

**Government
modernisation:
simpler, more efficient
and fairer public
services**

**Users' expectations
regarding online information, guidance
and online transactions in a nutshell:**

*'I want to be able to **get information online** as quickly as possible and to be able to **manage all my paperwork** and **carry out my online transactions**, all in the same place. But the services and the information must be **reliable**: I want to be **certain** that my request will **actually be dealt with**.*

*I want to be able to **contact someone** if I need to: government services are complicated and so is the Internet and I would like to be able to **check on progress** with my request online and, if necessary, **when I'm on the move**.'*

The Secretariat-General for Government Modernisation (SGMAP)

Government modernisation is today essential in order to build a **new French social model**, which combines both solidarity and competitiveness.

We need to rethink the role played by the public authorities.

Central and local government resources need to focus on the objective of **restoring public finances**. Over the period 2013-2015, each ministry will produce a 'modernisation and streamlining programme' (PMMS) to make life easier for both citizens and public servants.

The Secretariat-General for Government Modernisation (SGMAP) was set up by a **Decree of 30 October 2012**. It is under the direct authority of the Prime Minister (secretariat to the government), and reports to the Minister for State Reform, Decentralisation and the Civil Service.

The SGMAP's objectives are as follows:

- **To improve the interaction** between government and the citizen and service users through listening and innovation
- **To streamline administrative procedures** and to measure the quality of public services
- **To evaluate public policies** and support government reform
- **To develop digital solutions** for users
- **To reform government information and communications systems**
- **To share public data**
- **Cultivating modernisation** within government in cooperation with public actors

How the SGMAP is organised

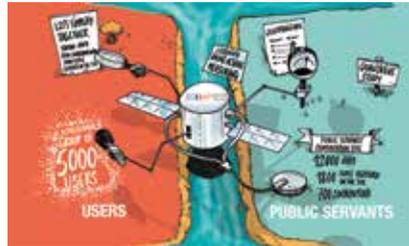
The SGMAP is made up of several divisions which are responsible for the modernisation policy. Its actions and projects are focussed on every part of the process, from start to finish: from the needs expressed by users right up to the implementation of technical solutions. It comprises:

- the Interministerial Directorate for Government Modernisation (DIMAP)
- the Interministerial Directorate for Information and Communications Systems (DISIC)
- the Etalab unit in charge of public data sharing

Improving interaction with users through listening and innovation in public services

How can listening and innovation change the interaction with users?

Listening not just to **citizens and users**, but also to **public servants** provides us with the means to make public services simpler, more efficient and fairer. In order to do this, the SGMAP has a whole range of tools enabling it to **gather suggestions** from users and public servants and to gain a **better understanding of their expectations**.



1. On the 'ensemble-simplifions.fr' [Streamlining is everyone's business] website, **users can suggest ways of improving services**, comment on suggestions made by other users and **vote** for those that they consider to be the best. Since it was set up, the website has received:

- 500,000 visits
- 2,000 contributions, including several dozen which have led to streamlining measures
- 5 000 registrations on the site

2. With a **representative group of 5,000 French citizens**, the SGMAP is able to approach users on an ad hoc basis and ask them to take part in surveys or to share their experience and their suggestions for improvements to services. This 'microcosm of France', which can be consulted fairly rapidly at any time, ensures that **surveys** produce worthwhile results, especially when it is desired to put **questions to specific target groups**.

• **On the Innovating and streamlining with civil servants** ('Innover et simplifier avec les agents publics') **programme website** (innover.modernisation.gouv.fr), a **participatory platform** for public servants, each public servant is invited to submit an idea, a suggestion or a comment designed to **make public services simpler and more efficient**.

The best suggestions will be implemented. The SGMAP also assists ministries in organising **prizes for innovation** and promotes their advantages, such as **strengthening cooperation** between public servants and bringing different departments together, **publicising and disseminating innovative projects** and valuing innovators (Ministry of the Interior, Ministry of Justice, Ministry of Education).

Lastly, the SGMAP is a stakeholder in the creation by the OECD of an Observatory of Public Sector Innovation.

Streamlining administrative procedures and measuring the quality of public services



How can we make public services simpler and more user-friendly?

Some of the vital user expectations include: government services which

- **keep them informed** of progress,
- **reduce waiting times** and the number of visits,
- **anticipate their needs**.

Taking those expectations as its starting point, the SGMAP supports government departments and agencies in implementing the most relevant measures:

- by **streamlining procedures**: where users consider that an administrative procedure is too complex, there are solutions which can make it simpler: **replace it with an electronic procedure, improve the administrative process, simplify administrative regulations** etc. Example: 550,000 deaths are registered every year (source: National Institute of Statistics and Economic Studies, INSEE).

The need to complete the many administrative procedures quickly at a difficult time is considered to be complex by 40% of users.

. The centralisation and streamlining of the procedures for registering a death now make it possible to inform several agencies in a single step, thanks to an online service.

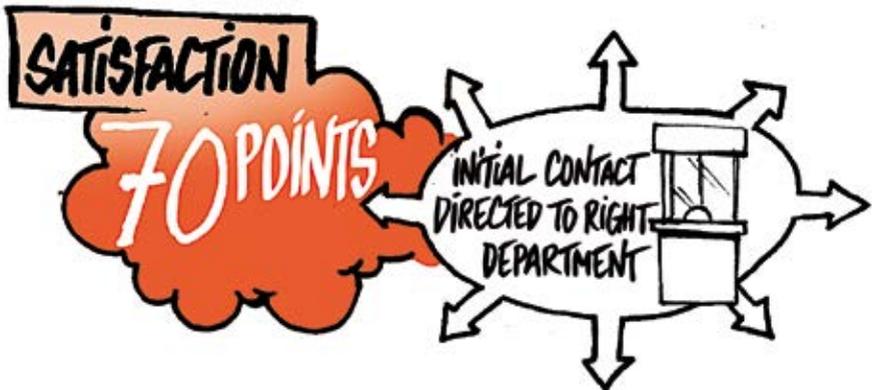
- by **improving interaction with the public**: every day public services deal with users in order to answer their questions or to enable them to complete the administrative procedure they require. **This human contact** may take several forms: at a **physical office** or counter, by **telephone** and, increasingly frequently nowadays, via the **Internet** and **mobile applications**. Users may sometimes consider that response times are too long, that they have to speak to too many people or that they are constantly asked to

provide the same information. The SGMAP assists services dealing with the public to enable them to handle requests more effectively, by providing training and tools which are simple to use.

Example: the Marianne Certification Programme is the interministerial benchmark for the quality of initial contact with users. It takes the form of **19 specific commitments**, providing guidance in ensuring improved access to public services, depending on the needs of each department or agency: **receiving people courteously** and efficiently, **meeting the stated response times**, agreeing to **take account of suggestions and complaints**, etc. As part of the nationwide roll-out of the Marianne Certification Programme, the SGMAP has supported 450 government departments and agencies (representing the 10% of government departments and agencies which have most dealings with the public) in 45 départements in their programmes

to improve initial contact with users. It has participated in the training of 400 project managers in the commitments involved in the Marianne Certification Programme. To supplement that support, the SGMAP has made available to public servants a game called 'Marianne Interactive', the **first government educational video game**, which is designed to help them improve initial contact with users. This educational game is a simulation based on real situations, which public servants dealing with the public have encountered at work. It has been downloaded over 14 000 times.

The impact of the streamlining of administrative procedures is measured at regular intervals using the **public service quality barometer**. This tool is used to assess how complex users find administrative procedures. Over a period of two years, the degree of satisfaction of users in being directed to the right department has increased from 61% to 70%, i.e. an improvement of 9 percentage points. A new version of the barometer is to be published in mid-2013.



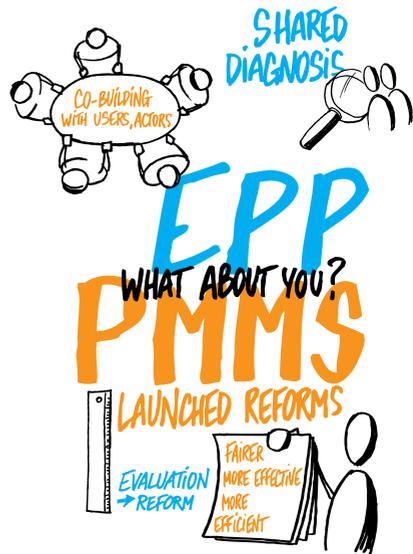
Evaluating public policies and supporting government reform

How can we assess the effectiveness of a public policy?

The **evaluation process** consists of firstly asking those who are benefiting from it and, secondly, those who were involved in implementing it **about the real impact of public policies** in the light of the aims they are intended to achieve. All the public actors concerned, including local authorities, are therefore involved in discussion in ways that vary from one evaluation to the next.

Using the resulting **shared diagnosis**, **reform scenarios** are then formulated with a view to making public services **simpler, fairer and more efficient**. Once the public policy has been evaluated and decisions taken, we then move on to the implementation stage: adapting the organisation, its procedures and its resources to meet the new challenges and provide the new services, mobilising public servants at every level in order to achieve the desired result.

Example: the SGMAP is supporting the Ministry of Education in evaluating the government's priority education zones policy. Through the use of shared diagnoses and the resulting scenarios, this support consists of **identifying all the options for improving performance** in the field of remediation and combating school failure while strengthening links and cohesion with the policies of other agencies in related fields



urban policy and initiatives being pursued by other agencies, such as for example local authorities, the family allowance funds] etc.).

The SGMAP team provides support for the dedicated project team within the Ministry of Education in structuring and carrying out the work in project form, organising consultations with stakeholders and providing further clarification, making use of tools such as benchmarking and best practice.

How can we reform government through the Ministerial Modernisation and Streamlining Programmes?

The **Ministerial Modernisation and Streamlining Programmes (PMMS)** are plans for reforms drawn up by the ministries for the period 2013-2015.

The initial aim of these plans is to **improve the quality of the services provided for users and citizens** by re-examining priority objectives and missions and also by making changes to **how government departments and agencies are organised and run**. These plans should also provide for the streamlining of procedures for public service users and the **digitisation** of those departments' and agencies' activities. Lastly, they should contribute towards compliance with the roadmap for a **return to a balanced budget**.

The SGMAP provides interministerial governance of these measures. Each minister is responsible for the implementation of their ministry's PMMS, but they may request the support of the SGMAP in doing this. Each ministry divides its programme into areas for priority action and reform projects, which it then implements. Depending on the needs expressed by the ministries, **the SGMAP teams will intervene either before the reform programme is launched to assist in defining the approach to be adopted or during the implementation stage in support of the departments charged with implementing it**. **This ad hoc support** is in all cases designed to achieve immediate concrete results in terms of the quality of the service provided and public servants' working conditions.

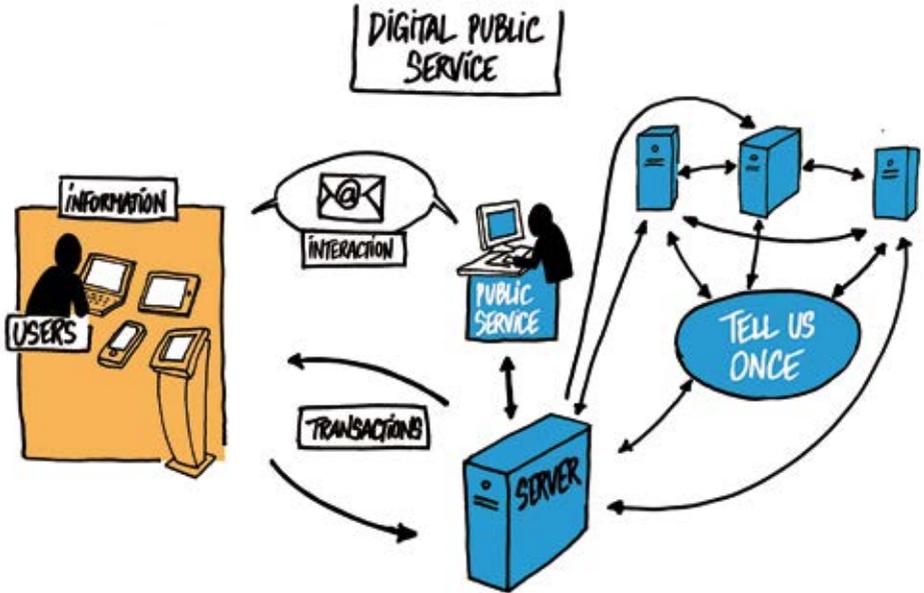
The changes introduced are based on a participatory approach, which enables senior management to take ownership of the process and encourages the public servants involved to contribute towards it.

Following trials at selected sites, the results obtained will then be deployed throughout the organisation using a carefully defined project management method. The aim of SGMAP support is **to ensure that the department or agency is in a position to manage the process independently** as quickly as possible, through the transfer of skills and tools to assist in reform and change management.

An example of support for departments and agencies: improving the operational performance of the Regional Health Agencies (Agences régionales de santé, ARS).

In 2012, two years after they were effectively set up, the ARS had a clear vision of their primary missions and the resources available to them, but were not yet in a position to perform some of the tasks entrusted to them as efficiently as had been hoped. What they needed at that point was help in moving into the second stage of their deployment, through work on their internal organisation and their actual performance. The SGMAP therefore intervened to support the Secretary General of the Ministry of Health in launching a programme to streamline and reform the processes used within the ARS, focussed around three objectives: **improving the quality of the service provided, ensuring better working conditions for the agencies' employees and managing the workload more efficiently**.

Developing digital solutions for users



What is a digital solution?

Public service users increasingly frequently want to **use the Internet and mobile applications** to obtain **information and guidance**, to carry out administrative procedures and to exercise their rights. They also want to use these channels to interact with public servants in order to obtain information, ask questions or explain their personal circumstances.

All this has become possible thanks to **information and communications technologies**. A growing number of services are now accessible on the Internet, via a computer, a mobile phone or interactive terminals. **Digital services** also enable public servants to work differently, in particular by **doing away with the need to keep asking for the same supporting documents**.

Examples:

1. On average, each year a business will have to provide government departments and agencies with details of its turnover fifteen times and information on staff numbers ten times. Three out of four businesses consider that doing away with repeated demands for the same information should be a priority for government. The interministerial programme 'Dites-le nous une fois' [**Tell us once**] launched at the **CIMAP** [Interministerial Government Modernisation Council] **meeting on 18 December 2012** and sponsored by the SGMAP, is designed to significantly reduce the administrative burden on businesses. The aim between now and 2017 is to reduce by 50% the amount of **redundant information** businesses are asked to provide. The digital tool will for example enable the prior completion and the digitisation of administrative forms that businesses are required to complete, in particular to enable the exchange of information between the different departments and agencies.

2. '**mon.service-public.fr**' gives people the option of opening an online personal account in order to facilitate access to services:

- over 5 million users have already opened an account,
- 1 million online transactions are completed on that website every year, for example transactions connected with changes of contact details or online registration on the electoral roll,
- 29 million forms are downloaded every year.

Reforming government information and communications systems



Information and communications systems are to be found everywhere throughout government departments and agencies.

They are to be found at every level of government including the State budget (revenues, expenditure, pay), cultural affairs, defence and diplomacy and are involved in every interaction between the citizen and government, including the start of the school and university academic years, renewal of identity documents (identity cards, passports, driving licences) and customs clearance.

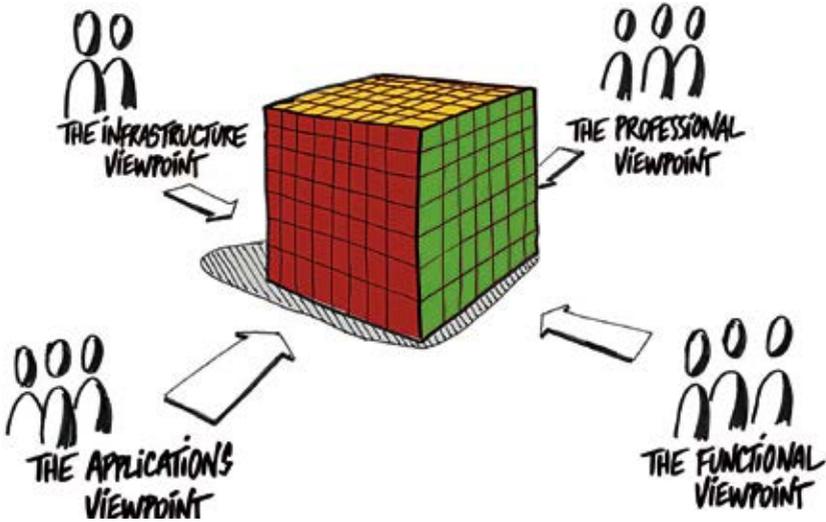
As the directorate in charge of the **government's information system strategy**, the Interministerial Directorate for Information and Communications

Systems (DISIC) is working to decompartmentalise and modernise government information systems, through the introduction of enhanced interministerial oversight. The DISIC has four operational missions:

- **it provides guidance** for all players involved in government information systems, by defining standards and benchmarks, sets of rules and best practice which should govern the development of information systems in all government departments and agencies;
- **it provides oversight** of information system performance and risk management, by improving the transparency of costs and the value for money of information and communications system (ICS) projects;

- it implements programmes for system sharing between government departments and agencies; one example of this is the Government Interministerial Network (RIE), which has brought together a dozen existing communications systems

- it supports and advises ministries, operators and all the players involved in information and communications systems on the digital side of government modernisation



Sharing public data

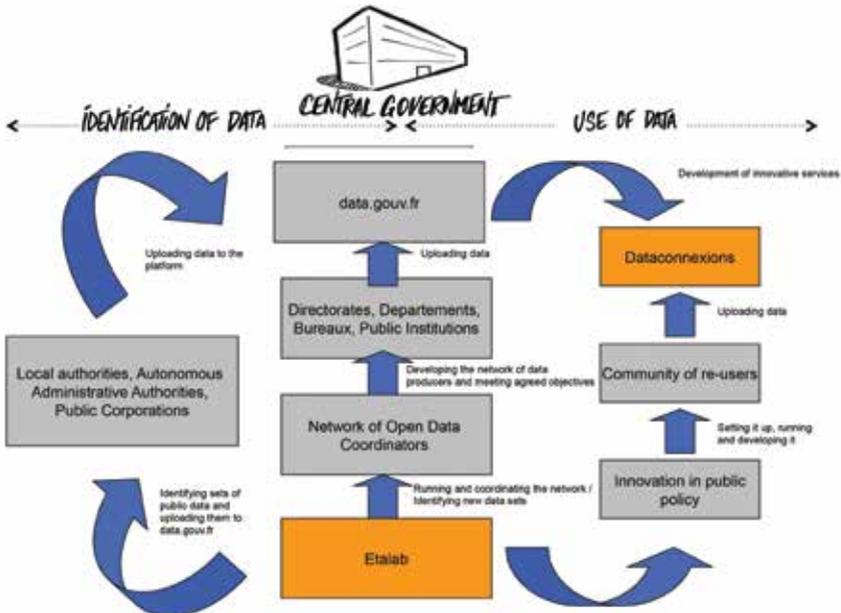
What are public data?

Public data consist of information generated by government departments and agencies in the performance of their missions, which are neither private nor secure data. The law grants the citizen **free access** to those data and **the right to re-use** them. By opening up public data, we can achieve:

- **greater transparency and improved access** to information for citizens;
- **greater user involvement** in the design of public services;

- **further streamlining** in the way government departments and agencies operate;
- **more efficient** public administration;
- **more innovation** on the part of government and economic operators.

Within the SGMAP, the **Etalab unit identifies sets of public data generated by government**, supports their uploading to the **data.gouv.fr** website, and supports the re-use of those data, by government, businesses and citizens. It works together with public institutions and local authorities.



- At the beginning of 2013, thanks to 240 data producers, over 350,000 data sets are already online. For example on **data.gouv.fr**, you can find information on crimes reported by police departments and gendarmerie units in each département, complete data on the 2013 budget bill, broken down by ministry, programme and allocation, or again data on healthcare expenses reimbursed by health insurance funds, broken down by region.

Within the government service, **Etalab has set up and runs** a network of 'Open Data Coordinators' in order **to develop the Open Data strategy** and to ensure that it is tailored to the objectives of each department or agency. Part of Etalab's mission is to set up, **run and develop a community of re-users** with the aim of encouraging project promoters to participate in a nationwide competition, **Dataconnexions**. For example, in 2013, Kel Quartier won the prize awarded in the General Public Section. Kel Quartier helps people in France to find the right area to live in by providing access to all the information they need.

Cultivating modernisation within government

In order to modernise government, each player in the public sector must take ownership of implementation of the reforms.

The SGMAP [Secretariat-General for Government Modernisation] is committed to introducing a culture of modernisation and innovation within government. There are various means of disseminating best practice in terms of government reform:

- training for senior civil servants

Example: The State Modernisation School (École de la modernisation de l'État) provides senior civil servants with training about the issues and know-how involved in modernisation: 100 training courses, over 2 200 participants have already received training, 98% of participants recommend the programmes, 6 sessions completed in Paris

- forums for feedback and exchange of best practice in the reform process for public sector managers (meetings and public sector manager cohorts).



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