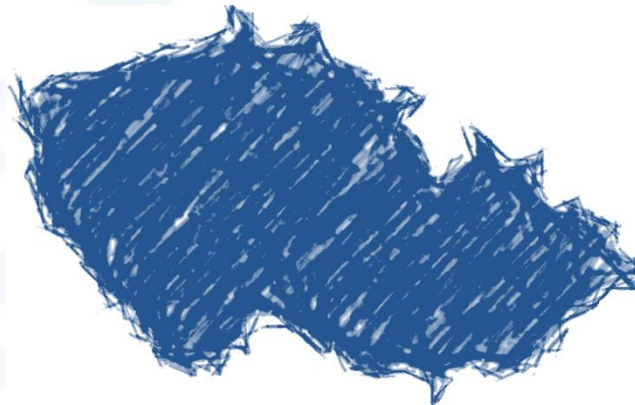




MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

Multi-level governance in the Czech Republic



Jakub Jaňura

Department for Strategic Development and Coordination of Public Administration

Ministry of the Interior

Czech Republic

www.mvcr.cz

jakub.janura@mvcr.cz

Current Issues for the Future of the Regions

Prague | Czech Republic 21 – 03 – 2017



MINISTRY OF THE INTERIOR

- **Coordination and control of organisation and execution of public administration**
- Coordination role for ICT
- Roles in relation to self-governments:
 - supervision, control, methodology, **coordination, conception**
- Strategy in public administration
- Contribution to execution of delegated (state) administration
- Education of public administration officials
- Registers of inhabitants, elections, registers of births and deaths
- Civil service
- Due to the joined model of public administration – less possibilities to influence practical operation of territorial public administration



INTRODUCTION, THEORY: PUBLIC ADMINISTRATION

Two basic types of Public Administration:

- **Self-government**
 - „government under the control and direction of the inhabitants of a political unit rather than by an outside authority“ (Webster, 2016)
 - Principle of subsidiarity and democratisation
 - Subject: Local matters and decisions (regional development, education)
 - Territorial extension: area of municipality / region
- **State administration**
 - Deconcentrated bodies of state power in territory
 - Principle of (de)centralisation, (de)concentration
 - Subject: Conceptual, regulatory and supervisory tasks and agendas (register of inhabitants)
 - Territorial extension: administrative region



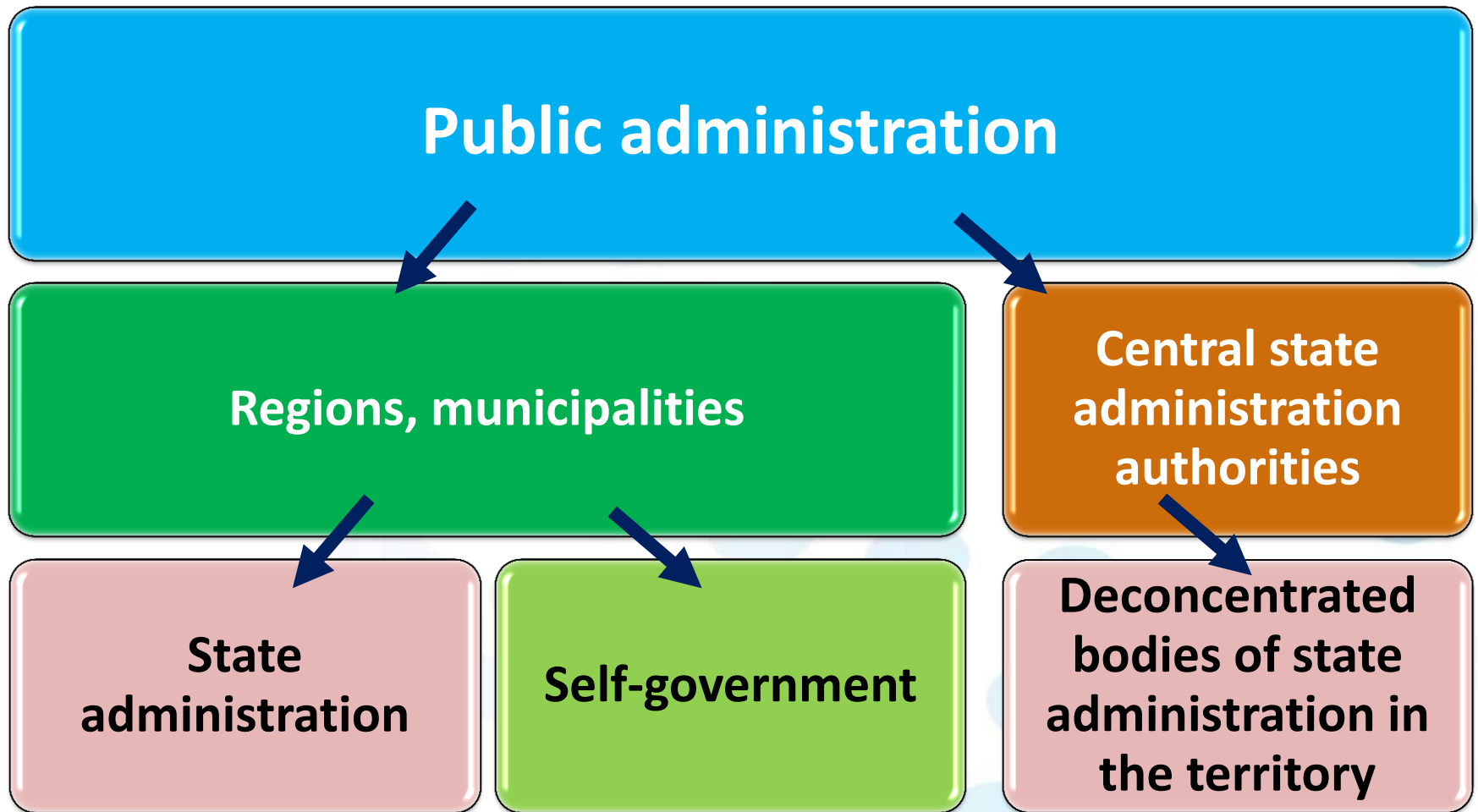
INTRODUCTION, THEORY: PA MODELS

Discussion of **two models of Public Administration** in CZE

- Joined model
 - State and Local agendas solved within the same subject (municipality, region)
 - Current state
- Separated model
 - State and Local agendas separated (spatially, organisationally) (self: municipality VS. state: district)
 - Before PAR in CZE



Public Administration TODAY – MULTILEVEL G.





MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

Public Administration TODAY – MULTILEVEL G.

GOVERNANCE SYSTEM:

- State level
 - Government
 - 14 Ministries (Act No. 2/1969)
 - 11 Central State Offices (National Bank, ...)
 - Other State Offices (Mining Office, ...)
- Territorial level
 - Regions
 - Municipalities
 - Deconcentrated bodies of state offices

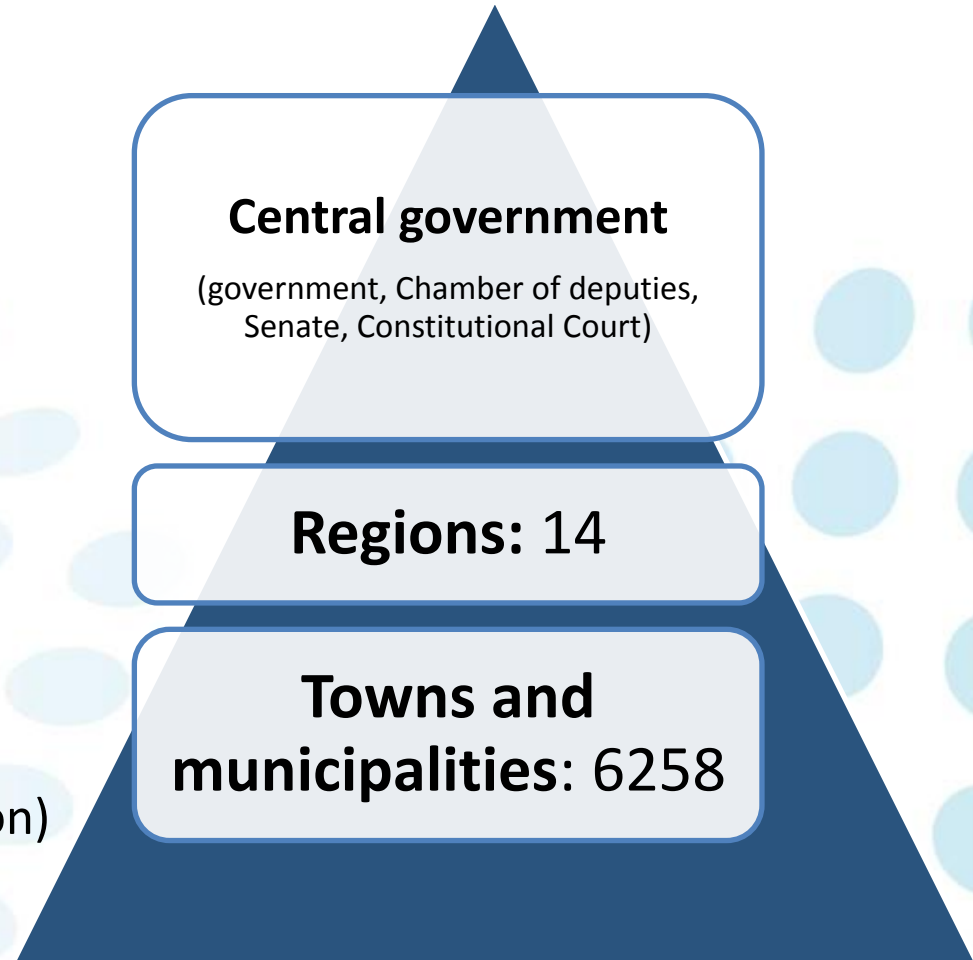


MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

Public Administration TODAY – MULTILEVEL G.

TERRITORIAL DIVISION:

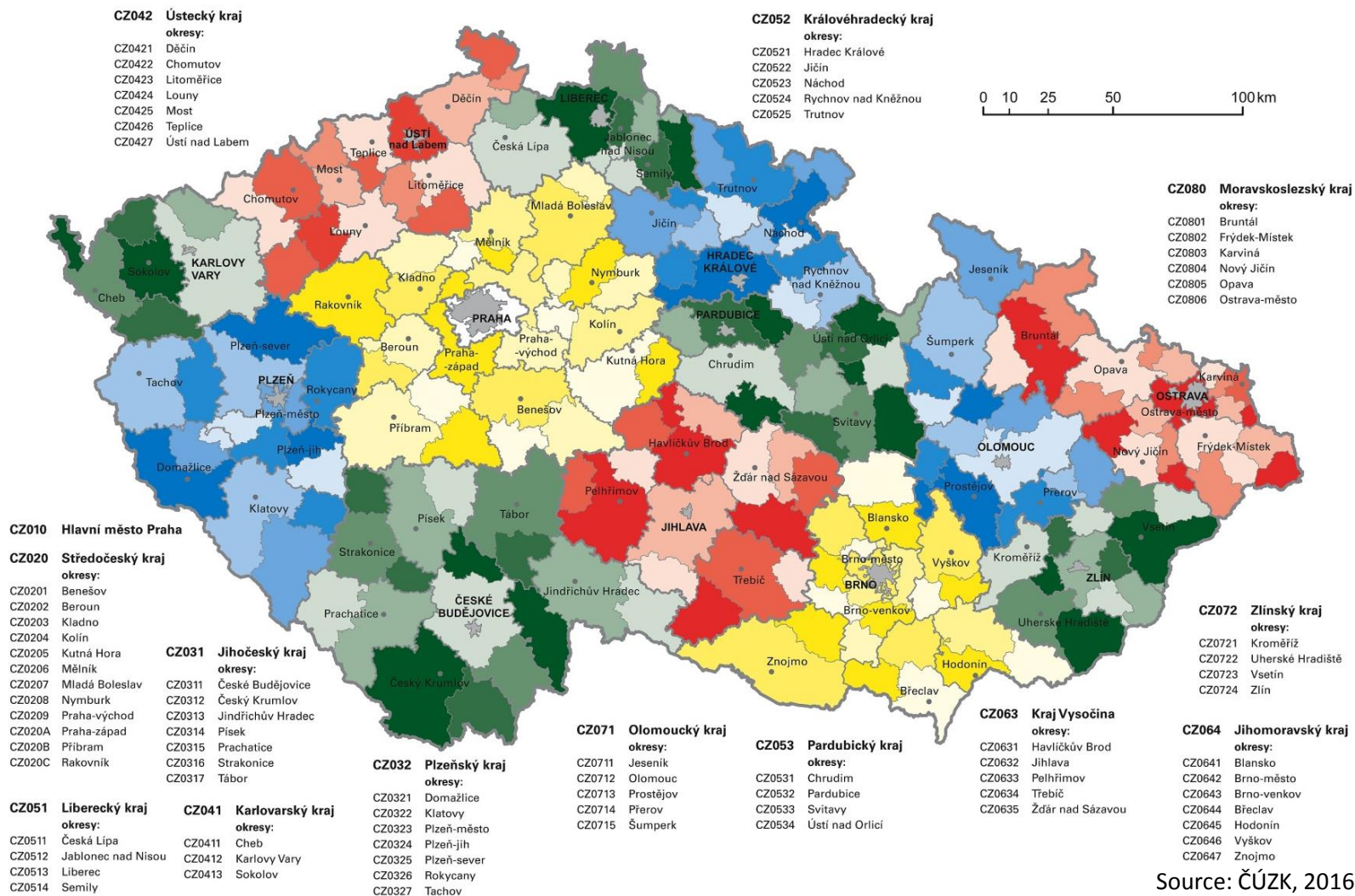
- State level
- Regional level
- Municipal level
 - 3 types of municipalities
(by amount of state administration)
- ...occasionally structure is not so clear (due to deconcentrates of offices)





MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

Public Administration TODAY





MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

Public Administration TODAY

MAPA SPRÁVNÍHO USPOŘÁDÁNÍ ČESKÉ REPUBLIKY (k 28. 2. 2014)

Obce



Zdroj: Mapový podklad: ARC ČR 500, ESRI DATA & MAPS, soubory správních a katastrálních hranic 2012

Ústav územního rozvoje, únor 2014

Source: ÚÚR, 2016



Public Administration TODAY

Type I



All municipalities

- Municipal ordinances, offences, water mgmt. offences etc.
- Local development
- Some of them: registry office, building authority

Type III



205 municipalities with extended responsibilities:

- Competences of TI + TII and:
Driving licences, registration of vehicles, road mgmt. (2,3), identity cards, trade licensing, social allowances, environmental mgmt. (forests, nature, air) etc.

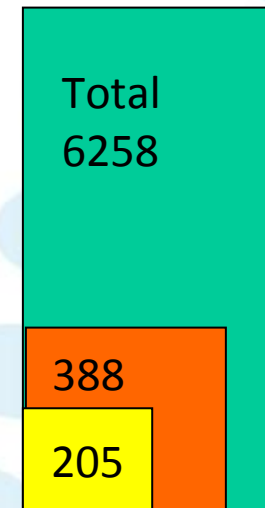
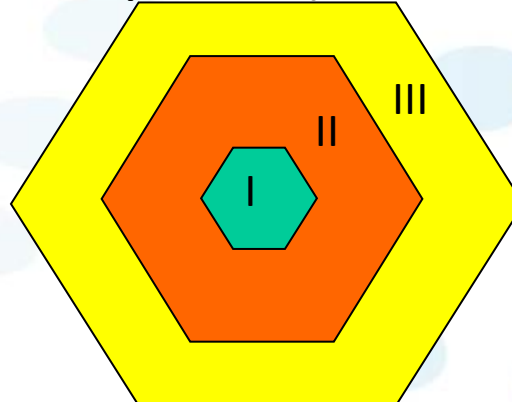
Type II



388 municipalities with authorised office:

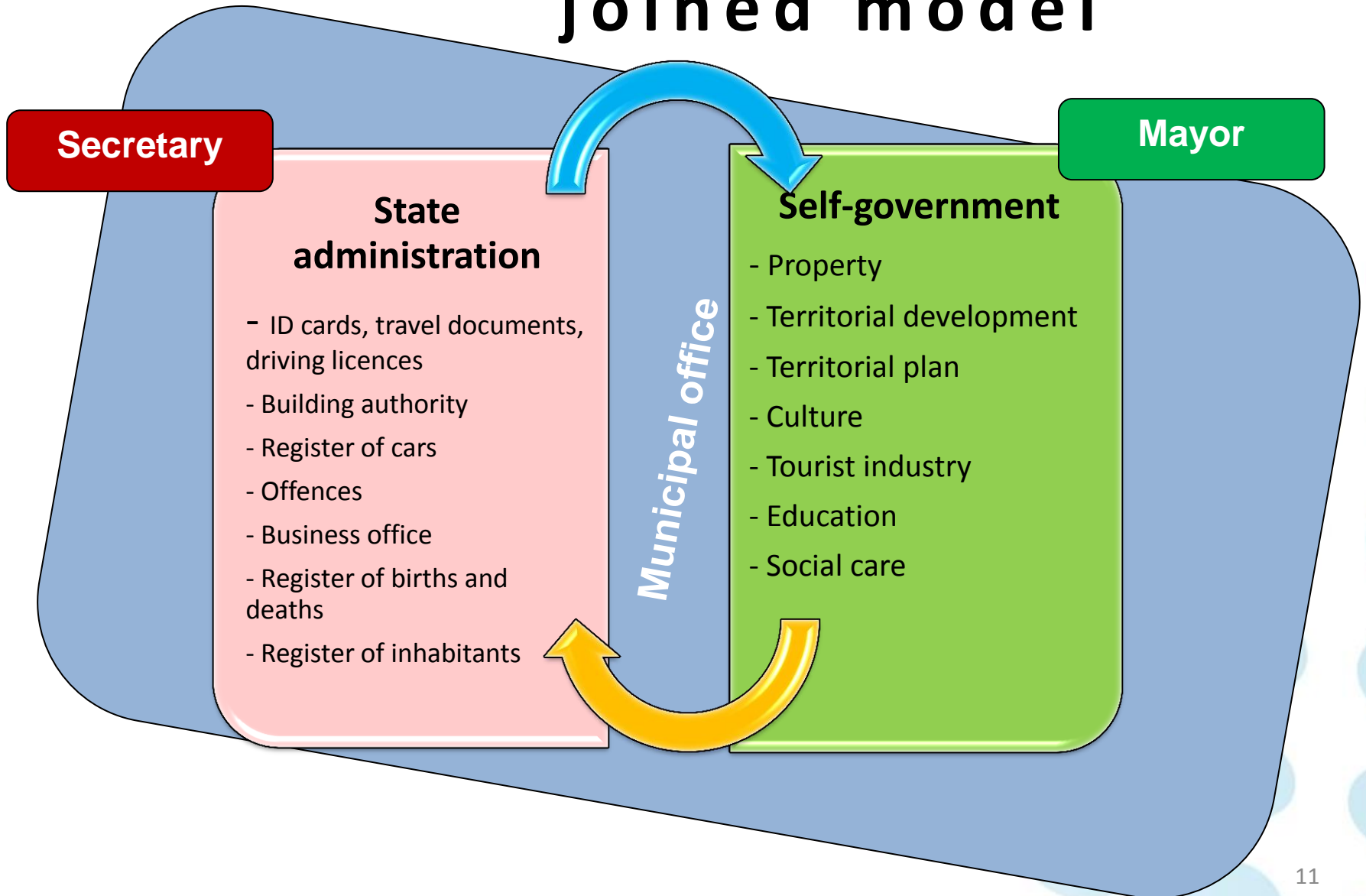
- Competences of TI and:
Registry office, building authority, elections, selected agendas on environment, etc.

Competencies (and territory)





Public Administration joined model



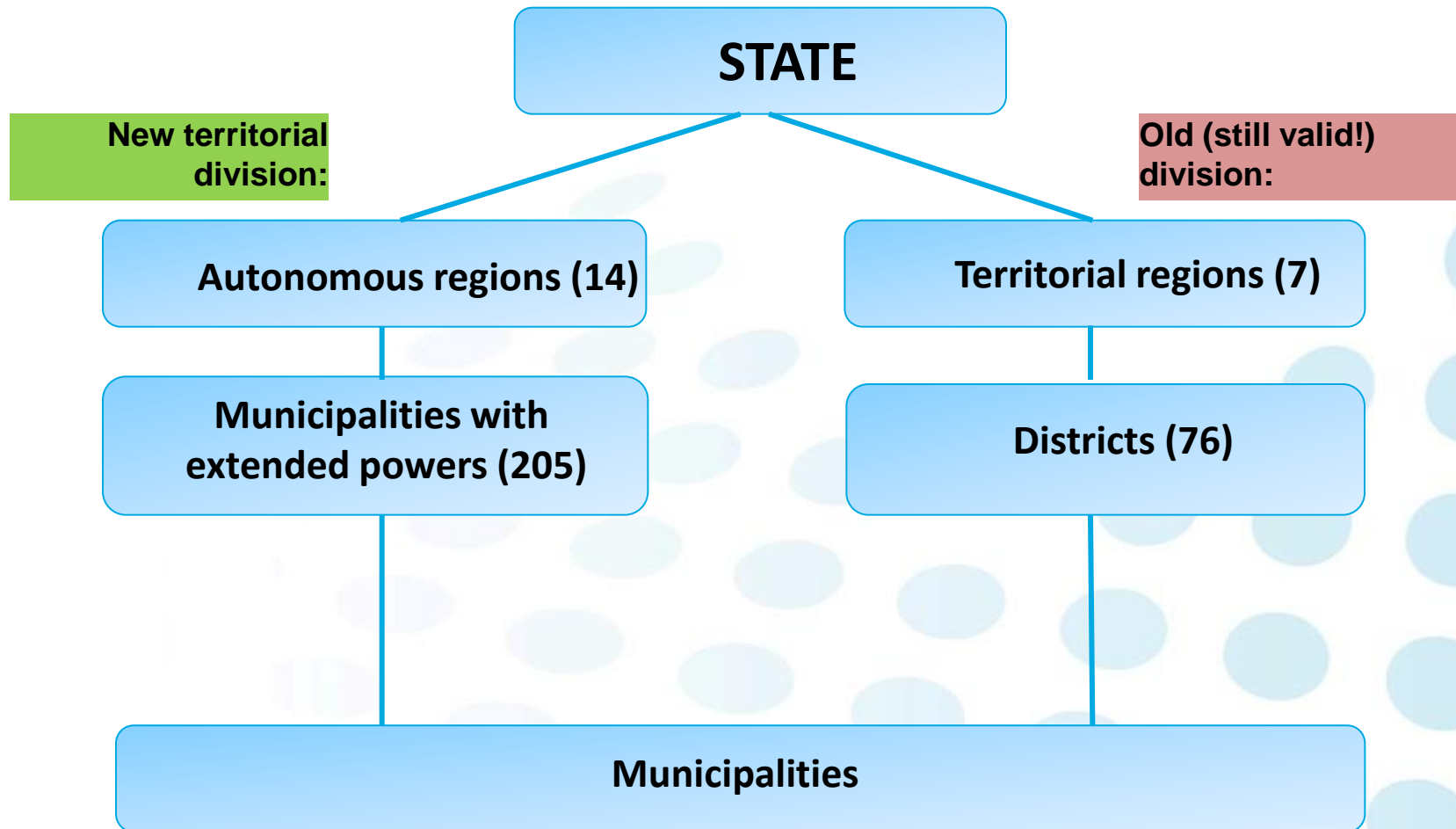


Public Administration TODAY

- **PA Reform finished, but some problems still remain:**
 - Legal duality (two existing administrative segmentations of the state)
 - Two types of regions (1960 vs. 1997), (Act 36/1960 still live)
 - Existence of districts, but not district offices
 - Unorganised structure of deconcentrates of state institutions
 - Possibility to influence territorial dispersion through internal acts
 - Generally not responding to new segmentation
 - Funding of created regions
 - State subsidies / Tax shares
 - NUTS regions
 - Artificially established NUTS2 (non-existent equivalent) – „regions of cohesion“, clusters of „new“ regions
 - Recently experienced serious problems when administering EU funds
 - Extreme fragmentation of municipalities
 - Missing legal status of civil servants
 - *Solved in 2014 – Act on Civil Service – Nr. 234/2014*
 - *Legal definitions of state service, status of employees, service relations, etc.*
 - *Obligatory condition of EU subsidies*



Public Administration TODAY - duality





MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

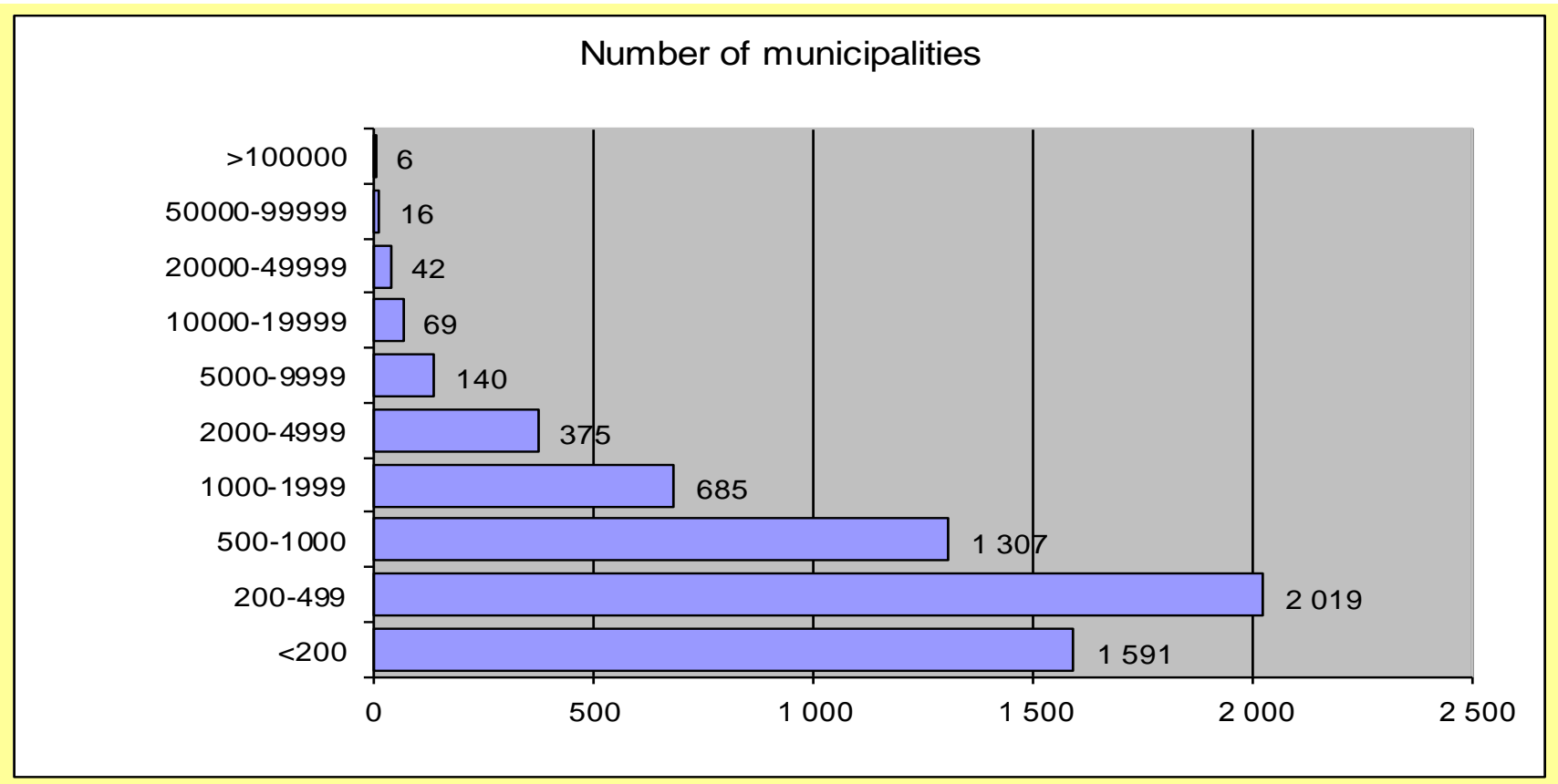
Public Administration TODAY - duality



Sources: Geoportal.gov.cz; ©ArcČR, ARCDATA PRAHA, ZÚ, ČSÚ, 2014



Public Administration TODAY - fragmentation

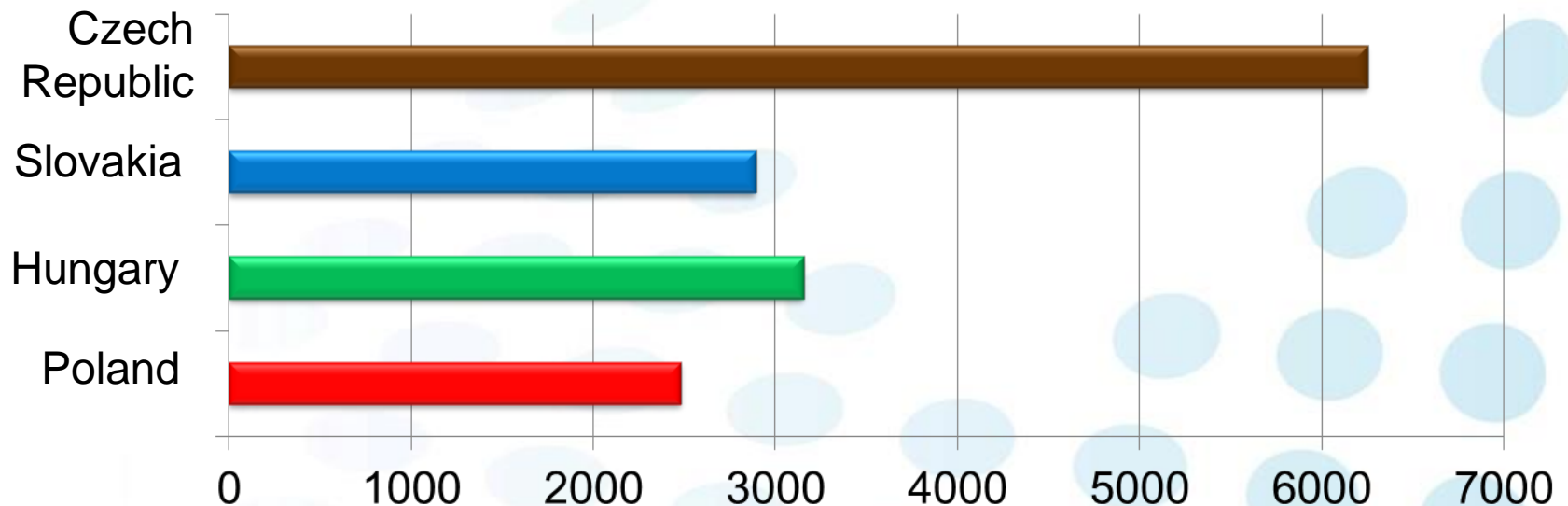




MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

Public Administration TODAY - fragmentation

Number of municipalities



There is more than 80 % of municipalities with less than 1 000 inhabitants in the Czech Republic.



Public Administration TODAY- deconcentrates

General deconcentrates according to (new) regions (14) and municipalities with extended powers and their agendas:

- Business offices, ID cards, travel documents, driving licences

General according to Act No. 36/1960:

- Czech Social Security Administration

Special on the basis of a particular law:

- Courts, Labour Offices, Financial Offices, Construction Offices

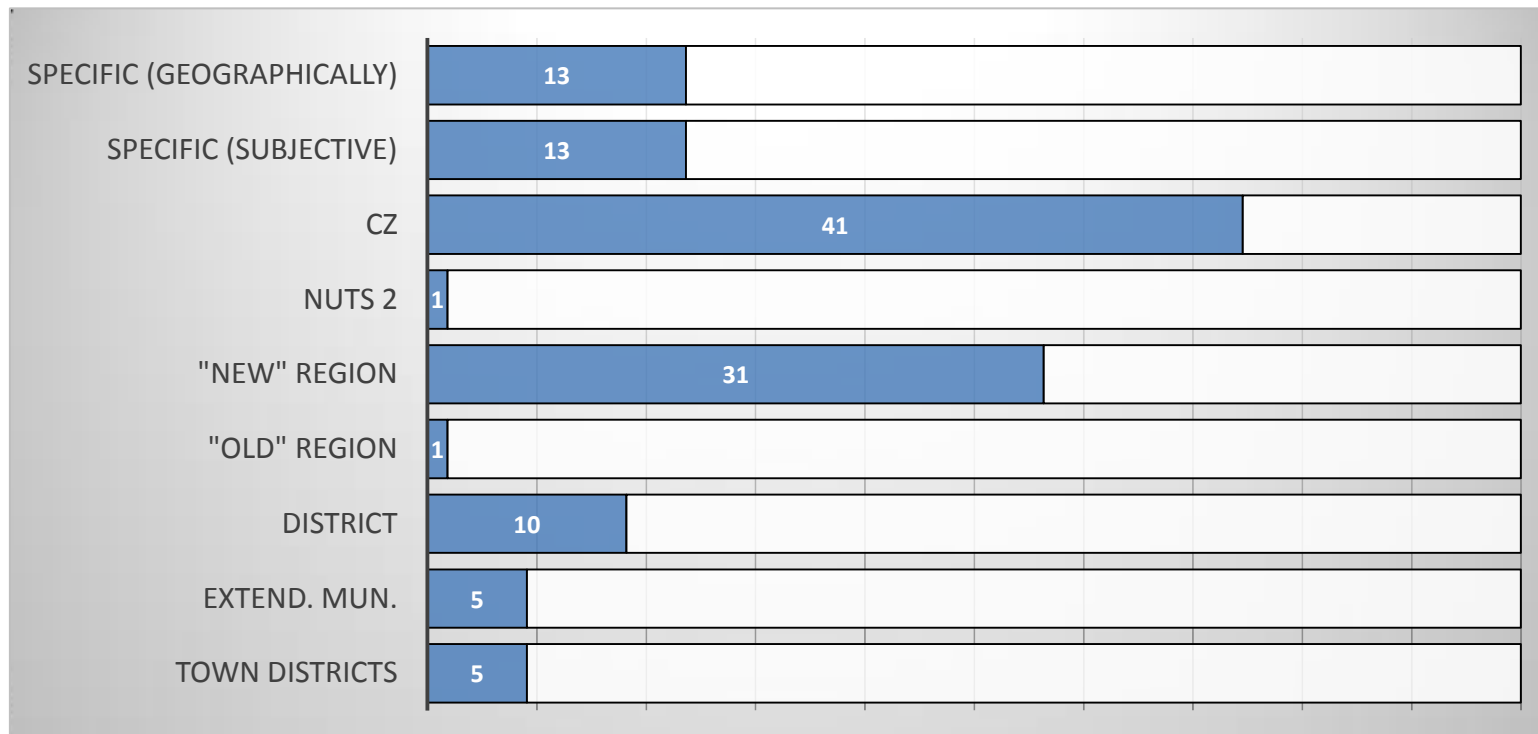
Division of a special nature – not respecting any borders:

- Czech Mining Administration, branches of the Supreme Control Office



Public Administration TODAY - deconcentrates

Statistics by the count of particular regional level of segmentation of state institutions.



In other words – on what kind of regional level is particular institution working.

Specific (geographically) is meant as for regions depending on geographical realms (military areas, natural monuments, mineral deposits, etc.).

Specific (subjective) is understood as influenced by internal decisions of particular subject.



Public Administration TODAY – funding

1. Own sources:

- Tax revenues
 - Regions have a proportion on nationwide collected taxes
 - 7,86 % of Value Add Tax
 - 8,92 % of Corporate Tax
 - 8,92 % of Personal Income Tax
- Non-tax revenues (property renting, own activities, gains, etc.)
- Capital revenues (from sold property)

2. Other sources:

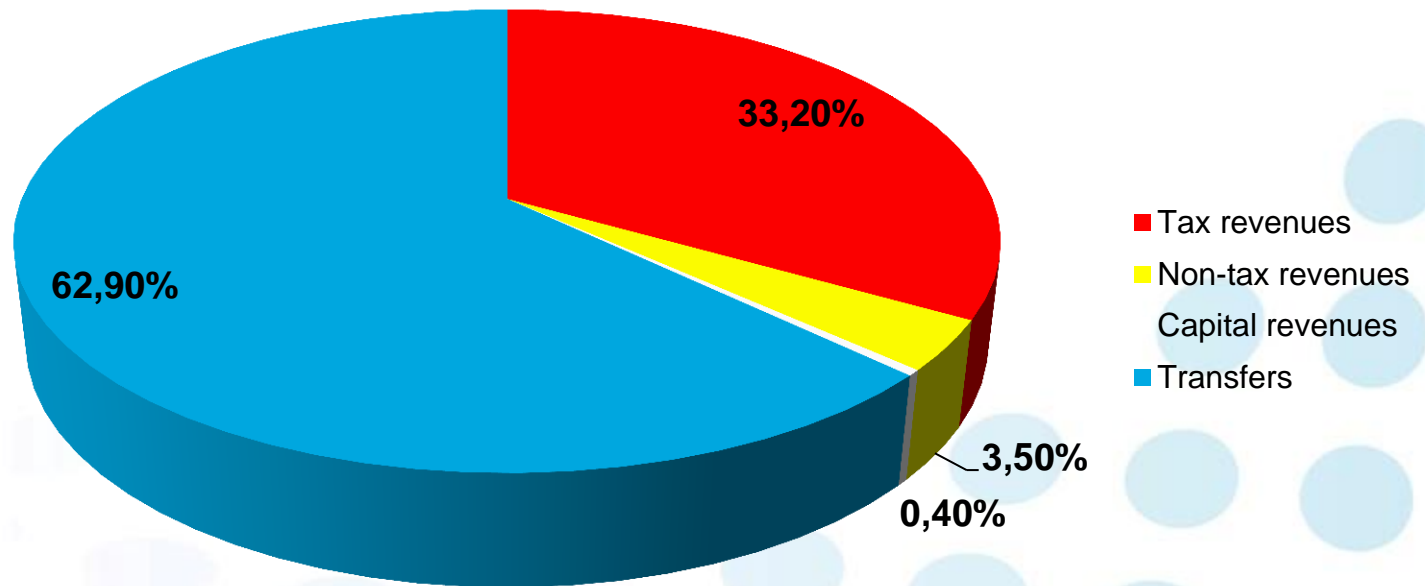
- Transfers from other budgets (state budget, EU budget) for civil services, subsidies for some projects etc.

➤ Revenues are distributed into particular municipalities according to:

- Population
- Area of the territory
- Number of pupils (kindergarten, elementary school)



Public Administration TODAY – funding



Nationwide revenues for regions are divided into particular regions according their size (population).



FUTURE

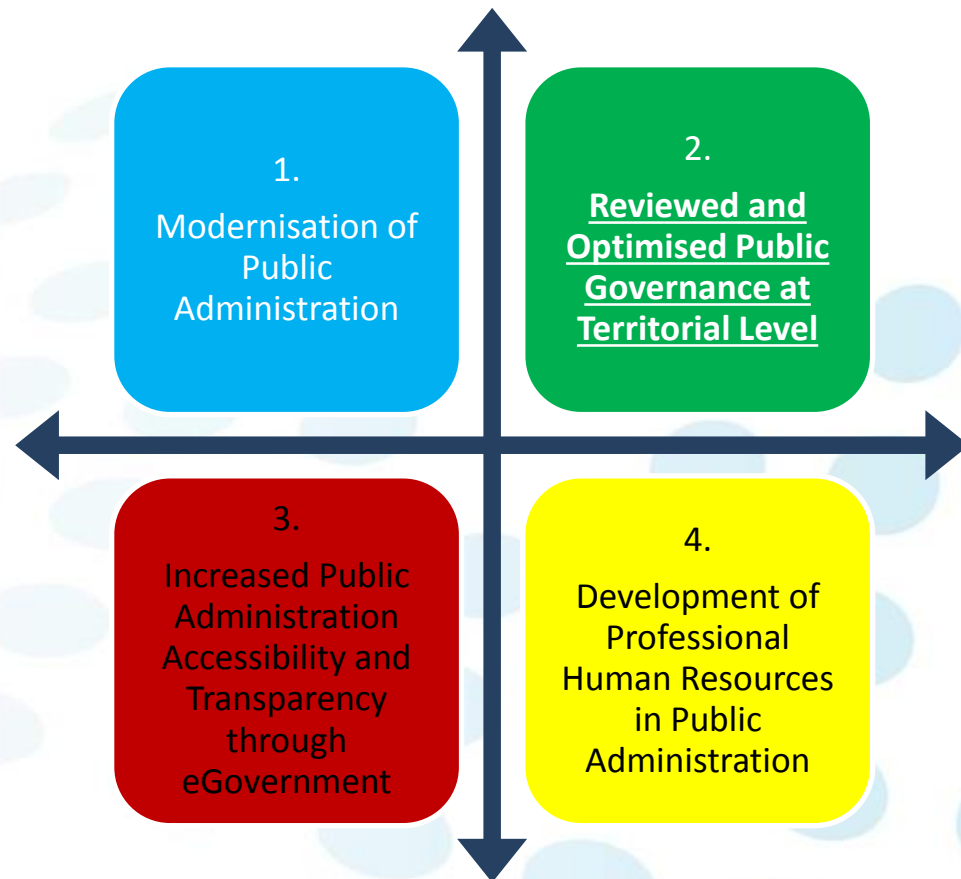
Strategic Framework of the Development of Public Administration in the Czech Republic in 2014-2020

- Strategic Framework was adopted by Government Degree No. 680 of 27 August 2014, following the previous Conception of Public Administration Reform that, however, was not completed.
- **Adoption** of a Strategy for Public Administration **was one of the conditions for approval of the Partnership Agreement for the Programming Period 2014 – 2020**, which sets objectives and priorities for effective application of European Structural and Investment Funds.
- Particular strategic objectives of the Strategic Framework are developed by their Implementation Plans.
- The overall objective of the Strategic Framework is **to increase quality, efficiency and transparency of public administration**. It is composed of 4 strategic objectives that include 12 specific objectives.



FUTURE

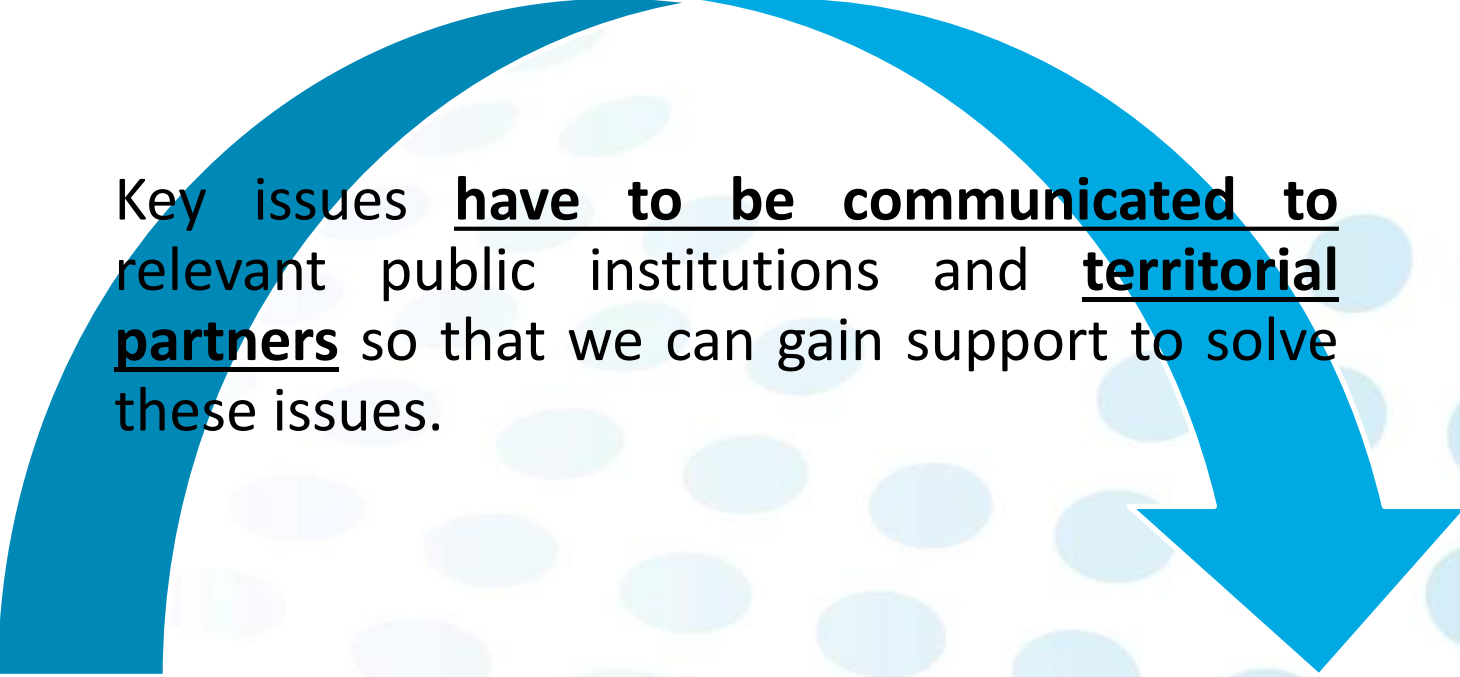
- Strategic Framework of the Development of Public Administration in the Czech Republic in 2014-2020
- **STRATEGIC OBJECTIVES:**





FUTURE

- Strategic Framework of the Development of Public Administration in the Czech Republic in 2014-2020



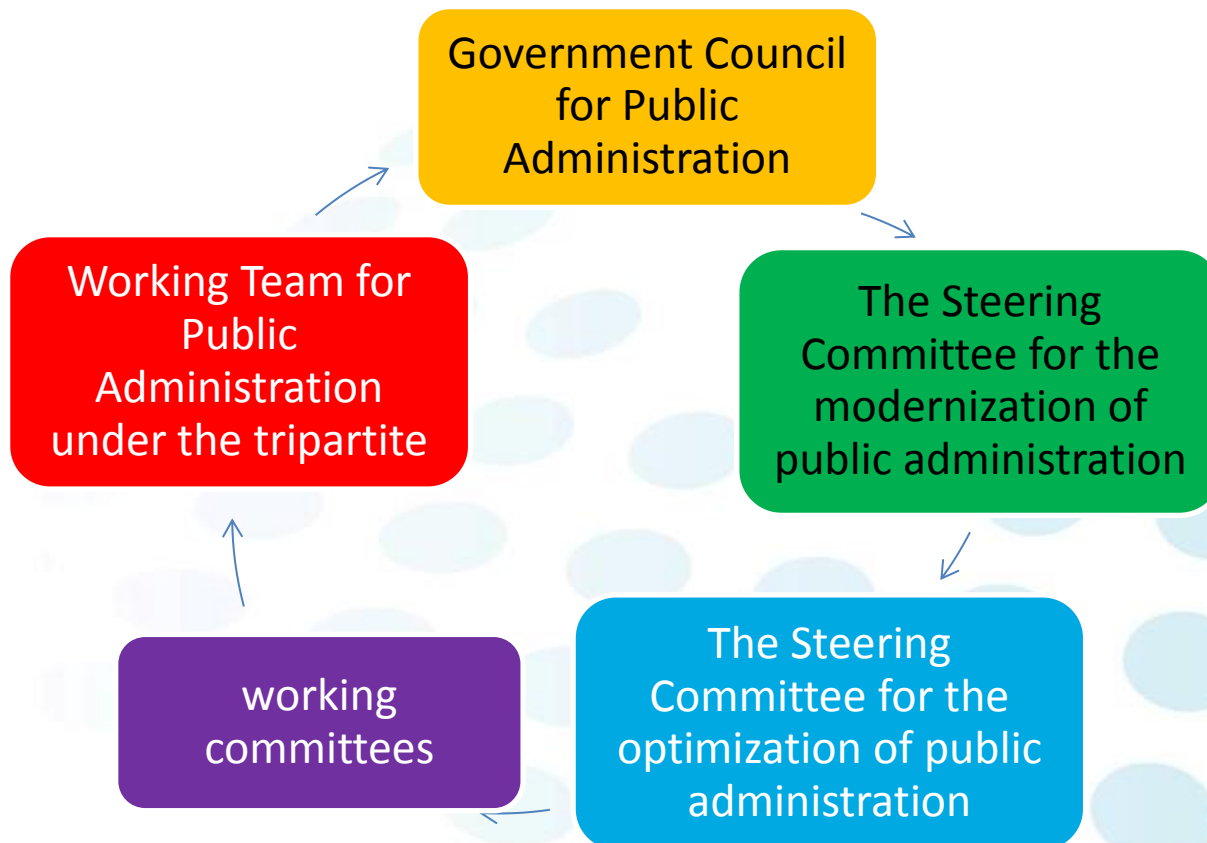
Key issues have to be communicated to relevant public institutions and territorial partners so that we can gain support to solve these issues.



MINISTERSTVO VNITRA
ČESKÉ REPUBLIKY

FUTURE workflow of implementation

- Strategic Framework of the Development of Public Administration in the Czech Republic in 2014-2020



- Delegates of local government on all levels



COOPERATION

- **Government Council for Public Administration**
 - Implementation and management of the Strategic Framework
 - Chaired by the Minister of Interior
 - Provides strong support from the Czech Government
 - Members:
 - State offices (Ministry of Finances, Justice, Traffic, Regional Development, etc.) – deputy ministers, directors
 - Other offices (Personal Privacy, Union of Labours)
 - Local government (Heads of Unions of Municipalities)



COOPERATION

- **Steering committees**

- The Steering Committee for the modernisation of public administration
 - Implementation and coordination of Strategic Goal 1.
- The Steering Committee for the optimisation of public administration
 - Implementation and coordination of Strategic Goal 2.
- Establishment of Working Committees
- Members:
 - Chaired by members of Government Council
 - State offices (Ministry of Finances, Justice, Traffic, Regional Development, etc.) - directors
 - Other concerned offices (Personal Privacy, Union of Labours)
 - Local government organisations
 - Academical sphere



COOPERATION

- **Working committees**
 - Chaired by member of Steering Committee
 - Management of the implementation of specific objectives
 - Responsible for particular goals
 - Limited time span
 - Members:
 - Concerned state offices
 - Delegates from local government organisations (Union of Municipalities and Cities, Rural renewal alliance, Union of Local Self-governments)
 - Academical sphere



COOPERATION: TOPICS

- **Harmonisation of administrative geography of the Czech Republic**

– Scheme:



– Approach:

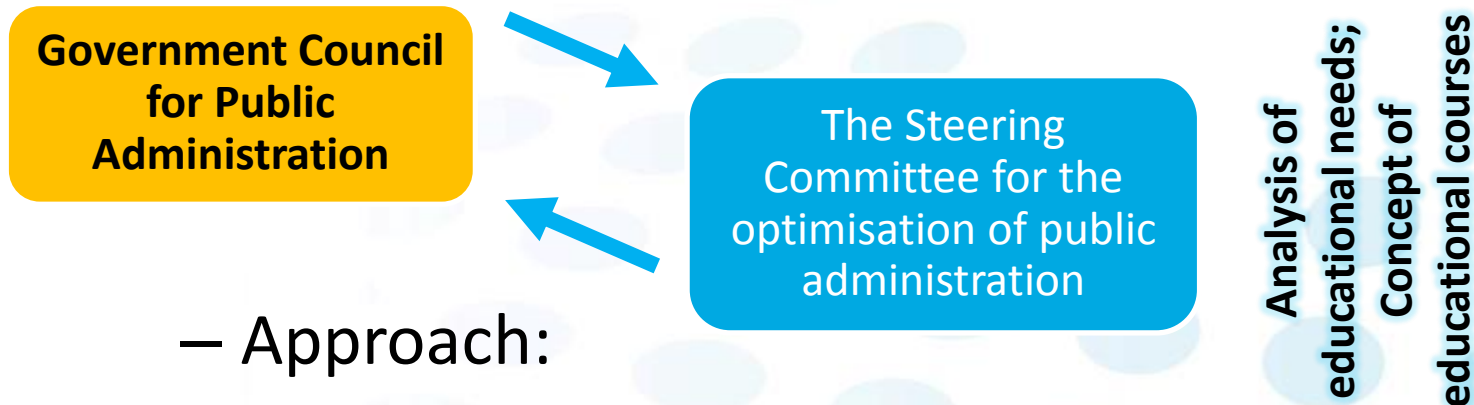
- Task given by the Council
- Coordinated by the Steering Committee
- Materials discussed and agreed on Working committee
 - Important role of the local governments: **opponents + coworkers**
- Final solution: approved by CZ government – 11/28/2016



COOPERATION: TOPICS

- **Financial education of councilmen**

– Scheme:



– Approach:

- Task given by the Council
- Coordinated, discussed and agreed by the Steering Committee
 - Analysis based on questionnaires has shown the specifics of financial education for local government
 - Courses will start in 1Q/2017



DISCUSSION QUESTIONS

Thank you for your attention

Jakub Jaňura

Department for Strategic Development and Coordination of Public Administration

Ministry of the Interior

Czech Republic

www.mvcr.cz

jakub.janura@mvcr.cz