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**PUBLIC GOVERNANCE AND TERRITORIAL DEVELOPMENT DIRECTORATE
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**THE LEARNING GOVERNMENT:
INTRODUCTION AND DRAFT RESULTS OF THE SURVEY OF
KNOWLEDGE MANAGEMENT PRACTICES IN MINISTRIES/DEPARTMENTS/AGENCIES OF
CENTRAL GOVERNMENT**

**27th Session of the Public Management Committee
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*This document presents the results of the Survey on Knowledge Management Practices as well as issues discussed at the Learning Government Symposium held in February 2003.
It is submitted to the Committee for information and discussion.*

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Introduction

1. In 2000 on the recommendation of the Human Resources Working Party, the PUMA Committee decided on “Knowledge Management” as a priority area of work for the Secretariat. Since then, considerable work has been done on the topic, and this presentation represents the end of the project. Subject to any further feedback from members, the results of the work will be published and drawn on for other relevant GOV work. The main activities since 2000 have been:

- A forum on “Knowledge Management: “Learning by Comparing” -- Experiences from Private Firms and Public Organisations” was held in February 2001 in Copenhagen, in collaboration with the Centre for Educational Research and Innovation (CERI) of the OECD and the Government of Denmark.
- The KM Survey. In January 2002, the Secretariat launched the first international Survey of knowledge management practices for ministries/departments/agencies of central government in OECD member countries. The Survey has been completed and the results are attached for discussion at this Meeting.

“Learning Government” -- A Wider Theme

2. During 2002 a new two-year programme of work was decided by the Committee, including a major Review of Public Sector Modernisation. The Secretariat, under the leadership of the Chair of the HRM Working Party, Mr. Rexed, decided that to promote more linkages across the different parts of the GOV work programme, the 2003 Working Party should, at its Symposium and meeting in February, examine the Survey results in the context of a wider theme relevant to the Modernisation work. The theme chosen was “The Learning Government”.

3. The choice of this theme reflects the fact that a major issue emerging in the Modernisation Review is the adaptivity of government.

How do governments identify important changes in their environment and produce policy advice and decisions that allow timely adjustment to those changes? Or, more briefly, how do governments learn?

4. The main components of “learning” in this context are: (i) the creation and collection of information; (ii) the conversion of information into institutional knowledge; and, finally, (iii) governmental decision-making based on that knowledge. The categories are by no means exclusive, but roughly it

appeared that knowledge management – as we understood it and as countries in practice use the term -- is mostly about the middle category: the conversion of information into institutional knowledge.

5. Different schools of thought have appropriated the theme of the learning government, including evaluators, knowledge management specialists, human resources management specialists and those focusing on outcome-focused management. In fact, “learning” has many facets. One of the goals of the symposium was to try to create an umbrella framework for thinking on the issue of learning government.

6. “Learning government” has taken on new scope with the advent of the knowledge economy. The knowledge economy is a structural transformation in which the rapid creation of new knowledge and the improvement of access to knowledge bases are factors that increase efficiency, innovation, the quality of goods and services and equity. Citizens also have new expectations regarding the responsiveness of governments to their interests and concerns.

7. The first day of the Symposium focused on the wider aspects of learning government and, in particular:

- “strategic alignment” -- how governments can be arranged to ensure that they think and act strategically, and
- “evidence-based learning.” -- to what extent do processes such as evaluation lead to better quality decision-making at the political and the bureaucratic levels?

8. While knowledge management focuses on how classic management tools can improve the way organisations internalise the knowledge at their disposal, evidence-based learning and strategic alignment look at how organisations learn from their policies and actions and adapt according to these lessons learnt.

9. The conclusions of these wider presentations will be fed into relevant papers in the Modernisation series to be considered at a later time by this Committee. Issues of particular interest, however, were the following:

- While evaluations do seem to be effective in improving the management of public programmes, they appear not to be effective in producing major policy changes. The issue seems to be that a major policy change implies a value change, and value changes are not purely technical – they need to be brokered through public opinion and the political process
- To what extent does the current vogue for setting national performance targets and measures help government “learn”?
- Or is institutional learning more a matter of human capacity and culture? (are some public service cultures more receptive and innovative than others – and, if so, why?)
- The use of the term “strategic alignment”¹ to capture what is necessary for a government as a whole to learn and adapt successfully over time. Disparate components of the government’s management system, the way they function and interact, must be aligned to the higher-level strategic intentions of the government. It was suggested that there are three aggregate functions to strategic management: (1) establishing strategy (2) implementing it and (3) maintaining and adapting it. The challenge is to integrate the cycles of policy, planning, operation and review within government organisations at all levels.

1 . The term was used and defined by Graham Scott during his Keynote Speech on “The Learning Government”.

Key Messages from the survey on knowledge management practices in central government organisations

10. The second day of the Symposium concentrated exclusively on knowledge management. The broad conclusions of the OECD Survey were as follows:

1. **KM ranks high on the management agenda of a good majority of central government organisations** across OECD Member countries: KM strategies have been devised, and KM has been clearly signalled as a management priority. In most other organisations, KM is seen as one of the top five future internal management priorities.
 - Central government organisations are making concrete efforts to improve their KM practices increasingly using:
 - Traditional knowledge-sharing devices (training for internal knowledge-sharing and holding meetings for external knowledge-sharing). Most have the technology in place to implement the basic levels of e-government.
 - Less traditional tools such as quality groups/communities of practices, and central KM units.
 - Collaboration in the elaboration and implementation of policies and the co-organisation of projects with outside organisations, giving organisations more opportunities to share knowledge with the outside world.
2. **Cultural change is taking place:**
 - Knowledge-sharing seems to be seen to lesser degree as an impediment to one's career, and staff more spontaneously share knowledge.
 - The role of managers is evolving significantly as they have to oversee the work of more knowledgeable staff.
 - Organisations have opened up to the private sector, to the academic world and to consultants and international organisations for their information supply.
3. **It is not clear that this cultural change is the result of deep organisational changes.** Indeed, organisations might have underestimated the "human factor" in their efforts to improve KM practices. KM strategies have often not been well disseminated, and rewards for knowledge-sharing remain informal and limited in many organisations. In addition, difficulties of implementation of KM strategies have arisen from staff resistance (and in particular middle management in many organisations), the difficulty in capturing employees' undocumented knowledge, and the organisational focus on ICTs.
4. As a result, while increased openness, transparency policies as well as investments in ICTs have resulted in a perceived increased efficiency, transparency and outward focus, **some structural changes expected from better KM practices have not yet been achieved** in many organisations, including: the improved competitiveness of the public employer, a more horizontal and less "silo" type of hierarchical structure, better recovery from the loss of knowledge, and the promotion of lifelong learning.
5. In fact, the improvement of KM practices goes well beyond the need for new tools and processes or formal strategies, and requires time and long-term efforts to change behaviour and to impact on the culture of the organisation. Indeed, it seems that **good KM practices might be best enhanced by long-term behaviour reflecting trust among civil servants,**

team spirit and selflessness, and best supported by a relatively stable organisational and cultural environment. Organisations whose tasks are also more outward-focused have more demanding KM requirements and as a consequence tend to have better KM practices.

6. Finally, improved KM practices come with added costs in terms of information overload and time spent in consultation for a majority of organisations, and a dilution of responsibilities for a large minority of organisations. **This shows that KM policies have to be well designed, taking into account these important side effects on productivity and on the internal governance system.**

**ANNEX
DRAFT REPORT ON THE KNOWLEDGE MANAGEMENT SURVEY**

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FOREWORD

The survey originally drew on knowledge management surveys carried out for organisations of the private sector, and in particular on the survey carried out by Statistics Canada whose collaboration is gratefully acknowledged. It was then peer reviewed by a group of country co-ordinators and international experts before being finalised.

The OECD has received responses from 132 central government organisations of 20 OECD member countries (please see Annexes 1 and 2 for a list of participating organisations by country and sector). Except for New Zealand and Mexico where only one organisation participated in the survey, the number of participating ministries/departments/agencies per country varies between four and 11. The following seven types of ministries/departments/agencies had been pre-selected as priority organisations for the survey:

- Ministry of Economy, Trade and Industry
- Ministry of Education
- Ministry of Finance/Budget
- Ministry of Foreign Affairs
- Ministry of Health/Social Affairs
- Ministry of Home Affairs/Interior
- Ministry of State Reform/Civil Service/Public Administration

Responding organisations were asked to provide one questionnaire per organisation² and were informed that responses would be made public unless requested otherwise.

Definition

In the survey, the term “knowledge management” is used loosely to refer to a broad collection of organisational practices related to generating, capturing, disseminating know-how and promoting knowledge sharing within an organisation, and with the outside world, including:

- organisational arrangements (decentralisation of authority, opening up bureaucratic divisions, use of information and communication technologies etc.);
- personnel development (mentoring and training practices, mobility etc.) and management of skills;
- transfer of competencies (databases of staff competencies, outlines of good work practices, etc.);
- managerial changes and incentives for staff to share knowledge (staff performance assessment and promotion linked to knowledge sharing, evolution of the role of managers, etc.).

2. Please note that for some organisations GOV received multiple questionnaires. Please see Annexes 1 and 2 for the methodology used in those cases.

INTRODUCTION

In many countries, the management of knowledge has only just become an important management theme in public organisations, although it has been on the agenda of international conferences on management for the past five to 10 years. Large multinational firms have been implementing knowledge management strategies which have been well documented. Various surveys of knowledge management practices in private firms show the increasing awareness of knowledge management as a critical determinant of organisations' competitiveness. They also make evident the increasing use of knowledge management strategies, tools and processes.

Governments are often thought to be late comers in management reforms, sometimes for good reasons such as policy continuity, the need to ensure that good checks and balances are in place, or concerns for equity; often also because institutions, public processes and civil service rules are designed in such a way that management changes are more difficult to implement.

There is nothing new to knowledge management (KM). It is simply using established management tools (*e.g.* performance management tools, human resources and incentives tools, new information technology, etc.) through the perspective of improving knowledge sharing within an organisation and with the outside world. KM requires cultural change and it is certainly not just the automation of processes. Experience in large private sector firms comparable with large central government organisations shows that a good knowledge management strategy systematically encompasses all of the management tools at the disposal of top management.

Central government organisations have different incentives and different management strengths and weaknesses from private companies to manage knowledge better:

- On the one hand, the pressure of competitiveness and the incentives to lower costs are traditionally less important in central public organisations, although increasing with time. In terms of internal management, central public organisations traditionally function with a more vertical hierarchy and fewer incentives for innovation and team work. Outcomes are less clear and less measurable in public organisations, as well as less commonly understood by their staff.
- On the other hand, the activities of central public organisations are more knowledge-intensive and staff are usually highly educated. Central governments would also not be able to function properly if they did not have good mechanisms with which to share knowledge across government organisations to maintain a whole-of-government perspective on policy-making and service delivery. In addition, in view of the size and variety of government organisations, there is an existing critical mass of knowledge within government itself. Finally, whereas in the private sector knowledge is a competitive advantage, the public sector operates in an environment in which, for reasons of wider public interest, transparency is widely encouraged and the bulk of knowledge is widely accessible.

Because of these structural differences, it would be impossible to make an assessment of where central government organisations stand in terms of knowledge management compared to private firms. What can be more easily assessed is whether they have changed to systematically promote knowledge management and whether knowledge sharing is now at the core of management concerns.

Indeed, the management of knowledge is of increasing importance for governments:³

- Knowledge has become a critical determinant of competitiveness for the public sector. In a knowledge-intensive economy, goods and services are increasingly intensive in intangible capital, making knowledge an important element of competitiveness between public bodies. Public bodies increasingly compete with each other for the use of knowledge-intensive inputs (*e.g.* researchers) and for the provision of knowledge-intensive outputs (*e.g.* universities).
- In addition, private firms produce goods and services that are increasingly intensive in intangible capital, directly competing with the goods and services traditionally produced by the public sector.
- Ageing civil servants and faster staff turnover also create new challenges for the preservation of institutional memory and the training of new staff.
- Increasingly knowledgeable citizens require governments to be on top of newly created knowledge, as it is increasingly rapidly produced by more differentiated actors.
- Finally, public policy goals (*e.g.* “fighting exclusion”) have become more ambitious and complex than before.

The aim of the OECD survey of knowledge management practices for ministries/agencies/departments of central government was to document the changes of knowledge management practices in central government organisations. What the OECD has measured through the survey is the relative priority of knowledge in management processes and the organisations’ perceived achievements with knowledge sharing. The rate of participation to the survey – more than 80 per cent of pre-identified organisations – as well as the quality of the responses, make the results of the survey a reliable tool to analyse where central government organisations stand in terms of knowledge management practices and to make cross-national and cross sectoral analysis.

However, a word of warning is needed to remind readers to analyse the results of the survey with caution. First of all, by their very nature, responses often reflect the official position of the organisations surveyed: this has a value in itself but does not always reflect an objective assessment of the situation. In other cases, much of the data reflects a subjective assessment of where organisations stand. The comparison between percentages per country are also only significant to a certain extent considering the relatively small number of participating organisations. Government officials from individual countries and organisations are in fact in the best position to analyse the data for their own country in comparison with the results of the other OECD countries surveyed.

3. For fuller developments on these issues, please see PUMA/HRM(2001)3.

I. The challenges of a changing environment

I.1. Hypothesis

The pressures of the knowledge economy on organisations are varied and complex. Often, as described in the KM literature, organisations tend to consider KM only as a way to enhance productivity and efficiency. As a consequence, central government organisations would be less inclined to put efforts into improving KM practices than private companies. However, if central government organisations have a broader view of the challenges of the knowledge economy, they have more incentives to improve their KM practices.

Internally, it is often assumed that central government bodies have also recently changed their internal organisation by decentralising authority and increasing flexibility and mobility. While these changes create new opportunities to integrate knowledge from the outside, they also create considerable challenges by undermining the stability of the way institutional memory has been maintained and transmitted and constitute other incentives to improve and modernise KM practices.

I.2. Key findings

I.2.a. Factors motivating the establishment of KM practices (question 6.1.a)

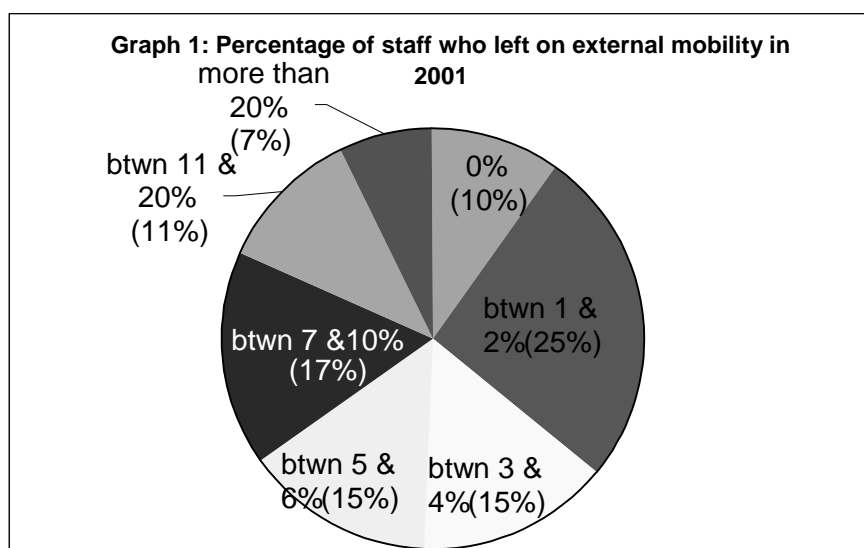
- Concerns for efficiency and productivity stand out as the main motivators for establishing KM practices, as more than 90 per cent of respondents consider that improving efficiency and productivity, and minimising duplication of efforts between divisions and directorates are very important (for 75 per cent of respondents) or important factors motivating the establishment of KM practices.
- Improving transparency and outward sharing of information as well as improving working relations and trust within organisations also rank high among factors motivating the establishment of KM practices for more than three-quarters of respondents with approximately 50 per cent of respondents considering them as very important factors.
- Although a large majority of organisations actually say that increasing horizontality and decentralisation of authority, promoting life-long learning, making organisations more attractive to job-seekers and improving working relations and sharing of knowledge with other ministries are important or very important factors, only 25 per cent of respondents think they are very important. There are still more than 25 per cent of organisations for which KM is just a matter of improving productivity and efficiency and reaching out to the public.

I.2.b. Structural changes in organisation

- Approximately 75 per cent of organisations surveyed say that they have taken initiatives in the past five years to decentralise and delegate authority to lower hierarchical levels and create internal networks to share information. Two-thirds of organisations have opened up bureaucratic divisions in the past five years. (question 1.1.b)

- Changes are also happening in the HR structure of organisations: More than half of the organisations surveyed use more temporary staff in the context of high staff turnover, including, in decreasing order, contractors, consultants, auxiliaries, secondees and interns. However, only one-third of those organisations say that the percentage of their temporary staff with flexible status has increased over the last five years. (questions 1.2.p and 1.2.t)
- Mobility (see Graph 1), however, very much remains an internal matter (question 1.2.j). More than two-thirds of organisations say that their staff are encouraged to take up new fixed term positions within their organisations, but less than half of the organisations encourage them to take up new fixed term positions in other public organisations, and barely one-third in private companies, NGOs, international organisations and universities. Just over half of the organisations say that they frequently accept secondees from other organisations.

Organisations from Denmark, Hungary, Ireland, and Norway, and the sectors of justice and administration/reform of the state rank among countries and sectors with the most staff leaving on external mobility. The lowest rates are for the sectors of education, interior and transports/telecommunications. Organisations from Canada, Denmark, Finland, France, Germany and Sweden promote mobility within the same organisations and within government more than organisations from other countries. Central organisations in Germany, England⁴, and the United States promote external mobility more than organisations in other countries.



Finally, mobility is increasing but only in a minority of organisations. Only one third of organisations say that the number of their staff who have left on external mobility has increased over the last five years.

I.3. Conclusions

Central government organisations seem to have a broad view of the challenges of the knowledge economy that motivate the establishment of KM practices.

4. Results are for England only as Scotland, Wales and Northern Ireland are not involved in the KM survey

- As expected, old perceptions about KM remain, with concerns for increased efficiency and productivity standing out as the main motivators for KM practices for most respondents. A significant minority of organisations only see KM as a way of enhancing efficiency and productivity.
- However, as a good majority of respondents give the same priority ranking to concerns of transparency, outward sharing of information and improved relations within their organisation, it seems that the depth of KM challenges are being better understood. Fewer organisations, however, have started to understand the importance of the long term human resources issues impacting on the attractiveness of public organisations and on the transmission of institutional memory and see KM as a possible way of addressing these challenges. KM is also seen as a response to the challenges created by the need for more horizontal sharing of knowledge in a decentralised environment, and perhaps even more importantly, as a way to better reach out to the public.

Internally, major changes are taking place which will have some important consequences on the way knowledge is shared within organisations.

- With the decentralisation and delegation of authority in most organisations, knowledge sharing practices will have to be adapted as knowledge will have to be shared in a more bottom up and horizontal way.
- Increased staff flexibility practices create both opportunities to integrate new knowledge and also challenges for maintaining and transmitting institutional memory.

II. Knowledge management is given a special attention by top management

II.1. Hypothesis

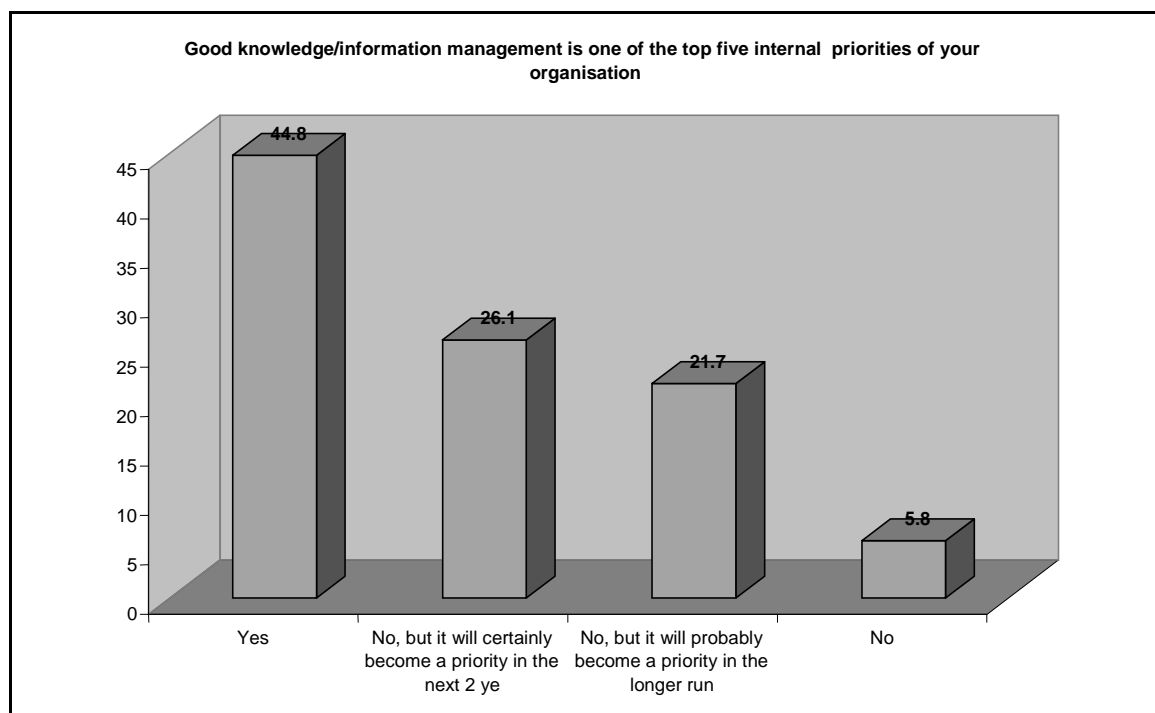
There are different ways in which the top management of organisations can signal that KM has become an internal management priority. The KM literature often refers to the attribution of responsibilities to top management or to a special KM unit (different from HR or IT unit), the drafting of a KM strategy and its internal dissemination, and the use of the KM language (and not only the use of ICT language). These signalling devices are also good indicators of whether an organisation has conceptualised the KM problem, and plans to improve KM practices. Eventually, as KM becomes mainstreamed within organisations, these devices are of a lesser use and the top management will inevitably focus its attention on something else.

II.2. Key findings

II.2.a. In terms of management priority (question 3.1)

Almost half of the organisations surveyed consider that knowledge management is one of their top five internal priorities, and another half consider that it will be one in the next two years or the longer run. Only eight of the organisations surveyed say it is not one of their top five internal priorities and will not be in the future.

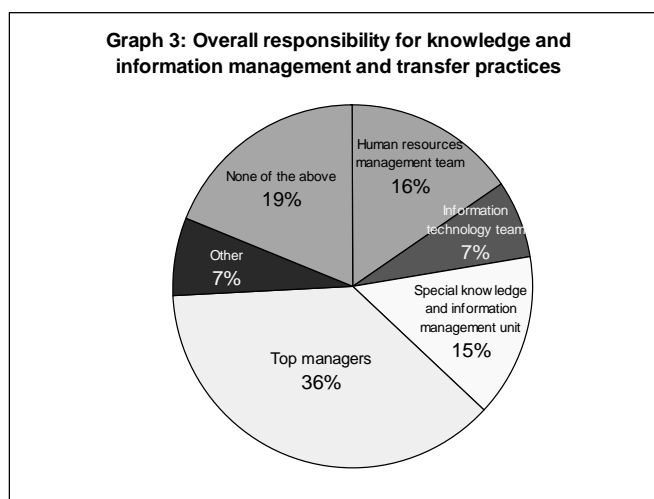
Graph 2. KM as a priority for organisations



Results, however, vary significantly from one country to another. 80 per cent of organisations in Sweden and France consider that KM is presently one of their top five internal priorities, and one-third or less in the United States, Ireland, Poland, Hungary, England, and Korea. More than 65 per cent of Ministries of Finance, Trade/Industry, and Foreign Affairs consider KM as one of their top five priorities.

II.2.b. In terms of responsibilities (question 3.1 and 2.1)

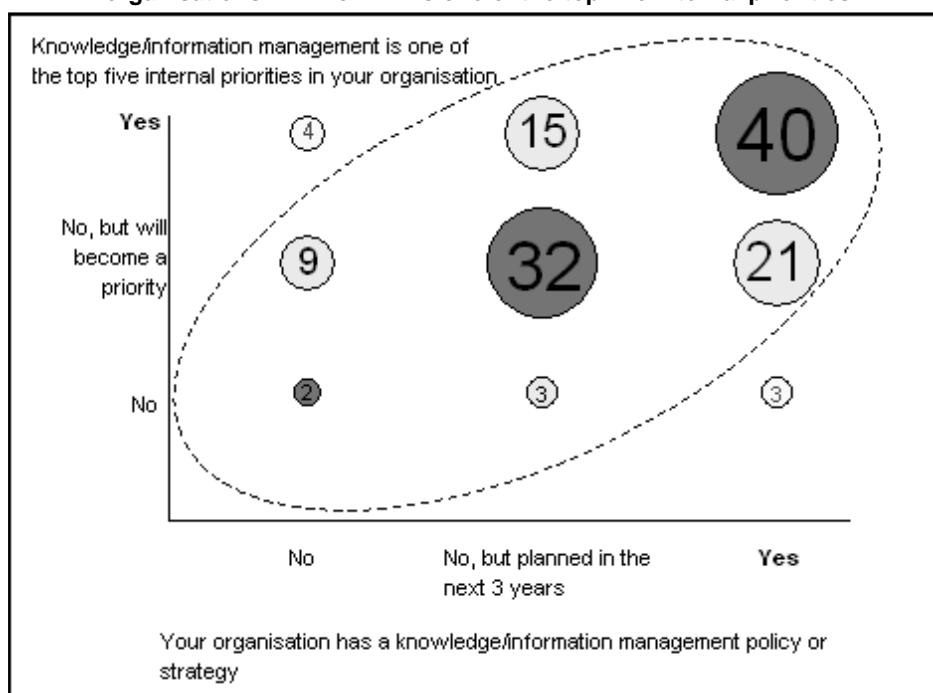
In more than one-third of organisations surveyed and in almost half of the organisations where having good KM practices is one of the top five internal priorities, KM practices are the responsibility of top management. Approximately 15 per cent of organisations, and more than half of the organisations from Canada and England, have created a special knowledge and information unit. One organisation out of five responds that KM is the responsibility of the HR team or the IT team. However, almost one organisation out of five (75% in Ireland, and 40% in Belgium, France and Germany) have not given the overall responsibility of KM practices to any specific group or person.



II.2.c. In terms of strategy (question 3.2)

Half of the organisations surveyed say that they have a KM strategy or policy, and almost another half say that they will have one in the next three years or in the longer run. A good majority of organisations in Canada, Denmark, France, Iceland, Korea and Sweden have developed KM strategies. On the contrary, less than one-third of organisations in Belgium, Germany, Ireland, and the United States have developed such strategies. Organisations for which KM is one of their top five internal priorities are more likely to have KM strategies or policies (see Graph 4).

Graph 4. Correlation between the number of organisations with a KM strategy/policy and the number of organisations in which KM is one of the top five internal priorities



For those organisations which do have a KM strategy, more than 80 per cent include information management and technology aspects and more than 70 per cent include HRM aspects (incentives, recruitment, training, mentoring...), and organisational aspects (communities of practice, decentralisation of authority, networks, etc.). Percentages are even higher for organisations which do not have a strategy but will have one in the next three years. (questions 3.2 and 3.3.a)

However, among organisations which have a KM strategy, only close to 60 per cent actually say that it has been widely disseminated to their staff. (questions 3.2 and 3.3.c)

The analysis of the importance of the factors for the improvement of knowledge sharing and knowledge transfer practices or the good implementation of KM strategies shows that respondents have a broad view of the complexity of the reforms (question 6.2.c). All the following factors were rated by more than 80 per cent of the respondents as important or very important:

- high priority given to the initiative at the very top of the hierarchy;
- well developed and co-ordinated communications plans for the initiative;
- strong involvement of staff in the reform;
- establishment of incentives to share knowledge;
- allocation of sufficient financial resources.

II.2.d. In terms of language

A large majority of organisations use or know the term “knowledge management”.

Among organisations which have a KM strategy, more than one-third actually use the term KM in their strategy or general management documents (more than half of those also use the terms information management and/or knowledge sharing) – half of them are from Canada, Korea and England. A third of them altogether use the term “knowledge sharing” (nine out of 22 of the organisations concerned are from Denmark and England). 20 per cent use the term “learning organisation” (more than half of them using this term come from Canada and Finland). Another third say that they do not use any specific term but know the knowledge management concept (most of the organisations from France and Portugal). While half of the organisations use the term “information management”, only less than 10 per cent of organisations only use this term in their strategy documents. (questions 3.2 and 3.3.d)

Numbers are even more convincing for organisations which do not have a KM strategy, as more than 60 per cent of organisations are planning to use the term “knowledge management” and around 40 per cent the terms “knowledge sharing” and “learning organisation/learning government”, in their future strategy documents. (questions 3.2 and 3.4.c)

II.3. Conclusions

Through the definition of KM strategies, the attribution of KM responsibilities to top management or the creation of special KM units, as well as through the increased use of KM language throughout the organisations, organisations have clearly signalled that the improvement of KM practices is one of their internal priorities. Organisations have devised real KM strategies that include different KM tools at the disposal of top managers for improving knowledge sharing – HR, ICT, and organisational aspects. The 40 per cent of organisations which have not widely disseminated their KM strategy to their staff might still be in the early stages of drafting or thinking their KM strategy. Also, organisations seem to have made the move away from the notion of management of information alone towards terms better reflecting the notion of KM.

III. Organisations are making concrete efforts to improve KM practices

III.1. Hypothesis

It is generally considered that concrete efforts to improve KM practices include personnel development policy as well as the establishment of specific organisational and ICT arrangements, often resulting in an increase of the budget allocated to these practices (with, among others, upfront ICT investments). E-government planning is often described as a key way to ensure that the requisite changes in organisational behaviour take place alongside ICT investments. Also, whether organisations actually try to “cost” KM can often be an indication of the importance organisations attach to KM practices, and maybe even of the coherence of their KM policy.

In terms of the promotion of knowledge and information sharing with outside organisations, different initiatives can be taken to promote knowledge sharing at different levels. Holding meetings with outside organisations is a rather simple and relatively non-costly way of sharing knowledge with the outside world. Establishing staff networks is also non-costly but may have some consequences on the traditional vertical knowledge sharing and power structure of central government organisations: middle management, especially, might not always be ready for the full consequences of such initiatives. Building joint internet

sites and databases with outside organisations is more difficult as it requires a common policy on information sharing but more importantly an agreement between different parties on the value, accuracy and quality of information posted. Finally, knowledge sharing is at its best of course with the co-organisation of projects and collaboration in the elaboration and implementation of policies, but these require some policy choices that go much beyond the problem of knowledge sharing.

Like signalling devices, some of the concrete efforts to improve KM practices might only be worth putting in place for a relatively short amount of time, until good KM practices have been mainstreamed within organisations. Personnel development policies, the establishment of internal quality groups/communities of practices and knowledge networks, as well as knowledge sharing initiatives with outside organisations and ICTs are likely to remain long lasting arrangements. On the contrary, KM co-ordination units, and chief knowledge officers might be more temporary devices to launch a KM strategy. Similarly, while the budgets for ICT and KM practices might require a temporary increase, it is not proven yet that this increase should last after KM has been mainstreamed within the organisation.

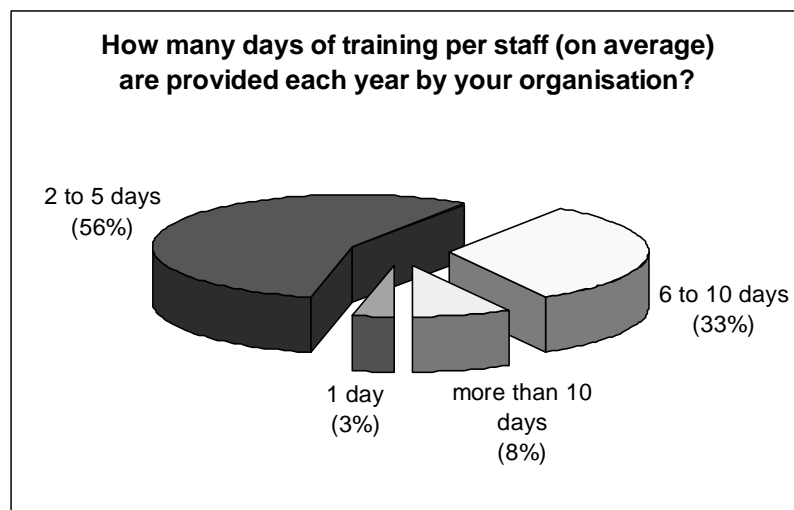
III.2. Key findings

III.2.a. Personnel development

Organisations are making an increasing effort with training practices as more than two-thirds say that the percentage of their budget dedicated to training has increased in the last five years. By the same token, more than 90 per cent of respondents consider that their staff increasingly have the possibility to participate in seminars/meetings/conferences. (question 1.1.c)

While in more than two-thirds of organisations there is a systematic induction period for new staff and staff are systematically encouraged to take training classes on a regular basis, the fact that one-third of organisations do not have this systematic policy is surprising. (question 1.2.a)

Graph 5. Days of training per staff



Few organisations use mentoring practices or coaching methods, or at least, we can say that few have actually formalised those practices. Indeed, they remain occasional for one third of organisations and rare or non-existent for another third.

III.2.b. *KM specific organisational arrangements* (question 1.1.a)

Organisations have also established new types of organisational tools to improve KM. Approximately half of the organisations surveyed have established central co-ordination units for knowledge/information management, quality groups/communities of practices,⁵ knowledge networks, and Chief Knowledge Officers, and more than 20 per cent have planned to establish them in the next three years (exception: Chief Knowledge/Information Officer: 14.3 per cent).

Also, approximately half of the organisations surveyed have taken initiatives in the past five years to improve the classification of information, such as new filing mechanisms, new electronic archiving and new types of databases. More than 40 per cent are still planning to take such initiatives in the next three years.

III.2.c. *Information technology/e-government*

III.2.c.1. ICTs and internal knowledge sharing⁶

Central government organisations have largely achieved internal access to basic e-government technologies for the majority of their staff. Intranets are in use in more than 90 per cent of organisations, and 75 per cent of organisations say that more than 75 per cent of their staff have access to the internet and an email address. Exceptions include organisations from Greece (in all organisations less than 50 per cent of staff have access to the internet and an email address), Hungary (in almost 50 per cent of organisations surveyed, less than 75 per cent of staff have access to the internet), Poland (25 per cent of organisations surveyed say that less than 10 per cent of their personnel has access to the internet) and Portugal (most organisations surveyed say that less than 75 per cent of their employees have access to the internet and an email address). (questions 4.1.a; 4.1.c and 4.1.h)

III.2.c.2. ICTs and external knowledge sharing

The OECD E-Government Project defines four possible stages of e-service delivery (based on an Electronic Service Delivery model developed by the Australian National Audit Office):

- **Stage 1: Information** – website that publishes information about service(s).
- **Stage 2: Interactive information** – stage 1 + the ability for users to access agency database(s), and to browse, explore and interact with that data.
- **Stage 3: Transactions** – stages 1 + 2 + the ability for users to enter secure information and engage in transactions with the agency.
- **Stage 4: Data sharing** – stages 1 + 2 + 3 + the ability for the agency, with the user's prior approval, to share with other government agencies information provided by that user.

The first stage of e-government (*i.e.* establishing a web presence and digitising information) is largely over. Over 98 per cent of respondents to the survey report having an Internet site (question 4.1.a). Respondents also reported that over 80 per cent of existing websites were created between 1995 and 1998, inclusive (question 4.2.b). Most of these websites are also now translated in foreign languages: 80 per cent of surveyed organisations in non-English speaking countries have their websites completely or partially

5. Communities of practices were defined in the survey as groups of practitioners working on the same topic but not on the same project and regularly sharing information.

6. Please note that respondents on these questions were asked to provide data for 2001.

translated into English (17.5 per cent only have them completely translated into English), with comparably fewer websites translated in organisations from Portugal and the Slovak Republic (question 4.2.g).

Most of these sites provide basic information to users. Over 95 per cent of respondents to the KM survey reported having in place three basic Internet services for providing information to users (“Stage 1” of the OECD E-Government Project): 1) access to administrative information (98 per cent); 2) access to information on current events related to the organisation (96 per cent); and 3) the ability to download publications and reports from the organisation (95 per cent).

A large majority of respondents also reported the possibility of more interactive types of information provision (this corresponds partially with the classification for “Stage 2” services in the OECD E-Government Project), either allowing users to access statistics or quantitative data (85 per cent) or to download administrative forms/applications (77 per cent).

A much smaller number of respondents reported the availability of transactional services (‘stage 3’ according to the OECD E-Government Project): Half of organisations surveyed report that it is possible to fill in administrative forms electronically on their website and 5 per cent report that it is possible to make certain payments online. (question 4.2.d)

III.2.c.3. E-government strategy (question 4.3.a)

75 per cent of organisations surveyed have an established plan or strategy for improving e-government. With only a few exceptions (“access information about current events” and “making certain payments”), ministries with an e-government plan were more likely to provide electronic services and more complex types of services than were their counterparts without a plan.

Very large (staff of more than 5 000) and very small (staff of less than 200) ministries are more likely to report having an e-government plan (see Table 1). One explanation is that while small ministries have an easier task of internal co-ordination, large ministries have the resources to overcome their co-ordination difficulties or have structures in place to handle them. Medium-sized ministries, on the other hand, might have the same co-ordination problems and yet, at the same time, might not have the resources to be able to resolve them.

Table 1. Ministries with e-government plan by staff size

	Have plan	Expect plan in 2 or more years	No plan
< 200	21 (84%)	3 (12%)	1 (4%)
200-1000	28 (70%)	9 (23%)	3 (8%)
1000-5000	24 (67%)	11 (31%)	1 (3%)
>5000	14 (93%)	1 (7%)	0 (0%)

Not surprisingly, ministries were more than twice as likely to have an established e-government plan if their government also had a whole-of-government e-government strategy.

III.2.c.4. Budget to promote ICT/E-government (question 5.1.b)

The amount of their total budget respondents say they spend on ICTs vary tremendously: A majority of respondents spend less than 3 per cent (with one-third spending between 0 per cent and 1 per cent), almost 20 per cent spend between 6 per cent and 10 per cent of their total budget, and another 10 per cent spend more than 10 per cent of their budget on ICTs. These data should be interpreted carefully

depending on the types of ministries (whether they are spending ministries, or horizontal ministries) and the ICT needs of ministries.

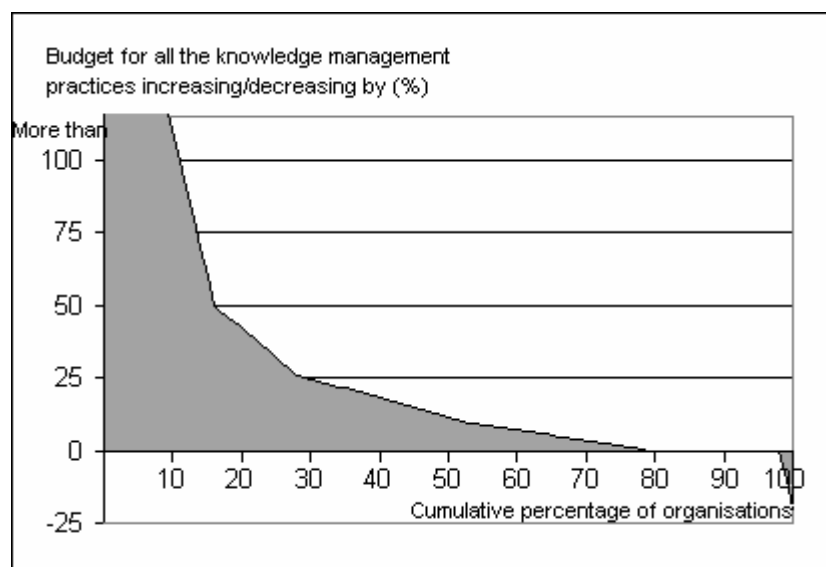
III.2.d. Increase in budget allocated to KM practices

The cross data analysis shows that only 25 per cent of organisations have an idea of how much they spend on all KM practices. In particular, many organisations from Belgium, Canada, Denmark, France, and England did not respond to the questions regarding the section on KM budget. The numbers on overall KM expenditures are thus not reliable. (question 5.2.b)

In terms of budget increases, almost 80% of organisations say that the total budget allocated to KM practices (including ICT, organisational arrangements, personnel development and transfer of competencies) has increased in the last five years, the same percentage who say that the budget allocated to ICT-E-government has increased over the last five years (question 5.2.d).

20% of organisations say the budget dedicated to KM practices will decrease or stay the same in the next five years, and in more than 50 per cent of organisations it is not going to increase by more than 25 per cent. (question 5.2.f)

Graph 6. Planned increase in the percentage of total budget spent on KM practices



It is notable that there is no clear correlation between the planned increase of resources spent on knowledge management practices and whether KM is/will be a priority in organisations.

III.2.e. Initiatives taken in the past five years to promote the sharing of knowledge and information with outside organisations (question 1.1.e)

(including with other ministries, other ministries of foreign governments, autonomous government organisations/agencies, local government, international organisations, think tanks, universities, private firms, NGOs and trade unions)

There is no doubt that organisations have found holding meetings with outside organisations the easiest initiative. Almost 100 per cent of organisations have taken initiatives to have meetings with other ministries, and the lowest rate is 60 per cent with private firms. More than 20 per cent of organisations have not taken such initiatives to promote knowledge sharing with organisations outside of central government.

Apart from initiatives to build staff networks with other ministries in 65 per cent of surveyed organisations, only one-third of organisations have taken initiatives to build staff networks with other ministries and autonomous governments organisations, and only between 20 per cent and 30 per cent with all other organisations (15 per cent only with trade unions).

Not surprisingly, apart from initiatives to build joint internet sites and databases with other departments and ministries of the same government in 55 per cent of organisations surveyed, few initiatives have been taken in the last five years: around 25 per cent of organisations surveyed have taken such initiatives with government autonomous bodies and agencies, around 15 per cent with other ministries/departments of foreign governments, local government, and international organisations, 10 per cent with think tanks/research centres and universities, and around or below 5 per cent with private firms, NGOs and trade unions.

While more than 80 per cent of organisations surveyed have taken initiatives to collaborate in the elaboration and implementation of policies and co-organise projects with other ministries and departments of the same government, around 50 per cent-60 per cent have done so with other ministries, departments of foreign governments, autonomous public organisations and agencies, approximately 40-45 per cent with local governments, international organisations, and between 30 per cent and 40 per cent with think tanks/research centres, universities, private firms, NGOs, and trade unions (with a 17 per cent low for co-organisation of projects with trade unions)

III.3. Conclusions

There is no doubt that many initiatives which probably have a long lasting future are being taken in a majority of organisations:

- Staff have more formalised opportunities to improve their knowledge through training, meetings and seminars. However, these opportunities remain rather traditional and new types of formalised practices such as mentoring and coaching methods are rare or non-existent in a majority of organisations.
- Other more informal tools usually advocated in the KM literature are also increasingly used, such as quality groups/communities of practices, and knowledge networks.
- Except for central government organisations in a few countries, most organisations have the technology in place to implement basic levels of e-government, both for internal and external knowledge sharing. More than expected, websites are also used as communication platforms in the international world as translation rates show.
- Many initiatives are also being taken to share knowledge with outside organisations. Apart from holding meetings with all types of outside organisations, many organisations are in a better position to share knowledge with the increased collaboration in the elaboration and implementation of policies and the co-organisation of projects with outside organisations. However, not surprisingly, few initiatives have been taken to build joint sources of information – such as joint internet sites or databases with organisations outside of government.

Many temporary signalling and management devices are also being used in many organisations, including the establishment of central co-ordination units for knowledge and information management and chief knowledge officers. The allocation of budget shows a more mixed picture:

- First of all, only a minority of organisations actually seem to know what KM represents in their organisation and as a coherent set of management tools.
- Second, while most organisations report that the budget allocated to KM practices has increased over the last five years and will continue to increase in the next five years, in most organisations it is not going to increase a lot, or will actually decrease or stay the same in 25 per cent of organisations. One of the possible interpretations is that many organisations invested a lot on KM practices in the past and do not see a need for further investments. Another interpretation is that in those organisations, the focus on KM might remain superficial.

IV. The results of KM strategies are positive at least on the surface

IV.1. The perceived successes of KM practices

IV.1.a. Hypothesis

Assessing the results of KM strategies is no easy task. The KM literature admits that one of the difficulties with KM is to measure change. Perceived achievements can probably be helpful if they are detailed enough and confronted with the original goals of KM strategies. Changes in ICTs make the achievements in terms of efficiency and productivity very visible, while achievements in the other areas of organisations' competitiveness are more difficult to assess.

IV.1.b. Key findings

IV.1.b.1. Organisations are satisfied with the results of their KM practices

68 per cent of organisations consider that they have been fairly successful in implementing knowledge and information management practices. However, 27 per cent consider they have not been very successful or not successful at all. Only 5 per cent consider they have been very successful. Organisations which have established KM as one of their top five internal priorities are significantly more likely to have succeeded in the implementation of good KM practices. However, there does not seem to be any strong correlation with many of the factors of success often designated in the KM literature such as the resources dedicated to KM practices or the attribution of the overall responsibility for KM practices. (questions 6.2.d and 3.1.a)

IV.1.b.2. The goals of KM practices are unevenly achieved (question 6.1.b)

Goals that have been achieved by a majority of organisations include

GOALS	Overall success rate (very successful or successful)	Organisations for which the stated goal is important/very important <u>but has barely been achieved or not achieved at all</u>
Releasing information more rapidly and making it available more widely to the public	75%	20%
Improving transparency	56%	34%
Improving working relations and sharing of knowledge with other ministries	52%	38%
Improving work efficiency and/or productivity by producing and sharing knowledge and information more rapidly within your organisation	63%	36%

Goals that have been achieved by approximately half of the organisations

GOALS	Overall success rate (very successful or successful)	Organisations for which the stated goal is important/very important goal <u>but which have barely achieved the goal or not achieved it</u>
Improving working relations and trust within your organisation	43%	47%
Increasing horizontality and decentralisation of authority	41%	54%

Goals that have not been achieved by a majority of organisations include

GOALS	Overall success rate (very successful or successful)	Organisations for which the stated goal is important/very important goal <u>but which have barely achieved the goal or not achieved it</u>
Making organisations more attractive to job seekers	36%	47%
Minimising or eliminating duplication of efforts between divisions and directorates	37%	59%
Making up for loss of knowledge (due to shorter staff turn over, future retirement, departure in the private sector, etc.)	33%	60%
Promoting life-long learning	28%	67%

Overall, success ratings are surprisingly low even for goals that can be significantly enhanced just through good ICT policy, *e.g.* improved efficiency, productivity and transparency.

From an organisational point of view, it is interesting that KM has improved relationships with other departments for a large majority of organisations, but has not achieved internal goals for a majority of organisations.

Finally, KM practices have not fulfilled expectations in terms of life-long learning and making up for the loss of knowledge.

IV.1.b.3. Looking at the future (question 6.2.f)

Similarly, when respondents assess the importance of the types of reforms that their organisation will have to put in place in the next five years to better address the challenges of the knowledge-intensive economy, 80 per cent or more still rate as very important or important the following challenges:

- the decentralisation/delegation of authority;
- the horizontal sharing of information and knowledge (especially within their ministry, but also with other ministries and with the outside world);
- the improvement of training and mentoring practices;
- the improvement of managerial capacity to facilitate knowledge- and information- sharing;
- the enhancement of incentives for staff to share knowledge and information;
- investment in ICTs;
- improvements in the use of ICTs (better intranet, better electronic databases, better Internet etc.).

IV.1.c. Conclusions

Despite the fact that respondents assess the overall KM practices quite positively, they think that much can still be done on all major aspects of KM to improve knowledge- and information-sharing practices.

Going a bit further in the analysis of the different achievements, it seems that the results confirm the hypothesis according to which visible organisational changes involved in KM are perceived to have been achieved. Increased openness, transparency policies as well as investments in ICTs usually result in perceived increased efficiency, transparency and outward focus. However, it seems that some structural changes related to the improved competitiveness of the public employer, and the changes to the vertical and silo type of hierarchical structures have not been achieved yet.

The fact that there does not seem to be any strong correlation between the success factors often designated in the KM literature, *i.e.* the level of resources dedicated to KM practices, and the attribution of responsibilities for KM practices, points to an interesting direction: one of the possible preliminary conclusions might indeed be that good KM practices might be more the result of long-term cultural and organisational factors such as organisational and personnel stability and a positive working environment.

IV.2. Cultural change

IV.2.a. Hypothesis

Cultural change is really the ultimate goal of KM policies and allows the mainstreaming of KM inside organisations. Measuring cultural change is of course difficult. In the survey, proxies have been used to give an indication about the scope of cultural change, including the following:

- How much energy and time staff spend on sharing information, and, as much as possible, on “in-depth” knowledge sharing activities such as quality reviews, and peer reviewing.

- How the perception of knowledge sharing by staff for their career advancement has changed, and how spontaneously they now share knowledge. These changes are crucial in public organisations which are said to be workplaces where knowledge retention is important for career advancement and internal individual positioning.
- How much the role of managers has evolved with the decentralisation of authority and the need for more horizontal flow of information.
- How much organisations have increased their reliance on information coming from outside organisations.

IV.2.b. Key findings

IV.2.b.1. Staff activities and attitudes

Internal information sharing remains largely focused on emails. (question 1.1.c)

- Not surprisingly, 85 per cent of organisations say that staff spend an increasing and significant amount of time sharing information by electronic device. More fundamentally, approximately 50 per cent of organisations say that staff spend an increasing and significant amount of time building databases, and another 40 per cent approximately say they spend more time building databases but not significantly. Only approximately 30 per cent of organisations respond their staff spend an increasing and significant amount of time on presentations of projects and activities and informational meetings.
- At the same time, the time spent on peer reviewing and quality reviews, “in-depth” information sharing, remains limited. Only 12.5 per cent of organisations say they spend increasing and significant time on peer reviewing and quality reviews (50 per cent say time spent on those activities is increasing but remains insignificant and another 20 per cent think it is not increasing but will be increasing in the next five years).

But attitudes have changed in a majority of organisations (question 6.2.b)

- More than 60 per cent of organisations consider that they have changed in that staff now consider that sharing knowledge will be good for their career and spontaneously organise more knowledge events such as meetings with staff from other divisions/departments/branches. More than 80 per cent of organisations also say that staff make documents available to others more spontaneously.

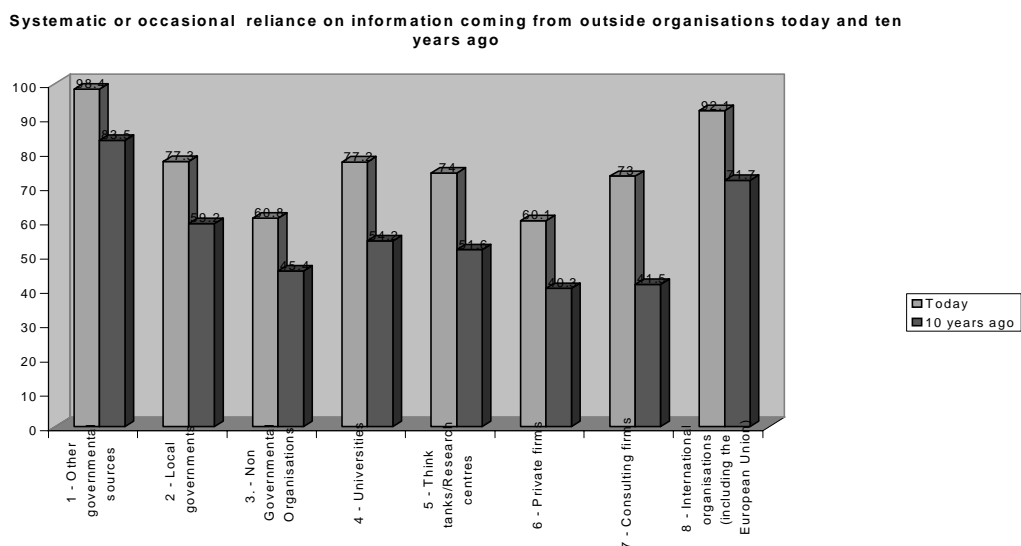
IV.2.b.2. Managers’ attitudes

In parallel to these changes in staff attitudes, results of the survey show an important change in the role of managers. More than 90 per cent of organisations consider that the role of managers is evolving. More than 85 per cent of organisations agree or strongly agree with the ideas that managers spend more time disseminating information to their staff and facilitating the horizontal flow of information between their staff, and are also more frequently required to devolve authority to lower levels. Finally, more than 75 per cent of organisations say they spend more time building project teams rather than managing projects directly (questions 2.2 and 2.3).

IV.2.b.3. Knowledge sharing with the external world

Central government organisations increasingly rely on outside information to carry out their activities. (question 1.1.f)

Graph 7. Systemic or occasional reliance on information coming from outside organisations



Compared to 10 years ago, the most impressive change regards information coming from local governments, universities, private and consulting firms. Many organisations also increasingly rely on information coming from international organisations – including the European Union. It is clear that over the last 10 years government organisations have increased the number of sources of the information they sue for their businesses.

IV.2.c. Conclusions

It seems that everywhere some important cultural changes are taking place in central government organisations:

- Certainly, staff attitudes are changing as knowledge retention is probably less seen as a way to advance in one’s career and be promoted.
- Like in large private sector firms, managers are increasingly asked to delegate authority, and promote horizontal knowledge sharing among their staff. This is a consequence of the fact that they increasingly manage staff who know more than they do about the policies they implement or elaborate. This situation will have important consequences on the evolution of the role of managers and more specifically on the recruitment and training of managers.
- Finally, the frontiers between the government and non-government sectors in the provision of information to governments are becoming more porous. Government organisations have opened up to the private sector, to the academic world and to consultants and international organisations for their information supply.

IV.3. The limits of change

IV.3.a. Hypothesis

Although cultural change can be taking place at the level of the individuals in organisations, it is also important to measure the changes at the level of organisations. Are these changes in staff attitudes towards knowledge sharing enhanced through in-depth organisational changes? In particular, the way organisations reward workers for their behaviour is generally a good indication of where organisations stand in terms of promoting this behaviour.

IV.3.b. Key findings

IV.3.b.1. Rewards for knowledge- and information-sharing remain limited

60 per cent of organisations say that workers are rewarded for knowledge- and information-sharing (question 2.5), 80 per cent of them have knowledge/information sharing as a criterion for the assessment of staff performance (question 2.4). Organisations that say that good knowledge and information management is one of their top five internal priorities are also more likely to reward their staff for knowledge- and information-sharing (questions 3.1 and 2.5).

There is a strong correlation between the existence of rewards for knowledge- and information-sharing and the self-assessed success of the implementation of knowledge and information management practices: 42 per cent of organisations that say workers are not rewarded for knowledge- and information-sharing and 17 per cent of those that say workers are rewarded consider that their organisation has had little or no success in implementing knowledge and information management practices (questions 6.2.d and 2.5).

Finally, even in organisations where staff are rewarded for knowledge- and information-sharing rewards remain informal in most cases (question 2.5):

- Of those organisations that reward staff for knowledge- and information-sharing, only slightly more than 20 per cent give monetary incentives, prizes or formal rewards, and slightly more than 30 per cent link promotion to knowledge- and information-sharing. Also, respondents who say their organisation rewards their staff for knowledge- and information-sharing with monetary incentives, prizes, rewards or promotions are also much more likely to reward their staff with all these incentives simultaneously.
- The rest use more informal rewards such as peer recognition (50 per cent of organisations) and informal encouragement for 95 per cent of organisations. However, more than 50 per cent of those organisations also say that individuals are rewarded through performance reviews, which can be considered as the second step of individual recognition after informal rewards.

IV.3.b.2. The negative side effects of new knowledge- and information-sharing practices:

The following are cited by organisations as very important or important negative side effects of new KM practices (question 6.2.e) :

- information overload and email overload (75 per cent of respondents), and wasted time in consultation and attendance of meetings (50 per cent of respondents);
- staff difficulties in using new ICTs (50 per cent of respondents);
- the dilution of responsibilities (35 per cent of respondents).

IV.3.b.3. Impediments and difficulties met in the implementation of KM practices (question 6.3.a)

Despite cultural changes, resistance remains an impediment to the implementation of KM practices for 42 per cent of organisations. Not surprisingly, for 30 per cent of organisations, middle management has been a group that has resisted the implementation of KM practices, and half this percentage consider that senior management or non-management employees have resisted the implementation of KM practices. The resistance from unions has been very limited (in less than 2 per cent of organisations). (question 6.3.b)

Among the other reasons affecting the implementation of KM practices, more than 85 per cent of respondents point to the lack of time or resources, and 78 per cent to the difficulty in capturing employees' undocumented knowledge.

More concretely, approximately 40 per cent of respondents point to their ministry's focus on ICT rather than on people and organisational matters, resistance of certain groups of staff (see analysis above), lack of commitment of senior management, and concerns that other administrations/general public would be able to access sensitive and confidential information.

As for e-government strategy, it seems that for a good number of organisations (18 per cent in this case) the fact that KM is not a priority within the modernisation programme of their government is one of the factors impeding the implementation of KM practices.

20 per cent of respondents still think that KM strategies are adapted to the private sector but not to the public sector.

IV.3.c. Conclusions

As expected from the results of the overall achievements of KM practices, the organisational structure of central government bodies seems not to have entirely accompanied staff cultural changes. Indeed, information overload should theoretically be managed relatively well when good knowledge processes are in place and staff receive information that has already gone through them. The lack of rewards for knowledge sharing and the apparent focus of organisations on technology while sometimes underestimating the importance of the human factor, as well as the relative managerial resistance to the implementation of KM strategies (middle managers have the most to lose from more horizontal knowledge-sharing) and the absence of new governance mechanisms accompanying the changing responsibilities, are classic limitations to the implementation of KM policies.

V. Indicators of knowledge management practices

The OECD has created two indicators of KM practices in organisations allowing for cautious comparisons among organisations, countries and sectors (for details on the methodology, please see Annex 3):

- a) one reflecting the actual efforts made at improving KM practices (KM organisational arrangements; training, mentoring and mobility practices; rewards for knowledge sharing; access to ICTs, budget allocated to KM practices);
- b) the other reflecting the self-assessed quality of KM practices, as well as the organisational and cultural changes involved in KM (changes in staff activities, incentives for knowledge-sharing, change in managers' roles, KM strategy, self-assessment of success of KM practices).

The results of the two separate indicators are as, if not more, important as the overall grouping (see Graph 8). As KM is rather difficult to measure, the OECD chose to group countries according to the results of the two indicators with the view that it would get as close as possible to the reality of KM, mixing, on an equal basis, the actual efforts made at improving KM with the perceived KM practices as well as cultural and organisational changes involved in KM.

The goal of the indicators is not to make a ranking *per se*, but to allow those working on KM within organisations and for the government as a whole to better understand where they stand compared to organisations of other OECD member countries. Also, because of the nature of the survey and of the indicator, it is important to consider individual cases as parts of groups and not as individual rankings *per se*.

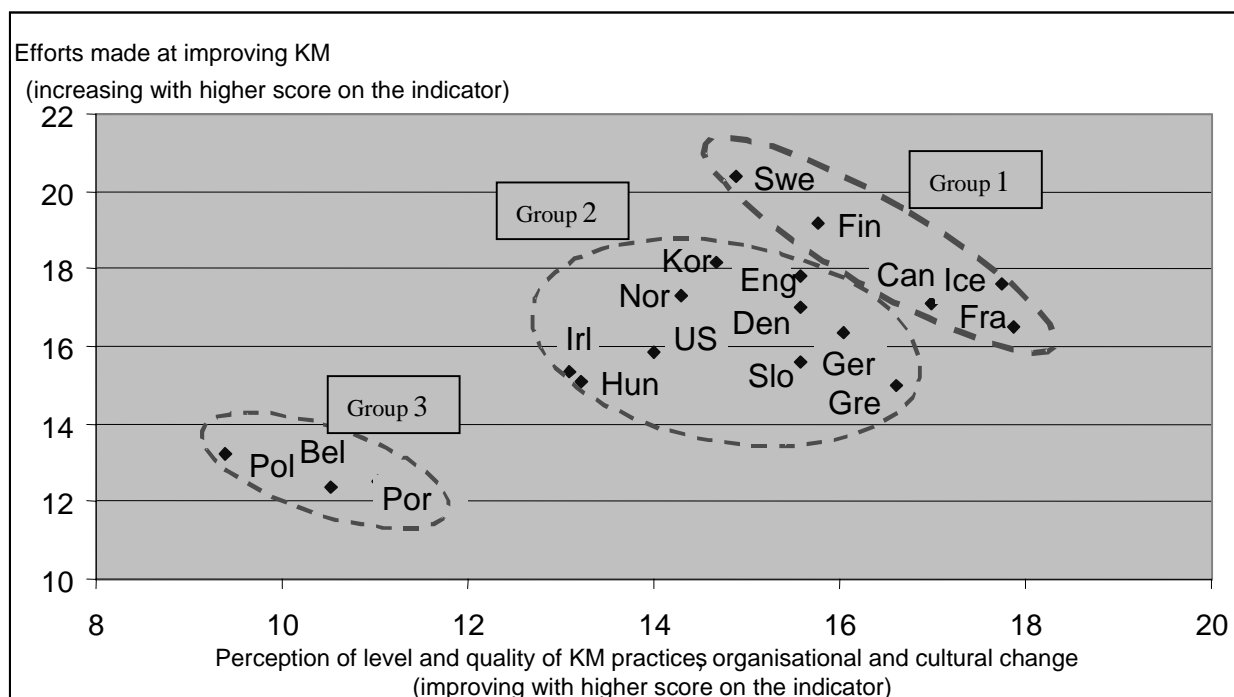
Interestingly enough, the difference in the scores of the three groups of countries on both indicators are much wider than the differences in the score of the three groups of sectors (see Graph 9), reflecting much more significant results for countries rather than for sectors. This probably shows the need to think about knowledge management from a whole of government perspective rather than from the perspective of individual organisations within central government.

V.1. Grouping countries

V.1.a. Key findings

- According to our grouping (please see Graph 8), the first group of countries includes France, Sweden, Finland, Iceland, and Canada, all of which have large public sectors which intervene in a large part of the economy. Countries whose scores are significantly lower than the OECD average include Portugal, Belgium and Poland.
- Also, the correlation between the actual efforts made at improving KM and the self-assessment of the actual KM practices is weaker than expected. It is the strongest for the lower ranking countries but as one moves upwards on the scale of scores, the correlation is weaker.

Graph 8. Groups of countries



Notes: **Group 1:** Countries whose scores on the average of the two indicators are significantly above the average of OECD member countries: $x > (\text{average} * \text{std} * (2^{1/2}))$
Group 2: Countries whose scores on the average of the two indicators are not significantly different from the OECD average. $(\text{average} + \text{std} * (2^{1/2})) > x > (\text{average} - \text{std} * (2^{1/2}))$
Group 3: Countries whose scores on the average of the two indicators are significantly above the OECD average: $(\text{average} - \text{std} * (2^{1/2})) > x$

V.1.b. Possible conclusions

- The fact that the correlation between the two indicators is the strongest for lower ranking countries and is weakening as we move towards higher ranking countries may mean that under a certain level of efforts at improving KM (such as for example, access to basic ICTs, training and mentoring practices, the existence of ICT and KM strategies etc.), KM practices remain below the OECD average. Factors that explain actual the best perceived practices are probably more complex. They may reflect the fact that knowledge management practices are best enhanced by long-term cultural behaviour reflecting trust among civil servants, team spirit, and selflessness – which are difficult to measure – rather than by formal KM tools.
- Countries which rank the highest on both indicators seem to be countries which have provided for a relatively stable organisational and cultural environment. Large governments, when they function properly, might also be more likely to have good KM practices.

V.2. Grouping sectors

V.2.a. Key findings

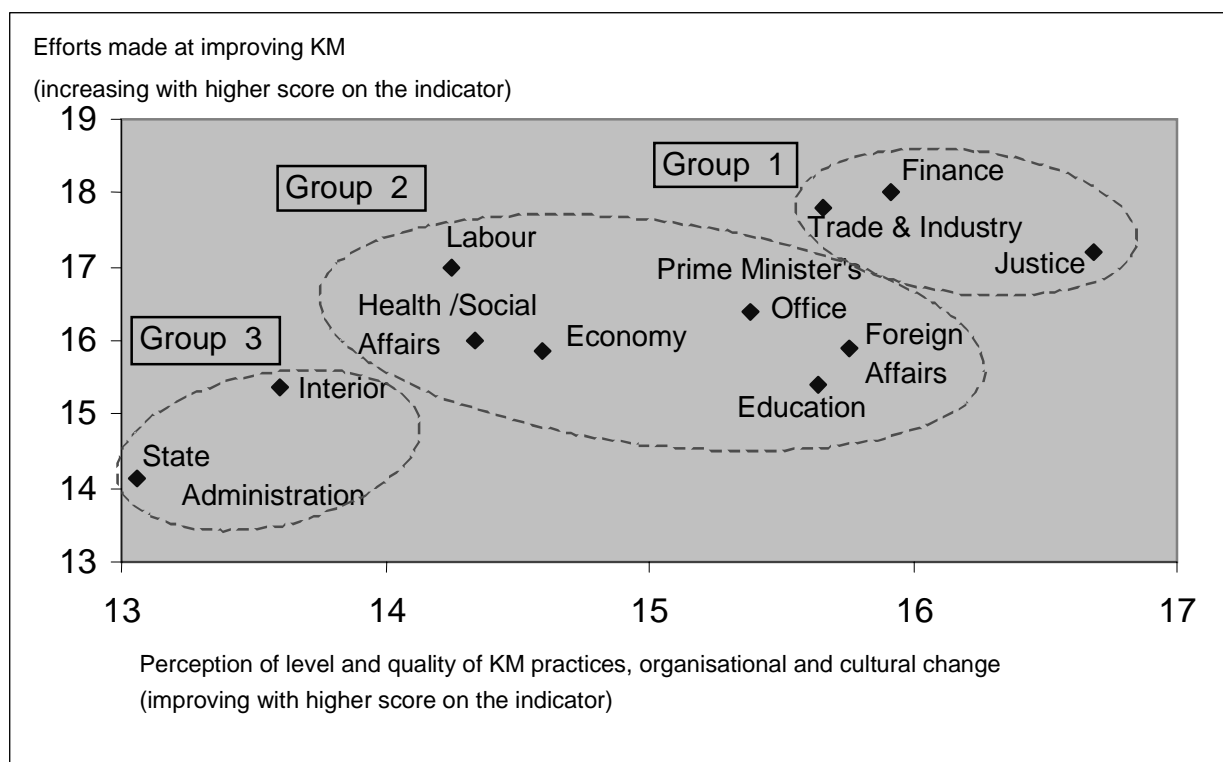
Sectors that really stand out as being well above the OECD average include organisations in charge of finance and budget, justice departments/ministries and organisations in charge of trade and industry. At the

bottom end, below the OECD average, we find the ministries of interior and public administration/state reform (see Graph 9).

V.2.c. Possible conclusions

It may be that ministries with an outward looking role are inherently more inclined to make more efforts on KM and have better KM practices. The major co-ordinating roles of ministries of finance and budget, and the inherent outward-looking nature of the business of ministries of trade and industry make them good candidates for good KM practices. It is more difficult to interpret the ranking of ministries of justice. As for the ministries of interior and public administration/reform of the state, considering their co-ordinating roles at the core of government, their ranking is worrying but not inexplicable. Often, they are organisations that function in a rather different manner from core government processes and have units established outside of core government.

Graph 9. Groups of sectors



Notes: **Group 1:** Sectors whose scores on the average of the two indicators are significantly above the average of OECD member countries: $x > (\text{average} + \text{std})$
Group 2: Sectors whose scores on the average of the two indicators are not significantly different from the OECD average: $(\text{average} + \text{std}) > x > (\text{average} - \text{std})$
Group 3: Sectors whose scores on the average of the two indicators are significantly above the OECD average: $(\text{average} - \text{std}) > x$

ANNEX 1 LIST AND WEIGHT OF PARTICIPATING ORGANISATIONS PER COUNTRY

Foreword

In total, the OECD/GOV has received 168 questionnaires – filled in for the whole of participating ministry/department/agency, or for individual directorates of participating organisations. Strictly speaking, 140 different organisations participated in the KM survey – including eight provincial Ministries of Education from Canada. 132 ministries/departments/agencies of central government participated in the survey.

The weighting for the total results of the KM survey is per organisation and not per country: this means that the weight of each country is not equal to 1 but depends on the number of ministries/departments per country which participated in the survey, mostly between five and 11 (except for two countries in which only one ministry participated in the survey).

Weight of the questionnaires

Most of the organisations completed one questionnaire for the whole ministry/department/agency. There are exceptions for Belgium, Hungary, and Norway in which several individual directorates filled in the questionnaire for the same organisation. These questionnaires had to be weighted differently to avoid counting multiple responses for the same ministry. In the table below you will find the list of participating organisations, and in the right column you will find the number of questionnaires sent per organisation. When several questionnaires are sent for the same organisation, they are weighted differently so that the final weight for the concerned ministry/department is 1.

In some cases for these countries, one questionnaire was completed for the whole organisation, and several questionnaires completed for different directorates of this organisation : in this case, depending on the recommendation of the person who completed the questionnaire for the whole of the ministry, the other questionnaires were either included in the total results for the ministry or not at all. Questionnaires marked with a star in the list below were counted for the whole of the organisation – in which cases other questionnaires sent for the same organisation were disregarded.

Country	Organisation (Ministry/Department/Agency)	Number of questionnaires sent per organisation	Weight
BELGIUM	SPF - Personnel et Organisation	<ul style="list-style-type: none"> • 1 questionnaire for the Ministry* • 1 questionnaire for the Bureau Fédéral d'Achats 	1
	SPF - Intérieur	<ul style="list-style-type: none"> • 1 questionnaire for the Ministry* • 1 questionnaire for the Direction Générale de la Police Générale du Royaume 	1
	SPF - Affaires étrangères, Commerce extérieur et Coopération au Développement	<ul style="list-style-type: none"> • 2 questionnaires for the Ministry 	1
	SPF - Economie, PME, Classes moyennes et Energie	<ul style="list-style-type: none"> • 1 questionnaire for the Ministry* • 1 questionnaire for Division Sécurité de l'administration de la sécurité • 1 questionnaire for Administration de l'Inspection économique 	1
	SPF - Finances	<ul style="list-style-type: none"> • 1 questionnaire for the Ministry* • 1 questionnaire for the Administration de la Trésorerie • 1 questionnaire for the Administration of pensions 	1
	SPF - Justice	<ul style="list-style-type: none"> • 1 questionnaire for the Ministry 	1
	Ministère des Classes moyennes et de l'Agriculture (Ministère supprimé en janvier 2002)	<ul style="list-style-type: none"> • 1 questionnaire for the Ministry • 1 questionnaire for the Administration qualité des matières 1ères et du secteur végétal • 1 questionnaire for the Administration politique PME • 1 questionnaire for the Administration de la gestion de la production agricole • 1 questionnaire for the Direction des Relations Internationales 	1
	SPF - Santé publique, Sécurité de la Chaîne alimentaire et Environnement - SPF - Sécurité sociale	<ul style="list-style-type: none"> • 1 questionnaire for the Service des victimes de la guerre • 1 questionnaire for the Direction d'administration des prestations aux personnes handicapées • 1 questionnaire for the Services fédéraux pour les affaires environnementales • 1 questionnaire for the Administration de la Sécurité sociale • 1 questionnaire for the Inspection sociale du Ministère des Affaires Sociales 	1
	SPF - Emploi, Travail et Concertation sociale	<ul style="list-style-type: none"> • 1 questionnaire for the Ministry* • 1 questionnaire for the Administration de l'hygiène et de la médecine du travail • 1 questionnaire for the Direction des relations individuelles du travail • 1 questionnaire for the Directorate of Labour Security 	1

Country	Organisation (Ministry/Department/Agency)	Number of questionnaires sent per organisation	Weight
	SPF - Mobilité et Transport	• 1 questionnaire for the Ministry	1
	Service fédéraux des affaires scientifiques, techniques et culturelles	• 1 questionnaire for the organisation	1
Total Belgium	11 organisations	29 questionnaires	11
CANADA	Finance Canada	• 1 questionnaire for the Ministry	1
	Foreign Affairs and International Trade	• 1 questionnaire for the Ministry	1
	Health Canada	• 1 questionnaire for the Ministry	1
	Human Resources Development Canada	• 1 questionnaire for the organisation	1
	Justice Department	• 1 questionnaire for the department	1
	Natural Resources Canada	• 1 questionnaire for the organisation	1
	Public Service Commission	• 1 questionnaire for the organisation	1
	Privy Council Office	• 1 questionnaire for the organisation	1
	Treasury Board Secretariat of Canada	• 1 questionnaire for the organisation	1
	Provincial Ministries of Education	<ul style="list-style-type: none"> • 1 questionnaire for the British Columbia Ministry of Education • 1 questionnaire for the Ministère de l'Education du Quebec • 1 questionnaire for the Manitoba Education, Training and Youth • 1 questionnaire for the Saskatchewan Learning • 1 questionnaire for the Ministère de l'Education du New Brunswick • 1 questionnaire for Newfoundland • 1 questionnaire for the Ontario Ministry of Education • 1 questionnaire for the Department of Training and employment development, Province of New Brunswick 	8
Total Canada	17 organisations (including 8 provincial Ministries of Education)	17 questionnaires	
DENMARK	Ministry of Finance	• 1 questionnaire for the ministry	1
	Ministry for Employment	• 1 questionnaire for the ministry	1
	Ministry of Economic and Business Affairs	• 1 questionnaire for the ministry	1
	Ministry of Defence	• 1 questionnaire for the ministry	1
	Ministry of Justice	• 1 questionnaire for the ministry	1

Country	Organisation (Ministry/Department/Agency)	Number of questionnaires sent per organisation	Weight
	Ministry of Culture	• 1 questionnaire for the ministry	1
	Ministry of Food, Agriculture and Fisheries	• 1 questionnaire for the ministry	1
	Ministry of Taxation	• 1 questionnaire for the ministry	1
	Ministry of Social Affairs	• 1 questionnaire for the ministry	1
	Ministry of Transport	• 1 questionnaire for the ministry	1
	Ministry of Education	• 1 questionnaire for the ministry	1
Total Denmark	11 organisations	11 questionnaires	11
FINLAND	Prime Minister's Office	• 1 questionnaire for the organisation	1
	Ministry for Foreign Affairs	• 1 questionnaire for the ministry	1
	Ministry of Justice	• 1 questionnaire for the ministry	1
	Ministry of the Interior	• 1 questionnaire for the ministry	1
	Ministry of Finance	• 1 questionnaire for the ministry	1
	Ministry of Education	• 1 questionnaire for the ministry	1
	Ministry of Agriculture and Forestry	• 1 questionnaire for the ministry	1
	Ministry of Transport and Communications	• 1 questionnaire for the ministry	1
	Ministry of Social Affairs and Health	• 1 questionnaire for the ministry	1
	Ministry of the Environment	• 1 questionnaire for the ministry	1
Total Finland	10 organisations	10 questionnaires	10
FRANCE	Ministère de la Fonction Publique et de la réforme de l'Etat	• 1 questionnaire for the ministry	1
	Ministère de l'Emploi et solidarité	• 1 questionnaire for the ministry (secteur 1 solidarité)	1
	Ministère de l'Economie, des Finances et de l'Industrie	• 1 questionnaire for the ministry (average of 1 five key directorates)	1
	Ministère des Affaires Etrangères	• 1 questionnaire for the ministry	1
	Ministère de l'Intérieur	• 1 questionnaire for the organisation (Sous-Direction du Recrutement et de la Formation)	1
Total France	5 organisations	5 questionnaires	5

Country	Organisation (Ministry/Department/Agency)	Number of questionnaires sent per organisation	Weight
GERMANY	Federal Foreign Office	• 1 questionnaire for the ministry	1
	Federal Ministry of Finance	• 1 questionnaire for the ministry	1
	Federal Ministry of Economics and Technology	• 1 questionnaire for the ministry	1
	Federal Ministry of Health	• 1 questionnaire for the ministry	1
	Federal Ministry for Research and Development	• 1 questionnaire for the ministry	1
	Federal Ministry of the Interior	• 1 questionnaire for the ministry	1
Total Germany	6 organisations	6 questionnaires	6
GREECE	Ministry of Interior, Public Administration and Decentralisation	• 1 questionnaire for the ministry	1
	Ministry of Labour and Social Security	• 1 questionnaire for the ministry	1
	Ministry of Health and Welfare	• 1 questionnaire for the ministry	1
	Ministry of National Education and Religious Creeds	• 1 questionnaire for the ministry	1
	Ministry of Finance	• 1 questionnaire for the ministry (General Accounting Office)	1
	Ministry of Development/General Secretariat of Commerce	• 1 questionnaire for the Direction of Public Procurement	1
Total Greece	6 organisations	6 questionnaires	6
HUNGARY	Minister in charge of the Prime Minister's Office	• 1 questionnaire for the ministry • 1 questionnaire for the Government Commission for Information Technology (part of the PMO) • 1 questionnaire for the Secretariat for assistance co-operation (part of the PMO)	1
	Ministry of Economic Affairs	• 1 questionnaire for the ministry	1
	Ministry of Interior	• 1 questionnaire for the ministry	1
	Ministry of Foreign Affairs	• 1 questionnaire for the ministry	1
	Ministry of Health Affairs	• 1 questionnaire for the ministry	1
	Ministry for Family Protection and Social Affairs	• 1 questionnaire for the ministry	1
	Ministry of Justice	• 1 questionnaire for the ministry	1
	Hungarian Central Statistical Office	• 1 questionnaire for the organisation	1

Country	Organisation (Ministry/Department/Agency)	Number of questionnaires sent per organisation	Weight
	Central Administration of the National Pension Insurance	• 1 questionnaire for the organisation	1
	Institute of Hungarian Public Administration	• 1 questionnaire for the organisation	1
Total Hungary	10 organisations	12 questionnaires	10
ICELAND	Prime Minister's Office	• 1 questionnaire for the organisation	1
	Ministry of Finance	• 1 questionnaire for the ministry	1
	Ministries of Industry and Commerce	• 1 questionnaire for the ministry	1
	Ministry for Foreign Affairs	• 1 questionnaire for the ministry	1
	Ministry of Health and Social Security	• 1 questionnaire for the ministry	1
	Ministry of Education, Science and Culture	• 1 questionnaire for the ministry	1
Total Iceland	6 organisations	6 questionnaires	6
IRELAND	Department of Finance	• 1 questionnaire for the department	1
	Department of the Environment and Local Government	• 1 questionnaire for the department	1
	Department of Enterprise, Trade and Employment	• 1 questionnaire for the department	1
	Department of Health and Children	• 1 questionnaire for the department	1
	Department of Social, Community and Family Affairs	• 1 questionnaire for the department	1
	Department of Education and Science	• 1 questionnaire for the department	1
Total Ireland	6 organisations	6 questionnaires	6
KOREA	Ministry of Foreign Affairs and Trade	• 1 questionnaire for the ministry	1
	Ministry of Finance and Economy	• 1 questionnaire for the ministry	1
	Ministry of Commerce Industry and Energy	• 1 questionnaire for the ministry	1
	Ministry of Health and Welfare	• 1 questionnaire for the ministry	1
	Ministry of Government Administration and Home Affairs	• 1 questionnaire for the ministry	1
	Ministry of Education and Human Resources Development	• 1 questionnaire for the Directorate of Administrative Management	1
Total Korea	6 organisations	6 questionnaires	6

Country	Organisation (Ministry/Department/Agency)	Number of questionnaires sent per organisation	Weight
MEXICO	Budget Policy Office	• 1 questionnaire for the organisation	1
Total Mexico	1 organisation	1 questionnaire	1
NEW ZEALAND	NZ Treasury	• 1 questionnaire for the organisation	1
Total NZ	1 organisation	1 questionnaire	1
NORWAY	Ministry of Finance	• 1 questionnaire for the ministry	1
	Ministry of Justice and the Police	• 1 questionnaire for the Correctional Service • 1 questionnaire for the Civil Affairs Department	1
	Ministry of Local Government and Regional Development	• 1 questionnaire for the Department of Regional Development • 1 questionnaire for the Department of Migration	1
	Ministry of Trade and Industry	• 1 questionnaire for the Department of Trade and Industry Policy • 1 questionnaire for the Department of Innovation and Research	1
	Ministry of Foreign Affairs	• 1 questionnaire for the ministry* (*counted for the ministry) • 1 questionnaire for the Directorate of Security Policy	1
	Ministry of Health and Social Affairs	• 2 questionnaires for the ministry	1
	Ministry of Education, Research and Church Affairs	• 1 questionnaire for the ministry* (*counted for the ministry) • 1 questionnaire for the Department for Learning and Work Force Development	1
	Ministry of Labour and Government Administration	• 1 questionnaire for the ministry* (*counted for the ministry) • 1 questionnaire for the Department of Labour and Income Policy • 1 questionnaire for the Employers Department	1
Total Norway	8 organisations	16 questionnaires	8
POLAND	Ministry of Economy	• 1 questionnaire for the ministry	1
	Ministry of Health	• 1 questionnaire for the ministry	1
	Ministry of Finance	• 1 questionnaire for the ministry	1
	Ministry of Interior and Administration	• 1 questionnaire for the ministry	1
Total Poland	4 organisations	4 questionnaires	4

Country	Organisation (Ministry/Department/Agency)	Number of questionnaires sent per organisation	Weight
PORTUGAL	Ministry of Foreign Affairs	• 1 questionnaire for the ministry	1
	Direction Générale de l'Administration Publique	• 1 questionnaire for the organisation	1
	Ministry of Education	• 1 questionnaire for the Directorate General of Educational Administration	1
	Ministry of Health	• 1 questionnaire for the Directorate General of Modernization and Health Resources	1
	Ministry of the Treasury	• 1 questionnaire for the Budget Direction General	1
	Ministry of Home Office	• 1 questionnaire for the Secretariat General of the Ministry of Home Office	1
Total Portugal	6 organisations	6 questionnaires	6
SLOVAK REPUBLIC	Ministry of Health	• 1 questionnaire for the ministry	1
	Ministry of Finance	• 1 questionnaire for the ministry	1
	Ministry of Foreign Affairs	• 1 questionnaire for the ministry	1
	Ministry of Labour, Social Affairs and Family	• 1 questionnaire for the ministry	1
	Ministry of Economy	• 1 questionnaire for the ministry	1
Total Slovak Republic	5 organisations	5 questionnaires	5
SWEDEN	National Courts Administration	• 1 questionnaire for the organisation	1
	Swedish National Taxboard	• 1 questionnaire for the agency	1
	National Board of Health and Welfare	• 1 questionnaire for the organisation	1
	Swedish Labour Market Administration	• 1 questionnaire for the organisation	1
	Ministry of Justice	• 1 questionnaire for the ministry	1
Total Sweden	5 organisations	5 questionnaires	5
UK* (England only)	HM Treasury	• 1 questionnaire for the ministry	1
	Home Office	• 1 questionnaire for the State Secretariat of the Home Office	1
	Department for the Environment, Food and Rural Affairs (DEFRA)	• 1 questionnaire for the department	1
	Department for Education and skills	• 1 questionnaire for the department	1

Country	Organisation (Ministry/Department/Agency)	Number of questionnaires sent per organisation	Weight
	Cabinet Office	• 1 questionnaire for the department	1
	Foreign and Commonwealth office	• 1 questionnaire for the department	1
	Department of Trade and Industry	• 1 questionnaire for the department	1
	Department for Transport, Local Government and the Regions	• 1 questionnaire for the department	1
	Department of Health	• 1 questionnaire for the department	1
	Department for Work and Pensions	• 1 questionnaire for the department	1
Total UK	10 organisations	10 questionnaires	10
US	Department of the Interior	• 1 questionnaire for the US Geological Survey, Geographic Information Office	1
	Department of Commerce	• 1 questionnaire for the department	1
	State Department	• 1 questionnaire for the Information Resource Management from the Department of State	1
	Department of Health and Human Services	• 1 questionnaire for the department	1
	Department of Education	• 1 questionnaire for the Directorate of OCIO	1
	Office of Personnel Management	• 1 questionnaire for the department	1
Total US	6 organisations	6 questionnaires	6
GENERAL TOTAL 1	140 ministries/departments/agencies	168 questionnaires	140
GENERAL TOTAL 2 Central Government	132 ministries/departments/agencies of central government* (excluding provincial Ministries of Education of Canada)	160 questionnaires	132

ANNEX 2
LIST OF PARTICIPATING MINISTRIES/DEPARTMENTS/AGENCIES PER SECTOR

Foreword

The terms of reference of the survey asked the following ministries/departments/agencies to fill in the survey in priority:

- i. Ministry of Finance/Budget
- ii. Ministry of Home Affairs/Interior
- iii. Ministry of Economy, Trade and Industry
- iv. Ministry of Foreign Affairs
- v. Ministry of Health/Social Affairs
- vi. Ministry of Ministry of State Reform/Civil Service/Public Administration
- vii. Ministry of Education

The OECD Secretariat received 168 questionnaires, 102 of which corresponded to the categories of ministries stated above. Other questionnaires received were in the areas of justice (7), Prime Minister's Office (5), Transports/Communication (4), Agriculture (3), Environment (3) and Local Government (3). One questionnaire was received for a Ministry of Defence, one for a Ministry of Research and one for a Ministry of Culture. A different category had to be created for the Provincial Ministries of Education of Canada (8). Questionnaires that could not fit in any category were grouped in a category "others".

Nineteen different categories have been created in order to analyse the data by sector. However, only sectors with more than five participating organisations have been considered as statistically significant.

Weight

The weight system for the sectoral analysis was slightly different as each country had to count once for each sector. When two organisations from a same country belong to the same category, they had to be weighted differently in order to avoid that the country be counted twice (ex: the weight of Finance Canada and Treasury Board Secretariat of Canada was 0.5 and both belong to the Finance/Treasury sector; the weight of Department of Health and Children and Department of Social, Community and Family Affairs from Ireland is 0.5 to belong to Health/Social Affairs category).

Category	Name of organisation	Country	Number of questionnaires	Weight (sector)
AGRICULTURE	• Ministère des Classes Moyennes et de l'Agriculture (Federal Ministry suppressed in January 2002)	BELGIUM	5	1
	• Ministry of Food, Agriculture and Fisheries	DENMARK	1	1
	• Ministry of Agriculture and Forestry	FINLAND	1	1
TOTAL AGRICULTURE			7	3
DEFENCE	• Ministry of Defence	DENMARK	1	1
			1	1
ECONOMY	• SPF - Economie, PME, Classes moyennes et Energie*	BELGIUM	3	1
	• Ministry of Economics and Business Affairs	DENMARK	1	1
	• Federal Ministry of Economics and Technology	GERMANY	1	1
	• Ministère de l'Economie, des Finances et de l'Industrie	FRANCE	1	1
	• Ministry of Economic Affairs	HUNGARY	1	1
	• Ministry of Finance and Economy	KOREA	1	1
	• Ministry of Economy	POLAND	1	1
	• Ministry of Economy	SLOVAK REPUBLIC	1	1
TOTAL ECONOMY			10	8
EDUCATION	• Ministry of Education	DENMARK	1	1
	• Ministry of Education	FINLAND	1	1
	• Ministry of National Education and Religious Creeds	GREECE	1	1
	• Ministry of Education, Science and Culture	ICELAND	1	1
	• Department of Education and Science	IRELAND	1	1
	• Ministry of Education and Human Resources Development	KOREA	1	1
	• Ministry of Education and Research*	NORWAY	2	1
	• Ministry of Education Directorate General of Educational Administration	PORTUGAL	1	1
	• Department for Education and skills	ENGLAND	1	1
	• Department of Education OCIO of the Department of Education	US	1	1
TOTAL EDUCATION			11	10

Category	Name of organisation	Country	Number of questionnaires	Weight (sector)
RESEARCH	• Federal Ministry for Research and Development	GERMANY	1	1
CULTURE	• Ministry of Culture	DENMARK	1	1
			1	1
ENVIRONMENT	• Ministry of the Environment	FINLAND	1	1
	• Department of the Environment and Local Government	IRELAND	1	1
	• Department for the Environment, Food and Rural Affairs (DEFRA)	ENGLAND	1	1
TOTAL ENVIRONMENT			3	3
FOREIGN AFFAIRS	• SPF - Affaires étrangères, Commerce extérieur et Coopération au Développement*	BELGIUM	2	1
	• Foreign Affairs and International Trade	CANADA	1	1
	• Ministry for Foreign Affairs	FINLAND	1	1
	• Ministère des Affaires Etrangères	FRANCE	1	1
	• Federal Foreign Office	GERMANY	1	1
	• Ministry of Foreign Affairs	HUNGARY	1	1
	• Ministry for Foreign Affairs	ICELAND	1	1
	• Ministry of Foreign Affairs and Trade	KOREA	1	1
	• Ministry of Foreign Affairs*	NORWAY	2	1
	• Ministry of Foreign Affairs	PORTUGAL	1	1
	• Ministry of Foreign Affairs	SLOVAK REP	1	1
	• Foreign and Commonwealth Office	ENGLAND	1	1
	• State Department	US	1	1
TOTAL FOREIGN AFFAIRS			15	13
FINANCE/BUDGET/TREASURY	• SPF - Finances*	BELGIUM	3	1
	• Finance Canada	CANADA	1	0.5
	• Treasury Board Secretariat of Canada	CANADA	1	0.5
	• Ministry of Finance	DENMARK	1	0.5
	• Ministry of Taxation	DENMARK	1	0.5
	• Ministère de l'Economie, des Finances et de l'Industrie	FRANCE	1*	1*

Category	Name of organisation	Country	Number of questionnaires	Weight (sector)
TOTAL FINANCE/ BUDGET/TREASURY	• Ministry of Finance	FINLAND	1	1
	• Federal Ministry of Finance	GERMANY	1	1
	• Ministry of Finance (General Accounting Office)	GREECE	1	1
	• Ministry of Finance	ICELAND	1	1
	• Department of Finance	IRELAND	1	1
	• Ministry of Finance and Economy	KOREA	1*	1*
	• Budget Policy Office	MEXICO	1	1
	• NZ Treasury	NEW ZEALAND	1	1
	• Ministry of Finance	NORWAY	1	1
	• Ministry of Finance	POLAND	1	1
	• Ministry of the Treasury (Budget Direction General)	PORTUGAL	1	1
	• Ministry of Finance	SLOVAK REPUBLIC	1	1
	• Swedish National Taxboard	SWEDEN	1	1
	• HM Treasury	ENGLAND	1	1
			22	18
HOME AFFAIRS/INTERIOR	• SPF - Intérieur*	BELGIUM	2	1
	• Ministry of the Interior	FINLAND	1	1
	• Ministère de l'Intérieur Sous-Direction du recrutement et de la formation	FRANCE	1	1
	• Federal Ministry of the Interior	GERMANY	1	1
	• Ministry of Interior, Public Administration and Decentralisation	GREECE	1	1
	• Ministry of Interior	HUNGARY	1	1
	• Ministry of government Administration and Home Affairs	KOREA	1	1
	• Ministry of Interior and Administration	POLAND	1	1
	• Ministry of Home Office	PORTUGAL	1	1
	• Home Office	ENGLAND	1	1
	• Department of the Interior US Geological Survey, Geographic Information Office	US	1	1
			12	11
TOTAL HOME AFFAIRS/INTERIOR				

Category	Name of organisation	Country	Number of questionnaires	Weight (sector)
HEALTH/ SOCIAL AFFAIRS	• SPF - Santé publique, Sécurité de la Chaîne alimentaire et Environnement - SPF - Sécurité sociale	BELGIUM	5	1
	• Health Canada	CANADA	1	1
	• Ministry of Social Affairs	DENMARK	1	1
	• Ministry of Social Affairs and Health	FINLAND	1	1
	• Ministère de l'Emploi et solidarite Secteur Solidarité	FRANCE	1	1
	• Federal Ministry of Health	GERMANY	1	1
	• Ministry of Health and Welfare	GREECE	1	1
	• Ministry of Health Affairs	HUNGARY	1	0.5
	• Ministry for Family Protection and Social Affairs	HUNGARY	1	0.5
	• Ministry of Health and Social Security	ICELAND	1	1
	• Department of Health and Children	IRELAND	1	0.5
	• Department of Social, Community and Family Affairs	IRELAND	1	0.5
	• Ministry of Health and Welfare	KOREA	1	1
	• Ministry of Health and Social Affairs	NORWAY	2	1
	• Ministry of Health	POLAND	1	1
	• Ministry of Health Directorate General of Modernization and Health Resources	PORTUGAL	1	1
	• Ministry of Health	SLOVAK REPUBLIC	1	0.5
	• Ministry of Labour, Social Affairs and Family	SLOVAK REPUBLIC	1	0.5
	• National Board of Health and Welfare	SWEDEN	1	1
	• Department of Health	ENGLAND	1	1
• Department of Health and Human Services	US	1	1	
TOTAL HEALTH/ SOCIAL AFFAIRS			26	18
JUSTICE	• SPF - Justice	BELGIUM	1	1
	• Department of Justice	CANADA	1	1
	• Ministry of Justice	DENMARK	1	1
	• Ministry of Justice	FINLAND	1	1

Category	Name of organisation	Country	Number of questionnaires	Weight (sector)
TOTAL JUSTICE	• Ministry of Justice	HUNGARY	1	1
	• Ministry of Justice and the Police	NORWAY	2	1
	• Ministry of Justice	SWEDEN	1	1
			8	7
LOCAL GOVERNMENT	• Department of the Environment and Local Government	IRELAND	1*	1*
	• Department of Transport, Local Government and the Region	ENGLAND	1	1
	• Ministry of Local Government and Regional Development	NORWAY	2	1
			4	3
LABOUR/EMPLOYMENT	• SPF - Emploi, Travail et Concertation sociale*	BELGIUM	4	1
	• Ministry for Employment	DENMARK	1	1
	• Ministry of Labour and Social Security	GREECE	1	1
	• Department of Enterprise, Trade and Employment	IRELAND	1	1
	• Ministry of Labour and Government Administration*	NORWAY	3	1
	• Ministry of Labour, Social Affairs and Family	SLOVAK REPUBLIC	1*	1*
	• Swedish Labour Market Administration	SWEDEN	1	1
	• Department for Work and Pensions	ENGLAND	1	1
			13	8
PRIME MINISTER'S OFFICE/PRIVY COUNCIL OFFICE	• Privy Council Office	CANADA	1	1
	• Prime Minister's Office	FINLAND	1	1
	• Prime Minister's Office	HUNGARY	3	1
	• Prime Minister's Office	ICELAND	1	1
	• Cabinet Office	ENGLAND	1	1
			7	5
TOTAL PRIME MINISTER'S OFFICE				

Category	Name of organisation	Country	Number of questionnaires	Weight (sector)
STATE REFORM/CIVIL SERVICE PUBLIC ADMINISTRATION	• SPF - Personnel et Organisation	BELGIUM	2	1
	• Public Service Commission	CANADA	1	0.5
	• Human Resources Development Canada	CANADA	1	0.5
	• Institute of Hungarian Public Administration	HUNGARY	1	1
	• Ministère de la Fonction Publique et de la réforme de l'Etat	FRANCE	1	1
	• Ministry of Interior, Public Administration and Decentralisation	GREECE	1*	1*
	• Ministry of Labour and Government Administration	NORWAY	1*	1*
	• Direction Générale de l'Administration Publique	PORTUGAL	1	1
	• Office of Personnel Management	US	1	1
TOTAL STATE REFORM/ PUBLIC ADMINISTRATION			10	8
TRANSPORTS AND COMMUNICATIONS	• SPF - Mobilité et Transport (ex Communications et Infrastructure)	BELGIUM	1	1
	• Ministry of Transport	DENMARK	1	1
	• Ministry of Transport and Communications	FINLAND	1	1
	• Department of Transport, Local Government and the Region	ENGLAND	1*	1*
TOTAL TRANSPORTS/ COMMUNICATIONS			4	4
TRADE AND INDUSTRY	• Ministère de l'Economie, des Finances et de l'Industrie	FRANCE	1*	1*
	• Ministry of Development- General Secretariat of Commerce (Direction of Public Procurement)	GREECE	1	1
	• Ministries of Industry and Commerce	ICELAND	1	1
	• Department of Enterprise, Trade and Employment	IRELAND	1*	1*
	• Ministry of Commerce Industry and Energy	KOREA	1	1
	• Ministry of Trade and Industry	NORWAY	2	1
	• Department of Trade and Industry	ENGLAND	1	1
	• Department of Commerce	US	1	1
TOTAL TRADE AND INDUSTRY			9	8

Category	Name of organisation	Country	Number of questionnaires	Weight (sector)
OTHERS	• Service fédéraux des affaires scientifiques, techniques et culturelles	BELGIUM	1	1
	• Natural Resources Canada	CANADA	1	1
	• Hungarian Central Statistical Office	HUNGARY	1	1
	• Central Administration of the National Pension Insurance	HUNGARY	1	1
	• National Courts Administration	SWEDEN	1	1
TOTAL OTHERS			5	5
STATE LEVEL/ PROVINCIAL MINISTRIES	• Provincial Ministries of Education - Ontario Ministry of Education	CANADA	1	0
	• Provincial Ministries of Education -British Columbia Ministry of Education	CANADA	1	0
	• Provincial Ministries of Education - Ministère de l'Education du Quebec	CANADA	1	0
	• Provincial Ministries of Education - Manitoba Education, Training and Youth	CANADA	1	0
	• Provincial Ministries of Education - Saskatchewan Learning	CANADA	1	0
	• Ministère de l'Education du New Brunswick	CANADA	1	0
	• Newfoundland Survey	CANADA	1	0
	• Department of Training and employment development, Province of New Brunswick	CANADA	1	0
TOTAL			8	0
GENERAL TOTAL 1			177	135
GENERAL TOTAL 2			168* (*Questionnaires counted once when included in different categories)	126

**ANNEX 3
METHODOLOGY OF THE TWO KM INDICATORS**

1. Indicator of the actual efforts made at improving KM practices

For this indicator, the actual efforts made at improving KM practices are defined as arrangements that have been objectively put in place to improve organisations' knowledge management practices, such as organisational arrangements, staff mobility and training, incentives to share knowledge, use of Information and Communication Technologies (ICT) and e-government. Data on budget dedicated to KM is also included in this indicator. We have chosen a sample of 28 questions representatives of such arrangements (please see list below).

The aim of this indicator is to assess how far organisations have gone in implementing new organisational/ICT/management concrete arrangements, and to distinguish common trends between organisations, countries and sectors.

List of questions used to elaborate the KM inputs indicators:

Question Number	Text of the question	Responses selected
11a	<p>1.1.a - In your organisation, new organisational arrangements have been/will be put in place, such as :</p> <p>1 – Central co-ordinating unit for knowledge/information management</p> <p>2 – Chief Knowledge / Information Officer</p> <p>3 – Information and Communication Technology (ICT) team</p> <p>4 – Quality groups/Communities of practice</p> <p>5 – Knowledge networks</p>	<p>Yes, in the past 5 years</p> <p>Yes, in the past 5 years</p> <p>Yes, in the past 5 years</p> <p>Yes, in the past 5 years</p> <p>Yes, in the past 5 years</p>
11b.1	<p>1.1.b - In your organisation, initiatives have been/will be taken, such as:</p> <p>1 – Decentralisation/delegation of authority to lower hierarchical levels</p>	<p>Yes, in the past 5 years</p>
12a	<p>1.2.a - Mentoring, training and coaching practices in your organisation</p> <p>1 – There is an induction period for new staff</p> <p>4 – Training is provided on information and communication technologies (use of hardware, software, Internet, etc...) for all staff</p>	<p>Yes, systemically or Yes, occasionally</p> <p>Yes, systemically or Yes, occasionally</p>
12b	<p>1.2.b - How many days of training per staff (on average) are provided each year by your organisation?</p>	<p>Above 2 days</p>
12d	<p>1.2.d - Is there a special budget allocated to training in your organisation?</p>	<p>Yes</p>
12l	<p>1.2.l - If you could not respond to the previous question, can you tick one of the following boxes and indicate, within the ranges below, the percentage of staff who left on external mobility in 2001 (or the last year for which data is available, please specify) in your organisation:</p>	<p>More than 3 % of staff</p>
13a	<p>1.3.a - In your organisation:</p> <p>1 – There is a database of staff competencies</p> <p>2 – There is a database of presentations and documents for common usage that is systematically updated</p>	<p>Yes</p> <p>Yes</p>
2.4	<p>2.4. In your organisation, knowledge/information sharing is a criterion for the assessment of staff performance</p>	<p>Yes</p>
2.5	<p>2.5 In your organisation, workers are rewarded for knowledge and information sharing:</p> <p>If yes, incentives include monetary incentives</p> <p>If yes, incentives include Individual employee performance review</p>	<p>Yes</p> <p>Yes</p>

Question Number	Text of the question	Responses selected
41a	4.1.a - In your organisation, one or several of these elements are used/will be used to support knowledge transfer or information sharing: 1 – Intranets 4 – Common databases	In use In use
41c	4.1.c - If you could not respond to the previous question, please tick one of the following boxes to indicate, within the ranges below, the percentage of employees who have access to the Internet in your organisation in 2001 (or the last year for which data is available, please specify)	Above 76 %
41h	4.1.h - If you could not respond to the previous question, please tick one of the following boxes to indicate, within the ranges below, the percentage of employees who have an e-mail address in 2001 (or the last year for which data is available, please specify)	Above 76 %
42a	4.2.a - Your organisation has an Internet site	Yes
42d	4.2.d - On your organisation's Internet site, it is possible to: 5 – Download administrative forms/applications 6 – Fill in administrative forms electronically 7 – Make certain payments (taxes, public fees, etc...) online	Yes Yes Yes
43a	4.3.a - Does your ministry have an established plan or strategy for improving e-government?	Yes
52b	5.2.b - If you could not respond to the previous question, please tick one of the following boxes and indicate, within the ranges below, the percentage of the budget spent for promoting all knowledge/information management practices* in your organisation in 2001 (or the last year for which data available, please specify)	Above 3 %
52d	5.2.d - Has this percentage increased in the last 5 years?	Yes

2. Indicator of perceived KM practices and cultural and organisational changes

This indicator was created in order to evaluate how respondents perceive the level and quality of KM practices and the cultural and organisational changes involved in KM. This indicator gathers qualitative data and individual assessments of evaluation of success of outputs/outcomes. We selected 41 representative questions and weighted them so that they represented in fact 28 questions—the same number as for the indicator of KM inputs.

This indicator gathers the following questions

	Questions	Responses selected
11c	1.1.c - In your organisation, staff spend an increasing amount of time on the following activities: 1 – Informational meetings 2 – Peer reviewing/quality reviews 3 – Presentations of projects and activities	Yes significantly and yes not significantly Yes significantly and yes not significantly Yes significantly and yes not significantly
11f	1.1.f - Does your organisation increasingly rely on outside information coming from the following organisations to carry out its activities? 4 – Universities 5 – Think tanks/Research centres 6 – Private firms 7 – Consulting firms	Yes, systemically or Yes, but rarely Yes, systemically or Yes, but rarely Yes, systemically or Yes, but rarely Yes, systemically or Yes, but rarely
12a	1.2.a - Mentoring, training and coaching practices in your organisation: 3 – Staff are encouraged to take training classes on a regular basis 5 – There is an increasing use of coaching methods (with academics, experts, consulting firms, etc..)	Yes, systemically or Yes, but rarely Yes, systemically or Yes, but rarely
12j	1.2.j - Staff mobility in your organisation 1 – Staff are encouraged to take up new fixed-term positions within your organisation 2 - Staff are encouraged to take up new fixed-term positions in other public organisations 3 - Staff are encouraged to take up positions in private companies, non governmental organisations, international organisations, universities. 4 - Secondees* from other organisations are frequently accepted	Yes Yes Yes Yes
2.3	2.3. Please indicate your level of agreement with the proposals listed below:	

	Questions	Responses selected
	<p>1 - Managers spend more time disseminating information to their staff</p> <p>2 - Managers spend more time facilitating the horizontal flow of information between their staff</p> <p>3 - Managers are more frequently required to devolve authority to lower levels</p> <p>4 - Managers spend more time building project team rather than managing projects directly</p>	<p>Strongly agree or Agree</p> <p>Strongly agree or Agree</p> <p>Strongly agree or Agree</p> <p>Strongly agree or Agree</p>
3.1	3.1. Good knowledge/information management is one of the top five internal priorities of your organisation	Yes
3.2	3.2. Does your organisation have a knowledge/information management policy or strategy?	Yes
33a	<p>3.3.a - If your organisation already has a knowledge/information management policy or strategy, which key elements does it include?</p> <p>Information management</p> <p>Information technology aspects</p> <p>Human resources management aspects</p> <p>Organisational aspects</p>	<p>Yes</p> <p>Yes</p> <p>Yes</p> <p>Yes</p>
42f	<p>4.2.f - Please indicate your level of agreement with the following statements, concerning the Internet site of your organisation:</p> <p>1. Your ministry delivers on its Internet site all important documents and information</p> <p>2. Information delivered on your Internet site is well-packaged (clear, understandable, etc.)</p> <p>3. Information delivered on your Internet site is updated on a regular basis</p>	<p>Strongly agree or Agree</p> <p>Strongly agree or Agree</p> <p>Strongly agree or Agree</p>
42j	4.2.j - In your organisation, do you consider that the e-mail policy has contributed to flattening the pyramidal hierarchy?	Yes
61b	<p>6.1.b - To what extent do you think each of these practices have been successful in achieving these goals ?</p> <p>1. Improving work efficiency and/or productivity by producing and sharing knowledge and information more rapidly within you organisation</p> <p>2. Increasing horizontality and decentralisation of authority</p> <p>3. Minimising or eliminating duplication of efforts between divisions/directorates</p> <p>4. Releasing information more rapidly and making it available more widely to the public</p> <p>5. Promoting life-long learning</p>	<p>Very successful or successful</p> <p>Very successful or successful</p> <p>Very successful or successful</p> <p>Very successful or successful</p> <p>Very successful or successful</p>

	Questions	Responses selected
	<p>6. Improving transparency</p> <p>7. Improving working relations and trust within your organisation</p> <p>8. Making organisation more attractive to job seekers</p> <p>9. Making up for loss of knowledge (due to shorter staff turnover, future retirement, departure in the private sector, ...)</p> <p>10. Improving working relations and sharing of knowledge with other ministries</p>	<p>Very successful or successful</p> <p>Very successful or successful</p> <p>Very successful or successful</p> <p>Very successful or successful</p> <p>Very successful or successful</p>
62b	<p>6.2.b - Do you consider that the culture of your organisation has changed, in the following ways:</p> <p>1 - Staff now consider that sharing knowledge will be good for their career in your ministry</p> <p>2 - Staff spontaneously organise more knowledge events such as meeting with other staff from other divisions/departments/branches</p> <p>3 - Staff make documents available to others more spontaneously</p>	<p>Yes</p> <p>Yes</p> <p>Yes</p>
62d	<p>6.2.d - In implementing knowledge and information management practices, do you consider that your organisation has been:</p>	<p>Very successful or Fairly successful</p>