

Appendix B – Mapping of the Institutionalisation of Total Quality Management in EU and Candidate Countries

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Albania

[Disclaimer] Unless otherwise stated, the country profile of Albania is entirely based on the 2022 Periodical Regional Quality Management Analysis by ReSPA¹.

Strategic Documents and Policies

The use of quality management (QM) systems is still limited to very few public organisations. The Agency for the Delivery of Integrated Services Albania (ADISA) was the first organisation in Albania to implement the Common Assessment Framework (CAF) in 2019. Two years later, it implemented the International Organization for Standardization (ISO). Other organisations that have implemented ISO are the National Agency for Information Society, the General Directorate of Standardisation and the National Business Centre at the Ministry of Finance and Economy, and the food safety and veterinary laboratory network.

Strategic documents

The implementation of the Crosscutting Public Administration Reform Strategy 2015–2020 was prolonged until the end of 2022. It was based on four main pillars: enhancing service delivery, improving public officials' accountability, increasing decentralisation of decision-making, and professionalising the civil service.

Regulatory status

Leadership

Quality Culture as a Core Value

Testing customer satisfaction

Measuring the quality of PA: Activity 5.3 of the Public Administration Reform (PAR) strategy consists of the '[d]evelopment of a framework for assessing the quality of public service delivery'.

The Department of Public Administration carries out surveys to measure customer satisfaction.

Resources

Financial support: The implementation of CAF in 2019 by ADISA was supported by the BACID II project.

The ISO certification process by ADISA received support from the Consolidation of Citizen-Centric Public Service Delivery in Albania project. It consists of a funding source by a group of donors aiming to facilitate the establishment of citizen-centric public services. The United Nations Development Programme (UNDP) and the Austrian Development Cooperation are some of the main contributors.

¹ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

Capacity Building

Training: In 2020, 15 members of the Self-Assessment-Group of ADISA participated in training on CAF.

No CAF 'train the trainers' courses have been organised so far.

Expert support: The implementation of CAF in 2019 by ADISA was supported by experts from KDZ and ReSPA.

SIGMA/OECD (Support for Improvement in Governance and Management / Organisation for Economic Cooperation and Development) is currently supporting the Office of the Prime Minister and the Department of Public Administration to enhance the monitoring and coordination of the PAR strategy, and to prepare a new strategy. Moreover, it is assisting the Minister of State for Public Service Standards and the National Agency for Information Society with policy recommendations and methodological guidance to enhance the quality of their services².

Information and Communication

Conferences: ReSPA, SIGMA/OECD and the Ministry of State for Standards of Services jointly organised the Good Governance Foundation for Quality Management in Public Administration conference held in 2022.

Best practices sharing: N/A

Rewarding Quality

Awards: N/A

Certification/external feedback: There are no external feedback actors (EFACs) for CAF in Albania.

² <https://www.sigmaweb.org/countries/albania-sigma.htm>

Austria

The utilisation of quality management (QM) systems such as ISO, the European Foundation for Quality Management (EFQM), and CAF are comparatively widespread in Austria, although – as in the other observed countries – statistical data on the adoption of quality management systems within public administration is limited. With CAF being utilised more in public administrative bodies at the federal and local levels, while other frameworks such as ISO and EFQM are primarily used in bigger administrative bodies or in sectors that require external certification such as healthcare and food safety. There is mixed situation in the education sector, as universities are currently recommended to use EFQM, and schools are using a nationally developed QM system, QMS³.

Strategic Documents and Policies

Strategic documents: Quality management is mentioned prominently although without clear definitions in the current Programme for the Austrian Government (2020–2024)⁴, which includes statements such as ‘developing and coordinating a plan to increase the efficiency and quality of the administration’, and ‘expediting procedures by maintaining a high-quality standard’. This commitment manifests in concrete policy described below.

QM policies: Public administration at federal level (including all ministries) has been managed since 2013 according to the principle of outcome orientation. *Angaben zur Wirkungsorientierten Folgenabschätzung*⁵, which informs budgetary funds allocation, is based on the criteria of § 41⁶ of the Bundeshaushaltsgesetz 2013⁷.

Regulatory status: The use of CAF is recommended for public administrations on the federal level but not mandatory, while the use of EFQM and ISO 9001 are voluntary⁸. The recommendation of CAF is reinforced by continued collaboration with the Knowledge Centre KDZ (more details under ‘National Structure’ further on) and that a tailored version of the CAF, fitting this policy, has been created as *CAF-Wirkungsorientierung in der Basisversion Bund 2016*^{9,10} for public sector organisations on a federal level.

Also, public administrations on the regional, city, and communal level are recommended to implement QM frameworks. However, they have flexibility on which tools they want to use. The utilisation of CAF is popular due to its cost-competitiveness in regard to quality management of organisational processes. Models such as ISO 9001 and EFQM are implemented if internationally recognised; external validation is required and is therefore more popular with bigger organisations, and organisations with closer links to the private sector¹¹.

³ Survey_2 & Interview AUT_2

⁴ *Out of a Sense of Responsibility for Austria. Government Programme 2020–2024: Summary*, p. 14

⁵ *Performance Management at the Federal Level of Government in Austria*. (2013). Federal Chancellery Unit III/9, Federal Performance Management Office.

⁶ <https://www.ris.bka.gv.at/NormDokument.wxe?Abfrage=Bundesnormen&Gesetzesnummer=20006632&FassungVom=2022-04-23&Artikel=&Paragraf=41&Anlage=&Uebergangsrecht=>

⁷ <https://oeffentlicherdienst.gv.at/wirkungsorientierte-verwaltung/wirkungsorientierte-folgenabschaetzung/qualitaetssicherung/>

⁸ Interview AUT_1.

⁹ Interview AUT_2

¹⁰ CAF - Wirkungsorientierung Qualitätsmanagement mit dem CAF Basisversion Bund 2016

¹¹ Interview AUT_1 & AUT_2

QM in the Austrian education sector is split between EFQM – recommended to universities to gain recognition and access to funds – and QMS (a nationally developed QM framework) for schools¹².

Leadership

Although mentioned in strategic documents and policies, quality management by itself is not a priority topic on the political agenda in Austria. Nowadays, its implementation is often seen as given reality (since last formulation of policy in 2013), and interest from political leadership is fluctuating and event driven (e.g. certification ceremonies of excellence)¹³.

Leadership in Austria is still classified as ‘stable’, because QM, although not a priority topic by itself, is often seen as a necessary basis to focus on topics that are higher on the political agenda (e.g. change and risk management, and innovation) in a systematic and effective manner. The interviewed experts stated that it takes work to keep QM as part of the political conversation, but they assess the QM’s effect – of helping organisations to stay agile and effective – as significant enough to be worth the effort¹⁴.

It should be noted that our interview partners independently mentioned cases (current and developing) that indicate that QM (and CAF in particular) are active agenda points for leaders on the civil service level, which reinforced the assessment of ‘stable’ leadership in Austria¹⁵.

Quality Culture as a Core Value

Measuring the quality of PA: Measurement of the quality of public services is valued in Austria, and they participate in a number of regular EU-wide initiatives such as the Technical Support Instrument (TSI) Survey of Central Government Public Servants and Eurobarometer, and the international Survey on Drivers of Trust in Public Institutions by the OECD. Regular national measurements such as the Democracy Monitor also include measurements related to satisfaction with the work of public administrations (although indirectly)^{16,17}.

An indicator of quality management – specifically on the number of external feedback procedures – is included in the federal budget documents, which are publicly accessible. This indicator is also regularly reported on and monitored¹⁸.

Testing customer satisfaction: Public organisations also measure satisfaction on an operational level (to a varying regularity and extent) by customer surveys, and try to increase active inclusion of citizens and their viewpoints via discussion platforms¹⁹.

Resources

Funding: There is no dedicated national funding with the specific purpose of encouraging public institutions to adopt QM systems²⁰. However, indirect funding is available because public sector organisations are offered various supportive services regarding the implementation of CAF via the

¹² Interview AUT_2

¹³ Interview AUT_1

¹⁴ Interview AUT_1 & AUT_2

¹⁵ Ibid.

¹⁶ Survey_2

¹⁷ Interview AUT_1

¹⁸ Survey_2

¹⁹ Interview AUT_1

²⁰ Survey_2

National CAF Centre hosted by KDZ, which receives federal funding, and QM-related trainings are offered²¹.

There is also no specific funding for QM on the regional and local level (other than the financed services by KDZ) because the administrations (schools and universities excluded) are free to choose their approach to QM. Funding of QM via the regular budgets of the organisation depends therefore on the prioritisation of the involved leadership and function of the respective unit²².

Funding by the European Union is not utilised or available on a regular basis for the propagation of QM in Austria (excluding one-off TSI projects)²³.

Structure / Coordination of QM Practitioners

National Structure

Section III of the Federal Chancellery carries out a wide range of tasks within the federal administration. These include, among other things, impact-oriented administrative control as well as quality management and administrative innovation, and they supervise reporting. On the operational level, the Austrian Federal Ministry of Arts, Culture, Civil Service and Sports has appointed the KDZ - Zentrum für Verwaltungsforschung as the Austrian CAF Centre in the year 2000, to support advancement of CAF since 2000²⁴. The reasoning behind the decision to work with an independent organisation is that it facilitates willingness and smooth implementation of QM – compared to having administrative subunits working directly with a higher level of a ministry or federal oversight unit²⁵.

The KDZ CAF Centre is the first point of contact for all questions concerning the CAF and is thus responsible for the information and support of CAF users and interested parties²⁶, and offers services such as²⁷:

- information materials – regarding CAF implementation (e.g. general information, guidelines);
- the CAF digital tool – free accessible demonstration version for supporting the CAF self-assessment phase;
- CAF training – access to a range of CAF training offers.

The CAF Centre provides further professional support to public sector organisations for implementing CAF. Based on the specific needs of the organisations adopting CAF, the centre offers customised training and coaching, facilitates CAF workshops, assists with the CAF online tool, and provides guidance throughout the entire CAF programme. All these services are delivered under consultancy contracts²⁸.

KDZ operates independently of the ministry, although they receive funding by them. A yearly plan of activities, created in collaboration with the ministry, outlines the functions of the CAF centre. The ministry co-funds activities associated with supporting the CAF Network and the 'Effective CAF Use' excellence label. Many of their services are free of charge for the Austrian public administration; however, more

²¹ Interview AUT_2

²² Ibid.

²³ Interview AUT_1

²⁴ Prorok, T., & Parze, P. (2021). *Transforming Public Administration with CAF – 20 years of the Common Assessment Framework*. Vienna: NWV Neuer Wissenschaftlicher Verlag.

²⁵ Interview AUT_1

²⁶ Prorok, T., & Parze, P. (2021). *Transforming Public Administration with CAF – 20 years of the Common Assessment Framework*. Vienna: NWV Neuer Wissenschaftlicher Verlag.

²⁷ Ibid.

²⁸ Prorok, T., & Parze, P. (2021). *Transforming Public Administration with CAF – 20 years of the Common Assessment Framework*. Vienna: NWV Neuer Wissenschaftlicher Verlag.

customised offerings for implementing organisation such as training and CAF consultancy are invoiced to them²⁹.

Furthermore, the CAF Centre of KDZ offers professional and scientific services, along with capacity-building activities, within the European and international context related to CAF. Experience gained in other countries significantly improves the understanding of various administrative systems and offers insights into a wide range of public sector organisations³⁰.

Support structure for ISO and EFQM: As already mentioned, public administrations are free to choose to implement other QM frameworks such as ISO and EFQM. *Quality Austria* is a private organisation that provides information, training, and expert support for these organisations. They also host a national award and certification schemes; however, they are a private entity that charges accordingly³¹.

Austrian Universities have access to information and expert workshops, and certification support from the Agency for Quality Assurance and Accreditation Austria (AQ).³²

Support structure for QMS: Austrian schools gain information and expert community and training support for the implementation of *Qualitätsmanagementsystem für Schulen* (QMS) from the RQB and the OeAD, and the Austrian Reference Point for Quality Assurance in General and Vocational Education and Training, a support unit active for the Ministry of Education³³.

Information and Communication

Information: Podcasts, newsletters, and other media are employed to disseminate information about successful QM projects, current trends, and developments. Efforts on this are mainly from KDZ (for the public sector) and Quality Austria (aimed at the private sector). For instance, KDZ publishes CAF Fact Sheets to provide information on the CAF-labelled organisations. The RQB and AQ provide similar services solely for the education sector.

Best practices sharing: The CAF Centre of KDZ manages the database of CAF users in Austria and regularly updates the network on current activities and new developments regarding CAF. In 2020, approximately 250 public sector organisations at various levels (municipal, provincial, and state) were registered as active CAF users in Austria.

Additionally, it supports professional exchange within the Austrian CAF practitioners' networks through meetings and training sessions³⁴. Examples of these are document repositories and regular (online or in person) meetings of the CAF Practitioner Network³⁵. Similar events are also hosted by Quality Austria for EFQM and by other organisations for ISO practitioners.

Conferences: Conferences serve multiple purposes in the domain of QM, such as sharing good practices, achievements, and information. Various congresses address the topic of quality management, often in conjunction with discussions on change management and innovation, the annual Innovate and Quality Dialogue³⁶. The Innovate and Quality Dialogue is organised by the Austrian Federal Ministry for Arts, Culture, Civil Service and Sport every year. It is an information and exchange

²⁹ Interview AUT_2

³⁰ Prorok, T., & Parze, P. (2021). *Transforming Public Administration with CAF – 20 years of the Common Assessment Framework*. Vienna: NWV Neuer Wissenschaftlicher Verlag.

³¹ Interview AUT_2

³² [AQ Austria - Agentur für Qualitätssicherung und Akkreditierung Austria](#)

³³ [RQB – Österreichische Referenzstelle für Qualität in der Berufsbildung – in der OeAD-GmbH](#)

³⁴ Survey_2.

³⁵ <https://www.kdz.eu/>

³⁶ Interview AUT_1.

event on current topics regarding QM and CAF³⁷; Innovate is also used as a public platform for awarding CAF certificates.

Capacity Building

Training: The KDZ CAF Centre offers various training courses, designed for leadership and quality management professionals in public administrations³⁸:

- CAF 2020 – Basic Training;
- CAF Facilitator – Shaping Quality and Change with the CAF;
- EFAC Training – Specialised Training for Effective CAF User Label Evaluators.

The KDZ CAF Centre is in charge of developing the personnel of the EFAC network, which is the professional CAF network. This entails recognising QM experts in public administrations and providing them with the necessary knowledge and skills to join the Austrian EFAC network³⁹. Training to such certifiers is offered by KDZ free of charge (via the ministry they are mandated by)⁴⁰.

Furthermore, several training courses are offered by other organisations in the field of EFQM: ISO, and Six Sigma by Quality Austria⁴¹.

Rewarding Quality

Awards are organised to recognise achievements in QM (and related activities), incentivise implementation through visibility, and to create a platform for exchange of QM practitioners. Two well-known Austrian awards are noteworthy in this context.

*Verwaltungspreis*⁴² is an annual award organised by The Austrian Federal Ministry of Arts, Culture, Civil Service and Sport and recognises the efforts of public administrations in a range of fields. It also has award categories related to QM, such as Leadership and effective Steering, Boost to Efficient Administration, New Work, and Strategic Leadership and Transformation Management. CAF is not mentioned directly as an awarding criterion; however, this is an event with regular participation of CAF practitioners and used as a platform for exchange⁴³.

*Staatspreis Unternehmensqualität*⁴⁴ is organised by Quality Austria⁴⁵ in cooperation with the Federal Ministry of Labour and Economy (based on the EFQM model), which is focused on private sector organisations; however, is also open to practitioners of the public sector (e.g. the Carinthia office of the Austrian Public Employment Service (AMS)). This award is also used directly to incentivise finalise certification under their schemes.

Certification: Organisations looking for support in the external evaluation and certification procedure usually contact external specialists in the respective field of expertise, e.g. via the CAF KDZ (as well as

³⁷ Survey_2

³⁸ Survey_2

³⁹ Prorok, T., & Parzer, P. (2021). *Transforming Public Administration with CAF 20 Years of the Common Assessment Framework*. Vienna: NWV Neuer Wissenschaftlicher Verlag.

⁴⁰ Interview AUT_2

⁴¹ Survey_2

⁴² <https://www.verwaltungspreis.gv.at/>

⁴³ Interview AUT_1

⁴⁴ [Startseite - Staatspreis Unternehmensqualität](#)

⁴⁵ Survey_2

a number of independent experts), Quality Austria and TÜV (an organisation that certifies and trains on international standards) for EFQM and ISO certification^{46,47}.

For the public sector, the KDZ CAF Centre serves as the primary contact point for external feedback procedures that culminate in the Effective CAF User Label. Public sector organisations can submit their applications for this label to the CAF Centre, which then initiates the official CAF label process. KDZ oversees the entire project management for applicants, and organises annual meetings for professional CAF feedback practitioners. The agenda of the annual CAF conferences includes the official awarding of the CAF-labelled organisations. In 2020, a total of 17 organisations were awarded the Effective CAF User Label by the CAF Centre⁴⁸.

Belgium

Belgium is a federal state in which the federal level works on matters regarding the whole territory of Belgium, including most of its international relations. The level of public administration is more complex, as it includes a distinction between communities (gemeenschappen) and regions (gewesten). There are three regions, based on geographic territory: the Flemish region, the Walloon region, and the Brussels-Capital Region. There are also three communities, based on language: the Dutch-speaking Flemish community, the French community and the German community⁴⁹.

The federal government holds the defining functions of the state (police, defence, foreign affairs). Fiscal administration and policies are largely part of the federal portfolio as is social security. However, the regions and communities have a wide array of personal and place-bound responsibilities, especially in terms of budget and staff, education, and welfare. Regions obtain most of their funds from the federal government, based on a complicated set of distribution criteria⁵⁰.

QM in public administration was very actively promoted in Belgium in the early 2000s, for example by organising quality conferences and then adopting CAF. As a result of these dissemination efforts, almost 300 public organisations (including the judicial and education sectors) implemented the CAF model⁵¹. QM in public administrations is a continuous point on the political agenda in Belgium, and a number of QM frameworks (such as CAF, EFQM, ISO, Six Sigma) and tools (e.g. Afnor, BSC, business process re-engineering, CRM, risk assessment) are used in public sector organisations in Belgium^{52,53}.

Strategic Documents and Policies

Strategic documents in the government priorities: The Royal Decree of 15 May 2022 on organisational control within certain departments of the federal government formalises in its Article 7 an annual reporting mechanism relating to the control of the public administration (PA) organisations and their organisation's control system. The purpose of this annual reporting is – on the one hand – to increase the extent to which management adapt their activities and to create the conditions necessary to offer

⁴⁶ Interview AUT_1

⁴⁷ Survey_2

⁴⁸ Prorok, T., & Parzer, P. (2021). *Transforming Public Administration with CAF – 20 years of the Common Assessment Framework*. Vienna: NWV Neuer Wissenschaftlicher Verlag.

⁴⁹ EC/EIPA. (2018). *Public Administration Characteristics and Performance in EU28: Belgium*.

⁵⁰ Ibid.

⁵¹ Ibid.

⁵² Survey_2

⁵³ Interview_1

sufficient security to the other parties, to achieve the general objectives in terms of organisational control. The report therefore includes the measures taken in relation to past assessments⁵⁴.

QM Policies

The Royal Decree stipulates that public administration (PA) organisations report their assessment of their operational plan each year (with the results achieved compared to the previous year) that takes into account the criteria in the 15 domains. Organisations are free to either directly utilise the federal guides to answer the 400 questions of the 15 domains, or to use QM approaches to prepare their output within these 15 domains. QM approaches such as EFQM, ISO, or CAF are seen as useful tools to streamline and systematise a PA organisation's efforts towards this goal⁵⁵.

The annual report must be sent to the relevant minister, Federal Internal Audit Services and **CAAF** (audit committee of the Council of Ministers). Each Minister then receives a report with the feedback written by CAAF. Syntheses of these reports and recommendations are then discussed at the Council of Ministers⁵⁶.

Federal Internal Audit (FIA)

The FIA service, created via the Royal Decrees of 4 May 2016, has developed an assessment template with 15 domains and 400 questions centred around quality and risk assessment. This helps public administrations to build an audit plan that also conforms with preparations for ISO-based assessments. It is an evaluation of the maturity of the organisation on a number of topics, which follows the PDCA cycle (Plan, Do, Check, Act).

The structure and extent of included questions is closer to the EFQM model. However, BOSA compared these 15 domains and the 9 domains CAF and there is an overlap of 70%. This means that public administrations can use the CAF to begin to prepare for their obligations under FIA, as it provides a solid base for evaluation criteria. The prepared assessment then needs to be extended, at a later stage, to specific domains such as risk assessment indicators and business continuity plans to answer all 400 questions of the FIA⁵⁷.

Regulatory status: Utilisation of QM is voluntary⁵⁸ for most public sector organisations; however, compliance with the FIA internal audit requirements is aided by implementation of QM approaches (EFQM, CAF, or ISO). There is a soft recommendation towards having at least CAF as a baseline as guidelines for CAF are available in several languages (FR, DE, NL); training is held by BOSA for CAF and business process re-engineering⁵⁹.

However, QM utilisation is mandatory for schools and local authorities. Furthermore, QM utilisation is recommended for some cooperations with international organisations e.g. the European Commission; however, no specific model is prioritised⁶⁰.

Leadership

⁵⁴ Interview_1

⁵⁵ Interview_1

⁵⁶ Interview_1

⁵⁷ Interview_1

⁵⁸ Survey_2

⁵⁹ Interview_1

⁶⁰ Survey_2

Political will: Quality management is not a distinct topic of the political prioritisation, as mentioned in the first subsection. However, the continuous support for the BOSA competence centre, mandatory quality management in schools and the mandatory FIA audits are indications for a stable political commitment to quality management in the public administration of Belgium.

Core Values

Measuring the quality of PA and citizen satisfaction: A quality barometer is established at the federal level and the regions have their own measuring regiments. Similar to other EU countries, the practice of measuring quality and citizen satisfaction on the organisational level is widespread. There are also sporadic measurements performed in cooperation with BELSPO⁶¹ and Belgian universities⁶².

Citizen charter: At the federal level, many federal public services (such as the Ministry of Civil Service, pensions office, social security office, Ministry of Finance, Ministry of Economics, Ministry of Justice, Ministry of Mobility) have described their services to the public⁶³. The Flemish region has a charter for all administrations and agencies. At the local level, a great number of administrations have described their engagement to citizens⁶⁴.

Resources

Funding

As observed in other EU Member States, there is no direct funding available for QM implementation as other focus areas such as diversity, digitalisation, and sustainable development are prioritised with direct funding options. However, due to the obligations under the FIA, it is expected that PA organisations reserve budgets for internal quality controls and the national Competence Centre BOSA offers services related to QM free of charge to PA organisations (see more under 'structure'). This means that, for example, implementation materials, guidelines, training on CAF (implementation and certification), and even some consulting services around QM are available to PA organisations.

Structure / Coordination of QM Practitioners

The minister of public affairs has to coordinate administrative reform; however, the digital agenda and ICT reforms are usually the responsibility of another minister or state secretary. The implementing QM itself is decentralised to reflect the autonomy of the regions in Belgium (according to language and geographic factors described in the introduction)⁶⁵.

Control of the outputs of the QM process (in this case reports under FIA) is centralised. The federal service for Policy and Support (BOSA), which was founded in 2017, is the main actor responsible for the administrative coordination within this mix of centralisation and regional autonomy⁶⁶. BOSA facilitates network meetings with the regions to align their programmes with the directions given by the federal government. They also aid public sector organisations to develop their strategic planning to

⁶¹ <https://www.belspo.be/>

⁶² Interview_1

⁶³ Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

⁶⁴ Ibid.

⁶⁵ Interview_1

⁶⁶ EC/EIPA (2018). *Public Administration Characteristics and Performance in EU28: Belgium*.

accommodate political prioritisations and to fulfil their report obligations in according with the requirements of the FIA⁶⁷.

BOSA itself can be categorised as a competence centre for QM in Belgium, but not as a specialised CAF centre. This is because they offer support with a range of QM frameworks and tools to aid public organisations to reach their QM goals and obligations. However, CAF is an established framework in Belgium's QM ecosystem. This is reflected in BOSA utilising their website to spread information materials on CAF; they offer training in CAF implementation (e.g. via the eCampus training platform), and support certifications. A representative of BOSA is mandated to be the National Correspondent of Belgium to the wider CAF network^{68,69}.

BOSA also works with other specialised competence centres such as NIDO (Belgian Innovation Lab for the Public Sector)⁷⁰ to organise events and to propagate the advantages of solid quality management in relation to their work (implementation of successful innovation strategies in this case).

Communication and information

BOSA does the following:

- It utilises its website to make documents (such as guidelines in all national languages) available to the Belgian QM community⁷¹ and has a Microsoft Sharepoint page specifically for QM practitioners with more detailed documents, and collaborates with universities for new publications.
- It facilitates the bi-annual meetings of the Belgian QM network to share updates and best practices and uses it as platform launch new initiatives.
- It leads a steering group across the three regions and language communities to facilitate the Procedure of External Feedback (PEF) certificate to assess the delivery of PEF certifications for CAF practitioners.
- It is also actively facilitating knowledge and access for Belgian QM practitioners to international initiatives such as the CAF wiki from KDZ and actively aid in the translations into NL, FR, DE of the EIPA CAF e-tool, quality conferences, and much more.

Best practices sharing

BOSA facilitates meetings (twice a year) and information exchange within a Belgium Quality Network with the aim to bring together expertise to develop and implement quality project. International exchange is supported, e.g. a country visit by QM practitioners to Denmark, also in cooperation with a number of universities, and even supports a PhD programme in relation to QM⁷².

Conferences: European and national quality conference information can be found, along with articles on CAF. CAF brochures can be downloaded, and there is a database with CAF applications and good practices, and links on quality in the public sector. There are more than 200 CAF applications registered. At the request of federal public organisations, the organisational development unit can provide theory and practice of using the CAF. Twice a year the Federal Institute of Training organises training on

⁶⁷ Survey_1, Interview_1

⁶⁸ Survey_2

⁶⁹ Interview_1

⁷⁰ <https://www.nidolab.be/nido>

⁷¹ [Kwaliteitsbeheer | BOSA \(belgium.be\)](#)

⁷² Interview_1

several approaches to quality management and the CAF. There is also a database on the website for all Belgian public organisations to do benchmarking.

Capacity Building

*Training*⁷³

- Training is held on CAF, ISO, EFQM, and BPR at the implementation level, and some more advanced levels.
- The CAF and PEF training are free of charge. The CAF project facilitation is also free of charge.
- Training is held by BOSA or another national academy.

Rewarding Quality

*Awards*⁷⁴:

As observed in other EU Member States, awards are given to staff for exceptional efforts within PA organisations. QM is not a specifically mentioned category in the awards; however, work within such categories is supported by an active QM approach within an organisation. Examples of these are the Employer, Sustainable, Digital, Diversity, and Innovation awards. NIDO of BOSA hosts the Annual Federal Innovation Award⁷⁵ as a platform for cross-fertilisation between the QM and innovation focus areas of the BOSA⁷⁶.

Certification⁷⁷

BOSA facilitates a number of certification schemes regarding QM in Belgium:

- PEF assessment for the CAF Network with 40 active EFAC certifiers;
- ISO 9001-2015 certificated administration;
- EMAS (Eco Management Audit Scheme) certification administration.

⁷³ Survey_1 & 2

⁷⁴ Survey_2

⁷⁵ <https://www.federalinnovationaward.be>

⁷⁶ Survey_2 & Interview_1

⁷⁷ Survey_2

Bosnia-Herzegovina

CAF was first introduced in Bosnia-Herzegovina in 2013, and since then has received an increasing interest, irrespective of the support of donors. This has been primarily thanks to effective leadership and political commitment by civil servants. Moreover, a road map and a plan of action have successfully contributed to the establishment of CAF as one of the most important QM systems in the country, with 30 current users and a growing interest in applying to its Procedure of External Feedback (PEF) with the help of ReSPA⁷⁸.

Strategic Documents and Policies

Strategic documents

The first commitment to the implementation of QM was the Revised Action Plan 1 adopted in 2011. Since then, the Council of Ministers of BiH have endorsed the implementation of CAF or ISO 9001, and tasked the Public Administration Reform Coordinator's Office (PARCO), along with other state-level institutions such as the Civil Service Agency BiH and the Institute for Standardisation, with coordinating and implementing the Operational Plan for Introducing Quality Management in state institutions from 2016 to 2018. During the initial phases the GIZ ([Deutsche] Gesellschaft für Internationale Zusammenarbeit) Programme for Strengthening of Public Institutions in Bosnia and Herzegovina, and the Good Governance Fund (GGF) of the British Embassy supported the adoption of QM⁷⁹.

The Government of the Republic of Srpska (one of the two autonomous entities forming Bosnia-Herzegovina) passed a resolution in 2017 agreeing to implement CAF within its Civil Service Agency (CSA RS – Republic of Srpska) and to promote its use in general. In 2022, the government tasked the CSA RS and the Ministry of Administration and Local Self-Government of the Republic of Srpska with advancing and encouraging QM, and adopting CAF quality standards within local self-government units⁸⁰.

In 2016, the Government of the Federation of Bosnia-Herzegovina (FBiH) endorsed the introduction of the CAF in the Civil Service Agency of the FBiH as a free and straightforward tool to facilitate the use of quality management techniques in public sector organisations. The CSA FBiH was authorised to promote and implement the CAF within the federation. Both entity institutions partnered with the KDZ/BACID II project, in collaboration with ReSPA. Under the BACID II project, the CAF was implemented in three municipalities in the Federation of BiH and in the Agency for Statistics of the RS, while ReSPA directly supported the introduction of the CAF in two ministries of the RS⁸¹.

QM is part of the Strategic Framework for Public Administration Reform 2018–2027 and a related action plan outlining targets, responsible institutions, timelines, and budgets. Moreover, CAF is included in two strategic documents: *Local Self-Government Development Strategy in the Republic of Srpska 2023–2029* and the *Plan for the Introduction of CAF Standards for Quality Management in Civil Service Bodies in the Federation of BiH 2022–2024*⁸².

⁷⁸ Survey.

⁷⁹ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁸⁰ Ibid.

⁸¹ Ibid.

⁸² Survey

QM is also the object of decisions and initiatives by agencies such as the Public Administration Reform Coordinator's Office (PARCO), the Civil Service Agency of the Federation of Bosnia-Herzegovina (CSA FBiH) and the Civil Service Agency of the Republic of Srpska (CSA RS)⁸³.

A QM road map was also drafted and adopted with the support of EIPA, the GIZ, the GGF of the British Embassy, KDZ, and UNDP⁸⁴.

Regulatory status

QM is implemented on a voluntary basis at all levels of government. The two main QM models in use are CAF and ISO⁸⁵.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction

Measuring the quality of PA

In line with the Public Administration Reform strategy, the adoption of QM is monitored and evaluated. PARCO is in charge of overseeing the reform of public administration and the implementation of the related strategy⁸⁶.

The implementation of CAF is included in the CSA RS's mid-term and annual plans, making it a regular component of CSA RS reports, which are approved by the Government of the Republic of Srpska⁸⁷.

The CSA FBiH is tasked with monitoring the plan for introducing CAF standards for quality management in civil service bodies in the Federation of BiH for 2022–2024, and submitting reports to the Government of the Federation of BiH⁸⁸.

Resources

Support

Financial support: The Austrian Government, through the Austrian Development Agency and KDZ, has funded the BACID III programme. Among its various objectives, the programme aims to enhance the quality of public administration and public services using the CAF. This project was implemented by ReSPA between 2021 and the end of 2024⁸⁹.

CSA RS funds activities aiming at introducing CAF. In the Federation of Bosnia and Herzegovina, funds for implementation are systematically allocated based on signed Memoranda of Understanding with the cantonal ministries of justice/administration and CSA FBiH⁹⁰.

Material support: PARCO and other government agencies provide informational and promotional materials on the implementation of CAF⁹¹.

⁸³ Ibid.

⁸⁴ Ibid.

⁸⁵ Ibid.

⁸⁶ Ibid.

⁸⁷ Ibid.

⁸⁸ Ibid.

⁸⁹ Survey

⁹⁰ Survey

⁹¹ Ibid.

Structure

Organisational structure

QM is implemented in a decentralised and voluntary way. For CAF, there has been interest in its adoption at all government levels. Institutions willing to adopt CAF are supported from the start of the self-assessment process by PARCO, the Civil Service Agency of FBiH and the Civil Service Agency of the Republic of Srpska⁹².

The Civil Service Agency of the Republic of Srpska includes a small QM unit. This unit is intended to have two employees focused on quality management, although currently only one position is filled. The unit coordinates between the CSA RS and the Ministry of Administration and Local Administration at the local level. For a number of reasons, primarily budgetary constraints, there are no immediate plans to fill the second position. Support from the Regional Quality Management Centre (RQMC) within ReSPA has been, and continues to be, vital for positive developments in QM in the Republic of Srpska⁹³.

In the Civil Service Agency of FBiH, QM tasks are incorporated into the job descriptions of two employees. Establishing a dedicated QM unit would be logical if the Government of FBiH emphasised QM issues more, for instance by designating the CSA FBiH as a QM research/practitioners centre⁹⁴.

It has been proposed that each institution implementing CAF/ISO or any other QM system or model should appoint a QM coordinator/contact person. This would be akin to the current practice of appointing CAF coordinators/managers but would focus on sustainability by integrating QM promotion and mentoring tasks into existing job descriptions, rather than creating a new position solely for QM⁹⁵.

Capacity Building

Training

ReSPA offers basic and advanced training on the implementation of CAF⁹⁶. In 2015, 15 individuals from PARCO and the Civil Service Agency were trained as CAF trainers. During 2016 and 2017, these trainers supported eight institutions interested in adopting the CAF model. In November 2017, a second round of training for new CAF trainers took place for further capacity building⁹⁷. In 2022–2024, ReSPA trained six public officials in CAF, while eight officials were trained as certified EFACs. EFACs are members of ReSPA/RQMC pool of EFACs/PEF Network. During the same period, ReSPA has implemented CAF in three institutions (PARCO-third cycle, CSA RS-second cycle, Agency for Gender Equality of BiH). The management of several institutions appointed representatives for the CAF 'Train the Trainers' programme, indicating that certified trainers would keep assisting other institutions interested in CAF⁹⁸.

Expert support: ReSPA helps with capacity building, the implementation of CAF, and exchanges with CAF national correspondents. PARCO and other government agencies provide expert support⁹⁹.

⁹² Ibid.

⁹³ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁹⁴ Ibid.

⁹⁵ Ibid.

⁹⁶ Ibid.

⁹⁷ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁹⁸ Ibid.

⁹⁹ Survey

Information and Communication

Publications: N/A

Conferences: A regional QM conference (organised with the support of GIZ and ReSPA) took place in 2017. Another QM conference (organised with the support of GIZ and the GGF) took place in 2019. At the conference, the PARCO coordinator and the directors of civil service agencies signed a Letter of Intent to actively enhance public service delivery by means of quality management tools, including systematic client satisfaction surveys¹⁰⁰.

Another QM conference (held online) organised by GIZ and GGF was held in 2020. Two conferences have taken place in 2024, one on the *Improvement of work of local self-governments in the Republic of Srpska using CAF* and one on the *Localisation of the work result measurement system in the Federation of BiH – implementation of the CAF*¹⁰¹.

Best practices sharing: ReSPA and GIZ collaborated to spread knowledge and reinforce capacities in relation to QM, in partnership with EIPA and KDZ. They facilitated regional networking by sharing best practices at a QM conference in 2016, primarily targeting state-level institutions¹⁰².

The Regional Quality Management Centre within ReSPA fosters and supports two regional networks, the CAF Network and the PEF Network/pool of EFACs. The CAF Network includes CAF Correspondents while the PEF Network gathers EFACs trained and certified by KDZ Austria and ReSPA (2021–2023). In cooperation with ReSPA and EIPA, there are regular CAF NC correspondents' meetings at Europe CAF Network meetings¹⁰³.

Benchmarking: N/A

Rewarding Quality

Awards

ReSPA organises the Western Balkans Public Awards, which reward excellence in the public sector and are not limited to QM. National organisations are encouraged to participate in international awards such as EPSA¹⁰⁴.

Certification/external feedback: ReSPA is authorised to act as the organiser of the PEF in the Western Balkans. This was determined by the *Memorandum on the Establishment and Operation of the Regional Quality Management Centre in ReSPA*, signed on 18 February 2021¹⁰⁵. Thanks to the support of ReSPA, CAF users can apply for the PEF for the CAF Effective User Label. In Bosnia and Herzegovina, two PEF procedures were implemented in 2023 and 2024 while three others are ongoing¹⁰⁶.

¹⁰⁰ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

¹⁰¹ Survey

¹⁰² Ibid.

¹⁰³ Ibid.

¹⁰⁴ Ibid.

¹⁰⁵ ReSPA. (2021). *Memorandum on the Establishment and Operation of the 'Regional Quality Management Center' in ReSPA*. Danilovgrad: Regional School of Public Administration.

¹⁰⁶ Ibid.

Bulgaria

Strategic Documents and Policies

The most common quality management systems and instruments used in the public administration of Bulgaria are as follows¹⁰⁷.

CAF

In the period 2007–2008, five Bulgarian public administrations applied the CAF-2006 to their initiative; the numbers have been gradually growing as the CAF culture was consolidated in the country. In the six years between 2017 and 2023, 95 organisations from all levels of the Bulgarian public administration implemented the CAF model (some of them twice, and the Institute of Public Administration, serving as the National CAF Centre, is currently applying the model for the third time).

More specifically, from these 95 organisations:

- 22 from the Central Administration;
- 17 from the Territorial Administrations under ministries;
- 19 from the Regional Administration;
- 37 from the Local Administration.

This important growth shows the relevance of the policies and actions taken by the country: The Institute of Public Administration (IPA) plays a crucial role in implementing the CAF within the Bulgarian public administration. As the primary institution responsible for training and enhancing the qualifications of Bulgarian civil servants, IPA's role expanded in 2015 when the government assigned it the function of a national centralised CAF RC in Bulgaria. This was done to boost quality management and efficiency in public administration, according to the legislation in place. Consequently, IPA became the direct beneficiary of CAF-related projects from 2014 to 2022, within Operational Programmes, co-financed by EU funds.

As a CAF RC, the IPA annually sends formal invitations to leaders of Bulgarian administrations, encouraging them to adopt the CAF model. Adoption of this model by Bulgarian public organisations is generally voluntary now, based on decisions made by their leaders. These institutions implement CAF independently but with support from the National CAF RC.

Through IPA's funded CAF projects, the Bulgarian CAF RC has offered various complimentary activities, services, and products to CAF users. These include providing CAF training and trainers/consultants to public organisations and their self-assessment teams, organising the Procedure for External Feedback (PEF), translating CAF models (CAF 2013 and CAF 2020), and supplying CAF materials and publications. Other support includes developing CAF studies, translating CAF research, organising working visits to other countries and CAF RCs, hosting the 8th European CAF meeting for Bulgarian CAF users. It has also arranged forums such as conferences and annual meetings on CAF/quality management in Bulgarian public administration. These initiatives aim to share best practices, experiences, and recommendations for implementing the CAF model in Bulgaria. Additionally, the IPA has created and maintains a dedicated CAF section on its website (<https://www.ipa.government.bg/>) with extensive information and publications on CAF.

¹⁰⁷ Survey

In 2023, the National CAF Centre created and disseminated the first Bulgarian guide for implementing CAF within the Bulgarian administration. This handbook is based entirely on the experiences and best practices of Bulgarian administrations in recent years. The centre anticipates that, alongside the CAF 2020 model, the Bulgarian guide will act as a valuable resource for leadership and self-assessment teams in Bulgarian organisations as they implement CAF.

These are some of the most important steps and achievements related to CAF in Bulgaria:

- Public Administration Development Strategy (2014–2020) and road map: this introduced requirements for Quality Management Systems within the Bulgarian Public Administration.
- The establishment of a CAF RC at the IPA was initiated in 2015.
- Legal framework: new legislative provisions on quality in public administration were introduced into the Law on Administration in 2017.
- CAF projects by IPA: special CAF projects developed and implemented by IPA were funded by Operational Programmes (OPs) for Public Administration, co-financed by the European Social Fund, specifically OP Administrative Capacity (2014–2016) and OP Good Governance (2016–2022).
- Building capacity of the National CAF RC: a network of trainers and consultants was created, trained in CAF by the European CAF RC at EIPA and the Bulgarian CAF RC.
- Promotion of the CAF model by the National CAF RC: various channels such as training, consultation, publications, and CAF forums were utilised, including annual meetings for Bulgarian CAF users.
- CAF training for Bulgarian civil servants: In 2014–2016 this was 300 trainees; 2016–2018 it was approximately 1 500 trainees; 2018–2022 saw around 1 350 trainees. The total trained civil servants in CAF, including self-assessment teams from various organisations, is over 3 000.
- CAF implementation across Bulgarian public institutions was achieved in about 100 organisations at all levels of the Bulgarian administration.
- The National Rules for External Feedback, developed by IPA in 2018, resulting in 61 public organisations receiving the Effective CAF User Label between 2018 and 2023.

ISO 9001

The ISO quality instrument is also used in Bulgaria. Between 2005 and 2014, with the support of external ISO-certified companies, 193 organisations in total from all levels of the Bulgarian public administration adopted the ISO 9001:2008 (now ISO 9001:2015) standard. This standard was primarily introduced between 2005 and 2008, covering 80% of the total organisations with ISO certification, thanks to projects within the Operational Programme Administrative Capacity, co-funded by the EU. However, after these projects concluded, the standard was neglected to some extent, especially in local government entities such as municipalities, which were the primary adopters of ISO. For instance, a 2015 study conducted by the Institute of Public Administration found that over 35% of the organisations surveyed no longer utilised the ISO standard. Currently, organisations maintaining the ISO 9001:2015 standard are relatively few due to financial constraints, and the shift of many organisations towards implementing the CAF model¹⁰⁸.

EFQM

Only the Bulgarian National Revenue Agency implemented the EFQM model in the period 2008–2009 (with the paid support of experts from abroad). This is the only instance in Bulgaria with partly applied EFQM model because of its high cost¹⁰⁹.

Strategic documents

¹⁰⁸ Ibid.

¹⁰⁹ Interview BGR_1

Quality management in the Bulgarian public administration has become a strategic and legislative priority for state organisations. The need for quality management systems was explicitly defined in the Strategy for the Development of Bulgarian Public Administration (2014–2020) and its accompanying road map¹¹⁰.

With the 2017 amendment to the Bulgarian Law on Administration, continuous quality improvement was established as a fundamental principle of administrative work (Art. 2, Para. 1, Item 8). The new Art. 64 of the Law mandates that the administration implement comprehensive quality management of its activities to achieve its strategic and annual goals effectively and efficiently, also by adopting quality management systems¹¹¹.

Regulatory status

The introduction of quality management is a binding requirement as per Art. 64 of the Bulgarian Law on Administration. Considering the history of Bulgaria, and its communist past, the government still tends to work with a top-down approach. Therefore, explicitly mandating the implementation of a QM model, such as CAF, might be the most effective way to push public organisations to do so¹¹².

Leadership

The recent political instability experienced in Bulgaria has represented a major obstacle to the adoption of QM models, for CAF. This has resulted in frequent changes in the top leaders of government organisations and in difficulties in convincing them about the potential benefits of CAF work¹¹³.

Quality Culture as a Core Value

Testing customer satisfaction: Each year, Bulgarian public administrations compile an Annual User Satisfaction Assessment Report for the previous calendar year. This report is published on the website of the respective public organisation, in accordance with the Methodology for Measurement and Management of Consumer Satisfaction, approved by the Council of Ministers¹¹⁴.

Measuring the quality of PA: The Bulgarian administration prioritises the quality of administrative services. A specific legal act, the Regulation on Administrative Services has been in effect since 2006 with amendments over the years. This regulation outlines general rules for organising administrative services, principles, and methods of administrative service organisation, quality standards, interaction with consumers, citizens, NGOs, businesses, civil society, the Ombudsman, and public mediators. It also details feedback mechanisms and methods for measuring citizen/consumer satisfaction, as well as coordination, monitoring, and control mechanisms for administrative services¹¹⁵.

The administration of the Council of Ministers, particularly the Modernisation of the Administration Directorate, oversees the national coordination of the quality of public services provided by Bulgarian public organisations. Regional governors are responsible for coordinating the quality of public services at the regional and local levels. Administrations report on the status of their administrative services annually through the Integrated Information System for the State Administration, which supports the Administrative Register¹¹⁶.

In addition, by amending the Bulgarian Law on Administration (2017), the continuous improvement of quality was established as a principle of the activity/work of the whole administration (not only for administrative services). Art. 64 of the Law introduces the administration's commitment to implement

¹¹⁰ Survey

¹¹¹ Ibid.

¹¹² Interview BGR_1

¹¹³ Ibid.

¹¹⁴ Survey

¹¹⁵ Ibid.

¹¹⁶ Ibid.

comprehensive quality management of its activities for effective and efficient achievement of its strategic and annual goals, including through quality management systems.

Resources

Financial support: Bulgarian public organisations do not have a dedicated budget for activities or projects related to quality management. There are also no government funding options available for organisations applying quality instruments such as CAF and ISO. When organisations decide to use a quality instrument or engage in quality management activities, it is done on their own, voluntary initiative within their overall budget, despite quality management being a commitment under the current Law on Administration¹¹⁷.

In practice, Bulgarian public organisations have received support for implementing the CAF model from the National CAF RC through its EU-funded CAF projects. From 2014 to 2022, the work of the National CAF RC was financially supported by specific CAF projects within Bulgarian Operational Programmes co-funded by the European Social Fund¹¹⁸. This financial support is of crucial importance to involve more organisations in the implementation of CAF. Therefore, the end of EU funding represented a significant obstacle to efforts in that direction. This has been accompanied by a shift in funding priorities, at both the EU and at the national levels, as quality is perceived to be less important than, for instance, topics such as innovation, digitalisation, and strategic planning¹¹⁹.

As a direct beneficiary, the IPA successfully developed and implemented three consecutive projects during this period¹²⁰.

The first CAF project, conducted from 2014 to 2016 within the Operational Programme (OP) Administrative Capacity, focused primarily on promoting the CAF model, creating a network of CAF trainers and consultants. This involved training them abroad at the European CAF RC, developing a training programme for CAF, and training 300 Bulgarian civil servants from various local, regional, and central administration levels¹²¹.

The second CAF Project, the introduction of CAF model in the Bulgarian administration, ran from 2016 to 2018 within the OP Good Governance. This project mainly supported Bulgarian organisations in implementing the CAF model through various activities provided by the CAF RC, such as training, consultation, and provision of CAF trainers, consultants, and materials. In 2018, during Bulgaria's Presidency of the Council of the European Union, the 8th European Meeting of CAF Users was organised in Sofia, attracting around 150 representatives from various countries. That same year, IPA/National CAF RC developed the National Rules for External Feedback based on the European PEF. Key results of this project included the training of 1 500 civil servants in CAF and the implementation of the model by 46 Bulgarian organisations¹²².

The third CAF project, Introduction of CAF in the Bulgarian administration, was an updated version of the second project and ran from 2019 to 2022 within the OP Good Governance. During this project, 48 new Bulgarian organisations applied the CAF model and underwent the PEF procedure organised by IPA. Between 2018 and 2023, 61 Bulgarian public organisations in total received the Effective CAF User Label¹²³.

After the completion of these CAF projects, the IPA has faced significant challenges due to the lack of financial support or a specifically allocated additional budget for its CAF activities. Neither the

¹¹⁷ Ibid.

¹¹⁸ Ibid.

¹¹⁹ Interview BGR_1

¹²⁰ Survey

¹²¹ Ibid.

¹²² Ibid.

¹²³ Ibid.

government nor other resources have provided the necessary funding, posing a key challenge for the continuation of these efforts¹²⁴.

Material support: As a national competence centre, the IPA has developed and provided various materials and information related to quality management for the Bulgarian public administration¹²⁵.

1. CAF Guidelines: IPA has translated and disseminated key documents such as CAF 2013 and CAF 2020 guidelines, the new Bulgarian Guide for the Process of CAF Implementation in the Bulgarian administration, and the National Rules for External Feedback¹²⁶.
2. IPA has created a comprehensive package of training materials, including presentations, practical exercises, templates (e.g. leadership orders for CAF teams, self-assessment tools/tables, self-assessment report contents, Improvement Plan templates), all of which are provided to trainers, consultants, and training organisations¹²⁷.
3. IPA is promoting (and translating) different CAF publications such as presentations, studies, research, and CAF good practices (from Bulgaria and abroad).

Structure

Organisational structure: CAF-related activities in the Bulgarian administration have until now been centralised. They have been facilitated by the IPA, which serves in addition to the National CAF RC. IPA currently employs 28 people¹²⁸. There is a special small CAF team for the work of the CAF RC. The centre supports the improvement of quality in the Bulgarian public administration by promoting and providing information about CAF, offering training and consultations for its implementation in Bulgarian organisations at all levels, and sharing good practices for CAF implementation in Bulgaria and abroad through forums, publications, studies, and other channels¹²⁹.

The Bulgarian CAF RC conducts these key activities¹³⁰:

- Promoting the CAF model: This involves disseminating information through various channels such as the CAF section on the IPA website, social media, newsletters, cartoons, events, training, consultations, and translating and publishing European CAF manuals, publications, and studies.
- Supporting CAF implementation: The centre provides information, training, consultation, materials, and templates to representatives of public administrations and their self-assessment teams, both within CAF projects and independently, to motivate and prepare them for implementing the model.
- Organising forums and conferences: Various forums, conferences, and discussions on CAF and its implementation in Bulgaria are organised to share experiences among Bulgarian organisations and develop a CAF community within the Bulgarian public administration. For the last five years, IPA has organised a special meeting every year on quality in the Bulgarian administration with the participation of Bulgarian CAF and ISO users.
- Organising study visits: The centre has arranged study visits for 40 Bulgarian organisations that have applied the CAF model to other national CAF RCs in different countries, to exchange CAF experiences and motivate continued work on quality.

¹²⁴ Ibid.

¹²⁵ Ibid.

¹²⁶ Ibid.

¹²⁷ Ibid.

¹²⁸ Interview BGR_1

¹²⁹ Survey

¹³⁰ Ibid.

- Disseminating knowledge: The centre develops, promotes, and translates CAF studies, research, and good practices both from Bulgaria and abroad.
- Building a network of trainers and evaluators: The centre builds and develops a network of Bulgarian trainers, consultants, and PEF evaluators. Special training in CAF/PEF is organised by the European and Bulgarian CAF RCs to enhance their capacity.
- Organising the Procedure of External Feedback (PEF): The institute is the National PEF Organiser. The CAF centre oversees the PEF process, and it consults organisations and PEF assessors. It also organises awarding ceremonies for organisations receiving the Effective CAF User Label.
- Developing international cooperation: The centre collaborates with the European CAF RC and national CAF RCs in other countries, participates in the international CAF group/network, and represents IPA and CAF work in Bulgaria at international CAF forums and meetings.

The Institute of Public Administration is an independent public organisation under the Council of Ministers (Bulgarian government). It is both the main training institution for Bulgarian civil servants, and the CAF RC. In particular, the institute coordinates with the Directorate of Modernisation of the Administration, which is responsible for the quality policy in the Bulgarian public administration¹³¹.

The institute independently fulfils its mission, but it is financed by the Council of Ministers, which approves and monitors the implementation of its budget. The Council of Ministers approves IPA's training programmes; the institute sends a yearly report to the Prime Minister of Bulgaria¹³².

Capacity Building

Training: Training is a fundamental element in promoting quality management and is offered in various ways by different organisations. In Bulgaria, the Institute for Public Administration is the primary training institution for the Bulgarian public administration.

The training offered by IPA can be subdivided into two main groups: **mandatory training** for newly-recruited employees and managers in public administration, for which every public organisation has a dedicated budget, and **training on topics important for public administration** grouped into **training programmes** such as management, public policies, regulations, ethics in public administration, implementation of Bulgarian legislation, and digital competence (with low fees).

IPA has developed and regularly updated training programmes on CAF for Bulgarian organisations choosing to use the model. These include a general programme to clarify and analyse CAF characteristics, benefits, structure, and application processes. Following the general programme, specialised training sessions for self-assessment teams demonstrate the practical aspects of conducting self-assessments and developing improvement plans¹³³.

IPA also organises and conducts different training in the framework of national and international projects (with the support of government and EU funding). Training offered as part of EU-funded projects is generally free of charge¹³⁴ for the trainees.

Expert Support

IPA has established a network of lecturers, consultants, and external evaluators trained in CAF and PEF by both European and Bulgarian resource centres as part of IPA's projects. These professionals

¹³¹ Ibid.

¹³² Interview BGR_1

¹³³ Survey

¹³⁴ Interview BGR_1

are associate members of the National CAF RC and participate in CAF training, consultations, and PEFs provided by IPA for civil servants and public organisations implementing the model¹³⁵.

Information and Communication

Publications: The IPA website has a dedicated CAF section, which has been recently expanded. Information can be found on organisations that implemented CAF and which ones have received the Effective CAF User Label. Additionally, detailed information is available on the achievements of CAF in Bulgaria and the role of the institute¹³⁶.

Moreover, in the CAF section on the IPA website, several publications are available¹³⁷:

- Bulgarian and European studies and research:
 - research on quality management systems in Bulgarian state administration (IPA 2015);
 - two Bulgarian collections of good practices of Bulgarian public administrations on the implementation of the CAF model (IPA 2018, 2021);
 - a study on perspectives for CAF implementation in Bulgarian public administration, which includes summary information and analysis of the opinion of Bulgarian CAF users – such as lessons learned and recommendations for CAF implementation (IPA 2018);
 - a study on the effectiveness, efficiency, and sustainability of the CAF model in the Bulgarian state administration (IPA 2022);
 - a study of the Slovenian CAF RC Impact of CAF on HR Management and People (2021), the translated version of CAF in Education – 2013.
- A series of presentations on various QM-related topics, presented at the Bulgarian annual forums on quality in the Bulgarian administration by Bulgarian and foreign experts, as well as representatives of Bulgarian and European institutions.
- A series of CAF e-newsletters with information about CAF projects, events, news, and Bulgarian organisations implementing CAF. Additionally, interviews with experts on CAF and CAF videos are also available.

Conferences: The National CAF RC has organised numerous CAF/Quality events over the years. Notable events include the 8th European International Meeting of CAF Users held in Bulgaria in 2018, various CAF conferences, and annual meetings on quality management in Bulgarian public administration. The IPA has held these annual meetings every year since 2020¹³⁸.

Best practices sharing: Since 2020, the IPA has organised an annual national forum on quality management in the Bulgarian administration. These forums bring together representatives from various administrative levels and those with experience in different QM instruments, alongside Bulgarian and foreign experts. Participants discuss new trends in public administration development, analyse different quality instruments, explore their advantages and disadvantages, and share experiences and best practices in their application. These forums, as well as the organised CAF conferences, facilitate benchmarking among QM practitioners and motivate new organisations to adopt QM tools¹³⁹.

Benchmarking: N/A

¹³⁵ Survey

¹³⁶ Interview BGR_1

¹³⁷ Survey

¹³⁸ Ibid.

¹³⁹ Ibid.

Rewarding Quality

As mentioned in the 'organisational structure' section, the National CAF RC trains and oversees a network of Bulgarian CAF evaluators. Although CAF has been implemented three times at IPA, there is no PEF for the institute, as evaluators cannot be Bulgarian and there is no special financial possibility for a foreign external feedback evaluation¹⁴⁰.

Awards

1. Label – Effective CAF User

Based on the PEF, IPA awards organisations that have effectively and qualitatively implemented the CAF model with the label Effective CAF User. The procedure is free for the organisations and IPA pays for the work of the evaluators¹⁴¹ (under the CAF projects). The certificate aims to recognise the efforts and achievements of the management and employees of the respective organisation in implementing the CAF model. It also serves to support their motivation to continue improving¹⁴².

2. Good Practices Competition (e.g. EPSA)

Every year, IPA organises a national contest to showcase good practices within the Bulgarian administration across three categories¹⁴³:

- human resource management;
- technological solutions for open management and administrative service;
- social responsibility.

Public organisations from all levels of administration – central, regional, and local – are eligible to participate. A dedicated assessment team evaluates the submissions in each category, and IPA honours the winning organisations during a ceremony¹⁴⁴.

IPA publishes a collection of these recognised practices for the respective year on its website (for example, for 2023: [IPA Good Practices Collection 2023](#)), aiming to promote and inspire other public organisations to strive for improvement and innovation¹⁴⁵.

Over the years, a few Bulgarian administrations have also received awards in the EPSA competition¹⁴⁶.

Certification/external feedback

1. CAF

In 2018, the IPA developed and adopted National Rules for External Feedback, adhering to the principle that the PEF is the responsibility of each country. These national rules are an adapted version of the European procedure created by the European CAF RC in 2009 and updated in 2013. The rules designate the institute as the National Organiser of the PEF in Bulgaria¹⁴⁷.

In recent years (2018, 2020, 2021, 2022, and 2023) IPA has organised PEFs for numerous Bulgarian public organisations that have applied the CAF model. IPA has supported the implementation of this procedure through various activities, including organising specialised training for Bulgarian experts to

¹⁴⁰ Interview BGR_1

¹⁴¹ Ibid.

¹⁴² Survey

¹⁴³ Ibid.

¹⁴⁴ Ibid.

¹⁴⁵ Ibid.

¹⁴⁶ Ibid.

¹⁴⁷ Ibid.

become PEF evaluators (with training provided by the European and Bulgarian CAF RCs). This includes consultations to CAF users and trained PEF assessors, providing PEF evaluators for organisations, reviewing and approving PEF reports developed by assessors according to the national rules, and making final decisions on which organisations receive the Effective CAF User Label. IPA also organises ceremonies to award these labels/certificates to the respective organisations to motivate them to continue their quality management work, and to promote the importance and benefits of the CAF label¹⁴⁸.

So far, 61 Bulgarian public organisations have received the Effective CAF User Label, with some receiving it twice due to subsequent CAF implementations. Certification and external feedback for public sector organisations' quality management efforts are not mandatory in Bulgaria, but the National CAF RC strongly encourages and actively supports Bulgarian institutions in this regard. Public organisations have not been required to pay IPA for the external feedback procedure so far¹⁴⁹.

2. ISO

Certification for implementing the ISO standard follows different rules and procedures. This process is paid, and only certified ISO companies can introduce and maintain the ISO standard over the years, upon the respective payment¹⁵⁰.

Croatia

[Disclaimer] Croatia joined the EU in 2013; therefore it was not included in previous studies on the adoption of QM in EU Member States. Therefore, the information presented here, coming from both the desk research and the survey, only refers to the period from 2013 onwards.

Strategic Documents and Policies

QM policies: In 2023 the Croatian Government approved a Decision on the adoption of Quality Management Guidelines in Public Administration, which mandates the adoption of CAF in public administration bodies. The Decision states that the guidelines '[set] a standard for increasing the level of quality of public administration, which will contribute to greater trust of users [...] and increasing the competitiveness of the Croatian economy, and should result in economic growth and development, macroeconomic stability, and quality of life of all citizens'¹⁵¹.

Other models such as ISO and EFQM are not formally recommended as the adoption of CAF was supported by EU funding (see *Resources* section below). Nevertheless, public organisations are free to implement them if they decide to do so¹⁵².

Strategic documents: Several strategic documents advocate the introduction of quality management in public administration, to improve the effectiveness and efficiency of service delivery.

Specific Objective 1 of the National Plan for Public Administration Development 2022–2027 aims to obtain a 'User-oriented public administration and efficient delivery of public services'. Establishing an

¹⁴⁸ Ibid.

¹⁴⁹ Ibid.

¹⁵⁰ Ibid.

¹⁵¹ Decision on the adoption of guidelines for quality management in public administration, 15 June 2023.

[Decision on the adoption of guidelines for quality management in public administration \(nn.hr\)](#)

¹⁵² Survey

effective quality management system in public administration represents an important step towards that goal. Implementing a management and quality assurance system in public administration is expected to enhance the quality of public services provided to citizens and businesses, improve user satisfaction with these services, and boost the efficiency and effectiveness of administrative processes¹⁵³.

According to the document, several benefits are associated with applying quality management in public administration. It caters to the unique necessities of public sector organisations and allows the development of a common language, facilitating constructive discussions among employees and management about organisational issues. It also encourages knowledge sharing and mutual learning among public administration organisations, and increased engagement among their employees. Finally, it is conducive towards data-driven decision-making and using data to assess the impact of organisations' actions¹⁵⁴.

Strategic Objective 3 of the National Development Plan Croatia 2030 aims to reach an 'Efficient and effective judiciary, public administration, and management of state property'. In the domain of public administration, several priorities are set out. These include:

- digitalising services and processes;
- improving human resources management according to the principles of professionalism, competence and quality;
- improving the functionality and sustainability of regional and local self-government;
- raising the quality and simplification of written and electronic communication of public institutions;
- encouraging the participation of citizens and the civil society in the formulation and implementation of public policies¹⁵⁵.

The National Reform Programme 2023 states the goal of introducing QM in all public administration bodies, 25 of which were set a target of Q1/2024¹⁵⁶.

Regulatory status

Decision 65/2023 establishes the mandatory implementation of CAF¹⁵⁷.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction

The European Commission's TSI for 2023 included a project – with a duration of 24 months – Measuring Citizen Satisfaction with Key State Services for Better Performance and Increased Trust. The project includes several activities aimed at enhancing public administration services related to key life events. These include developing a methodology for testing user satisfaction, creating learning materials and guidelines for crafting action plans to improve services, conducting pilot research, analysing collected data, and strengthening the capacity of relevant organisations. The ultimate goal of this project is to improve the quality of public services by focusing on the needs of users¹⁵⁸.

The National Plan for Public Administration Development 2022–2027 states that the standards for citizen treatment will be enhanced by introducing transparent communication and participation mechanisms. Improved cooperation between citizens and public administration will be fostered through effective systems for managing citizen proposals, complaints, and recommendations at the

¹⁵³ National Plan for Public Administration Development 2022-2027, Croatian Government.

¹⁵⁴ Ibid.

¹⁵⁵ *National Development Plan Croatia 2030*, Croatian Parliament

¹⁵⁶ *National Reform Programme 2023*, Croatian Government.

¹⁵⁷ Decision on the adoption of guidelines for quality management in public administration, 15 June 2023.

¹⁵⁸ National Reform Programme 2023, Croatian Government.

organisational level. Moreover, a Citizens' Charter in the Catalogue of Services and Tasks will be implemented by the end of 2024, along with a systematic measurement of citizens' satisfaction with their public service experiences¹⁵⁹.

Measuring the quality of PA: The annual report on the implementation of quality management 2023 represents the first systematic monitoring activity. It is currently in the drafting phase, and it will be completed by the end of 2024¹⁶⁰.

The Ministry of Justice, Public Administration and Digital Transformation (MJPADT) in cooperation with the Ministry of Economy and Sustainable Development has been measuring the administrative burden on citizens since 2019¹⁶¹.

In 2023, a Decision on the establishment of the Working Group for the Administrative Relief of Citizens was adopted. The members of the working group serve as coordinators for the administrative relief of citizens in state administration bodies. They provide expert assistance and information to the Ministry of Justice and Public Administration, which prepares annual reports on the administrative burden on citizens. They also contribute to drafting the methodology for citizens to submit administrative relief proposals to the Ministry of Justice and Public Administration, as part of the Action Plan for Administrative Relief of Citizens 2023–2025. Finally, they coordinate the implementation of the measures from the Action Plan under the competence of public administration bodies¹⁶².

In addition, an action plan to reduce the administrative burden for the period 2024–2025 has to be adopted in 2024¹⁶³.

Resources

Financial support

MJPADT finances the quality management IT system ESUK as the central knowledge and information system for all public administration bodies¹⁶⁴.

EU funding was also used to introduce quality management systems¹⁶⁵, measure citizens' satisfaction with key government services¹⁶⁶, and to strengthen evidence-based human resource management policies in the civil service¹⁶⁷.

In particular, an EU-funded project took place between 2018 and 2023, allowing the adoption of CAF 2020 in the Croatian public administration. The project aimed to enhance the efficiency of public administration by optimising and standardising its processes. Several activities were part of the project, such as developing quality assurance mechanisms and tools to ensure that public administration services meet the actual needs of users, building the eQMS IT system (<https://kvaliteta.gov.hr>) to support quality management in public administration. It included enhancing the competencies¹⁶⁸ of

¹⁵⁹ National Plan for Public Administration Development 2022-2027, Croatian Government.

¹⁶⁰ <https://mpudt.gov.hr/istaknute-teme-11/projekti/instrument-za-tehnicku-potporu-tsi/visedrzavni-projekt-tsi-mcp-23hr01-mjerenje-zadovoljstva-gradjana-kljucnim-drzavnim-uslugama-za-bolji-ucinak-i-vece-povjerenje/27695>

¹⁶¹ Survey

¹⁶² https://mpudt.gov.hr/UserDocsImages//dokumenti/Projekti/NPOO//MPU_Odluka_Radna%20skupina%20za%20adm%20rasterecenje%20gradjana%20NPOO_rujan%202023.pdf

¹⁶³ Recovery and Resilience National Plan 2021-2026 - C2.1. Capacity building for the development and implementation of public policies and projects (gov.hr)

¹⁶⁴ <https://kvaliteta.gov.hr/>

¹⁶⁵ Ministry of Justice and Administration of the Republic of Croatia - Introduction of quality management system in public administration of the Republic of Croatia (gov.hr)

¹⁶⁶ Ministry of Justice and Administration of the Republic of Croatia - Multi-state project: TSI MCP 23HR01 Measuring citizens' satisfaction with key state services for better performance and greater trust (gov.hr)

¹⁶⁷ Ministry of Justice and Administration of the Republic of Croatia - Multi-state project: TSI MCP 23LU02-HR EU Civil Servants Survey: Strengthening evidence-based human resource management policies and reform (gov.hr)

¹⁶⁸ <https://www.dsju.hr/kategorije-programa/?id=19>

public administration employees in quality management, and specifically in the CAF model¹⁶⁹. The project involved 124 public administration entities and over 600 officials received training on QM and CAF in particular¹⁷⁰.

Material support

Information materials regarding quality management implementation (e.g. general information, guidelines, manuals) are available on the website of the Ministry of Justice and Public Administration¹⁷¹.

The ESUK quality management system is used as the central knowledge and information system for all public sector bodies¹⁷².

Structure

Organisational structure

The Central Operational Body for Quality Management of Public Administration, situated within the MJPADT, is tasked with coordinating quality management principles and requirements in public administration. Its duties include publishing manuals, ensuring the fulfilment of QM guidelines, overseeing the skill development of public administration employees, setting criteria for entities conducting training and assessments and collaborating with national and international authorities¹⁷³. This is centred on the CAF model as Decision 65/2023 mandates its implementation, which was supported by EU funding, as explained above. Therefore, there is no interest in spending resources on other QM models, which are not formally recommended¹⁷⁴.

The Head of Quality Management, appointed by the Head of the Public Administration Body (PAB), is responsible for overseeing the establishment, upkeep, and enhancement of quality management systems, in particular for PAB¹⁷⁵. Currently, there are 192 Heads of Quality Management appointed in PABs at all levels (central, county, municipality, and agency). The national CAF correspondent is the Head of Service for Quality Management at the Ministry of Justice, Public Administration and Digital Transformation. There are three civil servants in that service, including the Head of Service¹⁷⁶.

The Working Group for Quality Management System in Public Administration was established at the beginning of 2023 by the MJPADT to enhance and harmonise methodologies, manuals, and QM systems. It also implements training programmes¹⁷⁷.

The Committee on Quality in Public Administration, consisting of several stakeholders outside public administration (academia, QM experts from the private sector, NGOs for QM, and others) will be established by the Minister of MJPADT by the end of 2024. It will monitor, evaluate, and steer the execution of the QM Guideline at the strategic level¹⁷⁸.

¹⁶⁹ [Ministry of Justice and Administration of the Republic of Croatia - Introduction of quality management system in public administration of the Republic of Croatia \(gov.hr\)](#)

¹⁷⁰ *National Reform Programme 2023*, Croatian Government.

¹⁷¹ [Ministry of Justice and Administration of the Republic of Croatia - Introduction of quality management system in public administration of the Republic of Croatia \(gov.hr\)](#)

¹⁷² <https://kvaliteta.gov.hr/>

¹⁷³ Ibid.

¹⁷⁴ Survey

¹⁷⁵ Decision on the adoption of guidelines for quality management in public administration, 15 June 2023.

[Decision on the adoption of guidelines for quality management in public administration \(nn.hr\)](#)

¹⁷⁶ Survey.

¹⁷⁷ Ibid.

¹⁷⁸ Ibid.

Capacity Building

Training: In partnership with the National School for Public Administration, two workshops on quality management in public administration are organised¹⁷⁹.

One training course is offered to officials, managerial employees, and quality management managers in public administration bodies. It aims to provide knowledge and skills on the requirements, principles, methodology, and tools for implementing a quality management system in public administration. It covers the following topics¹⁸⁰:

- quality in the context of public administration;
- organisation of quality management in the public administration of Croatia;
- guidelines for quality management in public administration;
- the role of leaders in the quality management system;
- historical overview of quality management;
- an introduction to quality management requirements under the Common Assessment Framework (CAF 2020);
- quality management approaches;
- principles of quality management;
- a systematic approach to management in public administration.

Training is also offered to managerial employees, quality management managers, and owners/process managers in public administration bodies. It aims to build up and enhance the necessary skills to implement business processes in public administration. It covers the following topics¹⁸¹:

- processes and the importance of the process approach;
- the ESUK IT system and the repository as a knowledge base on processes;
- process approach, roles in business processes;
- methods and tools for describing the existing state of the process;
- process metrics;
- work instruction for the implementation of the business process.

Information and Communication

Publications: N/A

Conferences: Annual conferences are organised. In addition, public administration employees participate in quality stakeholders' conferences where research papers are published¹⁸².

Best practices sharing: None currently, but under development¹⁸³.

¹⁷⁹ [Quality management \(dsju.hr\)](https://dsju.hr)

¹⁸⁰ Ibid.

¹⁸¹ Ibid.

¹⁸² Survey

¹⁸³ Ibid.

Benchmarking: At the level of QM self-assessment it is part of ESUK, offered to all public servants¹⁸⁴.

Rewarding Quality

Awards: None currently, but under development¹⁸⁵.

Cyprus

Strategic Documents and Policies

QM policies: No aggregate data is available that provides an overview of the use of quality management systems in public sector organisations in Cyprus. However, based on interactions with the line ministries and their respective departments, it is understood that the most commonly used quality management frameworks are ISO and CAF¹⁸⁶.

Strategic documents: There are certain references to QM in the strategic plans of some ministries for the period 2024–2026. These include the following ministries: Ministry of Finance (regarding the Citizens Service Centres (one-stop shops) which come under the Public Administration and Personnel Department), Ministry of Interior (regarding the Department of Lands and Surveys), and the Ministry of Health (regarding the State General Laboratory)¹⁸⁷.

Regulatory status: CAF was introduced by the Council of Ministers on a voluntary basis in the Cypriot public sector in 2004. It represented a crucial element of its strategy to enhance the functioning of the public sector and the quality of its services. The government encouraged and assisted with the implementation of the model, for example by including it in the Strategic, Leading and Managerial Development of the Cyprus Civil Service project. Its main focus was on training civil servants, improving management, and reinforcing leadership. The government aimed to implement CAF in all public organisations and to develop a related strategic management system¹⁸⁸.

Nevertheless, quality management systems are currently adopted on a voluntary basis and they are not mandated by regulations¹⁸⁹.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction: At the Citizens Service Centres (one-stop shops), which operate under the Public Administration and Personnel Department, a comprehensive customer satisfaction survey is carried out every three years. The latest survey, conducted in September 2023, revealed that 97.1% of the 2 458 participants were very satisfied or satisfied with the services provided at these one-stop shops¹⁹⁰.

¹⁸⁴ Ibid.

¹⁸⁵ Ibid.

¹⁸⁶ Survey

¹⁸⁷ Ibid.

¹⁸⁸ Staes, P., & Thijs, N. (Ed.). (2010). *Growing Towards Excellence in the European Public Sector. A Decade of European Collaboration with CAF*. EUPAN and EIPA.

¹⁸⁹ Survey

¹⁹⁰ Ibid.

In addition, customers visiting the one-stop shops have the option to voluntarily provide feedback on their satisfaction through a brief electronic survey, completed on tablets available at each location¹⁹¹.

Measuring the quality of PA: Each Ministry/Department decides on the evaluation of the quality of public services it offers¹⁹².

Resources

Support: Funding is generally included in the budget of each ministry and department. The Public Administration and Personnel Department offers support and consultation to other departments, and ministries, on the CAF model upon request. Additionally, informational materials and guidelines (in Greek) are provided to public sector organisations as needed. For other quality management tools, expert assistance can be sought from the private sector, including external experts or consultants¹⁹³.

Structure

Organisational structure: There is no central authority or coordinating body overseeing the horizontal coordination of quality management. Instead, each government entity independently determines the implementation of quality management systems¹⁹⁴.

Regarding the CAF, introduced to the Cypriot public service in 2005, the Public Administration and Personnel Department – responsible for developing, monitoring, and advising on public sector human resources policy – offers support and consultation to ministries and departments upon request. Additionally, the Cyprus Academy of Public Administration (CAPA), a division of the Public Administration and Personnel Department, assists with the design and delivery of CAF-related training. In January 2023, CAPA also developed a manual for CAF implementation in the Cypriot civil service and has conducted training sessions for self-assessment teams within ministries and departments on the CAF model¹⁹⁵.

Capacity Building

Training: Upon request from ministries or departments, CAPA can provide training on specific aspects of quality management systems. In the past, support has been given for implementing the CAF model to self-assessment teams within ministries and departments, as well as for enhancing customer service skills for staff at one-stop shops. Additionally, CAF implementation is included as a module in a broader e-learning programme on organisational development for public sector officials, which was recently developed with the help of external experts¹⁹⁶.

Starting in 2024, within the framework of a decentralised learning model in the civil service, ministries can request funding to finance specialised training activities aligned with their strategic plans or other commitments, such as those under the Recovery and Resilience Facility, during the annual budget preparation process¹⁹⁷.

Information and Communication

Publications: Currently, there are no systematic communication efforts¹⁹⁸.

¹⁹¹ Ibid.

¹⁹² Ibid.

¹⁹³ Ibid.

¹⁹⁴ Ibid.

¹⁹⁵ Ibid.

¹⁹⁶ Ibid.

¹⁹⁷ Ibid.

¹⁹⁸ Ibid.

Conferences: As part of ongoing improvement efforts, certain semi-public organisations (such as Cyta) may periodically take the initiative to organise conferences involving companies and public sector entities. These events focus on exchanging best practices related to quality management systems¹⁹⁹.

Best practices sharing: N/A

Benchmarking: N/A

Rewarding Quality

Awards: N/A

Certification/external feedback: Certification or external feedback is determined by each public sector organisation (ministry or department) according to the quality management tool they opt to implement. For instance, Citizen Service Centres receive ISO9001 certification annually²⁰⁰.

Czech Republic

Strategic Documents and Policies

QM Policies: The **Methodological Guideline for Quality Management in Service Offices** is applied in service offices governed by the Civil Service Act No 234/2014 Coll. (collection of laws). This guideline, expressed through improvement criteria, is the standard for quality in the Czech Republic²⁰¹.

The aim of the Methodological Guideline was to provide service authorities with a comprehensive framework and approach to help those with less experience in quality management. This framework aimed to improve the prerequisites for the successful implementation of defined improvement criteria, thereby enhancing the management of service offices²⁰².

The Methodological Guideline outlined the mandatory minimum quality standards to be introduced in all service offices from 2018 to 2021. It was based on the government-approved Methodology for the Implementation of Quality Management in Service Offices. It considered existing practices of public administration authorities in the Czech Republic, results from pilot testing, and conclusions from the Ministry of the Interior's 2016 Analysis of the Use of Quality Methods in Public Administration. Additionally, the guideline incorporated findings from a questionnaire survey on selected quality management principles in service offices using the CAF model²⁰³.

The guideline applied to all employees of service offices as defined by the Civil Service Act and to those working in service offices under Act No 262/2006 Coll., the Labour Code. The steps outlined in the individual improvement criteria measures were intended primarily for senior staff of service authorities at all levels and their authorised employees, who share responsibility for implementation and fulfilment²⁰⁴.

¹⁹⁹ Ibid.

²⁰⁰ Ibid.

²⁰¹ Survey

²⁰² *Methodological Guideline for Quality Management in Service Offices*, Ministry of the Interior of the Czech Republic, Section for Civil Service, 2018

²⁰³ Ibid.

²⁰⁴ Ibid.

The deadline for completing the implementation of the quality management system in service offices was 30 June, 2021²⁰⁵.

Moreover, a specific methodology is used for assessing the degree of fulfilment of the requirements of the Methodological Guideline²⁰⁶.

Relevant documents, outputs, and the history of implementing these requirements are available in Czech at <https://www.mvcr.cz/sluzba/clanek/podpora-zavadeni-rizeni-kvality-ve-sluzebnich-uradech.aspx>²⁰⁷.

The most commonly used QM systems used are ISO 9001, ISO/IEC 27001, CAF, Local Agenda 21, and CSR (corporate social responsibility). Various methodological materials are available for municipalities to implement and develop quality management²⁰⁸.

CAF was first used in the Czech Republic in 2001. Simultaneously, the Czech government started organising quality conferences and awards aimed at promoting the implementation of CAF as well as other models, and a Quality Support Centre was established. One of its aims was to directly support the implementation of CAF. Finally, a series of CAF handbooks were published, for central and local governments as well as for regulators and schools²⁰⁹.

In 2017, the Ministry of the Interior published Methodological Recommendations on Quality Management for local self-government units. This material provides guidance for introducing quality management in local public administration, covering strategic management, financial management, process management, product and service management, customer relationship management, and personnel management. The methodological recommendations are available at <https://www.mvcr.cz/soubor/metodicke-doporuceni-k-rizeni-kvality-v-uzemne-samospravnym-celcich-2017.aspx>²¹⁰.

Strategic documents: The **Strategic Framework of Public Administration Development 2014–2020** was an overarching reform of public administration, mainly aiming to improve its quality, effectiveness, and transparency. For the implementation of quality management in public administration, the strategy formulated a wide range of activities. These included assessing the existing state of the implementation of QM methods, developing a methodology for further implementation, training employees of administrative authorities and civil servants, and offering support for QM implementation at the local level²¹¹.

The reform strategy **Client-centred Public Administration 2030** aims to prepare for the decentralisation of certain public services to bigger municipalities. The aim is to enhance intermunicipal collaboration, quality management in public administration, and the availability of public services (mainly thanks to e-government), and to encourage citizen participation²¹².

The **National Quality Policy of the Czech Republic for 2023–2030** (Government Resolution No 422/2023, Government Resolution No 562/2020) contains several objectives related to the promotion of quality in public administration. A first objective is to make the Czech public administration capable of adapting to changes in the external environment by adopting procedural and competency-based management approaches. All state administration offices will continue building on the minimum quality

²⁰⁵ Ibid.

²⁰⁶ Survey

²⁰⁷ Ibid.

²⁰⁸ Ibid.

²⁰⁹ Staes, P., & Thijs, N. (Ed.). (2010) *Growing Towards Excellence in the European Public Sector. A Decade of European Collaboration with CAF*. EUPAN and EIPA.

²¹⁰ Survey

²¹¹ *Strategic Framework for the Development of Public Administration for 2014-2020*, Czech Ministry of the Interior.

²¹² European Commission (2020). *Public Administration in the EU Member States. 2020 Overview*. European Commission, Brussels.

standards set by the Methodological Guideline for Quality Management in Service Offices. Future development of quality management systems in these offices should be guided by a government resolution reflecting current standards and international benchmarks. This will ensure continuous improvement, personnel development, adherence to process and project management, internal audits, benchmarking, ethics, and social responsibility. Mandatory education for civil servants in quality and management will be extended, professional specialisation will be deepened, and related activities within the State Service Section of the Ministry of the Interior of the Czech Republic will be developed. At the local level, the use of systemic quality management approaches will be expanded. The competencies of officials will be enhanced, and more municipalities will be encouraged to share experiences and best practices, and support benchmarking based on the scope of delegated powers. An important role in the improvement of public services will be played by digitalisation and the enhancement of government employees' IT literacy. Finally, efforts will be placed in identifying and promoting successful practices (such as the Friendly Office initiative), disseminating modern quality management procedures, and recognising authorities actively engaged in improving their management and services²¹³.

The Government of the Czech Republic has mandated the implementation of the Methodological Guideline requirements through Resolution No 214 (4 April 2018), later amended by Resolution No 180 (22 February 2021). Prior to this, the Methodological Recommendation on Quality Management Training for Civil Service Employees was approved by the Government Council for Public Administration on 16 December 2016. The Methodology for the Implementation of Quality Management in Civil Service Offices was endorsed by Government Resolution No 275 on 10 April 2017²¹⁴.

No additional government resolutions on quality management have been issued in the past six years²¹⁵.

At the local management level, organisations develop their own strategic documents, primarily focusing on sustainable development²¹⁶.

Regulatory status

The use of CAF, EFQM, the balanced scorecard, and client charters is recommended. As part of the European Social Fund (ESF) project Promotion of the Professionalisation and Quality of the Civil Service and Public Administration (Reg. No CZ.03.4.74/0.0/0.0/15_019/0006173, known as the PROAK project), managed by the Civil Service Section of the Ministry of the Interior, all service offices were required to implement the improvement criteria by mid-2022. This requirement was mandated by a resolution of the Government of the Czech Republic²¹⁷.

At the local level, public administration organisations adopt quality management systems on a voluntary basis. Approximately half of the large cities and regions have experience with quality management, with some having engaged in these practices for 10–20 years. Others are applying new approaches to quality management. It is common for municipalities to integrate client-centred approaches with sustainable development practices in their quality management efforts²¹⁸.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction: In service offices, the 'customer' is typically not the citizen in a direct way. Assessing the satisfaction of 'external customers' or stakeholders is generally left to the discretion of

²¹³ *National Quality Policy of the Czech Republic for 2023 – 2030*, Czech Ministry of Industry and Trade in cooperation with the Quality Council of the Czech Republic.

²¹⁴ Survey

²¹⁵ Ibid.

²¹⁶ Ibid.

²¹⁷ Ibid.

²¹⁸ Ibid.

individual service offices. However, at the local level, municipalities conduct customer satisfaction surveys as part of their established quality management systems²¹⁹.

Measuring the quality of PA: The quality of services has not been systematically measured at the government or ministry level. Quality management efforts are primarily centred on internal operations and management of service offices, rather than on their overall policy actions²²⁰.

Resources

Financial support: The PROAK project (2017–2023) used ESF resources to support the implementation of the Methodological Guideline requirements in service offices. Additionally, during the 2014–2020 programming period, service offices received partial funding for quality management support from the Operational Programme for Employment²²¹.

Since the conclusion of the PROAK project, financial support from the Civil Service Section of the Ministry of the Interior for service offices has been very limited, as there is no separate budget allocated for this purpose. For 2024, only limited financial resources from the Quality Council budget were secured for external reviews in a few offices. There is currently no dedicated EU funding available to support quality management in service offices, and quality management is generally not included in their budgets²²².

As highlighted in the factsheet from the European Commission on the project, '[w]ithout the ESF support only some activities would be implemented and, for instance, new IT tools would not be developed. Thanks to the support the project has started various activities aiming at making some public management processes standard in the Czech state administration'²²³.

At the local level, authorities previously received financial support for introducing and developing quality management systems through the Operational Programme Employment 2014–2020. In the current programming period such support is unavailable, leading to a significant reduction in financial resources and staff capacities for quality management in public administration. Furthermore, there has been a decline in political support for quality management in the public sector over the last five years, negatively impacting the upkeep and development of quality management systems. Local self-government units now fund quality management using resources from their own budgets²²⁴.

Material/expert support

Under the PROAK initiative, substantial support was provided for introducing quality management in service offices, which included mandatory implementation of improvement criteria outlined in the Methodological Guideline. This support encompassed various activities such as producing informational brochures, organising training sessions, round-table discussions and conferences, and issuing methodological and support documents, model documents, and regulations²²⁵.

The ministry has also developed numerous methodological resources for public sector organisations to facilitate the implementation and advancement of quality management practices. Concurrently, it actively collects and disseminates examples of successful quality management practices to promote further adoption²²⁶.

Structure

²¹⁹ Ibid.

²²⁰ Ibid.

²²¹ Ibid.

²²² Ibid.

²²³ European Commission. (2020). *Factsheet on the ESF project Support to Professionalisation and Quality of State Civil Service and State Administration* (PROAK project).

²²⁴ Survey

²²⁵ Ibid.

²²⁶ Ibid.

Organisational structure: The Ministry of the Interior oversees the implementation of quality management in the public sector. Currently, the coordination of quality management in the civil service is limited to the standards outlined in the Methodological Guideline²²⁷.

More sophisticated quality management systems, such as ISO 9001 and CAF, are adopted and implemented independently by service offices, without centralised coordination²²⁸.

Another coordinating body for the implementation of the National Quality Policy is the Czech Republic Quality Council. Its role is to join forces between government and private bodies and to draft specific programmes within the National Quality Policy, which are subject to government approval²²⁹.

Capacity Building

Training: During the PROAK project, numerous training sessions and round-table events were held for service offices focusing on quality management and the Methodological Guideline. Calibration meetings for external assessors were conducted prior to external reviews following the introduction of the Methodological Guideline requirements. Additionally, limited training sessions, workshops, and facilitated presentations on quality management systems are conducted. Round-table events are also planned for personal exchanges of experiences among service offices with an external expert present to address specific topics²³⁰.

Expert support

After implementing the requirements of the Methodological Guideline, comprehensive external reviews were conducted across all key services in collaboration with experienced quality experts. This process identified good practices and provided recommendations for further improvement²³¹.

Post-PROAK, the Ministry of the Interior has sustained its support for quality management in service offices, albeit to a limited extent due to resource constraints. Current regulations restrict support for external experts in this field, stipulating that they must not be members of management or control bodies of legal entities (despite many practical challenges)²³².

Moreover, the ministry offers service offices the opportunity for external reviews of their quality management systems, financially backed by the Quality Council of the Czech Republic²³³.

Information and Communication

Publications: Publications on quality in public administration are used to promote specific quality tools or systems, share best practices, and inform about new developments in quality management. The Ministry of the Interior actively publishes relevant materials on quality in public administration²³⁴.

Conferences: Due to financial and capacity constraints, no conferences on quality management in the civil service have been held since PROAK²³⁵.

Best practices sharing: The Ministry of the Interior maintains a website with methodological materials and examples of good practices in quality management at www.mvcr.cz/kvalita and www.kvalitavs.cz. At the end of PROAK, a non-public web portal was created for service offices to share best practices and experiences, which continues to be used²³⁶.

²²⁷ Ibid.

²²⁸ Ibid.

²²⁹ Ibid.

²³⁰ Ibid.

²³¹ Ibid.

²³² Ibid.

²³³ Ibid.

²³⁴ Ibid.

²³⁵ Ibid.

²³⁶ Ibid.

Benchmarking: Comparing public organisations' performance is considered a crucial method to promote quality. A first instance of this practice in the Czech Republic in 2000 was limited to six cities and focused on waste management. A subsequent project, called Benchmarking in the Area of Extended Powers of Municipalities of the 3rd Type involved 49 municipalities and measured 30 areas of performance in multiple iterations. Municipal employees were the drivers of the project, as they decided which areas to focus on, according to their relevance. The exercise highlighted good and bad performers, and generated useful data on performance management, which allowed municipalities to learn from the best practices of others²³⁷.

Moreover, as mentioned previously, benchmarking is mentioned in the National Quality Policy of the Czech Republic for 2023–2030 as an important component of the future development of quality management systems.

Rewarding Quality

Awards: The Ministry of the Interior holds a contest every year for the Ministry of the Interior Awards for Quality and Innovation in Public Administration. This contest is open to service offices and local self-government units, recognising those that have adopted quality management systems such as CAF, ISO 9001, MA21, EFQM, CSR, and Methodological Guideline materials prepared by the Ministry of the Interior. The awards acknowledge organisations that have recently adopted quality management systems as well as ones with a longer history of using quality management. Innovative projects are also rewarded, for example in the domain of client/employee relations and in the digital domain. Additionally, the ministry runs a Friendly Office contest, recognising offices for their client-friendliness, effective communication, and accessibility of services including digital services²³⁸.

Certification/external feedback

Service offices were required to implement a quality standard through improvement criteria outlined in the Methodological Guideline (under PROAK). After this standard was introduced, an initial mandatory external review was conducted. Subsequent external reviews are optional and depend on the Civil Service Section of the Ministry of the Interior's available budget²³⁹.

Certification of quality management systems, such as ISO 9001, is not directly mandated for service offices but is left to the discretion of the appropriate authority²⁴⁰.

In the Czech Republic, various organisations provide training, support, and assistance for implementing quality management systems. Public sector organisations often seek these providers to implement and obtain certification for quality management systems²⁴¹.

Local organisations using management systems based on ISO 9001 or ISO/IEC 27001 standards can opt for certification, as there are certification bodies available in the Czech Republic. However, adopting and certifying these quality management systems remains voluntary²⁴².

There is no tool for CAF external feedback in the Czech Republic.

²³⁷ Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

²³⁸ Survey

²³⁹ Ibid.

²⁴⁰ Ibid.

²⁴¹ Ibid.

²⁴² Ibid.

Denmark

[Disclaimer] The current information includes only information based on the previous country mapping by Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

Strategic Documents and Policies

Strategic documents

The National Modernisation Programme is the primary strategy for development and quality improvement in the public sector in Denmark.

Part of the Modernisation Programme is a strategy of digitalisation, a forum for top executive management, a strategy for organisation and conduct in the public sector, a deregulation programme, a strategy for a more efficient public sector, and a quality development strategy.

In 2007, the Quality Reform programme was proposed by the government. This reform is a grand plan for the development and quality of the public sector. Today, there are agreements in place between the political parties and the labour unions concerning the majority of initiatives in the reform.

Quality Management has been one of the backbones of the Danish Modernisation Programme since 2002. A number of initiatives have been launched in relation to this programme.

Codex for good top executive management: The Danish Forum for Executive Management published the codex in 2005. The codex presents nine central recommendations for top executive management.

The lessons learned are that many top executive managers have been more aware of the importance of management and the fact that management discussions across the public sector are highly valuable.

Principles for good public service: The government, the Danish Regions and Local Government Denmark (LGDK/KL) published nine principles for good public service in 2007. The principles are meant to lead the way to a dialogue between and within public institutions about what good public service is about. The process of spreading the use of the principles in public institutions at state, regional, and local level is taking place currently.

Efficiency strategies: The Danish Government does not demand the use of any specific tools or methods; however, since 2003 all ministries have been obliged to formulate an efficiency strategy every year. This strategy must describe how the ministry works with quality and efficiency. The Ministry of Finance evaluates these strategies.

Regulatory status

Voluntary.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction: The following was undertaken.

- 2000: citizen satisfaction;
- 2003: customer satisfaction (local level);
- 2003: customer satisfaction (cooperation between state and local level).

Local Government Denmark (LGDK/KL) produced a guide to how municipalities can conduct customer satisfaction tests. The guide is called the KL-compass and asks a number of questions related to customer satisfaction tests, such as which areas should be measured, what the analysis options are, how big the expenses are, and how the survey can be carried out.

Measuring the quality of PA: This is partly in use.

Quality contracts: As of 2010, municipalities will make quality contracts with citizens that will include clear and quantitative goals within each service area. The municipalities will evaluate their efforts every year and communicate the results to citizens.

Resources

Financial support: None

Material support: None

Structure

Organisational structure

Ministry of Finance: Since the start of the 1980s the Ministry of Finance has been the driving force behind the Modernisation Programme, in which many quality management elements are located. The Ministry of Finance is in charge of implementation of the majority of initiatives in the Quality Reform.

Centre for Development of Human Resources and Quality Management (Statens Center for Kompetence- og Kvalitetsudvikling – SCKK): This secretariat for quality management was established in 1999 by the Ministry of Finance and the major public labour organisations: AC, FTF, and LO. The secretariat develops and communicates knowledge on quality management. Furthermore, concrete dissemination of the CAF and Excellence Model takes place through training, networks, and events.

Capacity Building

Training: Training is carried out by private sector organisations that operate with official licences from the EFQM. Furthermore, the SCKK carries out introductory training for managers and quality consultants regarding CAF.

Expert support: Yes, for CAF.

Information and Communication

Publications: Yes

Conferences: The SCKK arranges quality management conferences on a regular basis. Major events were held in 2003, 2005, and 2007, and training, network events, and smaller conferences take place on an ongoing basis.

Best practices sharing: Good practices are being shared via the Danish Quality Award. The award is given to a public institution which can be seen as a role model for other public institutions.

Furthermore, most of the conferences and network events arranged by the SCKK have at the core the sharing of best practices between organisations, as case studies are always incorporated in the formats.

Benchmarking: Benchmarking is systematically used by the organisations that apply the Excellence and KVIK models. The institutions KREVI and IKAS both systematically conduct benchmarking analyses for the government by comparing municipal and regional job solving in a number of different areas. Benchmarking of indicators and results is also widespread at the local government level.

Rewarding Quality

Awards: Danish Quality Award

Certification/external feedback: N/A

Estonia

Strategic Documents and Policies

QM Policies: The Estonian public administration is decentralised and all decisions about QM are taken in each organisation. There are no regulations except those on internal control systems (including the mandated management systems)²⁴³.

The most frequently used QM system is ISO (with or without certification), CAF, and balanced scorecards²⁴⁴. CAF was introduced in the Estonian public sector in the first decade of the 2000s starting from the Ministry of Finance, which took the initiative of promoting its use. This consisted of increasing knowledge about QM, and encouraging self-assessment and benchmarking practices²⁴⁵.

Strategic documents: The strategic development documents encompass the long-term development plan Estonia 2035 (approved by parliament), general policy principles (ratified by parliament), a sectoral development plan (endorsed by the government), and a programme (sanctioned by the minister) as per the State Budget Act. Since 2017, it has not been mandatory to formulate a development plan for governmental areas, which previously included organisational development components. Nonetheless, the [Estonia 2035](#) long-term development plan stresses the importance of enhancing the quality and accessibility of public services offered by central and local governments²⁴⁶.

Consequently, an increasing number of public service organisations are creating their own development plans. Although these plans are not officially part of the strategic document system as defined by the State Budget Act, they help organisations align with their goals and measure the standards of internal and public services. This approach also underscores a commitment to strategic planning and evaluation, quality management, organisational development, and risk management²⁴⁷.

This trend is also observed at the local administrative level, where there are no strategic or policy documents explicitly promoting QM²⁴⁸.

Regulatory status: The use of CAF is recommended, whereas the adoption of the other QM tools is on a voluntary basis²⁴⁹.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction: Since 2016, local governments have regularly conducted assessments to gauge citizen satisfaction with their services. This data provides an overview of the services offered by each local authority, enables comparison of service levels, and raises public awareness about the

²⁴³ Survey

²⁴⁴ Ibid.

²⁴⁵ Staes, P., & Thijs, N. (Ed.). (2010). *Growing Towards Excellence in the European Public Sector. A Decade of European Collaboration with CAF*. EUPAN and EIPA.

²⁴⁶ Survey

²⁴⁷ Ibid.

²⁴⁸ Ibid.

²⁴⁹ Ibid.

organisation of local services. This information can be accessed on the My Municipality website: <https://minuomavalitsus.ee/en/local-government-units>²⁵⁰.

At the central government level, the Ministry of Economics and Communication has recently developed a maturity evaluation scale to facilitate the assessment of public services. There are centrally developed recommendations for collecting feedback from public service users and target groups, although organisations are free to develop their own feedback systems²⁵¹.

Measuring the quality of PA: The quality of services provided by local governments is measured and disclosed on a central website (www.minuomavalitsus.ee), with data being reviewed annually. In contrast, the services provided by state institutions follow various practices regarding the frequency of their evaluations; the data are not collected in a centralised database²⁵².

Resources

Support: Financial – in general, there is no financial support provided; public authorities are responsible for implementing QM through their own budgets. However, there might be funding available for the development of e-services, often financed by the EU²⁵³. Material – Estonia could significantly benefit from EU initiatives that provide QM information materials and (e-)training²⁵⁴.

Structure

Organisational structure: The Estonian public administration is decentralised, hence there are differences in terms of the adoption of QM between public organisations. Several of them have established their own QM principles, such as the Estonian court system, Youth work, Tallinn University, and the North Estonia Medical Centre²⁵⁵.

Central coordination primarily involves training and raising awareness of QM principles within the public sector. There are also centrally coordinated networks of organisation developers (managed by the Ministry of Finance) and service coordinators (managed by the Ministry of Economic Affairs and Communications)²⁵⁶.

To enhance service quality, particularly user-centric (e-)services, the Ministry of Economic Affairs and Communications has developed a toolbox for designing and improving these services²⁵⁷.

The Estonian Quality Association, a non-profit organisation founded in 1991 with the aim of supporting QM in the public and in private sectors, plays an important role in the promotion of QM in Estonia. It collaborates with both Estonian and international professional organisations, such as the European Organisation for Quality (EOQ), EFQ, and the American Society for Quality. Through its network, it facilitates the exchange of diverse and current international information, methodologies, practices, and contacts in the fields of quality and management, including training and certifications for quality managers and specialists. It also hosts development events for its members and anyone who is interested in quality, featuring recognition and development initiatives such as the Estonian Excellence Award, the EFQM Recognition Scheme, the Estonian Public Sector Quality Award, and the Estonian Tourism Quality Programme²⁵⁸.

²⁵⁰ Ibid.

²⁵¹ Ibid.

²⁵² Ibid.

²⁵³ Ibid.

²⁵⁴ Ibid.

²⁵⁵ Ibid.

²⁵⁶ Ibid.

²⁵⁷ Ibid.

²⁵⁸ [Estonian Association for Quality - Eesti Kvaliteediühing \(eaq.ee\)](http://Estonian Association for Quality - Eesti Kvaliteediühing (eaq.ee))

Capacity Building

Training: The Estonian Quality Association regularly organises training and development programmes²⁵⁹.

Information and Communication

There are centrally managed networks of organisation developers and service coordinators that share best practices and occasionally conduct training. The Estonian Association for Quality also encompasses a broad network of quality-focused individuals from both the public and private sectors, offering training, seminars, development programmes, and more²⁶⁰.

Conferences: The Estonian Quality Association regularly organises conferences²⁶¹.

Best practices sharing: In addition to quality conferences, there are activities aiming to promote and raise awareness about good practices. In Estonia, state agencies recognise the value of learning from each other, also internationally²⁶².

Benchmarking: N/A

Rewarding Quality

Awards: Currently there are no awards or mechanisms to recognise good QM examples²⁶³.

Certification/external feedback: Public sector organisations generally do not receive support for obtaining certifications or external feedback²⁶⁴.

²⁵⁹ Survey

²⁶⁰ [Estonian Association for Quality - Eesti Kvaliteediühing \(eaq.ee\)](http://Estonian Association for Quality - Eesti Kvaliteediühing (eaq.ee))

²⁶¹ Survey

²⁶² Ibid.

²⁶³ Ibid.

²⁶⁴ Ibid.

Finland

[Disclaimer] The current information includes information mainly based on the previous country mapping by Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

Strategic Documents and Policies

Strategic documents: There are quality policies in different sectors, and quality has also been part of many other policies – for example, a decision-in-principle of the government in 1999, Good Governance, High-Quality Public Services. There is no centralised data gathered on what QMS or QM methods the public sector organisations use; however, QMS such as ISO 9001, CAF, Lean Six Sigma, and QM tools such as balanced scorecard, satisfaction surveys, and audits are used in some public sector organisations.

QM Policies: N/A

Regulatory status: While using CAF is not compulsory in the Finnish public administration, its use is recommended. As of 2009, half of the state organisations were either CAF users or were planning to become one. Some ministries autonomously decided to implement CAF. For instance, the Ministry of the Interior decided to do so for its administrative field, as well as the Regional State Administrative Agencies, which are part of the Ministry of Finance. Additionally, a few municipalities were pioneers in the use of CAF, since they pushed for a widespread implementation within their administrations from the beginning²⁶⁵.

Leadership

QM is promoted from the top down and centralised from the Ministry of Finance and the Association of Local and Regional authorities, but it is for the organisations themselves to choose whether and how they approach QM. In some administrative fields this is formalised more clearly via top-down performance management metrics, where quality targets are set for organisations as well as targets to implement QM and to determine development goals for the coming year.

Quality Culture as a Core Value

Measuring the quality of public administration and customer satisfaction

On the aggregate level there is the Finnish Public Service barometer, otherwise the evaluation of quality of services up to the organisations themselves.

Resources

Funding: There is no dedicated national funding with the specific purpose of encouraging public institutions to adopt QMS.

²⁶⁵ Staes, P., & Thijs, N. (Ed.). (2010). *Growing Towards Excellence in the European Public Sector. A Decade of European Collaboration with CAF*. EUPAN and EIPA.

Structure/Coordination of QM Practitioners

National structure: As mentioned previously, there is some guidance from central actors, such as:

- Ministry of Finance;
- Association of local and regional authorities;
- Ministries in their own administrative fields.

But the implementation of QM is decentralised, and managed in the organisations themselves.

As a competence centre for central government and state-owned enterprises, HAUS Finnish Institute of Public Management provides training and development services in a number of fields including quality assurance via the QMS CAF. The state-owned company unit is part of the Ministry of Finance's administration, which also holds the responsibility for the company's corporate governance. Furthermore, HAUS acts as the national CAF contact point to the working group responsible for developing and promoting the use of the CAF model at the EU level. Information about CAF matters takes place at CAFfila, which is a national networking and learning platform for those working in public administration and the third sector, and those interested in quality and development²⁶⁶.

Communication and Information

Information: Publications come from outside the public sector from private publishers or consultant companies. The Ministry of Finance publishes issues a general publication *Finnish Quality Policies and Best Practices*.

Best practices sharing: Participation in events (networking, publications, and partnerships related, etc.) with topics associated with QM is encouraged but not centrally organised on a regular basis. Benchmarking/learning is promoted by the same organisations as quality management in general, e.g. the Ministry of Finance.

Capacity Building

Training: Training for QM is commissioned by public sector organisations from the private sector. There is no government training institute or organisation for this purpose.

Rewarding Quality

Awards: The latest quality conference organised at the beginning of 2008 was run as five separate events (approximately 100 participants each) in different regions of Finland, which proved to be an excellent way to gain new audiences.

Certification

Regarding CAF, after self-assessment has been concluded in an organisation, it is also possible to apply for an external evaluation by HAUS, and after the organisation has passed this, it will receive *Marvellous CAF User* recognition.

²⁶⁶ [Laadunvarmistaminen ja CAF - HAUS](#)

France

[Disclaimer] The current information includes only information based on the previous country mapping by Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration, and on preliminary desk research.

Strategic Documents and Policies

QM Policies: The first instance of a policy focusing on enhancing quality in the French public sector was developed by the French Interministerial Committee for State Reform in 2000. It mandated that all ministries and state agencies decide on their priorities for quality each year, that sufficient human resources are allocated to the promotion of quality in each ministry, and that self-assessment using CAF is carried out²⁶⁷.

A further set of actions was approved in 2007 in the context of a general review of public services, aimed at improving their delivery. These included the application of the standards set by the Marianne Charter to all ministerial departments, the execution of user surveys, and a revision of opening times of public offices to better meet the public's needs. This was complemented by new systems for the management of appointments. Additionally, the business hours and the functions of the general call centre for public services were expanded, while charges to phone public administrations were reduced²⁶⁸.

Services Publics + is a comprehensive programme aimed at improving the quality and efficiency of public services in France. It also aims to make the feedback of French citizens central to continuous improvement. It is mandatory for all administrations in contact with users²⁶⁹.

The programme is managed by the Interministerial Directorate for Public Transformation under the supervision of the Minister of Transformation and Public Service²⁷⁰.

Services Publics + is based on five pillars²⁷¹:

- public service commitments: a set of commitments are made to users across all public services;
- transparency on results: public services report on quality and user satisfaction results;
- user feedback: services implement satisfaction surveys and respond to user testimonials;
- continuous improvement process: actions to improve service delivery are identified and prioritised;
- quality service labelling: voluntary certification is organised to recognise highly committed public services.

Regulatory status: In France, the use of CSM (customer satisfaction management) and a client charter, the Marianne Charter) is mandatory. The use of ISO 9000 is recommended, while that of CAF and EFQM is voluntary²⁷².

²⁶⁷ Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

²⁶⁸ Ibid.

²⁶⁹ <https://www.modernisation.gouv.fr/ameliorer-lexperience-usagers/services-publics-plus>

²⁷⁰ Ibid.

²⁷¹ Ibid.

²⁷² Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

Leadership

Strategic documents: in France, QM is one of the components of the state reform policy, a long-term strategy to improve and simplify the functioning of public administration, and enhance the relationship between government and citizens²⁷³.

Quality Culture as a Core Value

Testing customer satisfaction: Attempting to measure the satisfaction of end-users of public services is a key element of quality management. In France, customer satisfaction has been measured since 2003 by an autonomous organisation, the Institut Paul Delouvrier. The institute introduced a barometer gauging citizens' perceptions of the quality of public services. The barometer aims to make the relevant administrations aware of the perceived quality of their services, to encourage government action on improving public services, and to inform relevant policy decisions²⁷⁴.

The 2020 edition of the barometer showed that customer satisfaction improved and that the increased digitalisation of public services helped the French public administration weather the COVID-19 crisis²⁷⁵.

The Interministerial Directorate for Public Transformation has put in place tools and methods to set up a regular evaluation of user satisfaction, with the end goal of using the information to improve the quality of public services²⁷⁶.

Users of public services can share their experience and feedback on public services on the *Services Publics* + online platform, where responses by the relevant administration are published²⁷⁷.

Finally, the Directorate maintains barometers to garner opinions from a large sample of citizens on topics such as the complexity of public procedures and public services in general²⁷⁸.

Measuring the quality of PA: The compliance of public service delivery with the quality standards set by the Marianne Charter is verified by assessors posing as users to obtain an objective evaluation. Moreover, measuring the performance of the public sector is a constitutional requirement, given that performance indicators must be presented during the budget approval process. A few of those indicators also capture the quality of public services, for instance on the level of compliance with service standards in the tax department²⁷⁹.

Resources

Support: In France, expert and material support is offered for the use of CSM, CRM, ISO 9000, and EFQM. Only material support is available for client charters, whereas the use of CAF can only rely on the support of experts²⁸⁰.

Structure

Organisational structure: The Interministerial Committee for Public Transformation was established in 2017 on the initiative of the President of the Republic (Decree 2017-1586 of 20 November 2017). Its goal is to consolidate the public transformation programme and to coordinate the actions of each ministry, following the mission of bringing public services closer to citizens and making their delivery

²⁷³ Ibid.

²⁷⁴ Ibid.

²⁷⁵ <https://www.modernisation.gouv.fr/ameliorer-lexperience-usagers/ecoute-usagers>

²⁷⁶ Ibid.

²⁷⁷ Ibid.

²⁷⁸ Ibid.

²⁷⁹ Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

²⁸⁰ Ibid.

simpler and more effective. The Interministerial Delegate for Public Transformation is in charge of overseeing the application of decisions taken by the Committee²⁸¹.

The Interministerial Directorate for Public Transformation is tasked with implementing the transformation programme formulated by the Committee²⁸².

For the *Services Publics* + programme specifically, the Directorate offers methodological support (for instance, it provides support on conducting self-assessment, and guidelines for continuous improvement and training tools) and facilitates networking between actors in charge of user relations in the public sector. It aims to encourage the exchange of good practices and the identification of improvement actions²⁸³.

The Steering Committee for the Quality of Public Services meets every six months under the presidency of the Minister of Transformation and Public Service to supervise the implementation of the *Services Publics* + programme²⁸⁴.

Capacity Building

Training: Training is a fundamental element of the promotion of QM, and is offered in several different ways by different organisations. In France, several institutes and training centres organise courses on quality management, such as the Institute for Public Management and Economic Development, the Regional Institutes for Public Administration of Lyon and Bastia, the School of Advanced Studies in Public Health, and the French Association for Standardisation²⁸⁵.

Conferences: Conferences serve multiple purposes in the domain of QM, such as sharing good practices, achievements, and information. The frequency and format of quality conferences vary across countries. Monthly regional conferences for modernisation take place in French regions, with the goal of reflecting on measures taken at the local level, and exchanging opinions and suggestions. These conferences include thematic workshops focused on sharing best practices and sessions on the crucial components of France's public administration modernisation efforts²⁸⁶.

Best practices sharing: In addition to organising quality conferences, other activities aim to promote and inform about good practices. The *France Qualité Publique* network promotes networking between different actors involved in the quality of public services²⁸⁷.

Benchmarking: Comparing public organisations' performance is considered a crucial method to promote quality. Benchmarking activities in France are promoted by the Directorate-General for State Modernisation, at both the national and the international level²⁸⁸.

Information and Communication

Publications: Publications on quality in public administration are used to encourage the use of specific quality tools or systems, share best practices, and inform about new developments in the domain of QM. Several publications in France cover these topics, such as the Marianne Charter guidebooks, publications related to the quality trophies, and the Public Management Outlook²⁸⁹.

Rewarding Quality

²⁸¹ <https://www.modernisation.gouv.fr/transformer-l'action-publique/le-comite-interministeriel-de-la-transformation-publique-citp>

²⁸² <https://www.modernisation.gouv.fr/qui-sommes-nous>

²⁸³ <https://www.modernisation.gouv.fr/ameliorer-lexperience-usagers/services-publics-plus>

²⁸⁴ Ibid.

²⁸⁵ Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

²⁸⁶ Ibid.

²⁸⁷ Ibid.

²⁸⁸ Ibid.

²⁸⁹ Ibid.

Awards: In France, the Public Service Quality Awards were launched in 2003 with the intention of making citizens aware of the government's efforts to embrace quality and strengthen the civil service's commitment to innovation and improvement. The award involves a wide variety of different domains, such as the justice, social, and welfare sectors, as well as local and regional governments. In 2007 the competition focused on the following areas: enhancing the response of users, reducing the distance between disadvantaged users and administrations, reducing administrative burden, revising user-oriented organisations, and developing the quality of internal services. Four criteria were used to assess applications: relevance, method, outcomes, and exemplary nature²⁹⁰.

The **Services Publics +** label was decided upon on 9 May 2023, by the Interministerial Committee for Public Transformation, and officially established by decree on 31 August 2023. This label replaces the previous Marianne label and recognises public administrations that are most committed to improving efficiency and quality of service to users²⁹¹.

The label is based on criteria that are part of eight commitments for all public services, such as response times, simplification of procedures, continuous improvement, and the involvement of public officials and their management in service quality²⁹².

The label applies to all public services in contact with users, including state services, public institutions, social security organisations, and public health establishments. It is awarded for three years by independent certification bodies²⁹³.

The labelling process involves²⁹⁴:

- an external audit by an independent certification body;
- a user survey to gather opinions on the implementation of Services Publics+ commitments;
- an employee survey to collect feedback on internal transformations.

Based on the results, the candidate public service may be awarded the label at a bronze, silver, or gold level²⁹⁵.

Germany

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Strategic Documents and Policies

QM policies: The Copernic reform intends to promote a welfare society. On the federal level, there is the Code of Conduct.

²⁹⁰ Ibid.

²⁹¹ <https://www.modernisation.gouv.fr/presse/qualite-et-efficacite-des-services-publics-creation-du-label-services-publics>

²⁹² Ibid.

²⁹³ Ibid.

²⁹⁴ Ibid.

²⁹⁵ Ibid.

There is also the Government Programme Slender State, the political initiative Activating the State (Aktivierender Staat), Future-oriented Administration, E-Government 2.0, Reduction of Bureaucracy and International Disk Drive Equipment and Material.

Implementation Programme for the Government Programme in 2007 and 2008.

Regulatory status: CAF is recommended.

Core Values

Public administrations in Germany use various quality management models. The most common models include the DIN EN ISO 9000 ff. series of standards, the EFQM model for business excellence, and the Common European Quality Assessment System, CAF.

The central criteria for quality assessment in all models are customer, process, employee, and result orientation. Thanks to this holistic view and approach, quality management is much more than just quality control. Rather, quality management recognises the various modernisation instruments in their interaction and only uses them optimally. Great importance is placed on the continuous improvement of processes. Experiences from this flow back into the planning, so that a control loop (plan-do-check-act cycle) is created.

It is not possible to determine which of the quality management models is particularly suitable for an authority. All three models are suitable for supporting public administration on the way to greater performance, quality, and customer and employee orientation. On the basis of these models, authority-specific quality management systems can be set up and expanded, which act as a link for the various modernisation instruments, as the individual modernisation instruments are not mutually exclusive, interchangeable, or even build on each other. The selection should be based on the specific situation of the individual authority and with regard to the objectives and needs of the individual authority.

Resources

Financial support: Only for CAF.

Material support: For CAF, ISO, and BSC.

Structure

For CAF, there is the German CAF Centre: since 2001 (Speyer) / since 2006 (BVA). Formalising the CAF process means:

- embedding the CAF process within the organisation;
- determining responsibilities;
- establishing relationships with other management tools such as BSC or strategic conferences;
- elaborating a mutual obligatory understanding of sub-criteria.

For 2008 and the following years, the CAF Centre in Cologne will concentrate its activities on the following issues:

- reports on experiences with federal CAF processes;
- promote the spreading of CAF in fairs and congresses;
- know-how exchange and transfer;
- basic help, information, and initial consultation for certain administrations.

Capacity Building

Training: This is offered by the Federal Academy of Public Administration, institutes of the 16 states, local study institutes, and private providers who are specialised in the public sector.

Expert support: Yes, for CAF.

Information and Communication

Conferences: CAF User Conferences in 2002, 2003, and 2005 with more than 100 participants; QM Exchange of Experiences since 2000, yearly with at least 30 participants.

Publications: Various CAF publications.

Benchmarking: Benchmarking takes place in the federal administration in different areas. The possibility to learn from each other takes place through engagement in the Modernisation Programme and during other events, e.g. with top management of administration authorities.

Rewarding Quality

Since 2007, only participation in the EPSA awards.

Greece

Strategic Documents and Policies

In Greece, the quality management approach is a hybrid of centralised and decentralised, top-down and bottom-up approaches.

The main systems used are CAF implementation and ISO quality management certification. Any public organisation, at any level of government, has the authority to decide whether to implement a quality policy, the scope of its application, and the quality tool to be used. Furthermore, it may seek advice from the relevant Unit for Quality & Standards in the Public Sector of the Ministry of the Interior and submit a report for evaluation and comment. It is not legally required to do so, but will cooperate with the unit to implement its improvement measures.

It is worth noting that the implementation of ISO standards for quality management systems is required for access to project funding programmes in a variety of sectors, including digital transformation. Furthermore, local governments are increasingly adopting ISO quality standards²⁹⁶.

In Greece, the adoption of quality management systems within the public sector is guided by three pivotal strategic and policy documents, each contributing to the broader objective of enhancing administrative efficiency and public service delivery.

1. National Recovery and Resilience Plan (NRRP) Greece 2.0: This ambitious plan allocates substantial investments and introduces reform measures specifically designed to upgrade the quality management practices across public services. The Greece 2.0 strategy is part of a larger effort funded by the European Union to foster economic recovery and resilience, aiming to make public services more efficient and inclusive. This involves the digitalisation of public services,

²⁹⁶ Second EIPA Survey sent to Greece

improving accessibility, and ensuring that social programmes effectively reach all segments of the population.

2. Law 4940/2022 *System of goal setting, evaluation, and incentivisation to enhance public administration efficiency, provisions for public sector human resources, and other arrangements*: Published in the Government Gazette (A' 112/14-06-2022), this law establishes a comprehensive regulatory framework for goal setting, performance evaluation, and incentivisation within the public sector. It specifically mandates the implementation of the CAF, a European quality management tool designed for the public sector. The law includes provisions for the systematic application of CAF and sets out criteria for the certification of its correct and comprehensive implementation in public organisations.
3. Ministerial Decision 2489/B/18-4-2023 *Procedure for certification and awarding a certificate of correct and integrated implementation of CAF in public organisations and regulation of specific issues*: This decision outlines the detailed procedures for the certification and awarding of certificates for the correct and integrated implementation of CAF in public organisations. It also regulates specific operational issues, ensuring that the standards for quality management are consistently applied and maintained across various government departments.

These frameworks collectively underscore Greece's commitment to adopting modern governance practices that are transparent, accountable, and oriented towards continuous improvement.

For more detailed information on the National Recovery and Resilience Plan Greece 2.0, visit the official NRRP portal provided by the Greek government: [NRRP Greece 2.0 Official Website](#).

Leadership

Additionally, Law 4940/2022 plays a significant role in the quality management framework by regulating the certification process for the correct and integrated implementation of the CAF in public organisations. The CAF is a total quality management tool developed specifically for the public sector in Europe. Law 4940/2022 ensures two aspects.

- Certification criteria and procedures are standardised: the law specifies how public organisations should implement CAF to meet the required standards for certification.
- Outcomes are improved through rigorous adoption: by regulating the certification process, the law aims to enhance the effectiveness of CAF, ensuring that its adoption leads to tangible improvements in public administration.

The combined efforts of the Unit for Quality & Standards and the regulatory framework established by Law 4940/2022 demonstrate Greece's commitment to improving public administration through structured and consistent quality management practices. These measures are intended to boost efficiency, transparency, and citizen satisfaction, aligning with broader European trends in public sector modernisation.

Quality Culture as a Core Value

Quality assessments of public services are essential components of ongoing public administration reform efforts, aligned with international mandates and national initiatives. A prime example of such initiatives is the Development of an Action Plan for Quality and Targeting. This plan specifically addresses priority conditionality 11 under Thematic Objective 11, which aims to 'strengthen the institutional capacity of public services and institutions and ensure effective public administration'. This objective forms part of the Partnership Agreement for the Development Framework 2014–2020, which is integral to the European Structural and Investment Funds strategy focused on enhancing administrative efficiency across the EU Member States (European Commission, Partnership Agreement for the Development Framework 2014–2020).

In line with these strategic priorities, comprehensive analyses, and impact assessments of the CAF applications have been undertaken across various policy domains and governance levels. These

analyses are designed to provide evidence-based insights that support informed decision-making and foster administrative improvements (European CAF RC, CAF Implementation Impact Study).

Additionally, in the healthcare sector, legislative measures such as Law 4715/2020, published in the Government Gazette A 149/01-08-2020, exemplify commitments to enhancing healthcare quality and patient safety. This law emphasises the importance of stakeholder collaboration to support evidence-based strategic planning, together with:

- 'regulations for ensuring access to quality health services – establishment and statute of the Agency for Quality Assurance in Health' (Organismós Diasfálistis Poiótitas stin Ygeía – ODIPY S.A.);
- other urgent provisions within the competence of the Ministry of Health;
- other provisions.

Its primary goals include reorganising healthcare services to improve quality, ensuring equitable access, and achieving universal coverage for the Greek population' (National Printing Office, Government Gazette).

Resources

The National Recovery and Resilience Plan (NRRP), Greece 2.0, has earmarked substantial financial resources to support the implementation of quality management within public organisations. This strategic plan is not only designed to improve the management and efficiency of public services, but also aims to reform state social measures, propelling them towards modernisation in line with European Union Directives. Greece 2.0 allocates funds across several key sectors, including digital transformation, green economy, employment, skills, and social cohesion, with a significant emphasis on enhancing public administration capabilities through targeted quality management initiatives (Ministry of Finance, Greece 2.0 NRRP).

Additionally, the National Strategic Reference Framework (ESPA) for 2021–2027 provides a comprehensive funding framework that complements the initiatives set out in the NRRP. ESPA focuses on improving the quality of services in vital sectors such as health, long-term care, education, lifelong learning, social welfare, social inclusion, and labour market initiatives. It also includes targeted investments in the tourism and culture sectors, recognising their potential to contribute to Greece's socio-economic recovery. These investments are strategically planned to bridge gaps in service delivery, promote inclusivity, and ensure sustainable development across all regions of Greece (ESPA 2021–2027, European Commission).

Together, these funding mechanisms are designed to ensure a holistic upgrade of Greece's public sector capabilities, fostering a more efficient, inclusive, and resilient public service framework. This alignment of national strategies with European funding policies is crucial for Greece's ongoing efforts to enhance public service delivery and achieve long-term socio-economic stability.

Structure

In Greece, the oversight and enhancement of quality management standards and tools are centrally coordinated by the Unit for Quality & Standards in the Public Sector, which operates under the Ministry of the Interior. This central unit is established in accordance with Presidential Decree 141/2017, which aims to strengthen the administrative capacity of public organisations by promoting consistent and effective quality management practices across all levels of government.

The Unit for Quality & Standards plays a crucial role in supervising the adoption and implementation of various quality management approaches and tools. Its responsibilities include the following:

- Developing and disseminating quality standards: The unit establishes guidelines and standards that public organisations must follow to ensure consistent quality across government services.

- Training and support: It provides necessary training and resources to public organisations, helping them understand and implement quality management tools effectively.
- Monitoring and evaluation: The unit regularly assesses the implementation of quality management practices to identify areas for improvement and ensure that the standards are met effectively.

Capacity Building

The Training Institute (INEP) of The National Centre for Public Administration and Local Government provides basic and specialised training on the implementation of quality management systems, both online and in person. This is held throughout the year through structured programmes on the implementation of the CAF, ISO 9001:2015, and ISO 19011:2018 and EFQM, as well as decentralised lifelong learning programmes. As for CAF training, a 21-hour course – The Common Assessment Framework as a Total Quality Management Tool – is offered to employees and officials of the Central and Regional Administration and local authorities. The modules are:

- Total Quality Management Systems and the Common Assessment Framework (CAF);
- The guide to CAF implementation;
- The e-CAF application;
- A workshop on CAF practical applications.

The action is implemented in the framework of the National Recovery and Resilience Plan Greece 2.0 with funding from the European Union – NextGenerationEU.

INEP develops and delivers training programmes on a wide range of topics and subjects. These programmes are certified and integrated into the following sectors:

- public administration and governance;
- economy and fiscal policy;
- human rights and social policy;
- sustainable development;
- information science and digital services;
- cultural and tourist development.

The Business Administration Association and academic institutions provide the majority of EFQM training.

Information and Communication

Despite years of implementing the CAF in Greek public administration – supported by training, legal frameworks, and the commitment of quality management professionals – its integration remains insufficient. CAF is not widely recognised or embraced by civil servants, citizens, or public organisations, partly due to a lack of systematic communication. Innovative strategies are essential to engage organisational leaders and highlight the unique value of CAF in improving public sector performance. To ensure long-term success, CAF must be embedded in the organisational culture, which requires continuous training, ideally led by experienced civil servants acting as internal advisors. Sporadic efforts have proved ineffective, and consistent promotion through both traditional and social media is crucial to shift the focus from daily ‘urgent’ tasks to prioritising quality and continuous improvement. A well-coordinated communication campaign, using articles, posts, stories, and events such as world cafés, is needed to raise awareness and understanding of CAF among public servants

and society. CAF is an effective tool, but without broader awareness and a strategic communication effort, its potential will remain underutilised.

Rewarding Quality and Engagement of People

In accordance with the regulations outlined in Law 4940/2022, a biennial practice has been established for awarding distinctions to three public organisations that demonstrate exceptional performance. These distinctions are given to organisations that have achieved the highest scores in implementing the CAF over the specified period.

Hungary

Strategic Documents and Policies

QM policies: The use of CAF was extensively encouraged by the Hungarian government, starting in 2003. Even though this was not on a mandatory basis, the government introduced several incentives. A grant was launched to financially support the introduction of CAF in addition to a CAF online system, where users can access publications and a database. Moreover, since 2005 a methodological feedback system has allowed administrations to receive feedback about their implementation of CAF. Finally, the CAF questionnaire was also adapted for use in sectors such as law enforcement, pension insurance, and labour²⁹⁷.

These efforts have consistently been limited to voluntary implementation. Based on current information, only the Budapest government office and its district offices conducted a CAF evaluation in 2023. This suggests that the use of quality management systems is not widely practised in Hungary at present²⁹⁸.

Strategic documents: Government Decree 182/2022 (24 May) on the duties and powers of the members of the Government states that the Minister for Public Administration and Regional Development 'in the framework of [their] responsibility for public administration quality policy and personnel policy, is responsible for preparing and implementing public administration quality policy, including the development of the principles of public administration quality policy, and the professional and methodological rules for the application of quality management procedures²⁹⁹'.

Regulatory status: The implementation of quality management systems is voluntary, and each department can decide on implementing QM systems³⁰⁰.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction: In Hungary, the primary and most crucial public service providers are the integrated customer service offices, where citizens and businesses can conveniently access a wide range of public services. Recognising the importance of evaluation, an online system for measuring customer satisfaction was launched in September 2021. This satisfaction measurement is ongoing and can be easily accessed by customers at any time through the website³⁰¹.

²⁹⁷ Staes, P., & Thijs, N. (Ed.). (2010). *Growing Towards Excellence in the European Public Sector. A Decade of European Collaboration with CAF*. EUPAN and EIPA.

²⁹⁸ Survey

²⁹⁹ Ibid.

³⁰⁰ Ibid.

³⁰¹ Ibid.

The capital and county government offices, which oversee the operation of the customer service centres, are regularly updated with the results of these measurements, providing them with direct feedback on both positive and negative experiences³⁰².

Measuring the quality of PA: N/A

Resources

Financial support: Currently, there is no available financial support to implement quality management systems, but in the last decade several government offices adopted CAF thanks to the support of EU funds³⁰³.

Material support: Academic publications offer valuable insights for thoroughly understanding QM systems and using them correctly. The CAF 2020 model's user guide offers ample information to help users implement the tool effectively³⁰⁴.

Structure

Organisational structure: Considering that the implementation of QM is voluntary, there are no coordinating bodies³⁰⁵.

Capacity Building

Training: Due to the low number of quality management system users in the public sector, no training is currently organised³⁰⁶.

Information and Communication

The Hungarian CAF website (https://caf.kim.gov.hu/dc_caf.dll/#PAGE) emphasises the significance of the tool. It also features good practices that can help users understand the model's benefits. Additionally, academic studies have been published to raise awareness about quality management³⁰⁷.

Conferences: Due to the low number of quality management system users in the public sector, there are currently no such events³⁰⁸.

Best practices sharing: N/A

Benchmarking: N/A

Rewarding Quality

Awards: Due to the low number of quality management system users in the public sector, no awards are currently organised³⁰⁹.

Certification/external feedback: For CAF, the Ministry of Public Administration and Regional Development provides, upon request of the users, an official certification that the model has been implemented³¹⁰.

³⁰² Ibid.

³⁰³ Ibid.

³⁰⁴ Ibid.

³⁰⁵ Ibid.

³⁰⁶ Ibid.

³⁰⁷ Ibid.

³⁰⁸ Ibid.

³⁰⁹ Ibid.

³¹⁰ Ibid.

Ireland

[Disclaimer] The current information includes only information based on the previous country mapping by Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration, and on preliminary desk research.

Strategic Documents and Policies

QM policies: The Quality Customer Service (QCS) policies were initially articulated in the Delivering Better Government Report, which was released in 1996³¹¹.

Subsequent developments in customer service standards included the publication of the Guiding Principles of Customer Service in 1997³¹², with an expanded version issued in 2000³¹³.

Additionally, the Guidelines for Customer Action Plans were introduced in 2000, followed by the release of the Guidelines for Customer Charters in 2003³¹⁴.

As mentioned, the QCS initiative began in Ireland in 1997 to improve customer service in the civil service, later expanding to the wider public service. The initiative is guided by 12 principles, including standards, equality, and access. Efforts to extend QCS to non-commercial state bodies started in 2005, with flexibility for organisations to implement improvements³¹⁵.

More recently in Ireland, public sector organisations predominantly adopt the CAF as a voluntary tool for self-assessment and improvement in quality management. CAF has been implemented with the support of the European CAF RC, aiming at promoting good governance and excellence. Other systems such as ISO standards and the European Foundation for Quality Management (EFQM) are also used, but CAF remains central to the quality initiatives³¹⁶.

Regulatory status: Voluntary for CAF, ISO, EFQM, and other QM models³¹⁷.

Strategic documents: The QCS initiative is an integral part of the broader Public Service Modernisation Programme. The Guiding Principles of Quality Customer Service were first published in 1997 and subsequently updated in 2000 to expand from 9 to 12 principles. Additionally, the customer charter initiative was launched in December 2002, accompanied by the publication of Customer Charters – Guidelines for Preparation in 2004³¹⁸.

Nowadays, quality management is embedded within national strategic documents, particularly under the public sector reform agenda. Ireland's public service reform initiatives, outlined in reports such as Fit for Purpose? and the Public Sector Trends series, address the need for improving public sector efficiency through structured quality management practices. This is aligned with Ireland's overall administrative and governance goals³¹⁹.

³¹¹ <http://www.bettergov.ie/index.asp?locID=168&docID=429>

³¹² <http://www.bettergov.ie/index.asp?docID=120>

³¹³ <http://www.bettergov.ie/index.asp?docID=174>

³¹⁴ <http://www.bettergov.ie/index.asp?docID=239>

³¹⁵ Zurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration

³¹⁶ [State of the Public Service Series \(ipa.ie\)](http://ipa.ie)

³¹⁷ Ibid.

³¹⁸ Ibid.

³¹⁹ [State of the Public Service Series \(ipa.ie\)](http://ipa.ie)

Leadership

Quality Culture as a Core Value

Testing customer satisfaction and measuring the quality of public administration: In the past, comprehensive surveys of civil service customers were undertaken by the Department of the Taoiseach on an annual basis. In addition, all public service organisations were actively encouraged to undertake regular surveys (as part of the customer charter process), and other satisfaction measurement and assessment techniques such as mystery shopping, focus groups, and feedback processes³²⁰.

In the past decade, the Irish government has placed emphasis on monitoring and evaluating public services. The IPA's reports highlight regular citizen satisfaction surveys and assessments of public service quality. Performance is measured through internal and external evaluations, ensuring accountability and improvement across all levels of public administration³²¹.

Resources

Support: Financial and material support for CAF, EFQM, ISO, and other QM models, but no expert support³²².

Structure

Organisational structure: The Irish QCS Initiative is managed centrally by the QCS/Communications Unit of the Public Service Modernisation Division, Department of the Taoiseach (prime minister). Government departments, offices, bodies, and agencies also have their own customer service officers and units. Parent departments are also responsible for ensuring that the various elements of the QCS Initiative are implemented in the organisations under their aegis³²³.

Capacity Building

Conferences: The Department of the Taoiseach organises quality conferences at least once per year. These conferences are held to ensure that public service organisations are aware of new and emerging trends and tools to improve customer service³²⁴.

Benchmarking: The OECD has recently undertaken a major benchmarking review of the Irish public service, comparing it with other administrations. As part of this process, the approach taken by Ireland to customer service was examined. At national level, surveys undertaken can be utilised in benchmarking across public service organisations³²⁵.

Training for QM: Customer service training is provided in public service organisations as required. From time to time, such training is provided centrally (by the Department of the Taoiseach and the Department of Finance) to customer service officers³²⁶.

Best practices sharing: Regular seminars, briefings to groups and networks, circulation of publications³²⁷.

³²⁰ Ibid.

³²¹ [State of the Public Service Series \(ipa.ie\)](http://ipa.ie)

³²² Ibid.

³²³ Ibid.

³²⁴ Ibid.

³²⁵ Ibid.

³²⁶ Ibid.

³²⁷ Ibid.

Information and Communication

Publications: The public service modernisation magazine, LINK, is published 5–6 times per year and is circulated to all civil servants. This includes details of QCS initiatives and examples of best practices³²⁸.

Rewarding Quality

Awards: At a central level, the Department of the Taoiseach organised the Taoiseach's Public Service Excellence Awards every two years, to reward and recognise projects that have illustrated particular improvement in administration or service delivery to customers. Entries are sought from all public service organisations. A selection committee then assesses and shortlists a certain number of projects. These projects are then assessed in greater depth and 20 awards are then made by the Taoiseach. There are also at least two conference events where the successful projects are presented³²⁹.

Citizen Charter: Since 2002, all Irish public service organisations are required to publish Customer Charters. The Taoiseach (prime minister) launched the Customer Charter initiative in December 2002. Under the initiative, all departments and offices are required to publish Charters based around a four-step cycle of Consultation, Commitment, Evaluation, and Reporting. Consultation with customers and front-line staff in preparation of the Charter is a commitment to clearly defined standards of service evaluation of performance against standards, reporting publicly on the outcome of the evaluation process in their Annual Report³³⁰.

Customer satisfaction: Comprehensive surveys of civil service customers are undertaken by the Department of the Taoiseach on an annual basis. In addition, all public service organisations are actively encouraged to undertake regular surveys (as part of the Customer Charter process) and other satisfaction measurement / assessment techniques such as mystery shopping, focus groups, and feedback processes.³³¹

Italy

Strategic Documents and Policies

There is a varied spread of QM systems (ISO, EFQM, CAF) with a notable divergence among various public administrations, contributing to a complex overview dependant on the sectors: for example, within the healthcare sector, an accreditation system operates alongside various voluntary QMS systems and QM tools such as CAF, balanced scorecard, ISO certifications, and so on. AGENAS (Agenzia Nazionale per i Servizi Sanitari Regionali – National Agency for Regional Healthcare Services) serving as the executive agency of the Ministry of Health, has led the development of multiple tools and performance indicators, with a particular focus on quality. Complicating matters further, given health's regional domain of competence, different regions have established distinct guidelines and oversight mechanisms concerning quality, with the Tuscany *bersagli* system standing out as a prominent example³³².

³²⁸ Ibid.

³²⁹ Ibid.

³³⁰ Ibid.

³³¹ Ibid.

³³² Survey

Another example is to be found in the education sector. In 2013, the introduction of a national evaluation system for the education sector (DPR 80) mandated every school and professional training institute to periodically produce a self-assessment performance report and formulate an improvement plan in line with the new regulations. To facilitate this, a specific national reference model has been devised³³³. Similarly, the higher education sector operates under an external evaluation system, with the Italian National Agency for the Evaluation of Universities and Research Institutes (Agenzia Nazionale di Valutazione del Sistema Universitario e della Ricerca – ANVUR) serving as the executive agency, prompting universities to embrace quality management tools³³⁴.

The Italian approach to quality management in the public sector, therefore, exhibits several characteristics³³⁵:

- There is significant heterogeneity in tools used among public administrations, which gained managerial autonomy following reforms in the mid-1990s.
- Until recently a ‘new public management’ approach, heavily influenced by the private sector, predominated. For example, there was a focus on customer satisfaction and service charters, emphasising complaint and compensation mechanisms over participation. However, more recently, there has been an emphasis on external participation of users and citizens in quality assessment.
- Quality management has often been pursued independently of broader performance management reforms and practices. However, this is less applicable in sectors such as healthcare and education, which adopt a more unified approach.

In 2006, the Directive on a Quality Public Administration was issued by the Minister for Reforms and Innovation in Public Administration³³⁶. The Directive laid out five main points of action:

- Promote the dissemination and support for the use of self-assessment tools, and CAF in particular, and the definition and implementation of improvement plans by public administrations, identifying a target of new administrations to be involved. At the same time, support and disseminate the use of external validation of the results of self-evaluation activities by promoting the spread of *peer evaluation* practices.
- Promote the implementation of benchmarking activities on the quality of services rendered to citizens and businesses between public administrations, in areas of particular impact, in collaboration with expert associations in the sector.
- Monitor and improve the practices of measurement and analysis of the satisfaction of recipients of in-person and online services, also with the active collaboration of civil society organisations in application of the principle of horizontal subsidiarity.
- Highlight the contribution to improving the quality of services of some sectoral policies with a strong impact on the recipients of services and on public opinion.
- Introduce new mechanisms for the external recognition of the goals of excellence achieved by administrations through the implementation of continuous improvement plans and strengthen existing ones (quality and innovation awards), with the active involvement of stakeholders. Accompany the plan with appropriate communication initiatives³³⁷.

³³³ Ibid.

³³⁴ Ibid.

³³⁵ Ibid.

³³⁶ <https://www.funzionepubblica.gov.it/articolo/dipartimento/19-12-2006/direttiva-una-pubblica-amministrazione-di-qualita>

³³⁷ Ibid. machine-translated from Italian.

It is important to mention that in Italy government Directives are not legally binding, therefore they are recommendations. Hence, the 2006 Directive recommended but did not mandate the use of CAF³³⁸.

Law 113, enacted on 6 August 2021, established an integrated plan for organising and managing all public administrations in Italy, excluding schools. Known by its Italian acronym PIAO (Piano Integrato di Attività e Organizzazione della Pubblica Amministrazione – Integrated Plan of Activities and Organization of the Public Administration), it aims to streamline the numerous planning tools currently in place (for example on performance, gender equality, and corruption prevention) and address their fragmentation. The introduction of PIAO strives to improve the efficiency, effectiveness, and performance of public administration and to improve the quality of its services³³⁹.

Despite PIAO's goal to integrate different sectors of the Italian public administration, there is no reference to the use of QM models. The success of PIAO depends to a large extent on the adoption of a holistic view, which would be facilitated, for example, by the adoption of CAF as a starting point. It would also help significantly with evaluating organisational performance and creating improvement plans, which are requirements of PIAO³⁴⁰.

Leadership

While between 2005 and 2014 QM was a very important component of public administration (PA) reform, in the last decade the attention towards it has been decreasing. This is mainly due to the shifting political priorities of the different governments, which have been rather unstable. There have been several initiatives on topics that are relevant to quality such as leadership, digitalisation, and performance.

However, what has been missing is a systematic approach towards these priorities. For instance, a Directive was issued in 2023 on measuring and assessing individual performance, where leadership is mentioned as a fundamental criterion to evaluate the performance of managers in public administration³⁴¹. Nevertheless, there is no mention of a QMS such as CAF, despite leadership being one of its assessment criteria, which in turn is then connected to other areas of the organisation. In other words, the efficacy of those initiatives could have been greater by a systematic approach in coordination and with continuity between successive governments. This is also reflected in the allocation of funding to QM, which has been inconsistent and quite unstable on the basis of changes in governments and political priorities³⁴².

Quality Culture as a Core Value

In general, it can be said that there is not a sufficiently developed quality culture in the Italian public administration, and the efforts conducted have fluctuated with the different political priorities. Introducing and using a QM model such as CAF in a more institutionalised way would help the development of the necessary approach to improve quality. As Italy is a decentralised country, what is lacking is the dissemination in all levels of public organisations of quality principles, such as the ones of the CAF model³⁴³.

The Department of Public Administration has utilised the *Programma Operativo Nazionale*, which translates to National Operational Programme – the governance funding mechanism – to support projects aimed at enhancing innovation and administrative capacity, including those focused on

³³⁸ Interview ITA_1

³³⁹ [Home | Portale PIAO \(dfp.gov.it\)](https://www.funzionepubblica.gov.it/portale-piao/)

³⁴⁰ Interview ITA_1

³⁴¹ *Directive on New Guidelines on the Measurement and Evaluations of Individual Performance by the Minister of Public Administration*, 28/11/2023: <https://www.funzionepubblica.gov.it/articolo/dipartimento/29-11-2023/nuove-indicazioni-materia-di-misurazione-e-di-valutazione-della>

³⁴² Interview ITA_1

³⁴³ Interview ITA_1

performance management and customer satisfaction (citizens and businesses). Additionally, numerous initiatives have been undertaken to promote and disseminate knowledge of the CAF model across various sectors such as education, justice, and research, often accompanied by awards³⁴⁴.

Since 2009, the National Council for Economics and Labour (*Consiglio Nazionale dell'Economia e del Lavoro* – CNEL) has been issuing an annual report on public service levels and quality³⁴⁵.

Furthermore, decentralised initiatives include citizens' satisfaction surveys conducted by local government agencies as well as non-profit associations³⁴⁶.

A Directive advocating the introduction of customer satisfaction was issued in 2004³⁴⁷, followed by guidelines on the participative evaluation in public administration in 2019³⁴⁸.

Presidential Decree 105 of 2016 established the role of the Department of Public Administration in the measurement and evaluation of public administration performance. The decree mandated that the department promote and coordinate activities relating to the measurement and evaluation of public administration performance. The department should support the use of indicators in the measurement and evaluation process, ensure the comparability of measurement systems, and increase the objectivity of performance evaluation³⁴⁹.

The decree also mentions the use of external evaluation as an important tool for an objective performance evaluation. However, guidelines and instructions on how to do it were not provided. This is a recurring theme in relation to quality policies in Italy. Often the government mandates or recommends putting into practice certain procedures or activities without, however, providing the necessary guidance and resources in terms of staff and funding³⁵⁰.

In 2023, a Directive was issued outlining new guidelines on the individual performance of public administration employees, laying out several aspects to be taken into account by public administrations. They should clearly define the relationship between individual and organisational performance, appreciate the importance of performance measurement and evaluation systems for human resources management, clarify evaluation criteria and involve more actors in the evaluation (especially of managers), and introduce rewards for those who contribute the most to performance³⁵¹.

Similar to that mentioned in the Leadership section, a systematic and coordinated approach is lacking when it comes to customer satisfaction. Single organisations measure customer satisfaction, but they do so in isolation, without a proper understanding and comparison of the data. It would be necessary for the government at a high level to do more in providing the necessary instructions and to promote a truly comparative and global approach to customer satisfaction³⁵².

Moreover, in relation to the CAF model specifically, it is difficult to show the relationship between its use and customer satisfaction. It is easier to see the positive effects within organisations using CAF and

³⁴⁴ Survey

³⁴⁵ Ibid.

³⁴⁶ Ibid.

³⁴⁷ *Directive on the Measurement of Perceived Quality by Citizens*, issued by the Minister of Public Function on 24/03/2004: <https://www.funzionepubblica.gov.it/articolo/dipartimento/24-03-2004/direttiva-customer-satisfaction>

³⁴⁸ *Guidelines on the Participative Evaluation in Public Administration*, issued by the Office for Performance Evaluation at the Presidency of the Council of Ministers on 28/11/2019:

https://performance.gov.it/system/files/LineeGuidaeRifNorm/LG_Valutazione_partecipativa_28-11.pdf

³⁴⁹ Presidential Decree 105 of 9/5/2016 on Regulating the Functions of the Department of Public Administration of the Presidency of the Council of Ministers on the Measurement and Evaluation of the Performance of Public Administrations: <https://www.funzionepubblica.gov.it/articolo/dipartimento/21-06-2016/dpr-9-maggio-2016-n105>

³⁵⁰ Interview ITA_1

³⁵¹ Directive on New Guidelines on the Measurement and Evaluations of Individual Performance by the Minister of Public Administration, 28/11/2023: <https://www.funzionepubblica.gov.it/articolo/dipartimento/29-11-2023/nuove-indicazioni-materia-di-misurazione-e-di-valutazione-della>

³⁵² Interview ITA_1

participating in the PEF procedure, ideally more than once. It should be mentioned, however, that this should not be seen as an objective and quantified finding³⁵³.

Resources

Similar to Spain, Italy does not provide central funding for the implementation of quality and performance management tools in public administration. However, certain projects may have access to EU funding options through the central or regional governments³⁵⁴.

The Qualità PA website and the National CAF RC offer a digital platform containing comprehensive materials and tools necessary for conducting CAF self-assessment and improvement plans (for instance: F@CILE CAF ('Easy CAF') aiming to support self-evaluation and improvement in organisations that already implemented CAF)³⁵⁵.

Structure

In Italy, the coordination of quality management implementation in the public sector follows a decentralised approach, with managerial reforms granting high autonomy to public administrations, particularly at the local, regional, and sectoral levels³⁵⁶:

- At the central government level, the Department for Public Administration at the Presidency of the Council of Ministers serves as the reference point for leadership in quality management initiatives.
- In the healthcare sector, the National Agency for Regional Healthcare Services (Agenzia Nazionale per i servizi sanitari Regionali – AGENAS), acting as the central agency, collaborates with regions to oversee quality management implementation in healthcare organisations.
- For universities, the Ministry of University and Research, along with the National Agency for the Evaluation of Universities and Research Institutes (Agenzia Nazionale di Valutazione del Sistema Universitario E Della Ricerca – ANVUR), plays a key role in coordinating quality management efforts.
- In the school system, coordination is managed by *Invalsi* and *Indire*, which oversee quality management implementation and assessment.

A National CAF RC was established in 2006 at Formez, a private but publicly-funded entity aiming to support the reform and modernisation of the Italian public administration. Formez operates under the control and supervision of the Department of Public Administration³⁵⁷.

Formez does not have a specific budget for QM, and its budget is decided on a yearly basis. Therefore, its promotion of CAF has been on an entirely voluntary basis. Currently, it cannot participate in the Technical Support Instrument Programme (TSI) of the EU³⁵⁸.

Until recently, the CAF National Correspondent was located within the Department of Public Administration³⁵⁹.

Capacity Building

Training

Basic and specialised training on implementing quality management systems with the CAF model has been available, both online and in person, for many years in the past. However, in recent times only a

³⁵³ Ibid.

³⁵⁴ Survey

³⁵⁵ Ibid.

³⁵⁶ Ibid.

³⁵⁷ <https://www.formez.it/chi-siamo>

³⁵⁸ Interview ITA_1

³⁵⁹ Ibid.

few territorial projects promoting strategic and performance planning (such as in the Puglia region) have been organised³⁶⁰.

On its website, Formez has created a platform called ‘Syllabus’ offering training on different topics such as digitalisation, simplification, and leadership. Due to the lack of funding it cannot offer specific training on CAF³⁶¹.

When it comes to training, a more comprehensive approach would be useful. Currently, training is offered on single topics without sufficient connection between them, and without a general view of public organisations³⁶².

Expert support: Expert support is provided by the National CAF RC. There is a group of experts, which is not accessible outside the organisation³⁶³.

Information and Communication

The qualitapa.gov.it portal has primarily served this function for many years, for example by disseminating information and updates on quality-related matters. However, in recent years, the significance of quality at the national level has been perceived as diminishing, with an increasing focus on performance evaluation and the delivery of public value embedding the concept of quality. Consequently, it has become more challenging to ascertain when and where the promotion of quality is being emphasised³⁶⁴.

It has also been challenging to ensure the availability of the necessary staff and experts to properly maintain and update the portal³⁶⁵.

Conferences and best practices sharing: National conferences for exchanging best practices and networking have been held in the past. Similarly, benchmarking among CAF practitioners has been supported via the Qualità PA portal, showcasing best practices in Italy³⁶⁶.

Rewarding Quality

In the past, the national award Qualità PA, based on the CAF model, was organised three times between 2007 and 2012. However, there have been no awards or mechanisms to recognise exemplary quality management within public sector organisations in Italy since³⁶⁷.

Public sector organisations in Italy receive support in obtaining certification and external feedback for their implementation of quality management systems. The CAF external feedback procedure is regularly implemented upon demand from public administrations (PAs) by Formez in collaboration with the Public Administration Department. PAs’ participation is facilitated by a team of external feedback actors (EFACs) under the coordination of the National CAF RC, and this service is provided free of charge. However, over the last four years, the number of applications for the external feedback procedure has decreased due to the lack of funding for the centre³⁶⁸.

³⁶⁰ Survey

³⁶¹ Interview ITA_1

³⁶² Ibid.

³⁶³ Ibid.

³⁶⁴ Survey

³⁶⁵ Interview ITA_1

³⁶⁶ Survey

³⁶⁷ Survey

³⁶⁸ Ibid.

Latvia

Strategic Documents and Policies

QM policies: Quality management systems (QMS) in public sector organisations are typically implemented voluntarily, unless mandated by specific regulations. Currently, there is no overarching regulation requiring QMS adoption across the entire public sector. For example, the Education Law mandates the right to quality and inclusive education, which obligates the head of an educational institution to establish and maintain a quality management system. Different institutions adopt various QMS models, such as LVS EN ISO 9001 and Quality Management Systems. Requirements³⁶⁹.

Regulatory status: Voluntary for CAF and for other quality systems³⁷⁰.

Strategic documents: There is no separate document for quality management implementation policy, but quality is one of the central concepts in other important public administration policy planning documents³⁷¹. No separate policies have been issued to guide QM policy; however, it can be addressed in specific documents when necessary³⁷².

Leadership

In Latvia, the implementation of quality management (QM) is decentralised. Each institution's leadership has the discretion to decide whether to implement QM and if so, what type to adopt unless specified by regulations. Institutions independently choose and implement their QM strategies³⁷³.

Quality Culture as a Core Value

Testing customer satisfaction: Each public entity has the ability to carry out its own surveys or assessments to gauge citizen satisfaction with their services³⁷⁴.

Measuring the quality of PA: Since 2015, the State Chancellery has conducted the annual Public Administration Customer Satisfaction Survey. This survey assesses Latvian citizens' satisfaction with the performance of public administration institutions and captures their overall attitudes towards public administration³⁷⁵.

Resources

Financial support: Institutions typically look for funding on a case-by-case basis when choosing to implement QM within their organisation. In the past, there have been instances of utilising EU funds for the development of QM systems³⁷⁶.

Structure

³⁶⁹ Survey

³⁷⁰ Ibid.

³⁷¹ Ibid.

³⁷² Survey

³⁷³ Survey

³⁷⁴ Survey

³⁷⁵ Survey

³⁷⁶ Survey

Organisational structure: The State Chancellery coordinates the overall quality of public institutions, focusing on aspects such as reducing administrative burdens, improving regulation, enhancing effectiveness, conducting impact assessments, and strategic planning. However, detailed planning and QM implementation are left to individual institutions, which are fully responsible for managing their functions and quality management practices³⁷⁷.

Capacity Building

Training: The Latvian School of Public Administration offers a course on process management and continuous improvement, which also includes topics regarding improvement³⁷⁸.

Support: Expert support for CAF and ISO is available³⁷⁹.

Institutions seeking support for QM implementation can utilise various resources, such as qualified experts and consultants³⁸⁰.

Information and Communication

Quality conferences:

Since 2019 the State Chancellery has organised a yearly conference, *Celmlauzis* (pioneer), which brings together stories of recent and particularly successful examples of change in a wide range of fields. While it is not directly linked to quality management, it showcases good and innovative examples implemented by public administration institutions³⁸¹.

Benchmarking: There is currently no updated information available on this topic, but in the past the Ministry of Finance organised a benchmarking project together with the Ministry of Finance of Finland, and introduced CAF in 2007. It was a widely used method of learning among local governments³⁸².

Best practices sharing: Institutions seek the experiences of others, but a network of quality managers is lacking. Few examples are accessible on the Cabinet of Ministers' website, with plans for a future database. Information exchange is also a target for the annual Public Administration Conference³⁸³.

Publications: There is no focused approach to publications on quality in public administration. Available publications mainly come from private initiatives by practitioner-authors or academic theses that the authors wish to promote. Some information is also accessible on the website published by the State Chancellery³⁸⁴.

Rewarding Quality

Awards: There are no specific awards for QM within the public sector³⁸⁵.

³⁷⁷ Ibid.

³⁷⁸ Ibid.

³⁷⁹ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration

³⁸⁰ Survey

³⁸¹ Survey

³⁸² Ibid.

³⁸³ Ibid.

³⁸⁴ <https://tap.mk.gov.lv/valsts-parvaldes-politika/kvalitates-vadiba>

³⁸⁵ Survey

Strategic Documents and Policies

QM Policies: The main QM goals in public administration are to improve service quality, adopt European QM methods, analyse and enhance activities, and promote collaboration. Specific directions include promoting QM models, implementing better regulation, reducing administrative burdens, and enhancing public service quality. Concrete actions are related to trust surveys, drafting methodologies, organising conferences, transitioning procedures, and preparing projects for customer satisfaction. These actions are outlined in the 2007–2010 Action Plan and the Better Regulation Programme³⁸⁶.

Regulatory status: In 2024, the Ministry of the Interior conducted a survey of Lithuanian public sector companies to examine the state of quality management system implementation. The survey included 927 public sector enterprises, with 35% at the state level and 62% at the municipal level. From 1999 to 2024, the most common quality management methods and systems used by public sector organisations were ISO standards (used by 150 entities out of 303 examined – 49.5%), the ‘lean’ system and methodologies (17.8%), and the Common Assessment Framework (15.8%). They are applied voluntarily rather than by regulation³⁸⁷.

Strategic documents: The 2004–2010 Strategy for Public Administration Development outlines Lithuania’s QM strategy, which focuses on improving public services in line with EU principles. The 2007–2010 Action Plan outlines strategies for promoting quality management. The Law on Public Administration highlights quality management concepts, with an emphasis on monitoring and strategic planning. In addition, initiatives such as the Position Paper on E-Government and Strategic Planning Methodology help to further QM efforts. The Better Regulation Programme intends to simplify procedures, and the Ministry of the Interior is creating an Action Plan to eliminate administrative burdens. In Lithuania’s strategic and policy documents, specific chapters or sections related to quality often focus on public sector reforms, governance, innovations, and efforts to improve the overall quality of services. These documents seek to ensure that public services are accessible, transparent, efficient, and meet citizens’ expectations, and they are not directly tied to formal quality management system frameworks. The implementation of specific quality management systems is typically addressed within the institutions’ planning documents³⁸⁸.

Leadership

Public sector organisations in Lithuania have significant autonomy in how they implement quality management systems. Each organisation is responsible for adopting and adapting QM practices that best suit their specific needs and circumstances. Given the decentralised nature, institutions can tailor their quality management systems based on their size, function, and resources. This flexibility allows for a more context-specific application of QM principles³⁸⁹.

Excellence models: ISO 9000 standards are widely used in Lithuanian public administration (31%), with many institutions seeking certification. Other QM models are utilised by 20% of institutions, including specific standards such as LST EN ISO 17025, 17020, and the balanced scorecard³⁹⁰.

³⁸⁶ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration

³⁸⁷ Survey

³⁸⁸ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration

³⁸⁹ Ibid.

³⁹⁰ Ibid.

Quality Culture as a Core Value

Testing customer satisfaction: Every year since 2005, customer satisfaction has been tested with a survey. Participants complete questionnaires to assess their preferences for institutions, levels of trust, and perceptions of civil servants' performance. The most recent survey was conducted in 2007³⁹¹.

Measuring the quality of PA: The Ministry of the Interior is responsible for overseeing the general quality of public services across Lithuania and conducts regular assessments, including the Survey of the Application of Measures to Improve Operations, Service Provision, and Service of Persons in Public Management Institutions. The quality assessments of public services in Lithuania are comprehensive and multifaceted, covering key sectors such as healthcare, education, and social services. These assessments are conducted at various levels, from national ministries to local municipalities, and involve a combination of audits, surveys, inspections, and international comparisons. Lithuania participates in several international assessments by organisations such as the OECD, Eurostat, the UN, and the EU. These reports compare the quality of public services across countries, often focusing on sectors such as healthcare, education, social services, and public administration, and provide a comparative analysis of Lithuania's performance. To improve its national assessment methodology, Lithuania participates in the EU TSI multi-country project: Measuring Satisfaction with Public Services³⁹².

Resources

During the 2014–2020 period, the Lithuanian government, with support from EU funds, implemented specific programmes focused on strengthening public sector capacity. This included the implementation of quality management systems to improve public service delivery.

Between 2019 and 2023, 153 public sector entities conducted 262 public procurements related to the implementation of quality management systems, certification, or quality management training. The breakdown is as follows: 38 public procurements in 2019, 42 in 2020, 41 in 2021, 66 in 2022, and 75 in 2023³⁹³.

From 2021 to 2024, the government offices implemented the project Introduction of Process Management, Performance Indicator Monitoring Systems, and Lean Government Methods in State Institutions. This project is intended to create and implement a performance management system (including processes, indicators, and lean methods) to organise public sector organisations' activities more effectively and continuously improve the quality of their functions.

There are no specific budget allocations for the implementation of quality management systems in public sector organisations. However, some international organisations or funds occasionally provide grants or technical assistance for projects focused on public sector reform, including quality management. These funding sources are accessible through competitive calls for proposals or direct allocations, depending on the specific programme and the nature of the project. Public sector organisations need to closely monitor these opportunities³⁹⁴.

Material support: The Lithuanian Standards Board provides guidance and conducts workshops specifically designed for public sector entities to help them understand and implement quality standards. Relevant ministries may provide resources, toolkits, and guidelines for subordinated public sector organisations on sectoral public service quality³⁹⁵.

Structure

³⁹¹ Ibid.

³⁹² Survey

³⁹³ Ibid.

³⁹⁴ Ibid.

³⁹⁵ Ibid.

Organisational structure: The Ministry of the Interior is responsible for promotion of quality management in public administration, but there are no mandatory regulations in Lithuania for implementing quality management methods in public sector institutions. As a result, institutions implement quality management voluntarily. However, the CAF is recommended for public administration institutions³⁹⁶

Capacity Building

Training: Basic and specialised training on implementing quality management systems is available. Various consulting companies and training institutions offer such training³⁹⁷.

For many years, the Lithuanian Institute of Public Administration has offered programmes covering topics such as the CAF, strategic planning, service quality, and e-government. They also provide training for civil servants' performance improvement, including programmes for top-level managers³⁹⁸.

Expert support: Organisations such as the Lithuanian Quality Management and Innovations Association often offer expert consultancy, workshops, and training sessions³⁹⁹.

Several consulting firms in Lithuania specialise in quality management systems and can provide tailored advice, training, and implementation support⁴⁰⁰.

Information and Communication

No centralised or specific communication tools are dedicated purely to promoting the implementation of quality management systems within public sector organisations as the process is largely decentralised⁴⁰¹.

Quality conferences: In 2005, Lithuania started its Quality in Lithuanian Public Administration conference, where officials discussed ways to enhance performance and recognised exemplary projects. Subsequent conferences in 2007 continued this theme. The Ministry of the Interior commits to organising these events every two years, focusing on the CAF and related challenges, as per the 2007–2010 Action Plan for Public Administration Development⁴⁰².

Benchmarking: Benchmarking is implemented according to quality conferences, CAF events, and seminars. Benchmarking is also used by CAF users⁴⁰³.

Best practices sharing: Main activities are quality conferences every second year, and CAF events⁴⁰⁴.

Publications: In 2006, *Quality in Public Administration*, the first specialised publication in English, showcased three best practices from Lithuania presented at the 4th EU Quality Conference for Public Administration. Other Lithuanian publications, including *Lithuanian Public Administration* (2005, 2007), cover topics such as civil service improvement, e-government, and the CAF⁴⁰⁵.

³⁹⁶ Ibid.

³⁹⁷ Survey

³⁹⁸ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration

³⁹⁹ Ibid.

⁴⁰⁰ Survey

⁴⁰¹ Survey

⁴⁰² Ibid.

⁴⁰³ Ibid.

⁴⁰⁴ Ibid.

⁴⁰⁵ Ibid.

Rewarding Quality

Awards: There are no special quality awards in Lithuania⁴⁰⁶.

Certification/external feedback: Public sector organisations can receive various forms of support for certification and external feedback on their quality management systems. The National Accreditation Bureau of Lithuania (Nacionalinis akreditacijos biuras – NAB) ensures that the certification bodies are properly accredited and able to provide such services. In addition, the Ministry of the Interior is responsible for the external evaluation of the CAF⁴⁰⁷.

Luxembourg

Strategic Documents and Policies

Strategic documents: The National Plan for Quality Promotion, a new version adopted by the Government Council on 26/01/2007 (Ministerial Department for Economics and Foreign Trade).

Administrative Reform Action Plan (Ministry for Civil Service and Administrative Reform) for central public administration, adopted by the Government Council on 11/5/2007.

Electronic Governance Master Plan (Ministry for Civil Service and Administrative Reform).

The appropriate documents are prepared by the various ministerial departments in charge of the quality areas, i.e. the Department for Economic Affairs and Foreign Trade for the National Plan for Quality Promotion, and the Department for Civil Service and Administrative Reform for the E-Governance Master Plan and the Administrative Reform Action Plan.

Regulatory status: CAF and customer satisfaction management (CSM) are recommended.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction: Current general opinion poll; user satisfaction measurement guidelines developed according to the CAF.

Measuring the quality of PA: Yes.

Resources

Financial support: Yes, for CAF and CSM.

Material support: Yes, for CAF and CSM.

Structure

Organisational structure: Reporting of the National Plan for Quality Promotion: National Council for Accreditation, Certification and Quality Promotion to the Government Council

Electronic Governance and Administrative Reform: reporting to the State Modernisation Committee chaired by the Minister for Civil Service and Administrative Reform to the Government Council

⁴⁰⁶ Survey

⁴⁰⁷ Ibid.

Office Luxembourgeois d'Accreditation de la Surveillance (Luxembourg Accreditation and Surveillance Office)

Conseil national d'accréditation, de certification, de normalisation et de promotion de la qualité (National Council for Accreditation, Certification, and Quality Promotion)

Le Mouvement Luxembourgeois pour la Qualité et l'Excellence' (Luxembourg Quality Movement)

State Modernisation Committee

Organisation Unit for Administrative Reform (Ministry for Civil Services and Administrative Reform)

Cooperation between these organisations and involved ministerial departments is represented in the different organisations and committees.

Capacity Building

Training: Yes, offered by Public Research Centre Henri Tudor and the National Institute for Public Administration.

Expert support: Yes, for CAF and CSM.

Information and Communication

Publications: Yes, the Luxembourg Quality Guide

Conferences: A conference during the annual National Quality Week.

Best practices sharing: European conferences and meetings, presentation of best practices.

Benchmarking: N/A

Rewarding Quality

Awards: Luxembourg Quality Prize

Certification/external feedback: N/A

Malta

Strategic Documents and Policies

QM policies: Malta's approach to quality management in public services is guided by the Quality Service Charter Handbook, first published in 2000⁴⁰⁸.

Strategic documents: Quality management is part of national strategic documents, Directives (i.e. 4-2, issued 3 October 2022), Quality Service Charters, and the Quality Label initiative⁴⁰⁹.

⁴⁰⁸ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration

⁴⁰⁹ Survey

Regulatory status: Voluntary⁴¹⁰.

Use of QM systems: The quality management system implemented by the Quality of Service Directorate within the People & Standards Division is a system developed internally, designed to unify the quality strategy across the public service. Its objective is to lead the way in shaping a public service culture focused on delivering excellence through its people. Quality in the public service is clearly defined and not left to subjective interpretation. The public service bases its definition of quality on four key pillars:

- Voice: they listen to customer feedback and are open to their criticisms and suggestions for improving their service.
- Design: they create policies and processes that meet the standards expected by their customers.
- Delivery: they provide a service that is timely, high-quality, easily accessible, and efficiently reaches the customer.
- Accountability: they ensure honesty and loyalty in their service to customers.

These pillars aim to achieve excellence in service across the public service, with the customer at the forefront. Service delivery is governed by Directive No 4-2, Standards for Service Excellence Offered by the Public Administration to the Public and Public Employees⁴¹¹.

Leadership

Quality management standards, approaches, and tools are centrally coordinated and promoted, typically under the oversight of the Quality of Service Directorate (QSD)⁴¹².

Quality Culture as a Core Value

The ongoing service excellence initiative led by the QSD is multidimensional and aims to continuously enhance service quality for the benefit of customers. It includes:

1. a mystery shopper project that assesses customer experience with public services based on the five determinants of the SERVQUAL model;
2. a customer service quality assessment conducted randomly at public service offices and departments;
3. the opportunity for customers to rate the service via the 'Rate the Public Service' mobile app or tablet (survey kiosks), allowing immediate feedback on the public service area where the service was received. This feedback is used to evaluate and improve service areas based on public input⁴¹³.

Testing customer satisfaction: Customer satisfaction is measured through customer surveys and analyses of complaints and suggestions submitted to the public service⁴¹⁴.

Resources

Material Support: From 2016 to 2023 the QSD implemented an ongoing mystery shopper exercise through the ESF-funded project Mystery Shopper – Enhanced Performance in the Public Administration.

⁴¹⁰ Ibid.

⁴¹¹ Survey

⁴¹² publicservices.gov.mt/en/people/Pages/QualityandStandardsDirectorate/QualityStandardsDirectorate.aspx

⁴¹³ Ibid.

⁴¹⁴ Ibid.

All other initiatives are supported by local funds⁴¹⁵. In June 2020, the European Commission selected this ESF project as the Success Story for 2020 among other EU Member States⁴¹⁶.

Materials available include:

- Directive 4-2
- Quality Label Manual⁴¹⁷
- Published Quality Service Charters
- Quality of Service Directorate website⁴¹⁸

Structure

Organisational structure: The quality function is managed centrally by the Charter Support Unit within the Office of the Prime Minister⁴¹⁹.

Capacity Building

In Malta, public sector officials have several opportunities to develop their expertise in quality management implementation. They can participate in specialised training programmes designed specifically for public officers to build their skills in quality management. Additionally, public sector entities, on a voluntary basis, may implement their own initiatives to train their staff in quality management, further supporting their professional growth in the field⁴²⁰.

Information and Communication

The QSD implements various initiatives, both online and in person, to raise awareness about quality management. Additionally, the QSD provides induction training to all new public officers to ensure they are well versed in quality standards. Departments or entities that achieve the Quality Label are recognised and awarded during the annual award ceremony hosted by the public service⁴²¹.

Rewarding Quality

The Quality Label represents a commitment to delivering exceptional service to clients. The Quality Label plaque, along with the Quality Service Charter, must be prominently displayed in all areas accessible to clients. Starting in 2023, the Quality Award is given to an entity or department that has previously received the Quality Label and has consistently maintained high-quality service. This ongoing commitment is demonstrated through positive results from Mystery Shopper assessments and other monitoring methods over consecutive years. Additionally, departments or entities applying for the Quality Label and those which have achieved it are continuously supported by the QSD⁴²².

⁴¹⁵ Survey

⁴¹⁶ <https://newsbook.com.mt/en/mystery-shopper-project-brings-commitment-to-provide-excellent-service-to-light/>

⁴¹⁷ [Quality Label manual ENG.pdf \(gov.mt\)](#)

⁴¹⁸ Survey

⁴¹⁹ Ibid.

⁴²⁰ Survey

⁴²¹ Survey

⁴²² Survey

Montenegro

In 2020, the Ministry of Public Administration joined the EUPAN network, therefore Montenegro was able to join activities related to the CAF. Montenegro has permanent members in the ReSPA Regional CAF Network, which likely enhanced the overall understanding of quality management approaches and the importance of integrating these principles into strategic Public Administration Reform documents⁴²³.

Strategic Documents and Policies

Strategic documents: Quality management (QM) is included in strategic documents, directives, and initiatives of public organisations at the national level. Most importantly, QM is part of the new Public Administration Reform (PAR) Strategy 2022–2026 and the related Action Plan. The Ministry of Public Administration oversees public administration reform and the implementation of the PAR strategy. The service delivery pillar of those documents includes specific targets, responsible institutions, timelines, and budget information⁴²⁴.

Supported by ReSPA and the European CAF RC at EIPA, the Ministry of Public Administration of Montenegro has developed a Quality Management Roadmap 2022–2024, along with a QM Promotional Plan, adopted in July 2024. The road map outlines specific steps, activities, directives, roles, and targets aligned with the PAR Strategy 2022–2026, emphasising the importance of quality management. Following the road map's recommendations, the ministry has established a Directorate for Quality Management, which will continue to grow in expertise, knowledge management, and performance management⁴²⁵.

Following the road map recommendations, the Ministry⁴²⁶:

- signed a cooperation agreement with the Chamber of Commerce;
- participated in the Chamber of Commerce's Coordination Committee for Quality Management;
- collaborated with the Regional Centre for Quality Management in ReSPA;
- partnered with international institutions on quality management, including EIPA, EUPAN, EPSA, and SIGMA;
- launched the Chamber of Commerce's initiative to form a coordination committee for revitalising Montenegro's quality infrastructure.

Regulatory status: The adoption of QM is mainly voluntary. A few government agencies have adopted ISO, while CAF was implemented in the Ministry of Public Administration in 2023, with the support of ReSPA and KDZ (as part of the BACID III project)⁴²⁷.

Leadership

The adoption of a QM road map and promotional plan is an important sign of the presence of political support for the adoption of QM in Montenegro. The current focus on digitalisation in the domain of public administration reform does not represent an obstacle to the adoption of QM. Digitalisation and quality management are closely connected and the former can be seen as an important tool for the latter⁴²⁸.

⁴²³ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁴²⁴ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁴²⁵ Survey

⁴²⁶ Ibid.

⁴²⁷ Survey

⁴²⁸ Interview MNE_1

Quality Culture as a Core Value

Testing customer satisfaction: One of the priorities of the PAR strategy is to implement a systematic method for measuring public service users' satisfaction. This will provide feedback that can be used to enhance service delivery and develop a quality management system for institutions and processes⁴²⁹.

Measuring the quality of PA: N/A

Resources

Support: As part of the EU4PA – EU 4 Public Administration project, with the support of the delegation of the European Union in Montenegro and KPMG, a key outcome is the implementation of quality management in public administration at both central and local levels. The project supports measures aiming to meet the quality management indicators outlined in the PAR strategy⁴³⁰.

The government of Montenegro receives different sources of financial support for the implementation of QM, which are perceived to be highly important. These include the UNDP and the EU via the EU 4 project already mentioned⁴³¹.

Structure

Organisational structure: The Ministry of Public Administration oversees quality management indicators within Montenegro's public administration. It also raises awareness about implementing quality standards in public sector organisations and collaborates with the ReSPA Regional Centre for Quality Management in Public Administrations of the Western Balkans⁴³².

As mentioned, in line with the recommendations of the Quality Management Roadmap 2022–2024, a Directorate for Quality Management has been established, serving as the main contact point for the coordination and promotion of QM-related actions. It will also monitor the implementation of the Quality Management Roadmap 2022–2024 and the Promotional Plan⁴³³.

Moreover, a Coordination Committee for Quality Management was established, of which the CAF National Correspondent, the Ministry of Economic Development and Tourism, the Ministry of Capital Investment, the Institute for Standardisation, and the Human Resource Administration are part⁴³⁴.

The Quality Management Roadmap 2022–2024 foresees the establishment of a National CAF RC, which will take place at a later stage⁴³⁵.

Capacity Building

Training: Basic and specialised training on implementing CAF is planned to be offered, both online and in person. Five public officials were trained as certified EFACs by ReSPA and KDZ, and they are members of the ReSPA/RQMC pool of EFACs/PEF Network⁴³⁶.

Training activities for employees at the Ministry of Public Administration are currently being organised, in collaboration with ReSPA and KPMG. It is crucial for employees at the Directorate of Quality Management to receive proper training, as it is essential for promoting the implementation of CAF and similar models in other institutions. Therefore, a long-term quality management training plan with the

⁴²⁹ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁴³⁰ Survey

⁴³¹ Interview MNE_1

⁴³² Survey

⁴³³ Interview MNE_1

⁴³⁴ Ibid.

⁴³⁵ Ibid.

⁴³⁶ Survey

involvement of experts or trainers will be developed to ensure the sustainability and effectiveness of quality management promotion. Finally, a database of QM experts will be created once a sufficient number of employees has received the necessary training⁴³⁷.

Expert support: The ReSPA Regional Quality Management Centre, in collaboration with the Ministry of Public Administration and within the scope of existing projects, offers professional support – such as expert assistance, tools, and guidelines – to organisations implementing quality management⁴³⁸.

Information and Communication

The ministry has a QM Promotional Plan in place, which will be implemented in the upcoming period⁴³⁹.

The promotional plan is essential as it helps effectively disseminate information to all interested institutions. On the website of the Ministry of Public Administration a dedicated page on quality management and CAF has been introduced. The page is regularly updated with new information, documents, and details about the ministry's cooperation with other organisations⁴⁴⁰.

In the upcoming period, the promotional efforts will be further enhanced. This includes improving the content on the website, publishing brochures and other promotional materials to share with interested institutions, and organising informational events or information days at the local level⁴⁴¹.

Conferences: The Ministry of Public Administration organised a QM Day in November 2022, with the support of ReSPA and in cooperation with the European CAF RC at EIPA⁴⁴².

In cooperation with ReSPA and EIPA, there are regular CAF NC correspondents' meetings, with the representative from the ministry being part of it⁴⁴³.

Best practices sharing: The ministry is in contact with the ReSPA network for the exchange of best practices⁴⁴⁴.

Rewarding Quality

Awards: ReSPA organises the Western Balkans Public Awards, which reward excellence in the public sector and are not limited to QM. Moreover, national organisations are encouraged to participate in international awards such as EPSA⁴⁴⁵.

Another government award exists to recognise excellence and contributions in public administration, acknowledging exceptional public service, dedication to accessibility, and efforts to modernise public administration. These achievements are to a large extent reliant on effective quality management in public service delivery. This year, a new methodology has been developed to clearly and transparently outline the selection criteria for the award⁴⁴⁶.

The methodology has been developed by the Ministry of Public Administration in cooperation with the UNDP. The Central Commission for Rewarding Excellence in Public Administration, composed of representatives of different sectors of public administration, presents the awards on the basis of five criteria. In the future, quality management will be one of those criteria⁴⁴⁷.

⁴³⁷ Interview MNE_1

⁴³⁸ Survey

⁴³⁹ Survey

⁴⁴⁰ Interview MNE_1

⁴⁴¹ Ibid.

⁴⁴² Survey

⁴⁴³ Ibid.

⁴⁴⁴ Interview MNE_1

⁴⁴⁵ Survey

⁴⁴⁶ Ibid.

⁴⁴⁷ Interview MNE_1

The Netherlands

The Netherlands belongs to the pioneering EU countries regarding QM implementation in the private and in the public sector. An example for this early adoption is the creation of the QMS 'INK', tailored for the Dutch environment in 1994 by the Instituut Nederlandse Kwaliteit (INK) for the Ministry of Economic Affairs (Ministerie van Economische Zaken). This initiative was pushed by state and private industry actors from its inception⁴⁴⁸. However, the approach towards QM in the public sector is quite decentralised and this is not the only tool, as illustrated in the following paragraphs.

Strategic Documents and Policies

Strategic documents: Public sector organisations in the Netherlands provide their services according to norms stipulated by the government⁴⁴⁹. Quality management itself is mentioned indirectly in guiding documents such as the *Netherlands Code for Good Public Administration* by the Ministry of the Interior and Kingdom Relations (Ministerie van Binnenlandse Zaken en Koninkrijksrelaties). The introduction mentions, in regard to quality of the public administration services, 'Each government organisation has its own responsibility in this, but they will be judged by citizens collectively'. This is further elaborated in point 3 of the principle 'transparency and integrity', as 'In the organisation's role as a service provider, the board ensures good quality service delivery'⁴⁵⁰. However, these are guiding principles and not legally binding, as they are seen as interpretation of a plethora of specific requirements (such as service norms mentioned above) for public sector organisations on different levels of the government.

The Council of State ([Raad van State](#)) aims to contribute to the preservation and strengthening of the democratic constitutional state by advising the legislature and the administration and by administering justice. It monitors the unity, legitimacy, and quality of public administration in a broad sense⁴⁵¹. However, they are not a centralised monitoring institution in the narrow sense, as the working group that created the code of conduct also states: 'Monitoring and enforcement mechanisms risk being dismissed as administrative obligations (and burdens) and are then not used as quality instruments. Recommendation: make better use of existing mechanisms, use existing moments of accountability, as well as surveys and benchmarks, to sincerely reflect and learn'⁴⁵². It can be seen that a degree of quality control is also done by the regions directly⁴⁵³.

QM policies: The decentralised approach described above does not mean that there are no concrete policies in the Netherlands. For example, the policy programme 2007–2011: 'Working together, living together' (Ministry of the Interior and Kingdom Relations, 2007) and the administrative agreement with the Association of Netherlands Municipalities (Vereniging van Nederlandse Gemeenten – VNG) at that time stated one of its targets clearly. This was to get at least a score of seven from the citizens and companies for the quality of government services to citizens and companies⁴⁵⁴.

Regulatory status: Utilisation of a particular QM scheme is not mandatory in public administrations in the Netherlands. Public organisations are free to choose whether or not they want to implement QM, and if they choose to do so they can organise QM at their own discretion. The Ministry of the Interior and Kingdom Relations offers guidelines and assistance, which organisations can use to improve their quality of service⁴⁵⁵. Research on communal level has shown that full QMS (INK, ISO, Lean Six Sigma.)

⁴⁴⁸ <https://www.ink.nl/over-ink/historie/>

⁴⁴⁹ [Servicenormen dienstverlening overheid | Kwaliteit en integriteit overheidsinstanties | Rijksoverheid.nl](#)

⁴⁵⁰ [brochurecodegoedopenbaarbestuur.pdf \(overheid.nl\)](#)

⁴⁵¹ [brochurecodegoedopenbaarbestuur.pdf \(overheid.nl\)](#)

⁴⁵² [brochurecodegoedopenbaarbestuur.pdf \(overheid.nl\)](#)

⁴⁵³ [Kwaliteit openbaar bestuur - Brabant](#)

⁴⁵⁴ [Diss Coppers Kwaliteit 03_06_2015.pdf \(uvvt.nl\)](#)

⁴⁵⁵ Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

are used less in practice and that the focus lies more on ensuring quality via QM tools such as balanced scorecards, quality handbooks, citizen panels, and customer and staff surveys⁴⁵⁶.

Leadership

Quality within public administration is constant topic within goal setting sections within strategic documents, and QM itself is left up to the organisations themselves and to the guidance of regional governments. For example [in this link](#) (in Dutch) regarding the core task 7, Quality in Public Administration of the Overijssel province⁴⁵⁷. There is some guidance from the central government, for example the Ministry of the Interior and Kingdom Relations and VNG have templates for service quality assurances, *kwaliteitshandvests*⁴⁵⁸ (quality charters), for governmental organisations. Each organisation (e.g. city governments) that has direct citizen contact should individualise this template for their own services. Although inspired by QM tools, it is more focused on the quality of services delivered directly to citizens and stakeholders.

Quality Culture as a Core Value

For measuring the quality of public administration and customer satisfaction, there are a number of monitoring processes that tackle parts of the government, for instance⁴⁵⁹:

- government scans;
- output measurements;
- scans of governmental strength;
- internal benchmarking environments.

Studies by the OECD and the World Bank, for example, provide performance data on the Dutch public sector in an international comparative perspective. The Council of Europe provides relevant reports, guidelines, and recommendations for public administration. At national level, the investigations of the Netherlands Court of Audit are an important source of information on the functioning and performance of the Dutch public administration⁴⁶⁰.

Participation in the benchmarking environments is optional, but is seen as desirable. After concretisation and operationalisation, organisations can judge for themselves to what extent it is possible to join a benchmark or a governance capacity measurement. These instruments are there to learn and improve, not to judge. Benchmarks are deployed at sector level, but in close cooperation between those sectors: state, provinces, and municipalities⁴⁶¹.

Resources

Funding: There is no dedicated national funding with the specific purpose of encouraging public institutions to adopt QMS. However, the existence of the multitude of guiding and monitoring actors mentioned in this country profile, each with their own budgets, showcases that the facilitation of QM implementation is at least indirectly funded to some extent in the Netherlands.

⁴⁵⁶ [Diss Coppens Kwaliteit 03 06 2015.pdf \(uvt.nl\)](#)

⁴⁵⁷ [Kerntaak 7: Kwaliteit openbaar bestuur | Jaarverslag 2022 | Overijssel](#)

⁴⁵⁸ Burgerlink. (2010). *Burger Bewust: De burger als impuls voor een klantgerichte overheid*

⁴⁵⁹ Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

⁴⁶⁰ [brochurecodegoedopenbaarbestuur.pdf \(overheid.nl\)](#)

⁴⁶¹ [brochurecodegoedopenbaarbestuur.pdf \(overheid.nl\)](#)

Structure / Coordination of QM Practitioners

National Structure

As mentioned previously, there is some guidance from central actors such as the Council of State ([Raad van State](#)) but the actual realisation of QM in the public sector is decentralised. There are several organisations that promote quality on different levels of government, such as local and regional. Examples include:

- Ministry of the Interior and Kingdom Relations: www.minbzk.nl;
- Ministry of Economic Affairs: www.minez.nl;
- VNG (Association of Dutch Municipalities): www.vng.nl;
- IPO (Association of Dutch Provinces): www.ipo.nl;
- UvW (Union of Water Boards): www.uvw.nl;
- INK (Institute providing services around the QMS INK, a local derivative of EFQM): www.ink.nl

As a more detailed example, the INK is a foundation, mainly focused on quality management in the Netherlands. They offer training and facilitate a network of practitioners. Their goals include knowledge development and dissemination to support in the application of the QMS INK•next management model. In the form of research, information, written and digital products, training, conferences, auditing, recognition, and guidance, the INK is active in almost all sectors in the profit and non-profit sector.

The INK management model is, as CAF itself, based on the EFQM, and its evolution is also closely linked to the developments of this. The latest major update of the EFQM in 2019 resulted in an overhaul of the INK model to reflect the now broader angle. The models differ markedly in the results areas (right-hand side of the otherwise similar structured assessment matrices). INK is meant to be applicable for private industry as well as for public sector organisations, and this is reflected on how result areas are structured in the model. Detailed description of the INK model can be found [here](#).

The functionality of the new INK•next model is now also complemented by services enabled through a direct partnership with the Royal Netherlands Standardization Institute (NEN). NEN administers and facilitates registration of national and international norms for Dutch companies.

Like the CAF, INK also offers an external feedback process for their organisations. This assessment process is led by INK trained consultants.

Communication and Information

Information: Podcasts

Best practices sharing: There are several coordinating organisations within the public sector that focus mainly on best practice sharing by stimulating and facilitating benchmarking/learning environments; examples are as follows.

- The VNG is the coordinating organisation for municipalities in the Netherlands. One of their initiatives is the website <https://www.waarstaatjegemeente.nl/>. On this website, hundreds of municipalities are compared by means of index numbers (key indicators). Anyone who is interested in these comparisons (e.g. public servants, citizens) can look them up on this website⁴⁶².
- The RBB-group (national benchmark group) consists of 28 implementing organisations, such as tax authorities, the Netherlands Patent Office, Department of Public Works and Water Management. Its central point is learning and sharing knowledge through good practices, learning sessions, and results. The benchmarking focuses on deepening understanding and

⁴⁶² [Home | Waarstaatjegemeente.nl - cijfers en statistieken van gemeenten](https://www.waarstaatjegemeente.nl/cijfers-en-statistieken-van-gemeenten)

giving meaning to the results and statistics. The benchmarking is carried out by the participating organisations themselves⁴⁶³.

Capacity Building

Training: As the approach to QM is quite decentralised, training in QMS or QM Tools is offered by a multitude of private or semi-private providers; for example, for ISO 9001 the ICM (Instituut voor Communicatie en Management)⁴⁶⁴ or the already mentioned INK•next model by INK⁴⁶⁵. The training offered ranges from basic to advanced training (e.g. for QM assessors) and are offered to competitive private sector rates.

Rewarding Quality

The decentralised nature is also reflected in the way that efforts around the implementation of quality management are recognised in the country.

Awards:

- INK lists organisations certified in their QMS on their website, and facilitates participation in the international EFQM awards.
- There is an annual award for Quality in Digitalisation for Information professionals in the public sector ([Kwaliteitsaward – Kwaliteitsawards 2024 \(od-online.nl\)](#)).
- Mark of quality – every year municipalities can send in their benchmark (carried out by themselves or private organisation). Benchmarks that meet a list of VNG-criteria are awarded a VNG Mark of Quality.

Certification: The diverse number of actors in the Netherlands, often from the private sector, offer not only training services but also certification of quality assessments in the QMS that they are specialised in. Two examples of these are:

- INK – facilitates access to certifiers trained in the INK•next model. They also facilitate the international recognition of their members⁴⁶⁶ in the EFQM Recognition Scheme⁴⁶⁷.
- ICM – offers support in certification according to the QMS ISO 9001.

North Macedonia

The strategic and coordinated implementation of the CAF model in North Macedonian institutions began in 2011. While some institutions, such as the State Statistical Office, have used the CAF model since 2006, organised efforts to apply it broadly across public institutions started in 2011. The Ministry for Information Society and Administration recognised the need to enhance public service delivery thanks to quality management models. Consequently, MISA launched a pilot project for CAF implementation with technical assistance from the CAF RC at EIPA, establishing MISA as the CAF contact point; 15 MISA employees completed the CAF training of trainers. In 2013, the first round of CAF implementation

⁴⁶³ www.rbb-groep.nl

⁴⁶⁴ [Kwaliteit & Certificeringen | ICM Opleiding & Trainingen](#)

⁴⁶⁵ [INK – Partner in Excellence](#)

⁴⁶⁶ [Erkenningen – INK](#)

⁴⁶⁷ [Recognition - EFQM](#)

occurred in four ministries and the city of Skopje. In August 2013, MISA received the Effective CAF User Label⁴⁶⁸.

During the last three years, CAF 2020 has been implemented by six institutions (the first four with the support of ReSPA): Ministry of Information Society and Administration (in 2022); Ministry of Agriculture, Forestry and Water Supply (in 2023); State Commission for Prevention of Corruption (in 2023); Municipality of Gjorche Petrov (in 2024); Assembly of North Macedonia by NDI (2023/4); the Ombudsman's office⁴⁶⁹.

Strategic Documents and Policies

The following QM systems/models and QM tools are used in North Macedonia:

- The Common Assessment Framework (CAF);
- ISO 9001;
- ISO 27001.

QM policies

The Law on the Introduction of Quality Management System and Common Assessment Framework and service provision of the civil service⁴⁷⁰ (Official Gazette of Republic of Macedonia No 69/13; 193/15; Official Gazette of Republic of North Macedonia No 215/21) was adopted in 2013. The Law aims to set standards for quality management systems and the CAF in North Macedonia, thereby enhancing the quality of public services. It applies to state and local governments, as well as all institutions created by the Constitution or by law. The Law mandates the commencement date for the obligatory implementation of at least the basic ISO 9001 standard in state authorities and other constitutionally established bodies⁴⁷¹.

In April 2024, the Government of North Macedonia established a coordinating body to manage the quality management system and the common framework for evaluating civil service operations and service provision, based on a proposal from the Ministry of Information Society and Administration⁴⁷².

Strategic documents

The North Macedonia Public Administration Reform Strategy and Action Plan 2018–2022 outlines actions to achieve specific objectives related to QM. It identifies the leading authorities responsible for implementation, a timeline for implementing activities, an evaluation of required resources and funding, and performance measurement indicators aligned with the general and specific targets and measures⁴⁷³.

In 2023, the Government of North Macedonia adopted the 2023–2025 National Quality Management Plan in the Public Sector. This document was created through a transparent and consultative process involving various stakeholders, including state institutions with strong results in quality management, local government, NGOs representing people with special needs, and domestic (ReSPA) and international quality management experts. Supported by ReSPA, the plan includes an action plan with activities for the next three years, based on an analysis of the current state of quality management and stakeholder input. The aim is to align North Macedonia with modern trends in providing efficient and transparent public services. The activities are organised into seven domains, focusing on leadership

⁴⁶⁸ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁴⁶⁹ Ibid.

⁴⁷⁰ [konsolidiran-tekst-zakon-za-upravuvanje-so-kvalitet-2021.pdf \(mioa.gov.mk\)](#)

⁴⁷¹ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁴⁷² Survey

⁴⁷³ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

support, process standardisation, capacity building, satisfaction measurement, and performance evaluation, and incorporating digitisation, agility, and innovation in public services⁴⁷⁴.

A new Strategy for Public Administration Reform (2023–2030) has been recently adopted. It includes four main priority areas: policymaking and coordination; public services and human resource management; responsibility, accountability, and transparency; digital transformation. Measure M2.5 of the Strategy aims to improve the application of QM systems and the measurement of the satisfaction of users⁴⁷⁵.

Regulatory status

Leadership

Quality Culture as a Core Value

Testing customer satisfaction

The Public Administration Reform Strategy and Action Plan 2018–2022 set out three main activities to assess the satisfaction of public service users⁴⁷⁶:

- reviewing current tools and creating new methods for measuring user satisfaction (including application guidelines);
- permanently applying tools to measure user satisfaction;
- creating and delivering a training programme on the adoption of such tools for public sector employees.

Measuring the quality of PA: As part of the Strategy for Public Administration Reform (2023–2030) and its Action Plan, a methodology is planned to evaluate the quality of institutional work. This will identify well-performing institutions that deliver quality services, push them to improve further, and motivate institutions to learn from each other by sharing best practices⁴⁷⁷.

Resources

Support: GIZ, the Good Governance Fund (GGF), and the Organization for Security and Co-operation in Europe have supported CAF initiatives. Moreover, the IPA project Rule of Law 2.0 is currently supporting implementation of CAF 2020 in the Ombudsman's office⁴⁷⁸.

Structure

Organisational structure

MISA is the national contact point and resource centre for introducing the CAF model. It also keeps a register of institutions that have implemented the CAF model and a register of certified facilitators for the implementation of CAF⁴⁷⁹.

Capacity Building

Training: Basic and specialised training on implementing CAF is planned to be offered, online and in person. In October 2023, five representatives from North Macedonia received training on the CAF 2020

⁴⁷⁴ Survey

⁴⁷⁵ [Strategy for Public Administration Reform \(2023-2030\) and Action Plan \(2023-2026\)](#) (Draft version)

⁴⁷⁶ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁴⁷⁷ Ibid.

⁴⁷⁸ Survey

⁴⁷⁹ Ibid.

model. The training event, CAF 2020 – Towards Excellence in Public Administrations with the Common Assessment Framework – was organised by ReSPA and KDZ under the BACID III project. Participants learned about the CAF system and its assessment criteria, principles of quality management, excellence, and governance, assessing their own organisations using CAF, and how CAF supports change initiatives in public administrations⁴⁸⁰.

Information and Communication

Informational materials are available on the specialised website for QM: <https://kvalitet.mioa.gov.mk/>. The website supports institutions by offering access to all relevant documents, information, and news, including details about the CAF 2020 model⁴⁸¹.

In recent years, there have been no major activities such as campaigns or promotional events specifically aimed at promoting the importance of quality management. Nevertheless, every meeting, event, and conference within the framework of the PAR strategy, along with the presentations of SIGMA (Support for Improvement in Governance and Management) evaluations, has included the promotion and discussion of quality management and its importance⁴⁸².

Conferences: In 2012, MISA held the first conference on CAF to increase public institutions' awareness of the benefits of quality management models; another conference took place in 2013⁴⁸³.

Best practices sharing: A quality management network in the public sector, coordinated by the Ministry of Information Society and Administration, was established in 2020 by representatives from various institutions. Network members share information, ideas, best practices, and lessons learned to enhance quality management models and techniques⁴⁸⁴.

Rewarding Quality

Awards: ReSPA organises the Western Balkans Public Awards, which reward excellence in the public sector and are not limited to QM. Moreover, national organisations are encouraged to participate in international awards such as EPSA⁴⁸⁵.

Certification/external feedback: Thanks to the support of ReSPA, CAF users can apply for the Procedure of External Feedback (PEF). The MISA was awarded the Effective CAF User Label in 2024. The procedure is ongoing for the State Commission for Prevention of Corruption. The Ministry for Agriculture, Forestry and Water Supply has expressed interest in the procedure but has not applied to date⁴⁸⁶.

⁴⁸⁰ Ibid.

⁴⁸¹ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁴⁸² Survey.

⁴⁸³ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁴⁸⁴ Ibid.

⁴⁸⁵ Ibid.

⁴⁸⁶ Ibid.

Poland

Strategic Documents and Policies

QM policies: The Good Governance quality policy was first highlighted in the fifth priority of the Operational Programme Human Capital for 2007–2013. It focused on improving regulation quality, services for businesses, and modernising management in public administration and justice⁴⁸⁷.

Use of QM systems: As a rule, Poland does not collect data on quality management tools in its public institutions.

In 2021, Poland conducted a survey to gauge awareness of and interest in CAF within the Polish administration. Among other inquiries, the survey assessed the utilisation of quality management tools in offices. Based on the findings:

- The most popular quality management tool used in the Polish administration was ISO – with 26% of respondents confirming that they used or are using this tool (284 out of 1 081 offices that took part in the study).
- Around 15% of respondents (161) confirmed they were using the CAF.
- Respondents also mentioned the Eco Management Audit Scheme (EMAS), EFQM and ‘other’ management tools⁴⁸⁸.

Regulatory status: Voluntary⁴⁸⁹

Strategic documents: Quality management is advocated for in documents such as:

- the Public Finance Act;
- statement No 23 of the Minister of Finance of 16 December 2009 on management control standards for the public finance sector;
- statement No 3 of the Minister of Finance of 16 December 2009 on detailed guidelines for self-assessment for public finance sector entities⁴⁹⁰.

Following this period, several programmes focused on improving the quality of public services were implemented, co-financed by European funds. In 2013, the strategy Efficient State 2020 was adopted in Poland by a resolution of the Council of Ministers. This strategy remained in effect until the end of 2020⁴⁹¹.

The strategy’s section on improving management standards directly referenced the CAF model, stating the following:

2.3.1 Improving management standards.

(...) to improve the quality of public services provided by public administration, it will be crucial to spread the use of quality management systems, using widely recognised and proven solutions and models. It will be important to improve the organisation of public administration through self-assessment and the use of the Common Assessment Framework (CAF) as a tool for comprehensive quality management⁴⁹².

⁴⁸⁷ Żurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

⁴⁸⁸ Survey

⁴⁸⁹ Ibid.

⁴⁹⁰ Żurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

⁴⁹¹ Interview POL_1

⁴⁹² [M20130136.pdf \(sejm.gov.pl\)](#)

With the strategy coming to an end in 2020, a new strategy was planned; however, due to the COVID-19 pandemic, it did not come into force⁴⁹³.

More recently, in December 2022, the Civil Service Department of the Prime Minister's Office and the Public Expenditure Efficiency and Accounting Department of the Ministry of Finance jointly issued a Communication regarding the CAF. The document – Common Assessment Framework, CAF: An Effective Tool for Self-Assessment of Management Control – serves as a concise, factual overview that explains the model's capabilities. It addresses key aspects such as:

- the definition and purpose of the CAF;
- the type of information that can be obtained through a CAF self-assessment;
- the benefits of regularly utilising the model;
- the application process for the CAF.

According to the communication, every unit within the public finance sector conducts a self-assessment of its management system at least once a year. The document advocates for the use of the CAF model in these assessments, highlighting its value and effectiveness in enhancing management control⁴⁹⁴.

Poland is currently developing a **Human Resources Management Strategy**, a document concerning government administration in Poland. This document is being prepared in close collaboration with representatives from various offices nationwide. It addresses quality management and the quality of services, and aims to enhance the quality of services provided by the civil service in Poland. Additionally, the document will mention the CAF e-tool and the CAF as a whole⁴⁹⁵.

Leadership

Recently, the management of the Civil Service Department has undergone changes. The department is currently working to identify the needs of public administration. They also face several challenges, such as demographic changes and a decline in interest in public administration careers. Efforts are being made to strengthen their brand as an employer. They are collecting information on potential improvements in public administration, such as facilitating easy communication, to ensure clarity for citizens, the public, and political leaders. The draft of the Human Resources Management Strategy is developed within this context, with quality management being one of its components. Although quality management is important, other issues such as structural problems in the remuneration system or recruitment for senior positions are taking precedence. The Head's main focus is on these practical problems rather than solely promoting the CAF model, reflecting the political priorities in Poland. Nevertheless, the CAF model is endorsed by both the Head of Civil Service and the Ministry⁴⁹⁶.

The Head of the Civil Service also recently initiated a short questionnaire, *Your Civil Service*, targeting approximately 23 000 civil service members. This questionnaire seeks to identify the most critical areas for change in the civil service, guiding future adaptations and improvements⁴⁹⁷.

Quality Culture as a Core Value

Measuring the quality of public administration (PA): Measuring the quality of PA has happened since the 1990s in tax administration, and is elaborated by Ministry of Finance⁴⁹⁸.

⁴⁹³ Interview POL_1

⁴⁹⁴ Survey

⁴⁹⁵ Ibid.

⁴⁹⁶ Interview POL_1

⁴⁹⁷ Interview POL_1

⁴⁹⁸ Survey

There is no central body that collects information and monitors the implementation of quality management in Poland. However, there is an independent research centre called the **Public Opinion Research Centre** which, among other things, conducts a survey at national level: 'Evaluation of the functioning of public administration institutions and officials'. This survey, typically conducted every five years, aims to assess citizens' satisfaction with the performance of officials and the operations of public offices. It also seeks to understand perceptions of any changes in official practices and their direction. The report primarily delves into survey results concerning public satisfaction with Polish offices and officials, highlighting both positive and negative feedback from respondents. It includes statistical data and analyses of responses from various demographic groups. The survey outcomes serve as a valuable source of insights for governmental authorities⁴⁹⁹.

Resources

Support: Quality management is not funded in Poland as such; it is the responsibility of the head of the authority and all costs are borne by the authority's budget. However, there is an exception: local government offices can apply for the CAF Effective User Label, as part of the PEF procedure, free of charge. The costs of this procedure are covered by NIST, the CAF National Organiser for local authorities⁵⁰⁰.

A government body (the Head of the Civil Service) makes available on the tab of the Civil Service platform dedicated to the CAF:

- informative materials and step-by-step guidance on how to use the CAF;
- publications;
- a contact list of Polish CAF experts;
- good practices on CAF from Polish organisations;
- up-to-date information on events, publications, and news;
- an e-Tool in the Polish language.

Poland also organises meetings on CAF that allow participants to become familiar with the CAF. During these meetings, participants can also receive advice from CAF experts⁵⁰¹.

European funding previously prioritised quality within good governance, and various countries utilised these funds to promote CAF. In the case of Poland, the shift in the management and priorities within the Head of Civil Service is also impacting the availability of funds for CAF promotion⁵⁰².

Structure

Organisational structure: The public administration in Poland operates with a high degree of decentralisation. Consequently, the decision regarding the adoption of a quality management system lies within the discretion of the Director General or head of the office⁵⁰³.

Several actors promote quality management (QM) in Poland's public administration (PA). Typically, there is no clear hierarchy among them as they pursue their individual policies. Key central government institutions involved include the Chancellery of the Prime Minister, Ministry of Interior and Administration, Ministry of Finance, and Ministry of Justice. Unions representing local administration institutions also promote QM, alongside NGOs such as the EFQM National Partner Organisation⁵⁰⁴.

Quality management standards, approaches, and tools are overseen and promoted at a high level in Poland. The Ministry of Finance coordinates management control, which encompasses measures

⁴⁹⁹ https://www.cbos.pl/SPISKOM.POL/2017/K_162_17.PDF

⁵⁰⁰ Survey

⁵⁰¹ Survey

⁵⁰² Interview POL_1

⁵⁰³ Ibid.

⁵⁰⁴ Ibid.

ensuring objectives and tasks are achieved lawfully, efficiently, economically, and on time, within units of the public finance sector.

Simultaneously, the CAF National Correspondent (CAF NC), representing the Head of the Civil Service, operates within the Civil Service Department of the Chancellery of the Prime Minister. Their role involves advocating for the CAF model nationwide, disseminating Polish guidelines on its usage, the EIPA CAF e-tool, and other pertinent documents. Additionally, the CAF National Organiser (CAF NO) for self-government units, a state budgetary unit under the Ministry of the Interior and Administration, the National Institute of Local Self-Government, fosters CAF adoption and coordinates PEF in local administration. (PEF is exclusively available for local government in Poland)⁵⁰⁵.

There is full autonomy by the National Institute of Local Self-Government to work with the self-competent administration in Poland⁵⁰⁶.

There is no official nomination for the CAF NC. However, Katarzyna Dudzik, the CAF NC for Poland, represents the Head of the Civil Service and is also responsible for international cooperation and the civil service ethics team, which consists of three members. Her duties include promoting the CAF, collaborating and cooperating with EUPAN, EIPA, and the National Institute for Local Self-Government (CAF NO), while handling various other responsibilities not necessarily related to public administration. To promote the CAF, her team uploads as much information as possible to their open website and utilises social media. Additionally, their webinars are open to everyone, not just the civil service. However, when organising training, they can only invite civil service members, not the entire public sector. The difficulty lies in the fact that the Head of the Civil Service is not directly responsible for self-government, administration, or public sector administration in general⁵⁰⁷.

In 2021, the Head of the Civil Service conducted a study on the general interest in, and use of, the CAF among public administrations, showcasing encouraging results. One-third of respondents confirmed awareness of CAF, though not all are using it, and there is notable interest in learning more about it. The Head of the Civil Service, a central authority, strives to promote quality management and the use of CAF whenever possible⁵⁰⁸.

Capacity Building

Training: Occasionally, the National School of Public Administration and the National Institute for Local Self-Government arrange training sessions on the implementation of CAF for public organisations. These events are often held as part of the Public Management Forum⁵⁰⁹.

Information and Communication

Conferences : National conferences and webinars for exchanging best practices and networking are held, although irregularly:

1. The Public Management Forum is a joint project of the Lech Kaczyński National School of Public Administration (Krajowa Szkoła Administracji Publicznej – KSAP), the Mazovian Voivodeship Office (Mazowiecki Urząd Wojewódzki – MUW), the National Institute of Local Government (Narodowy Instytut Samorządu Terytorialnego – NIST) and the Social Insurance Institution (Zakład Ubezpieczeń Społecznych – ZUS), organised two to four times per year. The aim of the project is to support the effective management of public sector units in Poland, inter alia, by:

- identifying innovative trends in the functioning of public administration;
- sharing experiences and conclusions from implemented research;

⁵⁰⁵ Survey.

⁵⁰⁶ Interview POL_1

⁵⁰⁷ Ibid.

⁵⁰⁸ Ibid.

⁵⁰⁹ Interview round with Katarzyna Dudzik (Polish National Correspondent) and Witold Stelmaski, on 25.08.2024

- creating a platform for exchange of good practices in management and functioning of public administration units.

The project is addressed to public sector employees, with a particular focus on leaders and managers of government and local government administration. The topic of quality management is an integral part of these meetings.

2. Webinars on CAF users' experience are organised by the Chancellery of the Prime Minister (CAF NC) twice a year. Online meetings on good practices implemented in public organisations thanks to the CAF model aim to create a platform where organisations can share their knowledge and experience, and participants can ask questions, also to invited CAF experts. These webinars, aimed at popularising information on the CAF in the Polish public sector, are addressed to anyone interested in the model.

Benchmarking: Benchmarking among quality management practitioners is facilitated by a database of experiences and best practices implemented using the CAF. This database is currently being developed on the Civil Service platform, managed by the Prime Minister's Office (CAF NC). Additionally, good practices related to the use of CAF are available on the National Institute of Local Self-Government (CAF NO) website dedicated to CAF⁵¹⁰.

Publications: Poland demonstrates significant activity in publications, evidenced by its contributions to the *Civil Service Quarterly* and articles published in specialised periodicals. Additionally, valuable insights and updates on quality events can be found on the DSCiPZK website⁵¹¹.

The CAF National Correspondent, representing the Head of the Civil Service, and the CAF National Organiser, a state budgetary unit under the Ministry of the Interior and Administration, disseminate promotional content in the national language through digital platforms, including social media and websites. Poland has actively promoted the CAF as a quality management tool through various events and online materials⁵¹².

Moreover, together with the Ministry of Finance:

- Poland promoted CAF as a management control self-assessment tool for units in the public finance sector.
- Poland organised three webinars on the CAF, with a total of almost 1 000 participants.
- Poland also published a Communication on the CAF as an effective tool for management control self-assessment.
- Poland is currently planning an update of the management control standards in which they want to include the CAF⁵¹³.

As mentioned, in 2021 the Head of the Civil Service showcased encouraging results from a study conducted among public administrations, which showed there was interest in learning more about it. The Head of the Civil Service, strives to promote the use of CAF whenever possible⁵¹⁴.

Rewarding Quality

Awards: Within the framework of the Public Management Forum, a cyclical competition – Innovative Practices in Public Administration – is organised.

⁵¹⁰ Ibid.

⁵¹¹ [CAF in Poland \(nist.gov.pl\)](https://nist.gov.pl)

⁵¹² Ibid.

⁵¹³ Survey.

⁵¹⁴ Ibid.

It is a competition for the best innovative management practices implemented in the Polish administration in the categories of institution and manager.

In Poland, the PEF procedure is only available to local government units and is coordinated by the National Institute for Local Self-Government (CAF NO). In 2018, the ministry decided to delegate the tasks of promoting CAF to the National Institute for Local Self-Government, along with the procedure for Effective CAF Users. Thus, the National Institute for Local Self-Government acts as the CAF Coordinator. Consequently, there is no possibility for any ministry implementing CAF to undergo the PEF⁵¹⁵.

The procedure is free of charge for such organisations, interested in the label Effective CAF User. As part of this procedure, a group of Polish certified CAF experts supports organisations in obtaining the label of Effective CAF User (the cost of the experts' work is covered by CAF NO). A contact list of Polish CAF experts is publicly available on the website of the dedicated CAF by the Chancellery of the Prime Minister (CAF NC) and on the Civil Service platform dedicated to the CAF, run by the Chancellery of the Prime Minister (CAF NC) and on the National Institute of Local Self-Government (CAF NO) website dedicated to CAF⁵¹⁶.

⁵¹⁵ Ibid.

⁵¹⁶ [Narodowy Instytut Samorządu Terytorialnego \(nist.gov.pl\)](http://nist.gov.pl)

Portugal

Strategic Documents and Policies

Regulatory status: In Portugal, organisations are not mandated to implement quality management systems; those that do so are doing it voluntarily. The most commonly adopted management systems by public sector organisations include the CAF and ISO standards. Additionally, strategic planning, balanced scorecards, and internal and external stakeholder satisfaction questionnaires are widely used.

Strategic documents: Quality management has assumed a significant role within the framework of the Major Options Law for 2023–2026, guiding planning and multi-annual budget programming. This law encompasses policy measures and investments crucial for their realisation. Under the Good Governance initiatives, there is a concerted effort to bolster the quality of public services. This endeavour is part of the broader Strategy for Innovation and Modernisation of the State and Public Administration, where enhancing quality indicators for services provided to citizens and businesses is a key objective. Oversight of these measures falls under the purview of the Competence Centre for Planning, Policy and Foresight in Public Administration (PlanAPP), a public administration body, specifically through its technical monitoring unit. This unit is tasked with tracking and supervising the implementation of targets outlined in planning and policy instruments, aligning with strategic priorities set forth by the government, particularly within the Major Options framework.

Policies: Portugal's quality policy is centred on increasing the public's satisfaction and the accessibility of public services, introducing internal and external audit mechanisms, developing efficiency and accountability procedures, simplifying laws and regulations, and promoting transparency and ethics, while also encouraging participative management⁵¹⁷.

The responsible ministry within the government monitors compliance with the Major Options Law, which encompasses good governance initiatives and the strategy for innovation and modernisation. This comprehensive approach ensures that both the public and private sectors adhere to high standards of quality, accountability, and transparency, aligning with Portugal's broader goals for innovation and modernisation. This integration supports a robust quality management framework that drives continuous improvement.

In 2018, a significant turning point occurred in the Portuguese civil service, particularly with the integration of quality management into the performance appraisal system. This shift aimed to enhance transparency, efficiency, and accountability across public organisations. Before 2018, the measurement of quality in public administration was inconsistent, with Portugal being identified as one of the countries not actively assessing quality in a 2008 study.

Since 2018, in the state budget laws, public administration bodies have been required to integrate quality management into their annual management cycles. These reforms positioned quality management as a core component of the SIADAP (Sistema Integrado de Avaliação de Desempenho da Administração Pública – Integrated System of Management and Performance Assessment in Public Administration) system, recognising its role in organisational excellence and its impact on the delivery of public services.

These practices include:

1. Mandatory incorporation of quality management

Public administration bodies were instructed to implement measures aimed at improving service quality and customer/citizen satisfaction. These quality initiatives became part of the annual goals

⁵¹⁷ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

and objectives within the broader performance framework, ensuring they are systematically monitored and evaluated.

2. Expansion of quality management in training

Quality management became a mandatory part of the training curriculum for senior and middle managers, highlighting its importance in leadership and decision-making. This development reinforced a culture of continuous improvement within public administration.

3. Enhanced role of SIADAP in quality management

The 2018 revisions to the SIADAP model granted quality management a more prominent role, particularly in the context of public administration's goal-oriented and results-driven approach. Performance indicators linked to quality management were introduced, focusing on transparency, effectiveness, and organisational excellence.

4. Public access to quality indicators

The revised system also emphasised transparency, requiring that performance results (including those related to quality management) be made publicly accessible through organisations' websites. This move aimed to enhance public trust and ensure that citizens had further insight into how public organisations performed and improved their services.

These developments marked a clear shift towards a more structured and accountable system for assessing not only the performance of public employees and organisations, but also the quality of public services delivered to citizens in Portugal. As a result, Portugal has made substantial progress in embedding quality management into its public administration practices since 2018⁵¹⁸.

Leadership

The leadership in overseeing ISO standards in Portugal falls under the jurisdiction of the Portuguese Institute for Quality (Instituto Português da Qualidade – IPQ), which reports to the Ministry of the Economy. The IPQ is mandated to manage, coordinate, and develop the Portuguese Quality System (Sistema Português da Qualidade – SPQ), aiming to enhance the quality of products, services, and systems, along with the qualification of individuals. Despite its scope, IPQ primarily focuses its activities on the private sector.

Quality Culture as a Core Value

Measuring the quality of PA: The integrated system for performance management and assessment in public administration, SIADAP, applies to both the central and decentralised administration of the state and, with necessary adjustments, to the local administration. Central administration of the state refers to government bodies and ministries that are directly managed by the central government, inclusive of departments and agencies that are part of the government's core functions, such as the Ministry of Finance or the Ministry of Health. The decentralised administration of the state includes autonomous bodies and institutions that, while still under government oversight, have more independence in their operations, such as public institutes, regulatory bodies, and other semi-autonomous entities. The SIADAP system mandates the inclusion of quality objectives in the annual management instruments of various services. This means that each department or agency must set specific, measurable goals related to improving the quality of their services and operations. These objectives are documented in their annual management instruments, which are formal plans outlining their strategic goals and operational priorities for the year.

Recently, a legislative amendment to the SIADAP framework stipulated that these objectives are closely monitored. Meeting quality objectives could lead to the service being recognised for excellence, offering substantial benefits to both its top managers and employees. These advantages may include increased performance bonuses, among others.

⁵¹⁸ 2021 Study: [PCPA_OVERVIEW_2021-1.pdf \(digital.gob.es\)](#)

Under the SIADAP, all public services and organisations (both central and local administration) are obligated to conduct an annual assessment by their stakeholders. This assessment ensures accountability and drives improvements in service delivery.

Resources

Financial support: In 2020 a financing line, SAMA CAF 2020, was established to facilitate the application of CAF to public administration organisations. However, there is presently no dedicated funding allocated to support the implementation of quality management.

Projects focused on quality management may seek funding through programmes with the EU or national support, but consistent financial assistance in this regard is lacking.

Furthermore, regarding ISO standards, these are obtainable from the IPQ for a fee. Typically, organisations seeking ISO certification enlist the services of specialised consultants. In the case of ISO 14001, pertaining to environmental management systems, there is a European tool – EMAS. The application process for EMAS is overseen by the Portuguese Environment Agency and is provided free of charge. However, similar to CAF, external assessment and certification entail associated costs.

External certifications are typically funded by the implementing organisations themselves. While there is direct and complimentary support available for implementing the CAF model, the external certification does incur costs for organisations, since there is a fee needed for the external evaluators.

Structure

Organisational structure: The member of the government responsible for public administration is supported by a body for evaluating service performance, the Coordinating Council for the Evaluation of Services (CCAS). This council includes representatives from various government sectors and issues guidelines while providing support tools for service quality across the board.

Furthermore, the Administrative Modernisation Agency (AMA), is tasked with identifying, developing, and evaluating programmes, projects, and actions for modernisation and administrative simplification. AMA promotes initiatives through LabX to develop management support tools, including the ‘anticipatory innovation kit’, fostering innovation and efficiency in public service delivery.

Regarding the implementation of the CAF, the responsibility lies with the CAF RC situated within the Directorate-General for Administration and Public Employment (Direcção Geral de Administração e Emprego Público – DGAEP). DGAEP, overseen by the Secretary of State for Public Administration under the Ministry of Finance, is tasked with promoting CAF in Portugal and representing the country in the European CAF working group.

Additionally, in the realm of quality management, CCAS plays a pivotal role in ensuring adherence to quality guidelines across various governmental sectors. CCAS monitors the incorporation of quality objectives and indicators in services’ annual management instruments as mandated by law, providing guidance and tools to facilitate the implementation of best practices.

Capacity Building

Training: In Portugal, various aspects of quality management are integrated into the mandatory training curricula for senior and middle managers. Currently, postgraduate courses designed for public administration managers encompass topics concerning public service quality and quality management models. Moreover, quality management has become an integral component of the mandatory training curriculum for senior and middle managers. In the recent revision of the SIADAP model (performance assessment), quality management has been granted a more prominent role, given its direct association with organisational excellence recognition.

The INA (Instituto Nacional de Administração – National Institute of Administration) serves as the primary training institution for public administration, offering an extensive array of training programmes focused on quality management, catering to both managers and technical staff operating within the quality domain.

Information and Communication

Accessible information on ISO certification can be found on the public websites of the IPQ, while information regarding CAF is available on the DGAEP's platform. Although various promotional events, such as conferences and training sessions, including both face-to-face and e-learning formats, are conducted periodically, they are not consistently organised within the public administration realm.

Benchmarking: Benchmarking activities on quality management are conducted through the CCAS network. Additionally, the 'Colabora AP' portal plays a pivotal role in disseminating a multitude of best practices across public administration, including those pertaining to quality management.

Rewarding Quality

There are no mechanisms to recognise quality management in the public sector and award prizes on a regular basis.

Romania

[Disclaimer] The current information includes only information based on preliminary desk research.

Strategic Documents and Policies

Strategic documents: In 2004, Romanian central public institutions began implementing coordinated measures to ensure and reinforce quality management within the civil service. Several strategic documents were developed to guide these efforts, including the introduction of quality standards for monitoring and assessing both public services and civil servants' performance. Additionally, the government established specific staffing levels for civil servants based on the quality standards set for each public service and introduced a strategic planning system aligned with the services provided by each public authority. Motivational schemes were also devised to boost service quality and foster innovation. To support transparency and accountability, a Citizens' Charter was introduced, setting and assessing quality standards for public services, along with an institutional self-assessment guide based on the Common Assessment Framework (CAF). Key goals of these initiatives included reducing bureaucracy, increasing citizen orientation, and professionalising the civil service to enhance the quality of public services⁵¹⁹.

Although Romania has established legislative frameworks to regulate activities related to the development and implementation of quality management systems in public administration, as well as the improvement of public service quality, significant gaps remain compared to EU states with notable experience and results in public service quality and digitalisation. These challenges stem from a lack of coherence in implementing an efficient quality management system and the difficulty of assessing the quality of public services provided. Insufficient focus on the essential quality management principle of

⁵¹⁹ Ibid.

citizen orientation – the focus on the public service beneficiary – risks widening disparities with most EU Member States and may hinder convergence in public administration quality management. Romania is still in a developmental stage regarding the quality of public services and the adoption of quality management tools within public institutions⁵²⁰.

Policies: The CAF was introduced in the Romanian public administration in 2005 to promote the quality of public services, with the Ministry of Interior and Administrative Reform overseeing its coordination. The CAF implementation followed a phased approach: First, quality management training sessions on CAF were held for top management in targeted public institutions, followed by similar training sessions for civil servants in all county councils and prefecture institutions. Subsequently, the Central Unit for Public Administration Reform (CUPAR) managed technical support requests from interested public authorities – sent voluntarily – and provided onsite assistance to these authorities in conducting the CAF assessment.

By 2008, CUPAR had received 47 voluntary technical support requests from various public administration institutions, including 31 prefecture institutions, seven county councils, three deconcentrated public services, and two municipalities. State institutions included the Ministry of Economy and Finance (one General Directorate), the Ministry of Education, Research and Youth (three Directorates), the National Institute for Administration, and CUPAR. Through this effort, 386 civil servants were trained in the CAF model, enabling them to further disseminate the information. Additionally, 84 high-ranking civil servants from all 42 counties in Romania, including representatives of prefectures and county councils, were trained in the self-assessment tool, and institutions began drafting action plans based on CAF findings⁵²¹.

The main areas identified for improvement include internal communication, with proposals for an internal communication strategy, the creation of an intranet, and the implementation of an integrated document management system. Strategic planning was also highlighted, with a recommendation to review the multi-annual modernisation strategy. In terms of employee motivation, suggestions included involving staff in drafting the institutional action plan, internal communications, and the multi-annual modernisation plan through working groups. Other areas of focus were results measurement for both personnel and beneficiaries, with indicators set to track outcomes, and improving customer and citizen satisfaction through tailored questionnaires aimed at gauging satisfaction levels comprehensively⁵²².

While Romania has made progress in adopting measures to support public sector reforms, several issues persist, particularly regarding responsiveness to citizens' needs and expectations, the application of performance models, and sustained involvement of human resources within the system. Unfortunately, public institutions in Romania have yet to cultivate a genuine culture of respect for public service users and, even more so, a culture of assessing citizens' satisfaction with the services provided to them. Thus, challenges remain for the Romanian public sector, which must act with coherence and commitment – primarily at the governmental level – to increase alignment with more advanced European countries in implementing quality management in public institutions and adopting best practices developed by these countries⁵²³.

Regulatory status: As mentioned above, in Romania, the CAF has been promoted since 2005 in the process of preparing the country's integration in the European Union, but without a mandatory character. The actions to promote the model were coordinated by the Ministry of Administration and

⁵²⁰ Dragomir, C. (2019). Quality of public services and promotion of quality management in public institutions in EU Member States. *Review of General Management* 30(2).

⁵²¹ Matei, A., & Săvulescu, C. (2011). Convergence of the policies for promoting total quality management in the public administrations of Balkan States – European Union Member States. *Theoretical and Applied Economics* 18(3-556), 41–76.

⁵²² Ibid.

⁵²³ Ibid.

Interior and consisted of the publication of implementation guides and brochures explaining how the CAF applies. In addition, successful experiences of public institutions that have implemented the CAF were presented, and training and improvement programmes set up in the field of quality management⁵²⁴.

Leadership

Testing customer satisfaction: Standards are not yet established for all public services; as a result, customer satisfaction is evaluated nationally only on specific issues and projects. Examples include the Matra 2005 Timisoara Employment Agency initiative, and two opinion polls conducted by the National Agency for Civil Servants (NACS) in 2005 and 2006. These polls measured citizens' satisfaction with services provided by civil servants and assessed the level of de-politicisation within the Romanian civil service⁵²⁵.

Resources

Material support: In a public-private partnership, the NACS implemented the CLEAR tool, designed to help local governments and organisations at the local level gain a deeper understanding of public participation in their communities. This diagnostic tool aided public bodies in identifying specific strengths and challenges with participation, allowing them to consider more comprehensive strategies to increase public involvement. The CLEAR tool was based on a framework suggesting that public participation is most effective when citizens:

- had the resources and knowledge to participate ('can do');
- felt a sense of attachment that encouraged their involvement ('like to');
- were provided with accessible opportunities for participation ('enabled to');
- were actively encouraged by official or voluntary groups ('asked to');
- saw that their input was taken into account ('responded to').

Organised around these five principles, the tool encouraged users to examine participation levels in their area. Developed with support from the Council of Europe's intergovernmental cooperation and a team of experts, this tool offered a structured approach to evaluating and fostering local public participation. Additionally, NACS adapted the European Local Government Score Card for Public Ethics model from the Council of Europe to the Romanian context, working to create a national balanced scorecard to evaluate public institutions' adherence to ethical standards and principles. Another quality management tool used was peer review visits, which promoted knowledge exchange between different public institutions and authorities while sharing best practices across organisations⁵²⁶.

Structure

Organisational structure: The Ministry of Interior and Administrative Reform oversees two key institutions: CUPAR, and NACS. CUPAR, established in 2002 as part of the ministry, coordinates public administration reform efforts in Romania⁵²⁷. NACS, founded in 2000 and also under the ministry's coordination, is responsible for managing the civil service and its personnel, serving as the main institution for advancing Romanian Civil Service Reform⁵²⁸. Together, CUPAR and NACS, along with

⁵²⁴ Dragomir, C. (2019). Quality of public services and promotion of quality management in public institutions in EU Member States. *Review of General Management* 30(2).

⁵²⁵ Matei, A., & Săvulescu, C. (2011). Convergence of the policies for promoting total quality management in the public administrations of Balkan States – European Union Member States. *Theoretical and Applied Economics* 18(3-556), 41–76.

⁵²⁶ Ibid.

⁵²⁷ <http://modernizare.mira.gov.ro>

⁵²⁸ <http://www.anfp-map.ro>

other central institutions, share the responsibility of professionalising the Romanian civil service and improving the quality of public services delivered by civil servants⁵²⁹.

Capacity Building

Training: In Romania, several institutions offer training programmes focused on quality in public administration, including CUPAR (Ministry of Interior and Administrative Reform), NACS, the National Institute for Administration, the Romanian Academy of Economic Studies, and the National School for Political and Administrative Studies. For instance, from 10–20 March 2008, NACS and SIGMA organised a joint initiative with the OECD and the European Commission, primarily funded by the EC⁵³⁰. The general objectives of this initiative were to familiarise participants with key elements of quality management in the public sector and to present various instruments and frameworks aimed at promoting quality in public services and implementing quality-oriented policies. The training covered general topics such as quality as a policy issue, performance instruments, techniques, and frameworks to assess the quality of public services. This included ISO 9001, Service Charters, and balanced scorecards, as well as the quality of governance in public service organisations. The target groups for these training sessions included top managers and politicians at local and regional levels, as well as quality managers from other public agencies at the same levels, supported by expert assistance⁵³¹.

Information and Communication

Publications: N/A

Conferences: To further improve public administration quality, seminars and round-table events have been organised on topics related to public administration reform, such as the 2007 Conference on Good Governance and Public Administration Reform⁵³².

Best practices sharing: The NACS developed a good practices handbook covering various aspects of the public administration system, including civil servant ethics, management of deconcentrated public services under prefecture authority, and enhancing transparency in public institutions' interactions with citizens⁵³³.

Rewarding Quality

Awards: Since 2005, Romania has had several initiatives for awarding good practices within the public sector, for instance: excellence awards organised by the Romanian Leaders (7th edition in 2007), the Award for Excellence in Public Administration (3rd edition), and the awards offered by National Institute for Administration (1st edition in 2007). The Award for Excellence in Public Administration is meant to emphasise efforts for developing the Romanian public administration system, to reward the positive initiatives of public administration specialists and important projects implemented by representatives of the local and central administration. The ceremony is organised by the portal www.administratie.ro and by the OSC Agency (specialised in communication)⁵³⁴.

⁵²⁹ Matei, A., & Săvulescu, C. (2011). Convergence of the policies for promoting total quality management in the public administrations of Balkan States – European Union Member States. *Theoretical and Applied Economics* 18(3-556), 41–76.

⁵³⁰ www.sigmaweb.org

⁵³¹ Ibid.

⁵³² Matei, A., & Săvulescu, C. (2011). Convergence of the policies for promoting total quality management in the public administrations of Balkan States – European Union Member States. *Theoretical and Applied Economics* 18(3-556), 41–76.

⁵³³ Ibid.

⁵³⁴ <http://www.osc.ro/index.php?lang=en>

Citizen's charter: Various authorities at the local level, such as prefecture institutions, are implementing the Citizen's Charter concept, with examples including the Bihor prefecture⁵³⁵. The Romanian Government adopted a memorandum Necessary Measures for Improving the Quality of Public Services⁵³⁶, which outlines a plan for 2007–2008 aimed at improving the quality of specific public services, including the issue of passports and driving licences, and criminal records. The memorandum also establishes guidelines for general policy regarding the conduct of public service providers towards citizens⁵³⁷.

Serbia

Within Western Balkan countries, it appears that Serbia, along with BiH, is advancing most notably in relation to QM, not only by consistently integrating QM into the Public Administration Reform (PAR) strategic documents but also through prompt and clear subsequent actions⁵³⁸.

Strategic Documents and Policies

Strategic documents: The main objectives of the new PAR Strategy 2021–2030 are to 'further [improve] [...] public administration operations and the quality of formulation of public policies in line with the European Principles of Public Administration; [deliver] high-quality services to citizens and businesses; as well as [establishing a] professional public administration which will significantly contribute to economic stability and improvement of the standard of living'⁵³⁹.

The strategy contains measures to build organisational and technical capacities for the standardisation and digitalisation of processes to bolster the QM system in professional development within public administration. This includes support for the Quality Management Centre of the National Academy for Public Administration (NAPA) and the Ministry of Public Administration and Local Self-Government (MPALSG) organisational unit, which guides development and monitors the standardisation of professional development, and the establishment of a quality system in this domain⁵⁴⁰.

The strategy also aims to enhance administrative capacity for the adoption of QM, as well as hiring staff with the necessary skills and providing training activities⁵⁴¹.

Regulatory status: Quality management is predominantly implemented on a voluntary basis⁵⁴².

In 2021, MPALSG was the first organisation in Serbia to adopt CAF. The Public Investment Management Office, the Office for Peaceful Settlement of Labour Disputes, and the Office for Combatting Drugs did so in 2022. ISO has been implemented so far by the Intellectual Property Office and the Institute for Standardisation⁵⁴³.

⁵³⁵ <http://www.prefecturabihor.ro>

⁵³⁶ <http://www.sgg.ro/docs/File/SGG/memo.pdf>, available in Romanian

⁵³⁷ Matei, A., & Săvulescu, C. (2011). Convergence of the policies for promoting total quality management in the public administrations of Balkan States – European Union Member States. *Theoretical and Applied Economics* 18(3-556), 41–76.

⁵³⁸ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁵³⁹ [Strategy for Public Administration Reform in the Republic of Serbia for the period 2021-2030](#), p.15.

⁵⁴⁰ Ibid.

⁵⁴¹ Ibid.

⁵⁴² Survey

⁵⁴³ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

Leadership

Quality Culture as a Core Value

Testing customer satisfaction and measuring the quality of PA: One of the objectives of the PAR Strategy 2021–2030 is to establish an improved service quality control and assurance system. This entails the adoption of a system for measuring the quality of services, which necessitates standardising their delivery. Moreover, it involves the assessment of users' satisfaction with delivered services⁵⁴⁴.

Resources

Material support: Information materials regarding CAF implementation (e.g. general information and guidelines) are available, and tools that aid quality management implementation (e.g. templates, CAF online tutorials covering all phases, objectives, E-tool for the CAF self-assessment)⁵⁴⁵.

Structure

Organisational structure: In line with the PAR Strategy 2021–2030 and the Service Delivery Action Plan, MPALSG is responsible for coordinating the introduction, expansion, awareness promotion, and data collection related to QM. The NAPA is in charge of developing QM training programmes⁵⁴⁶.

Capacity Building

Training: Basic and specialised training on implementing CAF are planned to be offered, both online and in person. Five public officials were trained by ReSPA and KDZ and were certified as EFACs, while ten public officials were trained in CAF⁵⁴⁷.

Expert support: Between 2012 and 2023, consulting firm GOPA supported the implementation of CAF and capacity building in the framework of the EU4PAR project⁵⁴⁸.

MPALSG provides support by internal CAF trainers (trainers pool) and consultancy⁵⁴⁹.

Information and Communication

Publications: MPALSG (also in cooperation with ReSPA and previously with GOPA) regularly disseminates promotional content via digital platforms, such as social media, blogs, and websites, as well as through printed materials in the national language. The ministry also publishes CAF video tutorials on its website⁵⁵⁰.

Conferences: MPALSG (also in cooperation with ReSPA, and previously with GOPA) hosts occasional promotional events, both online and in person, to raise awareness about quality management⁵⁵¹.

Best practices sharing: During the CAF Open Day, which took place in January 2024 with the support of the Regional Quality Management Centre (RQMC) of ReSPA, there were sessions on Serbian and regional success stories. International CAF experts attended the event⁵⁵².

⁵⁴⁴ Ibid.

⁵⁴⁵ Ibid.

⁵⁴⁶ Ibid.

⁵⁴⁷ Ibid.

⁵⁴⁸ Survey

⁵⁴⁹ ReSPA. (2022). *Periodical Regional Quality Management Analysis – Final Report*. Danilovgrad: Regional School of Public Administration.

⁵⁵⁰ Survey

⁵⁵¹ Ibid.

⁵⁵² Ibid.

Rewarding Quality

Awards: During the CAF Open Day held in January 2024, a ceremony took place to award the first Effective CAF User Label in Serbia⁵⁵³.

Slovakia

A national project, Implementation and Support of Quality Management in Public Administration Organisations (2018–2022) was initiated. The aim was to improve quality standards through the implementation of different quality management systems (QMS), such as ISO, CAF, or EFQM, within 19 partner organisations including ministries and central state administration bodies. Ensuring consistency in QMS adoption was a key aspect of the contractual agreements with partners, who are now required to undergo the implementation process at least once more following the project's conclusion in 2022⁵⁵⁴.

Strategic Documents and Policies

QM policies: The main policy document is the National Quality Programme of the Slovak Republic for 2004–2008, with specific objectives and activities⁵⁵⁵.

Use of QM systems (QMS): The main quality management systems in Slovakia, in order of importance, are the Common Assessment Framework (CAF), ISO 9001 (typically accompanied by certification), and EFQM. The organisations implement the QMS voluntarily, and only universities are required to implement some kind of QMS of their choosing⁵⁵⁶.

Strategic documents: Regarding strategic documents, in Slovakia, QMS are included in the National Quality Programme of the Slovak Republic. For universities, QMS is mandated by Law No 131/2002 Coll. on universities and Law No 269/2018 Coll. on ensuring the quality of higher education⁵⁵⁷.

Leadership

Changes in government in Slovakia can, to some extent, impact the political will and support for quality management. Municipal and central government elections occur every four years leading to changes in managers and ministers, which can affect the consistency of support. Also, as stated before, there is no mandatory law in Slovakia for quality management – it remains voluntary, which can present challenges⁵⁵⁸.

⁵⁵³ Ibid.

⁵⁵⁴ <https://cafcentrum.unms.sk/en/key-information>

⁵⁵⁵ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

⁵⁵⁶ Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

⁵⁵⁷ Survey

⁵⁵⁸ Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

However, it can be said that the general interest and overall promotion of total quality management in Slovakia have been growing over the past few years, largely due to its CAF Centre. This is explained in more detail in the section on structure below⁵⁵⁹.

Quality Culture as a Core Value

Testing customer satisfaction and measuring the quality of PA: Each public entity independently conducts voluntary surveys to assess citizen satisfaction, typically through their websites. There is no survey organised on national level⁵⁶⁰.

Resources

Support: At the national level, there is no funding available for quality management (QM) implementation, and each organisation must use its own budget. However, funding options were available through the national project Implementation and Promotion of Quality Management in Public Administration Organisations, which was supported by the European Social Fund⁵⁶¹.

However, since the project concluded in 2022, this funding is no longer available due to the lack of support⁵⁶².

Material support: The CAF centre (Slovak Office of Standards, Metrology and Testing) publishes materials on their website regarding quality management (e.g. implementation of ISO 37001, CAF implementation, CSR). The Slovak Office of Standards, Metrology and Testing, as the main coordinator of the national quality policy, places special emphasis on skill acquisition, knowledge sharing, the exchange of experiences, and dialogue on best practices. The focus is to stimulate the learning experience of public sector organisations by providing studies and methodologies to further enrich their knowledge. Their publications address key issues for quality management and aim to contribute to the quality improvement process of organisations⁵⁶³.

They also have issued seven methodologies and three studies to enhance quality management in public sector organisations. These publications cover a range of topics, including the culture of quality, feedback mechanisms, social responsibility, and benchmarking. The methodologies provide tools for self-assessment, such as the Self-assessment Tool to Measure Culture of Quality, and offer guidance on implementing standards, e.g. ISO and CAF. Their goal is to improve internal processes and stakeholder satisfaction, address corruption through ISO 37001, and facilitate understanding of management systems. The studies and methodologies emphasise practical solutions and best practices to advance quality management and organisational performance in the public sector⁵⁶⁴.

The CAF Centre also created the Easy CAF tool during the last national project, which was concluded in 2022. This tool is dedicated to any public administration organisation interested in CAF, and it was created in response to the CAF process in Slovakia being typically lengthy and complex. Therefore, the creation of a simplified tool aimed to encourage the interest in the users to learn about the CAF⁵⁶⁵.

⁵⁵⁹ Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

⁵⁶⁰ Survey

⁵⁶¹ Ibid.

⁵⁶² Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

⁵⁶³ <https://cafcentrum.unms.sk/en/methodologies>

⁵⁶⁴ Ibid.

⁵⁶⁵ Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

Additionally, the centre offers fundamental consultation regarding CAF, ISO 9001, and EFQM, as well as conducting training activities, performing analytical and methodological tasks, and providing information, updates, and opportunities for exchanging experiences and best practices⁵⁶⁶.

Structure

Organisational structure: The Slovak Office of Standards, Metrology and Testing is the only body responsible for state quality policy in the Slovak Republic. It operates as a public entity independent of any ministry with a separate legal identity, meaning that it can act autonomously, settle legal agreements, claim legal rights, and possess properties. Its actions are ruled by the Act on the Organisation of the Activities of the Government and on the Organisation of the Central State Administration (Act No 575/2001). The office relies on funding from the Ministry of Finance, with supervision from the government. As a central administrative body established by the government, it is subject to reorganisation whenever there is a change in the executive. The President of the Office is accountable to the government, which appoints and dismisses them⁵⁶⁷.

The CAF Centre in Slovakia was created within the Slovak Office of Standards, Metrology and Testing (as part of the Quality and Project Management Department). It was established at the beginning of 2019 within the national project of the Office Implementation and Support of Quality Management in Public Administration Organisations, which is supported by the European Social Fund through the Operational Programme Effective Public Administration⁵⁶⁸.

The mission of the CAF Centre is to provide professional, educational, consulting, analytical, and methodological services, as well as to provide reliable and verified information and news in the field of quality management. Their goal is to intensify quality management activities in public sector organisations, raise awareness of its importance and benefits, support the implementation of the CAF model and other quality management systems, and promote debate and the exchange of experiences between organisations⁵⁶⁹.

In summary, the CAF Centre is essential for Slovakia, as it builds a quality community. It establishes personal connections between CAF Centre staff and those engaged in quality management within public organisations. This interaction offers opportunities to meet, exchange best practices, and discuss successful stories. The future prospects for Slovakia look promising, thanks in part to the work of the CAF Centre⁵⁷⁰.

Capacity Building

Training: In terms of training activities, Slovakia has demonstrated good performance. The CAF Centre has delivered a total of 332 training sessions, with 6 107 participants to date. Employees from 533 public administration organisations have participated in these training programmes⁵⁷¹.

⁵⁶⁶ Ibid.

⁵⁶⁷ Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

⁵⁶⁸ www.reformuj.sk/en

⁵⁶⁹ <https://cafcentrum.unms.sk/en/caf-centrum>

⁵⁷⁰ Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

⁵⁷¹ Database of participants of training of CAF Centre as of 31 August 2024 (pdf)

Information and Communication

Conferences: The CAF Centre annually organises the Conference on Quality and Social Responsibility⁵⁷².

The centre also hosted an online conference for high schools implementing CAF and is planning an event to celebrate the best activities applied as part of the Action Plans.

They offer free training for public administration organisations on a series of QM-related topics⁵⁷³. The Slovak CAF User Database⁵⁷⁴ helps organisations find new partners, while the Best Practice Database assists with benchmarking and bench learning⁵⁷⁵. There are currently 104 CAF users⁵⁷⁶. The CAF Centre also organises workshops focused on best practice exchange, particularly in CSR and the employee life cycle⁵⁷⁷.

Current data show that 25 organisations currently hold a valid Effective CAF User (ECU) label⁵⁷⁸.

CAF users are regularly informed via email and the website about the latest news, and training and workshops for public administration organisations are arranged to facilitate the exchange of experiences and best practices. The communication and promotion of CAF in this case is mainly centralised and easily accessible (mostly in Slovak, with an increasing amount of material becoming available in English)⁵⁷⁹.

Funding for the web page used to come from the last national project. Since the project concluded, the budget has been provided by the Slovak Office of Standards, Metrology, and Testing⁵⁸⁰.

Rewarding Quality

Awards: The Slovak Office of Standards, Metrology and Testing organises the Slovak National Social Responsibility Award on a yearly basis. In the Slovak Republic, the competition has a long-standing tradition and is one of the main activities of the National Quality Programme of the Slovak Republic for the years 2022–2026. Its mission is to involve a broad spectrum of public administration organisations and businesses in adopting management methods that enhance efficiency and performance, ultimately improving citizens' quality of life. This unique competition provides businesses and public administration entities with the platform to showcase their strengths, evaluate themselves against European standards, and affirm their excellence. Open to organisations with legal status registered in Slovakia or within an organisation, applicants are categorised based on employee count and their operational focus upon submitting their binding applications⁵⁸¹.

The Slovak Office of Standards, Metrology, and Testing also hosts awards ceremonies recognising top-quality managers and journalistic contributions within the field of quality⁵⁸².

These awards are prestigious events that also serve as a promotional tool. The National Quality Programme's objective is to motivate organisations to first implement quality management practices,

⁵⁷² https://www.linkedin.com/posts/unms_kvalita-je-naozaj-nikdy-nekon%C4%8Diaci-proces-activity-7118222760215990273-u8U-?utm_source=share&utm_medium=member_desktop

⁵⁷³ <https://cafcentrum.unms.sk/en/training-activities>

⁵⁷⁴ (<https://cafcentrum.unms.sk/en/caf-users-database>)

⁵⁷⁵ (<https://cafcentrum.unms.sk/dobra-prax>)

⁵⁷⁶ <https://cafcentrum.unms.sk/caf-pouzivatelia/statistika>

⁵⁷⁷ https://www.linkedin.com/posts/unms_model-caf-to-je-aj-zlep%C5%A1ovanie-riadenia-activity-7176204363047018497-yjLy?utm_source=share&utm_medium=member_desktop

⁵⁷⁸ <https://cafcentrum.unms.sk/caf-pouzivatelia/statistika>

⁵⁷⁹ <https://cafcentrum.unms.sk>

⁵⁸⁰ Interview on 10/09/ 2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

⁵⁸¹ <https://www.normoff.gov.sk/stranka/177/narodna-cena-sr-za-kvalitu-a-spolocensku-zodpovednost/>

⁵⁸² <https://www.normoff.gov.sk/stranka/176/sutaze-a-ocenenia/>

then focus on continuous improvement, with the ultimate goal being the award itself. It serves as a significant incentive for reaching excellence⁵⁸³.

Certifications: In Slovakia, organisations are strongly encouraged to apply for certifications, as they typically seek validation and aim to present themselves with certification as evidence of their quality standards. The Slovak Office of Standards, Metrology and Testing conduct the training and issue the certifications. Organisations seeking certification must first apply through the CAF Centre in Slovakia⁵⁸⁴.

Slovenia

Strategic Documents and Policies

QM Policies: These include the Quality Policy of State Administration – *Politika kakovosti državne uprave*, 1996 (adopted by the Slovenian Government in October 1996), and the Quality Policy of Public Administration – *Politika kakovosti slovenske javne uprave*, 2003 (adopted by the Slovenian Government in December 2003)⁵⁸⁵;

Additionally, there are more recent strategic documents, for instance the Slovenian Development Strategy 2030, Public Administration Development Strategy 2015–2020, and the Digital Public Services Strategy⁵⁸⁶, which will be examined in greater detail in the Leadership section below.

Use of QM systems: These are the CAF model – voluntary, the ISO standard, including a certificate – voluntary, and the EFQM model – voluntary (in some public organisations in the past, 2004)⁵⁸⁷.

The implementation of CAF was introduced in 2002. Since then, over 140 public organisations have adopted and used it, most of them are regular CAF users (implementing CAF in average every three to five years). The use of CAF has been systematically enhanced by the responsible ministry and supported financially with EU funds projects. During this period, employees from the ministry were responsible for promoting CAF among public entities, and supporting the implementation by training, exchange of good practices, QM events organisation, promotion activities, for example⁵⁸⁸.

Strategic documents: These include the Slovenian Development Strategy 2030 (Slovenian Development Strategy): Objective 12 – Effective governance and high-quality public service⁵⁸⁹, the Public Administration Development Strategy 2015–2020: Objective 6.5 – QM systems in public

⁵⁸³ Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

⁵⁸⁴ Interview on 10/09/2024 with Greta Hrehova (CAF National Correspondent), Katarina Verešová, and Professor Miroslav Hrnčiar

⁵⁸⁵ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

⁵⁸⁶ Survey

⁵⁸⁷ Ibid.

⁵⁸⁸ Žurga, G. (ed.) (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration.

⁵⁸⁹ <https://www.gov.si/assets/ministrstva/MKRR/Strategija-razvoja-Slovenije-2030/Slovenian-Development-Strategy-2030.pdf>

administration⁵⁹⁰, and the Digital Public Services Strategy (Digital_Public_Services_Strategy_2030.pdf (gov.si))⁵⁹¹.

The Public Administration Development Strategy 2015–2020, also known as PADS, serves as a strategic framework guiding Slovenia's governmental activities over a six-year period. It encompasses objectives aimed at improving the quality, efficiency, transparency, and accountability of public administration. Key focus areas include improving professionalism, innovation, and responsibility among civil servants, strengthening internal oversight mechanisms to combat corruption, and reinforcing core values such as the rule of law and cooperation. The strategy also addresses the urgent need for modernising public administration to improve Slovenia's international competitiveness and streamline resource utilisation. Efforts are directed towards consolidating functions, enhancing human resource management practices, and implementing performance-based remuneration systems to align with organisational objectives and improve service delivery⁵⁹².

Slovenia is in the final stages of drafting an umbrella strategy aimed at guiding the sustainable transformation of public administration by 2030. This upcoming Strategy for the Sustainable Development of Public Administration will tackle shifts and trends within the sector, as well as the challenges posed by unpredictable and complex changes, emphasising adaptability across three main goals: tailored public services, competent civil servants, and innovative and open public administration. This initiative aligns with Slovenia's broader developmental framework outlined in the Slovenian Development Strategy 2030, which reflects global trends and challenges while integrating sustainable development goals from the UN's 2030 Agenda. By emphasising a systemic approach to sustainable development, Slovenia seeks to cultivate a society capable of effectively navigating change, uncertainty, and challenges⁵⁹³.

Quality Culture as a Core Value

Testing customer satisfaction: Since 2001, yearly and monthly – quality barometer.

Measuring the quality of PA: Since 2003. Results published:

- CAF Version 2002⁵⁹⁴
- CAF Version 2006⁵⁹⁵
- CAF Version 2020⁵⁹⁶
- customer satisfaction (yearly)⁵⁹⁷
- quality barometer (monthly)⁵⁹⁸
- administrative unit performance: several reports⁵⁹⁹.

Based on the Regulation on Administrative Operations, which is the basic regulation for the operation of organisations in public administration/sector, state administration bodies dealing with clients must

⁵⁹⁰ https://www.gov.si/assets/ministrstva/MJU/Kakovost-in-inovativnost-v-javni-upravi/Strategija/Strategija_razvoja_ANG_final_web.pdf

⁵⁹¹ <https://www.gov.si/assets/ministrstva/MKRR/Strategija-razvoja-Slovenije-2030/Slovenian-Development-Strategy-2030.pdf>

⁵⁹² https://www.gov.si/assets/ministrstva/MJU/Kakovost-in-inovativnost-v-javni-upravi/Strategija/Strategija_razvoja_ANG_final_web.pdf

⁵⁹³ <https://www.gov.si/assets/ministrstva/MKRR/Strategija-razvoja-Slovenije-2030/Slovenian-Development-Strategy-2030.pdf>

⁵⁹⁴ http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/mju_dokumenti/CAF/CAF-1.3-26.02.08.xls

⁵⁹⁵ http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/mju_dokumenti/CAF/CAF_2006_-_analiza_ver_1.1_27.02.08.xls

⁵⁹⁶ <https://www.eipa.eu/caf-resource-centre/what-is-caf/>

⁵⁹⁷ http://www.mju.gov.si/fileadmin/mju.gov.si/pageuploads/Kakovost/Analiza_primerjava_med_UE_2007.xls

⁵⁹⁸ <http://e-uprava.gov.si/e-uprava/javniStran.euprava?pageid=130>

⁵⁹⁹ http://www.mju.gov.si/si/zakonodaja_in_dokumenti/pomembni_dokumenti/upravne_enote/porocila_2006/

conduct customer satisfaction surveys (regarding the public services they provide) at least every two years, based on the methodology published by the minister on the website of the ministry responsible for public administration. The implementation is supervised by the Public Sector Inspectorate. The current methodology from 2016 is outdated and no longer encompasses the current factors of user satisfaction with services. Therefore, Slovenia is participating in the TSI project – Measuring the Citizens Satisfaction with Key Government Services (2023–2025). Within this framework, a new, common methodology will be developed for measuring citizen satisfaction with public services tied to life events, and a pilot study will also be conducted⁶⁰⁰.

Resources

Support: The CAF usage is strongly recommended, and the material sources are publicly available.

Over the past 20 years, the government has allocated funds from the state budget and EU sources to support an organised service within the Ministry of Public Administration. This service helps organisations in implementing quality management systems (QMS) by providing free training, events, experience exchanges, specific assistance with conducting self-assessments using the Common Assessment Framework (CAF), and rewards. While the government does not directly finance individual organisations, it systematically supports the introduction of QMS. However, individual organisations can independently seek financial support from the market for their quality improvement activities⁶⁰¹.

As previously mentioned, the government systematically supports the introduction of QMS in the public sector. This effort was especially prominent between 2016 and 2023, during which time two projects were launched under the European Cohesion Policy to enhance the quality of services and operations of public organisations: the introduction of performance management and the implementation of the CAF model, including the CAF PEF Procedure (CAF PEF Label). Organisations had access to free training, participation in national and international quality events, a dedicated website, Slovenian-language manuals, monthly e-newsletters, promotional films, brochures, and other promotional materials. Although this support has diminished with the end of EU funding, it has not ceased entirely. Recently, training for public servants on using the CAF model was provided to about 80 participants, and a CAF PEF 2024 is currently in progress⁶⁰².

Structure

Organisational structure: Quality management standards, approaches, and tools are overseen and promoted at a high level through a centralised coordination system by the Ministry of Public Administration. This includes promoting the CAF as a QM tool, motivating public entities to implement CAF, organising and conducting free training sessions on using the CAF model, and organising professional events and conferences on quality. The ministry also promotes a culture of quality, disseminates information on current developments in public sector quality, awards prizes for CAF model usage, and supports CAF PEF activities and international cooperation in the field of quality. However, public sector organisations are not required to collaborate with the ministry in this area and have the authority to independently decide on using the CAF or any other quality management systems. It should be noted that support for these activities depends on the current leadership of the ministry and departments, and can vary significantly, as reflected in the general support for activities and the number of employees and financial resources available⁶⁰³.

⁶⁰⁰ Survey

⁶⁰¹ Ibid.

⁶⁰² Ibid.

⁶⁰³ Ibid.

Capacity Building

Training: The Ministry of Public Administration provides training to organisations that decide to introduce or reuse the CAF model, covering all members of their self-assessment groups. Participation is free, and participants receive the CAF manual and forms to aid in self-assessment. The training includes a theoretical introduction and a practical workshop, assessing at least two criteria. Regular meetings of quality representatives from CAF-using organisations are organised to facilitate information and experience exchange. In Slovenia, the CAF PEF is conducted annually, with training and workshops provided for both participating bodies and external feedback actors (EFACs). During the CAF and performance management projects, more extensive and detailed training sessions were offered. Additionally, free participation for public servants at the annual national quality conference was available, though now the participation fee is covered by the individual organisations. Besides CAF model training, the Administration Academy, authorised to enhance public servants' capacities, organises numerous training sessions. While not directly related to quality, these sessions significantly impact the efficiency and quality of public services, covering topics such as digital skills, quality legislation preparation, HR management, and innovative approaches. Public servants discuss their training interests with their supervisors during annual development interviews. Participation in these sessions is free for the individual, with costs covered by the employer or EU project funds⁶⁰⁴.

Expert support: Additionally, a professional expert team at the ministry, currently consisting of two employees, remains available to offer assistance, advice, motivation, and support to users⁶⁰⁵.

Information and Communication

Publications:

- Slovenska uprava (Slovenian Administration), 2001–2005⁶⁰⁶
- Okno uprave (Window on the Administration), since 2000⁶⁰⁷
- Kadrovske informacije (Personnel information), 2000–2005⁶⁰⁸
- e-news of the Ministry of Public Administration⁶⁰⁹.

Citizen's charters: Not in use⁶¹⁰.

The ministry arranges yearly gatherings for users of the CAF model, such as conferences and meetings for quality representatives. It keeps the website regularly updated with current information, ensuring content is available in Slovenian. However, several activities have ceased following the conclusion of EU project funding, either due to inadequate budgetary resources or because prioritising the implementation of quality systems in public organisations is not a current leadership focus. As of 2024, monthly e-newsletters are no longer distributed, and the ministry no longer participates in organising national quality conferences and similar events⁶¹¹.

Rewarding Quality

Awards: Slovenia has an internal act governing CAF awards, which are divided into three categories: CAF Beginner (for organisations using CAF for the first time), CAF Regular User, and Effective CAF User (ECU). These awards are given by the Minister of Public Administration to organisations that have

⁶⁰⁴ Ibid.

⁶⁰⁵ Ibid.

⁶⁰⁶ <http://www.mju.gov.si/index.php?id=262>

⁶⁰⁷ Ibid.

⁶⁰⁸ Ibid.

⁶⁰⁹ <http://www.mju.gov.si/index.php?L=1>

⁶¹⁰ Survey

⁶¹¹ Survey

implemented CAF within a year, or have successfully completed external evaluation in the CAF PEF process. The presentation of these awards takes place annually at a dedicated ceremony⁶¹².

Certification/external feedback: Slovenia has implemented the CAF PEF external assessment system, through which 22 public administration organisations have attained the ECU recognition to date. A network of over 40 EFACs is maintained, who undergo comprehensive training annually before engaging in the assessment process. The Ministry of Public Administration organises and supervises the CAF PEF process, encouraging organisations to participate, ensuring EFACs are well-trained, facilitating document/report exchange, organising site visits, and providing compensation to EFACs. Upon completion of the assessment, the CAF Awards Committee considers the recipients of the ECU awards, based on the achieved results in the assessment process⁶¹³.

Spain

Strategic Documents and Policies

The Royal Decree (RD) 951/2005 regulates the general framework for the quality improvement at the General State Administration. This Framework outlines **six key quality programmes** which encompass elements such as self-assessment and recognition based on established quality models such as EFQM (European Foundation for Quality Management), CAF (Common Assessment Framework), and other national models (such as EVAM and Cyklos). One of this programmes has two subprogrammes which are nevertheless also applicable to the regional and local level: the subprogrammes on Certification and Award recognitions.

It is important to note that while the implementation of quality programmes outlined in RD 951/2005 is not mandatory across the board, it is **strongly recommended**. The sole mandatory programme pertains to complaints and suggestions, requiring prompt responses from public administrations within the Central State Administration, with a maximum response time of 20 working days.

Article 26 of Royal Decree 951/2005 established the creation of an **Observatory for the Quality of Public Services**. This observatory serves as a platform for conducting periodic and standardised analyses of citizen perceptions regarding public services provided by the General State Administration. Its primary objectives are to propose general improvement initiatives and to offer comprehensive information to citizens about service quality.

The Observatory for the Quality of Public Services utilises data gathered from user satisfaction evaluations conducted through the Demand Analysis and Satisfaction Evaluation Programme. Under the framework of the Observatory of the Quality of Public Services programme, an annual report is published to monitor the implementation of quality programmes across ministries. This report includes conclusions, recommendations, and improvement proposals based on comprehensive data analysis. However, it is important to note that formal evaluations of public service quality at the central government level have not yet been conducted.

Additionally, it incorporates citizen perception data on public services through commissioned opinion studies conducted by the relevant ministry. Perception studies in Spain were conducted until 2018, and publications from these studies can be accessed at via Public Service Perception Reports at <https://funcionpublica.digital.gob.es/gobernanza-publica/calidad/informes/percepcion.html>

⁶¹² Survey

⁶¹³ Ibid.

The Directorate-General of Public Governance produces several annual quality reports, which are compiled on the public webpage of the ministry, [Informes de Evaluación de la Calidad de los Servicios \(digital.gob.es\)](https://digital.gob.es)²¹².

AEVAL

The Royal Decree mandated the establishment of the executive agency for the implementation of the Decree: **The Spanish Agency for the Evaluation of Public Policies** (*Agenda Estatal de Evaluación de las Políticas Públicas y la Calidad de los Servicios — AEVAL*) in accordance with its statute, approved by Royal Decree 1418/2006 of 1 December. The Agency existed until 2016, when it was dissolved.

Within the AEVAL, the Department of Quality of Services assumed these powers, initially staffed with 14 staff, growing to 17 at the time of its dissolution.

The creation of an evaluation agency was included as an electoral commitment of the Socialist Party's programme in the 2004 general elections. There has been the emergence of new academic and social actors, together with the role of the EU and its funds, the concern for the results and quality of public spending, and also the models of excellence, accountability, and risk management. These served to promote a renewed concern for the management of public policies and governance, opening paths to the need for evaluation in the country.

One of the original justifications for creating this agency was to improve public policy evaluation with the end result of improving government's coordination of public policy implementation in the context of a decentralised Spain. Other important objectives included promoting a more rational use of public resources, improving public service quality, and bolstering accountability to citizens.

Its objectives were formulated to:

1. promote the culture of evaluation and quality of services, and to promote their practice in public management;
2. develop and promote methodologies, carry out accreditation and certification activities, and encourage the implementation of information systems and indicators for quality assessment and management;
3. carry out evaluation and analysis of public policies and programmes;
4. promote the improvement of the quality of public services as a commitment to citizens;
5. carry out the necessary analyses to prepare the Annual Report to the Congress of Deputies provided for in the Law on State Agencies;
6. provide an effective, efficient, and quality service, in a framework where responsibility for management and its autonomy and flexibility are balanced⁶¹⁴.

Regarding the institutional model of the agency, two fundamental approaches were discussed at the time: the parliamentary framework and the location in the executive. The decision finally was, for reasons of expediency, to fit it within the executive framework⁶¹⁵.

The Agency's Closure and its Impact

It is possible that the very broad range of functions as described is one of the reasons for the agency's failure: it was dissolved at the end of 2017.

Another identified shortcoming by the doctrine is that the agency does not initially deepen the relationship with the EU, the main object of its activity, not generating sufficient complicity with the

⁶¹⁴ Ibid.

⁶¹⁵ Juan Antonio Garde Roca, *La experiencia AEVAL en España (2005-2017)* [The AEVAL experience in Spain (2005-2017)] (in Spanish) doi:10.24965/gapp.11000

Commission. Nor does it seek a closer internal relationship with the main social actors that are the object of its action, expanding its influence and broader knowledge of its activity and work. On top of that, it did not integrate the regions in its institutional structure. Some authors also consider that it had a tendency to analyse more the execution of the administrative procedure linked to the policy than the impacts of the policy itself (what results it causes), something considered typical of continental versus Saxon evaluation models.

Its dissolution narrates the difficulties of the development in Spain of independent institutions that serve to strengthen adequate operating models for accountability, and the improvement of the effectiveness of public spending⁶¹⁶. Analysts agree that the requirements that the institutionality of the evaluation requires are scientific rigour, temporality, and active participation of those affected, which do not seem to be acceptable in short periods, and also stresses the need for these institutions to act independently.

Nevertheless, the ten years of existence of the agency had a very positive set of lessons learned and impacts in the evaluation and quality culture of the civil servants in Spain.

- The creation of a multidisciplinary team professionally competent, as well as experienced in the analysis of the main programmes and public policies committed, allowed a robust response to the work commissioned by the government.
- It has also allowed an elaboration of analysis methodologies of a pluralistic nature with a pragmatic approach. This combined academic methods of evaluation and the use of indicators and technical tools from the different social sciences, with a practical knowledge of public activity and the specific problems of both design and implementation.
- It provided a statute with a commitment and a clear desire for transparency, accountability, independence, and rigour of its work, as well as the need for its exhibition and publication. This included a marked emphasis on the development of the culture of evaluation and knowledge networks as a reference for public action.
- It imposed the creation of joint work networks with the autonomous communities, and very broad cultural and technical collaboration in terms of quality and excellence (general quality framework and evaluation models).

Recent Developments

The liquidation of the Agency in 2016 meant in practice that the evaluation part of its mandate was separated from the quality part. Quality was integrated into the General Directorate of Public Governance, and evaluation of public policies was placed at the then-created Institute for the Evaluation of Public Policy, which has recently become a state agency under the Ministry of Economy.

In 2019, the ministry issued Order TFP/967/2019 dated 18 September, establishing the regulatory framework for the Excellence Recognition Subprogramme under the general framework for the improvement of quality in the General Administration of the State, as defined by Royal Decree 951/2005. This new order aims to enhance internal coherence and bolster the management capacity of the programme. It consolidates the regulatory bases for participation in two key subprogrammes: the Excellence Recognition Subprogramme, and the Quality and Innovation Awards Subprogramme in public management. By doing this, both processes become united to favour efficiency in the resources at the ministry.

The Excellence Recognition Subprogramme entails certifying organisations that have achieved a specified level of excellence compared to recognised reference models. These models include the EFQM Model of Excellence from the EFQM, the CAF from the EUPAN Network of the EU, and the Evaluation, Learning, and Improvement Model (Evaluación, Aprendizaje y Mejora – EVAM) from the General Administration of the State (Administración General del Estado – AGE).

⁶¹⁶ Ibid.

In alignment with the Excellence Recognition Subprogramme, the General Directorate of Public Governance, which had been issuing certifications since 2008, enjoyed better efficiency means by the joint processing of certifications and awards, avoiding duplications in evaluations. Under Order TFP/967/2019, a structured approach to assessing organisational performance was implemented.

Following the prescribed procedure, organisations undergo self-assessment based on performance models and subsequently receive certification of their level of excellence. The process concludes with the issue of a certification and the awarding of a seal, reflecting the model used for self-assessment and the verified level of excellence recognised by the Directorate-General.

Out of the organisations that have participated in this subprogramme, 250 have been certified since 2008, out of which more than 200 belong to AGE.

Additionally, in 2022, three public organisations under AGE successfully renewed their certification.

Overall, during the year 2022, the Directorate-General of Public Governance (Dirección General de Gobernanza Pública – DGGP) issued a total of 16 certifications, which includes both initial certifications and renewals, based on the recognised reference models mentioned earlier.

Notably, the Ministry of Defence has shown the highest level of participation in this subprogramme, with ten initial certifications and one renewal during the specified period.

Quality Culture as a Core Value

1. Report on the activity of the Spanish Ministries (ISAM)

The objective is to generate applied knowledge in the Spanish public administration, as well as to contribute to transparency and good governance through the monitoring and adjusted evaluation of the activity carried out. This is a matter that becomes key at a time when the public administration must give special examples of its capacity to properly manage public resources.

This report presents a general overview of the activity of the ministries in relation to each of the five quality programmes of the General Framework for Quality Improvement in the General Administration of the State (RD 951/2005):

- the Analysis of Demand and Evaluation of the Satisfaction of Service Users;
- the Service Charters programme;
- the Complaints and Suggestions;
- the Quality Assessment of Organisations;
- the Recognition programme.

For example, regarding the ISAM Report 2022 follow-up report on the activity of the Ministries in relation to the Programmes of the General Framework for the Improvement of the Quality of the AGE during 2022, we can see previous reports.

2. Report on Citizens' Perception of Public Services: This report studies the degree of satisfaction of citizens with public policies and services in Spain. Since 2018, no more reports have been published.
3. According to the Law 11/2020 on the General State Budget for the year 2021 (amends Law 40/2015, of 1 October 2015, on the Legal Regime of the Public Sector), recovering state agencies as public bodies that are part of the state institutional public sector. This Law defines state agencies as *entities of public law, endowed with public legal personality, their own assets and autonomy in their management, empowered to exercise administrative powers, which are created by the government for the fulfilment of the programmes corresponding to the public policies developed by the General State Administration within the scope of its competences*. It

is in this regulatory context that the General Directorate of Public Governance continues to prepare and present reports on the activity carried out by state agencies. The last one was published in 2022 and on the web, there are the historical reports on state agencies.

Resources

At the Central Administration level, **no funding has been available** in the past and currently no EU funding is known to be available.

At Central level, for the implementation of the competences and programmes of RD 951/2005, the competent Ministry of Public Administration, currently the Ministry for the Digital Transformation and Civil Service, is assigned the following functions, among others:

- to coordinate, ensuring the integration of its various programmes and conduct its overall monitoring;
- to elaborate the practical guidelines for the implementation of the programmes;
- to promote, advise, and support the units responsible for the different bodies and agencies in the development of the quality programmes;
- to harmonise the training programmes on quality and, if necessary, to develop training actions.

Since the closure of AEVAL, the number of staff assigned to quality programmes has been decreasing and nowadays is at a minimum – the CAF National Representative and one or two people working with them. There is no CAF RC as such in Spain (in the past that role was performed by AEVAL).

Structure

Spain operates under a system of high decentralisation, where authority and information regarding quality programmes in public organisations covering the central State Administration reside within the Central Administration, whereas the autonomous regions have their own competences to establish or recommend quality models in their own regional and local levels.

The responses to the survey are provided AGE, and they only cover quality programmes in public organisations of the organs and administrative units of the General State Administration, its autonomous agencies, managing entities, and common social security services.

The approach to the implementation of quality management tools as already mentioned, is highly decentralised and depends on the level of administration concerned (local, regional, central).

In the Central Administration, the recent Royal Decree 210/2024, of 27 February, establishing the basic organisational structure of the Ministry for Digital Transformation and the Civil Service, provides that the General Directorate of Public Governance, and within it the Deputy Directorate-General for Inspection and Consultancy, is responsible for *promoting the continuous improvement of management through the promotion, development, and monitoring of quality programmes in public services, based on the pursuit of excellence and the promotion of innovation. In particular, the management and promotion of the quality programmes provided for in Royal Decree 951/2005 of 29 July, which establishes as already mentioned, the general framework for quality improvement in the General State Administration* (source: [Informes de Evaluación de la Calidad de los Servicios \(digital.gob.es\)](https://digital.gob.es/informes-de-evaluacion-de-la-calidad-de-los-servicios))

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Structure: Multilevel Coordination in Spain

1. Inter-Administrative Network for Quality in the Public Services

The Inter-Administrative Network for Quality in the Public Services is a cooperation forum made up of the bodies responsible for quality and evaluation of the General State Administration, the autonomous communities and the autonomous cities of Ceuta and Melilla, and the Spanish Federation of Municipalities and Provinces (Federación Española de Municipios y Provincias – FEMP). The Network was established in October 2005, and aims to establish formulas for inter-administrative cooperation and collaboration in the areas related to quality and excellence in public services and evaluation. Nevertheless, in practice and throughout its life, the experts observe that the continued instability and changes in government in Spain have meant that this network is lacking the needed impetus from the managers in charge of its work. This is reflected in the discontinuity of its meetings and the scarce results.

To carry out its functions, the network is structured in plenary sessions, as well as a set of committees and working groups. The network also has a Secretariat, carried out by the Sub-Directorate-General for the Inspection of Services (AGE) of the Directorate-General for Citizenship and Open Government.

In 2018, two meetings of the network were held, which took place in Madrid on 8 May 2018, within the framework of the Open Government Week, and in Malaga on 4 October 2018, in the vicinity of the X Conference on Modernisation and Quality in Local Administration (Jornada sobre Modernización y Calidad en la Administración Local – JOMCAL) organised by its City Council.

In 2019, the network's meeting was held in Madrid on 20 November 2019, within the framework of the Quality in Public Services Conferences.

In 2021, a new meeting of the network was convened within the framework of the 7th State Conference on Quality and the XI Conference on Modernisation and Quality in Local Administration (JOMCAL) on 17–19 November 2021. Since 2021, no further meetings have been reported.

2. Quality in Public Services Conferences

The Quality in Public Services Conferences, promoted biennially by the Inter-administrative Network for Quality in Public Services, are a means of promoting and externalising the activity of the network, disseminating quality and evaluation in the public sector from a logic of consensus, as well as presenting good practices and innovative management approaches. They are a forum for contacts and discussion for the definition of the future strategy, to transfer proposals to those responsible for the public administrations and to project to civil society the commitment of the administrations in the improvement of public services.

Example: November 2021 – Quality and Innovation for Recovery.

Under the slogan Quality and Innovation for Recovery, the Ministry of Finance and Public Service, together with the FEMP and the Malaga City Council, jointly held, the 7th State Conference on Quality and the XI Conference on Modernisation and Quality in Local Administration (JOMCAL) on 17–19 November 2021. It was held in a hybrid format with face-to-face sessions in Malaga and virtual sessions with online broadcasting. In the various sessions, round-table sessions and workshops, in the company – among others – of former mayors, municipal elected officials, and General Directors of the three administrative levels, the following were reflected:

- new technologies in the recovery process;
- from citizen participation to co-creation;
- administrative collaboration for the simplification of procedures;
- testing Cyklos, a tool for evaluation;
- new post-COVID scenarios of quality in public administrations;
- new forms of continuous improvement, public innovation;

- good practices of local entities: participation, transparency, digitalisation, and electronic administration.

Capacity Building

The National Institute of Public Administration (Instituto Nacional de Administración Pública – INAP) organises training on an ad-hoc basis (in collaboration with the Ministry of Public Administration) on quality but without a structured plan. Also in the education programmes for new civil servants entering the AGE, the provision of basic training on quality is foreseen on a non-regular basis.

In the Central Administration, the Secretary of State for Public Administration has been providing occasional courses for public employees on quality models and quality management for civil servants, from INAP or from the General Directorate of Public Governance.

Information and Communication

As already mentioned, in 2006 Spain created the Observatory for the Quality of Public Services, with the aim of disseminating information about how efficient the provision of public services is from the citizens' point of view, and advancing proposals for improvement when necessary. Spain's first National Conference on Quality of Public Services in 2007, also had the objective of acting as a bridge between the public and private sector and of involving citizens in the assessment of public services.

At present, to support the effective implementation of the different quality programmes, detailed practical guidelines are readily accessible on the website of the Secretary of State for Public Administration, which is currently housed within the Ministry for the Digital Transformation and Civil Service. These guidelines can be found at <https://funcionpublica.digital.gob.es/gobernanza-publica/calidad/Metodologias-y-Guias.html>

Through the social networks (060 and transparency portal) promotional content is disseminated, such as the announcements of the annual calls for the awards for quality and innovation in public management.

Main activities for communication and dissemination comprise mailings, regular updates, announcements, and reminders that are sent via different means in several languages (in addition to English, e.g. Spanish, Catalan, or Euskera) to relevant stakeholders – including public servants, policymakers, researchers, industry professionals, and civil society actors – and related to the different programmes.

Rewarding Quality

Article 24 of Royal Decree 951/2005 regulates the awards for quality and innovation in public management. The awards for quality and innovation in public management are aimed at recognising and rewarding public organisations that have distinguished themselves in one of the following areas:

- the excellence of their overall performance in comparison to recognised benchmark models;
- innovation in the management of information and knowledge, as well as technologies;
- the quality and impact of the unique improvement initiatives implemented.

The awards for quality and innovation in public management are open to the bodies and organisations of the General State Administration, the administrations of the autonomous communities, the local administration, and the cities of Ceuta and Melilla, as well as other public law entities.

On the other hand, Order TFP/967/2019 of 18 September establishes the regulatory bases for the programme of recognition of the general framework for the improvement of quality in the General State Administration established by Royal Decree 951/2005 of 29 July.

This order establishes that the awards will be the subject of an annual call for applications, by Order of the head of the ministry competent in matters of the civil service, which will establish the content of the applications for participation, as well as the deadlines, technical specifications, and evaluation criteria, which must be submitted electronically, in accordance with the provisions of Article 14.2 of Law 39/2015, of 1 October of the Common Administrative Procedure of Public Administrations.

The public sector awards for excellence, innovation, and citizen impact, presented to three organisations, went ahead despite the pandemic²²⁶.

During that pandemic period, the Ministry of Territorial Policy and the Civil Service also signed agreements to promote excellence in the public sector with the Excellence Club on Management 45, CEG (Club Excelencia en Gestión), AEC (Asociación Española para la Calidad), and Fundibeq (Fundación Iberoamericana para la Gestión de la Calidad). The CEG provides training on EFQM in coordination with the Ministry of Public Administration.

(Sources for Spain: European Commission, Directorate-General for Structural Reform Support, *Public Administration and Governance – Spain*, Publications Office of the European Union, 2022, <https://data.europa.eu/doi/10.2887/36277>)

In addition, the Secretary of State for Public Administration organises quality conferences (every two years, through the Inter-administrative Network of Quality in Public Services) and quality award ceremonies for Quality and Innovation in Public Management Awards.

<https://funcionpublica.digital.gob.es//gobernanza-publica/calidad.html>

Certification and external feedback: Public organisations in the central administration can receive guidance and technical assistance from the General Directorate of Public Governance.

They also receive support and validation from the General Inspections of Services which are transversal units that exist in all ministerial departments.

In addition, some public organisations receive external support for the implementation of quality management systems.

Sweden

[Disclaimer] The current information includes mainly information based on the previous country mapping by Zurga, G. (Ed.). (2008). *Quality Management in Public Administrations of the EU Member States: Comparative Analysis*. Ljubljana: Ministry of Public Administration

Strategic Documents and Policies

Strategic documents: currently unknown.

QM policies: currently unknown.

Regulatory status: currently unknown.

Leadership

Sweden has a highly decentralised system for public management, meaning that most matters on quality management (on central government, regional and municipal levels) are left to each individual organisation to decide upon.

Work according to standards or quality systems on the regional or municipal level has often been implemented in direct connection with certain defined activities or operations. So no systematised, overarching is applied to provide general guidance on quality management to an organisation as a whole. The general trend in recent years is that regions and municipalities have started to develop their own models for improvement of their activities, often containing elements of widely recognised systems for quality management⁶¹⁷.

Similarly, it is up to the individual central government agencies to decide how to implement various systems or standards. As an example, The Swedish Civil Contingencies Agency is a member of the Swedish Institute for Standards (SIS), and employs these systems on a more general basis – ISO, CEN, and SIS⁶¹⁸.

However, these are not general guidelines and some central government agencies only employ such systems in certain activities. For instance, The Swedish Agency for Economic and Regional Growth, provides guidance on how regions, municipalities and private sector organisations can employ EFQM to analyse sustainability issues in their efforts to promote tourism in their regions⁶¹⁹.

Quality Culture as a Core Value

Measuring the quality of public administration and customer satisfaction: the Swedish Quality Index had had extensive experience in conducting surveys and provides valuable insights for companies that want to achieve sustainable success. The broad competence in analysis is engaged in customer issues and curiosity about the driving forces that control customers' behaviour now and then. Together with their Nordic colleagues, they are part of the EPSI Rating Group, where there is collaboration on everything from research and development projects to customer-specific deliveries to Nordic customers⁶²⁰.

Resources

Funding: currently unknown.

Structure/Coordination of QM Practitioners

National structure: Sweden reports on an explicitly decentralised approach to quality management in its public administration.

Communication and Information

Information: This means that information on quality management is as fragmented as the organisation of the public administration itself.

Best practices sharing: currently unknown.

⁶¹⁷ Rapportmall Kommunkompassen (skr.se)

⁶¹⁸ msb.se

⁶¹⁹ Nulägesanalys - Tillväxtverket (tillvaxtverket.se).

⁶²⁰ <https://www.kvalitetsindex.se/om-oss/>

Capacity Building

Training: currently unknown.

Rewarding Quality

Awards: currently unknown.

Certification: currently unknown.