EXCELLENCE MODELS IN PUBLIC ADMINISTRATIONS IN THE EUROPEAN UNION

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ABSTRACT

Among excellence models in public administrations in the EU, CAF and EFQM are used most. In use are also models that countries have adapted or designed themselves (for example: the Swedish Quality Model, used since 1992, INK developed by the Netherlands and also used by Belgium, and KVIK in Denmark).

Keywords: excellence model, CAF, public administration, quality management.

1. INTRODUCTION

Most quality excellence models have first been developed for the private sector and have been transferred to the public sector as a result of a paradigm shift taking place in the public administration in Western countries. In Europe, they clearly cluster around two core models - the 1999 version of the European Excellence Model (previously known as the Business Excellence Model) and the 1998 version of the Speyer Quality Award for German-speaking countries. A detailed comparison identifies the following organisational and managerial key criteria, which are also found in most Western European national quality awards that involve public service organisations (see Löffler, 2001):

- leadership
- policy and strategy
- people
- resources
- processes
- different categories of “objective” and “subjective” results

Naturally, the weightings given to these different components and the sub-criteria used within them differ between the award schemes.

I will provide information concerning how excellence models in public administration work in several countries from E. U., as it follows:

Bulgaria:
The use of excellence models is not widespread in the country. In the last 2 years, certain administrations started applying the CAF model (one regional administration, one municipal administration, the National Revenue Agency). The MSAAR organised several events and published materials in order to stimulate more administrations to apply such tools.

Further activities are foreseen for 2008. A PHARE project (Twining Light) was carried out in 2007 aimed at strengthening the capacity of the MSAAR for QM in PA (mainly in CAF) in order to provide better support to other administrations in the process of CAF implementation and validation.

Denmark:
EFQM, in use since 1996: The Excellence model is recommended and communicated by SCKK. The use of the model is voluntary. The Danish Quality Award, which is given to worthy public institutions is build up around the excellence model. Only institutions who have improved their organisation through the Excellence model can win the price.

KVIK (CAF), in use since 2003: The Danish version of CAF was developed as a simpler self-assessment method based on request of the public sector organisations. The use of the model is voluntary.

France:
CAF was introduced in France in 2000, but is not broadly used, and there is no official support from the central government. However, CAF is used in some public agencies and local government. The French National Geographic institute experience was presented at the CAF user event in Lisbon in 2007. EFQM is mainly used in private businesses, but also in some public services and local governments.

Certification systems have been set up for users/customers in some sectors:

- Qualifinances: tax and public revenue departments
- Qualiville: town/city administrations
- Qualipref: prefectures

There are also formalised service commitments in employment agencies.

Hungary:
The official Hungarian version of the CAF was elaborated in 2003. This version was the 2002 European CAF version. Since 2003, the government has been encouraging national dissemination of the model with an extensive incentive system.

The application of the model was helped by guidelines. The Ministry of the Interior has contributed to the dissemination of the model among public administration agencies with consultations as well. In the beginning, the CAF self-assessment system was tested with pilot projects in the national public administration. We have created a central, Internet-based CAF database, which has been working since January 2004. The developed national questionnaire can be submitted online. After registration, each public administration agency can use the whole system.
The Hungarian government has made it mandatory to develop and disseminate the Hungarian adaptation of the CAF. In public administration the use of the CAF has been recommended but not mandatory. The government encouraged the dissemination of the CAF by inviting applications for support. On this basis, the Ministry of the Interior solicited applications for quality development projects, and especially to promote the introduction of the CAF model. The precondition for participation in the CAF application was that agencies had to return the completed questionnaires to the Ministry of the Interior, to the central CAF database. The total amount of the grant was HUF 41.5 million. From among the 117 eligible applicants, 52 were granted a subsidy.

All information and services are free and are available in two ways: the informative publications are available to anyone, but the use of the CAF online system requires registration, which facilitates the completeness of the CAF database and statistics.

In 2006, the Office of the Prime Minister elaborated the Hungarian version of the 2006 CAF version and methodology. At the same time, these developments were also harmonised with European CAF developments.

In Hungary, the CAF questionnaire has been specifically tailored to a number of different sectors, such as:
- law enforcement,
- pension insurance
- labour

The CAF online system (in use since 2004) was further developed in 2007, according to the 2006 CAF version. In Hungary, 250 users have registered in the database of the Office of the Prime Minister. The total number of national users can be estimated as greater than the number of registered users by at least 10–20%. Hungary has also operated a CAF methodological feedback system since 2005, which enables public administration agencies to get external feedback about CAF use.

Some public administration agencies use other excellence models (e.g. EFQM), depending on the decision of the respective organisations and their QM culture.

Lithuania:
As mentioned before, it is not compulsory for public sector institutions to use quality management models, but some institutions do so in practice. In 2007, a survey was conducted in order to determine the level of use of quality management models.

The results of the survey showed that CAF is used in practise by 10.3% of public administration institutions, but half of the institutions could not indicate which version of the model they are implementing. So practically there are about 5% of public administration institutions using CAF. In the database of the European Public Administration Institute, public administration institutions implementing CAF are registered, of which the majority are using the 2002 version of the model.

The 2006 CAF version was introduced to public administration institutions in 2007, and it is expected that in the coming years more institutions will implement the CAF. The main problems for implementation are: increased workload, lack of worker motivation and information about the use of the model. So basically the problems are related to human resources.

Some institutions are using specific quality management models because of their specific activities: ISO 9001, 9002, 9003. The ISO 9000 family of standards are used in practise by 31% of public administration institutions. The ISO Standards is the most popular QM model in Lithuania compared to others. Other QM models are used by 20% of public administration institutions, such as: LST EN ISO 17025, 17020, and the Balanced Scorecard method.

The Ministry of the Interior is collecting information on CAF users and provides this information on the website: www.vrm.lt. In the period 2007–2013, the Ministry is planning to use money from the European Social Fund (EU support) for the promotion, implementation and certification of different QM tools and systems in Lithuania public administration institutions.

Romania:
The Common Assessment Framework (CAF) was launched at national level in Romanian public administration in 2005 in order to increase the quality of public services. The Ministry of Interior and Administrative Reform is responsible for coordinating the use of the CAF model.

The approach to CAF implementation is as follows:
- Phase 1: Training sessions on quality management – CAF for top management in targeted public institutions
- Phase 2: Training sessions on quality management – CAF for civil servants in all county councils and prefecture institutions
- Phase 3: CUPAR received and planned the requests for technical support from interested public authorities, which were sent on a voluntary basis
- Phase 4: CUPAR’s CAF team assisted the public authorities in running the exercise on site

Results of CAF 2008 in Romania:
CUPAR received 47 technical support requests from public administration institutions on a voluntary basis:
- 31 prefecture institutions
- 7 county councils
- 3 deconcentrated public services
- 2 municipalities
- Ministry of Economy and Finance (1 General Directorate)
- Ministry of Education, Research and Youth (3 Directorates)
- National Institute for Administration
- Central Unit for Public Administration Reform
- 386 civil servants were trained in CAF and were able to disseminate the information related to it
- 84 high civil servants, representatives of prefectures and county councils from all 42 counties in Romania were trained on the self-assessment instrument.

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• Action plans were elaborated in the institutions based on CAF implementation conclusions
  The principal domains proposed for improvement are:
• internal communication (drafting internal strategy communications, creating an intranet network, introducing integrated document management)
• strategic planning (reviewing the multi-annual modernisation strategy)
• Employee motivation (their involvement in drafting the action plan for the institution, in drafting internal communications and the multi-annual modernization plan through working groups)
• Results measurement for both personnel and beneficiaries (established a set of indicators)
• Customer/citizen satisfaction (questionnaires were drafted in order to have a clear view on their satisfaction)

2. QUALITY AWARDS

In the majority of cases, Member States join conferences on quality with rewarding achievements in the field of quality. In the selection procedures, countries use various models or approaches to assess applicant organisations. As the basis for assessing the State, the CAF model is used in some places (e.g. in the Czech Republic, Greece and in some countries only indirectly); elsewhere, their own quality or excellence models are used, and in some countries, a range of several criteria is used.

Bulgaria

In June (on the occasion of State Administration Employee’s Day) the Minister of State Administration and Administrative Reform awards public institutions for their contribution to the process of modernisation of the administration.

The awards have been given since 2006. Awards have been granted in the following categories:
“Accessible and quality administrative service delivery”
“Best on-line services”
“Effective human resources management”
“Best PR practice in state administration”

In 2003, 2004 and 2005, the Institute for Public Administration and Administrative Reform awards public institutions for their contribution to the process of modernisation of the administration.

The awards have been given since 2006. Awards have been granted in the following categories:

The objectives were the following:
• to enhance outstanding initiatives
• to encourage innovation
• to improve the image of the State administration
• to share good practices

Initially dedicated to the State services, the award was gradually opened to public agencies controlled by State, to courts, to social welfare agencies, to public establishments and organisations in the social and medico-social sector.

In 2006, it was opened to local and regional governments.

Categories have been defined according to various priorities:
• From 2003 to 2006: reception, remote services, management, partnership, language simplification, services to disadvantaged persons, listening to users, user participation, etc.
• 5 categories in 2007: reception and guidance, administration more accessible to disadvantaged persons, simplification of administrative formalities, rethinking of user-oriented organisations, improved quality of internal service delivery

In 2006, creation of a consumer organisation award

To evaluate 60 to 100 candidates each year, the jury grew from 8 members in 2003 to 16 in 2007.

• a jury of public figures with a variety of cultural approaches (civil servants, representatives of large companies, former award winners, etc.);

• an evaluation grid based on 4 criteria:
  relevance, method, outcomes, exemplary nature

Hungary

Quality award in public administration, since 2004

To recognise the activities of public administration agencies with outstanding quality results, the Minister of the Interior founded the Hungarian Public Administration Quality Award in 2003. The first awards were granted on 1 July 2004. The Minister may grant five awards each year. The winners are selected on the basis of applications upon the recommendation of the Hungarian Public Administration Award Committee. Applicants must meet four fundamental conditions:

• continuous, strategic quality development in the organisation;

• application of a quality management system – CAF was separately named in the ministerial decree founding the Award;

• continuous monitoring of customer satisfaction;

• practical application of development principles based on learning from each other and on benchmarking.

Public administration agencies must present their respective organisations on the basis of CAF criteria in the applications submitted or the award. Though the application of CAF is not a mandatory precondition for granting the award, we intend to encourage the
dissemination of CAF in Hungary indirectly by means of the above-mentioned tools.

Since 2006, the awards have been given by the Minister heading the Office of the Prime Minister.

**Lithuania**

There are no special quality awards in Lithuania. Nevertheless, during the quality conferences held every two years the best projects involving best practices are awarded with a certificate, prize and the opportunity to represent Lithuania at the Quality Conference for Public Administration in the European Union.

The first time Lithuania took part in the third Quality Conference for Public Administration in the European Union 3QC. Three best practice cases from Lithuania were presented at the conference:
- Building a Civil Servants’ Training System
- Development of an Education Quality Management System
- Quality Management in Health Care Institutions

At the Quality Conference for Public Administration in the European Union 4QC, the following best practice cases from Lithuania were presented:
- Adaptation of Recreational Objects in the Forests for Psychically Disabled Needs
- Implementation of the Integrated Model of Health and Social Care
- One-Stop Shop in Vilnius

**Romania**

Excellence Award in Public Administration, 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 takes place early and is organised by the portal: www.administratie.ro and by the OSC Agency (specialised in communication).

3. **REFERENCES**

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