Territorial reforms and decentralisation processes: Experience Czech Republic

Overview of Czech Local Government System and process of decentralization: challenges, failures, lessons learned and successes

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Countries in figures

**COUNTRY LEVEL**

<table>
<thead>
<tr>
<th>Country</th>
<th>Area</th>
<th>Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>CZ</td>
<td>78 866 sq. Km</td>
<td>10.6 mil.</td>
</tr>
<tr>
<td>EE</td>
<td>45 227 sq. Km</td>
<td>1.3 mil.</td>
</tr>
<tr>
<td>PL</td>
<td>312 679 sq. Km</td>
<td>37.9 mil.</td>
</tr>
</tbody>
</table>

**MUNICIPAL LEVEL**

<table>
<thead>
<tr>
<th>Country</th>
<th>Municipalities</th>
<th>Average population of Municipality (inhabitants)</th>
</tr>
</thead>
<tbody>
<tr>
<td>CZ</td>
<td>6 258</td>
<td></td>
</tr>
<tr>
<td>EE</td>
<td>213</td>
<td></td>
</tr>
<tr>
<td>PL</td>
<td>2 478</td>
<td></td>
</tr>
</tbody>
</table>

CZ: Czechia
EE: Estonia
PL: Poland
Settlement structure
CZECH REPUBLIC

very FRAGMENTED settlement structure

57% share of municipalities with up to 500 inhabitants

...only 8% of total population of CZ

1640 inhabitants
CZ = one of the countries with lowest average size of municipality

77% share of municipalities with up to 1000 inhabitants
Coordination and control of organization 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

Department responsible for conceptual and strategic activities of public administration in CZE – particularly Reviewing and optimizing the performance of public administration in the territory
• PAR: General process of transformation from previous conditions, consolidation of new structures, further modernisation and adaptation to Western environments

• Attempt to improve administrative processes and relationship of public administration and stakeholders (public).

• **Main principles of PAR:**
  - **Deconcentration**
    - Of state agencies in territory
  - **Decentralisation**
    - Existence of local government
  - **Subsidiarity**
    - Central authority should have a subsidiary (that is, a supporting, rather than a subordinate) function, performing only those tasks which cannot be performed effectively at a more immediate or local level.
  - **Spatial patterns of settlement** (non-corresponding)
  - **Joined model of territorial public administration**
Before the fall of the communist regime in 1989

- „unitary state power“
- PA organized in Committees
  - Level: Federal, National (2), Regional (8), District (76), Local (4,100 municipalities)
  - Tasks: Purely local + State administration
  - Finances: Allocation from respective national budget

1st phase of public administration reform (PAR) started immediately

- Main principles of PAR:
  - Deconcentration: Of state agencies in territory
  - Decentralization: Promote the existence of local government
  - Subsidiarity

Abolishment of previous structures

- Act on Municipalities (No. 367/1990)
  - Establishment of self-government at municipal level
  - District national committees were replaced by district authorities
Act on Regions (No. 129/2000, passed 1997, active since 2001)
  - Establishment of higher territorial self-governing units = 13 REGIONS + PRAGUE
    - regional level of self-government (and state administration)
    - fully functioning from 1 January 2001 ( territory, borders, competences, officials)

Establishment of municipalities with extended powers („type 3“)
  - Termination of the district authorities/offices
    - transfer of their competencies to municipalities type 3
    - district units remain for specific purposes ( statistics, specific state authorities)
  - 205 microregions around their geographical nodes = type 3
    - executing also state administration for the municipalities in these microregions

The Czech Republic has a two-tier subnational government system
TERRITORIAL DIVISION:

- State level
- Regional level
  - 13 regions + Prague (NUTS 3 level)
- Municipal level
  - 3 types of municipalities
    - according to the scope of their delegated responsibilities
      - Type I: Basic scope of delegated competencies
      - Type II: With an authorized municipal office (388)
      - Type III: With extended responsibilities (205)
All municipalities have **equal status**, they are divided into three categories according to the scope of their **responsibilities delegated by state**
- **Type I**
  All municipalities (Basic scope)
  - Municipal ordinances, offences, water mgmt. offences etc.
  - Local development
  - Some of them: registry office, building authority

**Type II**
388 municipalities with authorized office:
**Scope of competencies:**
- Tier I + Registry office, building authority, elections, selected agendas on environment, etc.

**Type III**
205 municipalities with extended powers:
**Scope of competencies:**
- Tier I + Tier II + Issuing ID cards, Driving licences, travel documents, trade licences, registration of vehicles, social allowances, environmental mgmt. (forests, nature, air) etc.
Self-government (self-administration)
- "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 democratization
- 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)centralization, (de)concentration
- Subject: Conceptual, regulatory and supervisory tasks and agendas (register of inhabitants)
- Territorial extension: administrative region

JOINT = CONDUCTED BY THE SAME BODY = MUNICIPALITY/REGION
State administration
municipal office
- ID cards, travel documents, driving licences
- Building authority
- Register of cars
- Offences
- Business office
- Register of births and deaths
- Register of inhabitants

Self-government
municipal council
- Property
- Territorial development
- Territorial plan
- Culture
- Tourist industry
- Education
- Social care

Secretary

Municipality

Elections

Mayor
Public administration in Czech Republic

Challenges, trends, failures, lessons learned and successes
DIVISION OF STATE:
• “old one” (1960)
• “new one” (after 2003)

• both valid => complicated system
• Some units DO NOT correspondent to each other
## STRATEGIC APPROACH TO PA

### 2014-2020

**STRATEGIC FRAMEWORK FOR DEVELOPMENT OF PUBLIC ADMINISTRATION**

1. Modernisation of Public Administration
2. Reviewed and Optimised Public Governance at Territorial Level
3. Increased Public Administration Accessibility and Transparency through eGovernment
4. Development of Professional Human Resources in Public Administration

### 2021-2030

**CLIENT-ORIENTED PUBLIC ADMINISTRATION 2030**

1. Accessible and high-quality public services
2. Effective system of PA
3. Efficient institutions
4. Competent human resources
5. Informed and participating citizens
CLIENT-FRIENDLY PUBLIC ADMINISTRATION 2030

Strategic material for PA development 2021 -2030

• Follows and broadens steps defined in „Strategic Framework 2014 - 2020“
• Main responsibility: Ministry of Interior
  • Cooperation on implementation:
    • Ministry of Environment
    • Ministry of Finance
    • Ministry of Social Affairs
    • Ministry od Regional Development
    • Ministry of Foreign Affairs
    • Office of Government
• Consultation with territorial partners: Unions of Municipalities, Association of Regions, Union of Municipal Secretaries, academics etc.
STRONG SUPPORT OF VARIOUS CONCEPTS OF I-M-C

Why?
Municipal merger is recently unsuitable (politically) X fragmentation and quality of PA in smallest municipalities
We believe, that municipalities can reduce cost and increase quality of work through cooperation
Shared capacities, know-how, services, share on financing = possibly higher interest and participation of elected representatives and also citizens

Most common forms of IMC
Voluntary unions of municipalities (through: Agreement on establishment of voluntary union of municipalities)
Local action groups (through: Local public benefit company; Civic association)
Interest association of legal persons
Business partnership
Agreement on fulfilment of specific task
etc.

Main promoters of IMC
Union of Towns and Municipalities of the Czech Republic
Association of Local Self-governments
National Network of Local Action Groups in the Czech Republic

Forms of support
Subsidies (regional, national or European financial sources)
Legal and methodological (Ministry of Interior as responsible body of state)
Various projects (usually conducted by previously mentioned organizations)
• Coordination and development of public administration based on Big Data

• Gaining a detailed data of population movement and their analysis
  • Data from geolocal network of mobile operators
• Identification of basic spatial patterns of population behaviour
• Adjusting of administration network to citizens spatial behaviour pattern
• Obtaining a unique dataset for analysis of accessibility of public administration
• Data sharing with other Ministries and stakeholders
BIG DATA
Pilot projects on utilisation of data from mobile phone operators
- Anonymised data (only numbers)
- Flows or stays of inhabitants
- **WIDE** range of possible use (crisis situation, traffic mapping, tourism, etc.)
- Innovative approach of measurement:

How PA reflects the needs and moves of its potential clients?
Measurement of daily commutation (in- and out-going) = hierarchy of centres in settlement

Lose/gain ratio of people (night/day)

= number of potential clients
= expected amount of administration
= qualitative and quantitative setup of services
DOJÍŽDKA / VYJÍŽDKA V SO POÚ STŘEDOČESKÉHO KRAJE A SO PRAHY
středa 11. 10. 2017
0 - 12 h
DOJÍŽĎKA / VYJÍŽĎKA V SO POÚ STŘEDOČESKÉHO KRAJE A SO PRAHY
středa 11. 10. 2017
12 - 24 h
DOJÍŽDKA / VYJÍŽDKA - SO POÚ STŘEDOČESKÉHO KRAJE A SO PRAHY PRO SO POÚ JESENICE
středa 11. 10. 2017, 15 - 18 h
DOJÍŽDKA / VYJÍŽDKA - SO POÚ STŘEDOČESKÉHO KRAJE A SO PRAHY PRO SO POÚ ČERNOŠICE
středa 11. 10. 2017, 6 - 9 h

velkost diagramu definuje celkové saldo cest mezi obvody

Podíl dojíždka / vyjíždka v příslušném SO [%]

10 - 30
30 - 50
50 - 70
70 - 90
90 - 110
110 - 200
200 - 300
300 - 500
500 - 1200

Nejčastější vyjížděka z SO POÚ Černošice do:
Praha 2
Praha 5
Praha 4
Praha 16
Praha 10

Nejčastější dojížděka do SO POÚ Černošice z:
Praha 16
Beroun
Měšťany pod Brdy
Praha 5
Hostivice

sačko cest
100
200
500
1000
2500

0 5 10 km
Big Data project

Project name

- Improvement of preconditions for decentralisation and availability of public administration in the territory

Basic information

- EEA and Norway grants
- Program **Good governance**
- Duration **48 months**
- Estimated realisation starts in **1Q 2020**

The main project theme

- Analysis of data from geolocation network (mobile operators)
- Analysis of spatial interactions (movement of each SIM card)
- Mobility patterns
- Adaptation of the administrative structure of the state, and the location of offices in the territory
- The public administration offices should be located according to the places of citizens concentration

Project partners

- Noroff University College, Kristiansand
- Norwegian University of Science and Technology (NTNU), Trondheim
- Vestlandsforsking, Sogndal
THANK YOU FOR YOUR ATTENTION

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