and the system of the assessment of public administration.

In Strategic Objective 2 Revision and optimization of the performance of public administration in the territory, the individual specific goals are intended to increase the transparency of state administration in the area together, both from the perspective of the citizen, and in terms of funding.

Completion of the functional framework of eGovernment (under strategic objective 3) as well as human resources development (strategic objective 4), are then essential prerequisites and tools for the development and optimization of the functioning of public administration.

A diagram of the interdependency of the objectives of the Strategic framework is outlined in Annex 6.5

4. DESCRIPTION OF INDIVIDUAL OBJECTIVES

This chapter provides an **overview and description of all strategic and specific objectives** of the Strategic Framework. Descriptions of each strategic objective are based on the descriptions of their individual specific objectives.

The following is provided for each **strategic objective**:

- a brief summary of the context/description of the given area
- the name and description of the objective and
- an overview of the specific objectives fulfilling the given strategic goal, including a list of key measures and activities linked to them.

In the text to the strategic objectives, there are detailed descriptions of the individual **specific objectives**,

namely in the following structure:

- a summary of the context/description of the given area
- the name and description of the given objectives,
- framework description of the measures and activities to meet the objectives,
- administrator, and
- cooperating institutions.

Strategic Objective 1: Modernization of public administration

Context

Despite the implementation of many activities in the area of public administration modernization, there are still weaknesses, systemic and partial deficiencies that have not been removed. This includes, in particular:

- **Ignorance of the process**, by which the performance of specific agendas in a particular state authority is implemented,
- **Inconsistency in the performance of the same agendas and activities** at various levels and in various offices,
- **A significant regulatory burden** on citizens, businesses, public institutions and other entities,
- **The absence of a standardized quality management system**,
- **Fragmentation of the used methods of quality management in public administration** and thus the overall inability to monitor and evaluate the achieved performance,
- **The inability to exactly evaluate the functionality and effectiveness of public administration** or define the achieved results (impacts) of the development of public administration in terms of their objectivity, effectiveness, efficiency and economy and
- **The absence of a uniform system of evaluation** of public administration.

The name and description of the objective

Name: *Modernization of public administration*

The aim is the modernization of public administration through the development of process management, the standardization of agendas, the expansion of quality management methods and the implementation of the system of the evaluation of public administration, in order to ensure a **stable, professional and high-quality performance of public administration** and contribute to reducing the regulatory burden for citizens, businesses and within public administration itself. The aim is also to strengthen and reform the professional base of the performance of state administration.

Specific objectives fulfilling this strategic objective

Four specific objectives and associated measures and activities are tied to this strategic objective:

Specific Objective 1.1 The use of elements of process control and implementation of the standards of selected agendas

- Inventory of agendas / activities and the selection of agendas for the development of process description / model
- Evaluation of the benefits and costs of methods for the modeled agendas and
- The standardization of selected agendas.

Specific Objective 1.2 Reducing the regulatory burden

- Setting the conditions and system tools for improving the processed impact assessment of legal regulations in order to improve the legislative environment, both ex ante and ex post, including support for the efficient use of CIA tools (Corruption Impact Assessment)
- Developing a methodology for assessing the overall regulatory burden and its incorporation into the RIA process,
- Introducing a mechanism for the systematic examination and monitoring changes in the quality of the presented RIA (ex post RIA) according to the same methodology, within the existing RIA process,
- Development of a methodology for measuring administrative burdens and its use by public administration and
- Creating the concept of reducing the regulatory burden, namely based on a review of existing activities, consisting in the establishment of a coordinated portfolio of projects aimed at reducing regulatory burdens.

Specific Objective 1.3 Extension of quality management and improvement of strategic management in public administration

- Formation of an analysis of the use of quality management methods in public administration,
- Processing of a methodology for the implementation of quality management in administrative offices,
- Implementation of quality management methodologies in administrative offices,
- Implementation of training in quality management for employees of administrative authorities and civil servants,
- Methodological support for quality management at the level of territorial self-governing units,
- Implementation of methodological recommendations for quality management at TSU
- Introduction of process management at TSU,
- Application of the Methodology for the preparation of public policies and their implementation,
- Development of systems and tools of strategic work in public administration,
- Performing the analysis of strategic documentation, hierarchy of strategies and other activities for the improvement of strategic work,
- The introduction and development of strategic management and planning in public administration and
- The application of project management in public administration.

Specific Objective 1.4 Implementation of the system of the evaluation of public administration

- Elaboration of a proposal for the functioning of a system of measurement and evaluation of public administration,
- Legislative processing of the proposed solution (if needed), and
- Implementation of the proposed solution - the introduction of a system of measurement and evaluation of public administration.

Specific Objective 1.1 The use of elements of process control and implementation of the standards of selected agendas

Context

One of the systemic shortcomings of central state administration is ignorance of the process, by which the performance of specific agendas in the specific administrative office is implemented.

Without a detailed mapping of the course of the performed agenda, common supervisory tools focused on efficiency are usually dysfunctional. The heads of offices are not able to and cannot adequately justify the changes of cost items and human resources during changes (legislative, organizational).

Inconsistencies in the performance of the same agendas and activities at various levels and at various offices follows up on the ignorance of the process descriptions of agendas. The exact procedural approach is not applied even for agendas, which are largely based on a regulation of a procedural nature, such as Act No. 500/2004 Coll., Administrative Procedure Code (hereinafter the "Administrative Procedure Code").

Rationalization measures are implemented ad hoc, without the knowledge of the entire process, without taking into account the impact on the lowest article. Without a controlled process of rationalization, it is impossible to monitor the effects and results of the applied measures or to introduce a system of evaluation. This leads to the preferential application of those measures, which correct significantly malfunctioning particulars or try to solve general system deficiencies. Public administration is often burdened with non-systematic steps in all areas of management. **Individual efforts to rationalize the administrative procedures, reducing the regulatory burden and generally improving efficiency and transparency are also often made without the knowledge of the context.** Without the merger of the two views, it is not possible to achieve a result that would lead to greater efficiency and would take into account the course of performance on all levels.

This situation has an **impact** particularly on the **effectiveness of the performance of administrative offices**, and on the unity and quality of the provided services to the citizens and the overall transparency of state administration.

The notion of public administration covers a wide range of different legal forms, the number of employees, assets under management and last but not least, the purpose for which they were established. This requires increased demands on coordination and management. The inspiration for the mastery of this demanding task may be the use of methods of process management in public administration in EU countries.

Partial efforts to streamline the operation of authorities are meantime based on non-conceptual changes that are unsystematic, affecting particulars without the possibility of monitoring the impact and results of corrective measures. At the same time, with a description of the process, a knowledge base is gained that is comparable (in compliance with the methodological principles) with other procedural descriptions and models, which shows the performance of the agenda, whether in minute details such as time and staffing demands of the performed agenda, or in a sufficient managerial perspective. In this way, it is possible to see the agenda in the context of the entire office, including its performance on all levels - municipality, region, state administration authorities. The procedural description enables comparison with similar agendas.

Without mandatory standards, it is not possible to require the same procedure of a public authority, during the performance of the public administration agenda to the level of a detailed procedural

description of the performed agenda together with the minimum quantitative and qualitative parameters for its implementation (description of the time, personnel, information and technology requirements, whose fulfillment is a prerequisite for the high-quality performance of the agenda under delegated powers). The general qualitative parameters, common for all agendas, will be linked to the outputs of the quality management tools used.

Issues of process modeling in public administration across the entire project were dealt with by the **Process modeling agendas of the public administration** project (hereinafter PMA) realized in connection with the project Register of rights and obligations. Its goal was to process the methodology of process modeling in public administration, including defining and unifying the various concepts and the creation of sample process models of agendas.

The main objectives (and outputs) of the PMA project were formulated as follows:

- ✦ **Creating the methodology of process modeling agendas of public administration** with the appropriate modeling tool (AIS RPP modeling software), which will become the basis for other public authorities (hereinafter also PA) during the processing of process models of the performance of individual agendas.

This tool modeling process flow will be able to calculate how much at each stage the particular process of the performance of the given agenda (activity) costs, how many people were involved in its performance, what role they have etc. It is thus able to calculate the costs, respectively savings, if the PA decide to lead the process "in another way".

- ✦ **Creating a clear and complete description of the performance of the sample agendas** through process models, and as a prerequisite for accelerating, simplifying and streamlining the performance of agendas, including reducing administrative demands on their performance, which will improve services to clients and to the quantification of real savings. A total of 30 sample process models of agendas were created.
- ✦ **Implementation of training on project outputs.**

The name and description of the objective

Objective name: *The use of elements of process control and implementation of the standards of selected agendas*

The aim is to **improve the performance of public administration** and **reduce the regulatory burden** through the **drawing up of process models of selected agendas** and their subsequent **standardization**.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

- ✦ **Inventory of agendas/activities**
- ✦ **Selection of agendas to draw up a process description / model, assessment of the costs and benefits of the method** for the modeled agendas and
- ✦ **The standardization** of selected agendas.

Implementation of measures associated with mapping process procedures and their standardization will build on the outcomes of the project Process modeling agendas.

The inventory of the agendas / activities will take place (based on the analysis of legislation, reference data on the agenda and other available information on the performance of the given agenda) and their selection for the development of the process description / model (as the extension of an already set of thirty exemplarily processed agendas). The drawing up of the process

description/model is expected in approximately 50 agendas. Costs and benefits for agendas where a procedural model has already been created will be evaluated. It will be part of the decision on whether and to what extent the next steps will be proceeded to. At the same time, duplicity during the performance of public administration in the horizontal plane will be identified.

As a tool for creating process models, outputs from the project Process modeling of agendas of public administration will be used, specifically the Methodology of the process modeling of agendas of public administration and the *AIS RPP Modeling* tool.

The proposed optimization of the measures will, in the case of selected agendas,⁶ be reflected in the creation of a mandatory performance standard of the agenda / activity. After the inventory of activities performed by public administration (following the announcement of agendas in the Register of rights and duties) it is necessary to take further follow-up steps for the application of methods of process management. The division of activities into main, support and management is used to identify those, from the perspective of the requirements for resource allocation, which require increased costs or have a direct impact on citizens.

With a description of the process, a knowledge base enabling (i) a view of the performance of the agenda in minute details (such as time and personnel demands) or in (ii) a management perspective is gained. It will thus be possible to see the agenda in the context of the entire office, including its performance on all levels - municipality, region, state administration authorities. On this basis, it will be possible to establish a mandatory course of the agenda - standard and, in the case of the delegated performance of state administration, also the subsequent determination of its expense-to-revenue ratio. Through the procedural description of the agenda / activity, data is obtained for optimization measures and their use in quality management in public administration.

Administrator

Ministry of the Interior

Cooperating institutions

central government bodies, territorial self-governing units

⁶The standardization of all 50 agendas selected for the drawing up of a process model is not expected, i.e. the standardization will only cover the parts of the agendas that will have a process model drawn up.

Specific Objective 1.2 Reducing the regulatory burden

Context

The existence of a significant regulatory burden on citizens, businesses, public institutions and other entities is still considered a major obstacle not only in business development in the Czech Republic, but also in the entire functioning of public administration

There is a lack of standardization processes in the most common life situations, which leads to lengthening the processing time for applications and the regulatory burdening of the process itself, whether in relation to the citizens, the business sector or in public administration itself.⁷

Regulation is a means of the State, serving the public interest and their protection. Regulation represents the legal provisions which establish the rules of behavior, recognized in the State as legally binding, whose compliance is enforceable by the public authorities. They put enormous demands on the relevant recipients and impinge on them in the form of a troublesome burden - financial, time and personnel costs, which must be expended to meet the obligations in question, and that substantially restrict their activity. A high regulatory burden (administrative, bureaucratic) inconveniences recipients of the regulation, results in further expenses and restricts their activities.

In many countries in recent years, the question of the measurement and the reduction of administrative burdens has come to the forefront of the interest of governments. After the successful implementation of projects aimed at measuring and reducing administrative burdens on businesses (using the so-called Standard Cost Model, hereinafter SCM) attention also turned to other groups or entities, which also suffer from a considerable amount of information obligations and bureaucratic obstacles - for citizens, public administration and certain professional or social groups or non-profit organizations.

Regulatory burdens are meant as total one-time and recurring costs arising for the affected subjects from the obligations imposed by legislation. **Administrative burden**, according to the SCM methodology, means costs that are incurred in meeting the obligations laid down by legislation. **The bureaucratic burden** is perceived in a somewhat broader sense and in addition to the mentioned costs to meet the information and other obligations, also includes costs due to various administrative obstacles and procedures in the implementation of the law ("paperwork", cost of delay, unnecessarily incurred costs, annoying, irritating, costs from changes etc.).

Legislation is of course only one of the burdening factors. A number of problems arise on the level of internal normative acts, such as central administrative offices and other administrative structures. The obligations laid down by the legislation often specify to an excessive extent formally, and in many instances the institution is more concerned with the registration and reporting than the evaluation of the nature of the work performed.

One of the most important tools regulating unnecessary regulatory burden is Regulatory Impact Assessment (RIA). One of the main objectives of this instrument (or as the case may be the set of analytical methods) is to avoid an unnecessary increase in regulatory burden. Therefore, introducing regulatory impact assessment is crucial not only in the legislative process (when it concerns the evaluation of the impact of the specific upcoming legal regulation), but especially at the stage before

⁷ Source: Partnership agreement.

the creation of the legislative process (in the legislative process to allow only the necessary legal regulation, to solve the other needs with a non-legislative solution). It is also very important to assess the impacts ex post, meaning feedback control of the effectiveness and efficiency of the impacts of the adopted and implemented legal regulation.

The name and description of the objective

Objective name: *Reducing the regulatory burden*

The aim is to **reduce the time and financial burden of the affected parties** during contact with the public administration and within its framework, thereby **enhancing the quality of public administration** in the Czech Republic and its contribution to **greater competitiveness of the Czech Republic**.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

- **Setting the conditions and system tools for improving the processed impact assessment of legal regulations** in order to improve the legislative environment, both ex ante and ex post, including support for the efficient use of other tools (eg. the CIA)
- Developing a **methodology for assessing the overall regulatory burden** and its incorporation into the RIA process,
- Introducing a **mechanism for the systematic examination and monitoring changes in the quality** of the presented RIA (ex post RIA) according to the same methodology, within the existing RIA process,
- Preventing of unnecessary regulatory burdens when transposing EU legislation,
- Implementation of 60 measures to reduce the regulatory burden on businesses,⁸
- Remeasurement of the administrative burden on businesses in selected areas,
- Comparing foreign experiences and approaches to the system of the measurement and evaluation of the administrative burden on businesses,
- Analysis of the current state of the regulatory burden on citizens and public administration
- Preparation and implementation of specific projects aimed at reducing the regulatory burden on citizens and public administration.

The degree of the regulatory burden should be monitored in relation to all administrative agendas and activities and be applied as a criterion in the assessment of appropriate models of public administration and in the solution of the question of the division of competences. Reducing the regulatory burden can be approached from different perspectives (public administration, business entities, citizens or NGOs) and dealt with by various means (simplification of legislation, optimizing processes, sharing the collected data).

It is also necessary to solve the improvement of the decision-making process of public administration about the territory (eg. the application of strategic planning) and the improvement of the territorial

⁸ See, for example, the Report on the extent and manner of reducing the administrative burden on businesses for the year 2015, which the above measures specify in detail, including substantive competence and the extent of their fulfillment (<http://www.mpo.cz/dokument177837.html>)

preparation of investments in relation to the planning activities of regions and municipalities through support gathering tools (documents) of territorial development. The aim is to increase the efficiency of the development of the exposed territory and to enable and accelerate the implementation of European projects in the Czech Republic (projects supported from the ESIF).

In the future, it is proposed to continue in the general projects involved to varying degrees in the overall reduction in the level of the regulatory burden (basic registers, Czech Point, Public Administration Portals, Process modeling agendas, data boxes and other projects implemented in the framework of the establishment of eGovernment), and last but not least, to prepare and implement projects aimed at reducing the administrative burden on citizens, NGOs and public administration.

It is also necessary to reduce the regulatory burden in the form of improving the regulatory impact assessment ex ante and the review of existing regulation ex post according to the suggestions of the affected parties.

The continuation and development of projects aimed at **reducing the regulatory burden on businesses**, generally focused on simplifying the regulatory framework for enterprises, reducing the number and scope of information obligations imposed on businesses through legal regulations and the use of international experience in this field for processing a comparative analysis for the possible implementation of successful projects abroad and in the Czech Republic.

In the area of **reducing the regulatory burden for citizens and public administration**, the aim of the measure is mainly improving the user-friendliness in contact with administrative authorities for dealing with agendas associated with typical life situations and reducing the cost of the burden in public administration itself, protection against excessive regulatory burdens and costs that are transmitted through improperly set regulation.

The realization of this objective is also very much related to Specific Objective 1.1 The use of elements of process control and the implementation of the standards of selected agendas, because eliminating duplicate, inconsistent and redundant procedures and the development of public service standards in selected public administration agendas, contributes to reducing the regulatory burden. The realization of the specific objectives of 3.1 Completing the functional framework of eGovernment also contributes to reducing the administrative burden.

Administrator

Ministry of the Interior, Office of the Government, the Ministry of Industry and Trade

Cooperating institutions

relevant ministries, territorial self-governing units

Specific objective 1.3 Extension of quality management and improvement of strategic management in public administration

Context

Using the methods of quality management in public administration is highly fragmented and does not allow comprehensive monitoring and the evaluation of the results achieved. Using the methods of quality management is not systematically supported, coordinated and evaluated in public administration. Quality management methods in the Czech Republic are implemented mainly by territorial self-governing units, mainly on the basis of their spontaneous interest in improving the quality of public administration and the effective management of the authority.

As a result, it is practically impossible to implement a plan for the further development of quality improvement in public administration. The results that various authorities achieve in this area, are difficult to take into consideration and apply outside the field itself. It is not possible to exclude the risk of losing motivation for further development. For these reasons, it is also often difficult to find the necessary political support for improving the quality of public administration.

In other words, in public administration, a **standardized quality management system** focused on the customer (citizen, businesses etc.) is sorely missing. This system would increase the quality of public administration by implementing standardized processes that would take into account the individual needs of public authorities. Such a system would be able to analyze the needs of the organization, offer solutions, provide feedback on the progress achieved and offer opportunities for further quality improvement.⁹

Quality management methods in public administration, such as CAF (Common Assessment Framework), benchmarking or bench-learning, Balanced Scorecard, Local Agenda 21 (hereinafter also LA 21) and quality management systems according to ISO standards, **are modern managerial methods**, which are commonly used in all EU countries. The most widely used method both in Europe (Italy, Poland, Belgium, Germany and the Scandinavian countries (source: www.eipa.eu) and the Czech Republic), is the CAF model, which is adapted to the conditions of public administration.

In the Czech Republic, **a number of methodological application manuals have been created mostly focused on the use of the CAF model**, designated for territorial public administration, in the past also for the central state administration. The implementation, use and connection of quality management methods increases the effectiveness of each of these methods, contributes to the quality running of the organization, increases the motivation of the employees of the given organization in the pursuit

⁹Analysis of the current state of public administration;

of its development and high-quality functioning and activates the hidden skills and knowledge of people in the organization.

The current system of strategic management and the creation of strategic documents has a number of shortcomings in the Czech Republic. Strategies are not currently adequately integrated with each other, in time and material terms. The hierarchy of strategic documents is not sufficiently set, which may result in conflicting or partially duplicate strategies. The absence of a functioning mechanism of interlacing planning and budgeting has been identified, particularly short-term and long-term estimates of the costs and impacts (economic, social, environmental, political) alternative solutions and the measurability of goals and measures is missing. Integration with strategies and decisions of other ministries and territorial authorities is not systematically grasped. In the context of strategic planning and management, new trends and innovative approaches incl. the use of information technology are applied in a limited manner (or in combination with other sectoral policies), which does not allow the sufficient utilization of potential and the bringing of effects in the management of public administration institutions, which then allow you to "produce" investment leading to the improvement of the development of cities and the quality of life of their inhabitants.

A lack of a long-term national strategy for the Czech Republic defining a long-term vision, which would constitute the basis for the formulation of not only specific, but also long-term priorities of the Czech Republic across sectoral industries, has been identified.

The name and description of the objective

Objective name: *Extension of quality management and improvement of strategic management in public administration*

The aim is to **increase the quality of public administration and its effectiveness**, namely **through the concept of quality management and implementation of quality management in public administration**.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

- Formation of an **analysis of the use of quality management methods** in public administration,
- Processing of a **methodology for the implementation of quality management** in administrative offices,
- **Implementation of quality management methodologies** in administrative offices,
- **Implementation of training in quality management** for employees of administrative authorities and civil servants,
- Methodological support for **quality management at the level of territorial self-governing units**,
- **Implementation of methodological recommendations for quality management at TSU**
- **Introduction of process management at TSU**,
- **Application of the Methodology for the preparation of public policies** and their implementation into practice, **application of methodologies for municipalities and regions**
- **Development of systems (incl. those technical) and tools of strategic work** in public administration,

- **Performing the analysis of strategic documentation, hierarchy of strategies** and other activities for the improvement of strategic work,
- **The introduction and development of strategic management and planning in public administration and**
- **The application of project management in public administration.**

The form of the implementation of quality management in administrative offices will reflect the results of the analysis using the methods of quality management in public administration, which was compiled by the Ministry of Interior, in order to determine so-called good practice in the area of the implementation and functioning of quality management systems in administrative offices and in territorial self-governing units. Great emphasis was placed within the framework of the analysis in determining the experiences of authorities with the application of quality management methods, their contribution to the authorities themselves and their employees as well as regions, cities and municipalities, as territorial self-governing units. In particular, however, emphasis was placed on determining the impact on the quality of the provision of services from the perspective of citizens or businesses, since precisely the knowledge of the needs and goals of these interest groups in terms of services provided by the public administration is capable of significantly affecting the proper method of setting and the system of quality control. At the same time, emphasis was placed on the application (use) of the principles of 3E.¹⁰ An integral part of the activities will be the support of the dissemination of good practice, including the use of foreign experience.

The outputs of the analysis will be the basis for the drawing up of a methodology, which will determine the procedures for the introduction of quality management in administrative offices subject to the diction of Act No. 234/2014 Coll. on civil service (hereinafter referred to as the law on civil service¹¹). Subsequently, implementing service rules containing a minimum level of quality management will be processed, which will be binding for these authorities, also including a description of the method of the implementation of quality management including a list and description of appropriate methods and tools. At the same time, formulating the methodology and implementing service regulations will be based on the full range of currently existing methods and tools of quality management. For the purpose of understanding the established quality management system, information seminars will be organized for the representatives of the authorities, personnel workers and the relevant senior officials of authorities will be trained in the application of quality management methods in the everyday practice of the authorities, using the principle "train the trainers"

Furthermore, the Ministry of the Interior, in relation to **supporting the implementation of quality management in TSU**, has been working over the past decade with methodical recommendations for quality management at the level of territorial self-governing units, which will reflect the basic principles of TQM - Total Quality Management (focus on the customer / citizen, management according to the objectives, process management, continuous improvement, results orientation),

¹⁰ 3E - Economy, Effectiveness, Efficiency;

¹¹ Act No. 234/2014 Coll., on civil service, as amended

taking into account the possibility of the horizontal comparison of authorities. In the area of the support of the implementation of quality methods, the Ministry of the Interior will be methodically guided primarily in the implementation of methods, whose application and outputs can then be used to measure performance in the delegated powers of state administration. The application of quality control in the TSU will continue to be based on voluntary interest organizations. The application of methodological recommendations should support the development of the management of organizations at both the strategic and operational level.

Simultaneously, it is possible in TSU to support a separate application of strategic management and planning, respectively process management (without the need for the application of TQM principles). Strategic management should ensure the linking of the organization goals with the processes and resources needed to achieve them. The use of strategic management in TSU should lead to improving the performance of organizations, respectively, support informed decision-making at TSU.

At the operational level of managing the organizations of TSU, it is appropriate to set up and manage internal processes of the organization in order to encourage their simplification and streamlining in order to meet stakeholder requirements, while ensuring the transparency of public administration services. Applying the process management of authorities of TSU seeks to identify shortcomings, inefficiency and inefficiency. The use of process management, as well as without ties to quality methods and TQM principles, will ensure coherence between the activities of the authority, staff competence and the evaluation of the outcomes achieved.

Support of education will be created in various areas, including quality management in public administration, for the introduction of measures to modernize public administration. One of the other ways to strengthen the capacity of municipalities in the area of quality management, efficiency and ensuring equal access to public services is also the promotion of cooperation between municipalities.

The realization of this goal is linked to the implementation of Specific Objective 1.1 The use of elements of process control and implementation of the standards of selected agendas in administrative offices, respectively with the implementation of Specific Objective 1.4 Introduction of the evaluation system of public administration.

An important tool for improving the quality of the work of public administration is developing strategic work and planning in public administration, including monitoring **the entire process of the creation and implementation of strategic documents**. Through the use of existing tools such as the methodology for the preparation of public strategies, a database of strategies or ObcePro (the overarching department for these tools is the Ministry for regional development), as well as those that will arise, there must be an improvement of the strategic work and the related application of each tool. The strategic approach must lead to the desired concentration and interdependency and to upholding the principles of 3E (economy, efficiency, effectiveness), as well as the proper management of the implementation of strategic materials (or instruments) and their continuous evaluation (eg. also in terms of trends and global development).

Project management helps fulfill the long-term goals of the organization and eliminates risks that threaten the achievement of the objectives. For this reason, project management in public

administration is also supported. The establishment and functioning of project offices should ensure the methodological and procedural aspects of project management, project preparation, respectively its own management of the projects implemented.

Administrator

The Ministry of the Interior, the Ministry for Regional Development and the central state administration bodies

Cooperating institutions

administrative offices, territorial self-governing units

Specific Objective 1.4 Implementation of the system of the evaluation of public administration

Context

Public administration is monitored and assessed mainly through outputs in the form of evaluation reports on key strategic documents of public administration. Monitoring and evaluation procedures are properly set only in the system of the management of the drawing of EU structural and investment funds, nevertheless they occur sporadically in other areas of public administration.

The Czech Republic **does not have a uniform evaluation system of public administration** which (i) at regular intervals would provide **information about their actual condition**, (ii) enable **comparison of the respective components**, (iii) allow for correction in activities relating to the development of public administration and (iv) assess the **expected development of public administration**.

In the current environment, it is thus not possible to accurately evaluate the functionality and effectiveness of public administration or define the achieved results (impacts) of the development of public administration in terms of its objectivity, effectiveness, efficiency and economy.

At present, regulatory impact assessment is conducted with the help of RIA (Regulatory Impact Assessment) and the assessment of corruption risks through CIA (Corruption Impact Assessment) for legislative proposals. Another possibility for the comparison and evaluation of public administration is represented by the quality management system based on the selected quality management methods (eg. CAF, LA 21 or benchmarking) that show good results and are fairly established at the offices of territorial self-governing units, however not in administrative authorities (for more see the text on the specific objective Extension of quality management and improvement of strategic management in public administration).

Monitoring the performance of public administration in the Czech Republic should include all levels, meaning central (ministries and other administrative authorities), regional (self-administration units) and local (municipalities / villages and towns). According to the scope of activities of individual institutions, the narrowing or expanding of parameters can then be adequately set for the resulting system of performance monitoring, depending on the type of relevant institutions. The ambition of the planned system of evaluation and measurement of public administration is a more complex view of public administration as a whole and its individual articles. Therefore, data of a quantitative and qualitative nature, will be collected in areas where possible, which will be made complete eg. by the information evaluating the method of providing public services, the method of strategic planning and management in individual authorities as well as the overall context of public administration in an international comparison.

The name and description of the objective

Objective name: *Implementation of the system of the evaluation of public administration*

The aim is to **establish an effective system of the measurement and evaluation of public administration** as a tool for **improving its quality in accordance with the principles of effectiveness, efficiency and economy**.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

- Elaboration of the proposal of the **functioning system of measurement and evaluation** of public administration, **legislative processing of the proposed solution** (if necessary)
- Implementation of the proposed solution - **the introduction of a system of measurement and evaluation** of public administration.

The created system of measurement and evaluation enable a better assessing of the performance of public administration. Moreover, it enables determining what results in the development of public administration were achieved, and determines priorities for the future direction of the development of public administration.

The main administrator and coordinator of the evaluation of the performance of public administration is the Ministry of the Interior, which will submit to the government "Annual Report on the state of public administration for the calendar year" (the Annual Report) for discussion.

Originally, a four-pillared system, which formed the basic input for system-wide settings was designed for the system of evaluating and measuring the performance of public administration.

The first pillar focused on the measurement and evaluation of public administration by measuring and **regulatory impact assessment RIA**. The data source for the future for the monitored indicators within RIA will primarily be regular Annual reports on the activities of the Government Legislative Council (GLC), whose integral part is the analysis of the GLC working committee meeting for regulatory impact assessment and evaluation of pending legislative proposals for individual years. The affected commission was founded in 2011 (e.g. on the recommendation of the OECD) and its mission is quality assessment of the carried out impact assessment of the proposed regulation with the submitted draft legislation (i.e. laws, government regulations, decrees and material objectives of the Act).

The second pillar was aimed at **monitoring and evaluating the effectiveness and efficiency** of public administration, i.e. the measurement and evaluation of the internal functioning of the authority, especially through so-called quality management methods. The introduction and development of these methods in public administration is supported under specific objective 1.3 Extension of quality management and improvement of strategic management in public administration. It is predicted that the evaluation of the effectiveness and efficiency of public administration will also be carried out through **process modeling agendas** with the subsequent standardization of agendas of public administration, which, among other thing, would **enable monitoring indicators measuring the time and financial demands of the agenda performance**.

The third pillar of the measurement and evaluation of public administration was focused on the **monitoring of the performance of authorities in terms of the implementation of tasks, arising from the fundamental strategic documents**, e.g. International Competitiveness Strategy, the National Reform Programme, the Government Strategy to fight against corruption for the period 2013-2014, and others, including their updates.

The fourth pillar consisted of the general qualitative assessment of public administration of the Czech Republic in an international context.

In the future, the multi-component system for the measurement and evaluation of public administration will be utilized, which will be expanding compared to the below-stated pillars. The entire system will consist of several complementary areas. The acquired data will be monitored and evaluated. A prerequisite for creating an effective system of the evaluation and measurement of public administration is setting appropriate quantitative and qualitative indicators of the functioning of public administration. An international comparison is expected in the future, making use of already existing indicators, which have long been measured by the World Bank and the OECD or other international institutions and which cover a number of diverse aspects and perspectives on the functioning of public administration (eg. in terms of the citizen, private sector etc.). Public administration will thus be evaluated according to the position of the CR in the ranking of Member States for selected indicators.

Through international comparisons, mostly information on the impact of the various measures implemented to improve the quality of public administration of the Czech Republic within the specified period compared to the situation in other countries, will be obtained. Specifically, the

Government Effectiveness indicator from the World Bank will be monitored, which compares individual states based on variables such as the quality of public services and their perception, the degree of independence of public service from political pressures, the quality of the formulation and implementation of policies and the credibility of government promises and commitments. The implementation of selected indicators will be monitored in a so-called Annual Report. Evaluation of public administration must also be seen in the context of the performance of the services in question in relation to clients of public administration. The aim is therefore also the setting of the evaluation of authorities in terms of their approach to citizens, transparency, openness and communication. Particularly authorities performing a large degree of delegated powers in the territory should be subjected to such a "friendliness" assessment. The aim remains to improve the image of public administration with the general public.

Administrator

Ministry of the Interior

Cooperating institutions

administrative offices and territorial self-governing units

Strategic Objective 2: Reviewing and optimizing the performance of public administration in the territory

Context

One of the main reasons for the creation of the Strategic Framework is the intention to **solve the problems associated with the non-completion** (or sometimes only a formal implementation) of the **Public Administration Reform Concept** from 1999. As stated in Chapter 2.1 The reasons and circumstances of the Strategic Framework, the stated public administration reform was based on a broad concept and included (i) the reform of local public administration, (ii) the reform of central state administration, and (iii) the modernization and streamlining of public administration.

Through the implementation of the first and partially the second point, the system of public administration in the Czech Republic was created, based on a combined model of public administration. The combined model is characterized by transferring part of the scope of powers from the state to a lower level, closer to the citizen, for example, through territorial self-governing units. To facilitate implementation, several transitional institutions were created which, however, persist to this day.

The main shortcomings in this area are:

- The existence of **very complicated and unclear administrative structures** and the mutual **non-compositionality of territorial self-governing units** with their administrative districts,
- **The non-uniformity of competencies** of city districts and parts and the **inability to influence the scope of the performance of delegated powers** in today's city districts or city parts in territorially divided cities from the side of the state,
- **Asymmetric division of statutory cities** and
- **Overuse of the institute of public contracts**, where the administrative agenda is often earmarked and moved to another municipality without proper justification, and the **lack of a sufficiently lucid information system** on closed and completed public contracts.

It is also necessary to solve the **method of financing of delegated powers of state administration**, thereby eliminating in particular the following problems:

- **Inefficient method of distributing funds** to ensure the performance of state administration, **a lack of feedback** about how much the performance of state administration in delegated powers really costs and whether it is effective and
- **A lack of funds** to implement larger investments (especially in small municipalities), the **low specialization, expertise and professionalism of municipal authorities and the absence of legislation** allowing municipalities to organize their property relations **in insolvency proceedings**.

The name and description of the objective

Name: *Reviewing and optimizing the performance of public administration in the territory*

The aim is to **simplify and increase the efficiency of the performance of public administration in the territory**, including the **increased transparency** of the whole system, namely through the harmonization of the administrative division of the country, through the system of public contracts and the financing of the delegated performance of state administration.

Specific objectives fulfilling this strategic objective

Five specific objectives and associated measures and activities are tied to this strategic objective:

Specific Objective 2.1. Harmonization of the administrative division of the country

- **The creation of variations of the solution of the current situation** and the possibilities of the **simplification and harmonization of state administration in the territory**, including an analysis of their costs, benefits and impacts,
Discussion of possible solutions with relevant stakeholders and the selection of variants
- **Legislative processing** of the proposed solution
- Implementation of the designed solution.

Specific Objective 2.2 Review and modification of the functions of territorially divided cities

- **Revision of the existing condition and the creation of criteria for determining a statutory city** and the method of its further breakdown,
- **Uniform determination of the scope of delegated powers** exercised within the **administrative district of the city part.**
- **Amendment of the relevant legislation**

Specific Objective 2.3 Optimizing the system of public contracts

- **Revision and modification of rules** for the conclusion of public contracts
Improvement of the system and implementation of the control of the performance of delegated powers at the regional level,
- Setting rules and the **system for the publication** of public contracts and
- **Amendment of the relevant legislation**

Specific Objective 2.4 Adjustment and optimization of the system of financing of the delegated performance of state administration

- Validation and **development of already existing options for possible adjustments to the financing system of the delegated performance of state administration**, including relevant background analyzes (mainly focused on costs, benefits and impacts)
- **Discussion of variants of solutions** with relevant stakeholders and the selection of variants and
- Implementation of the **selected variants.**

Specific Objective 2.5 Reduction of the risk of insolvency of territorial self-governing units.

- **Strengthening the education of members of the institutions and employees of the territorial self-governments in the area of financial management** – the representatives of the local authorities should obtain knowledge from the field of accounting, budgeting, control and public procurement so as to be able to independently analyze the financial risks of the proposed investment and non-investment projects and plan for the long-term development of its territory and property,
- **Preparation of background analyzes and variants of options of increasing financial autonomy** (eg. through the introduction of local taxes, increasing the powers of municipalities to influence their tax revenues)

- **Discussion of variants of solutions** with relevant stakeholders and the **selection of variants and their implementation** and
- Creation of **rules and possible means of resolving the insolvency of territorial self-governing units** and their implementation.

Specific Objective 2.1. Harmonization of the administrative division of the country

Context

In the past, **new legislation was adopted within territorial public administration reform**, which established new territorial administrative units (Constitutional Act No. 347/1997 Coll., by which higher territorial self-governing units were established and Act No. 314/2002 Coll., which specified municipalities with extended powers and municipalities with an authorized municipal office). At the same time, however, **territorial units established** by Act No. 36/1960 Coll. (district, region) **were not abolished**. Paradoxically, therefore, **in addition to the newly adopted territorial administrative division, the prior territorial division of the country from 1960 is still valid**.

This status entails **a number of problems**, in particular the:

- The existence of a very **complicated and confusing administrative structure**,
- **Mutual incompatibility** of territorial self-governing units with their administrative districts and
- **Demanding system solution of the optimization of the performance of public administration in the territory**.

The mentioned problems have a negative impact both on the citizen and his orientation in the system of administrative authorities, as well as the cooperation of authorities with each other.

Within the **territorial public administration reform, 14 higher territorial self-governing units, 205 municipalities with extended powers (hereinafter MEP) and 388 municipalities with an authorized municipal office were established** ¹², but **territorial units established by Act No. 36/1960 Coll., on the territorial division of the state** (hereinafter the "Act on the territorial division of the State") **were deliberately not abolished** in the same step, i.e. 76 districts, 7 regions and the city of Prague with 10 districts. The maintaining of the law on the territorial division of the state and the territorial units established by it **was considered a transient state** which should eliminate the problems of the performance of public administration in connection with the introduction of the combined model. **However, this transient state has lasted for more than a decade.**

Still existing territorial units established by the Act on territorial divisions from 1960 are thus based on a completely different concept of public administration than territorial self-governing units, with their administrative districts. **The fundamental shortcoming is their mutual non-compositionality.**

¹²From 388 municipalities with an authorized municipal office, 205 of them carry out MEP competencies and 183 "only" the scope of an authorized municipal authority.

The principle of compositionality lies in the fact that the territory of lower territorial administrative units does not exceed the boundaries of higher territorial administrative units. The compositionality of administrative units is not currently ensured on two levels, namely between the districts and administrative districts of municipalities with extended powers (this problem involves a total of 33 municipalities) and furthermore the compositionality between the 'new' and 'old' division between an autonomous region and a region according to Act No. 36/1960 Coll., i.e., is not ensured.

The non-compositionality of territorial units specified by Act No. 36/1960 Coll., on the territorial division of the state (Act No. 36/1960) creates **problems especially in the field of the cooperation of state bodies with local authorities**. The current situation is also **confusing for citizens**, as residents of one self-governing region in some cases are territorially competent to various regional institutions organized by Act No. 36/1960 Coll. or the residents of one administrative district of a municipality with extended powers fall into more than one district. In connection with this, problems in information networks during the selection and creation of statistics according to territorial identification parameters and when handing over data at local levels are appearing. During various analyzes, some indicators monitor for the district while others for municipalities with extended powers, and so a problem arises with the correct assignment to the territory. The overlapping of territorial units of a lower level into multiple superior ones complicates the interpretation of statistical data and when handling their affairs, citizens must visit more sites than would be necessary etc.¹³

Citizens are forced to navigate the very complicated and confusing administrative structure, which in turn **makes it difficult to accept the reform of public administration** and relativize its actions carried out thus far. In terms of direct executors of state administration, this condition **makes mutual cooperation difficult and thereby reduces their effectiveness**. The force of the Act on the territorial division of the country from 1960 retains an undesirable situation, thus with increasing time, worsening the chance of effective redress.

The name and description of the objective

Objective name: *Harmonization of the administrative division of the country*

The basic aim is the **simplification and greater transparency of the performance of state administration** in the area by creating a unified, stable and accepted by practice administrative network. At the same time, the aim is to **ensure the compositionality of territorial administrative units and the design of a system of measures to increase the availability and optimization of public administration in the territory**.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

1) The topic Administrative (territorial administrative) division of the state: **the creation of variants of the solution of the current situation** and the possibilities of the **simplification and harmonization of state administration in the territory**, including an analysis of their costs, benefits and impacts,

- ✦ **Discussion of possible solutions** with relevant stakeholders and the selection of variants
- ✦ **Legislative processing** of the proposed solution

¹³ Source: Analysis of the current state of public administration;

- Implementation of the designed solution.
- 2) topic of the accessibility and optimization of public administration in the territory
- Analysis of selected spatial aspects of public administration and the improvement of the availability of their services,
 - Design of a system of measures to increase the availability and optimization of public administration in the territory and
 - The discussion of the proposed measures with the various actors in the area of public administration.

Materially, the solution will lie in the stabilization of administrative units for the performance of state administration on the micro-regional level, which will become the backbone of the entire administrative network. At present, MEP districts seem to be optimum in this respect, which is already proving its stability. Any minor change to the number cannot fundamentally change the nature of this administrative structure in the future. In terms of sub-microregional levels, thus far municipalities with an authorized municipal office and some other forms of the differentiation of municipalities have been applied (eg. municipalities with a building authority). The results of the analyzes conducted so far have shown an underestimating of the sub-microregional level and the fragmentation of the spatial structures in which the public administration is applied there. Therefore, more analytical work aimed at the optimization of the spatial layout on the sub-microregional level will be implemented, both from the geographical point of view and in relation to the competences of the relevant public administration bodies.

Administrator

Ministry of the Interior

Cooperating institutions

territorial self-governing units, the relevant ministries and the Association of Towns and Municipalities of the CR

Specific Objective 2.2 Review and modification of the functions of territorially divided cities

Context

The purpose of modern arrangements of statutory cities should initially on the one hand express the increased importance of certain cities, and on the other hand allow the division of such cities into city parts and define the rules for the relationship between the city and city parts.

However, the **determination of statutory cities** is now mostly purely a **political decision**, because there are no objective criteria set for designating a city a statutory city. The number of statutory cities has gradually increased with the passing of amendments to Act No. 128/2000 Coll., on municipalities. The total number of statutory cities is 26, while all settlements of over 40 thousand people fall into the category of statutory cities.¹⁴

The issue of statutory cities, however, is not comprehensively and conceptually solved. The main problems in this area include:

- **The competence of city districts and parts are not uniform,**
- **The breakdown of statutory cities is in some cases asymmetrical and**
- The State has no possibility to **influence the scope of delegated powers** of today's city districts or city parts in territorially divided cities, because there is not a more detailed modification of the rules of the delegation of delegated powers.

The mentioned problems have a negative impact both on the citizen and his or her orientation in the system of administrative authorities.

The prerequisite for an efficient and effective public administration is a united and stable administrative structure throughout the whole country. For this reason, it is necessary to focus on the **stability of public administration also in the territory of statutory cities and the capital city of Prague, the cities, which are further divided territorially** or in the future may be divided with all legal consequences (to 31 December 2015 there were 26 such cities, in which about 35% of the Czech population live).

The purpose of modern arrangements of statutory cities should initially on the one hand express the increased importance of certain cities, and on the other hand allow the division of such cities into city parts and define the rules for the relationship between the city and city parts. As a result of real developments, this plan was only partially filled. Above all, **no objective criterion for designating a city a statutory city is established**, legislation is in this respect casuistic. In terms of respecting the existing factual developments, the determining criterion of 40 thousand residents as a condition for the inclusion of a city among statutory cities is offered here, but the meaning of the statutory city in the true sense of the word will further lie in its territorial division. There is no reason for a city, which is not divided territorially, to have deviations in terms of its position, perhaps with the exception of certain symbolic exceptions.¹⁵

From the perspective of the performance of state administration (delegated powers of municipalities), the problem is the number of entities which delegate the state administration itself to a statutory city or the city of Prague, and in particular the non-uniform extent of their

¹⁴ According to the Census of people and housing, 2011.

¹⁵ Source: Analysis of the current state of public administration;

competence. City districts or parts have a different position not only within the country but even within one city, which is an undesirable phenomenon. The obligation of the same extent of delegated powers is not established in all city parts, which would, in principle, perform the scope in terms of the powers of municipalities with extended powers. **From the perspective of territorial self-government** (independent competence of municipalities) there is the problem of **asymmetrical (partial) division of a city**, which results in one group of people having a greater degree of autonomy than their fellow citizens from a unitary part of the city.

In addition, existing trends show that future development could lead to a further increase in the number of statutory cities, which by their nature are not comparable with the functions of today's statutory cities in the territory. At the same time, all statutory cities do not fulfill the functions of urban areas and their special status thus cannot be justified in terms of factual differences in the performance of administration.¹⁶ In this situation, the risk is mainly the **missing more detailed modification of the rules of the delegation of delegated powers** to city districts or parts.

The name and description of the objective

Objective name: *The revision and modification of the function of territorially divided cities*

The aim is **making the performance of state administration clearer in statutory cities and the unification of the scope of delegated powers** implemented through municipal bodies so that the performance of public administration is clear and transparent for the citizens of these cities. Another objective is also the effort to restore statutory cities a real social function and fill existing legal institutions with specific content.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

- **Revision of the existing condition and the creation of criteria for determining a statutory city** and the method of its further breakdown,
- **Uniform determination of the scope of delegated powers** exercised within the administrative district of the city part.
- Analysis of the current state of the performance of public administration in agglomerations of large cities
- **Amendment of the relevant legislation** (i.e. especially Act No. 128/2000 Coll., on municipalities and Act No. 131/2000 Coll., on the capital city of Prague).

It is expected that it will primarily be based on the ideas of the relevant cities themselves, which should determine the obligation of the city part with a scope corresponding to extended powers in other parts of the country. Territorial division in terms of independent powers should continue to remain fully the responsibility of statutory cities.¹⁷

Suggestions of possible solutions of public administration in the vicinity of large cities will be discussed with statutory cities, the capital city of Prague and other municipalities.

¹⁶ Source: Analysis of the current state of public administration;

¹⁷ Source: Analysis of the current state of public administration;

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Specific Objective 2.3 Optimizing the system of public contracts

Context

The institute of public contracts (hereinafter PC) **was introduced in 2002** in connection with the Public Administration Reform Concept of 1999, through the amendment to Act No. 128/2000 Coll., on municipalities. It should have been a **temporary means to deal with the situation**, when after the termination of the activities of district authorities, **some municipalities were not able to ensure the performance of delegated powers in its scope and quality in the new conditions** in the full scope and quality.

Coordinating public contracts should be an extraordinary tool that should be used only for a limited period to deal with cases where the municipality is unable to properly secure its own public administration. They are suitable as a solution for regulating a temporary situation or exceptional conditions, **however they should not substitute en masse shortcomings in statutory regulation.**

The main problems in the field of public contracts are:

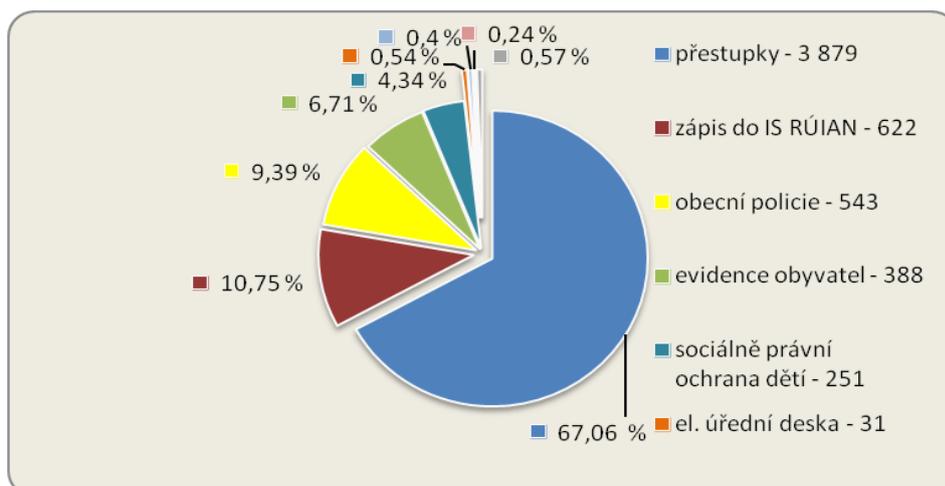
- **Overuse of the institute of public contracts**, when the administrative agenda is often excluded without proper justification and moved to another municipality,
- **The lack of a sufficiently transparent information system on closed and completed public contracts.**

The overuse of public contracts transferring the performance of specific areas of public administration to another entity, than determined by law, ultimately **undermines the transparency of the performance of state administration** in delegated powers. **The whole system is very confusing for citizens**, as they often do not know who, with whom and for what purpose a PC is closed.

The legislation in force causes and consequently tolerates the existence of excessively large amount of coordination public contracts, which significantly cause uncertainty in the performance of public administration in the territory, especially on the municipal level with a basic scope of delegated powers (municipalities I.).

Generally speaking, it **causes an undesirable increase in the number of public contracts concluded.** In 2003, 3,738 of them were concluded, at the end of 2010 5,484 and in 2012 already 5,784 contracts were concluded. In 2015 there was an increase to 7,046 contracts. The highest share of concluded PCs consists of contracts for the performance of delegated powers in the section dealing with offenses.

An overview of existing public contracts according to the transmitted agenda in 2012



Source: MI CR - PC statistics transmitted every year to the MI by regions

Most contracts are concluded for an indefinite period, so it is not subsequently further examined whether public interest in the conclusion of the contract persists. The amount and method of payment for securing the concrete agenda under delegated powers are not legally treated and are therefore very inconsistent. Long-term or sometimes even permanent de facto transfer of statutory obligations of municipalities to other municipalities through the PCs can interfere with the principle of the legal definition of competency. This leads to confusion and inconsistencies in public administration. An example is a public contract entered into for an infraction agenda, which was concluded by a total of 68.7% of municipalities. An infraction agenda is actually exercised on a whole other level of territorial public administration than assumed under the valid legal regulations in Act No. 200/1990 Coll. on infractions. Here it applies that the administrative agenda should not be excluded and transferred to another village without proper justification.¹⁸

The current practice in the matter of the **disclosure of concluded public contracts** is also problematic. The legislation in force in Section 66c paragraph 3 of the Municipalities Act only stipulates that a closed public contract must be accessible to everyone at the municipal authority of the municipality which is a party to it. This practice, where **there is not a sufficiently transparent system of information on closed and completed public contracts**, makes orientation in the performance of public administration confusing and unintelligible. In practice, one can also meet with cases in which the closed public contract expires and a new one on ensuring the transmitted power of state administration is not yet concluded, so the performance of the agenda is not ensured for some time.

The name and description of the objective

Objective name: *Optimizing the system of public contracts*

¹⁸ Source: Analysis of the current state of public administration;

The aim is the complete **optimization of the system of public contracts**, in order to **make the performance of public administration in the region clearer**.¹⁹ Furthermore, the aim is to ensure the **transparency of the PC system** from the perspective of the citizen.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective,:

- **Revision and modification of rules** for the conclusion of PCs
- **Improvement of the system and implementation of the control of the performance** of delegated powers at the regional level,
- Setting the rules and the **system for the publication** of PCs and
- **Amendment of relevant legislation** governing the performance of the agenda under delegated powers.

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Specific Objective 2.4 Adjustment and optimization of the system of financing of the delegated performance of state administration

Context

For expenses related to the performance of state administration, the state provides municipalities and regions a contribution for the fulfillment of the tasks under delegated powers. The contribution is intended to partially cover expenses that arise to local self-governing units during the performance of state administration. Expenses principally consist of payroll costs and operating expenses linked to staff performing the state administration. The contribution is not designed for financial settlement i.e. the method of the actual use of funds is not monitored with it (unlike subsidies, which according to the budgetary rules is always purposeful and accountable). Municipalities are also, in connection with the performance of state administration, recipients of administrative fees and income from penalty payments. In this context, it is worth mentioning the provisions of Section 9 para. 1 letter c) of Act No. 250/2000 Coll., on budgetary rules of territorial budgets, which say: *"from the budget of the municipality, expenses related to the performance of state administration which the municipality is commissioned by law, are paid."* It follows that for the **payment of expenses for the performance of state administration other revenues of the municipal budget should also be used (and it is assumed).**

"The State" therefore does not know **to what extent and for what purposes and agendas the**

¹⁹This specific objective concerns public contracts in the area of delegated powers.

provided funds under the contribution are specifically spent, and whether the provided funds are spent by territorial self-governing units efficiently and effectively.

In summary, the main challenges in the area of the financing system of the delegated power of state administration are:

- **Ineffective method of distributing funds** to ensure the performance of state administration,
- **A lack of feedback** about how much the state administration under delegated powers really costs and whether it is effective and
- **Difficult quantification of individual changes** in the performance of delegated powers in the individual categories of municipalities.

This state has an impact primarily on the transparency of the functioning of state administration under delegated powers, its purposefulness, efficiency and effectiveness and, ultimately, also on the state budget or the budgets of territorial self-governing units.

The state contribution to the performance of delegated powers by some territorial self-governing units does not have to be fully used to finance the state administration in delegated powers, while some governments may pay the balance for the performance of state administration from their own funds designated for securing self-government. There is a **lack of feedback about how much the performance of state administration under delegated powers really costs.**

Using the current methodology of determining the amount of the contribution, **it is also difficult to quantify the various changes in the performance of delegated powers in the individual categories of municipalities.** In the years 2008 to 2010, three one-off increases in the contribution occurred (for 2010 the contribution was increased to all municipalities except ORP) due to additional funding of the contribution. In 2011, the contribution was to the contrary reduced by 17.6% under cost-reduction measures (in the case of regional offices, it amounted to only an 8.7% reduction). In 2016, the total amount of the contribution was valorized by 1% and for 2017 valorization of 5% is proposed. One-off interventions consisting in the increase or decrease of agendas performed by territorial self-governing units under delegated powers are therefore difficult to reflect in the existing system, because, the volume from the existing contribution attributable to a specific agenda (activities) is not known. The current methodology for determining the contribution at the same time prevents proportionately adjusting the allocation of funds towards the changes made to the extent of the exercised competences of delegated powers. This state is also unsatisfactory in cases where there is a transfer of agendas between territorial self-governing units (categories of municipalities), or between territorial self-governing units and the state, as was the case in the social reforms of the Ministry of Labor and Social Affairs.

The name and description of the objective

Name: *Adjustment and optimization of the system of financing of the delegated performance of state administration*

The aim is the **streamlining and greater directness and transparency of the financing of the delegated performance of state administration** in the territory and the suppression of the shortcomings of the current method of financing.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

- Validation and **development of already existing options for possible adjustments to the financing system of the delegated performance of state administration**, including relevant background analyzes (mainly focused on costs, benefits and impacts)
- **Discussion of variants of solutions** with relevant stakeholders and the selection of variants and
- Implementation of the **selected variants**.

During legislative changes, it is necessary to ensure the monitoring and evaluation of the impact of various changes and the modifications of legislation affecting territorial self-governing units. When allocating new funds from the state budget for the performance of the specific agenda of the delegated performance of state administration, it is desirable to strive for a strengthening of the targeting of resource allocation. Especially with agendas, where it is possible from the nature of things, to strive for distribution on the basis of concrete performed facts specifying the unit contribution, since the allocation and actual utilization of the volume of funds is not known, by which the performance of each specific activity (administrative agendas) is ensured from the current contribution in the municipalities. Such an approach ensures a fairer distribution of the contribution among individual municipalities, however, it is bound to a sufficient amount of relevant data (see e.g. SC 1.4 Evaluating and measuring the performance of public administration).

The creation of a new financing model should closely follow the outcomes of Specific Objective 1.1 The use of elements of process control and implementation of the standards of selected agendas. The set performance standards of agendas could then become the basis for the new construction of financing of selected agendas of delegated powers of state administration.

It is assumed that the state would reimburse the territorial self-governing unit for the delegated performance of state administration, based on actual activities performed under the cost model based on the standard of every agenda.

Another follow-up activity is the planned establishment of the system of payment of funds to the territorial self-governing units from the state budget. This system must be set up as efficiently as possible to minimize the costs associated with the redistribution of funds. Its preparation must be initiated before determining the cost models, so that the efficiency of the system is known and verified beforehand and possibly could prioritize the variation of the modification of the methodology of the current contribution. To be effective, the system must not have significantly increased costs for the administration and control of the redistribution of resources. Moreover, in the case of a series of agendas, standardization may prove difficult, especially as regards agendas with a significant proportion of individual processes with a different length and scope such as the control of activities or administrative proceedings.

In the construction of a new model of the payment of the delegated performance of state administration, it will be necessary to respond to any changes in the scope of the performance of state administration in various categories of territorial self-governing units (see also the specific objectives 2.1 Harmonization of the administrative division of the country and 2.2 The revision and modification of functions of territorially divided cities).

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Specific Objective 2.5 Reduction of the risk of insolvency of territorial self-governing units.

Context

Territorial self-governing units (especially small municipalities) face **the risk of insolvency**. The cause of this condition primarily includes:

- **A lack of funds** to implement more extensive investments (especially in small municipalities)
- **Low specialization, expertise and the professionalism of the municipal authorities and the**
- **The absence of legislation** allowing municipalities to organize their property relations **in insolvency proceedings.**

This situation has a significant impact on the workings of territorial self-governing units themselves, and ultimately also on the citizen and its interest in the performance of government

In the Czech Republic, 78% of the municipalities have less than 1,000 inhabitants. These municipalities generally **do not have sufficient funds** to implement larger investment projects. In addition to the size of the municipality, the **low financial autonomy of the territorial self-governing units** in the Czech Republic also plays a very important role. In addition to the lack of funds, the size of the structure of municipalities is also reflected in the **low specialization, expertise and professionalism** of municipal authorities.

The combination of these factors, especially in very small municipalities, **leads to the insolvency of the territorial self-governing unit.**²⁰ Insolvency means that the municipality is unable to fulfill its financial obligations and provide basic services to its citizens. One of the serious consequences of insolvency is also the fact that the **citizens of the municipality will lose interest in the performance of self-government** - they will not compile a list of candidates for the municipal elections. The disinterest of citizens for self-government will then require the **increased intervention of the state** (in the event that an election does not take place, the Ministry of the Interior appoints the administrator of the municipality), while the state will also have to deal with the performance of the powers and duties falling within the independent competence of municipalities instead of the municipalities.

Act No. 182/2006 Coll., on bankruptcy and the methods of its resolution (**Insolvency Act**), which sets out ways of resolving insolvency and the impending bankruptcy of the debtor through court proceedings, so as to organize property relations to persons affected by the debtor's bankruptcy or impending bankruptcy, **however excludes the municipality from its scope**. This means that municipalities that have gone into bankruptcy, **are not able to arrange their property relations in insolvency proceedings.**

The name and description of the objective

Name: *Reduction of the risk of insolvency of territorial self-governing units.*

The aim is to **reduce the risk of insolvency of territorial self-governing units**, by increasing the **expertise and specialization** of territorial self-governing bodies in the area of financial management. Furthermore, the aim is to **establish rules for the organization of property relations** of territorial self-governing units **in bankruptcy.**

²⁰ The greater risk is currently with the municipalities, but this problem may also apply to regions.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

- **Strengthening the education of members of the institutions and employees of the local authorities in the area of financial management** – the representatives of the local authorities should obtain knowledge from the field of accounting, budgeting, control and public procurement so as to be able to independently analyze the financial risks of the proposed investment and non-investment projects and plan for the long-term development of its territory and property,
- Creation of **rules and possible means of resolving the insolvency of territorial self-governing units** and their implementation.

By enabling the bankruptcy of territorial self-governing units, or by determining the method of resolving insolvency, it is possible to achieve that territorial self-governing units in bankruptcy have the opportunity to arrange their property relations to persons affected by the bankruptcy (the bankruptcy of territorial self-governing units should be seen as a solution to a desperate economic situation, leading to the restoration of self-government functions, not as government restrictions or the disposal of territorial self-governing units).

Another possible means of achieving this objective is allowing the connection of a municipality to another municipality in the event of repeated failure to hold elections to the municipal council, also namely because the insolvency of territorial self-governing units is often accompanied by the indifference of citizens to participate in elected bodies. Citizens voting in a local referendum could return the connecting of the municipality.

Based on Government Resolution of 9 August 2013 No. 590 and Government Resolution of 12 March 2014 No. 157, Ministry of Finance in 2014 drew up and submitted to the government the Analysis of the insolvency of territorial self-governing units. The Analysis twice underwent comment proceedings and the government approved it by Government Resolution No. 540 of 9 July 2014. At the same time, it imposed a task on the Ministry of Justice in co-operation with the Ministry of Finance and the Government by 30 June 2015 to submit a draft amendment to the Insolvency Act, which provides a way of resolving the insolvency of a municipality.

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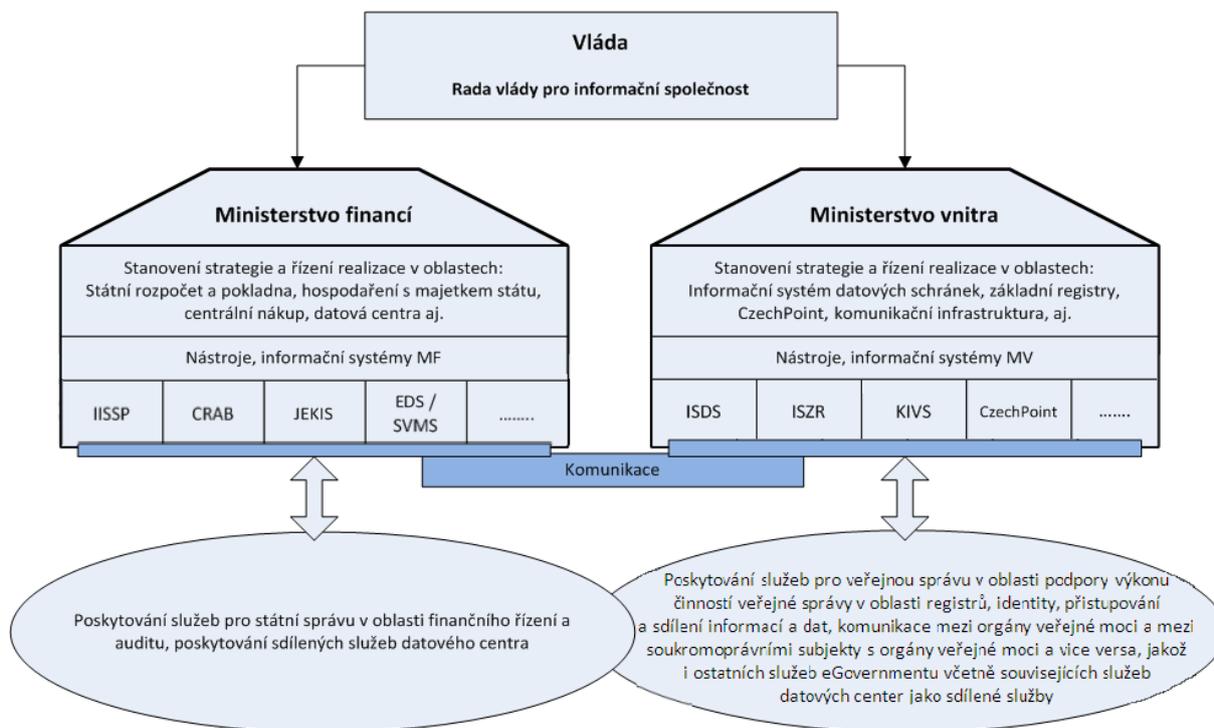
Strategic objective 3: Increasing the availability and transparency of public administration through eGovernment tools

Context

In the programming period 2007 - 2013, a significant number of projects in the field of eGovernment were implemented (and are still being implemented) namely both at the level of state administration bodies as well as regions and municipalities. **Despite the achievements in the field of eGovernment development, the Czech Republic still faces a number of technical and conceptual shortcomings. Moreover, the eGovernment infrastructure itself is not yet even fully completed.**

This situation has an **impact on both the efficiency of public administration and its transparency** and the quality of the performed activities and services provided to citizens, businesses and other clients of public administration.

The distribution of competencies of the Ministry of Finance and Ministry of Interior in the areas of ICT



This division stems from the current state of the existence of two key state enterprises providing ICT services of public administration (National Agency for Communication and Information Technology, s.p. and the State Treasury Shared Service Center s.p.), where both departments prefer to maintain the dual model - two institutions for the delivery of services in the ICT area for public administration, if necessary communication between public authorities and other bodies incl. a shared service data center.

The Ministry of Finance ensures the priority towards state institutions in the field of financial management and auditing.

The Ministry of the Interior provides communication, registries and systems used for public administration and the general public.

The processing, handling and storage of data which is shared with the EU institutions and bodies, regarding the operation of information technology falls within the scope of the MI and MF in accordance with the division of key competencies listed above.

The name and description of the objective

Objective name: *Increasing the availability and transparency of public administration through eGovernment tools*

The aim is **increasing the availability and transparency of public administration through eGovernment tools and their greater efficiency**. This will ultimately lead to a "friendly and accessible public administration", whose output for users will be understandable and provide a **greater degree of use of eGovernment services as well as the satisfaction of users of public administration services in dealing with their life situations**.

Specific objectives fulfilling this strategic objective

The implementation of a single specific objective follows up on this strategic objective - Completion of the operational framework of eGovernment and the implementation of the following measures and activities:

- **Completion of the eGovernment architecture.**
- **Conceptual ensuring of the functioning of eGovernment** and the implementation of ICT projects,
- Creation of conceptually-strategic materials - **Strategy of investment into ICT**,
- **Promoting the principle of open data**,
- **Expansion, interconnection and consolidation of the data fund** of public administration and its efficient and safe use by individual agendas on the principle of "open data"
- **Completing the information and communication systems** of public administration and the implementation of security measures under the Act on cyber security,
- Support for the establishment and equipment of public authorities to **protect the ICT infrastructure** and
- **Amendment of relevant legislation** relating to eGovernment.

Specific objective 3.1 – Completing a functional framework for eGovernment

Context

In the programming period 2007 - 2013, a significant number of projects in the field of eGovernment were implemented (and are still being implemented) particularly from the environment of the Integrated Operational Programme, both at the level of state administration bodies, as well as regions and municipalities. **Despite the achievements in the field of eGovernment development**, the Czech Republic currently faces a **number of technical and conceptual deficiencies** (such as a lack of coordination of implemented projects, a lack of safety standards, the ambiguity of legislation, etc.). Moreover, the **eGovernment infrastructure itself is not yet completed**.

This situation has an **impact on both the efficiency of public administration and its transparency** and the quality of the performed activities and services provided to citizens, businesses and other clients of public administration.

The key projects mentioned above were mainly the implementation of (i) the system of basic registers as a data base with state-guaranteed accuracy of data; (ii) contact points of Czech POINT - more than 7,000 places where citizens can solve many living situations in an assisted; (iii) data boxes as a state guaranteed way of electronic communications and the (iv) Public Administration Portal.

Czech eGovernment is based on the so-called four-layer architecture and on this principle, it needs to be further developed while respecting the particular technical parameters. This architecture can simply be described as follows:

The 1st layer ensures the provision of services to citizens; the 2nd to 4th layer ensures the operation of these services;

The 2nd layer forms the software for the application for providing public administration services (eg. software information system of data boxes);

The 3rd layer consists of technology centers and data storage;

The 4th layer is the communications infrastructure, especially the data network of public administration (eg. CIPA - communication infrastructure of public administration).

Its further development then builds on the conceptual definition of eGovernment within the Smart Administration Strategy.

When completing the operational framework of eGovernment, certain measures must also be taken to ensure the protection of the assets of the entities operating in the field of ensuring security, public order and other essential interests of the Czech Republic, which could be at risk in achieving the goals set out in the strategic framework, particularly in relation to the mutual interlinking, publication and disclosure of data provided to legal and natural persons and other public administrations.

In the designing and implementing eGovernment projects, it is necessary to take into account the specific tasks performed by forces operating in the area of ensuring internal and external security of the state and public order, such as the Ministry of the Interior, the Police of the Czech Republic, the news services of the Czech Republic and a General inspection of security forces with regard to the need to protect the safety assets of these institutions.

Despite the achievements in the field of eGovernment development, the Czech Republic currently faces a number of technical and conceptual shortcomings, which can be defined in several thematic areas:

Despite the achievements in the field of eGovernment development, the Czech Republic currently faces **a number of technical and conceptual shortcomings**, which can be defined in several thematic areas:

- ✦ **The implementation of projects in the field of ICT takes place in a largely uncoordinated manner**, without ensuring technological compatibility, respecting the four-layer architecture and without the free sharing of information about completed projects. The development of eGovernment is then highly fragmented and its potential is limited (e.g. data cannot be mutually shared and citizens must repeatedly document it). Full electronic submission to the public authority (PA), the client of public administration can then perform only for certain agendas, or only partially.

A number of areas, where it is possible to introduce ICT in order to improve the efficiency of PA (e.g. also from the viewpoint of operational information systems) remain without this modernization input. In the long term, a decrease in the efficiency of operation is then occurring with many of them. Electronic identification and authentication is not actually completed. Usefulness both in the conditions of the Czech Republic and the EU is minimal and the expected savings is not occurring (eg. it is not possible with the electronic identity card to identify oneself to the public administration services through remote connection - via the Internet).

Part of the problem is also the absence of some systems and their data, which limit the functionality of already implemented projects or hinder the development of eGovernment services (eg. the lack of an official verified database of data about legislation).

- ✦ **It is also necessary to deal with Cyber security standards**, particularly in relation to elements of critical infrastructure. Act No. 181/2014 Coll., on cybersecurity, as amended by applicable regulations (hereinafter ACS), sets the deadline for fulfilling the obligations arising therefrom as 1 March 2016. Currently, however, it is not yet possible to state how many PAs comply and how many do not comply with ACS, because there is no adequate data on the grounds that the National Security Office currently has only 14 inspections of ACS under its belt, under which it is possible to judge the state of cybersecurity in the organization. However, there are approximately around 100 compulsory subjects. Statistics concerning ACS will be contained in the Report on the state of cybersecurity (hereinafter the Report), which is published only once a year, namely in the first half of the year following the year to which the Report relates.
- ✦ **The principle of open data** ²¹ - Implementation of open data in the Czech Republic in the monitored period significantly moved forward and has been ensured financially and as regards personnel by the department of the Chief architect of eGovernment of the Ministry of the Interior. Open Data was enshrined into the Czech legislative system in September 2016, when Act No. 298/2016 Coll. was issued. The project Implementation strategies in open data II is prepared for the next period. Within the development area of open data, it is necessary to ensure coordination between the various ministries and public agencies and jointly appoint coordinators of open data for individual institutions and to establish a working group of open data providers. In 2016, new commitments of the Czech Republic in the field of open data

²¹ "Open Data", is data published on the Internet in a manner that does not restrict any users in the method of its use (technically and legally) and authorizes all users to spread it further, insofar as the data author will be listed during the use and dissemination of data.

were included in the Action Plan of the Czech Open Government Partnership for the period 2016 and 2018 respectively.

- ✦ **The rapid development of ICT is not always accompanied by the adequate and quick response of legislation**, which in turn reduces the use of the opportunities that the new technology brings. The danger is that the technological solutions of eGovernment will not be in compliance with the current legislation.
- ✦ **Conditions for the development of eGovernment in a transparent and competitive environment** (esp. a limitation in licensing arrangements) **are limited**, so there is often a violation of the principles of 3E. The realized ICT projects often have overstated costs, or are being implemented with considerable delays. Some may ultimately be counterproductive.
- ✦ **One of the negative effects is also the lengthy implementation of public procurement.**

The name and description of the objective

Objective name: *Completing a functional framework for eGovernment*

The goal is to complete a **clear, transparent and as well as flexible environment and conditions of a legal and institutional character for the smooth development of eGovernment** as well as maximizing the benefits of its functioning.

Framework description of the measures and activities to meet the objectives

The following activities will particularly be realized under this objective:

- ✦ **Completing the architecture of eGovernment** in a controlled manner in all its four layers and information systems for the needs of public administration, while ensuring cyber security standards in accordance with the relevant legislation and a balanced application of the principle of open data,
- ✦ **Completing the information and communication systems of public administration**, the implementation of security measures under the Act on cyber security,
- ✦ **Realization** of a usable across the board, uniform, state guaranteed and EU interoperable **system of electronic identification, authentication and authorization for key agenda and operational information systems** managed by MAs according to the principles, assumed by the EU Regulation eIDAS (Electronic Identification and Signature)
- ✦ **Expansion, linking and consolidation of the data fund of public administration and its efficient and safe use according to individual agendas on the principle of "open data"**, which will be based on the principle of sharing once captured data for the purpose of its accessibility to other entities of public administration and beyond them, especially to ensure full electronic submission²² for selected agendas, computerization of agendas (eg. eEducation, eCulture, eHealth, eInclusion, eCommerce, eBusiness, eJustice, eProcurement, eLegislation,

²² One of the conditions of the implementation of full electronic filing is linking electronic forms in the Czech POINT environment to ISDS and at the same time parametric change of the legal regulation of the territorial jurisdiction so that the IEP process could alternatively take place through a public administration contact point in an assisted manner, as close as possible to the factual residence of the citizen. This condition also includes the need to regulate the remuneration of these public administration contact points for action taken through them.

eCollection)²³ including support tools such as storage sites or networks, upgrading information and communication systems for the specific needs of public administration bodies and IRS components, security systems in the area of justice and prisons, transportation systems, warning systems, etc.

- **Supporting of the establishment and equipment of public authorities to protect the ICT infrastructure** and ensuring a controlled and secure data sharing of public administration in accordance with the Cyber Security Act, including the communications and radio communications infrastructure of the state,
- **Conceptual ensuring of the functioning of eGovernment and the implementation of ICT projects**, where the role of the MI (or the Chief Architect - hereinafter CA) has been modified so that it will ensure the architectural consistency of the operating elements of eGovernment through the issuance of statements by the CA for all ICT projects of public administration (MI and other organs of state administration) regardless of the method of their financing; coordination of ICT projects of public administration will be adjusted in order to take place on a supra-departmental, more flexible and transparent platform than ever before under the auspices of the Prime Minister with a background within the MI,
- **Amendment of current legislation** relating to eGovernment in order to remove its ambiguity and ensure the adoption of such legislation that will ensure that the implemented projects do not conflict with current / amended legislation,
- **Creation of conceptually-strategic material**, which regulates conditions in ICT in terms of upholding the principles of 3E in a binding manner.
- **Promoting the principle of open data**, especially in relation to its application in practice.

In the designing and implementing eGovernment projects, it is necessary to take into account the specific tasks performed by forces operating in the area of ensuring public order and the security of the Czech Republic, such as the Ministry of the Interior, the Police of the Czech Republic, the news services of the Czech Republic and a General inspection of security forces, especially with regard to the need to protect the safety assets of these institutions.

Administrator

The Ministry of the Interior and the Ministry of Finance

Cooperating institutions

central bodies of state administration in cooperation with territorial self-governing units

²³The bulk of the measures will be realized by the description of the current situation, its risk analysis, the description of the state of TO-BE particularly with regard to the architectural consistency and set of transit projects enabling transition from the state of AS-IS TO-BE.

Strategic objective 4: Professionalization and development of human resources in public administration

Context

The Czech Republic has thus far been the only EU member state without a law regulating the status of civil servants, which has been repeatedly warned about from the European Commission. **For that reason, the implementation of the Civil Service Law became one of the main priorities of the Government of the Czech Republic in 2014.** Part of the development is also the provisions and legal anchoring of the conceptual, methodological, management and supervisory authority of the service i.e. the MI department, which is the guarantor of the civil service²⁴. However, to fulfill its role and system settings of effective management and development of human resources, the following is currently lacking:

- ✦ **Adequate background analysis and methodological recommendations**
- ✦ Follow-up **setting of processes** and related **service regulations**.

To ensure the high-quality performance of state administration, the existence of an adequate system of management and human resource development is further needed. The current one in the area of state administration has the following **main weaknesses**:

- ✦ **It is not sufficiently effective,**
- ✦ **The existing uniform system of the education of civil servants** does not currently fully contribute to ensuring a uniform level of education,
- ✦ **It requires the implementation of significant changes in relation to the implementation of the Civil Service Act.**

In the area of the activities of territorial self-governing units, it is necessary to support the increased performance and efficiency of local public administration in the area of human resource development, to further strengthen and streamline human resources training, especially the training of officials and employees of territorial self-governing units and the training of elected representatives of territorial self-governing units, and thus remove the following shortcomings:

- ✦ **A lack of appropriate** educational programs for the training of TSU officials in selected administrative activities carried out under delegated powers,
- ✦ **Insufficient quality and efficiency of accreditation of educational programs, educational institutions and the training of officials** in relation to current legislation,

The importance of the subjects, in whose scope the ensuring of internal order and security is, continues to grow. Therefore, the development of human resources management of the Police of the Czech Republic will be supported. The existing system, in particular:

- ✦ **Is not sufficiently effective,**
- ✦ **It lacks a strategic approach and anchoring system** (lack of a human resources strategy, the lack of a unified organizational structure)
- ✦ **It does not use the competency model as a tool of selection, management and the development of human resources,**

²⁴The guarantor of the implementation of the Civil Service Act is the Section for civil service, which was established in 2015 by the Ministry of Interior.

- **It does not use the best practices in the field of the creation of service and work positions**
- **It lacks the effective use of performance management tools and motivation.**

The name and description of the objective

Name: *Professionalization and development of human resources in public administration*

The aim is to ensure a **stable, professional and high-quality performance of state administration**, by ensuring the **implementation of the Civil Service Act**, through the development and efficient management of human resources.

Specific objectives fulfilling this strategic objective

Two specific objectives and associated measures and activities are tied to this strategic objective:

Specific Objective 4.1 Implementation of the Civil Service Act

- **The development of a supra-departmental control, conceptual, methodological, coordinating and monitoring body** (Section for Civil Service of the Ministry of the Interior)
- Realization of the **underlying analysis and the creation of organizational, financial, personnel and educational processes** in the area of civil service and the related methodological recommendations and
- **The creation of service regulations** specifying the processes of the Civil Service Act.

Specific Objective 4.2 Management and development of human resources in the administrative offices

- **Realization of the analysis** of the current state of HR processes in state administration,
- **Creation and system settings of all relevant processes in the field of human resources management** in administrative offices and related methodological recommendations
- **Ensuring ICT support** for personnel management,
- **The creation of service regulations** specifying the process (processes) of the Civil Service Act.
- **Revision and modification of the system of education** in administrative offices in relation to the Framework of rules for the education of employees in administrative offices ²⁵
- **The creation of new or the modification of existing internal systems of education or concepts /strategies of education** in various administrative bodies based on the Framework of rules for the education of employees in administrative offices and
- **Implementation of educational activities** at various administrative authorities in accordance with the Framework of rules of the education of staff in administrative offices.

In connection with the realized survey of the needs of territorial self-governing units, the expanding of Strategic Objective 4 on the new specific objective governing the development of human resources of territorial self-governing units is occurring, as follows:

Specific Objective 4.3 Human resources development of local-government units

- **Creation of educational programs** for territorial self-governing unit officials, **focused on administrative activities performed by territorial self-governing units under delegated powers,**

²⁵ Resolution No. 865 of 26 October 2015; official regulation of the deputy interior minister for civil service No. 9/2015 of 29 October 2015.

- ✦ **Review of legislation specifying procedures (processes)** of the Act on Officials and related legislation **in order to increase the quality and efficiency of the accreditation of educational programs, educational institutions and thus also the training of officials** and
- ✦ **Increasing the performance and efficiency of territorial public administration** through training and human resource development of TSU.

An integral part of public administration in the Czech Republic are also entities in whose scope ensuing internal order and security is. According to the relevant legislation and the common practice of the performance of public administration, in this area a vital role is played by the Police of the Czech Republic. Identifying the absence of a system of human resource management in relation to the area of internal security and public order has also led to the expansion of the Strategic Framework for specific objective 4.4, designed to implement systemic measures in the field of human resources management, to establish closer cooperation, to train human resources and to promote the exchange of information between public administration bodies at the local level, to increase the efficiency of public administration to ensure adequate services to citizens.

Specific Objective 4.4 Development of human resources management of the Police of the Czech Republic

- ✦ **Implementation of specific training** for the acquisition of key competences of members and employees of the Police of the Czech Republic in the context of professionalization,
- ✦ **Implementation of the analysis** of the current state of human resources and the process of their management within the Police of the Czech Republic,
- ✦ **The creation of human resources** strategies of the Police of the Czech Republic as a basic strategic document setting up the system of all relevant processes in the field of human resources management,
- ✦ **Implementation of human resources strategies** of the Police of the Czech Republic (systemization of service points, system of selection and recruitment, evaluation and motivation system, application of a competency model, the centralized organization of human resources management in the Police of the Czech Republic and others.),
- ✦ **Creation and amendment of service regulations** specifying procedures (processes) of the Act on the service of members of security forces ²⁶.

²⁶ Act No. 361/2003 Coll., on the service of members of security forces.

Specific objective 4.1 Implementation of the Civil Service Act

Context

Up until 2014, the Czech Republic was the only EU member state without a law regulating the status of civil servants, which was repeatedly warned about from the European Commission. **For that reason, the implementation of the Civil Service Act became one of the main priorities of the Government of the Czech Republic in 2014.**

Developments in the field of the Civil Service Act were divided into legislative and implementation phases, in line with the government approved schedule. In 2014, the legislative phase took place. **The Strategic Framework will focus mainly on the implementation phase.** Part of the development is also the provisions and legal anchoring the governing body of the civil service, i.e. Section of the Civil Service of the Ministry of the Interior

However, to fulfill its role and system settings of effective management and development of human resources, it is still currently lacking the following:

- **Adequate background analysis** and related **methodological recommendations**
- Follow-up **setting of processes** and related **service regulations.**

High-quality and appropriate legal regulation governing the rights and obligations of civil servants is one of the fundamental pillars of a stable, professional, high-quality and efficient public administration. Civil servants in administrative authorities have an increased scope of responsibilities as well as rights than employees under the Labor Code do. The task of state administration is to ensure the **provision of high quality services to citizens while respecting** the laws of the Czech Republic and while ensuring the society-wide interests of the state.

The increased range of rights and obligations, including the accountability of civil servants for public service also requires an increased range of compensation, as a government employee has some of its rights limited in a "de legis" manner. Even the nature of the activities of civil servants (and their corresponding scope of responsibility of this profession) is socially significantly higher than in other professions. Decisions on the rights of other persons or institutions has, in many cases, an irreversible impact on their life and its meaning is thus so significant.

Another **fundamental pillar of public administration is its transparency, continuity and predictability of the law. Here there is also the irreplaceable role of the quality of public servants in administrative authorities.** To fulfill this pillar, it is essential to create optimum conditions, in particular through the regulation of the organization and mutual interaction within the state administration and ensuring the legal protection of civil servants against interest influences.²⁷

²⁷ Source: Analysis of the current state of public administration;

The Basic Principles of the Civil Service Act correspond with the requirements of the European Commission and other institutions of the European Union²⁸:

- **Institutional competence** - is exhaustively defined by the entities to which the Civil Service Act applies,
- **Personal competence** - is a clearly defined concept of a civil servant under the Civil Service Act and civil servant under the Labor Code,
- **Rights and obligations** - the law contains an exhaustive list of rights and obligations of civil servants, including procedures for their non-compliance,
- **Remuneration system** - based on the coalition agreement, the system of remuneration will be modified as of 1. 1. 2015, in the way that contractual salaries will be abolished, capping the maximum amount of remuneration, professional experience will be included in the salary steps,
- **Compensation** - or benefits in the new adaptation of the Civil Service Act are not applied,
- **Section for Civil Service of the Ministry of the Interior** - founded in 2015 as managing, methodical, coordinating and control authority of civil service
- **Transparent selection procedures** - the Civil Service Act defines a three-wheeled selection procedures enabling the career advancement of civil servants,
- **Anti-corruption mechanisms** - The Civil Service Act regulates the protection of whistleblowers and an official regulation will be drawn up for civil servants for this purpose
- **A system of comprehensive education** - The Civil Service Act addresses the issue of enhancing education and improving education, an official regulation will be issued for the process of ensuring the general part of clerical exams, and guidelines governing the various kinds of training of civil servants will be issued,
- **Comprehensive HR concept** - The Civil Service Act governs the entire personnel process from recruitment into service to changes, termination of service, and more and
- **Structured systematization** - based on the wording of the Civil Service Act, binding rules for the organization and systematization of administrative authorities will be issued (uniform terminology and labeling service points, the rules concerning the number of employees in the organizational units, etc.).

The name and description of the objective

Objective name: *Implementation of the Civil Service Act*

The aim is to **ensure the successful implementation of the Civil Service Act** and its functioning in the state administration system. All this as a **prerequisite for ensuring a stable, professional, high quality and efficient public administration in the** Czech Republic.

²⁸ Regarding the implementation of the above principles, as well as the obligations under the Partnership Agreement, intensive negotiations took place during 2015 at the ministerial level with representatives of the European Commission, which culminated in a letter sent by the Director General of the European Commission's Directorate for Employment, Social Affairs and Inclusion of 18 November 2015, in which the EC stated that the Czech Republic has made significant progress in fulfilling its obligations under the Partnership Agreement and that, thanks to the Civil Service Act, the Czech Republic effectively introduced all four basic elements defined in the abovementioned agreement - i.e. in particular the stability of public administration, transparent recruitment of civil servants and a reasonable and fair remuneration system.

Framework description of the measures and activities to meet the objectives

Mainly the following activities will be implemented following the approval of the Civil Service Act,:

- **The development of supra-departmental control, conceptual, methodological, coordinating and monitoring** bodies (Section for Civil Service of the Ministry of the Interior)
- Realization of the **underlying analysis and the creation of organizational, financial, personnel and educational processes** in the area of civil service and the related methodological recommendations and
- **The creation of service regulations** specifying the processes of the Civil Service Act.

The creation of the necessary **service regulations** must be based on analyzes of the functioning of the state administration, on which experts from governments, trade unions, academia and NGOs will participate.

Implementation of this specific objective is closely linked with the implementation of the specific objective 4.2 Management and development of human resources in the administrative offices.

Administrator

Section for Civil Service of the Ministry of the Interior

Cooperating institutions

entities falling within the scope of the Civil Service Act (service offices)

Specific Objective 4.2 Management and development of human resources in the administrative offices

Context

One important aspect of ensuring the high-quality performance of state administration is the area of the development and management of human resources. **The current system of the management and development human resource** has the following **main weaknesses**:

- **It is not effective enough**, which is one of the reasons for the high staff turnover in some offices and thus also indirectly influences the reducing of the quality of work performed by employees; it also lacks continuity, experience and until the adoption of the Civil Service Act and related legislation it also lacked a sophisticated incentive system and the system of remuneration of civil servants
- **It does not fully contribute to ensuring a uniform level of education** and
- **It requires the implementation of significant changes in relation to the implementation of the Civil Service Act.**

Act No. 234 Coll., on civil service was approved on 1 October 2014 and subsequently published in the Collection of Laws of the Czech Republic on 6 November 2014, with full effect from 1 January 2015. Responsibility for human resources management and education in the service authorities (ministries, government institutions and other administrative authorities) was entrusted to the Section for Civil Service of the Ministry of Interior. The Section for the Civil Service is responsible for the analysis, methods and implementing regulations interpreting and specifying the provisions of the Civil Service Act. Method of dealing with the management and development of human resources according to the Civil Service Act will have a major impact on developments in this area and the specific objectives of the Strategic framework will be implemented in accordance with it, and also in accordance with subordinate legislation, which will be issued for the management and development of human resources.

In order to ensure a uniform approach to education in administrative offices, the Section for civil service is also responsible for the processing of employee training in service offices and employees in administrative offices, which do not fall under the Civil Service Act, as well as for setting up the education system for employees under the Labor Code. For this purpose, a Framework of rules for the education of employees in administrative offices was processed, which the Government approved on 26 October 2015 as its resolution No. 865.

The name and description of the objective

Objective name: *Management and development of human resources in the administrative offices*

The aim is to create an **efficiently functioning uniform system for all major HR processes** across all individual service (administrative) authorities while respect their specifics - recruitment of employees and selection procedures, assessment, education, disciplinary action for breach of discipline, organization and systematization, appellate body of the second degree, etc., including education rules in administrative offices.

Framework description of the measures and activities to meet the objectives

Following the approval of the Civil Service Act and in coordination with activities undertaken within the specific objective 4.1 Implementation of the Civil Service Act will be implemented in the following activities:

- **Realization of the analysis** of the current state of HR processes in state administration,
- **Creation and system settings of all relevant processes in the field of human resources management** in administrative offices and related methodological recommendations
- **Ensuring adequate ICT support of** personnel management,
- **Revision and modification of the system of education** in administrative offices in relation to the Framework of rules for the education of employees in administrative offices ²⁹
- **The creation of service regulations** specifying the process (processes) of the Civil Service Act.
- **The creation of new or the modification of existing internal systems of education or concepts /strategies of education** in various administrative bodies based on the Framework of rules for the education of employees in administrative offices and
- **Implementation of educational activities** at various administrative authorities in accordance with the Framework of rules of the education of staff in administrative offices.

The basic principles for the implementation of the above activities in these areas are treated in the Civil Service Act. As part of this objective, methodologies and service regulations created by the Section for Civil Service of the Ministry of the Interior, as a managing, coordinating, methodological and control authority are subsequently concretized.

The education of civil servants is completely newly regulated in accordance with the Civil Service Act. The Section for Civil Service of the Ministry of the Interior is responsible for the preparation and implementation part of general part of clerical exams, furthermore it methodically ensures the special part of clerical exams, further education of civil servants in the areas of government priorities, cross-cutting themes and more. The Section for Civil Service of the Ministry of the Interior is also responsible for processing the rules of the education of employees of administrative offices, including administrative offices not falling within the scope of the Civil Service Act. The professional / vocational training related to this Framework rule will remain in the competence of individual administrative offices.

Administrator

Section for Civil Service of the Ministry of the Interior

Cooperating institutions

administrative offices, subject to the Framework of rules for the education of employees in administrative offices.

²⁹ Resolution No. 865 of 26 October 2015; official regulation of the deputy interior minister for civil service No. 9/2015 of 29 October 2015.

Specific objective 4.3 Human resources development of territorial self-governing units

Context

In the area of the activity of territorial self-governing units, the employment of territorial self-governing unit officials and their education is primarily regulated by Act No. 312/2002 Coll., on territorial self-governing units and amending some laws, as amended (hereinafter the Act on Civil Servants) followed by the subsidiary Labor Code. In fulfilling the tasks of territorial self-governing units, the elected representatives (councilors) of the territorial self-governing units perform alongside the officials. Within support of the development of human resources of territorial self-governing units, it is necessary to create the conditions for the active involvement of TSU in the implementation of projects to increase the performance and efficiency of local public administration in the area of human resource development, to further strengthen and streamline human resources training, especially the training of officials and employees of territorial self-governing units and the training of elected representatives of territorial self-governing units.

The name and description of the objective

Objective name: *Human resources development of territorial self-governing units*

The aim is to strengthen and streamline the education of human resources in self-governing units, with an emphasis on setting up the process of education of officials and employees of territorial self-governing units and the expansion of educational opportunities for elected representatives of territorial self-governing units.

Framework description of the measures and activities to meet the objectives

In relation to the applicable laws and in cooperation with territorial self-governing units and service authorities the following activities will be implemented:

- **Creation of educational programs** for territorial self-governing unit officials, **focused on administrative activities performed by territorial self-governing units under delegated powers,**
- **Review of legislation specifying procedures (processes)** of the Act on Officials and related legislation **in order to increase the quality and efficiency of the accreditation of educational programs, educational institutions and thus also the training of officials** and
- **Increasing the performance and efficiency of territorial public administration** through training and human resource development of TSU.

Under this objective, educational programs in selected administrative activities for officials of territorial self-governing units, will be prepared in professional teams. To ensure greater efficiency, transparency and better control of educational processes of TSU officials, it will be necessary to modify existing legislation amendments to the Act on officials of territorial self-governing units and other related legislation. Part of achieving the objective will also be the realization of project proposals aimed at educating not only the officials and employees of TSU, but also the elected representatives of the municipalities and regions themselves.

Administrator

The Ministry of the Interior, central administrative authorities, territorial self-governing units³⁰

Cooperating institutions

territorial self-governing units and central administrative authorities

³⁰ The division of responsibilities between the administrators and cooperating institutions depends on the fulfillment of specific activities.

Specific objective 4.4: Development of human resources management of the Police of the Czech Republic

Context

An integral part of public administration in the Czech Republic are also entities in whose scope ensuing internal order and security is. According to the relevant legislation and the common practice of the performance of public administration, a vital role is played by the Police of the Czech Republic in this area. Ensuring the sufficient expertise and professionalism of the members and employees of the Police of the Czech Republic has an impact not only on securing this area but also on the functioning of public administration as a whole. Effective human resource management also constitutes an essential condition for increasing the readiness of the Police of the Czech Republic and public administration as a whole on the fundamental changes in the current security situation. The main objective of the package of measures is to create a basis for effective human resources management of the police. The existing system, in particular:

- **Is not sufficiently effective,**
- **Lacks a strategic approach and anchoring system (lack of a human resources strategy, the lack of a unified organizational structure)**
- **Does not use the competency model as a tool of selection, management and the targeting of human resources development.**
- **Does not use the best practices in the field of the creation of service and work positions**
- **Lacks the effective use of performance management tools and motivation.**

The measures envisaged in the area of the development of human resource management can be divided into the following groups:

- **Description of the state, analysis and prescription of intervention and**
- **Implementation of intervention, including setting the normative framework, organization, Human resources management and their processes,**
- **Implementation of measures to increase the efficiency of public administration to ensure adequate services to citizens.**

The name and description of the objective

Name: *Development of human resources management of the Police of the Czech Republic*

The aim is to create a basis for the effective and ethical management of human resources of the Police of the Czech Republic as the systemic area of development of the Police of the Czech Republic as a whole. The purpose is to ensure a stable, professional and high quality performance of police officers. Effective human resource management also constitutes an essential condition for the fulfillment of a key priority of the Czech Government for increasing the readiness of the Police of the Czech Republic and public administration as a whole for crucial security risks. It is also necessary, within each measure of human resource management, to establish closer cooperation, to train human resources and to promote the exchange of information between public administration at the local level to increase the efficiency of public administration to ensure adequate services to citizens.

It is necessary to analyze and streamline the application practice of human resource management in the Police of the Czech Republic, mainly for accelerating the fulfillment of manpower and ensuring their development. Analysis of the application practice will focus primarily on processes within the

Police of the Czech Republic and simultaneously on determining the appropriate strategy for ensuring human resources to attract new members and increase the competitiveness of the Police of the Czech Republic on the labor market. The analysis of the major risks of the application practice of human resource management is necessary, inter alia, on account of the necessary readiness for the deteriorating security situation in Europe and the need for increased cooperation with the security forces of the EU. ³¹

The system of the human resources development of members and employees of the Police of the Czech Republic can already be identified as a crucial area for intervention, which requires a comprehensive change, especially an increase in lecturers' capacity, promoting modern methods of learning and acquiring know-how, particularly for the chosen specialization. This intervention can be applied immediately in the context of the Concept of the Development of the Police by 2020.

Framework description of the measures and activities to meet the objectives

To meet the objective, primarily measures in the areas of identifying areas for improvement and the design and implementation of measures to improve the function of the main processes of human resource management in the Police of the Czech Republic will be utilized, especially staffing and human resources development:

1. Implementation of the analysis of the current state of human resources and the process of their management within the Police of the Czech Republic,
2. Implementation of specific education for the acquisition of key competences of members and employees of the Police of the Czech Republic in the context of professionalization;
3. The creation of human resources strategies of the Police of the Czech Republic as a basic strategic document setting up the system of all relevant processes in the field of human resources management,
4. The creation and amendment of service regulations specifying procedures (processes) of the Act on the service of members of security forces.
5. Implementing of the strategy of human resource management in particular in the following areas:
 - a. Revision and unification of the systematization of official positions of the Police of the Czech Republic to ensure maximum effectiveness of the deployment of forces and resources of the Police of the Czech Republic in response to the changing security situation;
 - b. Modification of the system of recruitment and selection of specialists;
 - c. The creation of a competency model of the Police of the Czech Republic, including a program to develop key competences through education of members and employees of the Police of the Czech Republic;
 - d. Critical review and proposals for innovation of the motivation system of the Police of the Czech Police to ensure the effective management of performance as well as ensuring the competitiveness of the Police of the Czech Republic on the labor market;
 - e. Assessment of alternatives to the decentralized model of human resource management together with a proposal for the organizational unification of human resources management in the Police of the Czech Republic;

³¹The absence of conceptual work with human resources in the public sector was identified as a serious threat in the context of executing an Audit of national security.

- f. Creation of an effective organizational structure to ensure adequate conditions of human resource management of the Police of the Czech Republic;
6. The creation and amendment of service regulations specifying procedures (processes) of the Act on the service of members of security forces.

The basic framework for the implementation of the above activities in these areas is constituted by the Act on the service of members of security forces ³². Under this objective, the concretized methodologies and service regulations of the Chief of Police as head of the security forces will subsequently be concretized.

Administrator

Police Presidium of the Czech Republic

Cooperating institutions

Ministry of the Interior and territorial self-governing units

³² Act No. 361/2003 Coll., on the service of members of security forces.

5. IMPLEMENTATION OF THE STRATEGIC FRAMEWORK

5.1. Implementation procedure

Chapter 2.1 Reasons and circumstances of the Strategic Framework outlines in more detail the method of updating the Strategic Framework and its ongoing evaluation. The Ministry of the Interior in connection with the Strategic Framework has drawn up detailed implementation plans. These implementation plans are developed for each strategic objective and are always evaluated in two-year intervals. Each implementation plan includes:

- ✦ The hierarchical structure of the work (measures, activities, events etc.) leading to the fulfilment of the objectives,
- ✦ A timetable for the implementation of the individual measures, activities, events,
- ✦ Specific accountability and responsibility for individual measures, activities and events,
- ✦ Budget and sources of funding,
- ✦ Management practices and organizational structure implementation,
- ✦ The risks of realization of the individual goals (of measures and activities) and risk management practices and
- ✦ Procedures for monitoring and evaluating implementation.

In connection with the implementation plans, an indicator system of the Strategic Framework was elaborated. The individual strategic and specific objectives set out in the Strategic framework are assigned to the corresponding indicators in the implementation plan (in the expected breakdown into context, output, result and impact indicators). In the implementation plans, the target values of indicators are further defined or the quality criteria for their fulfillment are laid down - and particularly in relation to the set budget, timetable and risks of the realization of the objective.

When processing implementation plans, the processed evaluation (assessment) of the interventions implemented under the programming period 2007-2013 from the Operational Programme Human Resources and Employment and the Integrated Operational Programme were used.

Implementation plans prepared by the Ministry of Interior in cooperation with the Office of the Government and other public administration bodies involved in the implementation of the Strategic Framework. **Implementation plans were developed by the end of 2014.**

5.2. Implementation structure

The supra-departmental character of this document brings increased demands on the management and implementation of each of the proposed activities. Implementation of the proposed objectives depends on the coordination of the entire public administration, and therefore it is necessary to involve not only state administration bodies in management, but also representatives of the territorial public administration as representative of an integral part of public administration in the Czech Republic, which also bear responsibility for it.

The cross-sectional modernization of public administration also requires strong support from the Government of the Czech Republic. For this reason, the Government Council for Public Administration (Government Council), chaired by the Minister of the Interior was established for the management and implementation of the Strategic Framework. The Secretariat is ensured by the department of the Ministry of Interior.

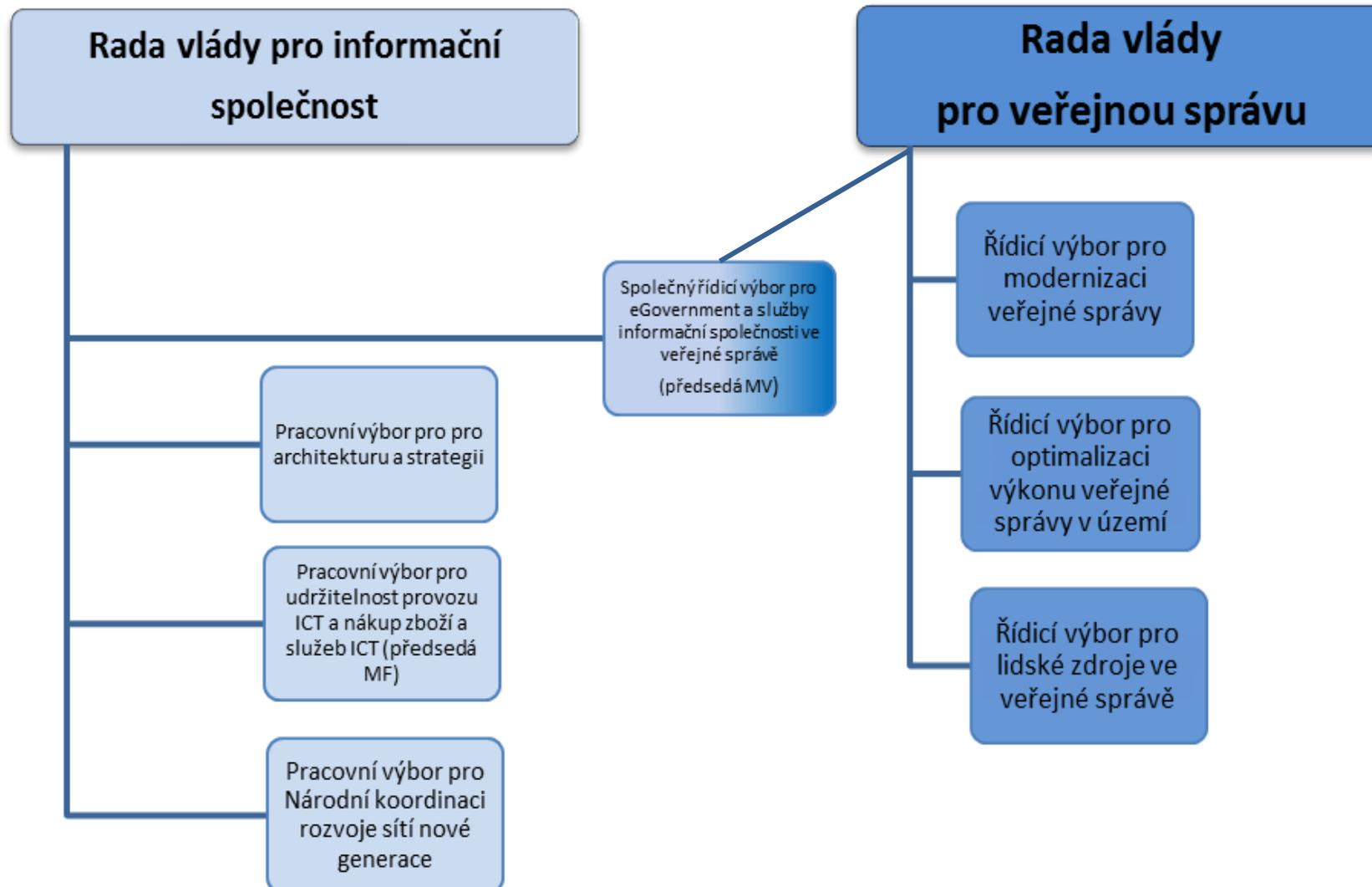
Coordination of individual strategic objectives is entrusted to management committees which are presided over by members of the Government Council. The coordination and management of the implementation of specific objectives are entrusted to implementation teams made up of experts or working committees sponsored by individual managing committees. The establishment of working committees is the responsibility of the Steering Committee. During the specific needs of managing larger implementation details, working groups may be established. The Government Council for an Information Society aims mainly to coordinate the development, creation and implementation in the area of the information society and ICT as well as discuss materials, programs and projects that relate to issue-oriented and effective public administration, eGovernment, ICT, information society, introducing information and communication technology as well eGovernment.

For the purpose of future conceptual work in the field of public administration establishes, a Joint Steering Committee for eGovernment and information society services in public administration is being established, in the scope of the Government Council for Public Administration and the Government Council for an Information Society, that shall ensure the tasks arising from the implementation of the Implementation Plan for Strategic Objective 3 Increase the availability and transparency of public administration through eGovernment tools and ensure connectivity and information transfer between the two councils. This interconnectivity will support other mechanisms - the Secretary of GCPA becomes a guest of GCIS without the right to vote, the Secretary of RVIS becomes a guest of GCPA without the right to vote, the Chairman of the JSC shall become a guest of GCPA without voting rights and the Chairman of JSC will become a guest of GCIS without voting rights.

The reason for the establishment of the Steering Committee is the necessity of coordination of the objectives of the Strategic Framework for the development of public administration in the Czech Republic for the period 2014-2020.

A clear diagram of the proposed implementation structure of the Strategic Framework is shown on the following page.

Diagram of the proposed implementation structure of the Strategic Framework



6. ANNEXES

6.1. List of abbreviations

3E	From English - Economy, Effectiveness, Efficiency;
AIS	Agenda information system
CAF	Common Assessment Framework – Quality control method of the Common Assessment Framework
CIA	Corruption Impact Assessment
CR	Czech Republic
ESIF	European structural and investment funds
EU	European Union
GDP	gross domestic product
ICT	Information and Communication Technology
IROP	Integrated regional operational programme
ISO	Here the standard ISO 9001 – quality management method
IT	Information technology
IRS	Integrated rescue system
CIPA	Communication Infrastructure of Public Administration
MA 21	Local Agenda 21
MI	Ministry of the Interior
NRP	National reform programme of the Czech Republic 2014
NGO	Non-Governmental Organization
OECD	Organization for Economic Co-operation and Development
OP	Operational programme
MEC	Municipality with extended competence
PA	Public Authority
PMA	Process modeling agendas
QMS	Quality management system
RIA	Regulatory Impact Assessment-
RRO	Register of rights and obligations
ICS	International Competitiveness Strategy of the Czech Republic for the period 2012-2020
SR	Strategic Framework for the Development of Public Administration in the Czech Republic for the period 2014 - 2020
TQM	Total Quality Management-a method of continuous improvement in the functioning of the organization
DCA	Department of the Chief Architect
TSU	Territorial self-governing unit
PC	public contract /contracts

Note: All of the cited legislation means as amended (if the legislation was amended).

6.2. Brief international comparison of the state of public administration in the Czech Republic and the EU

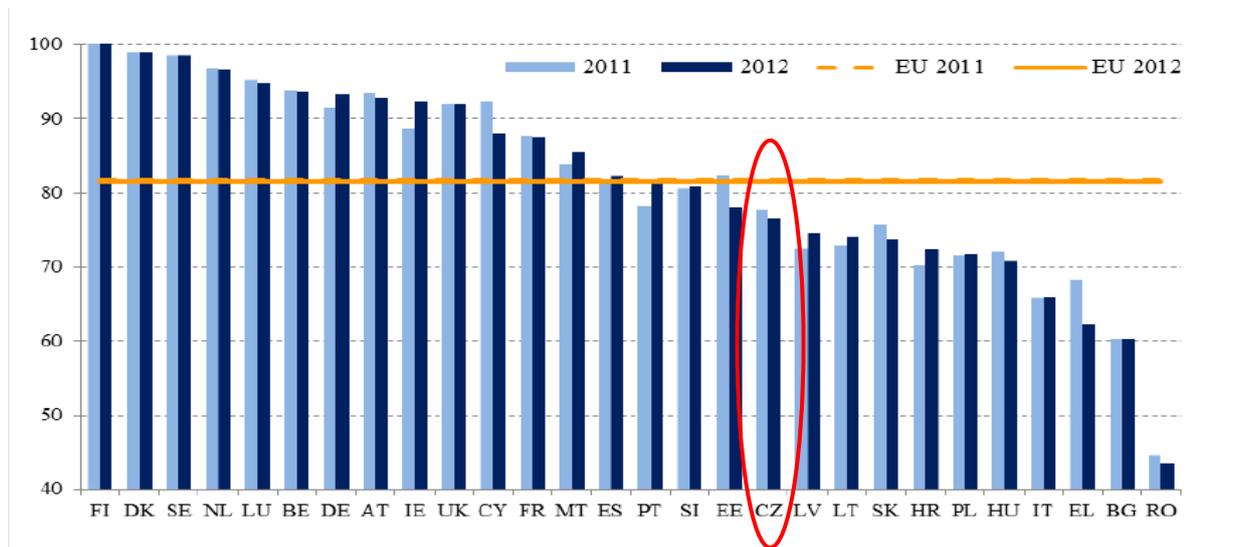
Measuring the performance of public administration is dealt with by institutions such as the European Commission, World Bank, OECD and others. For the purposes of the Strategic Framework, the European Commission document Quality of public administration was utilized,³³ which serves as the basis for Europe 2020, respectively, it serves as a set of indicators for the assessment of individual European Union member states in various fields (besides public administration in areas such as the financial sector, labor market competitiveness etc.).

The three below mentioned basic graphs relevant for the global and strategic objectives of the Strategic Framework were selected from the listed document. The Czech Republic's position is highlighted by a red circle.

The first chart, which shows the overall effectiveness of public administration, is key. The Czech Republic ranked in 18th place within the European Union countries (out of 28 evaluated EU Member States)³⁴, while the effectiveness of public administration in 2012 compared to 2011 worsened.

A similarly unflattering position is indicated in the graph for the overall use of eGovernment services (Czech Republic ranks 23rd out of 28 EU Member States ranked) and the use of practices of strategic human resource management in central state administration (Czech Republic in 17th place out of 20 ranked OECD member states).

Effectiveness of public administration (comparing 2011 and 2012)



Source: European Commission - Quality of public administration

The mentioned "Worldwide Governance Indicators" summarize information based on 30 existing data sources related to the opinions and experiences of citizens, entrepreneurs and experts from the public and private sectors and NGOs. The effectiveness of the government involves the perception of the quality of public services, the degree of their independence

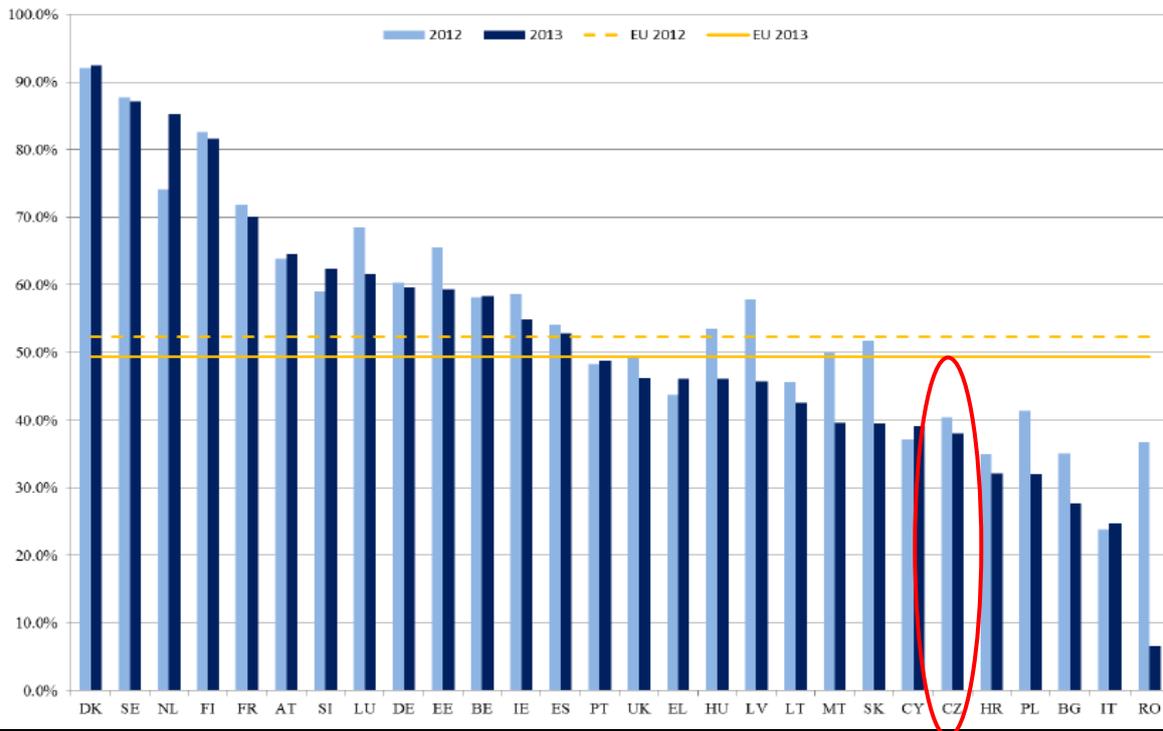
³³Source: http://ec.europa.eu/europe2020/making-it-happen/key-areas/index_en.htm

³⁴ Croatia, which became an EU member in 2013, is also counted in this data.

from political pressures, the quality of the formulation and implementation of policies and the credibility of the government's commitment to their implementation.

Data source: World Bank - Worldwide Governance Indicators (2011, 2012)

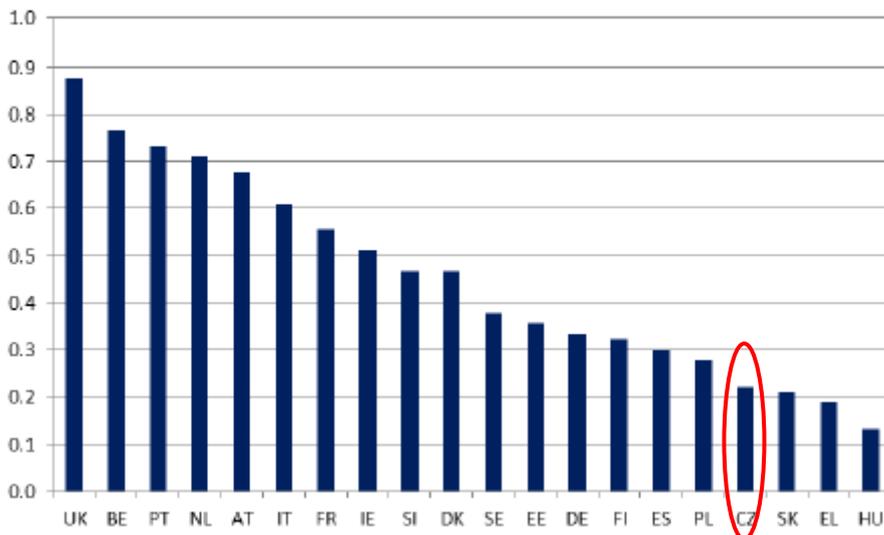
The use of eGovernment services by citizens age 25-54 years (comparison of 2012 and 2013)



Note: Since the rate of use of eGovernment services varies considerably between different groups, the selection of the working age population will prevent the sheer influence of the results due to the different demographic composition in individual countries.

Source: European Commission - Quality of public administration, Eurostat, EC Research on ICT usage in households and by individuals.

The use of procedures of strategic human resource management in central government (2010)



Note: The index is composed of the following variables: the existence of a general framework of accountability; existence of objectives in the area of human resources management based on the performance evaluation of managers of a high and middle management level; elements that middle and senior managers have to take into account when planning and assessing the general framework of accountability; regular review and evaluation of the capacity of human resources management at the ministries and central administrative authorities; the existence of forward planning in order to adapt

the amount of labor needed to ensure services; the existence of elements that are taken into account in the forward planning of the government. The index ranges from "zero" (low level of application of strategic management of human resources) to the value of "one" (high level of application of strategic human resource management).

Source: European Commission - Quality of public administration; OECD research on strategic human resources management at the level of central or federal governments (2010).

6.3. Characteristics of and linkage of the relevant strategic documents to the strategic framework

Below is a brief description of the strategic documents in relation to the Strategic Framework. These particularly include the following documents:

- Analysis of the current state of public administration;
- Efficient public administration and friendly public services: Smart Administration Strategy for the period 2007-2015;
- The national reform programme of the Czech Republic 2014
- International Competitiveness Strategy of the Czech Republic for the period 2012-2020
- Partnership agreement for the programming period 2014-2020
- Operational Programme for Employment,
- Integrated regional operational programme³⁵
- Development of the Police of the Czech Republic in the years 2016-2020;
- The concept of the development of the Police of the Czech Republic in the year 2020 and
- The action plan for the development of the digital market.

For each document, there is a brief description of its contents, an overview of the problems is stated, of developing areas or objectives relating to public administration, and whether these problems (areas, goals) are addressed in the strategic framework. At the end, the administrator of the document is stated, and any other relevant information.

Analysis of the current state of public administration;

The impetus for processing the Analysis of the current state of public administration in 2011 (hereinafter the Analysis) became the unsystematic organizational steps of some ministries on the one hand, but especially the incompleteness, or only formal implementation of phase III of the reform of public administration.

The aim of the processing of the Analysis of the current state of public administration was submitted to the government expert analysis of the current state of public administration with the detection of major systemic deficiencies and various ways to eliminate them so that in the context of the completion of the reform the main goal was achieved - namely to streamline and modernize public administration according to current societal needs and at the same time according to the economic possibilities of the state and territorial self-governing units.

³⁵ The Operational Programme Employment and the Integrated Regional Operational Programme are a part of the program period 2014 - 2020. The Strategic Framework, however, is also connected to the program documents from the programming period 2007 - 2013 Operational Programme Human Resources and Employment and the Integrated Operational Programme.

Analysis of the current state focused both on the central state administration and territorial public administration. The following issues in the area of public administration were identified and analyzed:

- A high degree of resistance towards the introduction of modern methods of management organization
- The lack of a central, publicly accessible database of agendas and activities carried out by the central state administration,
- The lack of standardization of the various procedural steps,
- The lack of a legal framework of rights and obligations of state administration officials,
- Unnecessary regulatory burden,
- The low level of horizontal coordination of the state administration,
- The lack of communication of the central state administration with the territory or poor coordination of communications,
- Low quality of information on the activities of central government (the public do not have access to information about the quality of work of the central authorities). Territorial self-governing units have, unlike the ministries, natural incentive to improve its services and reduce current expenditure; Ministries lack transparency, readability, directness,
- Lack of knowledge of the real performance of state administration in delegated powers,
- Lack of personal responsibility,
- Inflexible internal structure of employment in the state administration, development of the number of employees in central government and staffing instability and excessive politicization of the central state administration and
- Organization of the authorities of the state in the territory.

The following issues in the area of public administration were identified and analyzed:

- The effects of Act No. 36/1960 Coll., on the territorial division of the state,
- The complexity of the performance of public administration,
- The issue of small municipalities,
- The classification CZ - NUTS
- Definition of the self-governing region,
- Statutory cities,
- Streamlining of the performance of public administration in the capital city of Prague,
- Public contracts,
- The local jurisdiction and
- The financing of territorial self-governing units.

There are also problems in the Analysis of a systemic nature:

- The issue of the relationship of an elected representative versus the authority,
- De-politicization of public administration,
- The status, rights and obligations of public administration officials
- Changes in the regulatory environment in the area of surveillance and control.

In its conclusion, it defines the basic directions for the modernization of public administration and management modernization. This is specifically about:

- The establishment of clear priorities in public administration,
- Creating maps of public administration,
- Process modeling of agendas and activities,
- Modification of processes – standardization,
- Increasing the transparency of public administration,
- Regulatory impact assessment (RIA)
- eLegislation, eCollection, and
- Methods of quality management in public administration.³⁶

Link to the Strategic Framework: As mentioned in the introductory chapters, the Strategic Framework is based on the Analysis and follows up on the guidelines of the modernization of public administration.

Administrator: The Ministry of the Interior prepared an analysis of the current state of public administration.

Efficient public administration and friendly public services: Smart Administration Strategy for the period 2007-2015;

Efficient public administration and friendly public services: The Smart Administration Strategy for the period 2007-2015 (Strategy of Smart Administration) was to ensure a coordinated and effective way of improving public administration and public services with the use of structural funds in the programming period 2007 - 2013. Emphasis was placed on ensuring the coordination and synergy of interventions implemented under the Operational Programme Human Resources and Employment, the Integrated Operational Programme and national sources.

The strategy also provides a framework for the coordination of all processes towards efficient public administration and friendly public services, whether they will be financed from structural funds or not.

The Smart Administration Strategy has three main parts. The first part is analytical. Within its framework, the current form of public administration in the CR is approached, the key problem areas are identified and the performance of public administration of the Czech Republic in an international comparison is assessed. The design part of the Strategy approaches the Hexagon principle of public administration as a key methodological tool of the implementation of the Strategy and further develops the various objectives of the Strategy into the project areas. The final part of the document is devoted to the implementation and management of the Strategy.

The document contains a vision of 2015:

- Public administration in the Czech Republic is primarily understood as a service to the citizen, it meets the principles of good governance, operates efficiently and effectively;
- Public services are customer oriented, meet citizens' expectations, operate efficiently and flexibly respond to the needs of citizens;

³⁶ Source: Analysis of the current state of public administration;

- Public administration and public services contribute to increasing the competitiveness of the Czech economy and enhancing the quality of life of the inhabitants.

The global objective of the Strategy of Smart Administration was, by streamlining the functioning of public administration and public services, to promote socio-economic growth of the CR and enhance the quality of life of citizens. This goal breaks down into five strategic objectives:

- To improve the creation and implementation of policies,
- To improve and simplify the regulatory environment and create an attractive environment for entrepreneurs, domestic and foreign investors,
- To streamline the activities of public administration, reduce the financial cost of the running of administration and ensure the transparent performance of public administration,
- To bring public services to the citizen, to ensure their maximum availability and quality
- To improve the quality of the judiciary.

Link to the Strategic Framework: The Strategic Framework followed up on the implementation of activities in the framework of the five strategic objectives of the Smart Administration Strategy.

The administrator of the Smart Administration Strategy is the Ministry of the Interior.

The national reform programme of the Czech Republic 2014

The National Reform Programme of the CR 2014 presents a conceptual document of national economic policies, which, in line with the economic priorities of the European Union sets out a plan of key measures to promote economic growth in the Czech Republic in compliance with responsible fiscal policy. The measures contained in it respond to the current economic situation and are based on the priorities defined by the Government of the Czech Republic.

In the area of public administration, they are the main defined problems and development areas:³⁷

- The development of public administration, a high quality and transparent state administration
- The fight against corruption,
- The management of EU funds with regard to the programming period 2014-2020,
- Public procurement,
- Computerization of public administration,
- Regulatory impact assessment
- Recodification of civil procedural law and
- Reducing administrative and regulatory burdens for entrepreneurs.

Link to the Strategic Framework: The Strategic Framework focuses on the following points: the development of public administration, high-quality and transparent state administration, e-governance, regulatory impact assessments and reducing the administrative and regulatory burden (generally, i.e. including entrepreneurs).

³⁷ Source: The National Reform Programme 2014, chapter 3.5 Quality of public administration, the fight against corruption, the administration of EU funds and the implementation of public procurement 4.1.2 Effective public administration and the legislative environment 4.2.1 Attractive business environment and infrastructure development for Czech industry.

The administrator of the National Reform Programme of the Czech Republic 2014 is the Office of the Government of the Czech Republic.

International Competitiveness Strategy of the Czech Republic for the period 2012-2020

International Competitiveness Strategy of the Czech Republic for the period 2012-2020 (hereinafter ICS) is a strategic document, which aims to prepare the Czech Republic for the future in a globalized world. The OECD definition was used while preparing the strategy, according to which competitiveness is defined by the ability to produce goods and services which can withstand the test of international competition, and at the same time the ability to maintain or increase real GDP.

The potential competitiveness of entities operating in the Czech Republic is not only due to their objective characteristics. The utilization rate of this potential depends partly on conditions that one cannot control, such as natural influences, geographic location or the economic cycle. On the other hand, there are conditions there that can affect both the activities of the national government and public administration, as well as any effort to change the conditions of the EU internal market. It is precisely measures in these areas that ICS covers.

ICS includes forty-three projects in the areas of institutions, infrastructure, public finance, education, the labor market, financial markets, health, innovation, developed into concrete action. The aim of the project is to create attractive conditions for creative entrepreneurship, innovation and growth in living standards.

There are key initiatives in the public sector:

- Effective public administration,
- Streamlining the management of public property and resources,
- Simplifying access to public administration services,
- The higher quality and availability of regulation and
- Better enforcement of law.³⁸

Link to the Strategic Framework: All of these initiatives are linked to the implementation of the Strategic Framework.

The *Administrator* of the International Competitiveness Strategy is the Ministry of Industry and Trade.

Partnership agreement for the programming period 2014-2020

The Partnership Agreement for the programming period 2014-2020 (hereinafter also the Partnership Agreement) is a document prepared by a Member State of the European Union, which sets out the objectives and priorities for the effective use of European structural and investment funds to fulfill the Europe 2020 strategy based on the defined national priorities.

The agreement is a strategic document, based on a thorough analysis of the current social and economic situation, economic trends and needs of the Czech Republic, on whose basis the priorities for funding in 2014-2020 are set, while monitoring the fulfillment of the common goals of the EU.³⁹

³⁸ Source: International Competitiveness Strategy of the Czech Republic for the period 2012-2020 (especially chapter 1 Institutions).

³⁹ Source: Partnership agreement for the programming period 2014-2020

In the analytical part of the document, public administration is listed as one of the top five areas of development needs and growth potentials. The Partnership Agreement identified main problems and development needs in public administration are:

- High administrative and regulatory burden,
- Low efficiency and expertise in public administration,
- Low transparency of public administration,
- Low efficiency of the functioning of the judiciary,
- The unfinished computerization of public administration (e-Government) and
- Lack of security of information systems in public administration.

Link to the Strategic Framework: The Strategic Framework includes and addresses all of these needs.

The *administrator* of the Partnership Agreement is the Ministry for Regional Development.

Operational Programme for Employment,

The Operational Program Employment defines the priorities for the promotion of employment, social inclusion and effective public administration from the European Social Fund in 2014-2020. The Operational Program Employment is developed, especially in relation to the Partnership Agreement, which defines the priorities of the Czech Republic for support from the European Structural and Investment Funds in the period 2014-2020, and other key strategic documents (national and European). This document builds on the Operational Programme Human Resources and Employment for the period 2007 - 2013.

The Operational Programme defines four basic factual priority axes, which covers the issues of promoting employment, equal opportunities for women and men, the adaptability of employees and employers, further education, social inclusion and combating poverty, streamlining public administration and public services, and promoting international cooperation and social innovation in employment, social inclusion and public administration. With regard to the eligibility of expenditure financed by the European Social Fund, the OP Employment supports intervention of an intangible nature.

Link to the Strategic Framework: The Strategic Framework for the relevant priority axis 4 Efficient public administration, whose intervention will be supported by the thematic objective of the European Structural and Investment Funds No. 11 Strengthening the institutional capacity of public authorities and stakeholders and efficient public administration.⁴⁰ In Chapter 4 of the Strategic Framework, Description of the individual objectives, their possible linkage to the implementation of the Operational Programme Employment is provided for each specific objective.

The *administrator* of the operational programme Employment is the Ministry of Labor and Social Affairs.

Integrated regional operational programme

The strategy of the Integrated Regional Operational Programme (hereafter IROP) is based on the combination and synergistic links of appropriately selected interventions of a regional character complemented by interventions at the national level with a strong projection into the territory, as a means of enhancing the regional competitiveness and the quality of life of the population, with a

⁴⁰ Source: Operational Programme for Employment.

significant impact on the balanced development of the area. An important aspect of the strategy is the consideration of selected solutions with regard to the diversity of needs of different types of territories.

IROP integrates the development priorities of municipalities, cities and regions and related national priorities, taking into account the nature of their specifics and requirements for a thematic and geographical concentration. Linking interventions implemented separately so far at the regional and central level allows achieving their optimal combination in the territory and their content and time integration, thereby achieving positive synergies.

Similarly as the Operational Programme Employment, IROP is drawn up in connection to the Partnership Agreement and other relevant national and European strategies. This document builds on the Integrated Operational Programme for the period 2007 - 2013.

Link to the Strategic Framework: For the Strategic Framework, the priority axis 3 Good administration of the territory and streamlining public institutions is relevant, namely Specific Objective 3.2 Increasing the efficiency and transparency of public administration through the development of the use and quality of ICT systems and Specific Objective 3.3 Support for the acquisition and implementation of spatial development documents.⁴¹ In Chapter 4 of the Strategic Framework, Description of the individual objectives, their possible link to the implementation of the Integrated Regional Operational Programme is provided for each specific objective.

The *administrator* of the Integrated Regional Operational Programme is the Ministry for Regional Development.

Development of the Police of the Czech Republic in the years 2016-2020;

The Strategic document Development of the Police of the Czech Republic in the years 2016 - 2020 was drawn up in 2015 on the grounds of the Police of the Czech Republic under the reflection of the requirements of the identification and quantification of future personnel needs of the Police of the Czech Republic, especially in relation to the dramatic changes of the security situation in Europe and its prospects in the medium term.

The document focuses on identifying areas for the necessary expansion of forces, resources and capabilities of the police, their description, proposals for specific interventions in the area of human resources including the intended effects and arguing their efficiency and effectiveness.

The aim of processing the document Development of Police of the Czech Republic in the years 2016 - 2020 was to provide the Government of the Czech Republic with early information about future staffing needs of the Police of the Czech Republic in the years 2016 - 2020 and allow the creation of an environment to meet this need.

Link to the Strategic Framework: The document describes the general state of the staffing of the Police of the Czech Republic in relation to Strategic Objective 4 - Professionalization and development of human resources in public administration and quantifies the volume of human resources in the Police of the Czech Republic in the medium term.

The *administrator* of the Development of the Police of the Czech Republic in the years 2016 - 2020 is the Police Presidium of the Czech Republic.

⁴¹ Source: Integrated regional operational programme.

The concept of the development of the police of the Czech Republic in the year 2020;

The basic conceptual document Concept of the development of the Police of the Czech Republic in 2020 from 2016, prepared by the Police Presidium of the Czech Republic and the Ministry of Interior CR, offers a clear understanding of the development of the Czech Police as an organization ensuring internal security and public order and responsible for combating crime in the environment of changes in the security situation in the medium term.

The concept seeks to create a global framework for the development of the organization to fulfill the main goal of fulfilling the mission of the Police of the Czech Republic as the guarantor of internal security, through instruments representing intervention both in systemic areas (human resources management, systemization and standardization of assets, information support, support for science, research and innovation or crime prevention) and in the areas of police activity itself (internal order and security, the fight against crime, specific police services). This global approach covers and creates a partial framework strategy and simultaneously interconnects the strategic perspective of the Police of the Czech Republic with the strategic documents of higher levels (CR Security Strategy 2015, Czech Republic's strategy to combat terrorism from 2013, Action Plan for the National Strategy for Cyber Security of the Czech Republic for the period 2015-2020, the National drug policy strategy for the period 2010-2018, etc.).

Link to the Strategic Framework: Development of human resources management is one of the main systemic measures of the entire Concept of the development of the Czech Police in 2020. In all other areas affected by the Concept, interventions at the level of individual processes of HRM are also defined (human resources development, staffing etc.).

The *administrator* of the Concept of development of the Police of the Czech Republic until 2020 is the Police Presidium of the Czech Republic.

6.4. The diagram of the intervention logic

In this annex, an overview of the strategic objectives, specific objectives and related key actions / activities is first listed. On the next page, there is then an overview of all problems solved by the Strategic Framework and the key measures and activities of specific and strategic objectives. The process of creating intervention logic is described in Section 3.1 Intervention logic.

System of objectives and measures

Strategic objective	1				2				
	Modernization of public administration				Revision and optimization of the performance of public administration in the territory				
The name of the specific objective	1.1	1.2	1.3	1.4.	2.1	2.2.	2.3.	2.4	2.5.
	The use of elements of process control and implementation of the standards of selected agendas	Reducing the regulatory burden	Extension of quality management and improvement of strategic management in public administration	Implementation of the system of the evaluation of public administration	Harmonization of the administrative division of the country	The revision and modification of the function of territorially divided cities	Optimizing the system of public contracts	Adjustment and optimization of the system of financing of the delegated performance of state administration	Reduction of the risk of insolvency of territorial self-governing units.
Key measures / activities	<ul style="list-style-type: none"> - process modelling of selected agendas - evaluation of the benefits and costs of methods for the modeled agendas - standardization of selected agendas. 	<ul style="list-style-type: none"> - creating the concept of reducing administrative burdens - elaboration of a uniform methodology for measuring administrative burdens - setting the conditions and system tools for improving the processed impact assessment of legal regulations - developing and processing a methodology for assessing the overall regulatory burden and its incorporation into the RIA process, - introducing a mechanism for the systematic examination and monitoring of changes in her quality of the RIA 	<ul style="list-style-type: none"> - processing of a methodology for the implementation of quality management systems in administrative offices, - implementation of quality management methodologies in administrative offices, - methodological support for quality management at the level of territorial self-governing units, - implementation of methodological recommendations for quality management in TSU - introduction of process management at TSU - the application of project management in public administration. - application of the Methodology for the preparation of public policies and their implementation, - development of systems and tools of strategic work in public administration, - performing strategic analysis of the documentation, hierarchy system of strategies - the introduction and development of strategic 	<ul style="list-style-type: none"> - introduction of a system of measurement and evaluation of public administration and the creation of relevant methodologies 	<ul style="list-style-type: none"> - simplification and harmonization of state administration in the territory 	<ul style="list-style-type: none"> - creation of criteria for determining the statutory city and manner of its further division - uniform determination of the scope of delegated powers exercised within the administrative district of the city part. 	<ul style="list-style-type: none"> - revision and modification of rules for the conclusion of PCs - improvement of the system and implementation of the control of the performance of delegated powers at the regional level, - setting rules and the system for the publication of PCs 	<ul style="list-style-type: none"> - Adjustment of the system of financing of the delegated performance of state administration 	<ul style="list-style-type: none"> - preparation of background analyzes and variant possibilities of increasing financial autonomy - strengthening the education of territorial self-governing authorities, (municipalities) in the area of financial management - creation of the rules and possible means of resolving the insolvency of territorial self-governing units

Strategic objective	3		4					
	Increasing the availability and transparency of public administration through eGovernment tools		Professionalization and development of human resources in public administration					
The name of the specific objective	3.1		4.1	4.2.		4.3.		4.4
	Completing the functional framework for eGovernment		Implementation of the Civil Service Act	Management and development of human resources in the administrative offices		Human resources development of territorial self-governing units		Development of human resources management of the Police of the Czech Republic
			management and planning in public administration, - the application of project management in public administration.					

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<p>Key measures / activities</p>	<ul style="list-style-type: none"> - completion of the eGovernment architecture. - conceptual ensuring of the functioning of eGovernment and the implementation of ICT projects, - creation of conceptually-strategic materials - Strategy of investment into ICT - promoting the principle of open data - expansion, interconnection and consolidation of the data fund of public administration and its efficient and safe use by individual agendas on the principle of "open data" - completing the information and communication systems of public administration and the implementation of security measures under the Act on cyber security, - support for the establishment and equipment of public authorities to protect the ICT infrastructure - amendment of relevant legislation relating to eGovernment. 	<ul style="list-style-type: none"> - the development of a supra-departmental control, conceptual, methodological, coordinating and monitoring body - the creation of service regulations specifying the processes of the Civil Service Act. 	<ul style="list-style-type: none"> - realization of the analysis of the current state of HR processes in state administration - creation and system settings of all relevant processes in the field of human resources management in administrative offices and related methodological recommendations - ensuring ICT support for personnel management - revision and modification of the system of education in administrative offices in relation to the Framework of rules for education in administrative offices - the creation of service regulations specifying the process (processes) of the Civil Service Act. - the creation of new or the modification of existing internal systems of education or concepts /strategies of education in various administrative bodies based on the Framework of rules for the education of employees in administrative offices and - implementation of educational activities at various administrative authorities in accordance with the Framework of rules of the education of staff in administrative offices. 	<ul style="list-style-type: none"> - creation of at least 4 educational programs for the training of TSU officials in selected administrative activities carried out by TSU under delegated powers - review of legislation specifying procedures (processes) of the Act on Officials and related legislation in order to increase the quality and efficiency of the accreditation of educational programs, educational institutions and thus also the training of officials and - implementation of a project increasing the performance and efficiency of territorial public administration through training and human resource development of TSU. 	<ul style="list-style-type: none"> - implementation of specific education for the acquisition of key competences of members and employees of the Police of the Czech Republic in the context; - implementation of the analysis of the current state of human resources and the process of their management within the Police of the Czech Republic, - creation of human resources strategies of the Police of the Czech Republic as a basic strategic document setting up the system of all relevant processes in the field of human resources management, - implementation of a human resources strategy of the Police of the Czech Republic (systemization of service points, system of selection and recruitment, evaluation and motivation system, application of a competency model, the centralized organization of human resources management in the Police of the Czech Republic and others.), - creation and amendment of service regulations specifying procedures (processes) of the Act on the service of members of security forces.
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Intervention logic

<i>Problem</i>	<i>Key measures / activities</i>	<i>Description of the specific objective</i>	<i>The name of the specific objective</i>	<i>Strategic objective</i>
Ignorance of the process, by which the performance of specific agendas in a particular state authority is implemented	process modelling of selected agendas	The aim is to improve the performance of public administration and reduce the regulatory burden through processing process models of selected agendas and their subsequent standardization .	1.1 The use of elements of process control and implementation of the standards of selected agendas	1. Modernization of public administration
inconsistency in the performance of the same agendas and activities at various levels and in various offices	standardization of selected agendas			
a significant regulatory burden on citizens, businesses, public institutions and other entities	creating the concept of reducing administrative burdens elaboration of a uniform methodology for measuring administrative burdens	The aim is to reduce the time and financial burden of the affected parties during contact with the public administration and within its framework, thereby enhancing the quality of public administration in the Czech Republic and its contribution to greater competitiveness of the Czech Republic .	1.2 Reducing the regulatory burden	
a significant regulatory burden on citizens, businesses and other entities	setting the conditions and system tools for improving the processed impact assessment of legal regulations, developing and processing a methodology for assessing the overall regulatory burden and its incorporation into the RIA process, introducing a mechanism for the systematic examination and monitoring of changes in its quality of the RIA			
the absence of a standardized quality management system	processing of a methodology for the implementation of quality management systems in administrative offices, implementation of quality management methodologies in administrative offices, methodological support for quality management at the level of territorial self-governing units, implementation of methodological recommendations for quality management in TSU,	The aim is to increase the quality of public administration and its effectiveness , namely through the concept of quality management and implementation of quality management in public administration.	1.3 Extension of quality management and improvement of strategic management in public administration	
Using the methods of quality management is not systematically supported, coordinated and evaluated in public administration. the strategic management system and the creation of strategic documents has a number of shortcomings (eg. a lack of cohesion, the lack of links with budgeting, the measurability of objectives is not dealt with, lack of a long-term national strategy of the CR)	introduction of process management at TSU, application of the Methodology for the preparation of public policies and their implementation, development of systems and tools of strategic work in public administration, the introduction and development of strategic management and planning in public administration, the application of project management in public administration.			
It is not completely possible to exactly evaluate the functionality and effectiveness of public administration or define the achieved results (impacts) of the development of public administration in terms of their objectivity, effectiveness, efficiency	introduction of a system of measurement and evaluation of public administration and the creation of relevant methodologies	The aim is to establish an effective system of the measurement and evaluation of public administration as a tool for improving its quality in accordance with the principles of effectiveness, efficiency and economy .	1.4 Implementation of the system of the evaluation of public administration	

and economy				
the absence of a uniform system of evaluation of public administration.				

<i>Problem</i>	<i>Key measures / activities</i>	<i>Description of the specific objective</i>	<i>The name of the specific objective</i>	<i>Strategic objective</i>
the very complicated and confusing administrative structure	simplification and harmonization of state administration in the territory	The basic aim is the simplification and greater transparency of the performance of state administration in the area by creating a unified, stable and accepted by practice administrative network. At the same time the objective is to ensure the compositionality of territorial self-governing units.	2.1 Harmonization of the administrative division of the country	2. Reviewing and optimizing the performance of public administration in the territory
mutual non-compositionality of territorial self-governing units with their administrative districts				
there is no objective criterion for establishing a city as a statutory city	creation of criteria for determining the statutory city and manner of its further division	The aim is making the performance of state administration clearer in statutory cities and the unification of the scope of delegated powers implemented through municipal bodies so that the performance of public administration is clear and transparent for the citizens of these cities.	2.2 The revision and modification of functions of territorially divided cities	
non-uniform scope of competencies of city districts and parts and asymmetric (partial) zoning				
the absence of more detailed adjustment of the rules of the delegation of delegated powers	uniform determination of the scope of delegated powers exercised within the administrative district of the city part.			
violation of the clarity of the performance of state administration through the overuse of public contracts	revision and modification of rules for the conclusion of PCs, improvement of the system and implementation of the control of the performance of delegated powers at the regional level	The aim is the complete optimization of the system of public contracts , in order to make the performance of public administration in the region clearer . Furthermore, the aim is to ensure the transparency of the PC system from the perspective of the citizen.	2.3 Optimizing the system of public contracts	
there is not a sufficiently transparent information system on closed and completed public contracts.	setting the rules and the system for the publication of PCs			
ineffective and non-transparent method of distributing funds to ensure the performance of state administration	adjustment of the system of financing of the delegated performance of state administration	The aim is the streamlining and greater transparency of the financing of the delegated performance of state administration in the territory and the suppression of the shortcomings of the current method of financing.	2.4 Adjustment and optimization of the system of financing of the delegated performance of state administration	
lack of feedback about how much the performance of state administration under delegated powers really costs and whether it is effective				
difficult quantification of individual changes in the performance of delegated powers in the individual categories of municipalities.				
lack of funds to implement more extensive investments (especially in small municipalities), low financial autonomy of territorial self-governments	preparation of background analyzes and variant possibilities of increasing financial autonomy	The aim is to reduce the risk of insolvency of the municipality , by increasing the expertise and specialization of territorial self-governing bodies in the area of financial management increasing the financial autonomy of territorial self-government.	2.5 Reduction of the risk of insolvency of territorial self-government.	
low specialization, expertise and the professionalism of the municipal authorities	strengthening the education of territorial self-governing authorities, (municipalities) in the area of			

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<i>Problem</i>	<i>Key measures / activities</i>	<i>Description of the specific objective</i>	<i>The name of the specific objective</i>	<i>Strategic objective</i>
insolvency of selected municipalities	financial management	Furthermore, the aim is to establish rules for the organization of property relations of territorial self-governing units in bankruptcy .		
the absence of legislation allowing municipalities to organize their property relations in insolvency proceedings.	creation of the rules and possible means of resolving the insolvency of territorial self-governing units			

<i>Problem</i>	<i>Key measures / activities</i>	<i>Description of the specific objective</i>	<i>The name of the specific objective</i>	<i>Strategic objective</i>
the implementation of ICT projects takes place in a largely uncoordinated way	completion of eGovernment architecture. conceptual ensuring of the functioning of eGovernment and the implementation of ICT projects	The goal is to complete a clear, transparent and as well as flexible environment and conditions of a legal and institutional character for the smooth development of eGovernment as well as maximizing the benefits of its functioning.	3.1 Completing a functional framework for eGovernment	3. Increasing the availability and transparency of public administration through eGovernment tools
Conditions for the development of eGovernment in a transparent and competitive environment (esp. a limitation in licensing arrangements) are limited	creation of conceptually-strategic materials - Strategy of investment into ICT			
the principle of open data is not properly applied	promoting the principle of open data expansion, interconnection and consolidation of the data fund of public administration and its efficient and safe use by individual agendas on the principle of "open data"			
Cyber security standards particularly in relation to elements of critical infrastructure are not sufficiently secured	completing the information and communication systems of public administration and the implementation of security measures under the Act on cyber security, support for the establishment and equipment of public authorities to protect the ICT infrastructure			
the rapid development of ICT is not always accompanied by the adequate and quick responses of legislation	amendment of relevant legislation relating to eGovernment.			
filling the roles of the Section for Civil Service of the Ministry of Interior and the subsequent setting of processes and related service regulations	-the development of a supra-departmental control, conceptual, methodological, coordinating and monitoring body the creation of service regulations specifying the processes of the Civil Service Act.	The aim is to ensure the successful implementation of the Civil Service Act and its functioning in the state administration system. All this as a prerequisite for ensuring a stable, professional, high quality and efficient public administration in the Czech Republic.	4.1 Implementation of the Civil Service Act	4. Professionalization and development of human resources in public administration
the existing uniform system of the education of civil servants does not currently fully contribute to ensuring a uniform level of education,	revision and modification of the education system	The aim is to create an efficiently functioning uniform system for all major HR processes across all individual service (administrative) authorities - recruitment of employees and selection procedures, assessment, education, disciplinary action for breach of discipline, organization and systematization, appellate body of the second degree, etc.,	4.2 Management and development of human resources in the administrative offices	
absence of a sufficiently effective human resources management in public administration	system settings of all relevant processes in the field of human resources management, ensuring ICT support for personnel management	The aim is to ensure the uniform education system in administrative offices in relation to the Framework of rules for the education of employees in administrative offices.		
absence of or obsolescence of the internal systems of education or concepts / strategies of education in the administrative offices, so that those systems and documents resulted from a uniform system of education in administrative offices	the creation of new or the modification of existing internal systems of education or concepts /strategies of education in various administrative bodies based on the Framework of rules for the education of employees in administrative offices and			
the lack of the implementation of educational activities at various administrative authorities in	implementation of educational activities at various administrative authorities in accordance with the			

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accordance with the uniform system of education in the administrative offices,	Framework of rules of the education of staff in administrative offices.		4.3 Human resources development of territorial self-governing units	
lack of educational programs for the training of officers in administrative activities in the delegated performance of public administration	creation of at least 4 educational programs for the training of TSU officials in selected administrative activities carried out by TSU under delegated powers	The aim is increasing the performance and efficiency of territorial public administration through education and human resource management of TSU.		
inadequate anchoring of the role of MI and the Accreditation Commission during the accrediting of educational programs of continuing education for TSU officials	review of legislation specifying procedures (processes) of the Act on Officials and related legislation in order to increase the quality and efficiency of the accreditation of educational programs, educational institutions and thus also the training of officials			
ineffective management of human resources of territorial self-governing units, poorly set HR processes	implementation of a project leading to increasing the performance and efficiency of territorial public administration through training and human resource development of TSU.			
insufficient competency facilities of human resources of the Police of the CR for the response to current and future security risks ⁴²	implementation of specific education for the acquisition of key competences of members and employees of the Police of the Czech Republic in the context of professionalization;	The aim is to create an effective and ethical management of human resources of the police for the provision of professional services to citizens in the framework of ensuring internal security, public order and combating crime.	4.4 Development of human resources management of the Police of the CR	
lack of background analysis and related methodological recommendations on the state of human resources and their management in the Police of the CR	implementation of the analysis of the current state of human resources and the process of their management within the Police of the Czech Republic,			
absence of a strategic framework for human resources management in the Police of the CR	creation of human resources strategies of the Police of the Czech Republic as a basic strategic document setting up the system of all relevant processes in the field of human resources management,			
	implementation of a human resources strategy of the Police of the Czech Republic (systemization of service points, system of selection and recruitment, evaluation and motivation system, application of a competency model, the centralized organization of human resources management in the Police of the Czech Republic and others.),			
missing normative framework for the effective management of human resources in the Police of the CR	creation and amendment of service regulations specifying procedures (processes) of the Act on the service of members of security forces.			

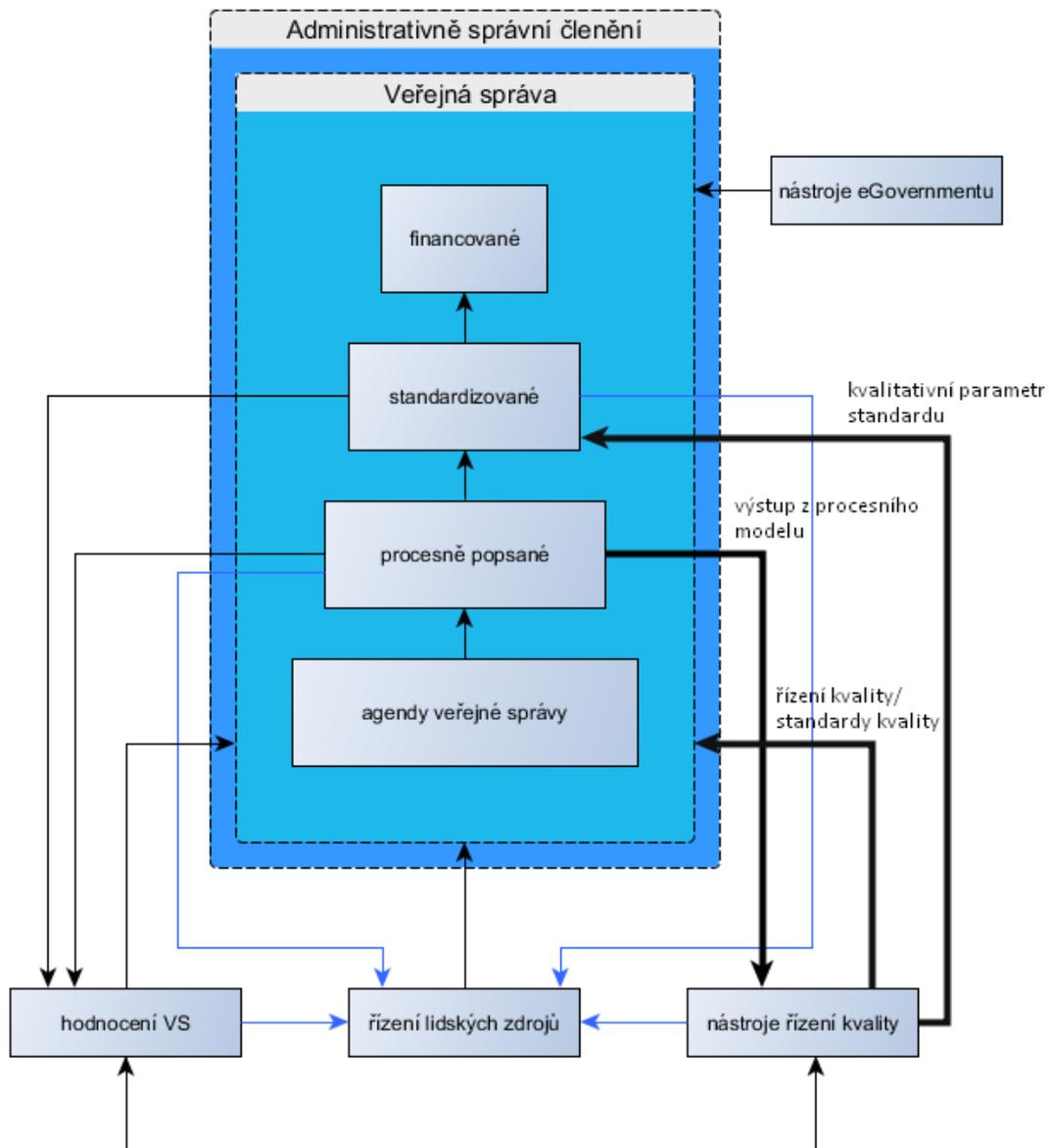
⁴²In the case of the problems identified for specific objective 4.4, it applies that one problem can be solved by more than one key measure / activity and vice versa.

6.5. A diagram of the interdependency of the objectives of the Strategic Framework

As mentioned in Chapter 3 Intervention logic and an overview of objectives, the implementation of the various measures and activities leading to the fulfillment of the relevant specific and strategic objectives is largely intertwined. The text referred to in Chapter 3 is supplemented and enhanced in this Annex.

There is interdependence between the strategic objectives of the Strategic Framework. The proposed modernization measures create a system with synergistic effects. The emphasis on feedback in both its positive and negative dimensions, provides the entire system with a few sources of control.

Diagram of linkages between the goals of the Strategic Framework



Explanatory notes: Black highlighted arrows = hard data, dotted black arrows = direct influence, blue arrows = feedback.

Relations between strategic objectives are set at **three levels**:

1. Direct influence on part of the system via qualified data (highlighted black arrows)

Data from process descriptions / models are qualified input for quality management systems on whose basis qualitative parameters standards will be set. In the opposite direction, space for setting quality standards for public administration is gained and the management of the entire public administration is influenced.

2. A direct influence of the individual parts of the system between each other (thin black arrows)

Through the implementation of the measures, an environment for introducing the possibility of evaluation of public administration will be created. The direct impact of the parts of the system between each other is set to synergistically affect the entire system of public administration.

3. Feedback function (blue arrows)

A thus linked model allows the implementation of feedback as a tool for potential changes to the system based on the results of its individual parts.

The entire system is currently being affected, from the perspective of the citizen, through this administrative arrangement, as the basis on which the public administration works.

The objectives associated with the use of eGovernment tools are not merely aimed at enhancing the efficiency of individual parts and ultimately the whole system, but they also help to overcome the barriers stemming from the administratively set division.

6.6. Contribution to the fulfillment of preconditions and linkage to operational programs

Preliminary conditions are based on the General Regulation on European structural and investment funds, ⁴³ Annex XI, Regulation on the individual funds and from the guidance document of the European Commission Guidance on Ex Ante Conditionalities for the European Structural Funds and Investment (ESI). At the national level, for the preparatory phase of ESIF, preconditions are anchored in the Methodological guidelines for the preparation of programming documents for the programming period 2014-2020, and in the other methodological instructions of the Ministry for Regional Development. ⁴⁴ Preliminary conditions are laid down by the European Commission as a condition for drawing ESIF.

The establishment and implementation of the Strategic Framework and the subsequent implementation plans (see Chapter 5) contribute to the fulfillment of the criteria:

- *Precondition 2.1 Digital growth:* The Strategic policy framework for digital growth, intended to stimulate affordable, high quality and interoperable private and public services in the field of ICT and increase the rate of their use by citizens (including vulnerable groups), businesses and public administration bodies including cross border initiatives and
- *Preconditions 1.1* The existence of a strategic policy framework for enhancing the efficiency of public administration in Member States, including the reform of public administration. The following table provides an overview of the strategic and specific objectives of the Strategic Framework with information for fulfilling what criteria mentioned in the preconditions they contribute to.

On the following pages, we present a well-arranged table, in which the relevant preconditions and criteria concerned are assigned to each strategic objective and relevant specific objectives.

The linkage of the strategic objectives to operational programs of the programming period 2014 - 2020 is also listed in the table, respectively, in the table it is listed in the context of which operational program the implementation of the strategic objectives will be supported.⁴⁵

Specifically, these are:

- The Operational Programme Employment, Priority Axis 4 Effective public administration
- Integrated Regional Operational Programme, Priority Axis 3 Good governance of the territory and the streamlining of public institutions, Specific Objective 3.2 Increasing the efficiency and transparency of public administration through the development of the use and quality of ICT systems.

⁴³ European Parliament and Council Regulation (EU) No. 1303/2013 of 17 December 2013 on the common provisions on the European Regional Development Fund, European Social Fund, the Cohesion Fund, the European Agricultural Fund for Rural Development and the European Maritime and Fisheries Fund, on general provisions of the European Regional Development Fund, European Social Fund, the Cohesion Fund and the European Maritime and Fisheries Fund and repealing Council Regulation (EC) No. 1083/2006.

⁴⁴ Source: Partnership agreement for the programming period 2014-2020

⁴⁵ Implementation of individual objectives of the Strategic Framework, apart from the mentioned operational programs, are also supported from national resources. This is only an indication of the related operational programmes.

Strategic objective	Specific objective	Precondition	The criteria concerned:	Linkage to the OP
1. Modernization of public administration	1.1 The use of elements of process control and implementation of the standards of selected agendas	Precondition 1.1 The existence of a strategic policy framework for enhancing the efficiency of public administrations in Member States, including the reform of public administration.	<ul style="list-style-type: none"> ➤ integrated measures for the simplification and rationalization of administrative procedures ➤ development of a quality management system ➤ development of skills at all levels of the professional hierarchy of public authorities ➤ development of methods and tools for monitoring and evaluation 	Operational Programme for Employment, Integrated regional operational programme (applies only to objective 1.2)
	1.2 Reducing the regulatory burden			
	1.3 Extension of quality management and improvement of strategic management in public administration			
	1.4 Implementation of the system of the evaluation of public administration			
2. Reviewing and optimizing the performance of public administration in the territory	2.1 Harmonization of the administrative division of the country	Precondition 1.1 The existence of a strategic policy framework for enhancing the efficiency of public administrations in Member States, including the reform of public administration.	<ul style="list-style-type: none"> ➤ integrated measures for the simplification and rationalization of administrative procedures ➤ development of skills at all levels of the professional hierarchy of public authorities 	Operational Programme for Employment,
	2.5 Reduction of the risk of insolvency of territorial self-government.			

Strategic objective	Specific objective	Precondition	The criteria concerned:	Linkage to the OP
<p>3. Increasing the availability and transparency of public administration through eGovernment tools</p>	<p>3.1 Completing a functional framework for eGovernment</p>	<p>Precondition 1.1 The existence of a strategic policy framework for enhancing the efficiency of public administration in Member States, including the reform of public administration.</p> <p>Precondition 2.1 Digital growth: The Strategic policy framework for digital growth, intended to stimulate affordable, high quality and interoperable private and public services in the field of ICT and increase the rate of their use by citizens (including vulnerable groups), businesses and public administration bodies including cross border initiatives</p>	<ul style="list-style-type: none"> ➤ integrated measures for the simplification and rationalization of administrative procedures ➤ for example, within the national or regional strategy for smart specialization, the strategic framework for digital growth policy is developed 	<p>Operational Programme for Employment,</p> <p>Integrated regional operational programme</p>
<p>4. Professionalization and development of human resources in public administration</p>	<p>4.1 Implementation of the Civil Service Act</p> <hr/> <p>4.2 Management and development of human resources in the administrative offices</p>	<p>Precondition 1.1 The existence of a strategic policy framework for enhancing the efficiency of public administrations in Member States, including the reform of public administration.</p>	<ul style="list-style-type: none"> ➤ development of a quality management system ➤ development and implementation of strategies and policies in the field of human resources on the major deficiencies found in this area ➤ development of skills at all levels of the professional hierarchy of public authorities 	<p>Operational Programme for Employment,</p> <p>Integrated regional operational programme (applies only to objective 4.2)</p>

