

行政院及所屬各機關出國報告

(出國類別：會議)

出席開放政府國際研討會報告 (International Seminar on Open Government)

服務機關：行政院研考會

出國人 職 稱：主任委員、處長

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行政院研考會 編號欄

出國地點：韓國

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報告日期：92年4月30日

行政院及所屬各機關出國報告提要

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關鍵詞：開放政府、電子化政府

內容摘要：本研討會係由南韓政府企劃預算部(Ministry of Planning and Budget)、發展學院(Korean Development Institute, KDI)及經濟合作暨發展組織(OECD)公共治理與區域發展處(Public Governance & Territorial Development Directorate, 簡稱GOV)共同主辦。

OECD 希望透過此一研討會，針對開放政府意義，如何達成以及亞洲各國特殊文經背景，進行探討各國範例、失敗經驗及實務，以促進政府施政透明、貫徹責任，以及鼓勵公民參與監督等議題，促進其會員國與非會員國間意見交流與經驗分享。並特別針對資訊通信技術（ICT）改進公民參與，提出討論。其研討成果將提供第三屆反貪污研討會參考（2003年5月漢城）。

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壹、目的

透過參與會議，與 OECD 會員國進行政府改造及電子化政府相關政策與經驗交流。

貳、會議過程與重點

第一天議程

一· 鍾群松院長 (Chin-Seung Chung KDI)，加雷納.海倫主任 (Helene Gadriot-Renard OECD) 以及韓國企劃預算部張松梧部長 (Seung-Woo Chang) 致詞。

二· 開放政府的意涵

1· 加拿大與開放政府——2003 年外交政策與民眾的對話，加拿大外交與國際貿易部外交政策發展中心副主任 Bonny Berger 簡報，加拿大外交政策 100 天諮詢公民活動：

過往外交一向非公民可置喙，談不上透明及公民參與，直到 1969 年才有公民參與外交政策，首次邀請由外交官員組成的 NGO 提供諮詢意見，檢討當時外交政策。1994 年國會舉辦 700 場簡報，並分至各地說明，自此民眾聲音可以融入外交決策中，也於當年設立外交政策發展中心，證明了政府推動施政，沒有任何領域可以免除接受公民參與開放諮詢的民主權利。

困難與阻礙：

- (1) 公民參與太深，代議政治民代角色可能被取代。
- (2) 公民參與與民調不同
- (3) 非政府組織 (NGO) 與機關合作太密切，影響 NGO 的超然客觀諮詢過程，NGO 參與組織太少，從有限參與之組織得到太多的建議，形成偏頗。

資訊通信技術 (Information and communications

technology ICT) 應用不能代表公民參與之成功，重點在於決策者，主事者態度、文化的改變。經費也是問題，諮詢民間公民及社團均須經費才能進行，否則無法“無中生有”。

成功之道：外交暨國貿部長格蘭，有決心肯放下身段到各地聽取民間的聲音，透過國會議員收取建言，也利用網際網路，以深入更多的民眾與社團召開會議，直接聽取民眾、議員及專家建言。

全國各地分設 10 處外交政策聯繫說明中心；民眾、公民參與在外交許多議題產生重大影響。在民眾參與過程中，外交政策發展中心通訊(newsletter)及網頁(Web site)提供低成本、有效訊息與回饋機制。

2. 澳洲維頓 (Howard Whitton):

澳洲開放政府的經驗，有英國傳統平等、創新、質疑權威以及民眾對政府提供服務，並負權責的深厚期許，自 1960 年代受到美國越戰，水門事件影響，民眾要求知的權利，並要官員表現專業及倫理。

自 1970 年代新行政法 (the New Administrative Law) 採行行政監察 (Ombudsman)、訴願及行政訴訟救濟，以及資訊公開 (freedom of information)，1982 年通過資訊公開法 (freedom of Info. ACT)，1980 年霍華政府倡導社區諮詢、支持社團、反映民意，對外加強諮詢專家意見，並甄選文官體制外主管擔當高階執行長或文官。另外倡導反貪污，起訴貪污高官。

開放政府架構，涵蓋國會機制 (議員定期改選，審計及監察)、行政管理 (公務效率，績效及責任釐清，行政部會提報國會，官箴倫理及重視民權) 以及行政處分訴訟救濟制度。資訊公開之確保，否則得由法院強制執行，並訂定檢舉人保護法令 (Whistleblower Protection Laws)。

3. 林主任委員發表意見表示開放政府應植基於民主政治，以民治、民有及民享為原則，定期自由選舉，言論自由及廣納民意體現施政運作，並以台灣民主經驗為例與與會人員分享。

三．透過公共管理改革，達成開放政府

1. 芬蘭政府資訊公開——霍卡莉（芬蘭財政部公共管理司參事 Katju Holkeri）：

芬蘭推動政府資訊公開，促進民眾查詢取用，依據政府公開新法（the New ACT on Openness of Government Activities），該法係 1999 年十二月實施，取代 1951 年官方文件公布法（Publicity of Official Document ACT），以進一步擴大適用範圍至所有運用公權力（Public authority）的任何機關，甚至團體或個人以及地方政府，且資訊涵蓋媒體不只書面文件，且及於電子檔案文件，另一特色是公開的資訊不僅是最終決策文件，且為研擬、籌劃階段者除涉及機密外均為標的，各部會對草擬法案或重要計畫，有義務註冊登記，以便公開。各機關依法不僅提供民眾對資訊之需求，且應積極主動提供，包括索引、出版、放置於公共圖書館及資料網路。申請者享有平等待遇之權利，並至遲於一個月內回覆。

更進步的作為是芬蘭推動資訊公開，跨越單方公開的思維，走向雙向溝通。總理頒訂訓令（recommendation）要求各部會重視溝通、民眾的反映及參與。這些工作不是公關部門的工作，且為所有部門及公務人員之責任。資訊公開教育訓練，實施至所有公務人員。充分運用 ICT，進行資訊公開及雙向溝通，具體作法為設立芬蘭政府法案計畫登錄網站，既是各公開登錄中心，也是網路資訊中心，使民眾方便有效查得有關法案、計畫之資訊，各項法案、計畫在執行完後，自動轉到政府檔案局。芬蘭另外也建置單一入口網 www.suomi.fi 提供民眾單一管道，連結各

機關網站，取得各部會資訊。落實資訊公開之承諾配套措施，包括傾聽公民心聲計畫（Hear the Citizens），強調決策將因民眾與企業參與，得以提高品質，增進對政府信賴。

本會施處長發言表示台灣對民眾提供廣泛的政府資訊，並要求各機關公布在網站上，且為進一步提供更周延、整合的資訊已建置完成整合型單一窗口我的電子化政府網站 www.gov.tw。爰就如何鼓勵公務人員就職掌、業務，提供線上資訊，請教芬蘭之經驗。霍卡莉答覆加強教育訓練，灌輸資訊分享、公開是公務人員的義務，且政務首長極為重視，一再要求，可以促使資訊公開達到理想境界。

2. 政府改造——過去的經驗及未來的挑戰（OECD 雷納海倫主任）

她重申由於全球化，大眾對政府施政品質、透明度及責任政治的要求以及各國政府普遍面臨預算拮据問題，促使各國政府推動政府改造，主要議題在於限制政府角色，分散權力、降低管制、人力資源政策、均衡政府及企業對其員工福利、工作保障方式，即政府部門對公務員降低員額，減少終身保障，提高公務員廉能倫理，授予單位主管權限等。

未來的挑戰包括政府未來的角色拿捏迄無定論，政府干預有其特殊、複雜性，不能夠一概而論一昧刪除；各國政府面臨獨特的文化、歷史背景及施政優先順序。

政府改造在一個國家是最佳範例，不儘然在另一個適用。雖然政府改造已在抑制政府功能、減少公務員額及降低作業成本有些成效，也產生一些負面影響，例：服務品質難以確保，公務人力素質降低，分權、授權導致貪污風險。

未來尚待觀察的問題包括政府的角色，公務人力資源

管理、如何運用，維護基本倫理與服務價值以及資訊通信技術對政府組織的影響。

2· 韓國政府改革建立開放政府（卜金 Jin Park）

金大中總統，自 1998 年 2 月至 2003 年 2 月改革之成就，涉及企業公司、財政、勞工及政府部門。在政府部門之成就為政府公務人員人數減少 7.2%（即 14 萬 1 仟人），8 家國營事業民營化，44 家子公司轉為民營，另外加強推動政府電子化工作。

依據卜金分析政府部門及勞工問題之改革，由於沒有市場壓力，成效不若在公司、財政金融改革，且政府部門之改革未能改善人民對政府之觀感與提升滿意度，他建議盧武鉉接任後應致力於透明化，以營造民眾與政府之互信關係，也須提升決策與服務品質，俾整體增進民眾對政府之滿意度。

自 2002 年 11 月南韓引進 G4C（政府對公民之電子化服務），已經提供 4000 項不同類別服務，例如：戶籍登記之表格（the family registration form），容許機關傳遞資訊及進行跨機關申辦案件之審核。

有關政府對企業 e 化（G2B）主要指政府採購自 2002 年 10 月透過網際網路投標與付款，目前工作挑戰在於如何推廣及於各機關。

有關政府機關間 e 化（G2G）致力於全國財務資訊系統之建置與推廣（the National Finance Information System）。主要內容在於引進包含權責發生制、會計及時財務資訊（accrual-basis accounting），惟仍屬發展階段。

總結而言，南韓在國際貪污的評比（Transparency international Perception Index），在 92 個國家中排名 42 名，盧武鉉新政府在公開透明之施政仍有極大改善空

間，已經設置總統資政一職，專責處理民眾之網路建議（the presidential aid to the Citizens, Internet Proposal Center），並將建立開放政府，提倡資訊公開列為重要施政項目。

四、發展開放、永續的改革流程

1. 徐東煥（Dong-Won Suh）企劃預算部 財政改革局局長

南韓持續政府改革：

講述自亞洲金融危機以來，韓國在政治透明、行為改革及電子化政府工作之成就，續談及改革成果仍屬有限，原因在於無法堅持與延續性，期望新政府能經由大眾參與改革及監督，來提升未來的推動成果，造就效率、開放的政府來服務人民。

2. 史密斯（Robert Smith 澳洲公共政策與管理顧問）

如何使政府改革永續，而不致倦怠（reform fatigue）

依據澳洲聯邦政府基亭（Keating，1991 至 1996 年）與霍華（1996 至今）兩位總理以及昆士蘭、維多利亞兩州政府改革經驗，他主張政府改革與政治、公共領域（political, public domains）改革具關鍵互動。當改革熱誠減退時，宜提供改革建議於整體社會的大架構，分析因果關係，比較改革方案與經驗，宣導面臨的問題與解決方案，最後才引進公民與社區參與改革努力。

他並指出改革在許多國家曾有失敗的經驗，失敗不足懼，可貴者在於檢視改革期望與結果的落差。從經驗中學得處理新問題的解決潛能，改革永遠需要面對永續的改變，而其生生不息的改革能源與熱誠（renewed energy &

enthusiasm) 來自於學習經驗的耐心及可以隨手處理新問題的信心。

3· 劉德文 (Edwin Lau) OECD 公共治理與區域發展處 專業經理

溝通：政府改革的必要作為

肯定溝通為進行改革的必要工具，應該包括敘述改革的需求、過程以及成效。就溝通對象言，區分為一般大眾、政治人物以及公務人員。從 OECD 30 個會員國官員研討人員結論指出，有效溝通之成功因素為：

- (1) 溝通語言應與民眾日常生活結合
- (2) 少用冠冕堂皇的字眼 (no buzzwords)
- (3) 先行動後宣傳
- (4) 不要光說，要付諸行動
- (5) 不可承諾過大
- (6) 透過改革代理者 (change agents) 溝通
- (7) 以改革成果，提供責任政府之實踐，以贏得大眾更多的信賴

4· 宋河永 (Hee -Joon Song) 韓國 Ewha 女子大學教授

韓國新政府的改革議題

新總統盧武鉉向來強調獨立自主 (autonomy)、透明及公平，而改革三大優先領域(1)消弭社會貪污現象(2)建立服務導向的行政(3)實現政治改革。

具體作為包括：

- (1) 法令鬆綁，促進市場效率
- (2) 建立公平社會，抑制對婦女、殘障之歧視
- (3) 強化資訊公開及公民參與
- (4) 促進行政、立法平等關係
- (5) 建立獨立的檢察、法務體系
- (6) 授權國務總理及各部會首長
- (7) 建立公平、公開人事甄選，並期望對過於頻繁的官員遷調予以限制，以能使其發揮績效，釐清權責。
- (8) 改革財務預算制度
- (9) 加強地方分權
- (10) 國營事業及公法人民營化
- (11) 繼續推動電子化政府
- (12) 組成改革推動機制，研擬短、中程革目標

第二天議程

透過社會參與，政府反應及深化責任，建立開放的政府

一、劉德文 OECD 公共治理及區域發展處 專案經理(Edwin Lau)

電子管道促進資訊公開及政府與民間互動：

1. OECD 倡導普及基礎建設、強化資訊素養、發展數位內容及提供低廉網路連接服務來弭平數位落差，俾利全民共享 ICT 的政府服務。

2. 電子化政府應使政府重新定位其角色，改造流程，以使電子化建設作為社會經濟發展、提升社會參與、成熟民主政府的堅定策略工具，在 OECD 各國推動電子化政府過程中許多寶貴的經驗，可以供其他國參考，因此 OECD 公共治理及區域發展處致力於國際比較，並介紹優良電子化政府推動案例。
3. 電子化政府之成功不僅在於技術，而在公務人員觀念及行為之改變，且在於從領導人員做起，更須每一機關，跨部門的流程改造。

二、電子化參與及積極行使公民權——加拿大經驗

寶妮柏格 (Bonny Berger) 加拿大外交及國貿部 外交政策發展中心副主任

加拿大政府致力於引導其公民使用網路參與諮詢政策，已建立諮詢入口網(consultation portal)，涵蓋各部會各項議題透過網路，請大家表示意見，也提供使用者調查 (user survey)。

議題包括外交事務，改善偏遠地區生活，促進發展及如何改進健康照護等。值得注意的是加拿大除運用網路，增進民眾參與公眾事務外，也輔以實體的會議討論說明。

該國強調線上流程只能輔助全民的參與，而非全然取代其他實體形式的參與，必須有整合式的諮詢參與。

三、運用資訊通訊技術促進透明公開及責任政治——

以漢城市公開系統 (the OPEN system) 為例

卜忠實 (Jhungsoo Park) 漢城大學 透明學院教授

按漢城市公開系統係開發用以揭露市政申報案件行政流

程，作業時限及提供市民線上查閱追蹤案件處理的狀況。由於該系統引進，卜宣稱 2001 年公務人員貪瀆起訴 (bribery case) 僅是 1999 年的 39.5%，亦即減少了 60.5%。

四、民間社團與政府治理夥伴關係

辛柴(Kamtorn Sheepchailsara) 亞州智庫中心副主席(Vice Chairman Think Centre Asia)

OECD 於 2001 年出版公民扮演政府夥伴：決策過程之資訊，諮詢及參與，倡導公民於政府決策過程接取資訊，參與建議之權利，政府必須針對政策議題積極促進與民間團體，社會大眾之溝通討論，有義務對民間意見進行回應，此種回應有賴於建置法規與制度架構，例如：日本政府採納行政程序法、資訊公開法、公眾評論程序(Public Comment Procedures)，要求所有政府機關制訂管制政策時，應事先將管制與可能影響公布徵求意見，並且要求政策實施後，民眾應受邀參與評估。

辛柴以紐西蘭為例，國會立法過程，一定將草案公布於主要報紙媒體，徵求各界意見，並以舉辦研討會、說明會，聽取反映，英國為改善服務品質，隨機抽樣 5000 位民眾組織公民評核團 (a citizen's panel) 參與考核政府為民服務工作。

五、民間社團與政府治理夥伴關係

泰國公部門及民間團體參與 (Public Sector Reform)

蘇烏拉 (Orapin Sopchokchai)

泰國總理公部門發展局局長 (Commissioner Public Sector Development, Office of Prime Minister)

過去 30 年泰國改革努力不斷，惟成果有限，自 1997 年亞洲金融危機以來，政府承受內外環境及民眾極大的壓力必須再度進行改造，尤以要求必須開放透明，建立廉潔政府，民間主張政府應提供更佳的服務與政策方針，降低管制，並提供租稅誘因，促進經濟發展。

民間參與具體實現在第九期國家建設研擬過程中，受邀提供建議，討論相關議題。政府自 2001 以來制訂改造目標，公諸社會，並與官僚和民間部門，大眾傳媒及學術界充分合作，推行改革揭露進度及成果。其改造計畫區分五大部分，包括組織架構，行政、預算、人事、以及管制法規等改革。

2002 年 10 月完成組織改造法及行政改革法，前者引進成果導向之管理，並釐清政務官與事務之權責關係，另設置公部門發展委員會做為改造及去官僚化之常設機關，該委員會由副總理担任主席，並有三位常任委員在專業幕僚協助下，執行改造業務。

六、從發展中國家經驗看開放政府與民間關係之建立

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世銀永續環境發展處 資深官員 (World Bank Institute's Environmentally Sustainable Development Division)

她強調資訊公開是建立政府與民間夥伴關係的基本原則，言論自由、自由新聞媒體可以促使政府濫權機會降至最少，也大大提升滿足民眾基本社會需求之機會，她列舉可以促進政府與民間互動之機制，包括新聞公關、訴願處理單位建置，公聽會及民間組成監督委員會及透過網路提供資訊、互動與服務管道。

七、開放的政府：案例與經驗交流

案例一、泰國民間動員打擊貪污——健康照護補助個案分析

案例二、澳洲昆士蘭州政府小內閣辦公室建置與裁撤案例

案例三、芬蘭運用網站徵求公民建言案例

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處顧問 (Counselor, Public Management
Department)

ICT 運用使用政府與民眾互動對話、聽取建言變得便捷有效，芬蘭業於 2002 年建置 www.otakantaa.fi 中央政府網路討論的網站，提供民間在政策研擬階段，得以表達意見，同時公務人員亦可參與討論，惟在此一交流平台上關注於意見交流而非回覆問題，因此芬蘭政府並未在每一次的意見中提出答覆。另外政府儘力周延提供充足的相關訊息與背景，俾使民眾樂於參與，也不要求民眾先登錄註冊，才准予表示意見，討論政策議題，係屬在草擬中，確保徵詢民眾意見，能影響反映在最後政策決定上，而非為徵求意見而徵求，此項“與我們分享您的意見 (Share your views with us)”，經過一年運作後又加入部會首長可以在線上與提意見的網友對話的功能。

參、訪問行程

拜訪韓國國家電算院 (National Computerization Agency) 徐三英院長以及資訊通信部 (Ministry of Information & communication) 次官補金彰坤，相關晤談要點如下：

一、徐三英院長首先簡報該院業務，謂該院係依據情報化促進基本法第十條於 1987 年成立，由韓政府出資之民間機構，主為支援國家機關、地方自治團體等與情報化促

進有關之情報化政策開發，十七年以來，成果顯著，該院今後願在 APEC、OECD 架構下，與我進行雙邊或多邊之合作與交流。其後由林主任委員提問，徐院長作回答，雙方晤談約一小時又四十分，該院並有一級主管吳光錫博士等人陪見，以示禮遇。

二、金彰坤次官補（情報化企劃室長）認為，我政府計劃於 2008 年以前，投資 12 兆元，將政府、生活、產業、交通及基礎設備等五大部門提升至世界第五位，實為充滿企圖心之計劃。渠並進一步說明韓國 E 化成功因素有三：

1. 組織體系健全：上自總統，下至承辦人，均具長遠眼光，徹底一貫推動。
2. 經費充裕：依法設置情報促進化基金，可全力執行政策，不必另向政府爭取預算。
3. 擁有足夠專才：故能充分發揮效果。另介紹韓政府今後計畫包括：
 - (1) 落實現有各機關系統間之連接與整合，持續擴大對人民與企業之 One-stop 單一窗口服務。
 - (2) 革新政府業與結構，擴大人民參與政策決定，完成行政改革。
 - (3) 建構跨政府部門間之統合電子系統，革新公共資訊資源之管理，實現因應災難、災害之安全電子化政府領域之交流與合作將來能更加活絡。

三、林主任委員在韓期間並接受韓國朝鮮日報採訪。

肆、OECD 電子化政府專案初步成果

電子化政府須知 (OECD E-Government Project Initial Findings: The E-Government Imperative)

OECD 公共管理及區域發展處 (Public Governance and Territorial Development Directorate) 研擬電子化政府須知，歸納十一項電子化政府成功的指導原則，值得我國未來推動相關工作之參考，謹臚列如下：

1. 承諾處理電子化政府帶來的變革，規劃願景與策略。
2. 來自政務官與事務官強力的領導。
3. 電子化政府係整體政府改造的一環，必須溶入於廣泛的政策施政目標、公共策略改革流程及資訊社會活動，形成整合性 (integration) 作為，以發揮綜合成效。
4. 跨機關合作確保資訊系統互通，擴大執行效率，避免重複。基礎建設由各機關共享，並提供共通架構 (Shared infrastructure) 讓各機關發展自身資通建設，得與其它機關合作。
5. ICT 費用應視為對未來之投資，必須長期財務規劃且有中央統籌補助計畫 (a central funding programme) 以激勵創新及辦理重點展示計畫。
6. 採行促進近用 (access) 線上服務的政策，普及服務，避免歧視。
7. 資通訊技術應用應以擴大顧客選擇為主要考量，採取民眾線上尋求服務永遠找對門路 (no wrong door) 政策。
8. 重視網路資訊與服務品質，並在決策過程導入民眾與企業參與，以回應機制 (feedback mechanism) 強化社會參與。
9. 保障個人隱私權。
10. 運用電子化政府工作，強化責任政治 (accountability)，而於導入民間資源，協同推動時，不應減化課予責任。

11. 釐清電子化政府工作之成本，效益及影響定期評估，爭取各界持續支持。

目前對於已進行資訊化、網路化工作相當期間之政府，可以展現出具體易見的成果，如網站建置、幾項複雜的交易服務及入口網發展等，未來面臨的挑戰在於建置隱藏的基礎(hidden infrastructure)、連結後端系統(back-office arrangements)以及更複雜的服務。

優先工作包括電子化政府整體推動架構，研擬評估成本效益與需求的方法，依顧客類別分類機關服務，並建置隱私權保權，以促進資訊分享。將來應進一步採取減少經費不足的困擾、發展整合無縫隙(seamless)服務之規劃，並處理行政內部治理(governance frameworks)架構。

附錄：

1. 提交大會之我國政府改造報告資料
2. 照片集
3. OECD 電子化政府須知

提交大會之我國政府改造報告資料



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Public Management Reforms in Taiwan

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I. Foreword

The promotion of government reform in Taiwan aims to build an energetic government that is globally competitive. Facing critical international challenges and significant diplomatic difficulties, Taiwan relies heavily upon its economy and competitive commercial advantages to ensure prominence in the international arena. Over the past decade, however, statistics showed that Taiwan had lost some of its prevalence to rivals who worked harder and faster. To meet the challenges of the 21st century, it is vital for Taiwan to sharply enhance its overall national competitiveness, put its economy on a sound footing, accelerate industrial upgrading, foster full participation in civil life, enrich the cultural substance of democratic society, and establish a just, humane, and culturally progressive society. This is the only way that Taiwan can consolidate its existing socioeconomic progress, realize the national vision of an “economically-sustainable, fair, peaceful, and contented homeland,” and respond to the intense global competition of the future.

The National Economic Development Advisory Conference, held from August 24 to 26, 2001, made a resolution that President Chen Shui-bian invited representatives from different sectors to form a *Government Reform Committee* to promote government structural reform and process re-engineering. The *Government Reform Committee* was established on October 25, 2001, with President Chen as the chairman. The other committee members include representatives from the industry, government, and academic sectors.

In the process of government reform, Taiwan develops e-government as an important strategy for improving administrative efficiency and spurring government structural reform and process re-engineering. Taiwan's experience shows that, not only improving administrative efficiency and enhancing governmental effectiveness, e-government is also the key for building an open government and the promotion of a fair and equitable society.

II. The structure of Taiwan government

Prior to introducing ongoing government reform efforts in Taiwan, we should provide the following brief on the structure of our government.

The hierarchy of Taiwan government has four levels: central, provincial/municipal, county/city, and rural/urban townships. Each has its own clearly defined responsibilities and authorities. The central government is composed of the Office of the President and five government branches, or “Yuan.” The five government branches are the Executive Yuan, Legislative Yuan, Judicial Yuan, Examination Yuan, and Control Yuan. The Executive Yuan is the most influential of the five, holding many key authorities and employing a majority of the government’s top civil servants. The Executive Yuan is further divided into three parts: Executive Yuan Council, Ministries, and several Commissions, Councils, and other Agencies. The Research, Development and Evaluation Commission (RDEC), one of the commissions under the Executive Yuan, is the Yuan’s principal consultative body.

III. Promotion of government reform

To promote government reform, the *Government Reform Committee* established its missions as follows:

1. Research and planning of government organization restructuring.
2. Research and discussion on the functions and responsibilities of government agencies, and resource allocation between central and local governments.
3. Reform of legislation on personnel.
4. Other issues relevant to government reinvention.

However, issues of government reform are comprehensive, complicated and cannot be resolved immediately. Present critical jobs include reforming the Executive Yuan structure (downsizing to 2/3 its original), renovating congress, redefining clearly the authorities of the central and local governments, and improving personnel and budget systems.

To fulfill the above-mentioned missions, the Executive Yuan has accomplished the following tasks:

1. **Approval of the Basic Law Governing Central Government Agency Organizations**

In accordance with Article 3, paragraphs 3 and 4 of the Additional Articles of the Constitution as promulgated on July 21, 1997, the Executive Yuan formulated the “Basic Law Governing Central Government Agency Organizations” and the “Central Government Agencies Staffing Quota Act” for review by the Legislative Yuan.

The formulation of the draft Basic Law Governing Central Government Agency Organizations aimed to ensure the creation of a logical functional organization, to clarify government authorities, to reduce government employees, and to allow for flexible implementation, with a common theme on “flexibility.” The Basic Law will apply to the central government, including the National Assembly, Office of the President, five Yuans, National Security Council, and all their subordinate agencies. The entire draft includes six chapters and 28 articles, key points of which are as follows:

- (1) Conditions for the establishment of an agency

The draft regulates the establishment of different agencies and creates a mechanism for the staffing quota.

- (2) Levels of government

To shorten the process from policy making to implementation, four levels of government shall be established within the central government, and two levels may be established within level 1-3 agencies, and only one level may be established within level 4 agencies in.

- (3) Tasks outsourcing

To expand the scope of outsourcing, agencies may delegate or commission organizations or other persons to carry out tasks in accordance with the law.

- (4) Changes towards establishment rules of agencies

To fully comply with the administrative needs of the government, central government agencies below level 2 shall be established in accordance with organization criteria or regulations as promulgated by administrative orders.

(5) Reform of agency organization

To ensure more flexibility in agency organization and staffing, agency organization regulations shall specify the administrative power.

(6) Limits on assistance units

To adjust the current manpower structure, no more than six assistance units may be established within an agency.

2. Adjustments to the Executive Yuan organization

The government restructuring promoted by the Executive Yuan aims to build a government that is "highly effective," "responsible," and "flexible to changes," with the goal of "rejuvenating Taiwan and reinvigorating the government."

The *Government Reform Committee* has developed five goals and 20 operative principles tailored to the reorganization of the Executive Yuan. The five premier goals are government downsizing, agency structure reorganizations, improved policy coordination, harmonizing responsibilities among organizations, and improved organization adaptability.

On October 25, 2001, the *Government Reform Committee* made organization adjustments to the Executive Yuan the priority. According to the resolution in the Committee's first meeting, the first phase of government restructuring would involve the Draft Amendment of the Organization Law of the Executive Yuan, where one-third of the Executive Yuan subordinate agencies would be streamlined in two years, i.e. ministerial agencies are reduced from 35 to 23.

The Draft Amendment of the Organization Law of the Executive Yuan was submitted to the Legislative Yuan for approval, and reforms are due to be completed before May 2004.

3. Approval of the "Temporary Regulations for Restructuring the Functions, Responsibilities and Organization of the Executive Yuan"

As part of the government's reforming efforts, the Executive Yuan approved the "Temporary Regulations for Restructuring the Functions, Responsibilities and Organization of the Executive Yuan," effective from May 20, 2004 to May 19, 2006. The regulation is designed to guarantee rights of civil servants and government employees, whose interests may be at stake because of organization restructuring. It also helps organizations operate smoothly through the transition.

After the regulation is passed and promulgated, civil servants who have served for over 20 years, or those who are over 50 years of age and have been in the service for 10 years, or those who have been at the top of their scale for 3 years or more, shall become eligible for early retirement and receive additional compensation of up to seven months salary.

This additional compensation shall only be applicable from May 20, 2003 to May 19, 2004. Eligible civil servants and employees who retire within the first month of the said time period shall receive an additional seven-month

compensation package, and the amount of compensation for those who retire later shall be reduced proportionally.

4. Council for Organizational Reform

The Executive Yuan has also created the “*Council for Organizational Reform*” to coordinate among administrative departments to achieve reform goals. Established in May 2002, the Council is chaired by the Premier, who assigns a minister-without-portfolio as the executive director. The core members of the Council include the heads of the following five departments: Research, Development and Evaluation Commission; Directorate General of Budget Accounting and Statistics; Central Personnel Administration, Ministry of Interior; Council for Economic Planning and Development; and Committee of Laws and Regulations. In addition to the solid political leadership behind the reform agenda, such setup ensures a well-planned mechanism for the reorganization, which focuses on the mission simultaneously from three perspectives: partnership between government and society, partnership between central and local governments, and reorganization of central government agencies.

The Council is currently reviewing the government core tasks and paving the way to a feasible implementation of the reform plan. To effectively transform the government into one that can meet people’s expectation in the 21st century, the Council has formulated four methods to reassess the necessity of all government tasks, so as to streamline government organization. The four methods are: deregulation, decentralization, corporatization, and agency or business outsourcing.

The Council categorized the existing government tasks into nine groups, and nine task forces have thus been organized to help with the process review. After the bureaucrats have reviewed the tasks completely in accordance with the four methods introduced, task forces led by ministers and experts will assess the results and propose a formal report for the review, which is going to be the basis for the subsequent reform agenda.

IV. Develop e-government as a key for open and transparent government

It is an inevitable trend in government informatization to use the open, high-speed online environment to provide the public convenient information and services. In November 1997 the government accordingly assigned the RDEC the task of drafting the *Mid-term e-Government Implementation Plan (1997~2000)*. This plan called for the full-scale deployment of a government backbone network, the development of convenient online public services and administrative applications, the acceleration of government information interchange, and the establishment of electronic certification and network security mechanisms. To further broaden the scope of e-government applications, RDEC issued the *E-government Program (2001-2004)* in April 2001 and expects to enhance the depth and breadth of government online applications during the four-year period of this plan. The ultimate goal of the program is to raise national competitiveness by promoting Internet applications throughout society and industry. The program has the following specific goals:

1. To provide online services to all agencies and civil servants via the

Government Service Network. Tasks include providing sufficient network facilities, establishing a secure and anxiety-free Internet environment, and enriching government online information and services, etc.

2. To encourage the government workforce at all organizational levels to take advantage of the Internet to conduct administrative business and provide public service in a more efficient manner.
3. To promote communication and document interchange among agencies at different levels by implementing an electronic document exchange and gateway system.
4. To improve the convenience and efficiency of government services and extend the spatial and temporal coverage of government services by providing 1,500 Internet-based application services and “one-stop processing services.”

To accelerate application of the Internet at government agencies, improve online service standards, promote the sharing of government information, strengthen government network management, and lower network installation and maintenance costs, RDEC established a dedicated government Internet backbone system—the Government Service Network (GSN)—in 1997 to meet the different needs of various agencies. The GSN system provides government agencies at all levels with a common platform for the development of public service systems. GSN offers fast, convenient, economical network backbone services. Through the efficient allocation in utilization of network resources, it has been possible to dramatically lower the Internet use threshold of government agencies, speed up the linkage of agency networks with the Internet, and lay a solid foundation for e-government.

To establish a secure and reliable network transaction environment, RDEC established a Government Certificate Authority (GCA) in February 1998. This facility provides online identity authentication services to government agencies and the public. As of the end of 2002, the GCA had issued 400,000 digital certificates and begun providing certification services in connection with online tax reporting, motor vehicle registration, electronic disbursement, electronic procurement, and electronic official document exchange.

In addition, to enable the government to communicate more effectively, RDEC began implementing an online data transmission and official document exchange system in July 2000. As of December 2001, all government agencies and schools had joined electronic official document exchange.

Online public services currently being established include tax reporting, motor vehicle registration, disbursement, industry information, health insurance, and utilities services. The government looks forward to providing even more innovative 24-hour service in the near future. To further enhance the usefulness of online public services and provide the public one-stop online government services, RDEC formally inaugurated the “My e-Government—e-Government Portal of Taiwan” in March 2002. The site (www.gov.tw) will offer the public 1,500 online application services within three years. An “electronic gateway” mechanism will be used to promote information interchange and circulation between different agencies; this mechanism will be extended to inter-agency online queries and searches, reducing paperwork and eliminating need for transcripts and certificates.

V. Toward a fair and equitable society

Fairness and equality are the foundation of a healthy society. The objective of a just, civil society is to achieve a rational social order in which each person is respected and human rights are granted reasonable safeguards.

Not only should the promotion of human rights and pursuit of a fair and equitable society be a main theme of the government's administrative work, it should also be considered the government's inescapable duty. Apart from hard work on the political, legislative, economic, judicial, educational, and cultural fronts, the realization of a just society will require the use of modern information technology to strengthen individuals' ability to apply information, remedy the information asymmetry currently existing between the government and individuals, and tap citizens' latent energies for progress. Due to the all-pervading boundary-transcending nature of the Internet, the public can look forward to having real-time access, through economical, effective, and innovative means, to large quantities of government, economic, social, cultural, environmental, technological, and medical information. By enabling individuals to better express their views, participate in public affairs, learn new knowledge, and organize social groups, information technology will thus catalyze the development of a just society.

The following is an account, based on Taiwan's experience, of how the promotion of e-government can directly and indirectly promote the establishment of a fair and equitable society.

1. Promoting Access to Government Information

The degree to which government information is open and transparent is a major indicator of that nation's degree of democracy. Open access to government information is the foundation upon which a nation can promote responsible politics, strengthen citizens' powers, and foster participation in public affairs. Based on the public's right to know, government agencies should institute free access to government information insofar as this does not violate national secrecy or public privacy laws and regulations.

The full-scale wiring of government, industry, and society will enable the public to freely obtain and utilize a broader, more complete, more balanced, and more diverse range of government information with unprecedented convenience and speed. Besides giving the public a better understanding of government policies, this will also strengthen public oversight of government administration.

To fully implement free access to government information, the e-government portal website established by RDEC will make all public service information, laws, and application documents and forms available within three years, and allow free public queries and downloads. At the same time, RDEC will respond to the public's demand for high-quality information by continuing to promote the establishment of government websites and enrichment of government website content.

The government will use the Internet to make public large quantities of information. This will enable individuals to better understand government policies and laws, allow them to conveniently and effortlessly express their policy positions, opinions, values, and needs to their elected representatives and government decision makers, and give them the means to follow up on the results. This will be a complete break with the situation in the past, when citizens depended entirely upon the professional knowledge of their representatives and civil service personnel in the drafting of public policy, determination of social needs, and distribute public resources.

To further meet the public's right to know by enriching government website content and improving service quality, RDEC started to conduct annual government website

evaluation and award activity since May 2001.

2. Making Administrative Procedures Transparent

To safeguard citizens' rights and interests, improve administrative performance, and increase public confidence in the government, government agencies should follow fair, open, and democratic procedures when taking disciplinary action, providing services, concluding administrative agreements, drafting laws, orders, and administrative guidelines, confirming administrative plans, implementing administrative guidance, and resolving complaints. By doing so will safeguard the principle of administration in accordance with law. Establishing a culture of open and transparent governance is thus the sole route to realizing a just society. The implementation of e-government has enabled the government to provide more correct and complete information to the public, invigorate service procedures, and generate complete records of contact and transactions with the public. The people can take advantage of open and transparent government information to gain a deeper understanding of administrative concepts and approaches, enabling them to truly take charge of governance and realizing the ideal of "the people have the power, government has the ability."

Taking the e-government portal website established by RDEC as an example, apart from publishing public service information, laws, and application documents and forms, the site also integrates the information systems of various government agencies and provides the public transparent, inter-agency application services. The public can visit this unified service window at any time and check the status, progress, and expected completion date of applications.

Making administrative procedures transparent, as in these practical examples of e-government, not only improves efficiency and facilitates the establishment of standardized operating procedures, but also reduces corruption and illicit behavior.

3. Empowering Citizens

In the future functioning of e-government, not only will the public be a "recipient" of government administration and services, it will also be a "joint decider" of government administration and services. Thanks to the power of the Internet, any individual or group can easily use extremely inexpensive e-mail or its own website, or various public or organizational websites, to publicly express and advocate individual or collective views, needs, or values. By providing an "online soapbox" mechanism, the Internet serves as a forum in which individuals can fully exercise their freedom of speech.

By facilitating the expression of public opinion, the ubiquity of the Internet has had an extremely positive catalytic effect on people's understanding of and concern for public affairs, their understanding of government policy, administrative principles, and the nation's future development trajectory, the communication and mutual acknowledgement of public values and views, the achievement of social consensus, and the realization of the ideal that power abides in the people.

Taking the *Premier Email Box* as an example, the general public is able to send their opinions and suggestions to the Premier directly, over Internet at anytime and anywhere. In 2002, the figure of people's email to the Premier is illustrated as below. All suggestions from those emails were distributed and processed at relevant agencies separately. And the relevant agency is required to answer the email within five working days. The RDEC frequently tracks whether agencies respond properly and on time.

Categories	Number of emails
Administration reform	6255
Inform against violation/corruption	1398
Civil rights protection	2948
Law explanation	1046
Environmental issues	107
Intellectual protection	39
Others	1124
Total	12917

4. Expanding Participation in Public Affairs

The essence of contemporary democratic reform is to use the democratic process to bring the people in and adjust the government's role in dealing with public affairs. At the current stage of Taiwanese society, private forces are in the midst of vigorous development, and government functions and roles are undergoing a continuous process of change and adjustment. The government has shifted its role from that of a "leader" or "manager" to that of a "supporter" or "servant." Through e-Government, Taiwan is providing the people extensive and varied information, offering a convenient lifelong learning environment, enhancing public autonomy, and ultimately molding a participatory civil society by promoting diversity of values and thought.

E-government is making an important contribution to a more participatory democracy in Taiwan. For example, RDEC has already begun posting information including government administrative planning data, project implementation status, on-site inspection reports, and the results of public opinion surveys on government webpages. RDEC hopes that this information will help people understand government's major administrative efforts, enabling the public to play a supervisory and consultative role.

5. Making Government More Accountable

Conferring on citizens the power to hold government more accountable is the major benefit of e-Government. As a result of e-government and the widespread establishment of government websites, access to government information is much more open, administrative procedures are more transparent, and rights and interests are more explicit. In the future, the development of online application service mechanisms will allow the Internet to replace government service desks performing mainly manual tasks, and make the Web an important channel of contact between the government and the public. Furthermore, in conjunction with the transparency of administrative procedures, through the institution of automated online review and service procedures, and the transparency of auditing, tracking, and control functions, the public will be able to receive fair treatment and equality of opportunity from the government. This will spur decision-making transparency and will make government more accountable to the people.

6. Promoting Fair Competition

The establishment of fair, equitable, and open markets promoting free competition is a basic precondition to the creation of a just society. Since the government's annual procurement budget is so huge, it is essential that we institute transparent procurement operating procedures. Such transparent procedures will raise procurement efficiency and quality, lessen improper intervention and interference, promote a free market, and encourage fair competition.

In recent years, the Public Construction Commission (PCC) has installed the "Government Procurement System" and established the online "Government Procurement Information Center" to provide contractors government e-procurement services. Besides bid request and bid award announcements, the e-procurement system also offers a database of unacceptable contractors, openly requests contractors' reference data, and openly solicits proposals or written price quotations. As of the end of 2002, government agencies had posted 970,131 public bid request announcements via the system, an average of 500,000 queries were being made every month, and a cumulative total of 15.11 million queries had been made. Apart from this procurement information announcement system, the PCC has also established an online bidding system and an online vendor catalog and price inquiry/quotation system. These systems are doing much to promote fair competition and put the procurement market on a sound footing.

7. Encouraging Community Development

In recent years Taiwan's private sector has gained in strength and community development has gradually gotten underway, again displaying the tremendous vitality of Taiwanese society and the growing power of private groups and individuals.

Responding to the information needs of community development, RDEC has consistently striven to take government information and services to the grassroots level. RDEC has joined forces with private parties in implementing the "Computers in Every Village, the Internet in Every Neighborhood" plan. This plan, implemented on a trial basis, is promoting online public service points throughout villages and communities, installing community information kiosks, and establishing "village websites." More than 6,500 villages and neighborhoods have completed webpage construction to date. The establishment of community websites on the RDEC's Internet platform allows the public to find out about and share information on community affairs and activities, giving people more opportunities to participate in community affairs. For their part, community leaders can use the websites to communicate community development plans and concepts. This framework will strengthen the public's understanding of, concern for, and desire to participate in community affairs, fostering community consciousness and sense of interdependence.

For example, the establishment of a 921 earthquake (occurred and caused heavy toll in life and property in September 21, 1999 in Taiwan) reconstruction information system and website has aided the implementation of reconstruction work and, by fostering public consciousness in stricken areas, inspired individuals to plan and execute reconstruction work.

8. Bridging the Digital Divide

As the government strives to promote Internet use and establish a fair and equitable society, it must pay serious attention to the issue of whether differences in gender, age, place of residence, rural or urban setting, ethnic affinity, income, or educational level may affect people's equal access to information. To avoid placing certain groups at a disadvantage in the emerging information society, the government must make sure all persons possess the appropriate, adequate information education and basic application skills they need to enjoy the convenience that information technology brings to people's jobs and lives.

The government pays close attention to shrinking the digital divide. RDEC has recently begun coordinating and overseeing relevant programs implemented by various agencies. RDEC is also planning to use public constructions special funds to implement the Plan to Strengthen Information Education in Elementary and Middle Schools in Remote Areas, Labor Information Education Plan, Farmers' Lifelong Education Plan, and Aborigine Information Education and Training Plan.

By tapping private resources, strengthening the information education infrastructure, establishing channels for lifelong study, increasing government online service items, making the Internet relevant to everyday life, encouraging industry to develop a barrier-free user environment (such as by introducing computers for the blind), widely installing public information kiosks, increasing the number of people going online, and assisting low-income households to go online, it will be possible for us to enhance citizens' information application ability across the board and transform the digital divide into a new digital opportunity. As we work to change Taiwan into a "Green Silicon Island," eliminating the digital divide will enhance Taiwan's core competitiveness and help realize the ideal of a just society.

VI. Conclusion

To reform the government and build a suitable administrative organization, factors be considered include international development trend, public service requirements, as well as re-evaluation and integration of government functions and authority. As the Internet-using population rises above eight million and the first-wave results of e-government are reaped, the expectations of the people of Taiwan with regard to their government are also rising. The implementation of e-government goes far beyond the mere acquisition of new technology; rather, it signifies the transformation of government structure into a digital nervous system capable of instantly transmitting information, communicating views, and sharing experience and knowledge. It will lead to the transformation and re-engineering of government organizations, making them leaner, more accountable, more flexible, more responsive, more efficient, and transparent. Electronic government initiatives should be the core part of public management reforms. When the government provides services to businesses and individuals via the Internet, it will meet their needs with lightning swiftness, efficiently handle fast-changing new matters, and offer strengthened emergency response capabilities.

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