Quality Management in Public Administration and Public Services in Western Balkans

- Baseline Analysis -

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in Public Administration
and Public Services in Western Balkans

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for

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The Regional School of Public Administration (ReSPA) is an inter-governmental organisation supporting regional cooperation of public administrations in the Western Balkans. Its activities are supported by the European Commission (EC), and co-funded through annual contributions of the ReSPA Members. ReSPA Members are Albania, Bosnia and Herzegovina, Macedonia, Montenegro and Serbia, while public servants from Kosovo*[1] participate in ReSPA activities funded by the European Commission.

The Purpose of ReSPA is to support governments in the Western Balkan region develop better public administration, public services and overall governance systems for their citizens and businesses, and prepare them for membership in the European Union.

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[1] * This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and ICJ Advisory Opinion on the Kosovo Declaration of independence

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ADISA	Agency for the Delivery of Integrated Services (Albania)
AKSHI (NAIS)	National Agency for an Information Society (Albania)
APOSO	Agency for Pre-Primary, Primary and Secondary Education (BIH)
ASCS	Agency for Support of Civil Society (Albania)
ASPA	Albanian School of Public Administration
BAS	Institute for Standardisation (BIH)
BE	British Embassy
BIH	Bosnia and Herzegovina
CAF	Common Assessment Framework
CB	Central Bank
CSA	Civil Service Agency
CSOs	Civil Society Organizations
EC	European Commission
EFQM	European Foundation for Quality Management
EIPA	European Institute of Public Administration
EU	European Union
EUPAN	European Public Administration Network
FLAG	Foundation for Local Autonomy and Governance (Albania)
GGF	Good Governance Fund
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
HEA	Agency for Development of Higher Education and Quality Assurance (BIH)
HRM	Human Resource Management
IPA	Instrument of Pre-Accession Assistance
IPRO	Immovable Property Registration Office (Albania)
ISMS	Information Security Management System
KDZ	Zentrum für Verwaltungsforschung / Centre for Public Administration Research (Austria)
KIPA	Kosovo* Institute of Public Administration
MISA	Ministry of Information Society and Administration (Macedonia)
MoIA	Ministry of Internal Affairs (Kosovo*)
MPA	Ministry of Public Administration (Kosovo*)
MPALSG	Ministry of Public Administration and Local Self-Government (Serbia)
NALED	National Alliance for Local Economic Development (Serbia)
NGO	Non-Governmental Organization

OECD	Organization for Economic Cooperation and Development
OSCE	Organization for Security and Co-operation in Europe
OSFA	Open Society Foundation for Albania
OSS	One-Stop-Shop
PA	Public Administration
PAR	Public Administration Reform
PARCO	Public Administration Coordinator's Office (BIH)
PMO	Prime Minister's Office
PS	Public Services
QM	Quality Management
QMCC	Quality Management Coordination Committee (BIH)
QMS	Quality Management System
QPAS	Quality of Public Administrations & Services (ReSPA Working Group)
RCC	Regional Cooperation Council
ReSPA	Regional School of Public Administration
RIA	Regulatory Impact Assessment
SEE	South-East Europe
SIGMA	Support for Improvement in Governance and Management
SOPs	Standard operating procedures
SPI	Strengthening of Public Institutions (BIH)
TAIEX	Technical Assistance and Information Exchange instrument of the European Commission
TQM	Total Quality Management
UNDP	United Nations Development Programme
WB	Western Balkans
ZELS	Association of the Unites of Local Self-Government (Macedonia)

Introduction

This analysis has been prepared under the auspices of the Project "Preparation of baseline analysis on quality management in public administration and public services (QM in PA and PS) in the Western Balkans" within the Regional School of Public Administration (ReSPA). The project aims to contribute to the improvement of public administrations and public services in the Western Balkans. More specifically, the project is focused on preparation of the comparative study[2] that should contribute to a baseline analysis of the required institutional and legislative framework and identification of strengths, weaknesses and possible impediments for different QM systems and instruments implementation in the Western Balkans.

Background and Focus

Good public administration determines a government's ability to provide public services and foster the country's competitiveness and growth (OECD SIGMA, The Principles of Public Administration, p.7). From the time when the European Commission (EC) outlined the key six concerns of the public administration reform (PAR) in the enlargement process of the Western Balkan countries, the focus on service delivery has increased. The key requirement of the service delivery (5th Principle) is to create citizens-oriented administration with ensuring the quality and accessibility of public services. Hence, the improvement of public administration and public services through introducing instruments for quality management in the public administration institutions is seen as one of key prerequisites for sustainability of reforms and better performance of public administration in the SEE (SEE 2020, p.33). It is evident that public administration reforms in all Western Balkan countries[3] aim at creating a more user-oriented administration.

There are several quality systems, tools and methodologies in use by the public administration in the EU Member States. The use of quality management tools and methodologies are an inherent part of EU member states' Public Service Reform Initiatives.[4] Some of EU tools and methodologies related to quality management were transferred into Western Balkan countries in the past but there are no comprehensive and comparative studies about their effectiveness and effects on service delivery.

This study is focused on Quality Management policies (institutional and legislative framework and identification of strengths, weaknesses and possible impediments for different quality systems such as ISO 9001 or CAF) as well as on practices (various instruments in use, best practices transferred from the EU but also practices emerging in the region) in Western Balkan countries.

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[2] Preparation of the study is initiated by the ReSPA expert Working Group on Quality of Public Administration and Public Services (WG QPAS) established in July 2015.
[3] Joint initiative of the OECD and the EU to Support for Improvement in Governance and Management (SIGMA) constantly monitors the current state of affairs related to the PAR in the Western Balkans.
[4]The use of quality tools and methodologies is on a central EU level promoted by the European Institute of Public Reform (EIPA) and the European Public Administration Network (EUPAN).

Approach and Methodology

The analysis has been prepared by a team of researchers[5] led by Eda[6] that proposed a specific approach and methodology based on its experiences and lessons learnt in the reforms on the Western Balkans.

In order to have recommendations and guidelines for further implementation of QM tools and systems based on a realistic perspective of the current state of affairs, the research team approached the research situation with a hypothesis that *context matters*. "Contextualisation"

> Research hypotheses: Context matters; Spyral, sistemic and complexity-sensitive approach instead of linear approach.

of the tools/practices and systems is one of the main challenges of an ongoing transfer of QM systems and tools into the Western Balkans because the context usually in a hidden way "decides" what would work and

what would not work. This hypothesis then led to an approach that could be named as systemic and complexity-sensitive[7], with definition of systemic change fundamentally as an evolutionary process, with new solutions (tools, practices) first piloted in a specific context, then adjusted from learning of patterns emerging in that context and eventually scaled up to

provide sustainability of a change in a reform process. Perceived in that way, a change is not only a change of form (re-form) but essentially a change of reality. In order to capture current state of affairs of QM in the countries of the

> Change as evolution: learning and adjusting, piloting, reflection, adjustment and regulation, scaling-up...

region (as an ongoing change of reality) a lot of interviews were carried-out (as shown at the graph below) following a comprehensive desk research.

Picture 1. Number of interviews per country

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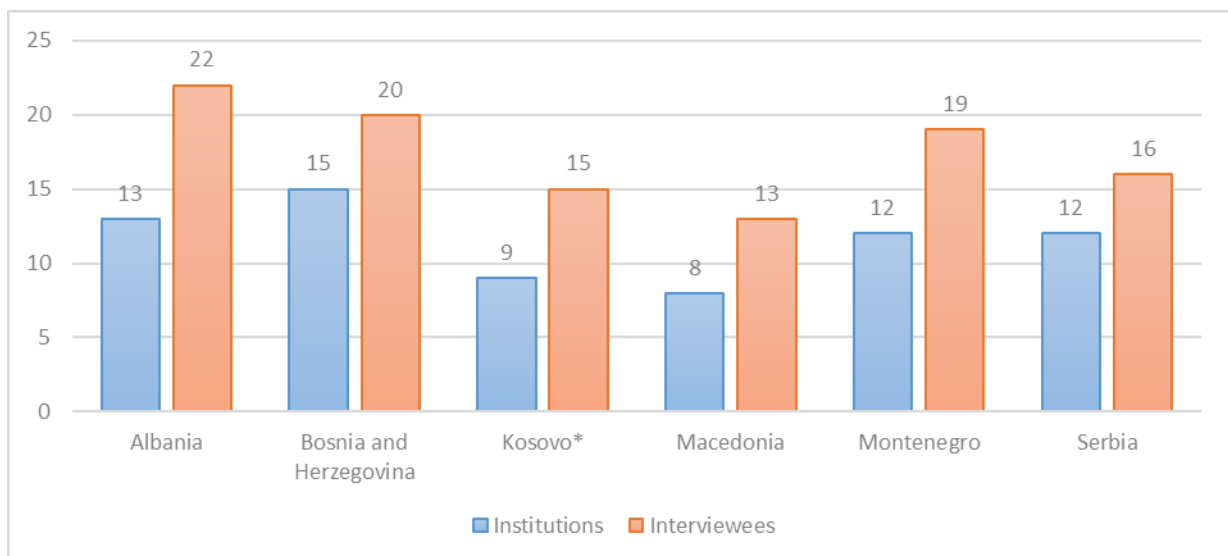
[5]Team of Researchers by countries: Alba Dakoli Wilson (Albania and Kosovo*), Aleksandar Draganic (Montenegro), Halil Gutosic (Bosnia and Herzegovina), Miodrag Milosavljevic (Serbia), Tome Shekerdjiev (Macedonia), Zdravko Miovcic (Team Leader, Bosnia and Herzegovina).

[6]Eda (http://www.edabl.org) is an independent non-governmental organization established in 1998, based in Banja Luka, Bosnia and Herzegovina.

[7] More on this approach could be found in: Cunningham, S, Jenal, M. (2016) **Rethinking systemic change: economic evolution and institution**. Technical Paper. Accessed from www.beamexchange.org. 2016 The BEAM Exchange. Available at: http://mesopartner.com/

The authors conducted desk research from available materials supplied by the ReSPA, laws and bylaws related to the matter, reports produced by international organizations, professional organizations in the field of public administration as well as other materials available online. After the desk research and the initial assessment, the authors contacted

Desk research and semi-structured interviews: gattering different perspectives.

relevant institutions in the countries and performed interviews in order to present a comprehensive perspective on the subject matter of the research.

Such importance of contextualisation is the reason why the interview, as one of the key research instruments, was semi-structured[8] to provide enough space for the researchers to be context-sensitive and complexity-sensitive during the field research.

Structure of the baseline analysis combines a more standardised way based on sub-topics (e. g. Legal and Institutional Framework, Human Capital, etc.) with specific context and experiences of each country under the main headings of the analysis. It was done with purpose to make expert's voice quiet in order to enable the real situation in its specific context to talk.

The whole approach applied in this research follows such strong orientation to contextualisation. As the research outputs, first the individual country reports were prepared by the authors who carried-out research in each country and then this comparative study was created as an integration of the countries' reports.

Summary of the findings: Context really matters

Findings of the research confirmed the initial hypothesis that in the case of Quality Management in Public Administration and Public Services in the Western Balkans countries **context really matters**. Although introduction and use of QM is an inherent part of Public Administration and Service Delivery Reforms, there are more differences than similarities between the countries in regard to both evolution path and current status. Strong support of donors and international projects not only during an initial stage is a common characteristic.

Table 1. Initial stage, evolution path and current status of QM in the Western Balkans countries

Country	Initial stage	Evolution path	Current status
Albania	Project driven (international donor support)	Driven by Service Delivery Reform Top-down	Scaling-up QM tools
Bosnia and Herzegovina	Project driven (international donor support)	Driven by Public Administration Reform Bottom-up and Top-down	Piloting QM systems
Kosovo*	Project driven (international donor support)	Driven by Public Administration Reform Top-down	QM Promotion and Training
Macedonia	Project driven (international donor support)	Driven by QM-focused legal framework Top-down	Scaling-up QM systems and tools
Montenegro	Project driven (international donor support)	Focus on QM tools Driven by overall reform Top-down	QMS as one of upcoming focuses of the PAR
Serbia	Project driven (international donor support)	Focus on QM tools Driven by overall reform Bottom-up and top-down	QMS as one of the upcoming focuses of the PAR

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[8] The semi-structured interview template is presented in the annex.

The countries approach this reform's priority from different perspectives:

- Macedonia has a strong focus on QM in PA and PS with a prescribed legal framework and institutional support. As a consequence, many institutions have

  > Context really matters: more differences than similarities between the countries.

  already introduced one or both QM systems that are present in the region (ISO 9001 and CAF), and a "critical mass" of QM experts, trainers and practitioners have been created for further expansion of the tools. An assessment of the impact of these changes is the next challenge to be faced by the QM pioneers in Macedonia.
- Bosnia and Herzegovina has a mixed experience with the bottom-up and top-down approach, the former one more as ad-hoc and project-driven and the latter as more systemic and institutional. A gradual transition from a project-driven approach (based on strong international support) to a more sustainable mode of institutional changes at all administrative levels in the country remains as the main challenge.
- Albania demonstrates visible progress of service delivery reform with an increasing use of QM tools and strong promotion of a new institution (ADISA) as a change agent and brand of citizen-centred, public service delivery. The next challenge is an evolution from QM tools to QM systems to ensure continuity of improvements and institutional sustainability of changes.
- Serbia has this theme as one of the upcoming focuses of public administration reform. It will be an opportunity to systemize and interlink plenty of QM tools that are already in use, as well as to provide stronger institutional support and resources for this aspect of the overall reform.
- Similar to Serbia QM is one of the upcoming focuses of the PAR in Montenegro. Stronger institutional support and concentration of the resources of this priority are required.
- Successful initial training and promotion activities with strong international support have provided a good starting point for Kosovo* to accelerate introduction and use of QM tools and systems in PA and PS, following a similar path that shows good recent developments in Bosnia and Herzegovina.

Different things drive introduction and current use of the QM tools in the countries: service delivery reform and use of QM systems in Macedonia (based on specific QMS-focused legal framework), service delivery reform in Albania, international (donor) projects in Bosnia and Herzegovina (and QMS since recently), Serbia, Montenegro and Kosovo*.

Strengths and opportunities to be used for further development of QM orientation and practices are also country specific and described in the conclusions of the study.

> Success factors: leading by example, change agents and facilitating evolution.

Besides the lack of any "formula" for success in the reforms, three success factors were identified in countries of the Western Balkans: identifying/creating and promoting/branding **change agents**, **leading by example** and **facilitating evolution** of institutions to become gradually user/citizen oriented with committed leadership and management.

All countries in the region share some similar challenges regarding further evolution of QM in PA and PS:

- Stronger involvement of political leadership and management of public institutions to lead by example and clearly demonstrate real intent to develop new organizational culture of the institutions;
- A need for periodic reflections on its own practices related to QM tools and systems to learn what works, why and how, in order to develop a capacity of constant adaption to complex and changing situations in country specific contexts;
- A need to develop partnership with academic community, think tanks and NGOs and attract their expertise, insights and energy to facilitate change of PA's culture.

All countries share similar views on regional cooperation and leading role of ReSPA as a QM resource centre and networking hub.

1. Description and Definition of Terms and Values

Efficient and quality public administration and good governance have been considered as some of the most important factors in the transition processes in Western Balkans countries in the last few decades. This orientation has been mostly driven by aspirations to join the EU, which, most importantly through the Copenhagen (European Council, 1993) and Madrid (European Council, 1995) Criteria, require Central and Eastern European countries to satisfy political conditions and adjust their administrative structures. There is no single and common system or model of public administration for EU Member States, but a set of values, principles and criteria that guide activities of EU Member States' public administrations in their actions - the European Administrative Space (EAS). Francisco Cardona[9] groups these criteria into four groups:

1. **Rule of law**, i.e., legal certainty and predictability of administrative actions and decisions, which refers to the principle of legality as opposed to arbitrariness in public decision making, and to the need for respect of legitimate expectations of individuals;
2. **Openness and transparency**, aimed at ensuring the sound scrutiny of administrative processes and outcomes and its consistency with pre-established rules;
3. **Accountability of public administration** to other administrative, legislative or judicial authorities, aimed at ensuring compliance with the rule of law;
4. **Efficiency** in the use of public resources and effectiveness in accomplishing the policy goals established in legislation and in enforcing legislation.

The EAS principles are recommendations made at the EU macro level and EU Member States are supposed to apply them within their countries. This set of criteria, principles and values was one of the bases for preparation of the SIGMA-OECD document "The Principles of Public Administration" (SIGMA - OECD, 2017). The Europeanization process is intensive in the Western Balkans region, and the high level of international involvement in the region has promoted and strengthened European vision of what good governance really represents.

1.1. Principles of Public Management, Governance and Excellence

This notion of an adequate level of good governance has been prescribed in many EU or EU-related documents. There is no comprehensive and exhaustive definition of good governance, but a number of documents, conclusions, recommendations, etc., which define this important EU accession pre-requisite.

One of the latest and most important ones is the SIGMA-OECD document "**The Principles of Public Administration**" (SIGMA - OECD, 2017). Since it is so important, these principles are increasingly called "EU Public Administration Principles". This document defines what a desired administration looks like and the public administration criteria that must be fulfilled by countries that aspire to join the EU. The document outlines six key reform areas: Strategic framework of public administration reform, Policy development and coordination, Public service and human resources management, Accountability, Service delivery, and Public

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[9] Cardona, F (2009) Integrating National Administrations into the European Administrative Space, SIGMA Conference on Public Administration Reform and European Integration, Budva, Montenegro, 26-27 March, p.4

financial management. Quality, as a subject and leitmotif of this analysis, is defined in the chapter "Service delivery".

Another important document for Western Balkans countries is the South-East Europe (SEE) 2020 Strategy (Regional Cooperation Council, 2013) of the Regional Cooperation Council (RCC). Quality is defined under the pillar "Governance for Growth" (Dimension N "Effective Public Services") where it is stated as follows:

> "...introducing instruments for quality management in the public administration institutions. Reliance on e-governance – whereby eligibility for and receipt of public services is determined via simplified procedure – is an important instrument in achieving these objectives. One of the main aspects of the reform should be a transformation of the "traditional" administration into a citizen-oriented one, which would be aligned with citizens and clients´ needs and requirements. "

Quality Management (QM) originates from the private sector, and it developed from early quality inspection activities to Total Quality Management (TQM), comprehensive customer-focused organizational efforts covering all aspects of organizational work with a goal of creating a culture in which a whole organization takes continuous improvement activities, and such a climate will result in a delivery of high-quality products and services to customers.

QM is not a novelty in public sector worldwide, but the real breakthrough of QM concepts in public sector came with introduction of New Public Management ideas in the early 1990s and its citizens-oriented approach. Lately, the topic of introduction of QM systems has become an important part of PAR agendas in the Western Balkans. An increasing number of resources is being allocated to introduce and improve selected QM systems.

1.2. Organizational Culture

There are several factors that determine success of introduction of changes and novelties, such as QM procedures, in an organization. One of the most important ones is **organizational culture**. Organizational culture may be defined as a set of common ideas, beliefs, behaviours, values, expectations, norms shared by employees in an organization that influence a way of working.

PAR experts and stakeholders in the Western Balkans region agree that the current administrative structure in the Western Balkans countries is not the one that supports implementation of QM measures. The Regional School of Public Administration (ReSPA) devoted its 9th Annual Conference to many aspects of optimization of public administration in the Western Balkans and one of the most important conclusions in relation to the QM was: "ReSPA's Annual Conference initiated a more permanent experience exchange and concrete follow-up activities related to the systemic changes needed for effective optimization of public administration. **One of the key Conference conclusions is the recognised necessity for change in the current organizational culture in public administrations. This sector should introduce and insist on quality management**, rewarding success, learning from failures and punishing inaction (ReSPA, 2016)."

The important fact is that organizations and people need to feel a need for a change. Kanter (1983) addresses this phenomenon by describing building blocks which are present in effective organizational change. These forces include departures from tradition, a crisis or galvanizing event, strategic decisions, individual "prime movers", and action vehicles (Hashmi, 2017).

The following illustration (Souza-Poza, Nystrom, & Wiebe, 2001, cited in Jancikova & Brychta, 2009) shows how QM (or TQM in this example) introduction and organizational culture influence each other:

Picture 2. Relationship between TQM and organizational culture
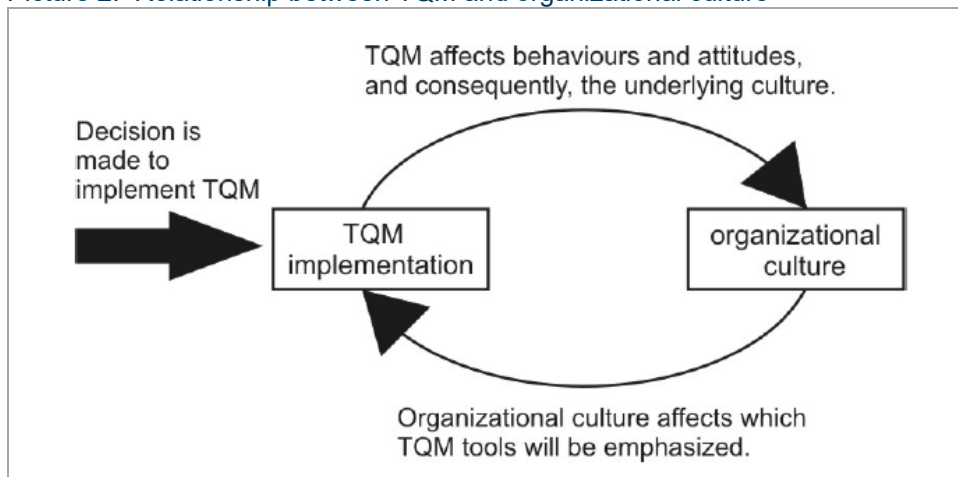
1.3. Political Leadership

There are two important aspects of quality management introduction – **strategic leadership**, on one side, and employees as individual implementation mechanisms, on the other side. Both of them must understand the vision as well as their role in introducing QM novelties. In the Western Balkans public administrations, the strategic role and leadership is entrusted to political leaders. In the process of managing changes such as introduction or improvement of QM systems their role is crucial in ensuring that all structure, process and staff transitions run smoothly with adequately designated resources.

Key role of leadership in implementation of QMS is often confirmed by empirical investigations: "To be successful, it must be top-management driven... The senior managers should first realize the significance of TQM and play an indispensable role in leadership and commitment. They must personally involve themselves in the quality affairs to show their support and stimulate the formation of a company-wide quality culture" (Yahaya, 2007, p. 525).

1.4. Added Value of QM – How QM Affects Public Administration

It is quite clear that QM is a useful improvement managerial tool whose main feature is the endeavour for compromise with customers' needs. But, **how does QM affect public administration**?

QM implementation results are often described with terms like "reducing costs in public administration", "effectively meeting public needs", "reduced duration and performance of services to citizens", etc. These results are seen from the point of view of customers, but public administrations have to invest a lot of efforts in order to properly implement QM standards, and this usually entails a certain change within institutions influencing procedures, management, culture, organizational structure, etc.

When looking at the EU perspective, all EU Member States have developed the following organizational structure for promoting quality:
- Coordination and the main responsibility for promoting quality is situated at central level, usually at the ministry in charge of public administration (interior, finance) or the prime minister's office.
- In Member States where promotion of quality in public administration goes together with organizational support of national quality awards (based on the EFQM model), organizational units/councils/committees are established at government level and/or in most cases at the ministry in charge of the economy.
- All Member States have established cooperation between different levels of government and institutions dealing with quality at universities, public administration institutes and private organisations (Zurga, 2008, p. 66).

But what are the effects of these changes; what are the results? Ms Gordana Zurga further says that the following trends were reported and observed in EU Member States: "Long-standing quality management development in national public administrations expands the prospect (range) of certain concepts, such as: quality in the direction of business excellence, benchmarking into bench learning, customer-orientation into good public management" (Zurga, 2008, p. 13). This essentially means that QM introduction of improvement is not an easy task for public administrations to achieve since it usually entails organizational changes, strong leadership support, a lot of efforts in promoting quality, strong cooperation between different stakeholders within and outside public administrations, but the results for citizens and businesses are significant and clearly noticeable.

1.5. EU PA Principles and Link to QM Systems

Since the above explained "The Principles of Public Administration" is considered to be one of the most important documents for Western Balkans countries endeavour to reach expected EU good governance principles, it is necessary to look at the way quality management is defined in this document. In Chapter 5 – "Service delivery", there is a principle which defines requirements for ensuring the quality of public service:

Principle 3: Mechanisms for ensuring the quality of public service are in place.

1. The service delivery policy promotes one or several quality assurance tools (e.g. service charters, European Foundation for Quality Management, Common Assessment Framework or other self-assessment frameworks, quality awards, ISO or other international standards).

2. Processes for regular monitoring of service delivery, assessment and re-design are in place, based on customer satisfaction and an analysis of users' needs.

3. Service modernisation efforts are structured around achieving savings in the time spent by customers, the costs of acquiring and delivering services and the number of times physical presence is required, as well as improving the ease of obtaining both information on services and the services themselves.

4. Public officials involved in service delivery are regularly trained.

5. Mechanisms enabling sharing good practices and their dissemination are in place.

6. Standards of service delivery are set out for the main public services delivered by the public administration.

This definition and positioning of quality management is especially important for Western Balkans countries since quality management in WB countries reform documents has quite often been placed under different topics and reform areas. For example:

- Macedonia in PAR Strategy 2010-2015 and accompanying Revised Action Plan (Republic of Macedonia – Ministry of Information Society and Administration, 2017) places quality management under the "Priority area A: Administrative procedures and services" where Measure 4 is "Introduction of a quality management system in state institutions according to the ISO 9001 standard", and Measure 5 is "Introduction of a Common Assessment Framework – CAF".
- Bosnia and Herzegovina in its Revised Action Plan 1, accompanying the PAR Strategy 2006-2014 (PARCO, 2016), has a defined reform goal "Total quality management-TQM" with defined objective "Enable institutions to use a model of total quality management –TQM (CAF, EFQM etc.) if they wish so", which is all located under the central Part 3. Human Resources Management.

Strategies that have been drafted after the EU PA Principles document have positioned quality management in the part dealing with service delivery, and we also have example of Serbia who did not include this topic in the PAR Strategy adopted in 2014, but the Action Plan for implementation of the PAR Strategy for the period 2015-2017 (Republic of Serbia - Ministry of Public Administration and Local Self-government, 2015) includes quality management under the Special Objective 4 "Increasing legal certainty and improvement of business environment and the quality of public services" with the following explanation "This measure is not explicitly recognised in the Public Administration Reform Strategy, but is implicitly part of the Strategy, and here it is specifically defined as it represents a significant part of the plans and priorities of the Ministry of State Administration and Local Self-Governance, and it is also an integral part of the Principles of Public Administration".

Current status of the implementation of these strategic documents in regard to Quality Management is described from different angles and with respect of specific context of each country in the chapter 3 of this study without any pretension to evaluate the progress achieved so far.

2. QM Practices and Systems in the EU

2.1. QM Tools/Practices in the EU

The most vivid and practical explanation and presentation of QM tools/practices in the EU can be found in the EU publication Quality of Public Administration - A Toolbox for Practitioners by Nick Thijs and Iain Mackie.[10] Hence, some parts of this toolbox are taken into consideration during the preparation of the baseline study.

Every country in EU organises its public services in its specific way, in accordance with its institutions, culture and traditions, and its choices regarding the boundaries between public and private provision. However, it is evident that modern public service requires constant questioning of the relationship between public administration and citizens. The main question is how does a modern public administration interact with service users, including other authorities? Administrative capacity is increasingly recognised as a pre-requisite for delivering the EU's treaty obligations and objectives, such as creating sustainable growth and jobs. Without effective public administrations and high quality, efficient and independent judicial systems, the EU's acquis cannot be effectively implemented, the internal European market cannot be completed, and the Europe 2020 goals of smart, inclusive and sustainable growth cannot be realistically achieved (European Union, 2015, p.9). The EU supports Member States' administrations through the European Semester process and the European Structural and Investment Funds (ESIF). In order to provide guidance to improve quality of its institutions, both governmental and judicial, the EU has published Quality of Public Administration - A Toolbox for Practitioners in order to support Member States' administrations to become fit for the future.

The motivation for improving service delivery can be different – whether in response to demands from citizens and businesses for higher quality, or due to an internal search for more cost-effective ways of working and better organisation. Hence, the Toolbox prescribes raising the following questions as well as ways and tools to address them.

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[10] European Union. (2015). Quality of Public Administration - A Toolbox for Practitioners. Retrieved from http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7757

Table 2. Prescribed questions and ways/tools to address them

Key questions	Ways & tools to strengthen capacity
Do we know what citizens / users expect from our organisation in terms of services and their delivery?	- Direct contact (surveys, panels, and focus groups) - Indirect feedback and representation - Mystery shopping - 'Life events' analysis & customer journey mapping
How do we improve our processes in order to optimise service delivery?	- Process re-engineering - Administrative simplification
Are user demands met through the 'front office' interface with the administration?	- One stop shops - Multi-channel service delivery
Given all of the above, do we make best use of e-Government in delivering these services through online channels?	- Interoperability - Online life events - Key enablers (e-ID, single sign-on, etc.) - 'Once only' registration - 'Digital by default' - 'Open by default' & 'clouds of public services'
Do we know how satisfied users are with our services and how we deliver them?	- Users' service charters - Satisfaction measurement and management

As seen in the table, a number of QM tools are employed in the EU to obtain needs and expectations of citizens. At the heart of all QM activities and procedures is a goal of providing better services to its users. In the following table, we have summarised the list of tools that we have analysed in this study.

Table 3. List of tools/practices

Tools/Practices:	Definition
Understanding users' needs and expectations	Development of a culture of responsiveness to users within an organisation, improvement and promotion of services and relations with users, and development of new improved services
Direct contact with citizens and businesses	Direct contact with users results in a structured approach where a person looking for a feedback controls and directs the way a survey is conducted (like interviews, focus groups, live chats, etc.)
Indirect feedback and representation	Indirectly contacting users (suggestion boxes, monitoring social media, comments books, etc.). It is much easier to organise, appeals to a larger number of respondents, but, since not controlled, it is much more difficult to analyse users' responses.
Mystery shopping	Mystery shopping (EUPAN, 2008, p.61)[11] is the use of individuals trained to observe, experience and measure any customer service process, by acting as service users or customers and reporting back on their experiences in a detailed and objective way. This procedure can be used over the telephone, in face to face situations or by email. The idea is to test out the actual customer experience of services.
Life events and customer journey mapping	Life events are events in citizens' lives (or businesses' period of existence) that are common for all people and businesses, a kind of standard events that happen in most of our lives (registration of a birth, employment, paying taxes, marriage and divorce, filing complaints, retirement, etc.). A customer journey mapping is a useful vivid visualization tool to describe all the steps (touchpoints) of a user's interaction with a service provider from the first contact to the final outcome of the service (a kind of a service timeline).

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[11]   EUPAN. (2008). *European Primer on Customer Satisfaction Management,* Retrieved from http://www.eupan.eu/files/repository/2010215131727_EU_Primer_English__FINAL_LR.pdf

Tools/Practices:	Definition
Improving processes to benefit public service users	Processes are at the heart of all services that a public administration offers to its users and most of recommendations for improvements refer to process improvements. Too many procedures and too complicated processes create an administrative burden for service users.
Process re-engineering	The goal of every re-engineering of processes is improvements of services regarding costs, quality, service, and speed. The role of ICT is essential in the re-engineering of processes nowadays.
Administrative simplification	Administrative simplification strategies are designed to reduce regulatory complexity and uncertainty, and cut red tape reducing unnecessary burdens created by bureaucracy and paperwork (OECD, 2009, p.5).
Meeting user expectations of easy access to services	All procedures and formalities relating to access to a service activity and to the exercise thereof may be easily completed, at a distance and by electronic means, through the relevant point of single contact[12] and with the relevant competent authorities (EUR-Lex, 2006, p. 54).
The one-stop shop (OSS)	The idea behind this concept is that public services users are offered with several services at a point of single contact in order to provide convenient and efficient services. So, a range of services is offered to users under a single roof, thus making their interaction with public administration easier.
Multi-channel service delivery	Represents method to facilitate easy access to services. Also, it represents availability of several communication channels for delivery of services to reach various target groups (direct face-to-face contact, telephone, mail, e-mails, mobile phones, internet, chat, etc.)
Using e-Government to access faster, cheaper, better services	Represents a use of information and communication technology by governments to improve its performance, activities and services offers. EGovernment enables citizens, enterprises and organisations to carry out their business with government more easily, more quickly and at lower cost (European Commission, 2017).
Information to interaction	There are several levels that an institution or whole public administration can organise its e-Government services (from basic information to interaction). The ideal situation is in which the citizen or business is able to engage directly - and if desired, exclusively - with the administration online, providing data and managing its updating and usage. The citizen or business can monitor in real-time what is happening with their services and their personal data.
Interoperability and 'once only'	Interoperability is a basic condition for different parts of e-Government to work together, share information and work through a multi-channel approach. It is the ability of two e-government systems to work together, share information and use that information successfully.
Moving towards digital by default	Digital by default means that eGovernment services have been made easily accessible, simplified, safe, secure and of a consistently high quality so that they are the first choice in comparison to traditional ways of providing services and the preferred way of accessing public services.

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[12] Point of Single Contact (PSC) is online e-government portal that allow service providers to get the information they need and complete administrative procedures online. As set out in the Services Directive, PSCs had to be established in all EU countries by 2009.

Tools/Practices:	Definition
Committing to service standards and measuring satisfaction	Knowledge on how well the level of services provided matches users' expectations and what a level of conformity with those expectations is.
Service charters	A service charter (citizen charter, user charter) is a governmental strategic approach with a goal of defining governmental attitude and view on providing services to users. Service charters are statements by public administrations on what users can expect when it comes to provision of services.
Measuring and managing satisfaction	Managing satisfaction therefore has to do with managing services and/or products, but also with managing expectations and perceptions of the citizen/customer. Measuring satisfaction seems to be just one element in this overall satisfaction management approach (EUPAN, 2008, p.27).

Quality management tools are regularly used by public administrations in the EU. However, there are no unique registers that collect information about all best practices in the EU. In the following chapter, we have tried to summarise some best practices in the EU in line with presented quality management tools.

Understanding users' needs and expectations are the inherited part of the quality management. There are several ways to measure users' expectations and needs, as well as a level of services provided. For example, Slovenia has launched the online tool which is used for a two-way communication and greater involvement of citizens:

"I suggest to the government" in Slovenia

The online tool predlagam.vladi.si is managed by the Government Communication Office of Slovenia. Public officials from various government ministries are ready to respond to citizens' initiatives and evaluate their proposals. If they have any problems, questions or constructive suggestions for improving the functionality of online tools, citizens can email and call the Government Communication Office.

Also, there is an example of practice questioning life events (the Netherlands):

"Measure to Improve" in the Netherlands

The Dutch Government has developed a government-wide approach to improve the performance of the public sector by involving citizens. By means of computer assisted web interviewing, more than 3000 Dutch residents are interviewed every year about the services provided in connection with 55 life events (e.g. having a child; starting a business; long-term illness; death of a nearest and dearest; etc.).

The services were assessed at three levels, starting with government as a whole. Respondents were asked mainly about their general impression, not specific experiences. The second level is that of the service provided by the 'chain' associated with a life event, i.e. the service from all organizations, concerned with a specific life event, experienced by the people. This is not a specific product but a 'combination of different but related activities, products and services to meet the needs of particular customers'. Lastly, there is the level of the service provided by the individual organization: this evaluates the service experienced from an organization that in many cases supplies 'only' a particular product[13]

JKS, a leading UK mystery shopping company, provides at its website that it has over 12,000 mystery shoppers from all demographics throughout the UK and Ireland and they have even set up a mystery shopping training school. Another example is the UK Government's Crown Commercial Service with a special Mystery Shopper Service:

Mystery Shopper Service

The Mystery Shopper Service sits within the Crown Commercial Service and allows government suppliers and potential government suppliers to raise concerns anonymously about potentially poor public-sector procurement practice.

The service was launched in February 2011 as part of a range of measures to build the commercial capability of contracting authorities through their adoption of good procurement policy and practice and to ensure that public procurements do not impose unnecessary barriers to small businesses when bidding for public contracts (Crown Commercial Service, 2012). This approach works as a general call to all service users to anonymously describe the service issues and work together with the government in improving those services.

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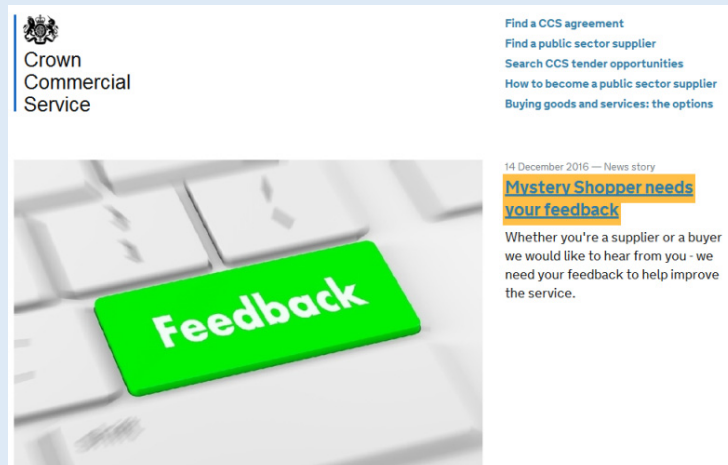
[13] Thijs, N. (2011). Measure to Improve - Improving Public Sector Performance by Using Citizen – User Satisfaction Information. Retrieved from http://www.eupan.eu/files/repository/20111230120429_Measure_to__Improve.pdf

An example of Birmingham City Council which transformed online services to be defined around customers' life events (Bosse, Heichlinger, Padovani, Vanebo, 2013).

Birmingham City Council

In order to ensure that the three strategic aims (customers, employees, efficiency) would be achieved, a business transformation programme was developed which was based on the CHAMPS methodology (Change Management for the Public Sector), which was developed in-house and with the help of the joint venture between Birmingham and the leading UK outsourcing company, Capita. The programme was designed to realize over €2.32 billion of benefits over 10 years, out of which €1.83 billion was cashable (delivering better services for less cost), the remaining savings were non-cashable (delivering higher volumes or better quality of services for the same cost).

The decision to set up a public-private-partnership to support the technological and human resource aspects of the transformation process was taken early on because of the insufficient capacity and capability to support a large-scale business change. The strategic partnership 'Service Birmingham' was launched in 2006, with ownership split two-thirds to one-third (Capita to Birmingham). The partnership was the biggest outsourcing project of local government services in Europe in 2006 and remains the backbone of the council's strategy.
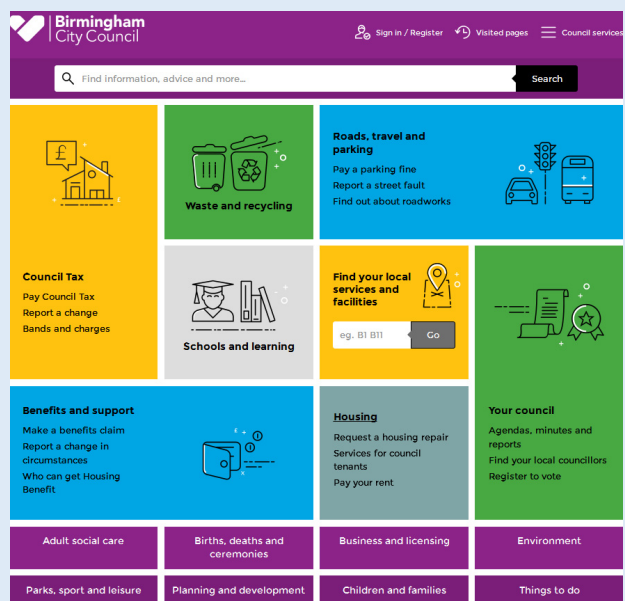
Rail Europe Customer Experience Map represents the typical example of the customer journey mapping in the EU (i-SCOOP, 2015).

Picture 3. Customer journey

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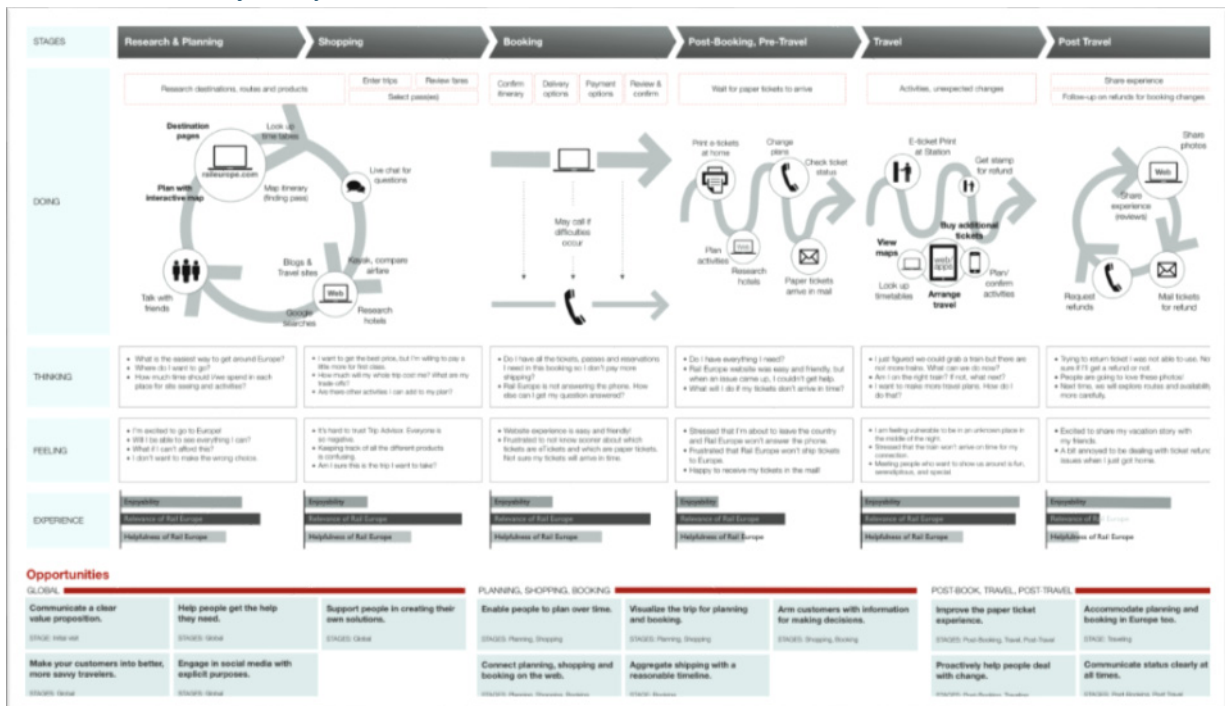
The Decree on simplification of process and procedures in Italy ("Semplifica Italia" Decree-Law of 27 January 2012) is in the broad framework of the administrative burden reduction programme carried out by Italy in recent years (OECD, 2013).

The Decree on simplification of process and procedures in Italy

The Decree addresses lengthy administrative procedures by introducing the possibility of substitutive powers at the request of private individuals to expedite administrative processes when delays are not respected. The respect of administrative deadlines becomes the direct responsibility of individual civil servants, who may be subject to sanctions.

The measures for citizens aim to reduce red tape for people with disabilities, to computerise civil acts by making public administrations directly communicate electronically. Further savings should result from the shortened processing and delivery periods. Several administrative procedures are simplified, among which the issuance and renewal of driving licences and technical compliance of cars.

The measures for business involve, notably, simplification of procedures to participate in tenders through better use of electronic information in e-procurement, elimination of the security policy document in the privacy area, unique environmental permit for SMEs, elimination of obsolete regulations, co-ordination and streamlining of inspections, as well as sector specific measures (agriculture, fishing, heating installations).

Italy's strategy for regulatory reform focuses on "cutting-laws", "cutting-burden" and "cutting bodies", demonstrating the political importance of regulatory reform and simplification. The "guillotine clause", introduced by the 2005 Simplification Act, repealed more than 200 000 laws.

Another Italian good practice is Administrative simplification in Lombardy (OECD, 2014).

Administrative simplification in Lombardy

This initiative aims to unify all regional legislative provisions relevant to a specific issue in one consolidated, clear and organised set of rules. The process does not necessarily alter the regulations, but rather makes them more understandable and easier both to administer and to adhere to.
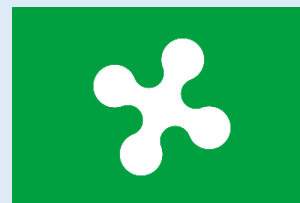
The drafting of consolidated laws is entrusted to an ad hoc body made up – in equal numbers – of technical experts from the regional government and the regional council.

This process was introduced by regional law 7/2006 (regarding the simplification process). By 2010, ten consolidated laws had been adopted, repealing 270 previous laws and regulations. This was a pilot for a new regional initiative for the period 2011-15 called "Simplifying Lombardy: Minimising bureaucracy, improving institutions" (Agenda Lombardia Semplice), which is an integrated approach towards administrative simplification, aiming at redefining procedures and organizational models. The initiative will gradually extend to address all regional legislation.

A good example of business re-engineering is seen within implementation of a strategy to identify, measure and reduce administrative burdens aimed at streamlining procedures in the Region of Extremadura – Spain (Progress Consulting & Living Prospects, 2011).

Experiences of the Region of Extremadura – Spain

Key aspects of the approach include: standardisation of forms, homogenising their content and format; regulatory consolidation, preventing excessively diffuse regulation regarding procedures directly affecting citizens and companies; authorisations to obtain data and certifications, using the standardised models, in order to prevent the user from having to present documentation which has been issued by the same public administration; internal interoperability, meaning that people are not asked for data which is already held in registers within the autonomous administration; removal of the obligation to present a photocopy of the national identity card and the certificate of inclusion on the electoral roll during the different administrative procedures; external interoperability (following authorisation from the person in question, automatically obtaining data and certifications held by other administrations regarding compliance with tax and social security obligations); use of official statements of compliance with requirements.

Since the beginning of the initiative, 741 procedures have been documented and simplified, and 158 of them automated within the administration's processes. In 16.5% of the procedures analysed, it was possible to reduce the timescale for completion and notification laid down in the regulations.

The total estimated cost of the procedures analysed, according to the Standard Cost Model (SCM), was over EUR 31 million. Following application of the reduction and simplification measures, the estimated cost of these procedures would be approximately EUR 25 million.

The good practice can be also seen in the Austrian one-stop-shop Business Service Portal called "Unternehmensserviceportal" (Joinup, 2014).

Business Service Portal / Unternehmensserviceportal

On 1 January 2010, Austria launched a one-stop-shop Business Service Portal (BSP) called Unternehmensserviceportal (http://www.usp.gv.at/). The portal aims to serve as a single-entry point for businesses to the administration. By offering information and transaction services, it intends to help businesses to fulfil their legal obligations and to reduce their administrative burdens. The transaction portion of the BSP offers single sign-on access to all important eGovernment applications provided by the federal government using just one user identifier: the citizen card (mobile or chip card) or FinanzOnline data.

The most important eGov applications available to businesses using a single sign-on:
- FinanzOnline (FON)
- Electronic data exchange with Austrian social security institutions (ELDA Online),
- WEB-BE customer portal (WEBEKU) for employers and their authorised representatives
- Social security contribution accounts for insured persons and authorised representatives
- Online service of the Construction Workers' Holiday and Severance Pay Fund (eBUAK)
- Central weapons registry (ZWR)
- E-invoicing of the federal government (ER>B)
- Online Data Processing Register (DVR-Online), and many more...

The City of Linz provides its services through 3 main channels (European Union, 2015):

Main channels for delivery of services - the City of Linz

In 2001, the municipal authorities of Linz launched a service offensive with the aim of giving their citizens much better access to the individual services. Based on their customers' need for information, communication and interaction, which had undergone some changes, new forms of organisation were created for the three most important access routes:
• **Personal**: Services for which there is a great demand, which can be dealt with quickly and do not require any special knowledge (which can therefore be standardised) were bundled together. These so-called quick services were offered at 'single points of contact' which were easy for the customers to get to (Citizens' Service Centres, decentralised libraries). In addition, services that were in great demand but for which special knowledge was required were spatially and organizationally brought together in so-called specialised centres (e.g. Construction Service Centre, Fee Service). Since 2008, services for special target groups have been offered within the framework of the 'mobile citizens' services' at locations which can be flexibly arranged and are convenient for the customers (e.g. at the start of the semester, students can register places of residence and get active passes at the University of Linz; before the travelling season, travel documents can be obtained in larger firms in Linz).
• **Internet**: The platform 'service A-Z' under www.linz.at offers citizens access to comprehensive information and many online services. There is also a special portal for entrepreneurs (www.linz.at/wirtschaft) to ensure the best possible service to this target group around the clock.
• **Telephone**: With the establishment of the Teleservice Centre (TSC) in 2006 and the continuous expansion of the services it offers in recent years, it has been possible to optimise the means of access to the municipal administration that is most frequently utilised by citizens. The value of this approach has been confirmed by the excellent results obtained in the surveys of customers and the 'mystery actions', both of which are carried out at regular intervals, as well as by contacts with customers (both direct and by phone).

Using e-Government to access faster, cheaper, better services is typical practice for Denmark (Lohikoski, 2015).

Joint governmental board for citizens

Borger.dk, the Danish citizen portal, is a joint, cross-governmental effort: all three levels of government are part of it. Compared to citizen portals in other countries, this and the joint governmental board is one of the unique features which have helped ensure the success of Borger.dk. All levels of government sit on the board and decide together which strategic direction and functions the portal takes. All this creates a sense of ownership and direction.

All e-government services for Danish citizens must be found from the citizen portal, and for businesses from the business portal.

In 2014 the portal had over 15 million unique visitors, which would be equivalent to every Dane using the portal three times per year. Today, over 90 % of Danes have an active digital signature, called NemID, and it is used not only for governmental services but also for online banking services.
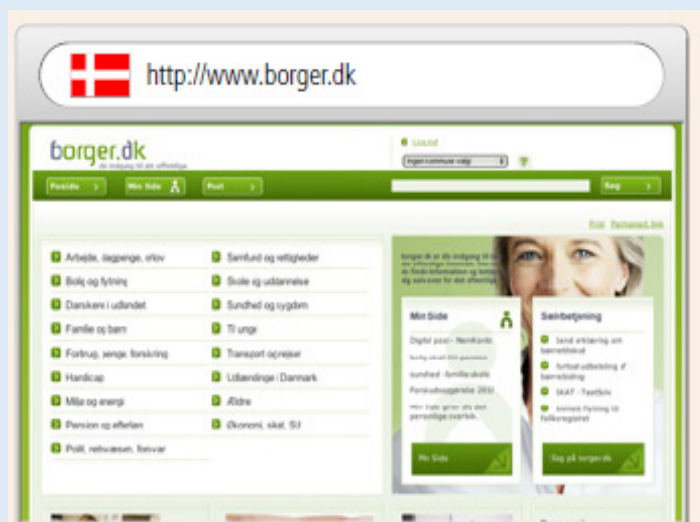
An example from the European Commission's "Study on eGovernment and the Reduction of Administrative Burden" talks about Danish experience in implementing "once only principle" (European Commission, 2014):

> **Once Only Principle**
>
> The Danish Basic Data Programme introduces the "once only" principle for all the following data (collected in 10 electronic registries): personal data; business data; real property data; address data; geographic data; income data. When data is uploaded, public authorities cannot ask users for the same data anymore and have to obtain it from the system itself. This requirement avoids the replication of information transactions between citizens and the government, and reduces substantially the burden for users in reporting information and for providers in managing information.
>
> The Basic Data Programme brings potential savings for Denmark in the timeline 2012- 2020. The total potential savings are expected to reach € 100 million annually in 2020. It is estimated that better access to data of higher quality will enhance economic growth in sectors such as real estate, telecommunications and transport. In summary, free access to basic data will bring new types of services and also more efficient digital services in the private sector.

The "eNorway 2009 – the digital leap" strategy by the Norwegian Ministry of Modernisation (2005) addressed the issue of moving from information towards interaction (Norge.no, 2016).

> **Moving from Information Towards Interaction**
>
> Norge.no is a guide to digital public services in Norway. The portal presents services from national and local government agencies. You can also find information about how public authorities communicate digitally with citizens.
>
> Norge.no links to digital public services across all sectors and levels of public administration in Norway.
>
> As of 2016, all Norwegian authorities at central government level must communicate digitally with citizens. The change from paper to digital communication aims to make daily life for citizens easier and public services better and quicker.
>
> An official digital contact information register has been established to help Norwegian public authorities communicate digitally with citizens. The register contains mobile phone numbers and e-mail addresses of citizens in Norway. The register is used to send notifications when important letters and documents have been sent to citizens digitally.
>
> MyPage is an online one-stop shop for public services. It is available to everyone registered as a resident in Norway. Via MyPage, you can view data about yourself that is stored in public registers. You can also carry out a number of online public service transactions, such as:
> • change your address in the population register
> • submit an application for a tax card
> • notify a change of address
> • find the name and contact information of your doctor
> • change your doctor
> • order a Health Insurance Card
> • check your job seeker status, etc.
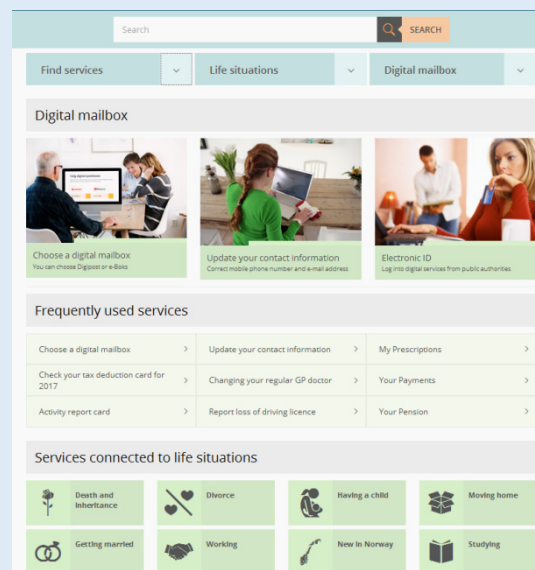
According to the United Nations, the United Kingdom of Great Britain and Northern Ireland have done the best job so far in going towards digital by default (United Nations, 2016).

United Kingdom of Great Britain and Northern Ireland – Leaders in Online Service Delivery

"United Nations eGovernment Survey 2016" puts The United Kingdom of Great Britain and Northern Ireland at the top place in the 2016 Online Service Index, as the country scored well in all areas and stages of online service delivery. In the last decade, the government worked continuously to establish the needed infrastructure; and secure government gateways, interoperability standards, authentication and broadband availability, while also deregulating the telecommunications sector.

With the basic infrastructure in place, attention was turned to ensuring faster and more innovative adoption of new technologies for online service delivery. The e-government service progression went from simply publishing information to offering basic interactions, (e.g., e-forms), to full transactional capability (e.g., filing and processing tax returns, welfare benefits, passports, etc.) and to a more complete transformation and reform of public sector online operations and public service delivery.

The governance of online public service delivery was changed with the introduction of Chief Information Officers (CIOs) Council and between the e-Government Unit of the Cabinet Office and the Office of Government Commerce. This team was set to transform online service delivery and make it citizens centred, self-service, accessible and enabling. This marked a Whole-of-Government approach in online service delivery, where services are available in a more integrated fashion from various departments; local and central governments. Digital authentications, as well as secure access to the full spectrum of services are being ensured along with efforts to promote digital inclusion.

The good practice of Service Charter can be seen on example in the town of Chomutov from the Czech Republic (Löfler, Parrado & Zmeskal, 2007).

Citizen's Charter of the Town of Chomutov (selected parts)

One key target for us is to enhance public satisfaction with the work of the authority. Charter informs citizens about their right to express their views, to be heard and to have the opportunity to get feedback from decision-makers. Each citizen has the right to present any initiative whatsoever to the authority (suggestions, complaints, praise, etc.). Initiatives may be submitted orally or in writing.

Obligations of the Citizen:
- ✓ to describe the current problem objectively,
- ✓ to refrain from using vulgar language and insults,
- ✓ to give a contact address if a written response is required.

Rights of the Citizen:
- ✓ to receive a response on his or her initiative without delay – within 30 days of submitting it (either a specific solution or a justification of the need to extend the deadline).
- ✓ to lodge a complaint if he or she is not satisfied with the reply given. In such cases, write to: Chartered Town of Chomutov, Mrs ...

Obligations of the Authority:
- ✓ to deal with initiatives on time,
- ✓ to track initiatives through to completion with the person(s) responsible for them,
- ✓ to provide regular information on progress in dealing with initiatives arising from meetings with citizens
- ✓ We undertake to revise the Charter on the basis of your comments on 31 December each year.

Finally, there are numerous practices related to measuring and managing satisfaction. Here is one an example of practice of satisfaction measurement in the National Employment Service (Hungary)[14]:

The Hungarian National Employment Service promotes employment growth, makes the unemployed employable, and tries to shorten the time spent without a job. The Employment Service is organised at three levels: 170 local offices (organizational level), 7 regional centres (level of coordination) and the national (strategic) level. Half of the local offices and all the regional centres have implemented partner-oriented quality management programmes.

The service takes into account 3 groups of its stakeholders when measuring the partner satisfaction: (a) the employees (staff) of the Service, (b) the employers, (c) the clients (mostly unemployed/job seeker people). The satisfaction is measured through self-completion surveys, and indicated by the overall Partner Satisfaction Index (P), which is composed of the employee (30%), employer (30%), annual client (30%) and quarterly client (10%) survey indices.

The client survey counts more than 300.000 respondents per year. The survey requests data in order to subdivide the respondents according to their gender, age, education and case type. The employer survey subdivides according to size and sector. The data gained from the measurement are being assessed on three levels: local offices (organizational level), regional centres (level of coordination) and national (strategic) level. Due to the common methodology, the different offices become comparable.

The results are communicated in various ways. The employees attend dedicated assessment sessions with the presence of the leadership. The clients can get to know the results of the surveys in the waiting halls of the offices (on the so-called "quality walls"). Employers receive newsletters periodically.

The assessments are translated into initiatives and incorporated into action plans on each level. The organizational quality management plans are being prepared by the so-called quality development circles and adopted by the leadership. Upon the plans, the leader implements the initiatives (correction plans, regulations, orders, rules of procedure). At the end of the year (PDCA cycle) the leader assesses whether the objectives have been reached or not, building in the experiences to the next year's action plan.

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[14] "Measure to Improve - Improving public sector performance by using citizen - user satisfaction information", Nick Thijs, EUPAN – EIPA, 2011. This is only a part of the quotation.

2.2. QM Systems in the EU

This part of the study focuses on four QM systems - ISO 9001, EFQM, CAF and Sectoral Integrated Management Systems in some specific cases. At the beginning, it should be noted that there is no unified approach toward establishment of quality management systems in the EU. This can be seen in the table below with the use of quality management systems in the EU (GIZ, 2013, p.21).[15]

Table 4. Quality management systems in the EU (GIZ, 2013)

ISO 9001	CAF	EFQM
Croatia	Croatia	Bulgaria
Denmark	Czech Republic	France
France	Denmark	Hungary
Hungary	Estonia	Italy
Italy	France	Latvia
Latvia	Germany	Lithuania
Poland	Hungary	Poland
Portugal	Latvia	Portugal
Slovenia	Lithuania	Romania
	Poland	Slovenia
	Slovenia	

Despite the common aspects and several dissimilarities, one of the primary differences between these three QM systems is how they are used by an organization. ISO 9001 is highly prized in the international community. In some countries, like Italy or Latvia, it is virtually a requirement for an organization to register with the ISO (and pay for the required evaluation). On the other hand, the Excellence models, particularly EFQM, are still primarily EU-oriented awards, whereas CAF is most popular for the PA institutions: EUPAN even recommends starting with CAF – especially designed for public sector organisations – and to move to EFQM at a later stage (GIZ, 2013, p. 33).

A Quality Management System is a system that manages the way products and/or services are produced in order to ensure that the products and/or services are in compliance with the requirements agreed with the customer. Modern quality management systems are developed around business processes (the line of activities) that produce products and or services. They include how the organisation pro-actively seeks to continuously improve quality and measurement of customer satisfaction. They also often seek to address in a balanced manner the requirements of all the stakeholders (not just the customer).

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[15] GIZ (2013), Comparative analysis of the models for quality management in public administration – report prepared with expert support of the GIZ Programme for Strengthening of Public Institutions in Bosnia and Herzegovina

The development of Quality Management systems is based on international standards, primarily the ISO 9001: 2008 or now even ISO 9001:2015 (ISO, 2017). This standard is based on a number of quality management principles including a strong customer focus, motivation and implication of top management, the process approach and continual improvement.

The reasons for introducing quality management system can be divided into three major categories. First, institutions would like to identify internal processes and improve quality of operations as well as fulfil all international requirements in a specific policy sector. Second, the introduction of quality management is connected with necessity to improve service delivery to clients. In this case, a change of the mission from a "bureaucratic" institution to an institution working for clients has been identified. The third category deals with some aspects of marketing. It is noticed that the popularity of a particular model in a country might influence a decision on which accreditation system to introduce.

One inspiring example of the ISO use can be found in the Irish Food Safety Authority (EU, 2015).

ISO in the Irish Food Safety Authority

The development of the QMS in the Irish Food Safety Authority (FSAI) started in 2001, with the aim of helping FSAI achieve goals in its mission statement and to assist staff in carrying out their functions. Over the years, a QMS based upon the ISO: 9001 guidelines has been implemented. The QMS is built with the close involvement of staff and can count on a strong leadership commitment. All related information, documents, report, process descriptions, etc. is available for all staff on the FSAI intranet. The overall structure of the QMS sets of documents can be summarised as follows:

Quality Policy	The FSAI mission and management Commitment to quality
Quality Manual	The FSAI activities listed out against each corporate goal. This produced annually
Service plan	A document detailing the structure of the QMS against the ISO9001 Standard
Quality Procedures & Quality Procedures Records	These are documents that are applicable to all divisions and form the core of the QMS. They include activities like document control, Training, internal audit, management review.
Process Flows	Process flows describe the processes within each division, including the mapping out the documentation it uses part of these processes.
Standard operating procedures & Quality Records	These documents tend to be division specific, detailing out a specific task to ensure consistent in its completion by all who work to it.

In weekly updates the Management Committee safeguards the overall QMS, supported by a steering committee including staff from all parts of the organisation and all levels. The internal Audit Team is in charge of ongoing audits according to an agreed schedule.

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There are throughout Europe a number[16] of publicly owned facilities such as laboratories, railway maintenance etc. that are certified and accredited to relevant standards, not to mention state and/or publicly owned enterprises as well as services such as water supply, waste management and road maintenance that might be carried out by municipal departments. The use of ISO certification in educational institutions and hospitals is also growing. As a general rule of thumb, the use of ISO 9001 is not promoted centrally by the "old" Northern European EU Member States, and the municipalities do not use ISO certifications in their administrative public services. In the southern part of Europe, however, the picture is different, in Spain ISO 9001 certification is encouraged at all levels of Government, and in countries like Italy, Spain, Portugal and Greece there are central level policies or at least some encouragement for ISO 9000 systems at different levels of government. And the use of ISO 9001 based Quality Management systems, whether certified or not, is growing (Информационна Интернет страница по качеството, n.d.[17]).

2.2.2. CAF

The basic design of the CAF (Common Assessment Framework) was developed in 1998 and 1999 on the basis of joint analysis undertaken by the EFQM, the Speyer Academy (which organises the Speyer Quality Award for the public sector in the German-speaking European countries) and EIPA. The first version of the CAF was presented during the First Quality Conference for Public Administration in the EU in Lisbon in May 2000. The CAF has been designed for use in all parts of the public sector, applicable to public organizations at a national/federal, regional and local level. It may also be used under a wide variety of circumstances, e.g. as part of a systematic programme of reform or as a basis for targeting improvement efforts in public service organizations. In some cases, and especially in very large organizations, a self-assessment may also be undertaken in a part of an organization, e.g. a selected section or department.

Picture 4. Number of registered users of CAF in EU Countries (Source: EIPA database on 9th of January 2017[18])

Country	Users
Italy	913
Poland	412
Germany	357
Belgium	342
Hungary	316
Denmark	248
Portugal	198
Finland	138
Austria	99
Slovenia	77
Czech Republic	75
Greece	69
Slovakia	60
Spain	55
Romania	49
Lithuania	31
France	27
Cyprus	19
Estonia	18
Luxemburg	14
Malta	14
Bulgaria	13
UK	8
Latvia	8
Croatia	7
Netherland	7
Ireland	6
Sweden	5

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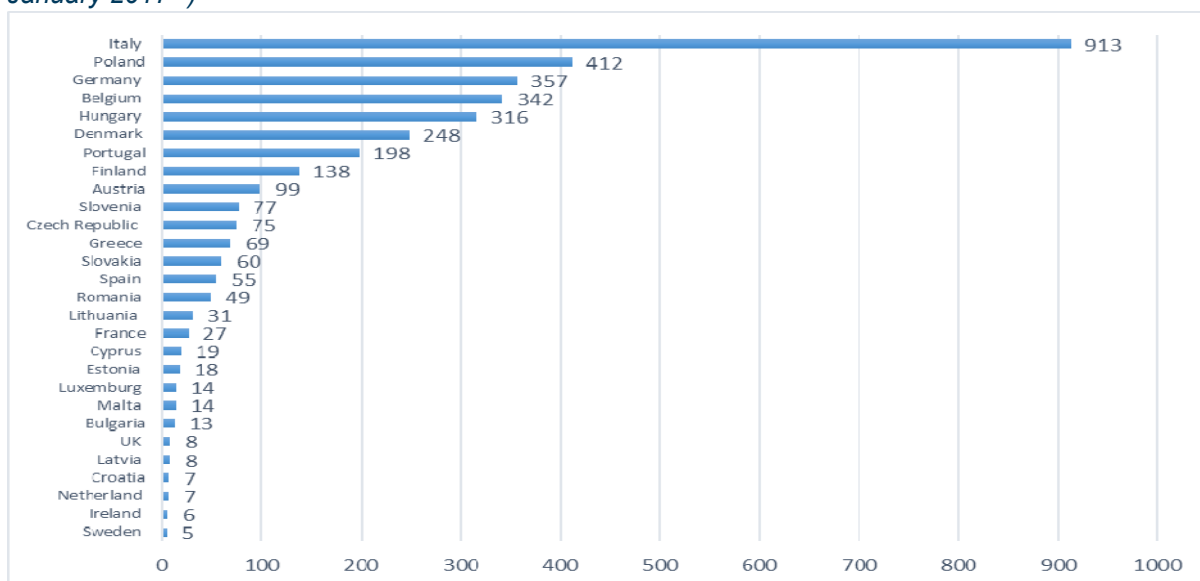
[16] Accordind to the latest ISO survey, a total of 439.477 certificates were issued in Europe in 2015. Almost 10% of this number goes on public administration, education, health/social work and other services.
[17] *EU Quality Management Practices*. Retrieved from www.quality.government.bg/upload/docs/EU_QMs_FINAL_VERSION.pdf
[18] Taken from http://www.eipa.eu/en/pages/show/&tid=71

Since its launch in 2000 the growth rate of the use of CAF has been significant at all levels of Public Sector Management. With the exception of Italy and Malta, this is supported politically and in most EU countries the use of CAF is recommended by a central government. In fact, Slovakia and the Czech Republic have made it obligatory at Central Level Government Administration. The only "old" members of the EU which do not support the dissemination of CAF financially are Ireland, Luxembourg, Spain and the UK. With regard to the UK, it is probably because they have a long tradition of the use of the EFQM model in their Public Services. Slovenia, Estonia and Latvia are only new member countries where there is no economic support (Информационна Интернет страница по качеството, n.d., p. 12)[19]. The primary reasons for Central Government Bodies to support the dissemination of CAF are strong support from the EU, that the tool is relatively easy to use and the network and benchmarking opportunities. Between 2000 and 2009, approximately 1800 European public administrations used the CAF to improve their organisations.

CAF use in the Austrian Ministry of Finance

The Austrian Ministry of Finance has been using CAF since 2006 as one quality management instrument alongside others: internal audits, benchmarking, quality and service standards, complaints management. The Ministry is composed of 40 tax offices (with 80 locations), nine customs offices (with 103 locations) and one large trader audit unit (with 8 locations) spread over the whole country (9 provinces) with approximately 11,500 employees.

The very good and practicable results of four CAF pilot exercises brought the Ministry to the strategic decision to implement the CAF throughout the whole administration. In the Ministry, the performance targets of different units and offices are managed by management by-objectives. Every year the implementation of CAF is a target for 10 tax or customs offices. By using CAF, managers/leaders and employees are able to discuss their daily work in connection with the vision/strategy and with the values. The changed cultural/working approach of the Austrian Finance Administration (caused by the biggest reorganisation process that ever happened in the administration – from 2002 till 2007) is supported by the different criteria of the CAF model. Continuous improvement is self-evident in the organisation; therefore – as a result of CAF experiences – the Ministry has implemented new tools in the field of knowledge management, process management, etc. The ideas for these new measurements came from stakeholders – mostly from the staff, customers and citizens.

With CAF the ministry also intensified and enlarged the relationships with external partners (e.g. Tax Consultants, representatives of local government bodies, trade unions). Every year a special one-day CAF activity for top management is organised. During this event the actual CAF results are discussed and if necessary, strategic decisions will be made. For improving (e.g. reviewing strategies and planning), the CAF results are evaluated annually together with the heads of the units who have implemented the CAF.

Source: www.eipa.nl

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[19] *EU Quality Management Practices*. Retrieved from www.quality.government.bg/upload/docs/EU_QMs_FINAL_VERSION.pdf

2.2.3. EFQM

The EFQM model founded on the principles of Total Quality Management (TQM) was introduced as the framework for assessing applications for the European Quality Award. Initially called the Business Excellence Model and renamed the EFQM Excellence Model in 1999, it is a practical tool to help organisations to establish an appropriate management system. The EFQM model is founded on eight basic principles:

- Customer focus – the customer is the final arbiter of product and service quality.
- Continuous learning, innovation and improvement – this is the basis for an organisation's development in a changing world.
- Employee participation – embracing a culture of trust and empowerment, which encourages the involvement of everyone.
- Management by processes and facts – the aim of process management is to produce the desired results while adding value and making effective use of resources.
- Leadership and constancy of purpose - the behaviour of an organisation's leaders creates clarity and unity of purpose within the organisation.
- Partnership development - an organization operates more effectively when it has mutually beneficial relationships built on trust, sharing of knowledge and integration with partners.
- Public responsibility - for public organizations this means taking an ethical approach and complying with public expectations and legal regulations.
- Results orientation - excellence is dependent upon balancing and satisfying the needs of all relevant stakeholders.

Ways can also be foreseen to encourage the pursuit of quality management by recognising and rewarding the results achieved. This can be done through certificates, labels, awards, selecting good and best practices, and presentations at conferences. In many cases, quality awards are based on quality excellence models. Quality awards are introduced as surrogates of market competition in the public sector where a market does not exist. Competition among the participants of an awards programme is intended to motivate public agencies to increase organizational quality. In case they win the award, they are likely to act as a model for other organisations; in case they do not win the award, they hopefully learn how to become better in the future. Public sector quality awards also have the function to help public authorities to improve their organizational quality by learning from each other. Quality awards identify excellent public agencies and their success factors are made visible to other organisations. This means that there is also a cooperative element in quality competition awards, which is perhaps the most important function of quality awards if they are to be an instrument in fostering innovations and quality in the public sector.

Many businesses, institutions or organizations have chosen the EFQM model as a frame of reference for their quality policy. The EFQM Excellence Model is applied through a process of self-assessment, which is now widely recognised as an essential management tool and a proven method of securing continuous improvement for any organization wishing to achieve challenging goals. The model is used for self-assessment by organizations, benchmarking, and as the foundation for the European Quality Award, which since 1996 has had a category for public organizations. Although the model is used by many EU Member States' public services organizations and supported by some governments, the central promotion of the EFQM model is being replaced by promotion of the CAF model.

Estonian Public-Sector Quality Award

A pilot project of the Estonian Quality Award was run in 2000-2001 as a joint initiative of the Ministry of Economic Affairs, Enterprise Estonia and the Estonian Association for Quality (EAQ), and continued by annual quality award competitions starting in 2002. The competition was renamed the Estonian Excellence Award (Estonian Management Quality Award (EMQA)) in 2004, as the word quality is often perceived as only related to products and/or control, not the performance of the whole organisation. In 2006, the scheme was fully aligned with the EFQM Excellence model and the EFQM 2005+ process, in order to give more international weight to the recognition and allow comparability with other recognition schemes in Europe. Both private and public-sector organisations could participate in this award.

At the end of 2010, the Ministry of Finance started the Estonian Public-Sector Quality Award, based on the CAF model. A pilot of this award had been conducted in 2003 already, but it took until 2010 to re-launch the initiative. The idea is to focus on learning and the exchange of best practices among public sector organisations. There has been a high level of interest from agencies in the Award; 15 public sector organisations participated in the whole process. During the process, agencies conduct a self-evaluation, followed by the external feedback from the assessors. The agencies and assessors receive thorough training to maintain the high quality of the process.

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3. QM Practices and Systems in the Western Balkans

3.1. QM Tools/Practices in the Western Balkans

As said before, at the heart of all QM activities and procedures is a goal of providing better services to its users. The main question is how does a modern public administration interact with service users, including other authorities? Hence, this study has tried to cover the following QM practices:

- Understanding users' needs and expectations;
- Improving processes to benefit public service users;
- Meeting user expectations of easy access to services;
- Using e-Government to access faster, cheaper, better services;
- Committing to service standards and measuring satisfaction.

3.1.1. Understanding User's Needs and Expectations

In designing and delivering services, public administrations should not only rely on their own expertise and insights while public service users have to be involved in expressing their needs and expectations. Almost all PAR strategies in the Western Balkan countries have had this aspect within their scope in order to create modern, user-oriented public administrations. Also, understanding user's needs and expectations is in the core of service delivery reforms.

The following tools[20] are used for better understanding user's needs and expectations:
- Direct contact with citizens and businesses;
- Indirect feedback and representation;
- Mystery shopping;
- Life events and customer journey mapping.

In the table below, we have tried to summarise findings related to practices within the public administration and public service delivery in the Western Balkan countries.

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[20] Short description of the tools is provided in the chapter 2.1.

Table 5. Practices within the PA and PS delivery in Western Balkans countries

	Direct contact with citizens and businesses	Indirect feedback and representation	Mystery shopping	Life events and customer journey mapping
AL	The Agency for the Delivery of Integrated Services (ADISA) has implemented surveys, a citizen voice at work centre (prior to and after centre opening), SMS, a questionnaire at counters and on the website, focus groups (Immovable Property Registration Office - IPRO, notaries, and businesses), online surveys, and performance measurement tools for service delivery. The National Agency for an Information Society (AKSHI) undertakes surveys on the services provided through e-Albania, where feedback is provided on the functioning of the website, though not on specific services. The IDRA Company undertook on behalf of the Prime Minister's Office a national survey on service delivery in the various front desks of public institutions.	The Support to Territorial Administrative Reform (STAR) Project has conducted community dialogue at the municipal level to obtain feedback from citizens to anticipate future interventions. In 2016, 20,341 citizens, representatives of public institutions and independent agencies, local government, civil society, the private sector, media, as well as international organizations and programmes, participated in the consultation process.	The ADISA has implemented mystery shopping in collaboration with the Agency for Support of Civil Society (ASCS) and the IDRA Company. They have implemented mystery shopping throughout Albania to test three components: i) behaviour, ii) physical conditions at the citizens' reception at the institution, and iii) the quality of service. The first results were published in March 2017 and winners announced in what is hoped will be a regular practice.	The ADISA has been working with 420 different public services at the central level on identification of a map of service delivery, from the moment an application is made to the moment when the citizen receives the service. From October 10, 2016, the call centre started operating and it serves as the information point for all 420 public services from 10 institutions. The STAR project has been working up to now with at least 60+ public services at a local level on pilot municipalities.
BIH	There are several examples of use of this tool throughout BIH, although this tool is not often used. In accordance with the European Statistics Code of Practice, the Agency for Statistics of BIH and the Agency for Statistics of the Federation of BIH have introduced the Users' Satisfaction Survey to better understand their current needs. At the same time, it is a tool to measure and manage satisfaction. The Civil Service Agency of BIH has introduced this tool as a part of the CAF implementation. The Agency for Development of Higher Education and Quality Assurance BIH has started with the application of this tool, as well as the Agency for Pre-Primary, Primary and Secondary Education. The Civil Service Agency of the Federation of BIH uses this tool too. Local Governments with ISO 9001 (re)certificate apply the Users' Satisfaction Survey with a simple questionnaire for administrative services in citizens' service centres. Ten local governments with a BFC (Business Friendly Certification) standard have introduced a business council as a permanent form of public-private dialogue[21]. The City Council of Banja Luka uses a special website for direct communication with citizens.	Used as an ad-hoc practice for specific issues in: the Agency for Statistics of BIH, the Civil Service Agency of BIH, the Institute for Standardisation of BIH, the Civil Service Agency of FBIH, the Central Bank and Local Governments with QMS and BFC.	Served as a baseline tool for the GIZ SPI and their partner institutions in 2013. Applied as a part of the Business Friendly Certification process in local governments to check real behaviour of the institutions and staff that should serve potential investors.	Some administrative levels have web portals organised around life events (e.g. www.esrpska.com)

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[21] http://bfc-see.org/htdocs/documents/BFC-ENG-brosura.pdf

	Direct contact with citizens and businesses	Indirect feedback and representation	Mystery shopping	Life events and customer journey mapping
KS*	The UNDP has supported the Ministry of Public Administration (MPA) in the development of an electronic system for assessing services provided by the government. E-Boxes have been installed at the service counters of the ministry (a robot named OPI). Citizens place their opinions in the box or online at www.opi-rks.gov.net assessing the level as satisfactory, fairly satisfactory, or unsatisfactory. This tool is used to assess the behaviour, time of service, and payment, whether required or not. Citizens see the results transparently and in real time. This tool is applied to administrative services at the central level and to those at the local level that have been delegated.	The methodology is based on UNDP surveys in a project called Kosovo* Mosaic, undertaken every 3 years, and provides the views of 6,700 citizens on the quality of public services and performance of local authorities with respect to service delivery. Kosovo* Mosaic 2015 is the latest published report after four previous reports published in 2003, 2006, 2009, and 2012, and this report represents a further contribution to the ongoing and important debate over the role and functioning of the local government in Kosovo*.	The Kosovo* Local Government Institute and Encompass Centre, with field support of the NGO DPress, carried out a Mystery Shopper in Municipality project in the period 2010 - 2012, involving 25 shoppers in municipalities of the Gjilan region (www.klgi-ks.com/?page=2,16). The activity intended to analyse delivery of services in municipalities in regard to searches for information (direct contact, telephone, website) and obtaining civil status certificates.	Currently, the GIZ is, in cooperation with MPA, carrying out identification of administrative services to be listed in a catalogue of services. The GIZ project is dealing with 600 services offered at the local and central level.
MK	In general, all organisations that have applied QMS (ISO or CAF) have worked on improvement of direct communication. The President of the Republic of Macedonia, in compliance with the Constitution of the Republic of Macedonia and the Law on Submitting Complaints and Proposals, in his Cabinet, established in 2011 a section where citizens can submit their requests for protection and realization of their rights and interests, as well as public interests determined by law and for launching other initiatives of public interest. In the direct contacts, the citizens have an opportunity to share with the President not only their views and opinions on the overall situation in society, but also on the personal problems they encounter in their everyday life. Within implementation of the methodology "Barometer of Quality of Institutions", an independent research institution has conducted several citizens' administrative services satisfaction surveys. In 2013, the survey of 2,700 respondents was realized in 9 government institutions (10 regional offices of each institution were included in the survey). In 2014, the survey of 3,300 respondents was implemented in 11 government institutions (10 regional offices of each institution were included in the survey), jointly with 90 respondents from 3 municipalities. Within the project "Assess the Administration" or so called "Traffic Lights", scoreboard devices were installed on the institutions' counters in order to conduct an evaluation of the administration. The Ministry of Information Society and Administration (MISA) has enabled citizens to express their satisfaction and assess the counter officers' work (kindness, communication, helpfulness, service quality, etc.) by pressing one of the three buttons on the device (green, yellow and red – satisfied, neutral, not satisfied). Regulatory Guillotine Phase IV was conducted exclusively through meetings with citizens and businesses countrywide.	In line with the commitment within the Citizens Charter, there is a mechanism for control presented in a "Form for evaluation of services by the users", which is a questionnaire where citizens answer regarding the manner, expedience, time for receiving the service and opportunity to propose an improvement to the provision of services.	The MISA has engaged an external organisation in order to assess various institutions for the purpose of determination of the best-ranked institution within implementation of the methodology for the "Barometer of Quality of Institutions". The "Secret Client" survey was carried out through hired "agents" who represented themselves as direct users of administrative services in the institutions. The aim of this research, besides complementing the results obtained from the polls, is to evaluate several elements that are envisaged in the overall administrative reform process, which should be implemented by the institutions. In 2013, research was conducted through a total of 540 sudden visits to the representative sample of regional offices in all 9 institutions. In 2014, research was conducted through a total of 660 sudden visits to the representative sample of regional offices in all institutions and through 18 visits to certain municipalities. The visits were realized in two predefined scenarios in the request of a particular service.	The www.uslugi.gov.mk portal is a result of the commitments of the government of the Republic of Macedonia for more efficient and transparent work of the state administration, by enabling a central access point to information on services for citizens and business subjects. During 2016, software for managing public services was developed (Catalogue of Services) and filled with data for 199 services from 26 different laws. Many institutions have simplified procedures and digitalized them, among which the best examples are Agency for Cadastre, Central Registry of Macedonia, Custom Administration, Health Insurance Fund, Ministry of Transport and Communications, Public Procurement Office, State Employment Agency, and the ZELS, offering their services in OSSs.

	Direct contact with citizens and businesses	Indirect feedback and representation	Mystery shopping	Life events and customer journey mapping
MNE	In general, all organisations that have introduced ISO standards have been trying to improve feedback mechanisms in relation to their customers/service users. Used tools are usually questionnaires (paper or e-version placed on their websites) with aim to improve communication between public administration and citizens/businesses (Municipality Tivat has used it from 2013, Municipality Herceg Novi has used it from 2016, etc.). Results are not published to the public.	The practice is ad hoc in use related to some specific cases but usually around a certain issue that is relevant for the moment.	In March 2017, the "mystery shopper" research method was applied by IPSOS for the first time in Montenegro regarding public service delivery in 8 municipalities within the project "Civil Society for Good Governance: to Act and Account!", implemented by Institute Alternative in cooperation with the Centre for Investigative Reporting and NGOs Bonum, Natura and New Horizon, and with the support of the European Union.[22]	This QM tool has not been identified within Montenegro.
RS	Enhancing Accountability and Responsiveness of Elected Officials in Serbia is a two-year direct grant implemented by the Centre for Free Elections and Democracy (CeSID) in the period April 2015 – April 2017. The project brings citizens throughout Serbia in direct contact with their elected representatives at both the national and local levels and it creates opportunities to discuss issues of public importance.	This QM tool/practice has not been identified.	The desk research has identified more than 10 organisations in Serbia such as NALED, SGS Serbia, GfK, MVM Group, etc., that provide mystery shopping services to private and public clients. However, there are no identified practices that can be presented as the best practice.	Novelties in Serbian public administration such as e-government, one-stop-shops, life events, even mystery shopping are introduced in several public institutions. At the forefront of this process is the Ministry for Public Administration and Local Self-Government in proposing legislative changes, implementing and coordinating activities (e.g. e-government, one-stop-shop, life events)

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[22] More on results can be found on http://institut-alternativa.org/gradani-na-salteru-sluzbenici-ljubazni-usluge-nepristupacne/?lang=en

3.1.2. Improving Processes to Benefit Public Service Users

Administrative burdens are the costs to businesses and citizens that arise from laws and regulations. Most of Western Balkan countries have been known for their unfriendly business environment and costly administrative services to businesses and citizens compared to other countries in Europe.[23] However, all countries have started one or several programs or reforms that have an aim to reduce the administrative burden (typically starts from regulatory reform – abolishing unnecessary laws and regulations and simplifying essential ones as far as possible – following a process of review and impact assessment). The next table summarises main tools/practice that we have analysed within the WB countries.

Table 6. Improving processes to benefit public service users

	Process re-engineering	Administrative simplification
Albania	ADISA is undertaking process re-engineering under the PAR strategy objective (Objective 8: "Simplified procedure for the provision of services by facilitating communication with the public and avoiding corruption"). AKSHI provides services to government and not to individuals. Examples include the tax system; e-Leje (National construction permit system that has been transformed) can be accessed only online and e-Health Card where personal state insurance cards can be generated online.	ADISA is working on standardising the application forms across government agencies (Decision of the Council of Ministers) through use of a form containing a unique code, a barcode for the service and other standard sections required by laws in place. Currently, there are 123 different application forms already designed and agreed upon with the institutions. The public services national database records 1,477 services that are codified, classified and contain detailed information guidelines for each service (including local level).
BIH	This practice has been gradually becoming regular practice as a part of QMS implementation in: Agency for Statistics of BIH, Civil Service Agency of BIH, Institute for Standardisation of BIH, Civil Service Agency of FBIH, Central Bank, Agency for Pre-Primary, Primary and Secondary Education and Local Governments with QMS and BFC.	The first initiative was "Bulldozer Initiative" launched by the OHR in November 2002 with an objective to deliver 50 reforms in 150 days. It was followed by Regulatory Guillotine at all levels. Institute for Standardisation of BIH and Central Bank have it as a regular practice. In LGs it is usually introduced by international projects.
Kosovo*	Pristina Municipality has changed the procedures for some services. The new Law on Administrative Procedures aims at unifying the procedures, and all those that are incompatible will be abolished (approximately 200 laws). DEMOS reports that some municipalities have undertaken re-engineering as a process while many information on the municipalities has become transparent.	The government is dealing with a reduction in the number of administrative steps, although businesses are still complaining that the procedures are becoming more complicated.[24]

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[23] www.doingbusiness.org
[24] The interview with the representative from donor community

	Process re-engineering	Administrative simplification
Macedonia	The new LGAP was adopted by the Parliament in 2015, enabling simplification of administrative proceedings and introducing considerable innovations compared to the previous Law. The new LGAP has affected changes in 169 laws. One of good example of re-engineered process are issues of construction permits by Ministry of Transport and Communications. The essential part of their activities was to utilize the one-stop shop approach as much as possible and use ICT tools to enable electronic service provision at relevant website https://www.gradezna-dozvola.mk. Some other good examples can be seen related to Health Insurance Fund Online Services, Online Registration of Employments, Electronic system for export, import and transit licences - EXIM, Automated allocation of CEMT cargo transport licences, and Electronic Public Procurement.	Since 2006, Macedonia has designed the "Regulatory Guillotine"[25] in four phases and implemented almost all of the envisaged activities. This administrative simplification tool scrutinized laws and bylaws and reduced the time as well as cost for small and medium enterprises. The set of measures related to old regulation from the times of Yugoslavia; decreasing the amount of taxes and reducing the deadlines as well as simplifying procedures for permits, licences, registration etc. The process although managed by the Coordinative Committee also allowed for citizens and businesses to propose review of a regulation[26] The new LGAP from 2015 has brought additional administrative simplification within several other legal novelties.
Montenegro	The new Law on General Administrative Proceedings (LGAP) from 2014 creates a great precondition for process re-engineering related to provision of various public services. However, the new Law is still not fully operational due to necessity to change a vast number of other laws and by-laws.	The new LGAP incorporates a series of new legal institutes that simplify and reasonably accelerate administrative proceedings, laws and regulations. The administrative simplification was in the focus of the previous PAR strategy (PAR 2010-2015) and current PAR strategy (2016-2020) while some simplifications were introduced within establishment of the OSS. Montenegrin Government launched in 2011 launched its "one-stop shops" programme for company registration in order to promote the business environment by simplifying the administrative procedures. This measure introduced the registration of new companies, including application for general tax registration and the VAT, excise and customs code, with a single public authority instead of many counters at several institutions.

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[25] Decision for introduction of regulatory guillotine, Official Gazette of Republic of Macedonia 129/2006
[26] http://mioa.gov.mk/?q=node/2848

	Process re-engineering	Administrative simplification
Serbia	A good example of removal of administrative burdens for users is the "**e-Beba" project** in Serbia. It represents a new service of unified registration of new-borns containing entry in the birth register, registration of nationality and residence, as well as registration of the child for health insurance. The aim of unifying services is significant simplification of procedures of registration of new-borns in those registers, as well as saving time and money for parents, who, before start of the project "Baby, welcome to the world", had to spend on average up to seven hours to perform all procedures and visit all counters, for which they now need just a few minutes without paperwork. A good example are also issues of construction permits - http://gradjevinskedozvole.rs.	From 2011, International Finance Corporation (IFC) and the Swiss Government through the State Secretariat for Economic Affairs (SECO) are supporting cities in Serbia to attract private investors by simplifying regulations and reducing the costs for businesses.

3.1.3. Meeting User Expectations of Easy Access to Services

Accessibility is a crucial aspect of service delivery and can be both physical and virtual. Although, in general, there is no legislation that promotes this aspect of QM, many projects in the past 15 years in the Western Balkan countries have promoted the establishment of one-stop-shops or multi-channel service delivery.

Table 7. Meeting user expectations of easy access to services

	The one-stop shop (OSS)	Multi-channel service delivery
Albania	ADISA, in collaboration with various donor programmes, has established 4 OSS's in Albania, providing Front Office services for more than 250 public services. Additional OSSs are planned to be built covering the majority of the territory by 2021. FLAG has assisted six municipalities and regional councils to set up an OSS at the local level, through the financial support of Swiss Inter-cooperation and Swiss Development Cooperation. FLAG has also undertaken an assessment of their functioning. IP3 has been involved in the setting up of 3 OSSs at the local level, and STAR is now setting up 50 OSSs in the remaining municipalities.	ADISA, in collaboration with AKSHI, plans that by December 2017 they will have minivans working as mobile units to provide information on the services ADISA provides. These include free services such as requesting a pension, revaluation of property, health card, the IRPO service or simply provision of information. STAR foresees the provision of the same level of service in Tirana and all other cities, but this has yet to happen.
BIH	OSS for Business Registration in RS is already introduced in Republic of Srpska. Many Local Governments (mainly supported by GAP1 and GAP2 project) have established and equipped citizens' oriented OSS. Local Governments with BFC have been introducing business oriented OSS.	Agency for Statistics of BIH and Civil Service Agency of BIH have some characteristics of this practice by using both traditional channels (face-to-face contact, telephone or postal mail) and digital channels (such as websites).

	The one-stop shop (OSS)	Multi-channel service delivery
Kosovo*	MPA reports that the process has been initiated. The identification and registration of all services has been planned. e-Kosovo* shall be a single domain, although harmonisation among all institutions is still missing and might present an obstacle to full implementation of OSSs. UNDP is working with OSSs, while Pristina is offering municipal services through the OSS system. Ten municipalities have installed an OSS.	There is no practice that is explicitly identified as such.
Macedonia	The OSS Projects (Phase 1 and 2) brought Macedonia on the list of top reformers for several years in a row in the World Bank's Doing Business Report.[27] While Phase 1 focused on establishment of links for data exchange between Central Registry of Republic of Macedonia, Ministry of Economy with the Bankruptcy Department, National Employment Agency, the Health Fund and the Clearing House KIBS, the Phase 2 introduced the new set of services online including company registration, statutory changes, registration of first time employees in the Employment Agency and the Health Fund, entries and changes of pledge and leasing contracts, as well as a streamlined eBankruptcy Management System and Disqualified Entity Registry. In 2007 an EU sponsored "Support to the Decentralization Project" established 36 Municipal Service Centres similar to the concept of OSS where citizens would turn for a variety of local services regarding education, local taxes, building permits, communal services and others. The latest changes of the Law on one-stop-shop and managing the Trade Registry and Registry on other legal entities, adopted in 2016, stipulate the introduction of one-stop-shop system in managing the Trade Registry and Registry on other legal entities.	Macedonia is one of 19 countries in the world that utilize all channels for public service delivery according to the United Nations E-Government Survey for 2012. They use both, traditional channels such as face-to-face contact, telephone or postal mail and digital channels such as websites, mobile-based services and public access points such as kiosks.
Montenegro	Montenegrin Government launched in 2011 its "one-stop shop" programme for company registration in order to promote the business environment by simplifying the administrative procedures.[28] This measure introduced the registration of new companies, including application for general tax registration and the VAT, excise and customs code, with a single public authority instead of a number of counters at several institutions.	Within the project "Increasing accountability and transparency in local government" Municipality of Tivat has opened new channels of communication with the citizens for requests to the Secretariat for spatial planning and environmental protection – through website or through SMS.

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[27] The Project One Stop Shop (2006 – 2012) was financed by the World Bank as a part of Project BERIS Business Environment Reform and Institutional Strengthening Project. The OSS system, its functionalities, services and impact on the businesses, government policies and macro- economic planning also made it a platform that was showcased as best practice at the World Economic Forum in Davos in 2010.

[28] USAID project on simplification of the administrative procedures

	The one-stop shop (OSS)	Multi-channel service delivery
Serbia	Unified Procedure (One-Stop-Shop – OSS) as an legal obligation as of 1 March 2015 introduced substantive and organizational changes for actors involved in the issuing processes - the Ministry of Construction, Traffic and Infrastructure, Serbian Business Registration Agency, Vojvodina Province Secretariat for Urbanism, Construction and Environmental Protection, local governments, public utility companies, Cadastre offices, and other holders of public authority involved in construction permitting process. Introduction of e-permitting process through the centralized software application for Procedure (One-Stop-Shop – OSS) became the next legal obligation as of 1 January 2016.	Public administration in Serbia uses both, traditional channels such as face-to-face contact, telephone or postal mail and digital channels such as websites, mobile-based services and public access points such as kiosks.

3.1.4. Using e-Government to Access Faster, Cheaper, Better Services

It can be noted that Western Balkan countries have started ambitiously to use information and communication technology by governments to improve its performance, activities and services offers. Their eGovernment initiatives target citizens, enterprises and organisations to carry out their business with government more easily, more quickly and at lower cost.

Table 8. Using e-Government to access faster, cheaper, better services

	Information to interaction	Interoperability and 'once only'	Moving towards digital by default
Albania	ADISA reports that the long-term policy document for service delivery was approved in April 2016 by a Council of Minister's Decree. This paperless initiative aims to prevent requests for unnecessary documentation for applications that are already in the online government platform. AKSHI reports that e-Albania, the governmental portal where citizen can interact through chat, e-mails, apply for services, accounts for some 500 services.	ADISA is working on this QM tool, with all the work referring to improvement of service delivery in the country.	AKSHI reports that the government objective is that by 2018 all of Albania will be digital (i.e. have access to e-Gov.), even though the level of service may vary due to differences in Internet access, infrastructure, etc.
BIH	Ministry of Justice of BIH have developed the web platform "eKonsultacije" (https://ekonsultacije.gov.ba), with the expert support provided through the project "Capacity building of government institutions to participate in dialogue with civil society" (CBGI) funded by the European Union. The platform enables citizens and civil society organisations to access via the Internet the complete and timely information on the legislature processes and provides a reliable communication channel for citizens' participation in public policy making.	Good starting point is Interoperability Framework for BIH based on the EIF 2.0 with initial documents to implement the Framework that are developed and available to all administrative levels.	Training Management System in CSA BIH really is an example of digital by default, but it is used at only one administrative level for one aspect of HRM in civil service institutions. There are good practices of e-public procurement and e-learning but in these cases digital is not the first choice. Public procurement is advertised on website, but the whole procedure is in hard copy, e-learning is an option which is not used frequently – in-class trainings are dominant and preferred.
Kosovo*	There is no practice that is explicitly identified as such.	According to MPA there are examples where all services are offered at a single station. For instance, for NGO registrations institutions interact and there are no added procedures. NGOs are registered at MPA and the Tax Agency. There is also an example of interaction between the customs offices and the Tax Agency, for services at the central and local level.	Public procurement in Kosovo* is managed through e-portal (https://e-prokurimi.rks-gov.net/Home/). However, public procurement is advertised on website, but the whole procedure is in hard copy.

	Information to interaction	Interoperability and 'once only'	Moving towards digital by default
Macedonia	Uslugi.gov.mk has been established as the single point of access to information and services of the government. The portal is a result of the government's efforts to create a more efficient and transparent administration by presenting to the public all available services for both citizens and business entities. The portal enables citizens and businesses to reduce the time required to find information about government services; to gain timely and easy access to information about changes in government services; to reduce time for distributing information services; to link to government institutions; and to establish procedures for simple modification of existing and introduction of new services. The Portal allows citizens to ask questions and make comments to be taken into consideration for further improvement of contents published on the Portal. At the moment, a National portal for high level sophisticated e-services for the citizens is being developed.	The Interoperability Project launched by the Ministry of Information Society and Administration shows a commitment from the Government to increase the efficiency of institutions and improve the quality of administrative services. The changes in the Law on General Administrative Procedures (April 2011) introduced an obligation for institutions to provide services in one stop shop systems, and eliminated the obligation of the citizens to submit documents that other institutions already possess. The new LGAP in 2015 introduced regulation of new information technology usage, e. g. electronic communication between parties and public authorities and obligatory electronic communication between public authorities; and electronic signatures. It is the responsibility of the institutions to arrange how they will organise the exchange of data. According to the Law on Electronic Management, if the institutions exchange data and documents in electronic manner for the purposes of administrative services, this should be realized through the Interoperability system that is administered by the Ministry of Information Society and Administration[29] In 2015 the Macedonian National Frame for Interoperability was created, representing set of documents containing the organizational, schematic, technical and legal aspects[30]. Currently, there are around 30 institutions connected to the IOP with 97 web services. http://mioa.gov.mk/?q=node/4210	There are several services that fit into this category. One of the best examples is related to Electronic system for public procurement www.e-nabavki.gov.mk. Other previously mentioned are related to registration of legal entities (http://e-submit.crm.com.mk/eFiling/redefault.aspx), Construction e-Permits (https://www.gradezna-dozvola.mk), Health Insurance Fund Online Services (http://www.fzo.org.mk), Online Registration of Employments (https://www.avrm.gov.mk/avrm.public.web/), Electronic system for export, import and transit licences – EXIM (http://www.exim.gov.mk), Automated allocation of CEMT cargo transport licences (http://www.dozvoli-mtc.gov.mk)

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[29] Analysis of Introducing One Stop Shop Administrative Services: A Case Study of the Republic of Macedonia, Martin Todevski, Smilka Janeska-Sarkanjac, Dimitar Trajanov available at http://rtsa.ro/tras/index.php/tras/article/download/119/115

[30] Ministry of Infomation Society and Administration, working program for 2016 avaliable at http://mioa.gov.mk/files/pdf/dokumenti/MIOA%20Programa%20za%20rabota%202016.pdf

	Information to interaction	Interoperability and 'once only'	Moving towards digital by default
Montenegro	The establishment of a single information system for the electronic exchange of information among state authorities and state administration bodies is the responsibility stipulated by the Law on Electronic Governance. In this regard, there is a standardized obligation of state authorities and state administration bodies to obtain documents or information through the information system for the exchange of information among state authorities. The Ministry for Information Society and Telecommunications has established a project of e-Government as an electronic one-stop-shop for access to administrative services at the local and state level, which is available on the web address www.euprava.me.	Social Card – Social Welfare Information System (SWIS) project is the UNDP project and represents the pillar of the national social protection reform. The project under the SWIS is an electronic system for processing, approval, payments (around 65 million euro annually) and monitoring and audit of social benefits/transfers; reporting and record-keeping and it covers almost all social services business processes including introduction of the case management.	In order to provide conditions for the development of e-government in Montenegro, in 2010 the e-Government portal was created as a central point for a simple and user-friendly access to information and public administration services over the Internet for citizens and businesses. The e-Government web portal supports electronic identification of users (citizens and legal persons), information, electronic interaction between the user and the administrative authorities, downloading and filling in electronic forms, submission of the required documents and more.
Serbia	The e-government portal (www.euprava.gov.rs) enables various services including the e-participation service. However, few draft legal documents, draft strategies, action plans or other documents requiring thorough and wide public discussion and participation are published on the portal. Tax return on calculated contributions for compulsory social insurance for the founders or members of a company, etc.	The communication between different public administration bodies still needs to be improved since the exchange of information and documents does not function well. Institutions often use courier services or regular correspondence to exchange information or to acquire documents instead of citizens or other clients.	The most obvious and increasingly frequent example are services provided by different taxation authorities. For example, Tax Administration of the Republic of Serbia offers the following activities to be performed on-line: - Registration of value added tax, - Individual tax return on calculated taxes and contributions, - Individual tax return, - Tax return for advance - final determination of tax on corporate profit, - Tax return for determination of annual personal income tax.

3.1.5. Committing to Service Standards and Measuring Satisfaction

It is evident that many public administrations and institutions in WB countries have showed more accountability and responsibility in relation to the public service users. However, it seems that this   their legal and institutional framework. Our study has detected some sound examples related to commitment to service standards and measuring satisfaction which is presented in the table below.

Table 9. Committing to service standards and measuring satisfaction

	Service Charters	Measuring and managing satisfaction
Albania	ADISA has drafted service charters for 481 services for 18 institutions. For each service, there are 18 information categories. The process has been difficult because the information had to be accurate for the system, the call centre and the citizens. The service charters are in line with e-Albania. STAR reported that this was in the pipeline but not yet a procedure.	ADISA is currently working on service standards provided for public services. AKSHI reported that e-Albania provides an opportunity to provide feedback. There are e-Kiosks that provide an opportunity to also apply for services that institutions offer also directly at the counter. OSFA reports that surveys on various topics, such as democracy, corruption and organised crime, are also connected with citizen satisfaction.
BIH	There is no practice that is explicitly identified as such.	Agency for Statistics of BIH, Civil Service Agency of BIH, Institute for Standardisation of BIH, Civil Service Agency of FBIH, Central Bank and Local Governments with ISO 9001 certificate have introduced this practice as a part of QMS implementation. It is still treated as something that is formally required by the standard and not as a valuable management tool.
Kosovo*	There is no practice that is explicitly identified as such.	In 2017, Ministry of Public Administration (MPA) and United Nations Development Programme (UNDP) in Kosovo* launched the E Box project for electronic system for measuring citizens' perception on administrative services provided by Kosovo* institutions, on the spot where the services are provided or through MPA portal. The project has a dual function: on one hand, through these boxes citizens have the opportunity to express their opinions about administrative services offered to them, and on the other hand, all institutions have sufficient information to improve the policy-making by using these concrete data.

	Service Charters	Measuring and managing satisfaction
Macedonia	The initial steps for establishing of quality management system in the public administration of the Republic of Macedonia start with the initiative for the "Citizen Charter"[31] in 2006. In line with the commitment within the Charter there is a mechanism for control presented in a "Form for evaluation of services by the users" which is a questionnaire where citizens answer on the manner, expedience, time for receiving the service and opportunity to propose an improvement to the provision of services.	The major part of the instruments and regulations for measurement of users' satisfaction from front-desk service providers or from the overall quality of the institution are in place. The effectiveness of used instruments is monitored by MISA. The project "Barometer of quality of institutions" includes development and implementation of methodology for standardized measuring of the quality of the institutions and their ranking according to the results. According to the adopted Methodology, the service orientation component includes the results of two external surveys (a survey for measuring citizen satisfaction from the quality of administrative services and a "secret client" research) that external investigations were conducted by an external research house. The surveys were conducted in 2013 and 2014. As previously noted, MISA is also the coordinator of the QM tool such as the Traffic Light (citizen satisfaction survey).
Montenegro	In November 2015 the Tax Authority of Montenegro issued the Taxpayers Charter, summarising basic rights and obligations of the tax system. The purpose of the Charter is to enable taxpayers a simple and understandable way to be aware of the rights and obligations in the tax procedure. In addition, the Charter needs to point to the way in which they can protect the rights of taxpayers, and to set up modern and higher standards of service.	This QM tool is complementary to cases where public administration/institution works on understanding users' needs and expectation. Evidently, all 4 ISO holders from public sector are obliged to carry regular assessment/measurement of user satisfaction.
Serbia	No documented initiatives	The major part of the instruments and regulations for measurement of users' satisfaction from front-desk service providers or from the overall quality of the institution are in place. Also, ISO users do it regularly.

3.1.6. Conclusions, Key Messages and Inspiration for Future Action

To make some valuable conclusions we introduce a simplified systemic process with three main stages: a **pilot stage**, when the first institutions (usually leading by example) apply a new tool/practice (usually as a part of a supporting project); then a **reflection with learning and adjustment** as a follow-up to understand what works, why and how as well as to prescribe key rules for further improved use of the tool/practice; and **scaling-up** with more

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[31] http://www.mio.gov.mk/?q=node/2678

institutions applying the tool that has been already adjusted to a specific context. Such perspective shows how application of the tools has been evolving.

- As illustrated below, tools that aim at *development and management of a culture of responsiveness to users* (understanding users' needs and expectations and measuring and managing satisfaction) are still in an initial stage of being piloted by leading institutions. The ones in use should enter the next stage (reflection with adjustment) and the missing ones should be piloted.
- Tools related to *improving processes to benefit public service users* have already been piloted in several countries, mostly as a part of regulatory reforms or service delivery reform. Process restructuring should be piloted soon in Montenegro and Kosovo*.
- E-government tools have an expansion in the WB countries, but their dominant position is still between the pilot and reflection stage.
- One-stop-shops, as a tool to provide easy access to services, have already been scaled-up but without proper reflection and adjustment to the local contexts.
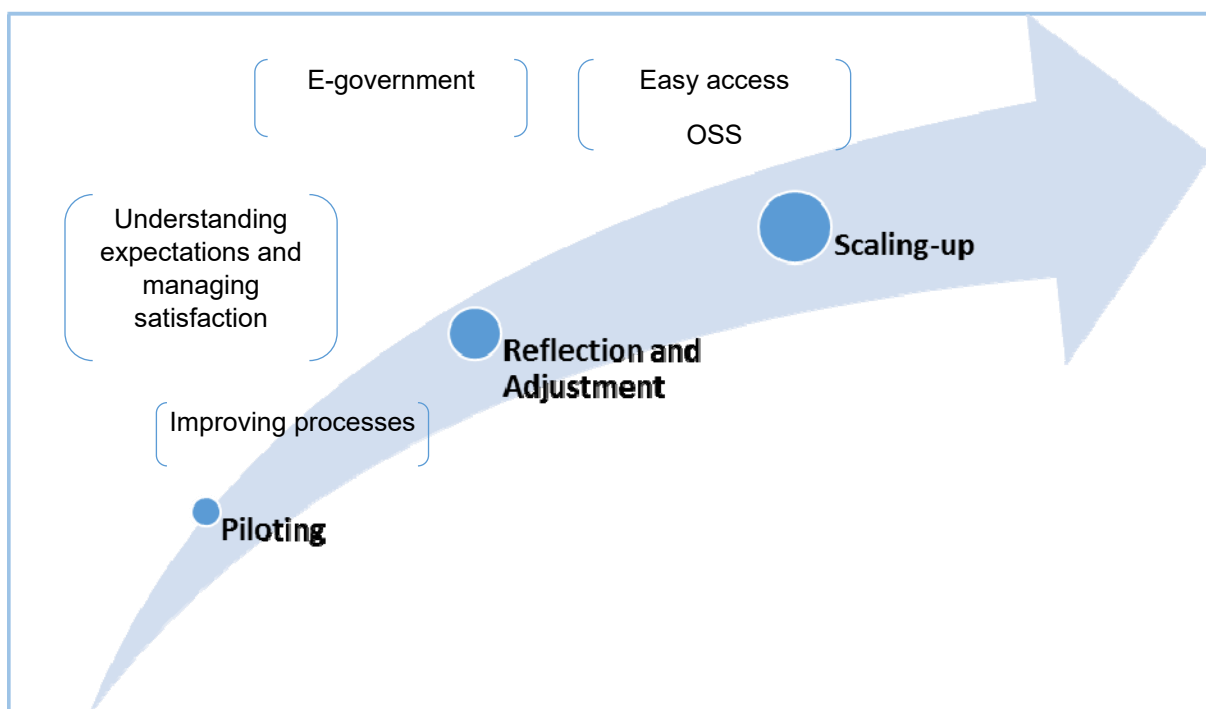
Different aspects drive introduction and current use of the QM tools in the countries.

- In Macedonia, the main driving forces are Service Delivery Reform and QM systems in place; the main "driver" is MISA;
- In Albania, the main driving force is Service Delivery Reform and the main "driver" is ADISA as a branded change agent;
- In Bosnia and Herzegovina, international (donor) projects still drive introduction of these tools and QM systems ensure continuation of use, with an increasingly important role of Public Administration Coordinator's Office (PARCO) as a QM Resource centre at the state level;
- Introduction of the QM tools in Serbia is initiated by the PAR and supported mostly by international (donor) projects;

- In Montenegro and Kosovo*, introduction of the tools depends largely on project support.

As an inspiration for future work, the following recommendations could be used:

⮕ After an initial introduction ("exploration" as "piloting"), further expansion and exploitation ("scaling up") of most of the tools that are already used on a small scale should be based on a *reflection* on what really works, why and how (and what does not work and why). This kind of reflection is not usually planned as a stage of a linear reform process being applied in the Western Balkans and should be inserted as a step that could transform the linear process into more spiral one. The reflection should be done as a team effort by the practitioners that were directly involved into the QM tools/practices with a careful preparation and moderation provided by appropriate facilitators. The reflection stage should be completed by an adjustment based on lessons learnt during the pilot stage and only after such adjustment scaling up of the tools/practices could lead to sustainability and real user/citizen orientation.

⮕ Most of the tools/practices should be introduced with more emphasis on its interactions and potential synergies as demonstrated in some success cases: e. g. in the case of One Stop Shops where many processes had to be restructured and simplified (based on a previous understanding of users/citizens needs and expectations) as a precondition for a new kind of citizen service centre; or in the case of E-Permits where again many processes had to be restructured and red tapes removed before an effective e-solution was possible. Such interactions and potential synergies should be made obvious to decision makers and practitioners in public administration "in advance" and transformed into the plans as interconnected tools with the final purpose to make delivery of public services easier and better not only for the users but also for the servants.

⮕ It is always better to start with the tools that provide some added value not only for the users/customers but also for the public servants because their motivation is usually a "critical success factor". A typical example are e-government tools, which make not only regular work of public servants easier but also application of other QM tools, e.g. for understanding users' expectations and managing satisfaction.

⮕ Building and branding an institution as a successful change agent in a context with many traditional barriers to reforms and changes, like the case of ADISA in Albania, could be a good example and inspiration for other countries to invest more in creating and branding champions of the reform.

3.2. Current State of Affairs of QM in the Countries of the Region

This part of the analysis is focused on QM systems in the Western Balkans countries. The short review of history of QM implementation is followed by a multi-perspective review of the current status of QM systems including legal and institutional framework, capacity building aspect and partnership with NGOs and professional organisations enhancing QM.

3.2.1. History of QM Implementation

All countries in the region have different history of QM implementation.

Albania: Linked to the Service Delivery Reform

Matei and Lazar (2011, p.74) refer to the status of QM and CAF in Albanian institutions. They identified the emergence and development of QM in the country's public administration in the latter half of 2000. The concept of quality was integrated into the reform strategies of the public administration deriving from the following objectives:

- establishment and consolidation of efficient structures for all public institutions,
- reform of public service,
- improvement of performance management system,
- establishment and application of remuneration systems for civil servants,
- depolitisation of the civil service and its founding on the basis of the principles of meritocracy
- supply of training as strategic means for the development and consolidation of the capacities of civil servants,
- creation of a modern system for Human Resources Management (HRM) and
- a central electronic database for public sector workers.

The main goal was an increase in the efficiency, efficacy, transparency and responsibility of the PA.

The SIGMA OECD Baseline Measurement Report on implementation of PA Principles (SIGMA - OECD, 2015a, p.79), issued in April 2015 states the following on quality management: "There are several references to quality improvement in the Government's strategic documents. Improving the quality of public services and introducing tools for measuring citizens' satisfaction is incorporated into the Delivery Agreement on Good Governance. Quality assurance tools, such as Common Assessment Framework or European Foundation for Quality Management, are not in effect. The quality and cost effectiveness of services is not subject to a regular review, and public institutions do not actively seek citizens' feedback."

The transformation of service delivery in Albania through the citizen-centric approach is embodied in the Cross-Cutting Public Administration Reform Strategy (PAR) 2015–2020, which constitutes the overall framework for the modernization and transformation of institutions and practices of public administration in the country. This Strategy envisages "high quality services for citizens and businesses in a transparent, effective, and efficient way through the use of modern technologies and innovative services, and that complies with the requirements of European integration through impartial, professional and accountable civil servants, part of efficient setups".

Albania 2016 Report by European Commission (European Commission, 2016a, p.13) states the following: "In May the government adopted a citizen-centred service delivery reform policy document to improve the quality of public services and enhance citizen feedback."

The latest ReSPA analysis "Analytical Paper on Managing Process of Implementation of Public Administration Reform Strategies in ReSPA Members" (ReSPA, 2016a), in the part dealing with the current state of affairs with delivery of services in Albanian Public Administration states that a lot of processes have been started lately in order to improve quality of public services in Albania (reduction of the administrative burden, e-services, etc.), but it is still too early to assess the effects of these initiatives, although through monthly citizen feedback, there is clear evidence in the rise of citizen satisfaction.

Bosnia and Herzegovina: Bottom-up and Top-down Approach

A short history of the QM in Public Administration and Public Services in Bosnia and Herzegovina could be described by the following milestones:

- The first QMS emerged at the level of local government - in the municipality Centre-Sarajevo (2001-2003): the first modern one-stop-shop for administrative services and the first QM system (ISO 9001:2000)[32]. It was like a trigger for other mayors and local administrations to introduce the same kind of the QMS mostly with some project support. Two Civil Society Organisations (NGOs) provided both technical and financial support to interested local administrations in introducing ISO 9001: from 2003 to 2005 *Eda* provided assistance to five local governments to introduce ISO 9001:2000, and Regional Development Agency SERDA provided both financial and technical assistance to twenty-eight municipal and two city administrations to introduce the same system, from 2004 to 2007. Current assessment is that more than 30 local administrations (of 143 as a total) in the country have a functioning ISO 9001 system in place.

- The first introduction of CAF system was initiated at the end of 2004 when *Eda* assisted to six local governments (later, four more LGs were added) to make self-assessment and prepare improvement plans. As a part of the project "Local First" the OSCE BIH assisted to thirty municipalities to introduce the CAF system during the period 2010-2012. There is no evidence that any of those local governments still use the CAF[33].

- The Institute for Standardisation (BAS) was the first public institution at the state level that formally introduced EN ISO 9001:2008 and received certificate on 2009.

- Orientation to Quality Management became a new focus of the PAR in BIH at the beginning of 2011 as a part of the Revised Action Plan 1, accompanying the PAR Strategy 2006-2014 (PARCO, 2016, p.65): The new reform goal "Total quality management-TQM" has defined objective "Enable institutions to use a model of total quality management –TQM (CAF, EFQM etc.) if they wish so", which is all located under the central Part 3. Human Resources Management.

- A more systemic approach and incremental progress in implementation of this objective has been visible since 2013, linked to a very useful support from the GIZ

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[32] "During that time representatives from 120 other BIH municipalities visited Municipality Center. They called what they saw a miracle, because everything was completely new and different from other places in BIH..." (Pucar, 2009, p. 51).

[33] This assessment is based on contacts and information provided during the preparation of Baseline analysis.

Programme for Strengthening of Public Institutions[34] in 2015 followed by the Good Governance Fund[35] to the Public Administration Reform Coordinator's Office (PARCO), as the PAR coordinating body. This joint work has resulted in recommendation of ISO 9001 and CAF as the most appropriate systems for PA in BIH (based on a Comparative analysis of the models for quality management in public administration). The BIH Council of Ministers, at its session on 15 Sep 2015, reached the following conclusion (Vijeće ministara BIH, 2015) "The Council of Ministers supports further action on the introduction of the proposed model of quality management in institutions of Bosnia and Herzegovina (CAF and models based on ISO 9001:2008 system), through promotion of use of these models, their further adaptation and building necessary capacities of employees in the institutions of Bosnia and Herzegovina for their application".

- In the framework of GIZ SPI and with consultancy support by EIPA: An Inter-institutional working group for quality management is established and functional; PARCO's capacities as the CAF Resource Centre and information hub for QM in PA in the country are initially built and an initial pool of trainers is developed (Training of Trainers for CAF for PARCO and CSA BIH by EIPA); Key manuals and tools for introduction of CAF and ISO 9001 in public institutions are prepared and published; Piloting and the first circle of CAF and ISO application in BIH institutions is almost completed (PARCO - CAF, Civil Service Agency of BIH - CAF, Agency for Statistics of BIH - CAF, Agency for Pre-Primary, Primary and Secondary Education of BIH – ISO 9001, Central Bank of BIH – ISO 9001 and ISMS 27001).

- In FBIH, Civil Service Agency of FBIH is investing efforts to implement CAF in FBIH using a technical support of the KDZ Centre from Austria and further implementing it in administrative bodies in the Federation of BIH in accordance with decision of the Government of FBIH.

- In February 2017 BIH Council of Ministers adopted "Operational Plan for introduction of QM in BIH institutions 2016-2018" (prepared in September 2016) with a goal to ensure sustainable dynamics of QMS introduction in public sector and three related operational objectives: (1) Strengthening capacities to support institutions in BIH to implement selected QM approaches; (2) Building a base for implementation of selected QM approaches in PA institutions in BIH; (3) Ensure sustainable development and awareness of QM importance. Key activities, measures, responsible institutions, deadlines, resources and indicators are defined and some measures are already implemented.

- The document "Policy Framework for Development of HRM in Public Administration Structures in BIH" was adopted by the Brčko District Government in 2015 and by the BIH Council of Ministers in June 2017. It is expected that other levels of administration might adopt it soon, so it can be implemented as agreed by the HRM

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[34] This programme is implemented by GIZ in partnership with the Public Administration Reform Coordinator's Office (PARCO) and cooperates directly with the following institutions: the Central Bank, the Statistics Agency, the Public Procurement Agency, the Procurement Review Body, the Agency for Preschool, Primary and Secondary Education, the Agency for Development of Higher Education and Quality Assurance, the Directorate for European Integration, and the Civil Service Agency. More on: http://spi.ba/en/about-us/about-the-programme

[35] A part of the Good Governance Fund (GGF) managed by the British Embassy in BIH was related to the implementation of quality management standards in State-level institutions of BIH

Supervisory Team for Implementation of PAR Strategy 2006-2014. One special part of this document is dedicated to TQM.

This short review shows two different processes of the QMS introduction in the country: (1) a bottom-up process that started at the local government level, and (2) a top-down process initiated at the state level. QM orientation as a part of the bottom-up process has emerged as an initiative of proactive local leaders in some advanced local governments and was supported by non-governmental and international organisations. Focus on QMS as a part of the top-down process is more strategically driven and planned. Currently those two processes are not interconnected and that could be assessed as a common weakness of both processes as well as one of the next challenges.

Kosovo*: Initial Stage

In **Kosovo***, the SIGMA OECD Baseline Measurement Report on implementation of PA Principles (SIGMA - OECD, 2015b, p.68), issued in April 2015 states the following on quality management: "There is no systematic approach to quality assurance or service modernization, although some initial efforts were undertaken in the past by the MPA (the National Quality Management Programme). The KIPA is the only state administrative body that has introduced a quality assurance scheme, based on the Common Assessment Framework (CAF) and International Organization for Standardisation (ISO) standards."

The PAR Strategy for the period 2015-2020 (Kosovo* - Ministry of Public Administration, 2015, p. 22) states the following on the current situation: "There is a need to continuously inform citizens about their rights and on how to realize them, offered public administrative services, and other issues for which they are interested. Public administration has not established a mechanism nor an instrument to measure public opinion on the quality of service they receive from the administration."

The Kosovo* 2016 Report issued by the European Commission (European Commission, 2016b, p.12), states the following: "The government is committed to user-oriented administration. However, coherent policy-making is often undermined by a lack of coordination and common vision between the ministries responsible.

Macedonia: Structured Approach with Legislation Novelties

The SIGMA OECD Monitoring Report on implementation of PA Principles in Macedonia (SIGMA - OECD, 2016a, p.13) addresses the issue of Citizen Charter: "The first set of standards for quality in service delivery was formulated in 2006, through the Citizen Charter. The Charter is still available on the Government Services website, but has not been actively maintained or effectively used to improve the quality of individual services in recent years".

The initial steps for establishing of quality management system in the public administration of the Republic of Macedonia start with the initiative for the "Citizen Charter" in 2006. The

Charter represents a declaration in which public institutions commit towards the service consumers on establishing standards and allowing consumers the opportunity to evaluate the services as a measure for effectiveness of bodies in each individual case. The Charter contains the mission of the institution, competencies of the institution and services that it provides, documents that are issued, provides contact details of the competent persons and explains the complaint procedure in cases of citizen dissatisfaction. In line with the commitment, within the Charter there is a mechanism for control presented in a "Form for evaluation of services by the users" which is a questionnaire where citizens answer regarding the manner, expedience, time for receiving the service and opportunity to propose an improvement to the provision of services. This is somewhat standardized with closed questions, but there is an opportunity to provide open ended answers in narrative way. There are quarterly or ad hoc reports presenting the developments within the Citizen Charter submitted to the Government with a degree of confidentiality that is not open for the public nor there did any annual summarize report.

The project "Barometer of quality of institutions" included development and implementation of methodology for standardized measuring of the quality of the institutions and their ranking according to the results. The implementation of the Barometer aims to affect the creation of competitiveness of the institutions within the administration and encourage them to implement the planned reform processes stemming from the Strategy for Public Administration Reform. At the same time, the transparency of the entire process affects the better-developing organizations and more service-oriented institutions. The methodology was developed in 2012 and applied in 2013 and 2014.

The "Assess the Administration" project, through the scoreboard device called "Traffic lights" and installed on the institutions' counters, aimed to contribute to the public administration reform process, improve the efficiency of the institutions, improve the quality of the process of delivery of services and services themselves, as well as increase the transparency in the work of the administration. With this project, the MISA has enabled citizens to express their satisfaction and assess the counter officers' work (kindness, communication, helpfulness, service quality, etc.) by pressing one of the three digits of the device (green, yellow, red – satisfied, neutral, not satisfied).

Functional analysis/review is an integral part of the quality management system in the country. It is the first step in creating public institutions suited to perform the competences they are legally responsible for. As a change management tool it is crucial for achieving efficiency, effectiveness and quality of the service delivery to final beneficiaries. The MISA emphasized the urgency of forming a pool of certified practitioners in the country, and in the second half of 2015, a team of 15 representatives from public institutions identified by the MISA underwent a procedure of theoretical and practical training and obtained certificates for functional review practitioners by ENAIP, an Italian network of service delivery in training and employment promotion.

The quality management system in the Republic of Macedonia in a more serious and structured manner has been introduced with significant legislation novelties.

An organised approach to implementation of the CAF model in public institutions in Macedonia started in 2011. There are a few institutions like the State Statistical Office that

have been using the CAF since 2006, however, organised efforts for implementation of the CAF model in public institutions in Macedonia began in 2011.

From 2011 to 2013 the following results were achieved:

- The CAF model was implemented in MISA
- Training was organised and civil servants from MISA became certified trainers/facilitators for implementation of the CAF model in public institutions in the country
- The MISA was established as a National CAF resource centre for public administration in Macedonia
- The CAF model was implemented in 5 pilot institutions (4 at the central level and the City of Skopje at the local level)
- A document with international best practices for implementation of the CAF model was developed

Wider implementation of the CAF model in public institutions in Macedonia began in 2014. From this period, the following activities have been undertaken:

- Additional training for certified CAF facilitators/trainers in the country was organised
- Support for institutions at a central and local level on implementation of the CAF model was provided. Participants in CAF training for trainers further supported other institutions in implementation of the CAF model.
- Training for external evaluators on implementation of the CAF model was organised
- Two national conferences for quality management were organised
- Counselling for the municipalities on the law on implementation of system for quality management and common assessment framework in the functioning and providing services in public institutions was organised.

According to the latest information of the Ministry of Information Society and Administration, 29 institutions in the Republic of Macedonia have introduced the CAF model (17 are institutions on central level and 12 are local level institutions).

The latest ReSPA analysis "Analytical Paper on Managing Process of Implementation of Public Administration Reform Strategies in ReSPA Members" (ReSPA, 2016a, p.27), in the part dealing with the current state of affairs with delivery of services in Macedonian Public Administration states the following: "The general policy on public services (including e-services) is integrated into the PAR Strategy, and coupled with the Law on the Introduction of a System of Quality Management. The newly enforced Law on Public Sector Employees contains an article on the principle of service orientation (Article 8), to direct employees to ensure quality services for the citizens."

Montenegro: Still at the Beginning

In the last 15 years Montenegro has implemented two Public Administration Reform (PAR) strategies and the third one is currently in implementation. The latest PAR Strategy in Montenegro for the period 2016-2020 (Government of Montenegro - Ministry of Public Administration, 2016, p.13), recognizes the need for introduction of quality assurance, so under the heading "Measuring satisfaction with the quality of services" the following is stated:

"User satisfaction with public services provided by the authorities is still not measured regularly. This is an obstacle for an adequate assessment of the quality of services, from the standpoint of citizens and enterprises. ... There is not an established systematic approach and promotion of quality management tools such as ISO, EFQM or CAF. Measurement of customer satisfaction should be extended to all types of services provided by the state administration and local government, and not just those involving administrative decisions."

The first serious attempt to approach to the issue of quality management and quality infrastructure was the creation of the "Strategy for improving the quality infrastructure in Montenegro" by the Ministry for economic development in 2007 (Government of Montenegro - Ministry for Economic Development, 2007). The Strategy was defined as a series of managing decisions and activities directed towards the future, in order to sketch desirable position of the quality infrastructure system. The quality infrastructure, as a broader notion, implies the system of interdependent and conditioned elements, such as the quality, standardisation, metrology, accreditation as well as the management standards (ISO 9000 Quality Management System; ISO 144000 Environmental Management System; ISO 18000 Occupational Health and Safety Management System; 27000 Information Security Management Systems; HACCP/ISO 22000 Food Safety Management System; as well as ISO 17000 Conformity Assessment). The Strategy for Improving the Quality Infrastructure defined the main directions for the implementation of the policy document named "Attitudes to the Quality Infrastructure Policy of Montenegro". However, this strategy has never been fully implemented due to lack of interest and financial funds for its realisation.

The SIGMA OECD Baseline Measurement Report on implementation of PA Principles, issued in April 2015 (SIGMA – OECD, 2015c, p.73) states the following on quality management: "Citizens' satisfaction with government services is not monitored on a regular basis. ... An accreditation body for Common Assessment Framework (CAF) exists, but quality assurance schemes (CAF, EFQM, ISO) are not applied systematically at the central level. No citizens' charter or other such instrument is in place."

The 2016 Montenegro Report issued by the European Commission (European Commission, 2016e, p. 13), states the following: "The government is committed to a more user-oriented administration..." "Satisfaction surveys on government services are not yet regularly conducted."

The latest ReSPA analysis "Analytical Paper on Managing Process of Implementation of Public Administration Reform Strategies in ReSPA Members" (ReSPA, 2016a, p. 34), in the part dealing with the current state of affairs with delivery of services in Montenegrin Public Administration states the following: "with existing public services, so it is not possible to assess the quality of services from the standpoint of citizens and enterprises."

Serbia: Early-Stage

The quality management (QM) in Serbia is not high on the policy agenda although it has gained on popularity especially in the business sector in recent years. The Government and majority of business as well as other sectors are still struggling with conformance to technically specified norms and standards in their production and service delivery. This is

typical to the initial stages of introduction of standards that tend towards the improvement of quality and quality management.

Respect and public recognition of quality has a long history in Serbia. All the way back in 1939 the first national institution for standardisation in quality has been established. A national institution has been in charge of quality standards ever since that time facilitating and promoting national and international standards.

At the forefront of the emerging change in the paradigm is the business sector. Foreign investors are either overtaking domestic companies or expanding their business in Serbia in other ways bring users-oriented thinking along side with their capital. Serbian companies are introducing QM standards trying to keep up with competition. Introduction of the modern public procurement system since 2003 has given significant boost to the process. Possession of certificates guaranteeing quality standards has become a legitimate public procurement evaluation criterion enabling rather comfortable position to the procuring entities.

The quality management in public administration is still not recognised as a priority issue. The Serbia 2016 Progress Report vividly depicts the public administration condition, recent developments and obstacles in the reform process. Beside the focus on the more formal elements of the public administration reform process (adoption of the strategic and legislative framework and establishing institutional framework), Serbian public administration reform (PAR) has built solid basis for improving QM by adopting the public financial management reform program, e-government strategy, a strategy on regulatory reform and policy-making, new laws on general administrative procedures, public salaries and civil servants at provincial and local government level (European Commission, 2016f, p.9-12). Implementation of the adopted policy framework though is a concern since a consistent backlog has been created in the implementation of the reform agenda.

Another feature setting the scene for the quality management in Serbia is the fact that a national quality prize has been established in Serbia. Particularly important is that such prize has been awarded for the excellence in public sector since 2007. The prize is awarded to the public institutions dedicated to the improvements and excellence in providing quality products and services to citizens. The prize – the Oscar for Quality has been awarded to the public institutions including state owned companies for adherence to quality in their operation and orientation towards users' satisfaction. The award is established by the Foundation for Quality Culture and Excellence and with the support of the Ministry of Economy and the Serbian Chamber of Commerce. The prize is awarded based on strict criteria and the winners could serve as role models and promoters or adherence to quality standards among other institutions within the public administration.

3.2.2. Quality Management Systems in Use

ISO and CAF are now the most commonly used TQM instruments in the Western Balkan public administration context. The European Foundation for Quality Management (EFQM) model became widespread in the private sector from the end of the 1980s, leading to the launch of the Common Assessment Framework (CAF), a TQM-adapted model for the public

sector. However, the EFQM model has never been properly applied in the Western Balkan public administration context due to late introduction of the TQM in public administration and public service delivery. As in the EU, it should be noted that there is no unified approach towards establishment of quality management systems in the Western Balkan region. This can be seen in the table below with the use of quality management systems in the Western Balkan region (GIZ, 2013, p.28). Also, it should be noted that there are some Sectoral Integrated Management Systems in some specific institutions in the Western Balkan countries but we will not present them separately due to the fact that they are all part of ISO standard family.

Table 10. Quality management systems in the Western Balkans

ISO 9001	CAF	EFQM
Bosnia and Herzegovina Kosovo* Macedonia Montenegro Serbia	Albania Bosnia and Herzegovina Kosovo* Macedonia	n/a

As noted previously, ISO 9001 specifies the basic requirements for a quality management system (QMS) that an organisation must fulfil to demonstrate its ability to consistently provide products (which include services) that enhance customer satisfaction and meet applicable statutory and regulatory requirements.

CAF is the newest QMS the use of which has been constantly increasing in the Western Balkan region. According to the figures from the EIPA's database, there are more than 40 CAF registered users from the WB region but the number is constantly growing – especially when looking at development of situation in Macedonia, Albania and Bosnia and Herzegovina.

Albania: More Experiences with CAF than with ISO

Despite several strategies, documents and reform initiatives that include elements of QM and in which the tools of CAF and ISO 9001 are promoted, it is evident that introduction of the ISO standards in Albanian public administrations has not been widespread.

There are several institutions that have worked on the introduction of ISO standards in their work. The National Agency for Information Society (NAIS) has worked on introduction of ISO 27001 based on the recommendation from the audit. Currently, NAIS has managed to have their work standards comply with ISO 27001 but the system has not been certified yet. Among laboratories, the national veterinary laboratories and the food laboratories have accreditation for ISO 17000, which specifies general terms and definitions relating to conformity assessment, including the use of conformity assessment to facilitate trade. They also have ISO 45001, HSE 14001 and OHSAS 18001 of British Standards Institution, aiming to reduce workplace hazards and increase employee morale.

From 2005–2008 Foundation for Local Autonomy and Governance (FLAG) implemented the project *Providing Support to the Institute of the Environment*, which became Albania's National Environmental Agency. The long-term objective of this project was to develop the methodologies and systems used in the Agency for it to reach ISO standards. The project focused on capacity building of the institute and of its laboratory, with training of its laboratory staff and management, strategic development, and the design and setting up of its website and logo. The laboratory received ISO 17025 accreditation in 2010.

Focus of the QM in Albania was based on improving service delivery and improving satisfaction of public services' users. This represents the solid ground for further work on QMS such as ISO in accordance to opinion from interlocutors from interviews.

CAF was introduced in Albania a few years earlier, from September to November 2006, by the Centre of Competence for Public Management (CCPM) and FLAG, into the local administrations of Shkodra County, in the project Accompanied Self-assessment of Decentralisation and Local Development Programme (DLDP) partner LGUs funded by SDC and Inter-cooperation Albania. The objective of the project was to assist LGUs in northern Albania assess and improve their standards of governance. The project conducted a pilot round of an accompanied self-assessment of eight partner LGUs based on CAF methodology translated into Albanian.

Gjylameti and Dollani (2012, p.117) described the first use of CAF in Albanian public central institutions, in the country's training institute - TIPA, in 2008. They report on the activities undertaken during the initial phase (institutional capacity building and HRM), and analyse the output and possible sustainability. The overall score for Enablers was 66%, a mid-level performance, based upon the finding that enablers at TIPA do Plan, Do and Check. The score for the results criteria was 54%, again a reasonable result. Despite the subjectivity involved in deriving the scores, the findings matched those of 'independent' experts. Strategy and planning scored 72%, processes 69%, partnership and resources 68%, leadership 65%, and people 57%. They reported that TIPA had a rich set of procedures and methodologies related to finance, information and materials resource management, and that the leadership motivated and supported staff.

ADISA has recently started to use a system based on CAF methodology and the Principles of public administration by OECD/SIGMA. The system is not still fully operationalised and put in practice. It is perceived by all interviewed persons that the ADISA is the most appropriate institution in Albanian public administration that should be responsible for further QMS development in the country.

Bosnia and Herzegovina: ISO Works at Both Local and State Level, Initial Success of CAF

Both QM systems ISO 9001 based and CAF are used by public administration in BIH. This choice is matter of practices that have been evolving dominantly at the local level since 2002, on one side, and a more systemic approach that has been introduced since 2013 by a comparative analysis (GIZ, 2013b), on the other side.

A good example of both incremental and appropriate use of ISO 9001 based QM is the Central Bank of BIH. This approach has been evolving within the organisation since 1997 (based on a recommendation from external revision that documentation management should be improved) still without certification but with all operational processes being continually regulated by Standard Operating Procedures (SOPs), with the process host clearly defined and some key elements of the service oriented organisation deeply embedded into the operations. That is a result of very professional and dedicated work of a small QM team led by an experienced specialist for standardisation of procedures, placed in the Cabinet of Governor, but mostly oriented to help middle managers to manage their processes on a standardised way that is compatible to the other processes in the organisation.

The local level practices to a degree have confirmed usefulness and sustainability of the ISO 9001 based QM systems in PA and PS. The fact that at least 20% of local administrations have well-accomplished certification and recertification process is a good sign that QM is becoming a practical orientation of more advanced local governments and that the market of advisory services for ISO 9001 in the area of local governments is functioning similar as in the area of businesses. The later could be seen in both ways, as a strength and as a weakness. As a strength because there is no need for an additional technical and financial support for introduction of this system in local governments in BIH. As a weakness because the consultants more and more compete by the cheap price and related low-quality support.

Based on the interviews it could be concluded that the BAS – Institute for Standardisation was the first public institution at the state level that formally introduced EN ISO 9001:2008 and received a certificate in 2009. Institute of Metrology of BIH introduced the same system and received a certificate in 2010. Both institutions regularly maintain the system. During 2015 and in early 2016 the Agency for Pre-Primary, Primary and Secondary Education implemented a quality management system in accordance with ISO 9001.

The Central Bank is on a good way to implement an integrated quality management system based on ISO 9001 and ISO 27001 (ISMS – Information Security Management System). The Institute for Standardisation is also in a process of introducing ISO 27001 in its operations.

Ministries at the state level and at the entity level still have no any QMS in place. Two cantonal governments have introduced ISO 9001 based QM.

CAF was introduced in Bosnia and Herzegovina in 2005 in 6 small to mid-size municipalities by Eda Banja Luka with financial support from the Open Society Foundation BIH and the Swiss funded Municipal Development Project (MDP) from Doboj. The self-assessment was repeated one year later in the same municipalities. *Eda* also conducted CAF exercise with additional 4 municipalities while the OSCE BIH decided to support another 30 municipalities in introducing the CAF as self-assessment and quality management tool in BIH through their project "Local first" (2010-2012). In 2014 *Eda* assisted to the RS National Assembly to implement the CAF model.

It should be noted that sustainability of the CAF system in PA and PS in Bosnia and Herzegovina is still a challenge for the local level practices. A plausible reason that could explain difference in comparison with a relative success of the ISO 9001 is lack of an easy accessible advisory support for the CAF in the country. An initial introduction of CAF in local administrations (self-assessment and improvement plan) was not followed by appropriate coaching or consultancy. New environment in the country with CAF Resource Centre at the state level and several successful cases of CAF introduction in public institutions could also have a positive influence on CAF related practices in local administrations.

PARCO was the first state level institution that carried out the first CAF self-assessment (2015). The Civil Service Agency of BIH was the first institution that received professional mentor support from the PARCO for introduction of CAF, in March 2016. Both the PARCO and the CSA of BIH have applied the CAF model (self-assessment + improvement plan), and the Agency for Statistics of BIH, the Civil Service Agency of FBIH and the Agency for Development of Higher Education and Quality Assurance (the HEA) have recently started or completed the CAF self-assessment, all with the technical support of the GIZ SPI and EIPA. Since mid-2016, Civil Service Agency of FBIH has been working on implementation of the project on the introduction of the CAF in FBIH which is being implemented with the technical support of the KDZ Centre from Austria.

It is still too early to learn some lessons from the first state level practices related to the CAF implementation but the first, still weak, signals gathered through interviews could be summarised as follows: (1) CAF is well accepted by the teams as well as by the management of selected institutions; it is a very good tool to understand key strengths and weaknesses of an internal management system and to improve things; it is not too complicated for use and it is not costly in the beginning of use; (2) PARCO is capable to provide good enough support to motivated teams in other institutions; (3) first improvement plans based on self-assessment are too ambitious and should be more realistic (a good case is the Agency of Statistics of BIH that has already implemented 11 from 15 planned improvements).

Main barriers identified by the interviewed institutions are related to lack of QM supportive framework (legal and policy level) and responsibilities for QM (mostly referring to entity level), lack of motivation and skills of both managers and employees, as well as lack of financial resources. Needed changes are also inhibited by resistance to changes within the institutions, lack of interest of leaders and managers in public institutions to lead the changes, current dominant orientation in the reform to fulfil requirements only formally without real changes of organizational culture and operations, and lower quality of consultancy services and support in the area of ISO 9001 based systems. Current activities at the state level are designed with an intent to mitigate some of the barriers related to the policy framework and capacity building. Issue of motivation should be approached from different angles with some probes including rewards for QM champions (institutions, managers and employees).

Kosovo*: KIPA as the Main Promoter of Both Systems

The introduction of ISO standards in public administration in Kosovo* has been ad-hoc in the last several years, mostly based on donor projects/initiatives. Kosovo* has relatively new institutions which have not yet consolidated or turned into tradition the institutional work culture. However, there are public institutions in which the institutional culture of work through the establishment, functioning and continuous development of quality management systems day by day is developed and transformed into habits and tradition of organizational culture as inseparable and integral part of total quality management, which may serve as a model for other public institutions of Kosovo* as well.

Kosovo* Institute for Public Administration (KIPA) applied ISO 9001, and it is in its fourth year of implementation after the certification. Beside the KIPA, the ISO is applied in two agencies of the Ministry of Trade and Industry (for services and for products) and the Kosovo* Energy KEC Training Centre. At local level, the Municipality of Gjakovë/Đakovica has developed, documented, implemented and certified a Quality Management System in line with the international standard ISO 9001:2008.

Kosovo* Institute for Public Administration (KIPA) is also the main promotor of the CAF at the national level. KIPA has applied CAF twice, in 2012 and 2014 with the initial support from the project Support for the development and enforcement of constitutional and EU-compliant law in Kosovo*. During implementation of the first CAF the result was 0.9 (presented at the Regional Conference in 2013), while the result of the second CAF was 1.9, showing improvement and higher implementation of the elements of CAF. However, the use of CAF was not registered in 2016.

In 2015, in cooperation with GIZ under the Memorandum of Understanding for cooperation in the field of public administration funded by the Government of Germany, the KIPA held training sessions on CAF for the local and central level government officers. In 2016, these trainings were conducted again but now with the support from the UNDP (The Support to Public Administration Reform project). The Institute has created a sound pool of trainers, both for municipalities and central government institutions.

Two departments at the Ministry of Internal Affairs (MoIA) have been interested in implementing CAF since 2015, but they have not done so due to insufficient human resources. Selected groups from all institutions were a target for information trainings held previously by KIPA. The outcome of these trainings by KIPA was an increased interest in how to implement CAF. The General Audit Office has shown interest in training the whole organisation, not just a small group. These trainings did not receive any political or leadership support.

Macedonia: Scaling up

Many national and local institutions in Macedonia have implemented ISO 9001 within their work. This standard is the "golden rule" of standardisation and has become a seal of quality for the institutions which they present on their websites and the memoranda.

Almost all municipalities have had an ISO 9001 certification at one point of time but not all continued to re-certify.

As for the state bodies, the implementation of ISO standards of quality in the public administration up to 31st December 2016 is the following:

Out of 110 state bodies:

- 51 bodies are certified
- 5 bodies are in the last phase of certification
- 35 bodies have initiated the procedure and in 2016 have the planned budget to open a tender for a certification company that will enable them to acquire the certificate of quality
- 9 bodies have not initiated the procedure
- 10 bodies do not have funds envisaged in their budget for this matter.

MISA is coordinating the implementation of the ISO model and regularly informs the Government about this. MISA has also organised several conferences, counselling, etc. for wider implementation of ISO. The Law on establishment of Quality Management System and Common Assessment Framework of the work and service provision of the civil service[36] provides an obligation for all bodies, both central and local, to implement at least ISO 9001 and CAF while it should be noted that ISO certification started well before the Law so it cannot be said that everything originated from the Law. Some institutions (on central and on local level) have not been certified while others have been, but most of them have used their own budget funds for this effort. Regarding the human resources in the institutions, in some of them a special unit is formed while in others a person is appointed with the internal systematization with tasks regarding adoption and maintenance of quality management systems. There are also cases when there is a position in the systematization but the place is not fulfilled and at the end of the spectre are institutions which are neither certified nor do they have a person in place.

The comparatively unique legislative regulation found in the face of this Law established obligation of introducing QMS standards in the institutions leaving an option to adopt other ISO standards related to the competence of the institution. The certification for these standards must be done by an entity accredited by the Institute of Accreditation of Republic of Macedonia.

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[36] Official Gazette of Republic of Macedonia 69 of 2013 and 193 of 2015

The Law, however, does not explicitly impose the obligation of re-certifying for ISO although that could be presumed from the Law. The Law states that the institutions should implement the standards in accordance with the directions provided by the standards/models. This means that the Law imposes the obligation of re-certifying for ISO according to MISA representatives.

In order to implement the legal obligation, the public institutions in Macedonia undertook the approach to fine-tune their own annual budget and human resources to facilitate the new requirements. The institutions enabled funds from own budget to perform this duty as well as include within its systematization of workplaces a designated person to be responsible for quality management. This was perceived as an impediment by some institutions as they were awarded new competencies without matching financial support from the central budget. At the same time, bigger institutions could dedicate a person solely for quality management while others have added the activities for implementation of quality management standards to the list of tasks of a person within the organization. The law stipulates high penalties for the instructions and the functionary that would not implement QM systems and tools prescribed in the Law, compared to the amount of funds needed to implement the instrument.

With the aim to provide support to institutions introducing CAF, MISA undertook activities to increase the number of CAF trainers in the state institutions. The participants at the CAF ToT supported selected number of institutions in implementing the CAF model in accordance with work dynamics subscribed by the standard and coordinated by MISA.

According to the information of the Ministry of Information Society and Administration, the following institutions in the Republic of Macedonia have introduced the CAF model:

1. Ministry of Information Society and Administration
2. State Statistical Office
3. Ministry of Education and Science
4. Ministry of Transport and Communication
5. Ministry of Labour and Social Policy
6. Ministry of Agriculture
7. City of Skopje
8. Ohrid Municipality
9. Tetovo Municipality
10. Centre Municipality
11. Ministry of Economy
12. Commission for prevention of corruption
13. Lipkovo Municipality
14. General Secretariat of the Government of the Republic of Macedonia
15. Secretariat for Legislation
16. Secretariat for European Affairs
17. National Assembly
18. Agency for Administration
19. Zelino Municipality
20. Commission for protection of the right for free access to public information
21. Gostivar Municipality

22. Gjorce Petrov Municipality
23. Agency for Youth and Sport
24. Jegunovce Municipality
25. Centre for Public Health Tetovo
26. Struga Municipality
27. Kumanovo Municipality
28. Kicevo Municipality
29. Customs Administration

Montenegro: Only Few Cases of ISO Based Systems

In general, there are no many examples of quality management systems in public administration in use in Montenegro. At the same time, the legal framework of Montenegro does not recognise the quality management systems and tools nor the aspect of quality in public administration or public service delivery.

Ministry of Transport, Maritime Affairs and Telecommunications became the first certified public administration that introduced quality management system in Montenegro in 2005. The reasons which led the Ministry in the decision on the introduction of quality management system were the change in perspective toward modern service oriented public administration and harmonization with EU standards. At the same time, the Maritime Safety Department created its business system in line with the requirements of international standard ISO 9001: 2000. Management has adopted a quality policy that seeks to fully meet the requirements of service users and the continuous improvement of the quality of services provided by the administration.

The Montenegrin Bureau for Metrology accepted the integrated management standard ISO 17025 in order to accredit Bureau's laboratories to provide calibration of measuring instruments and measurement standards using standard methods and laboratory-developed methods. The standard was introduced with the support of IPA funds. The municipality Tivat was the first municipality in Montenegro that has introduced quality management system in accordance to accepted ISO standard. The ISO 9001 was introduced since the management of the municipality wanted to attract foreign investments and IPA funds. However, the newly elected municipal administration stopped using it in 2016 due to lack of concrete results during its implementation.

It is evident that introduction of ISO has brought some benefits to Montenegrin public administrations since it has aligned their processes, introduced some quality management system infrastructure and introduced mandatory customer satisfaction surveys. Apparently, the ISO has introduced in those public administrations a business logic and need for continuous improvement. However, it is seen that there are still some aspects that have not been so very well implemented within current QMS arrangement such as leadership approach, customer focus or decision making on factual approach.

Only some awareness raising and capacity building activities within the public administrations have been done related to the introduction of CAF.

Serbia: ISO as the Most Common Tool

The process of standardisation of public administration/services in Serbia started in 2008 with the municipality Šabac and their certification in accordance with the ISO 9001:2000.[37] Part of the target "Vračar - European Municipality" was achieved with the moment of obtaining a certificate ISO 9001: 2008 in 2010. This certificate was an acknowledgment for active, efficient and successful provision of services to citizens and codification of the way of work. The introduction of ISO standards in municipalities has continued subsequently in municipalities Novi Beograd, Stari Grad, Palilula. In 2012 and 2013, municipalities Prokuplje, Surdulica, Bujanovac, Novi Pazar and Ivanjica were introducing Quality Management System (QMS) and Environmental Management System (EMS) with support from the European Union and Swiss Government through European Partnership with Municipalities Programme – EU PROGRES. The project to introduce the standards was implemented by the Faculty of Organizational Sciences (FON), University of Belgrade.

However, there are several examples of introduction of ISO standards in the public administration at central government level. In 2012, Public Procurement Office of Serbia was awarded by the ISO 9001:2008 in order to enable better control of work, optimize costs, increase efficiency, and ensure better quality of service for purchasers and tenderers. The Authority for Determination of the Seaworthiness as an administrative body within the previous Ministry of Infrastructure and Energy has accepted the integrated SRPS ISO 9001 and ISO/IEC 17020 in order to fulfil international standards. However, there are no information whether these systems are regularly recertified.

Currently, the most common quality management system in practice of public administration is ISO 9001:2008.

The ISO is praised by some of the interviewees as the solution which would suit best the Serbian public administration due to its business logic, strict criteria and external assessment. The ISO is particularly favoured by stakeholders which are more business oriented or have a business background. Introduction of the ISO would require external assistance providing expertise for the process. However, civil servants are far more in favour of the CAF as better suited for public administration and requiring minimum costs.

Serbian public administration still has no experience in using Common Assessment Framework (CAF). Only some awareness raising within the public administration has been done related to the introduction of CAF.

Members of the ReSPA QPAS working group from Serbia, inspired by the Austrian model of quality management in public administration led by the Centre for Public Administration Research (KDZ), have the impression that the model applied in Austria should be followed and modified to fit Serbia conditions. Such approach is using CAF alongside with other quality management tools where appropriate and necessary.

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[37] More information is available at: http://sabac.rs/dokumenti/standardi.htm

3.2.3. Institutional and Legal Framework

Albania: Citizens-centred Reform Policy and ADISA as a Change Agent

> The government adopted a citizen-centred service delivery reform policy document to improve the quality of public services and enhance citizen feedback.

Public services improvement is indicated as being among the Government's priorities within the PAR in Albania. ADISA has created the action plan for introduction of QM across service delivery institutions while the DoPA has been conducting performance measurement on a six-month basis. At the same time, interinstitutional coordination has been improved thanks to the establishment of thematic groups on digitalisation, e-Government and service delivery working as part of the integrated policy management group on good governance. A new Law on the Delivery of Front Office Services[38] entered into force in February 2016. The law sets out the standards for public services and is intended to simplify administrative procedures together with the new Code of Administrative Procedures. The law, and all related bylaws, passed obligatory procedures through the Ministry of Justice which oversees the implementation of this Code. In line with Component 2, of the IPA Twinning Project "Support to Civil Service Reform" in Albania, assistance in terms of "Implementation of the Law on Administrative Procedures" has been given through the assessment of 14 laws in line with their compatibility with the new Code of Administrative Procedures.

> Agency for the Delivery of Integrated Services Albania (ADISA) is the central institution that promotes and demonstrates QM tools and practices in service delivery.

The current institutional framework for implementation of policy on service delivery is improved with the new Law on the Delivery of Front Office Services. The central institution is the Agency for Delivery of Integrated Services (ADISA). ADISA has been strongly assisted by the Prime Minister's Office to coordinate institutions in scope. ADISA, in collaboration with ASPA and DoPA, has designed various training modules that would contribute to the transfer of competencies on service delivery.

ADISA was established in 2014 with the following responsibilities[39]:

1. provide public services to natural and legal persons, through physical front office, through physical one stop shops, physical front offices providing integrated public services;
2. establish and administer the physical front offices for natural and legal persons, physical one stop shops and integrated public services centres and be responsible for their management;
3. participate in developing procedures and models for the front offices and back offices;
4. require the change of the systems and procedures in the back offices and the establishment of new services to make the front office to deliver high-quality public services;

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[38] Law on the Way of Delivering Public Services at Front Office Level in the Republic of Albania, No 13/2016
[39] Ibid, Article 13

5. provide information on the administrative procedures for receiving public service, through various modern communication channels.
6. update the information delivered by the service provider regarding administrative procedures for receiving public services;
7. require and receive from the state administration institutions, independent institutions and local government units any information necessary for fulfilling its responsibilities;
8. participate in the services re-engineering process, by taking the initiative for conducting this process;
9. propose to the Albanian School of Public Administration (ASPA) the training programs in public service delivery and follow up their implementation;
10. exercise any authority granted hereunder or pursuant to this Law.

Bosnia and Herzegovina: Works in Progress

The aims and principles of standardisation in the country are prescribed by the Law on Standardisation in Bosnia and Herzegovina (Official Gazette of Bosnia and Herzegovina, 2001). The Law regulates the preparation, adoption, publication and use of national standards (BAS) of Bosnia and Herzegovina. According to the Law key institution in this area is the Institute for Standardisation. The use of BAS standard is voluntary, except when compulsory application is prescribed by a separate regulation.

In practice, there is no specific legal framework in regard to QM in PA and PS. Area of Quality Management in Public Administration and Public Services is still not regulated by any law or bylaw in the country. This fact should not be assessed as a weak point. First, there are ongoing bottom-up and top-down processes of the QM introduction in PA and PS, which confirms a hypothesis that legal prescription should not be perceived as a precondition for initiation and evolution of practical use of QMS by public administration at any level. Second, effective legal regulation of related issues requires previous practical knowledge and experience of what works and what does not work in a specific context. Prescription of the rules that are based on a reflection of the things working in that context has much better chances to be effective than adapting the rules from some different context.

> As good practices demonstrate, form should follow function, not the other way around.

Existence of a strategic framework is a very good starting point to continue with systemic introduction of QM in PA and PS in the country. Such QM related strategic framework should be ensured throughout the ongoing work on developing a new strategic framework of Public Administration Reform for the period 2016-2020.

In regard to institutions, QM is widely understood to be involved in the defined responsibilities of institutions dealing with PAR and EU integration issues, since the PAR requirements are linked to SIGMA-OECD Principles which define QM issues.

Good progress is made with Inter-Institutional Working Group for Quality Management40, as the first community of practice for quality management in the BIH public administration, and with the PARCO as the CAF Resource Centre and information hub for QM in PA at the state level. All those institutions are leading by example introduction of the QM in PA and PS.

All opinions collected from stakeholders by interviews confirm that intention to build capacities of PARCO as the CAF resource centre and information hub for QM in PA was right. PARCO's team is very dedicated to this complex task and strongly supported by the management as well as the SPI Programme and also by a short-term project financed through the Good Governance Fund, managed by the British Embassy. Several interviewees mentioned also the Institute for Standardisation as an important institution that could support introduction of QM in PA and PS.

Civil Service Agency of FBIH is identified as an institution that should prepare all necessary activities related to introduction of CAF in the institutions of Federation BIH in a framework of ADA program (Session of the Government of FBIH, June 16, 2016).

The Revised Action Plan 1, accompanying the PAR Strategy 2006-2014, places TQM issues within "Part 3. HRM". The institutions that are members of the HRM WG for implementation of the Strategy in Republic of Srpska (Ministry of Administration and Local Self-Government and Civil Service Agency of RS) and therefore involved in QM have no specially allocated resources nor clear mandate to initiate and coordinate introduction of QM in PA and PS. The members of the HRM WG do not have the QM issues prescribed in their job descriptions.

Lack of any QM oriented institutional setup is obvious also at the level of Brčko District, Cantons and both associations of cities and municipalities.

Kosovo*: Some Service Delivery Improvements in Fragmented Institutional Set-up

The institutional set-up for the development and implementation of policy for public service delivery is fragmented. Some initiatives for e-service development are managed by the Ministry of Public Administration (MPA) and the Agency for Information Society operating under the MPA. Plans for improving services for business are developed by the Office of the Prime Minister (OPM), yet business registration and other important services to business are managed by the Ministry of Trade and Industry. There are no mechanisms ensuring the co-ordination and coherence of activities undertaken by various actors in this area.

The latest ReSPA analysis "Analytical Paper on Managing Process of Implementation of Public Administration Reform Strategies in ReSPA Members" (ReSPA, 2016a, p47.), in the part dealing with the current state of affairs with delivery of services in Kosovo* Public Administration, it states the following: "Comprehensive policy aimed at citizen-oriented state

Many ideas but poor implementation and monitoring.

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[40] This WG consists of appointed members from partner institutions in the GIZ Programme for Strengthening of Public Institutions which decided to take part in the area of quality management: the PARCO, the Statistics Agency of BIH, the Civil Service Agency of BIH, the Central Bank, the Agency for Preschool, Primary and Secondary Education, the Agency for Development of Higher Education and Quality Assurance and the Institute for Standardisation of BIH as an associated member

administration is not established. Key strategic documents regarding public administration reform and government programmes include some general references to this area, but they are not translated into specific objectives and action plans. ... There are no mechanisms in place for systematic red -tape reduction, and RIAs are not implemented. The better regulation strategy is aimed at administrative simplification, but planned initiatives have not yet been implemented. ... Instruction No. 03/2011 requires every public institution to publish on its website a detailed list of citizen services, including procedures and conditions of their delivery, cost and time limits for their provision, and information on the right to complain about quality and access to services. However, there is no mechanism for the regular monitoring of compliance with those requirements."

The analysis also states some minor improvements to online services, business registration, etc.

The PAR Strategy for the period 2015-2020 (Kosovo* Ministry of Public Administration, 2015) emphasizes the government plan to introduce quality assurance mechanisms, and the Strategy states the following: "We shall create mechanisms to lead, plan, and monitor the quality of public services and administration and enforcement of general administrative procedures. ... The government shall establish mechanisms for measuring public opinion, quality of administrative services at public authorities and other organizations at the local and national level...", and the accompanying action plan for the period 2015-2017 provides numerous objectives on quality improvement and management.

Macedonia: Introduction of QMS through the Law

The policy commitment stemmed from the Public Administration Reform Strategy and PAR Action Plan 2010–2015 (revised in 2012) as the dominant strategic document on PAR, prescribing quality management under the Priority Area "Administrative Procedures and Services" where the defined measures are:

- Introduction of a quality management system in state institutions according to the ISO 9001 standard

- Introduction of the Common Assessment Framework – CAF

Consequently, legislation such as the Law on Introducing a Quality Management System and the Common Assessment Framework and Providing Services in the Civil Service[41] were adopted. In order to coordinate the process of QM, the law

> The aim of the Law was to introduce international and Macedonian standards in order to improve service provision within the civil service.

enables the government to establish a coordinative body for QM and the CAF chaired by the minister and providing administrative support from the MISA. Its responsibilities are to coordinate the process and prepare reports for the government on the status of implementation of the law. These provisions were further substantiated by the governmental decision on the establishment of the coordinative body for managing quality management systems and the Common Assessment Framework of the work and provision of services in public service. Nevertheless, the coordinative body (initially envisaged to be constituted of 21

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[41] Official Gazette of Republic of Macedonia 69 of 2013 and 193 of 2015

representatives of the ministries and other institutions including the Association of Units of Local Self-Government) has never been established although MISA provides for quarterly reports to the government on the degree of implementation of QM and CAF.

The oversight of the process lies in the hands of the state administrative inspectorate, who has the authority of inspection and sanctioning with high monetary fines to both the manager of the institution as well as the responsible person for quality management within the institution if they fail to undertake measures to implement the law. In order to perform this duty, the MISA has organised, and all relevant inspectors have passed, training on implementation of the law.

The MISA coordinates the activities of implementation of the CAF as well as:

- Represents a centre with expertise of the CAF
- Takes care of implementation of the CAF in the institutions
- Promotes best practices of CAF implementation from Europe

> The Ministry of Information Society and Administration (MISA) is the national contact point and resource centre on CAF.

- Maintains a registry of institutions that implemented the CAF in Macedonia
- Provides support on CAF implementation
- Maintains a registry of certified CAF trainers in Macedonia.

Montenegro: Step-by-step in Legislative and Institutional Changes

State administration is governed by the State Administration Act[42]. It sets out that state administration affairs are discharged by ministries and other administration authorities. Some state administration affairs are delegated or assigned to local self-government authorities or other legal persons. In general, the legal framework of Montenegro does not recognise precisely the quality management systems and tools nor the aspect of quality in public administration or public service delivery. However, it defines the overall framework for the work of two main organisations that are relevant for the aspect of standardisation within the country.

> Institute for Standardisation and Bureau of Metrology - two pillars for development of quality infrastructure in Montenegro.

The most important law related to quality management in Montenegro is the Law on Standardisation[43]. This law defines the principles and objectives of standardisation in Montenegro; the establishment, organisation and activities of the organisation for standardisation of Montenegro, adoption, issuing and application of Montenegrin standards and related documents in the standardisation area, as well as inspectoral supervision of implementation of the law. For the purpose of standardisation aims and fulfilling the requests of the international community and European Union, with a request of standardisation and implementing of activities for adopting Montenegrin standards, the Government of Montenegro established the Institute for Standardisation of Montenegro as the National Standardisation Body. The second institution within the quality infrastructure in

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[42] Official Gazette of Montenegro 22/08
[43] Official Gazette of Montenegro, No. 13/08

Montenegro is the Bureau of Metrology. The Government of Montenegro founded the Bureau of Metrology on September 14, 2006. It is composed of two sectors (the sector for traceability and national measurement standards and the sector for verification of measuring instruments), a division for precious metals, and service for general affairs, finance and information systems. The Bureau of Metrology performs the duties of the National Metrology Institute (NMI).

> The competence of PAR in Montenegro is now under the newly established Ministry for Public Administration.

The competence of PAR in Montenegro has shifted over time from the Ministry of Internal Affairs to the newly established Ministry for Public Administration. In recent years there has been significant progress in improving the quality of Montenegrin public apparatus. During the previous period of implementation of the PAR strategy, legislative framework was updated, but the main focus of the reform remains the implementation of the adopted legal framework and substantial changes in the daily practice of public administration.

Serbia: Better use of strong institutional framework

The key institutions being the infrastructure to quality standards and excellence are the National Accreditation Body of Serbia and the Institute for Standardisation of Serbia. The National Accreditation Body was established in 1998 as a part of the Federal Ministry of Development, Science and Environment. The Body has evolved over time and operates as an independent institution, the Accreditation Body of Serbia, since 2011. The Body is in charge of determining the competence of conformity assessment bodies performing testing, calibration, inspection, certification of products, certification of management systems and certification of persons; determining the competence to perform other conformity assessment activities in accordance with specific laws; setting forth and publishing the rules of accreditation that shall be based on the relevant Serbian, international and European standards and documents of the international and European organizations for accreditation and keeping a public directory of accredited conformity assessment bodies.

Another important institution in the field is the Institute for the Standardisation of Serbia. The Institute is a successor of standardisation institutions functioning in the country since 1946. The Institute is the only recognised national standardisation body in the Republic of Serbia and operates in accordance with the regulations governing the legal status of public services. The founder of the Institute is the Government of Serbia.

> There is no central body in the country that is in charge of promoting, introducing or taking care of the process of introduction of quality management in the PA and PS.

The two institutions set the scene for the introduction of standardisation in general, including quality management standards. However, neither of them take nor have a leading role in the process of introduction of quality management in public administration and public services. Moreover, none of the national institutions have been assigned to such a role. The Ministry of Public Administration and Local Self-Government (MPALSG) is in charge of coordination of the process of public administration reform in Serbia. The

Ministry assumed that role since the adoption of the first PAR strategy and has been on top of the process all the way. During the last decade, the main priority areas for the MPALSG have been in the domain of legislative reform and rationalization with occasional references to quality. The MPALSG needs further strengthening of personnel and finances if it wants to take a leading role in the process of introduction of a quality management system in Serbian public administration. The situation regarding the two parameters is not likely to change before lifting the financial restrictions imposed on the public administration and employment restrictions related to that aiming at consolidation of the public finances.

The Public Administration Reform Strategy from 2004 - 2014 was the umbrella document for the process of reform of the public administration in Serbia and partially the reform of local level administration as well (provincial and municipal/town). It was dedicated mostly to the improvement of the legislative framework which would enable introduction of the good governance principles in its operation. The legislative reform should enable Serbian public administration to implement those standards and harmonize with the EU requirements regarding public administration. However, the new Strategy takes into account the need for providing functional coherence and quality standards of the work of public administration.[44]

> Providing high quality services for citizens and business is promoted as one of the overall goals of the Strategy.

3.2.4. Human Capital (Capacity Building Activities)

It is evident that almost all Western Balkan countries have not had adequate human capital to back up serious introduction of QM management in the country. The general remark of almost all interlocutors was that the QM introduction requires at least 4 factors: (political) leadership, human resources, financial resources and decent legal and institutional framework. Political leadership is the prime mover in bringing about alignment between capacity-building efforts of the public administration system and PAR goals. Without effective and determined leadership, it is difficult to introduce new QM systems, practices or tools in public administration.

The greatest strength of any public administration is the quality of its civil servants and managers. The art of management is therefore to create an organizational culture and environment that enables civil servants to contribute to their maximum potential. Experience has shown that in order to promote the development of a new culture in the public service and to build up the necessary human resources capacities, it is important to define carefully the core values, competencies and standards that are directly related to the successful performance of staff and managers.

Analysed QMS and QM tools in WB countries show that their introduction requires some additional support concerning raising awareness, training of civil servants and managers, and training of trainers for the introduction of certain QM.

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[44] Public Administration Reform Strategy in the Republic of Serbia, Official Gazette of the Republic of Serbia No. 9/14, 42/14 correction; pg. 8. http://www.mduls.gov.rs/doc/Strategija%20reforme%20javne%20uprave%20u%20Republici%20Srbiji.pdf

Albania: ASPA as the key Institution for Capacity Building

Professional development is recognised as a right of every civil servant. Training is provided by the Albanian School of Public Administration (ASPA) and the quality and quantity of available courses has improved over time. The budget, however, is not sufficient to cover the high number of trainees, including at local level.

The first trainings on QM in public administration in Albanian were organised by the Training Institute for Public Administration (TIPA), a predecessor of the ASPA, in 2008. A part of the institute staff and other employees of the Ministry of Interior participated in Portugal at a training aiming the sharing of best practices in quality management, namely on introduction of best practices to ensure the quality (in particular, the implementation of CAF), in public institutions from Albania, using the example of public institutions from Portugal.

From 2005–2008 FLAG implemented the project *Providing Support to the Institute of the Environment*, which became Albania's National Environmental Agency. The long-term objective of this project was to develop the methodologies and systems used in the agency for it to reach ISO standards. The project focused on capacity building of institute and of its laboratory, with training of its laboratory staff and management, strategic development, and the design and setting up of its website and logo. The laboratory received ISO 17025 accreditation in 2010.

According to conducted interviews, the main problem related to capacity building is the fact that are some obstacles that do not depend upon the institution – the law on the budget is inflexible, and thus does not enable quality training to be contracted.

Bosnia and Herzegovina: Core Team at the State Level

All interviewed institutions emphasised capacity building as one of three priorities, besides strategic/policy framework for QM and stronger promotion of QM in PA and PS. Lack of both experts and practitioners for QMS (especially for CAF) has been already addressed by the PARCO as well as by the main supporting programs (SPI – GIZ and a project funded by GGF – British Embassy).

A team of ten experts/trainers to support introduction of CAF in the institutions at the state level has been properly trained by using a powerful combination of training, learning by doing and mentoring. This team has been used as the CAF resource centre[45] in PARCO to facilitate introduction of CAF in other institutions.

Besides the core team, there is a growing network of QM specialists and practitioners from other institutions that are interested in capacity building activities.

Together with the team of PARCO they can form a "critical mass" of QM experts-practitioners oriented to PA and PS and could be combined with certified QM advisors (evaluators) with proven experience in assisting institutions in the area of QM.

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[45] The CAF Resource Centre is not an organisational unit of PARCO but a multifunctional task accepted by the PARCO team, including training, coordination and networking at the regional and international level, QM awareness raising, development of guidelines for scaling up of QM use in the country, etc.

Kosovo*: Capacity Building through KIPA

> KIPA is a central body of state administration operating under the Ministry.

Kosovo* Institute for Public Administration (KIPA) is responsible for implementation of policies and strategies for training, vocational training and capacity building in the civil service at central and local levels. Hence, it is the most competent institution related to the training of civil servants during introduction of QM tools and QMS.

The KIPA's responsibilities are related to preparation of strategies for the training of civil servants, training needs assessment, integration of training plans in the annual training plan; development and provision of training programmes for civil servants at central and local levels, coordination, research and keeping records on training and programmes implemented by the KIPA.

The administrative and financial capacity and the coordinating function of the KIPA during the last several years was evaluated as weak. This has affected its capability to provide a more rational, strategic approach to capacity building for civil servants in the past. Kosovo's* Ministry of Public Administration indicates—in the strategies for civil servant training—quality of services, policies and legislation, and reporting on the monitoring of strategies. However, these do not refer specifically to QM nor to related systems. In 2011, the Ministry adopted training strategy 2011–2013 for civil servants which was not fully implemented because of financial constraints.

The KIPA has held training for developing capacities for implementation of the new law on administrative procedures, but development of capacities at all levels for this and for delivering PS remains a challenge. In 2010, the GIZ commissioned the ICON Institute to provide support and facilitation for introduction of the CAF in the KIPA. The "Ten Steps to Improve the Organisation with CAF" guidelines were used. As a result of good experiences from the project, further steps were introduced. Both KIPA employees and those of various ministries were trained as CAF coaches in the first of three planned modules. The report notes that the aim of the training was that the participants could promote the CAF as a whole, as well as independently manage the CAF application and moderate the self-assessment. There seems to be no doubt that Kosovo* is benefiting significantly from the application of quality management: a functioning network could provide significant support.

Besides the GIZ, the UNDP has also been active in the provision of technical support related to the development of capacities of the Department for Management of PAR through knowledge transfer and development of guidelines on the CAF, integrity planning, a national QM programme and a standard cost model. It also reports that the CAF was introduced into Junik Municipality.

Macedonia: MISA Manages a Large Pool of QMS Certified Trainers

Through the years, the MISA, in cooperation with different international organisations, has undertaken activities to facilitate implementation of the CAF in the territory of the country. Among other activities, the MISA has produced a document with best international practices in the CAF implementation, for the use of public institutions in the Republic of Macedonia. In cooperation with the EIPA, the MISA organised training for external facilitators of CAF implementation for 20 administrative servants. Up to date, a total of 36 training sessions have been conducted for 626 participants from state institutions in the Republic of Macedonia. In addition, 3 conferences and numerous counselling and on-the-job assistance activities have been done for 175 participants.

All these trainings have been at least partially dependent on the international organizations present in the country. This approach prevents strategic planning and sustainable interventions conditioning the activities on the external support and interest.

The participants at the CAF ToT supported a selected number of institutions in implementing the CAF model in accordance with a work dynamic subscribed by the standard and coordinated by the MISA. The MISA coordinates the entire process and prepares the support programme for the institutions, and mentors and coordinates the work of the trainers.

> Currently there are 36 certified trainers of implementation of the CAF where the certificates have been awarded by the European Institute for Public Administration.

Montenegro: No Evidence of Capacity Building Activities Related to QM in PA

The newly established Ministry for Public Administration is striving to take the leading role and become the leading institution for public administration reform in the country. The Ministry should further strengthen the designated unit for PAR coordination and monitoring, which is currently staffed by only 5 employees.

The future of QMS in public administration and service delivery in Montenegro will depend on the level of financial support from the Government of Montenegro. It should be noted that this survey did not find a Montenegrin public administration experience in using the Common Assessment Framework (CAF) as a quality management tool or other tools or systems, such as the Excellence Model of the European Foundation for Quality Management (EFQM). Some awareness raising and capacity building activities within public administrations have been done related to introduction of the CAF. In 2012, the ReSPA organised the workshop "Towards Total Quality Management with the Common Assessment Framework (CAF)" in Danilovgrad in order to understand the CAF quality model itself and place of the CAF within the different models used for TQM in the public sector.

The strategy for professional training of civil servants in the Republic of Serbia (adopted by government in July 2011) sets forth the basic guidelines for establishing a new, comprehensive and sustainable civil servants' professional training system. The strategy defines tasks related to the identification of training needs, preparation, conduction and supervision of civil servants' professional training programmes. An integral part of this strategy is an action plan for implementation, which defines, in detail, the necessary measures and activities needed for a successful and timely implementation of this strategic document. The field of professional development of civil servants is regulated by the Civil Servants Act, which prescribes that civil servants shall have the right and obligation to improve professionally in conformity with the needs of the state authorities. The government adopts the general professional development programme of civil servants in state administration authorities and services of the government, at the proposal of the Human Resources Management Service. However, introduction of QMS and QM tools are not topics that are dealt with in the context of the present strategy or general professional development programme.

The Ministry of Public Administration and Local Self-Government is centrally positioned to be the pivotal institution in facilitating introduction of the QM systems in PA and PS. The Law on Ministries, adopted in 2008, broadened the competences of the MPALSG to involve all tasks related to the PAR process. These competences include tasks related to the public administration system, organization and functioning of ministries and special organizations, labour relations in state bodies as well as training of employees in public administration bodies. The primary partnership is with the Human Resources Management Service (HRMS), which on the operational level is in charge of implementing the majority of the reform activities concerning the civil service system.

3.2.5. Partnership with NGOs and Professional Organisations Enhancing QM

In general, the conducted research shows that there are no many NGOs specialised for the introduction and enhancing QM in public administrations in Western Balkan countries. If existing, they operate as think-tanks or as project implementers, with or without partners from the country or abroad. A slightly different situation is seen when looking at other types of professional organisations such as associations of QM providers or similar who are more reliant on the business sector and implementation of QMS and QM tools in private sector companies.

Albania is among those countries that have denoted advances in terms of involving quality management systems and embracing quality certification procedure while paving the road towards a consolidated market economy. There were 171 companies in Albania that obtained ISO 9001 certificates by the end of 2014, the first one issued in 2000.[46]

There are several organizations that offer professional services related to introduction of QMS or quality tools in organisations. For example, TBI Consulting was established in 2006 with a national and international experience on management, structure, environmental and HR areas. This consulting organization offers Quality Management System ISO 9001; Environmental Management System ISO 14001; Health and Safety OHSAS 18001; Food Safety Management System ISO 22000; Information Security Management System ISO 27001, Information Technology Service Management ISO 20000, Social Accountability SA 8000 and CE MARKING. TBI advises various companies and institutions regarding ISO standards requirements as well as assists them to fulfil these requirements.

Chemical engineering MSc students at Tirana University are taught about ISO 9001, HSE and HACCP. They apply their knowledge later in various above-mentioned organizations but there is no direct cooperation with public administration bodies related to the quality management even though students practice is sporadically conducted in the public administration bodies. The public administration has not recognised academia as a partner in the process of implementation of the quality management yet.

It is evident that the introduction of the QMS has been supported by international donor projects. Implementation of CAF in northern Albania in 2006 by CCPM and FLAG was funded by SDC and Inter-cooperation. CAF implementation in TIPA was funded by the EU, with another project by OECD and UNDP. None of the many projects currently implemented in Albania deals specifically with QM. Nevertheless, the Support to Territorial and Administrative Reform (STAR) project has components related to QM implementation - services improvements, including indicator-based benchmarking and software, OSS modules, reengineering, digitalisation of archives, etc. The project was designed with the intention to provide coherent technical, operational and logistic support to the territorial and administrative reform process through the Minister of State for Local Issues - the central institution made responsible for the development and implementation of the reform. It represents a multi-donor fund under the management of UNDP Albania with the aim of further democratization and strengthening of the governance in the territory and the encouraging of economic efficiency through the creation of premises for an integrated planning in a more consolidated administrative space.

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[46] ISO Survey 2014

Two professional organisations enhance QM at the state level: Institute for Standardisation, as a public institution, and Association for Quality, as a non-governmental organization.

The Institute is in charge of standardisation in the country (standardisation strategy, preparation and promotion of technical standards, representation of Bosnia and Herzegovina in European and international organizations for conformity assessment, specialised training, etc.). The Institute is an associated member of the Inter-Institutional Working Group for Quality Management but without specific professional tasks and internal capacities that are oriented to QM in PA and PS.

The Association for Quality is a professional network of QM consultants and experts that are mostly oriented to ISO based QM. The Association cooperates with the Institute for Standardisation in regard to the international QM standards. There is no any involvement of the Association in the QM in PA and PS related issues in BIH up to now. An interest in involvement and cooperation was expressed during the interview but without any specific proposal of the cooperation model.

Only two NGOs have some experience in assisting public administration in the country to introduce QM approach and systems: Regional Development Agency *SERDA* from Sarajevo and *Eda* from Banja Luka.

SERDA: Funding and project management for introduction of ISO 9001 in local administrations.

SERDA supported twenty-eight municipal administrations and two city administrations in so called Sarajevo Economic Region through two projects implemented during 2005-2006 and 2006-2007. The assistance was limited to a preparation stage (training and consultancy on implementation of ISO 9001-2000 in local administrations) and municipal/city administrations were supposed to continue with the certification process on their own. SERDA provided most of the funding and subcontracted a consortium of three local consulting companies to assist municipal/city management and QM teams to implement the standards. During 2010 SERDA did a quick check and found that 16 municipalities[47] had got the QM certificate. Key success factors, as confirmed by the project manager and a consultant, were related to commitment of the mayors and chiefs of key departments: where the top and middle management was actively involved in QMS implementation the process of introduction had a positive outcome, where the mayor left everything to the internal QM team the process led to a failure to make real changes. SERDA has had no other initiatives and experiences in QM besides these two projects completed ten years ago.

Eda: Experience with ISO 9001, CAF and specific QM tools.

Eda's experience is related to both systems, ISO 9001 and CAF and almost completely to the local administrations. From 2003 to 2005 *Eda* provided assistance to five local governments to introduce ISO 9001:2000 (Laktaši, Tešanj, Srebrnik, Derventa and Lukavac) and during the period 2004-2006 to ten local governments to carry-out self-assessment and prepare improvement plan according to the CAF model. The only Eda's experience that is not linked to the local level is with introduction of the CAF system in

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[47] Municipalities: Vogošća, Visoko, Ilijaš, Istočni Stari Grad, Trnovo RS, Istočna Ilidža, Hadžići, Ilidža, Novi Grad, Višegrad, Foča, Goražde, Olovo, Rogatica, Foča Ustikolina

the administration of National Assembly of the Republic of Srpska in 2014. After early years of assisting LGs to introduce QM approach and models, Eda has focused its assistance on developing specific tools that could improve QM and service delivery practices: e.g. PULS (a methodology with software for annual survey of citizens' satisfaction with public services at the local level), ELIZZA (a tool for systematic collection and analysis of the employees' satisfaction with all relevant aspects of internal organisation, management and communication), etc. Eda still has its own internal capacities/expertise for introduction of ISO 9001 based model and CAF in PA and PS but limited and more oriented to development and adaptation of specific tools that could improve QM practices.

TI sees PARCO as a proactive and very transparent institution leading PAR by example.

Transparency International of BIH has been monitoring Public Administration Reform in BIH since 2014 in the areas of Public Finance Management, Human Resource Management, Transparency, Responsibility and Integrity. Quality Management topic, as a recent focus of PARCO, is still not visible on their monitoring radar but their insights from the other reform areas could help in this field too. They see weak managerial capacity in the institutions (e.g. in HRM area) as one of key causes of inefficiency that is still one of main characteristics of public administration (besides still dominant politicisation). Transparency International is also worried because of an evident lack of sustainability of introduced changes – those changes are still results of the support projects and institutions are still not capable to keep them ongoing after the projects finish. Their proposals are more oriented to establishing new functional mechanisms to measure efficiency of institutions and managers and to provide a feedback from citizens as users of the public services.

Very useful supporting projects

The Programme for Strengthening of Public Institutions is still one of the key success factors regarding introduction of QM systems and tools in the country because of the several reasons: clear focus, right expertise, strong commitment, an evolutionary approach to promoting QM models, an on-going process of learning and adjusting support measures based on very interactive cooperation with partners, etc. It is of great importance that this support is continuing with the third phase starting in 2017. Very good contribution was also provided by the project funded by the Good Governance Fund that provided support in the development of Action plan for the implementation of QM standards in State-level institutions of BIH and Institutional and capacity development plan to establish PARCO as State-level CAF Resource Centre.

Current partnership of the institutions represented by the Inter-Institutional Working Group could be gradually expanded with some professional organisations and NGOs.

Kosovo*: QM Introduction Lean More on Public Bodies and Donors

There are not many professional organisations or NGOs which are working on introduction of quality management systems in Kosovo*.

Kosovo* Standardisation Agency (KSA) is a public body for managing, organizing and controlling the standardisation activity in Kosovo*. KSA was established in April 2005 in accordance with the Law on Standardisation 2004/12 and Administrative Instruction 2005/15.

KSA is a national body that adopts standards, harmonizes them and as a result it aims to stimulate economic development by creating a basis for competitiveness in the region and beyond. Kosovo* Metrology Agency (KMA) is the only Kosovo* institution that is responsible for establishing and managing metrology system including measurements related to precious metals.

Global Consulting & Development Associates LLC is the leading provider of high quality consulting services in the country. They utilize their extensive knowledge and experience of public and private sector operations and offer innovative and customized solutions related to ISO standardisation. Also, they work in partnership with other public and private organisations from around the world to provide required solutions at an international, national, regional and local level.

Business Consultants Council is a professional organisation that brings together professional consultants operating in Kosovo*. BCC is formally committed to maintaining the highest professional standards among its members. It intends to develop a formal certification/registration process and has a governing Council or Committee prepared and empowered to affirm on behalf of its members support for the aims and objectives of ICMCI.

STIKK - The Kosovo* ICT Association was established in 2008 by the six founding member companies and supported by the Norwegian Ministry of Foreign Affairs, Crimson Capital and IKT Norge, with the aim of acting as a collective voice of the ICT sector. During seven years of its operations STIKK was able to achieve numerous successes and become one of the leading drivers of the ICT industry and ICT community in Kosovo*. Striving towards the development of the ICT industry, STIKK implemented numerous projects aimed to promote the ICT sector of Kosovo*, improve its regulatory framework, implement research and industry specific analysis, and facilitate professional development of sector's constituents

Kosovo* Accreditation Directory (KAD) is an accreditation body for evaluation of technical competence of conformity assessment bodies in accordance with international standards. The KAD has a Memorandum of Understanding with the Rector from the Pristina University for the enhancement of cooperation, exchange of information, participation in trainings, etc.

Donors that were identified by most interviewees include GIZ, UNDP, USAID, DEMOS, IPA project 2014, Microsoft (with regard to interoperability, under negotiations with AIS), European Commission, SIGMA (OECD), TAIEX, World Bank, OSCE.

Macedonia: Not Sufficient Involvement of NGOs and Professional Organisations

Quality infrastructure for business community – the first priority related to QM introduction in the country.

The Ministry of Economy, the Institute for Standardisation (ISRM), the Institute for Accreditation (IARM) and the Bureau of Metrology (BoM), play a key role in establishing an adequate quality infrastructure to provide adequate support to the business community. Key legislation, permitting the establishment of a favourable environment for private sector development has been enacted or is in the process of being so, including the standardisation law, accreditation law, metrology law, laws related to New Approach and Old Approach, bylaws on technical requirements, by-laws on quality methods, by-laws on notification

procedures. The Institute for Standardisation (ISRM) has been a full-fledged member of the ISO (International Organisation for Standardisation) since 1995 and its activities are focussed on establishing a national standardisation system in line with European and international rules and practices, and contributing to quality and competitiveness of the national economy. The Institute for Accreditation (IARM) is established as a special public institution performing tasks and duties of a national accreditation service in the country. The Institute performs specific tasks in the area of conformity assessment by means of certificate. The Bureau of Metrology (BoM) is a specialised expert body within the Ministry of Economy which performs tasks and duties regarding the metrology system in the country.

MCA-2000 Management Consulting Association was established in May 2000 as an NGO and as such works and acts for 10 years. In 2003 the Association received the status of an associate member of ICMCI (International Council of Management Consulting Institutes) and in June 2011 MCA-2000 received the status of a full member of ICMCI. MCA-2000 has representatives of companies registered in the Republic of Macedonia, international consulting firms offering services in the Republic of Macedonia, autonomous individuals and independent consultants who offer its services as an intellectual service. Many business advisors and management consultants have worked on the introduction of ISO 9001 and other QM tools in mostly private sector organisations.

CSOs are mostly included through various donor projects in certain segments (e.g. citizens satisfaction measurement)

It should be noted that civil society organizations have not demonstrated significant interest in participating and/or enhancing the QMS in the public administration. Sporadic reports have presented evaluation of isolated measures while not portraying an overall perspective. Focus has been on the citizen satisfaction of (mechanisms of) service delivery as well as assessing the level of public awareness on governmental measures to improve quality of services. It seems that there are no independent civil society researches on the processes for selection of certain QMS, why, when and how they were implemented as well as consulting with persons that were implementing them. The focus remains on the final product often glared through positive lenses. The civil society has not been a careful watchdog in this area as it has been in many others.

A tendency for greater involvement of CSOs in the policy making processes and adoption of laws by the Government has been noticed over the past several years. There are several documents, including the Strategy for cooperation of the government with the civil society 2012 – 2017, that provide the basis for involvement of the public in the processes of adoption of laws. In this context, the adoption of the Code of Good Practices for Participation of the Civil Society in Policy Making Processes could be mentioned as a significant accomplishment.[48] The Code aims at improving the cooperation between the Government and CSOs through structural and regular communication in the processes of adoption and implementation of policies and laws, and improving the quality of these processes by using expertise from the civil society.

The intention to establish a functional QMS in the Public Administration has often coincided with efforts and missions of external and international entities which are present in the country. These entities entail the foreign embassies such as the British Embassy who supported the first training on CAF, the German GIZ as well as the international

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[48] Official Gazette of RM no.99/2011

organizations seen in the face of the OSCE Mission to Skopje and the European Union Instrument for Pre-Accession (IPA) opportunities.

As the British and German support were essential in the original establishment of the CAF, it is the OSCE Mission to Skopje which currently continues to provide substantial assistance to MISA regarding the implementation of CAF as well as building pools of experts, enabling sharing of experiences and providing support by funding logistical costs for events organised by MISA.

The EU IPA also presents a remarkable opportunity to establish the mechanism of Quality Management. This is expected in 2018 in the light of the support of project on improving the performance measurement and client satisfaction through the introduction of the Business Process Management System (BPMS) which will have a unified system for performance measurement and evaluation of all civil servants (both external and internal).

Montenegro: Chamber of Commerce and Think Tanks in Introducing QM in PA

The introduction of the quality management systems in public administration and service delivery in the past have not involves any significant partnership with NGOs and professional organisations. The same thing can be said for the past implementation of the Public Administration Reform Strategies where the Montenegrin Government had exclusivity in implementation of these strategies. However, it is evident that the situation is slightly changing since some NGOs have started to raise their voices related to current status of the PAR and its effect on the country and society. Through series of interactive seminars on SIGMA Principles of Public Administration that were organised across the Western Balkans region in cooperation with SIGMA/OECD, CSOs have been invited to discuss about the importance of public administration reform, the work of SIGMA and the correlation with the EC reports, as well as the key findings from the SIGMA's Baseline and Monitoring reports for 2015 and 2016. Institute Alternativa has organised a Workshop for civil society organisations on Principles of Public Administration[49], on 1st of February in Podgorica with attendance of more than 40 civil society representatives from Montenegro.

Many civil society organizations are directly or indirectly dedicated to the PAR although very few have focus on that process exclusively and conduct comprehensive and systemic monitoring. Currently, we are talking about several organisations such as Institute Alternativa[50], Politikon[51] or MANS[52].

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[49] The workshop was organised within the project Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform (WeBER). Western Balkans Enabling Project for Civil Society Monitoring of Public Administration Reform – WeBER – is a three-year project funded by the European Union and co-financed by the Kingdom of the Netherlands. The overall goal of WeBER is to increase the relevance, participation and capacity of civil society organisations and media in the Western Balkans to advocate for and influence the design and implementation of public administration reform (PAR).

[50] Institute Alternative (IA) is a non-governmental organization, established in September 2007 by a group of citizens with experience in civil society, public administration and business sector. Its mission is to contribute to strengthening of democracy and good governance through research and policy analysis as well as monitoring of public institutions performance. At the same time, their mandate is to increase the quality of work, accountability and transparency, efficiency of public institutions and public officials; to encourage open, public, constructive and well-argumented discussions on important policy issues; raising public awareness about important policy issues, strengthening the capacity of all sectors in the state and society for the development of public policies. Institute operates as a think tank or a research centre, focusing on the overarching areas of good governance, transparency and accountability.

[51] Politikon Network is a research organisation established to promote open dialogue and evidence-based sustainable solutions for the public policies improvement. Politikon combines a variety of innovative methods characteristic for social sciences with the

There are numerous ways of engaging CSOs related to their engagement on enhancing quality management in public administration and service delivery – from participation in development of new policies aimed at introducing quality management to raising awareness on quality and monitoring of its implementation in various public institutions. Also, some CSOs are providing services so they can also introduce quality management systems and tools in their work.

Quality assurance system in work of CSOs in Montenegro

In February 2016, three round tables were held to promote quality management in work of Montenegrin CSOs. The organization of events was motivated by the need of the NGO sector to think about the quality of services provided for the purpose of continuous development of the organisations and improvement of their image. It was concluded that CSOs can adopt at least 4 models of introduction of quality management while the latest edition of ISO - EN ISO 9001: 2016, in combination with the Slovenian model, could be a good solution for NGOs in Montenegro. The introduction of standards and standardisation, even though voluntary, leads to better service delivery and more efficient and effective management of the organization, creating foundations for better cooperation between the public and private sectors. More in the comparative analysis "Quality assurance system for civil society organisations in Montenegro".

The most important activity related to raising awareness on the quality management systems and its tools currently is related to the annual International conference on Quality, Management, Environment, Education and Engineering (ICQME) organised by the Quality Centre within the Faculty for Mechanical Engineering. The conference intends to shed further light on the complex and potentially conflicting choices that organisations take, in order to acquire, exchange, and create knowledge in order to improve their performance. This theme relates to quite a wide variety of aspects relating to the increasing complexity (e.g. economic, management, engineering, sociology) of systems for knowledge creation and innovation. ICQME became a part of Quality Festival, a manifestation that takes place in Montenegro, Bosnia and Herzegovina and Serbia.

The Chamber of Commerce of Montenegro has a significant role in the processes of the quality system improvement in the country.

This role is achieved through the work of the Quality Board of the Chamber of Commerce of Montenegro, by organizing seminars, consultations, promotions and panels, pointing out that it is important and necessary to establish the quality management systems and environmental management systems. With the aim of spreading the quality movement and spirit of the quality, the Chamber of Commerce promotes examples of good and certified quality systems by awarding its annual prize for successful business performance to individual companies. The representatives of the Chamber of Commerce of Montenegro are involved and act within relevant boards, bodies and associations dealing with establishment and development of quality systems.

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aim of formulating viable proposals for the rule of law improvement and the institutions' performance (more on www.politikon.me).
[52] Network for Affirmation of Non-Governmental Sector - MANS

Serbia: On a Quest for Better Utilisation of CSOs and Professional Organisations

> The most comprehensive CSO that deals with the QM through their projects is seen in the National Alliance for Local Economic Development (NALED) Serbia.

Many civil society organizations are directly or indirectly dedicated to PAR, although very few have focus on that process exclusively and conduct comprehensive and systemic monitoring. The process is strongly linked with EU integration, which is a field of interest of a huge number of CSOs. The National Convention in the EU gathers over seven hundred CSOs dealing with issues related to the EU integration process, but only a few deal with EU chapters with focus on quality of public administration and service delivery.

The NALED Serbia is the largest private-public business association in Serbia, with more than 170 member companies, local governments, and non-government organizations, whose goal is to create better conditions of living and doing business in Serbia. Since it was founded in 2006, the NALED has become one of the leading authorities in the field of monitoring the regulatory activity and measuring public administration performance. In cooperation with state institutions and with the support of international organizations, the NALED has realized more than 40 projects for economic development: Business Friendly Certification, Regulatory Index of Serbia (RIS), Grey Book, Campaign Ask WHEN, By-Law Barometer, Calculator of Local Business Expenses and many others. The NALED key partners involve the Delegation of the European Union to Serbia, the Open Society Foundation, the GIZ and USAID. The NALED's mission is to improve the business environment in Serbia through institutional reforms with active participation and cooperation of businesses, local governments and the citizens.

Academia is interested in PAR as well. However, quality management is taught at a few faculties and schools, public and private, such as the Faculty of Organizational Sciences and Belgrade Polytechnics, but these institutions have directly participated in introduction of QM

> For example, in 2012 and 2013, several municipalities within the support from the EU PROGRES project introduced Quality Management System (QMS) and Environmental Management System (EMS) by the Faculty of Organisational Sciences (FON), University of Belgrade.

in just a few cases. There is no continuous cooperation with public administration bodies related to quality management even though students' practice is sporadically conducted in public administration bodies. The initiative for such practice comes exclusively from the enthusiastic teachers at the faculties. Public administration has not recognised academia as a partner in the process of implementation of quality management yet. The CSOs dealing with PAR and academia, especially higher education institutions conducting research and offering courses on quality management in public administration, make a solid pool of experts and activists who can support the process of implementation of quality management in public administration.

Ways of civil society engagement can vary and range from participation in proposing, developing and advocating for adoption of policies aimed at introducing quality management; awareness raising among decision makers, civil servants and users; service providing in the implementation phase to monitoring and watchdog activities. Raising awareness of the

notion and necessity of introduction of QM in public administration and provision of public services is a key step in the current stage of PAR in Serbia. Another possible contribution by civil society consists of additional fundraising to support the process. Many CSO donors have put PAR high on their priority lists in Serbia due to its enormous significance for all other reform processes in the country.[53] Monitoring and watchdog activities are on the other end of the spectre of the CSOs engagement in the process of implementation of the QM. It is of utmost importance that independent civil oversight mechanism is established in key reform areas. The most prominent organisation related to monitoring of various PAR topics in the past was PALGO Centre. It is an independent, non-profit-making and non-governmental organization, which was established in Belgrade in 1998. PALGO Centre is active in the field of public administration, local government and public policies, and it represents one of the most relevant civil society organizations in this field of expert action in Serbia. PALGO's main objectives, as a think tank organization, are promotion of research activities, expertise, education and professional publishing related to their field of work.

3.2.6. Comparative Overview

In the following tables, the most important determinants of QM systems (ISO and CAF) in analysed countries of the Western Balkan region are presented.

There is a considerable history of applying both systems only in Macedonia and Bosnia and Herzegovina with different patterns: in Macedonia, it was result of a highly prescribed top-down approach and in Bosnia and Herzegovina a more incremental and evolving process.

Other countries in the region have only few cases of QM systems introduction that are perceived in each of them, without enough evidence and experience as a base for learning about emerging patterns.

Table 11. A short history and status of QMS in the Western Balkan countries

AL	CAF partially in Local Governments (2006) initiated by NGOs; TIPA/ASPA (2008) and ADISA (2014); Sector specific standards in Labs.
BIH	ISO 9001: Since 2002 - more than 30 LGs; State's institutions since 2009; CAF: Bottom-up (LGs) since 2004 - not sustainable; Systemic top-down since 2013: research, promotion, training and piloting (5 institutions).
KS*	KIPA introduced both CAF and ISO 9001; Promotion and training for both administrative levels (KIPA with GIZ and UNDP).
MNE	ISO 9001 - Ministry of Transport and Maritime Affairs, Tivat and Herceg Novi
MK	ISO 9001- out of 110 state bodies: 51 certified, 5 in the last phase, 35 initiated; almost all municipalities; CAF – Initiated in 2006 with the pilot CAF undertaken by the State Statistic Office and successfully implemented drawing positive experiences and lessons learned. An organised approach to implementation of the CAF model in the public institutions in Macedonia started in 2011. In 2013, CAF quality management model was implemented in five pilot institutions; A systematic approach was undertaken since 2013 with the adoption of the Law on Introducing of Quality Management System and Common Assessment Framework of the work and service provision of the civil service resulting in implementation within in 17 ministries and state's bodies and 12 municipalities.
RS	A national quality prize since 2007; ISO 9001: A few state's institutions; Introduction of CAF is in an initial stage (training).

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[53] Vodič kroz potencijalne domaće i inostrane izvore finansiranja za projekte NVO, lokalnih samouprava, malih i srednjih preduzeća i preduzetnika - Maj 2015. http://www.socijalnoukljucivanje.gov.rs/vodic/vodic2015.html

An explicit legal framework for QMS in PA and PS exists only in Macedonia; there is a good enough strategic/policy framework in Bosnia and Herzegovina and Kosovo*, and similar framework should be developed soon in other countries, keeping a necessary level of coherence with other aspects of the reform (e. g. with Service Delivery Reform in Albania). There is a proven institutional framework in Macedonia; in Bosnia and Herzegovina for the time being it is functional only for the state level (PARCO); in Kosovo* it has a good starting point (KIPA); in Albania ADISA as a branded change agent for service delivery reform could be easily recognised also as a leading institution for QMS; in Serbia a similar approach could be applied with the Ministry of Public Administration and Local Self-Government; in Montenegro it is still not clear which institution could take the leading role in introducing QM in PA and PS.

Table 12. Different approaches and paths to institutional and legal framework

AL	ADISA as the most appropriate institution to be responsible for QMS; Policy framework for QM to be coherent with Service Delivery Reform.
BIH	PARCO is a QMS (CAF) resource centre for PA (well-supported by the SPI-GIZ and GGF-BE) at the state level and Civil Service Agency in FBIH; Clear focus on QM in new PAR Strategy (in preparation); "Operational Plan for introduction of QM in BIH institutions 2016-2018" ongoing. Similar plans required for other levels.
KS*	KIPA promotes CAF and organises trainings for both levels (with GIZ and UNDP); QM explicitly in the PAR Strategy (2015-2020) and Action Plan (2015-2017)
MNE	Lack of institutional and legal/policy framework for QM in PA and PS; QM to become a priority of PAR.
MK	QM orientation from PAR Strategy and Action Plan transformed into a Law on QMS and CAF in 2013; MISA as a CAF's resource centre; Time for a reflection.
RS	MPALSG to become a central coordination unit for QM in PA; Policy framework for QM to be coherent with other aspects of the PAR.

There are more challenges that are related to leadership, human resources and partnerships in introducing QM systems in the Western Balkans countries. A proven positive experience is **leading by example** which is successfully applied in Macedonia, Bosnia and Herzegovina and Albania, but this experience is limited on the institutions that lead and coordinate the reform process. Political leadership and management of other public institutions (both top and middle managers) is still not involved properly in a change process. Development of QM trainers and practitioners is an ongoing process with a larger pool of already certified trainers in Macedonia and a smaller one in Bosnia and Herzegovina. There is also a challenge how to involve other potential partners (academia, think tanks, NGOs) in promotion and introduction of QM systems and culture in the countries – the current situation is not promising.

Table 13. Leadership, HR and partnership related to QMS in the Western Balkans

AL	Political and institutional leadership required as well as development of QM practitioners; Limited partnership's possibilities with professional QM organizations (for ISO) and NGOs (for local level).
BIH	Leading by example (PARCO, members of Inter-Institutional Group, CSA of FBIH); A small pool of CAF trainers; Partnership's possibilities with professional QM organisations (for ISO) and NGOs (for CAF).
KS*	Both leadership and development of QM practitioners required; Very limited partnership's possibilities.
ME	Both leadership and development of QM practitioners required; Limited partnership's possibilities with NGOs (for local level).
MKD	Mandatory introduction of QM is not enough – commitment of management and employees is critical. A larger pool of certified MISA trainers for CAF is a regional asset.
RS	Political and institutional leadership required as well as development of QM practitioners; Partnership's possibilities with professional QM organizations (for ISO) and NGOs (for local level).

4. Guidelines for Implementation of QM in the Western Balkans region

4.1. Methodological Inputs for the Guidelines

Differences between the countries confirm the initial research hypothesis that *context matters* regarding implementation of QM systems. In such situations, an approach that is based on the *best practice* model and a *linear approach* perspective could not work because the context eventually decides what works and how.

A linear approach is based on sequences of policy planning, regulating, implementing and monitoring with evaluation, following each other. In parallel, a checklist of all things (activities) to be done is usually used to provide a systematic approach. This kind of approach or process can be applied only in ordered situations when a cause-effect relationship is known in advance.

Situations when context matters and when a cause-effect relationship could be known only in retrospective are usually identified as complex[54] and they are the subject of another approach that is linked to complexity – "*complexity is not a theory but a movement in the sciences that studies how the interacting elements in a system create overall patterns, and how these overall patterns in turn cause the interacting elements to change or adapt*" (Arthur, 2013). Those systems *"that have a large number of components (often called agents) that interact and adapt or learn"* are called complex adaptive systems (CAS) (Holland, 2006, p.18). In some recent theory and practice, complex systems involving humans are sometimes called 'complex reflexive systems' (Beinhocker, 2013, p.334), because humans have the capacity to reflect on their action and adapt their strategy based on how they perceive its effectiveness.

> Key methodological inputs for the guidelines: context and complexity; complex adaptive systems and complex reflexive systems; a spiral and systemic approach instead of a best practice model and linear approach.

That is, in short, a theoretical explanation of why the authors of this study decided to use a more systemic and complexity-sensitive approach instead of the usually applied systematic and linear approach, in order to get a more comprehensive and realistic picture of the current position of the WB countries in regard to the QM systems and next steps to be applied.

The approach used here is spiral, not linear. A starting point is **learning** (about the context and models that could fit the context) and adjustment. Learning is also continuously used in the other stages. **Promotion and training** is a combined activity that starts in an early stage and continues all the time but with more specific content and on-demand. The next stage is **piloting** or probing to learn about the patterns of behaviour and the hidden rules emerging in a context when a new system/tool/practice is to be introduced. Interlinked with the piloting is **reflection** with learning loops on what (does not) work, why and how. Such reflection and learning is a base for **adjustment and regulating** (defining rules and modulators/attractors for desired behaviour of key actors) as necessary preconditions for **scaling up**. After some

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[54] "*The relationship between an action and its consequences is unknowable beforehand, depending considerably on context*" (Hummelbrunner & Jones, 2013, p. 2)

period of scaling up, a new reflection with re-adjustment is necessary to keep the process fitting to the context and ensuring sustainability.

This approach as an orientation for current positioning of the WB countries and to recommend further actions regarding QM systems is shown in the following picture.
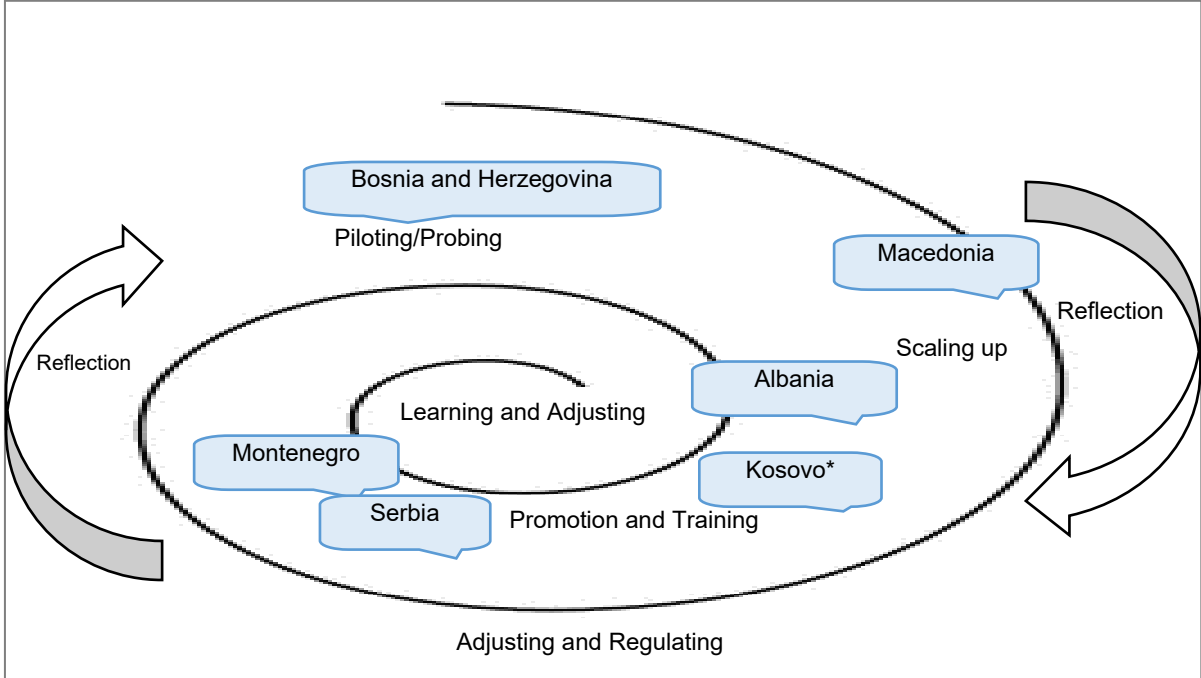
Picture 5. Systemic process of introducing QMS
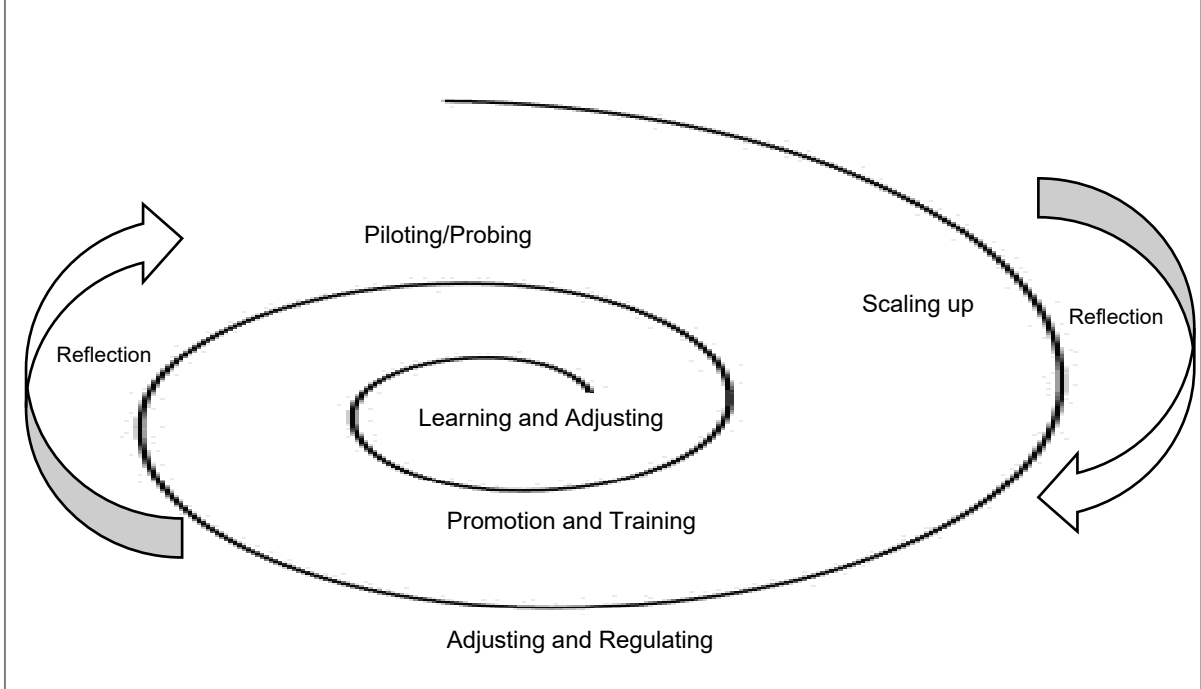
4.2. General Picture and Guidelines

WB countries have different positions regarding QMS implementation, as shown in the picture below.

Picture 6. Position of relevant countries in process QMS implementation

Macedonia is the most advanced WB country in QMS implementation with a larger number of institutions that apply one or both systems. This country started earlier with strict regulation of QM area and with strong institutional support and capacity building efforts. As one of the results, "critical mass" of QM experts, trainers and practitioners has been created for further expansion of the systems not only in Macedonia, but also in the whole area of Western Balkans.

As stated before, context matters and all countries should deal with specific situations and challenges on their own way but with great opportunities to share experiences and learn from others, especially from Macedonia.

Main guidelines for implementation of QM in the countries of the Western Balkans are presented in the following table:

Table 14. Main guidelines for QM in WB countries

Countries:	Main guidelines for QM:
Macedonia	Reflect on implementation of the CAF and ISO, then re-adjust relevant legal framework based on lessons learnt *what works and what does not work, why and how*. Continue with capacity building activities and implementation of QMS in the rest of public administration and QM tools in public services. Strengthen and brand MISA as change agent for high-quality PA and PS in the region.
Bosnia and Herzegovina	Involve the entities in piloting of QMS; Introduce reflection as a new stage to learn *what works and what does not work, why and how* at the state level before further adjustment and regulation. Transfer relevant lessons learnt, tools and practices to the entities.
Albania	Introduce QM as an explicit focus of Service Delivery Reform and reflect on mutual coherence. Intensify QM promotion and training activities and link them to ADISA as a branded change agent. In parallel move to the stage of piloting QMS in institutions and reflect *what is really going* on with learning loops.
Kosovo*	Continue with QM promotion and training activities and piloting QMS in parallel, then reflect *what is really going* on with learning loops.
Serbia	Introduce QM as an explicit focus of Public Administration Reform and reflect on coherence with other aspects of the reform. Intensify QM promotion and training activities, in parallel move to the stage of piloting QMS in institutions and reflect *what is really going* on with learning loops.
Montenegro	Introduce QM as an explicit focus of Public Administration Reform and reflect on coherence with other aspects of the reform. Intensify QM promotion and training activities, in parallel move to the stage of piloting QMS in institutions and reflect *what is really going* on with learning loops.

Application of these general recommendations should ensure that a necessary level of sensitivity to different contexts in each country will be provided.

4.3. More Specific Guidelines

More specific guidelines will be related to legal/policy framework, institutional aspect, capacity building, linking QM and PAR policies and required support, following opinions and recommendations of the stakeholders that are gathered through interviews and checked for coherence with other findings and sources.

4.3.1. Legal Framework: Solid Ground and Necessary Improvements

It is evident that almost all countries have created solid legal framework that can be further exploited in order to introduce QM within the countries. Whether we are talking about new laws on general administrative procedures in general or some specific legislation like the Law on Introducing a Quality Management System and the Common Assessment Framework and Providing Services in the Civil Service in Macedonia or the Law on the Way of Delivering Public Services at Front Office Level in the Republic of Albania, the legal framework sets solid ground for further implementation of QM within the countries. However, it should be noted that many interviewed persons in some countries consider that some by-laws are still missing while there is an urge for revision of vast number of sectoral legislation that mostly hinders further implementation of QM in those areas. Also, some countries like Bosnia and Herzegovina require modernisation of their laws on administrative procedures.

In Macedonia, the new LGAP from 2015 introduces considerable innovations compared to the previous Law and it follows the modernization path that has been applied in the countries of the region (Koprić, Kovač, Đulabić, & Džinić, 2016, p.38). Some important novelties within the new Law are related to simplification of administrative proceedings, regulation of new information technology usage and acceptance of European terminology and European standards. Additionally, 169 separate laws were harmonized with the new LGAP, for achieving full implementation. The harmonization of separate laws with the new LGAP is in line of simplifying procedures, shortening deadlines for case solving, strengthening data exchange and document exchange mechanisms in electronic format, establishing legal grounds for shifting competences for handling procedures and case solving by official, including better accountability of all officials involved in the procedure.

In Serbia, PAR has built solid basis for improving QM by adopting the public financial management reform program, e-government strategy, a strategy on regulatory reform and policy-making, new laws on general administrative procedures, public salaries and civil servants at provincial and local government level. Implementation of the adopted policy framework though is a concern since a consistent backlog has been created in the implementation of the reform agenda.

In Albania, the new Code on General Administrative Procedures, which has been revised recently, aims at unifying the procedures, and all those that are incompatible will be abolished. The newly adopted legislation requires complete alignment of relevant sector legislation with the new Code of administrative procedures and the adoption of relevant by-laws to ensure coherent implementation.

In Bosnia and Herzegovina, it is evident that introduction of completely new and harmonized law(s) on general administrative procedure is needed (Koprić, Kovač, Đulabić, & Džinić, 2016, p.113) in order to simplify administrative procedures, regulate new institutes, enable

procedural efficiency and usage of modern ICT in administrative procedures and harmonize laws with European terminology and standards. This will enable further development and implementation of QM within public administration and public service delivery.

In Kosovo*, the general remark is that current Law on Administrative Procedure is not implemented sufficiently in public administration. Hence, improvement of the Law's implementation is the top priority for decision makers. One of the preconditions is to provide clear definition of duties and responsibilities for institutional mechanisms responsible for leading, planning, implementation and M&E of policies and legislation to modernise public administration/services and implement the law on general administrative procedures.

In Montenegro, new law on administrative procedures with postponed implementation aims at unifying the procedures and requires abolishment of those which are incompatible with new law. The newly adopted legislation requires complete alignment of relevant sector legislation with the new code of administrative procedures and the adoption of relevant by-laws to ensure coherent implementation.

4.3.2. Institutional Aspect: Coordination, Change Agents and Leading by Example

Albania: Ensure Effective Coordination and Institutional Changes

The Agency for Delivering the Integrated Services in Albania (ADISA) is perceived as a potential solution related to responsibility over future reforms regarding QM in the country. It is perceived that the ADISA can affect a change of mentality in public administration and Albanian citizens through visible changes in the organization of daily work, the front desk, the public face, and introducing citizens' feedback mechanisms. Also, the ADISA manages the OSS front desks in public institutions and it can use them in order to promote a new culture in the provision of services. Gradually this institution can act as a change agent and become responsible for other aspects of QM within public administration and public service delivery in Albania.

In addition, it should be noted that two years ago an IPMG (Integrated Policy Management Group) was established on PAR. The Government of Albania has adopted the establishment of the IPMG as a new approach to guide and monitor policy development, strategy implementation and evaluation and strengthening sector and donors' coordination. The IPMG system aims to provide the Strategic Planning Committee (SPC) and other high-level government committees, e.g., the Inter-ministerial Committee on Public Services, with the necessary recommendations for key policy decisions affecting those sectors deemed as priority and which require cross-ministerial cooperation. Re-engineering of more than 400 public services was conducted and approved by the beneficiaries through the IPMG and the Inter-ministerial Committee on Public Services. Implementation phase should definitely utilize the same institutional framework in order to ensure coordination and results across institutions. Hence, the PMO-Delivery Unit, the Inter-ministerial Committee and the IPMG should serve the purpose of facilitating cross-institutional coordination on PAR.

Bosnia and Herzegovina: Coordination Structure and Building Blocks

Both the PARCO and the Inter-Institutional Working Group supported by the SPI Programme should continue to work and evolve as key change agents for QM introduction at the state level. During the next period, the administrative levels that have not started work in this area will face a new challenge: how to initiate and support introduction of QM systems and tools.

Besides embedding of QM into the PAR strategic and policy framework, there is a need to address the institutions responsible to initiate and coordinate introduction of QM in PA and PS. The institutions that are members of the HRM WG for implementation of the strategy and therefore involved in QM should have clearly defined mandate and some allocated resources for the tasks related to QM coordination. That mandate could be prescribed by appropriate decisions on QM policy in PA and PS of the governments and afterwards embedded into relevant documents of those institutions including job descriptions of public servants in charge for QM. These institutions could be defined as building blocks of overall coordination structure for the new PAR strategic framework and should *lead by example* in introduction of QM in PA and PS at their administrative level.

Kosovo*: KIPA with Focal Points in the Ministries

Kosovo* Institute for Public Administration (KIPA), as the agency of the Ministry for Public Administration (MPA), is perceived as the most important institutional player for introduction of QM in public administration due to the fact that this institution is responsible for implementation of policies and strategies for training, vocational training and capacity building in civil service.

During the next period KIPA will face a new challenge: how to adjust its strategy for implementation of the CAF within public administrations. In the opinion of the interviewees, a suitable choice would be to set up focal points in each ministry, rather than establish a centre, for there are too many independent agencies. An employee would be in charge at the focal point, and should execute a duty that allows dedication to this post. Key persons should be trained in this issue and each organisation should have a person to act as a source person. A combination of local and international expertise is recommended.

Macedonia: Coordination Body and Strengthening of MISA

The MISA should continue to work as the focal point for introduction of QMS and QM tools in public institutions. For better coordination of many activities related to QM, a Coordinative body for QM and CAF (chaired by the Minister and providing administrative support from the MISA) should be established as prescribed by the current Law on QM[55] and by the Governmental Decision on the establishment of the Coordinative Body for managing Quality

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[55] Official Gazette of Republic of Macedonia 69 of 2013 and 193 of 2015

Management Systems and the Common Assessment Framework of the work and provision of services in the public service[56].

Establishment of the Coordinative Body should significantly decrease an assessment from the Functional Review of the need for almost 200% increase in staff of MISA. Staff should be recruited but also trained to respond to the challenging tasks and the vast amount of competences and responsibilities prescribed by the Law on Administrative Servants and the Law on Public Sector Employees. Funds must be allocated to implement designed activities in manner and scope that will allow quality follow within the institution. Regular checks and mentoring should also be considered. The higher-level management needs to demonstrate strong commitment to establishing a functional QMS.

Montenegro: QM as a Priority for the HRM Authority and new Directorate in the MPA

Strong guidance is necessary for introduction of quality management on a larger scale in Montenegro. Establishing of a central unit for QM, with strong focus on implementation of QM and competences of providing training to the public administration, would further foster the quality management infrastructure and enable smoother implementation. However, this is not a feasible option in the short run due to the current capacities of potential institutions that could act as the central unit – Montenegrin civil service agency (the Human Resources Management Authority) or Ministry for Public Administration.

Nevertheless, both institutions have important roles in the next stages of QM introduction. The Human Resources Management Authority should have QM related training activities and a personnel information system for HRM in this area as a priority for the following period. The newly established Ministry of Public Administration in general and their Directorate for Monitoring and Supervision of the Implementation of the PAR should consider proposing some new policies to define stronger focus on QM in public administration and public service delivery within current state of affairs related to reform processes.

Serbia: Stronger Political Leadership and QM Central Coordination Unit

The leadership of the PAR process has been focused on the basic elements of public administration while quality management was perceived as a fine-tuning tool and disregarded as such. Current challenge is to raise awareness among the highest political representatives in charge of PAR about the importance and possible gains of quality management implementation and necessary steps to introduce and successfully implement the systems. Current process of development of the new PAR Action Plan is a major opportunity to turn the focus of the leadership towards this issue which is at the core of modern and quality service provision.

Strong guidance and developed tools are necessary for introduction of quality management on a larger scale. Establishing of a central coordination unit which would also assume the

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[56] Official Gazette of Republic of Macedonia 106 of 2013

competences of providing training to the public administration would further foster the quality management infrastructure and enable smoother implementation. Some of the bodies which could assume this position are the Secretariat for Public Policy, Secretariat General of the Government or the MPALSG. The first two institutions are well placed close to the centre of the Government serving the whole executive structure and have capacities which could be further developed and accessed by other institutions. MPALSG on the other side has been on the forefront of the public administration reform process from the very beginning and has significant capacities to further lead the process towards the quality management.

4.3.3. Capacity Building Aspect: Senior Official and QM Practitioners as Target Groups

This aspect is perceived as very important by all stakeholders in all countries. However, almost all countries have problems with capacity of their public administration related to implementation of QM.

Albania: Targeting Senior Government Officials and Practitioners in PA by Intensive Training

It is evident that the service delivery reform as the pillar of the PAR in Albania requires a great number of qualified and competent professionals in order to implement QM in public administration and public service delivery. Also, it should be noted that the introduction of QMS in Albania requires leadership – the aspect that has been neglected in the area of quality management in previous period. The senior government officers should first realize the significance of QM and personally involve themselves in the quality affairs.

Training for senior government officers should be organised as capacity building activity in which they will be highly involved as participants. Those events should be designed in the way to help them to bring decision about the way of QM implementation and to motivate them for actions (to decide whether to apply certain QMS or not, to decide about the mode of implementation, etc.). The training should be developed by the Albanian School of Public Administration (ASPA) and implemented jointly in cooperation of ASPA and ADISA.

Trainings for employees in public administration should be organised and implemented by ADISA due to the fact that it operates at a central level and through territorial branches. The curriculum for training should be developed in coordination with the ASPA.

Bosnia and Herzegovina: More Targeted Training and Combination of QM Practices

All interviewed institutions emphasised capacity building as one of three priorities, besides strategic/policy framework for QM and stronger promotion of QM in PA and PS. They recommended two types of training as very important: (1) training of leaders and middle managers of institutions, that should be focused on *know why* (with clear demonstration how existence of QMS and QM practices helped their colleagues in regular work as well as in some unexpected accidental situations); (2) training of employees, that should be focused on *know-how* (QM related skills, tools and practices).

Advanced support should include coaching and on-the-job training, mainly for the CAF as a new model applied in the country but also for the ISO 9001 in order to overcome already mentioned propensity of institutions to introduce changes only formally.

Training programs and activities that are provided in the "Operational Plan for introduction of QM in BIH institutions 2016-2018" should be adapted and included in the work of civil service agencies at the entity level.

Current focus on the capacity building should be continued in parallel with promotion of QM systems and tools.

Findings from the field interviews are in line with those recommendations. Most of the interviewees would like to have more experts and practitioners from the country and from the Western Balkans region to be more involved in delivery of technical assistance to institutions.

In regard to the practices that should be used for QM promotion and capacity building, there are different preferences between the interviewees: some of them prefer proven practices from the country, the others are more interested in proven practices from the region, and the third group appreciates best practices from EU countries. A proper combination of all three kinds of practices could be a summary of their recommendations. A key warning is that the practices always have to be carefully adapted to the specific context of the institutions.

Kosovo*: Strengthen Leading Institutions and Provide Targeted Training

Capacity building of the KIPA as a leading institution in implementation of QM in the country should address the gap that is addressed by the EU Progress reports: "The administrative and financial capacity and the coordinating function of the Institute for Public Administration (KIPA) remain weak. This affects its capability to provide a more rational strategic approach to capacity building for civil servants." (Group for Legal and Political Studies, 2011, p. 5). Specific capacity building activities should be planned also for the Department of Civil Service Administration (DSCA) within the Ministry of Public Administration (MPA) to address findings of the SIGMA's assessment in 2013, that DCSA "lacks the capacity in terms of staff and skills to properly steer the reforms, despite the efforts made by the existing staff and the continuous support it has received over the years".

The KIPA and Department of Civil Service Administration (DCSA) should develop training programmes for both groups, for leaders and middle managers of institutions and for employees within those institutions. The training of leaders and middle managers of institutions, that should be focused on *know-why* (with clear demonstration of how existence of QMS and QM practices helped their colleagues in regular work, as well as in some unexpected accidental situations), while training of employees should be focused on *know-how* (QM related skills, tools and practices). Kosovo* can carefully follow examples on introduction of QM in Bosnia and Herzegovina and/or Macedonia.

The staff of institutions that were interviewed think that QMS should be supported because it acts to relieve the workload, and can bring accurate processes and methodology, such as with project management. The best approach is pilot programmes involving two or three institutions for comparisons to be made.

Macedonia: Consolidate MISA and Update their Training Programme

Having in mind findings from the functional review and current competences, it is obvious that the MISA should employ additional staff followed by intensive training to respond to the challenging tasks and the vast amount of competences and responsibilities prescribed by the Law on Administrative Servants and the Law on Public Sector Employees. Funds must be allocated to implement designed activities in a manner and scope that will provide high-quality staffing within the institution. Regular checks and mentoring should also be considered.

The National System for Coordination of Training and Professional Development of Civil Servants and the Annual Training Programme should be revised in order to further institutionalise capacity building activities related to introduction of QM in public administration and public service delivery. It is evident that further implementation requires further improvement of training delivery and effectiveness - as well as a systemic approach to training needs assessment, planning, coordination and evaluation.

Also, it is clear that capacity building and awareness raising on ISO, CAF and other QM tools need to continue due to preconditions of high number of QM experts such as 36 certified trainers by the EIPA for implementation of the CAF. The external donor support to capacity building activities should be maintained but more in a supplementary fashion.

Montenegro: From More General to More Targeted QM Capacity Building

The Sector for Public Administration in general and the Directorate for Organisation and Supervision of Public Administration in particular (within the Ministry of Public Administration) and in cooperation with the Human Resources Management Authority of Montenegro should create a comprehensive training and awareness raising programme related to introduction of QM in public administration and public service delivery in Montenegro. However, the main precondition is seen in employment of additional staff within the Directorate for Organisation and Supervision of Public Administration followed by intensive training of those employees jointly with training of current employees from the Human Resources Management Authority of Montenegro related to introduction of QMS and QM tools in public administration.

Findings from the field interviews suggest the use of existent regional experience in transfer of know-how through trainings and mentoring. Most of the interviewees would like to have more experts and practitioners from the Western Balkans region to be more involved in delivery of technical assistance to institutions.

After meeting the basic preconditions, development of training programmes for both groups, for leaders and middle managers of institutions and for employees within those institutions, are needed.

Serbia: Focus on QM Training Programmes

It is evident that the topic of quality management and its introduction in public administration requires some changes in focus of the policy documents such as civil servants' General Professional Training Programme for the Government of Serbia since the Human Resources Management Service organises professional trainings in accordance with the adopted programme. Recent plans for establishment of the National Training Academy should take quality management introduction into consideration to facilitate the process as well.

Combining domestic expertise with experiences and practices from countries in the region which are more advanced in the process of introducing QM and from the EU member states (which could serve as a role model) would make the process smoother, faster and more comprehensive without repeating mistakes made elsewhere. Experiences of Macedonia and Bosnia and Herzegovina could be utilized in the process of the QM introduction. This is especially the case with CAF which has been implemented in Macedonia and recently launched in Bosnia and Herzegovina.

4.4. How to Link QM and PAR Policies

Albania: Use Mid-term Evaluation of the PAR Strategy to (Re) Integrate QM

Albania's strategic framework for PAR lies within the Crosscutting Public Administration Reform Strategy 2015 – 2020 (Department of Public Administration, 2015). The quality management principles are at the root of the long-term aim to increase the sustainability of public administration through the strict implementation of the procedures as specified in the applicable legal framework, capacity building through in-depth and continuous training of civil servants of the central and local public administration, especially in the field the improvement of managerial and leadership skills.

The explicit focus on QM that is seen within policies related improvement of the way of the organization of public administration[57] and policies related to improvement of the administrative procedures and oversight[58] should be further operationalised in all institutions at central and local level.

The evaluation of the Cross-Cutting Public Administration Reform Strategy, planned for the end of 2017, represents the great opportunity to put more weight on QMS and QM tools within the Service Delivery Reform. Evidently, changes that have been introduced by new legislation (the Law on Administrative Procedures and the Law on the way of delivering public services at front office level in the Republic of Albania) should be introduced, especially related to the role of ADISA. The new Action plan related to the implementation of the Strategy should be defined.

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[57] The aim of policies is to significantly increase the quality of services provided to the public and faster alignment with the standards and requirements of the EU using innovative tools and one-stop-shops. Policies aimed at improving the way of the functioning and organization of public administration through strengthening the institutional structures
[58] The priority is to review the procedures for the provision of services to the public and their simplification, including, where possible, ICT solutions, as well as taking into account the implementation of the new Administrative Procedures Code

According to the findings from interviews, the future implementation of QMS and QM tools requires a top-down approach, i.e. starting from upper government levels while introduction of QMS in institutions should start with pilot cases.

Bosnia and Herzegovina: Highlight the QM within New Strategic Framework of PAR

Ongoing work on developing a new strategic framework of Public Administration Reform for the period 2016-2020 is an excellent opportunity to highlight the QM as a strategic priority for PA and PS at all administrative levels in the country and to draft a framework policy for QM in PA and PS at least for the state level to be followed and adapted by other levels. It is the right time to prescribe such framework based on positive experiences obtained up to now in the country. Both strategic goal and operational objectives from the "Operational Plan for introduction of QM in BIH institutions 2016-2018" mentioned above could be used as key elements of that framework. It is worth mentioning that almost all interviewees shared an opinion that some QM related policy is necessary in order to improve and speed up introduction of QM in PA and PS in the country.

Two existing approaches and processes of introduction of QM in PA and PS in the country, bottom-up and top-down, should be interconnected at the entity level in a short-term period (1-2 years). Expected operationalisation of the new PAR strategy is the right opportunity to introduce the QM theme at the agenda of PAR at all administrative levels in BIH.

In regard to change management and an approach that should be used in the case of QM in PA and PS, all interviewees prefer incremental changes over radical ones.

Kosovo* - Revise the PAR Strategy to Include QM

Kosovo's* strategic framework for PAR lies within the Strategy on Modernisation of Public Administration 2015-2020. The Strategy on Modernisation of Public Administration focuses on achieving positive results related to civil service, public service delivery and accountability, i.e., related to competences under the responsibility of the MPA.

The PAR document (Kosovo* Ministry of Public Administration, 2015) notes "The government, that is, the Ministry of Public Administration, in order to improve administrative procedures and modernise public administrative services, will focus on priority policies, such as: setting a clear vision and policies based on thorough analysis related to modernisation of public services through the application of the new Law on General Administrative Procedure. Mechanisms will be established to guide, plan, monitor and evaluate the quality of public services and implementation of the law on general administrative procedure. One of the objectives would be to develop capacities for delivering good public services… In addition, mechanisms will be established to measure the opinion on the quality of public services delivered by public bodies at both central and local levels".

Since the Strategy prescribes that the implementation plan is reviewed and updated every two years within the strategic framework, highlighting the importance of QM within PAR should be done during the planned revision and update of the Strategy. This task should be initiated by the Department for Management of Public Administration Reform within the

Ministry of Public Administration due to its responsibilities for monitoring and reporting on implementation of the Strategy, and responsibilities in advising and conducting professional and technical work related to management and reporting on the reform process according to the Strategy.

Montenegro: New PAR Strategy and QM Tools

The Public Administration Reform Strategy 2016-2020 has been prepared with the aim to continue public administration reform. The 2016-2020 strategy encompasses the entire public administration system, which, in Montenegro, includes state administration, local self-government and organizations with public powers (organizations with their own legal personality performing specific administrative tasks conferred upon them by the law or according to the law). The priority of public administration reform is to improve competitiveness of the economy and to raise the quality of Montenegrin citizens' lives, and also to meet the requirements for EU membership.

Measuring satisfaction with the quality of service as QM practice is the most comprehensive QM tool that will be systemically applied within the Montenegrin PAR strategy. It is evident that the satisfaction of users of public services delivered by the authorities needs to be measured on a regular basis.

Also, the PAR strategy sets that the data concerning administrative procedures and service delivery needs to be monitored in order to be able to estimate the average/expected time for decision making or for service delivery. A comprehensive and IT supported system for the monitoring of the quality and timeliness of services needs to be developed.

Macedonia – Strategic and Operational Readjustment

A new National Strategy for Public Administration Reform 2017-2022 is being prepared by an Inter-sectoral Working Group where first meetings and public debates have been implemented. The Strategy was initially supposed to cover the period of 2016-2021 but was postponed for a year. The draft of the Strategy notes that the LGAP, adopted in July 2015, which entered into force on 1 August 2016, should be the ground for one of the biggest changes in the past years, when it comes to PAR and its transformation in real service for citizens and businesses.

Further implementation of QMS and QM tools within broader PAR strategic framework should depend on the reflection on previous implementation of the QMS and QM tools within various government institutions. Therefore, a deliberate and well-coordinated effort to realize *what works, why* and *how* and *what does not work* and *why* would be very useful especially for design of an action plan for implementation of the new strategy.

The Government will have the task to finalize the PAR Strategy and it will need again to push the implementation period to 2018-2023 in order to be realistic in its plans for effective implementation as well as to have sufficient time to plan budgetary allocations in the consecutive years. Although the QM will only be a part of the overall PAR Strategy, it will be

essential to harmonize the entire system for reform and the strategy not to represent a scattered wish list. The consequent Action plan should be realistically evaluated and its implementation to be adequately distributed and not conditioned on the support by the "donor community".

Serbia – New PAR Action Plan to Turn the Focus on QM Systems and Tools

The only official document related to the introduction of the quality management in public administration is the Action Plan Implementing the Public Administration Reform Strategy in the Republic of Serbia, 2015-2017. The overall objective of the Strategy is "Further improvement of work of Public Administration in accordance with principles of the European Administrative Space and provision of high quality services to citizens and business entities, as well as the creation of public administration which shall significantly contribute to the economic stability and increase of the living standard." The document places QM at the centre of its strives and it is evident that the Government of Serbia should put more effort in the implementation of Specific objective 4 - *Increase of legal security and improvement of the business environment and the quality of public services provision*, and the Measure 4.4. - *Introduction and promotion of mechanisms which ensure the public service quality.*

The MPALSG, as responsible ministry, should work more on the implementation of the Action plan due to the fact that nothing has been done related to implementation of abovementioned measure (conducted satisfaction surveys among key stakeholders, analysis of shortcomings and gradual introduction of quality management systems).

Current process of development of the new PAR Action Plan is a major opportunity to turn the focus of the leadership towards this issue which is at the core of modern and quality service provision. Previously, it was identified that the key precondition for introduction of quality management systems in public administration is a strong leadership.

4.5. Required Support for QM Use

Albania: Leadership, Finance and Competent Employees - Main Preconditions for QM

Interlocutors consider that there are several preconditions that need to be fulfilled in order to improve implementation of QM in public administration and public service delivery in Albania. At the beginning of the process, it is necessary to have strong leadership from policymakers. In line with this, findings from the interviews indicate the requirement to provide finances for activities within service delivery reform and introduction of QM. At the same time, all interviewees have agreed that the sustainability of QMS depends on available human resources within institutions with at least one dedicated and competent person or department.

Most of interviewed persons emphasised that introduction of QMS in PA should be backed with establishment of resource centre and certification body in the country (or initially abroad) to provide trainings/coaching/mentoring and undertake annual monitoring of current status.

They consider that trainings should be organised by certified trainers. Also, international expertise is required from donors and programmes, especially from EU or Western Balkans countries that have implemented QMS. ReSPA is perceived as the key institution in sharing knowledge and expertise within the WB region.

Bosnia and Herzegovina: Multilayer Government and External Support

At the state level the Council of Ministers is expected to support implementation of the "Operational Plan for introduction of QM in BIH institutions 2016-2018" adopted in February 2017.

Governments of Federation BIH and Republic of Srpska are expected to define a policy framework for QM in PA and PS (also as a part of the overall PAR Strategic framework), delegate appropriate responsibilities and provide resources to key institutions that should coordinate and support introduction of QM systems and tools in public institutions.

According to the interviewees governments at all levels are required to ensure some funds for PAR and QM in their budgets.

An equally distributed expectation is related to more active role and participation of both top and middle managers of public institutions in promotion and introduction of QM systems and tools.

At the state level PARCO and other involved institutions expect continuous support from the SPI Programme. Focus of the support is implementation of the "Operational Plan for introduction of QM in BIH institutions 2016-2018" and related capacity building activities.

At the entity level required external support is linked to capacity building and financial support, first to the institutions that should coordinate and support introduction of QM systems and tools and then to institutions willing to introduce it. Ongoing support within the KDZ-ADA project of the Austrian Government for the Federation of BIH is a good example of required support.

At the local level, some support for "reanimation" of interests and practices related to QM in local administrations and local public companies is required. It could start with a reflection on what works and what does not work in QM related practices at the local level. A new stage of a multiyear support of Sweden to capacity development of both associations of cities and municipalities in BIH, that is expected to start in the second half of 2017, could be a good opportunity for such "reanimation" of QM interests and practices.

Also, the role of ReSPA is perceived as the most important related to training of trainers, training of evaluators, preparation of thematic studies, peer-to-peer mechanism for transfer of good practices and regional support, joint regional projects, etc.

Kosovo*: From Piloting to Wide Scale Implementation of QM

QM should be implemented in few steps. Firstly, it is necessary to conduct some promotional activities to increase awareness of managers in institutions, followed by the pilot implementation of certain QM tools in three or four ministries. Promotional activities, capacity building and the creation of a QM resource centre are perceived as very useful. However, some interlocutors consider that the most suitable choice would be to set up focal points in each ministry, rather than establish a centre since there are too many independent agencies.

All opinions collected from stakeholders by interviews confirm that group of local and international experts needs to be gathered in order to launch the programme on introduction of QMS in PA on Kosovo*. At the beginning, interlocutors suggest that wide-scale information training has to be considered, similar to trainings practised by the KIPA. A programme could be implemented in 80 percent of the public central and local administrations, with a curriculum containing a preliminary introduction to CAF.

Findings from the interviews confirm that the resource centre at ReSPA would be of value in providing advice and experts for assistance.

Macedonia: Increase the Pace of QM Implementation in PA

Interlocutors consider that there are several preconditions that need to be fulfilled to improve implementation of QM in public administration in Macedonia. Firstly, the new strategic framework related to PAR should include focus on implementation of QMS and QM tools in PA in Macedonia. Also, the Government should provide additional funds for implementation of activities related to QM implementation.

It is clear that capacity building and awareness raising on ISO, CAF and other QMS need to continue. For this matter, the Regional QMS centre may be the best opportunity for sharing experiences, coordination, networking among relevant bodies similar to MISA in the countries of the region. Practices from European institutions may serve as a great source of expertise as there is plethora of practices that may serve as inspiration.

Montenegro: Launch the Programme on Introduction of the QM in PA

The Government of Montenegro should bring the clear decision on the model of quality management tools and systems to be implemented in public administration and public service delivery. Experiences from other EU countries as well as Western Balkan countries could be utilized in the process of the QM introduction. This is especially the case with CAF which has been implemented in Macedonia and recently launched in Bosnia and Herzegovina.

The launch of the programme should be coupled with intensive communication and promotion of the quality management. The programme should include pilot implementation of QMS in several institutions in order to see effects and results. The changes should be incremental, with continuous increase in pace of implementation of QMS in government

institutions. Both levels, central government level and local government level, should be included in the programme.

All interlocutors suggest that the transfer of know how related to use of QM should be based on experiences from the WB region. ReSPA is perceived as the main hub for capacity building, providing expertise and sharing best practices.

Serbia: MPALSG - Leading by Example

When looking answers from interviews, it can be concluded that interlocutors consider that strong leadership in the process of introduction of QM (both, political and leading by example) is essential. MPALSG could serve as an example being the first ministry to introduce comprehensive quality management standards. Leading by example and learning by doing could be a strong role model for the rest of administration. The MPALSG already conducted preparatory activities through functional analysis and has competent staff knowledgeable in the subject.

Also, they see that the next step should be promotion of the QM tools and systems jointly with the creation of the register of public administration bodies which implement quality management systems. In addition to that, it is necessary to map the expertise and resources available in country and identify shortages and necessary capacities to be acquired from other countries or institutions from abroad (such as ReSPA) and develop a "critical mass" of practitioners of QM tools and systems in public institutions. Similar to the creation of the register of public administration, efforts should be invested to identify existing capacities which could be engaged in the QM implementation process, capacities which should be built through the process and necessary external capacities. Such approach should map capacities within the public administration in the first place and capacities based in the academia, think-tanks, NGOs and business sector.

All interviewed persons agree that government institutions should allocate some funds for introduction of QM tools and systems. Also, they consider that the MPALSG should develop toolkit or instructions for public administration on different quality management tools and their implementation.

5. Techniques/Systems to Implement Quality Management in Specific Country

As previously noted, QM in Public Administration and Public Services is perceived as an inherited part of PAR strategies in the WB countries. However, the priority in their implementation is seen from different perspectives with different experiences related to introduction of QM systems and tools.

In all WB countries except Macedonia, a legal/policy framework for QM in PA and PS is still under development. Almost the same situation is related to human resources where the critical mass of QM experts (practitioners and trainers) exists only in Macedonia.

It is evident that an institutional framework also varies from country to country: there is a QM (CAF) Resource Centre in place in Macedonia (MISA) and Bosnia and Herzegovina at the state level (PARCO); ADISA as a branded change agent for public service delivery in Albania could also lead more intensive use of QM systems; MPALSG in Serbia and KIPA in Kosovo* are already identified as key institutions to anchor institutional support for QM; Montenegro is still missing an adequate institutional framework. Current situation with academic institutions, think tanks and NGOs in the region and their eventual support to faster and better use of QM systems and tools is not promising, with few exceptions.

Both main QM systems, ISO based ones and CAF (Common Assessment Framework) have been already piloted in the Western Balkans through different processes (bottom-up and top-down) and in different stages of implementation. Key strengths as a base for future development of QM orientation and practices in the Western Balkans countries are as follows:

- Well-progressing Service Delivery Reform and ADISA as a branded change agent in Albania;
- Both bottom-up and top-down processes and experiences in Bosnia and Herzegovina with PARCO as a proven coordinating body and change agent well supported by the SPI;
- Good starting point for introduction of QM systems in Kosovo* with KIPA supported by GIZ and UNDP;
- Continuity of reforms in Montenegro and physical proximity of ReSPA as a regional QM Resource centre in near future;
- Rich experience with lessons learnt regarding QM systems and practices in Macedonia as well as a respectable pool of QM trainers and practitioners;
- Success of overall public administration reform in Serbia and proven leadership role of the MPALSG with good opportunities to cooperate with NALED and other proven organisations.

5.1. How to Facilitate Evolution of QM in Specific Country

Albania: Evolution of QM and Coherence with Service Delivery Reform

PAR Strategy (Department of Public Administration, 2015) is part of the strategic framework, which has been drafted by the Government and, which covers all areas of governance. There are at least 4 objectives within the PAR Strategy, i.e. Service Delivery Reform, that are linked to QM in PA and PS:

- Strengthening the structures of public administration in order to improve service delivery to the public;
- Improved, accessible and integrated public services by reducing corruption opportunities and strengthening ethics when delivering public services;
- Simplified procedures for the provision of services by facilitating communication with the public and avoiding corruption;
- Developing an ICT infrastructure capable of supporting daily activities of public administration and efficiency increase by reducing time to access, process and transmit information while improving the flow of information.

Evidently, QM should be implemented in different stages. At the beginning, the capacity of institutions to implement QM needs to be assessed. However, QM depends not only on the capacity of institutions but also on other elements such as financial resources, political will, leadership, organizational culture, existence of supporting infrastructure, etc. Financial resources, the political will and leadership in an institution, along with increasing the basic information on QM, promotional activities, and capacity building activities are all requirements. QM systems and tools should evolve gradually and in coherence with well-progressing Service Delivery Reform.

> QM systems and tools should evolve gradually and in coherence with well-progressing Service Delivery Reform.

ADISA is perceived as the change agent which, in coordination with MIPA, PMO and ASPA, should enable further precondition for implementation of QM in PA and PS. However, it is evident that ADISA's work related to the PAR and introduction of QM needs to be further defined and institutionalised. QMS is not at an early stage but, currently, there are other main priorities related to the PAR in Albania. It should be noted that the further institutionalisation of QMS also depends on the political orientation.

By-laws and internal regulations related to QM should be advanced, at least for departments dealing with citizens and businesses. There should be some obligatory elements, though making it obligatory in the law is too early because there are many difficulties in applying even the current laws. Any improvement of the work should be supported by donors and projects, with increasing awareness at the local and national level. The QMS should be installed for an institution to measure itself, but also for other, third parties to be engaged, encouraging civil society to be part of it.

It is evident that currently there are not enough financial resources for the implementation of the wide QM programme in Albania. Practical examples and training to high-level officers are needed to push QM implementation. A fundamental problem is the lack of consistency of staff, which brings problems in implementation of QMS.

From the current perspective, the CAF represents the most viable QMS that can be implemented in the country. Hence, networking and learning from counterparts from Macedonia and Bosnia and Herzegovina is highly important.

Bosnia and Herzegovina: QM Implementation Plan

There is an explicit and well-elaborated guideline for continuation of QM related activities at the state level. QM Implementation Plan is developed by the PARCO (supported by the SPI Programme) and adopted by the BIH Council of Ministers in February 2017 as "Operational Plan for introduction of QM in BIH institutions 2016-2018" in order to ensure sustainable development and awareness of QM importance. This plan comprises: objectives, key activities, measures, responsible institutions, deadlines, resources and indicators. Three operational objectives are: (1) Strengthening capacities to support institutions in BIH to implement selected QM approaches; (2) Building a base for implementation of selected QM approaches in PA institutions in BIH; (3) Ensure sustainable development and awareness of QM importance.

> The plan is realistic with gradual improvements and parallel work on capacity building, creating good practices and promotion of the QM in PA and PS.

Key activities related to the first objective covers both QM systems: (1) CAF with capacity development of PARCO as CAF resource centre and other BIH institutions that introduce this system, providing links with EIPA and facilitating introduction and use of tools for systematic user satisfaction surveys (already implemented); (2) ISO with guidelines for public administration and transition from ISO 9001:2008 to ISO 9001:2015, development of standardised documentation for procurement of consultancy services related to this standard, and capacity building of the institutions (auditors and internal trainers). Some measures are already implemented during 2016. Resources are provided by the SPI Programme, budget of PARCO, GGF project and CSA of BIH. Some resources should be ensured from other donors.

All activities and measures linked to the second objective are related to introduction of CAF in institutions through three cycles: the first pilot cycle has been implemented since the beginning of 2016, the second is in a final stage of preparation and the third should be initiated in the second half of 2017. The first cycle included institutions at the state level. The second cycle will be open also for interested institutions on other levels of government. The third cycle could include also the local level institutions. Key resources should be provided by the SPI Programme, British Embassy and budgets of the institutions involved.

Key activities related to the third objective are focused on promotion of QM in PA and PS, networking and cooperation with academic institutions and NGOs that are active in this field, and monitoring and evaluation of implementation of the plan. Overall coordination and monitoring should be performed by QMCC – Quality Management Coordination Committee with PARCO, CAS BIH and BAS as core institutions and other institutions and organisations (public, academic, non-governmental), donors and their projects being involved temporarily in specific activities. Key resources for implementation of those activities are provided by the

SPI Programme and PARCO budget and some missing resources (for external evaluation) should by ensured from other sources.

Implementation of the Operational Plan has been continuing with small delays caused by slow procedure of adopting documents by the Council of Ministers. The plan is realistic with gradual improvements and parallel work on capacity building, creating good practices and promotion of the QM in PA and PS. It is very important that the entity level institutions soon "join the club" of the institutions leading by example in introducing QMS. The second circle of the CAF's introduction is the first opportunity that should be capitalized. The Operational plan, training programs and promotional activities at the state level could be used as a proven model to prepare and implement similar plans and activities in both entities. Current activities of the Civil Service Agency of FBIH for the Federation of BIH are a good step in that direction.

Kosovo*: Pilot Circles of QM Implementation with Capacity Building and Promotion

Strategy on Modernization of Public Administration 2015-2020 (Kosovo* Ministry of Public Administration, 2015) is the main document which aligns the PAR priorities with an urge of introduction of QM in PA and PS. The Strategy notes that public administration is responsible to provide efficient and effective administrative services while meeting the needs of citizens and business according to legislation is one of the principles of good administration. It is defined that the administration has the responsibility to create conditions for equal access to services, eliminate procedural red tape, use new methods through information technology, efficiency and effectiveness both in terms of monetary costs and in terms of their time efficiency.

Results from interviews suggest that QMS should be introduced in phases, firstly in 3-4 institutions and then spreading the concept to other institutions. A model used in Bosnia and Herzegovina (*gradual improvements and parallel work on capacity building, creating good practices and promotion of the QM in PA and PS*) could be the right model also for Kosovo*.

An operational plan for introduction of QM in public institutions should be adapted to the specific context of the country and implemented with constant learning and adjustment.

The plan should include capacity building, promotion of QM, pilot circles for development of good practices, with definition of tasks and responsibilities for institutional mechanisms responsible for leading, planning, monitoring, evaluation and implementation of QM policies and practices.

Capacity building in this area will take an important space in the training strategy for civil service, which is expected to be adopted in the Government. KIPA and DCSA should develop compulsory training programmes for both groups, for leaders and middle managers of institutions and for employees within those institutions. Also, it is evident that KIPA should be nominated as the resource centre for introduction of QM.

It is still ambiguous whether the QMS needs to be stipulated in the law or not. However, it is certain that it should not be constrained to a specific model. The Law on General Administrative Procedure should be fully implemented while by-laws and internal regulations

related to QM should be advanced, at least for departments dealing with citizens and businesses.

Macedonia: The new PAR Strategy Should Focus on Further Institutionalisation of QMS in PA

Crucial step in the overall reform processes for paving the path to quality in the service delivery in the Republic of Macedonia is the performance of general horizontal Functional Review on all executive government bodies (ministries, state bodies, agencies, etc.). This would disable duplications in executing functions, which would entail cancellation of specific institutions, bodies and human resources. In parallel to this, new legislation would be necessary to be adopted to correspond to the more effective and more efficient public administration structure. This process needs to be in accordance with the OFA provisions, paying attention to the principle of equitable representation.

It is not gratifying to propose techniques to implement QMS in a specific country in an analysis. The process needs to undergo a series of consultations with relevant stakeholders, design adequate policies backed by primary and secondary legislation and leave opportunity for the implementation to point out the bottlenecks which should be addressed.

The new PAR Strategy should include implementation of QM in Macedonian public administration.

This new Government will have the task to finalize the PAR Strategy and it will need again to push the implementation period to 2018-2023 in order to be realistic in its plans for effective implementation as well as to have sufficient time to plan budgetary allocations in the consecutive years. Although the QM will only be a part of the overall PAR Strategy, it will be essential to harmonize the entire system for reform and the strategy not to represent a scattered wish list. The consequent Action plan should be realistically evaluated and its implementation to be adequately distributed not conditioned on the support by the "donor community".

At legislative level, the laws that are in place must be respected by all relevant institutions. This means the establishment of the inter-institutional Coordinative Body which should be in charge of the QMS. It will elevate the understating and monitoring of the implementation of the Law and consequently lead to greater adherence to it. This body will coordinate the implementation and will be able to propose changes in legislation with great expedience. With its functioning, there will be an improvement in the reporting of the status of implementation of the QMS in the entire country. Additional funds should follow additional function, thus more money needs to be provided to the institutions that need to implement QMS and QM tools while the State Administrative Inspectorate should conduct inspections to institutions, providing not only sanctions but guidance for the implementation of QMS. In order for this to take place, serious political adjustments are necessary and a functional government. The practice by far showed a complete lack of inter-ministerial coordination, a fact that would seriously diminish the possibility for any kind of inter-governmental or inter-sectorial body to function.

| Capacity of MISA should be further improved in order to lead by example. | Regarding MISA as the responsible organization, it seems odd that the Functional Review presented the need for almost 200% increase in staff especially that this institution should be the |

example setter for other institutions. Staff should be recruited but also trained to respond to the challenging tasks and the vast amount of competences and responsibilities prescribed by the Law on Administrative Servants and the Law on Public Sector Employees.[59] Funds must be allocated to implement designed activities in manner and scope that will allow quality follow within the institution. Regular checks and mentoring should also be considered. The higher-level management needs to demonstrate strong commitment to establishing a functional QMS.

Maximum advantage should be taken from external support in forms of EU IPA projects and other findings although it should not rely exclusively on them but allow them to participate in a supplementary fashion. Only in this way the envisioned goals will be achieved, sustainability would be made possible and internal ownership over the processes would be the main driving force for quality implementation. For matters which are not possible without such external support, good planning should fit them in the overall machinery.

Montenegro: Sound Prospect for Gradual Introduction of QM in Public Administration

Currently, Montenegro does not have a developed QM Implementation Plan but there is a sound strategic framework within the current PAR strategy that can be revised to include some activities and measures to introduce quality management systems and quality management tools in Montenegro. The future of ISO standards in public administration and service delivery in Montenegro will depend on the level of financial support from the Government of Montenegro and availability of budget funds for those purposes. Also, many rely on the use of IPA funds for introduction of quality management systems in public administration and service delivery in line with positive experiences from business sector related to quality management. However, the basic precondition is seen in the fact that the Government of Montenegro should bring (and/or revise) a relevant policy that will go beyond current user satisfaction surveys defined under the PAR for 2016 – 2020. Using experiences, expertise and other resources already developed to enable implementation in neighbouring countries would speed up the process.

At legislative level, the laws that are in place must be respected by all relevant institutions. This is particularly important when looking at the newly adopted Law on administrative procedures which is in line and enable introduction of new quality management tools within public administration and public service delivery in Montenegro.

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[59] Law on Administrative Servants and Law on Public Sector Employees, Official Gazette of R.M. No. 27, 05.02.2014

Serbia: With Strong Leadership to Further Introduction of QM by MPALSG

Clear decision on the type(s) of quality management tools and systems to be implemented is *conditio sine qua non* of the successful implementation and must be made before launching the process. Scope of the public administration bodies which should be covered by the first wave of the introduction of quality management systems must accompany such decision.

The state should in the first place make a clear decision that it is committed to the introduction of the QM system. Dedication to such a commitment would mean that funds should be allocated from known sources. This is important in order to prevent disconnectedness from the budgetary process which often features introduction of new policies in Serbia.

The Ministry of Public Administration and Local Self-Government should continue to be centrally positioned in facilitating the introduction of the QM systems in PA and PS although lack of personnel and financial capacities is evident. MPALSG could serve as an example being the first ministry to introduce comprehensive quality management standards. Leading by example and learning by doing could be a strong role model for the rest of administration. The MPALSG has already conducted preparatory activities through functional analysis and has competent staff knowledgeable in the subject.

Experiences of Macedonia and Bosnia and Herzegovina could be utilized in the process of the QM introduction. This is especially the case with CAF which has been implemented in Macedonia and recently launched in Bosnia and Herzegovina. Using experiences, expertise and other resources already developed to enable implementation in neighbouring countries would speed up the process. Identifying a viable role model among the EU countries (such as Austria) and provision of technical assistance and funds from the EU would be highly beneficial for the QM implementation. Comparative analysis of the adopted AP and its draft version also published on the MPALSG website shows signs of indecisiveness regarding the QM model to be implemented in the public administration. The draft sets following activities:

1. Establishment of QMS in the MPALSG in accordance with CAF methodology, as a model for other bodies;

2. Preparation of recommendations of tools and methodological guidelines for other public institutions at the state level in regard to the use of quality management instruments;

3. Determination of categories of bodies and organizations in wider public administration system for which it is necessary to prescribe a recommendation or obligation of application of quality management instruments, with the focus on organizations mainly oriented towards provision of services to citizens and economy;

4. Preparation and implementation of projects of introduction of quality management in prioritized bodies and organizations (Ministry of Public Administration and Local Self-Government, 2014).

There are several steps that Serbian government should follow to establish a credible process of quality management implementation:

- Establish a strong leadership in the process both political and leading by example;

- Undertake efforts to raise awareness among political leaders and civil servants on the need and benefits of the introduction of quality management in public administration;

- Secure dedicated, competent and sufficient staff;

- Prepare a sound financial plan for the envisaged activities and allocate funds;

- Establish registries of public administration including bodies, assigned competences, mapped users and stakeholders;

- Establish implementation coordination body, an information system and a resource centre for quality management within the administration which would provide expertise, tools, guidance, training and materials to the public administration bodies implementing the quality management and coordinate exchange of staff available to support implementation of quality management systems and tools in other bodies;

- Establish a registry of institutions implementing quality management systems, operated by the implementation coordination body, containing information on the type of systems or tools implemented, materials used in preparation phase, materials used during implementation, documentation on processes, resources, available qualified staff to offer support to other public administration bodies introducing quality management systems;

- Map the expertise and resources available in country and identify shortages and necessary capacities to be acquired from other countries or institutions form abroad;

- Foster cooperation with civil society (NGOs, think-tanks, academia etc.) and business sector in all phases of introduction of quality management (from planning to evaluation).

5.2. The Region: QM as a Window of Opportunity and Strategic Orientation for ReSPA

Almost all interviewed persons see a very important role of ReSPA as a key institution at the regional level (Western Balkans) in facilitating introduction of QM in specific WB countries. They see ReSPA as a resource centre for transfer of tools and practices from the EU countries and from the WB region, as a hub for networking and exchange of QM related experiences and practices between the countries, an initiator and host of advanced training and research activities related to QM in PA and PS.

> The main recommendation based on these findings is to support ReSPA as the regional resource centre for QM in PA and PS. Its mission should be help to national QM resource centres to facilitate sustainable development of QM orientation and practices of public institutions in their countries.

Core activities of ReSPA as the QM resource centre should include:

- *Increase of efficiency and effectiveness of ReSPA WGs dealing with different aspects of QM*
  ReSPA should use its structures of QPAS WG, E-Gov WG, Better regulation WG, HRMD WG, etc. (any group that might affect QM introduction or advancement) to promote good/best/emerging practices in the region. The role of National Coordinators is also crucial in promotion of these practices and ReSPA should invest additional efforts to work with them to see how they can upgrade their promotional activities in this area.
  ReSPA might discuss with relevant regional stakeholders (and especially members of QPAS WG and PAR Network) a possibility to introduce regular annual or bi-annual reports by WG members on improvements and challenges in QM areas (based on reflection what works, why and how, how the practices could be scaled-up) in ReSPA member countries. This would strengthen ReSPA's role and presence in countries and lean towards ROI concept when talking about ReSPA's work in this area.

- *Networking inside the region and with the EU institutions*
  This includes conferences, WG meetings, mobility schemes, peer-to-peer mechanisms, etc.

- *Exchange of experiences and practices* (inside the region and with the EU institutions)
  Design and coordination of relevant research activities should be continued by ReSPA. Exchange of experiences and practices should not rest only on researches and publications. Each meeting of above WGs should have a detailed presentation of one good example of QM tools implemented in the region with discussions on everything relevant for the introduction of the tool (pre-conditions, resources needed, legislative or policy formulation, etc.) and possibilities and obstacles for introduction in each country. ReSPA could take care of a currently missing methodological tool to facilitate further evolution of QM systems and tools in the WB countries: *reflection with learning and adjustment*, providing more systemic and complexity-sensitive approach in this area.

- *Capacity building*
  This includes training of trainers, provision of advanced training on different QM systems and tools, mobility schemes, study visits, etc. Members of WGs dealing with different aspects of QM, and especially QPAS WG, should be target groups for Training Needs Analysis which should be conducted regularly.

- *ReSPA's support to legislation and policy drafting*
  ReSPA should consider an option to introduce activities where ReSPA might analyse needs and allocate resources for professional assistance to ReSPA member countries in drafting legislation, policies, strategies dealing with QM.

- *ReSPA as a role model*
  ReSPA might analyse QM tools to see if anything can be applied to its work (e.g. service charters, customer satisfaction surveys, etc.). These tools would be then developed with active role of regional stakeholders and would serve as a capacity building activity for

those stakeholders and tools can be easily disseminated throughout the region, if applicable.

This is just a broader list of what ReSPA might do in this area to help regional stakeholders to improve QM in their countries, based on opinions collected from the stakeholders.

All above mentioned is in line with ReSPA's declared objectives (ReSPA, 2016b):

- Improve co-operation in the field of public administration amongst the Members of ReSPA;
- Strengthen exchange with the Member States of the European Union and the European Economic Area;
- Strengthen administrative capacity in the public administrations of the Members of ReSPA as required by the European integration process; and
- Develop human resources in the public administrations of the Members of ReSPA in line with the principles of the European Administrative Space.

Also, ReSPA's strategic framework for the period 2016 – 2020 sets two out of three goals that promote further implementation of QM systems and tools in PA and PS. The first objective relates to increase of Government Effectiveness (World Bank Governance Index) from 2.3 to 2.9 by 2020 through:

- Helping to simplify administrative procedures in the region, and strengthening administrative justice;
- Helping ease the administrative burden on businesses and improve the business environment through promoting better regulation; and
- Promoting and supporting 'citizen/client oriented' approach as underlying concept of the Good and Economic governance improvements.

The third objective of ReSPA's strategic framework for the period 2016 – 2020 relates to professionalization and modernisation of public administrations across the region and building a shared commitment to a quality public service through (ReSPA, 2016b, p. 5):

- Strengthening and consolidating ReSPA PAR Network and regional working groups;
- Supporting its members in implementation of European Principles of Public Administration;
- Promoting the sharing of experience both within the region and from countries in the European Union through conferences, meetings, workshops, study visits, mobility schemes and other activities;
- Conducting research into the current regional progress and issues, and sharing the results and policy recommendations with decision makers in ReSPA Members;
- Promoting quality in public services throughout the region, through the development and implementation of standards for international best practice;
- Fostering the development of excellent human resource management practices matching those in EU member states;
- Concentrating greater effort on the development of dynamic leaders and an emergent leadership cadre within members' administrations;
- Promoting best technological practice through eGovernment solutions.

Maximum advantage should be taken from external support in forms of EU IPA projects/initiatives and other funds (e.g. ORF-GIZ[60]) although it should not rely exclusively on them but allow them to participate in a supplementary fashion. Only in this way the envisioned goals will be achieved, sustainability would be made possible and internal ownership over the processes would be the main driving force for quality implementation. For matters which are not possible without such external support, good planning should fit them in the overall machinery.

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[60] Good examples of adapting good practices from a specific country by other countries in the region include support provided by the ORF-Open Regional Fund as a tool of GIZ for regional cooperation and successful cases of Business-Friendly Certification and E-Permits

6. Conclusions and Recommendations

Key conclusions can be briefly summarised as follows:

- Quality Management in public administration and public services is a recent focus of Western Balkans countries as an inherent part of public administration and service delivery reforms. The countries see that as a priority from different perspectives and have different experiences related to introduction of QM tools and systems.

- Many of the QM tools and practices have already been piloted in all WB countries, with different "drivers": in Albania by well-progressing service delivery reform, in Macedonia by QM systems prescribed in the legal framework, in other countries mostly by donors' projects and international organisations.

- Both main QM systems, ISO based ones and the CAF (Common Assessment Framework), have already been piloted in the Western Balkans through different processes (bottom-up and top-down) and in different stages of implementation; with many public institutions at both administrative levels (central and local) that have implemented one or both QM systems in Macedonia, on the one side, and only a few institutions with a QM system in place in Montenegro and Kosovo*, on the other side.

- Key strengths as a base for future development of QM orientation and practices in the Western Balkans countries are as follows: Well-progressing service delivery reform and the ADISA as a branded change agent in Albania; Both bottom-up and top-down processes and experiences in Bosnia and Herzegovina, with the PARCO as a proven coordinating body and change agent well supported by the SPI; Good starting points for introduction of QM systems in Kosovo* with the KIPA supported by the GIZ and UNDP; Continuity of reforms in Montenegro and physical proximity of the ReSPA as a regional QM resource centre in the near future; Rich experience with lessons learnt regarding QM systems and practices in Macedonia, as well as a respectable pool of QM trainers and practitioners; Success of overall public administration reform in Serbia, and proven leadership role of the MPALSG with good opportunities to cooperate with the NALED and other proven organisations.

- A legal/policy framework for QM in PA and PS is still under development (work in progress) in all countries except Macedonia, as is a similar situation with human resources (a "critical mass" of QM experts exists already only in Macedonia); there is a promising HR development process in Bosnia and Herzegovina, and other countries should invest more efforts in the training of QM experts and practitioners.

- An institutional framework also varies from country to country. There is a QM (CAF) resource centre in place in Macedonia (MISA) and Bosnia and Herzegovina (PARCO); the ADISA as a branded change agent for public service delivery in Albania could also lead to more intensive use of QM systems; the MPALSG in Serbia and the KIPA in Kosovo* are already identified as key institutions to anchor institutional support for QM; Montenegro is still missing an adequate institutional framework. The current situation with academic institutions, think tanks and NGOs in the region and their eventual support to faster and better use of QM systems and tools is not promising, with few exceptions.

- The ReSPA is perceived by all informed stakeholders in the countries as a very important change agent regarding QM tools and systems in the region, especially as a networking hub and potential QM resource centre for the whole region.

Recommendations related to QM tools and practices:

- Insert a stage of *reflection* between initial introduction ("exploration" as "piloting") and further expansion and exploitation ("scaling up") of most of the tools that are already used on a small scale. The *reflection* should be focused on what really works, why and how (and what does not work and why). The reflection should be done as a team effort by the practitioners that were directly involved in QM tools/practices with careful preparation and moderation provided by appropriate facilitators. The reflection stage should be completed by an adjustment based on lessons learnt during the pilot stage, and only after such adjustment could scaling up of the tools/practices lead to sustainability and real user/citizen orientation. The ReSPA could have an important role in introducing the reflection as a new methodological tool in this area.
- Most of the tools/practices should be introduced with more emphasis on their interactions and potential synergies as demonstrated in some success cases; e.g., in the case of one stop shops, where many processes had to be restructured and simplified (based on a previous understanding of users'/citizens' needs and expectations) as a precondition for a new kind of citizen service centre. Or in the case of e-permits, where again many processes had to be restructured and red tape removed before an effective e-solution was possible. Such interactions and potential synergies should be made obvious to decision makers and practitioners in public administration "in advance" and transformed into plans as interconnected tools, with the final purpose to make delivery of public services easier and better, not only for the users but also for the servants.
- It is always better to start with tools that provide some added value, not only for users/customers but also for public servants because their motivation is usually a "critical success factor". A typical example are e-government tools, which make not only regular work of public servants easier but also application of other QM tools, e.g., for understanding users' expectations and managing satisfaction.
- Building and branding an institution as a successful change agent in a context with many traditional barriers to reforms and changes, like the case of the ADISA in Albania, could be a good example and inspiration for other countries to invest more in creating and branding champions of the reform.

Recommendations related to QM systems:

- Orientation to QM systems is already in place in Macedonia and Bosnia and Herzegovina. The other countries in the region should also have it as a priority focus of the reform. It could lead to a synergetic effect with service delivery reform and scaling up of the QM tools and practices mentioned above.
- The countries are in different stages of introduction and use of QM systems and therefore have different priorities in regard to the next steps: Bosnia and Herzegovina should complete the stage of piloting introduction of QM systems by involving other administrative levels' institutions leading in PAR, then reflection on what works, why and how, in order to make adjustments and prepare appropriate regulation before the scaling up stage; Kosovo* should continue with an initial promotion and training and carry out the stage of piloting with the next steps similar to Bosnia and Herzegovina; Serbia and Montenegro could follow the same development path with more emphasis

on promotion and training as the first step, with a parallel concentration on coherence of QM systems and tools with other aspects of the reforms; In parallel with investments in QM promotion and training, Albania should go faster into the piloting stage followed by reflection and adjustment in order to provide a high level of coherence with service delivery reform; It is the right time for Macedonia to make a reflection on the experiences gained through a strongly prescribed and top-down led process of scaling up QM systems and practices, and, based on the lessons learnt, re-adjust and re-regulate the legal/policy and institutional framework.

- Both QM systems ISO 9001 and the CAF should be promoted and used in PA and PS in the WB countries because of their advantages and complementarity.

- There is not a "formula" for success in the reforms, but three success factors have been identified in countries of the Western Balkans: identifying/creating and promoting/branding a **change agent**, **leading by example** and **facilitating evolution** of institutions to become gradually user/citizen oriented with committed leadership and management.

- There is still an open issue of support from political leadership as well as the management of public institutions to introduction and scaling up of QM systems and tools in the WB countries. Our recommendation is to approach them as decision makers and demonstrate clearly consequences that their decisions could have (both positive and negative) and their expected role in the leading of related processes and institutions.

- There is a great opportunity for the ReSPA as a regional QM resource centre and networking hub. Key focuses in that role could be: support to the countries in the area of promotion and training with a pool of trainers/experts and practitioners from the region and from the EU; networking activities for the exchange of experiences and tools/practices between the countries with a focus on emerging practices and success/failure factors; promotion of a more systemic and complexity-sensitive approach to the reform in this area, with a focus on reflection and adjustment as missing parts in the current approach; coordination of donors and international support to make regional cooperation and exchange of practices and solutions more dynamic and coherent.

Annex 1: List of Interviewed Persons for the Baseline Analysis

Interviews in Albania

- Albana Dhimitri, Institute of Public and Private Policies
- Alpina Qirjazi, PMO
- Anisa Gjika, Agency for Delivery of Integrated Services Albania (ADISA)
- Arben Memo, Training Management Consulting Ltd
- Belinda Vangjeli, NAIS
- Diamant Fiku, UNDP/STAR Project Service Delivery
- Elisabeta Luli, MEI DIS
- Elona Ajazi, PMO
- Elora Kokalari, PMO
- Erjola Xhuvani, National Agency of Information Society (NAIS)
- Ermira Rusi, Prime Minister's Office (PMO)
- Ermonela Kajo, NAIS
- Evis Qaja, PMO
- Fatmir Demneri, Albanian School of Public Administration (ASPA)
- Iain Wilson, Foundation for Local Autonomy and Governance (FLAG)
- Iris Buzi, Department of Public Administration
- Jona Haderi, NAIS
- Klodjan Seferaj, Open Society Foundation Albania
- Rovena Voda, State Ministry for Relations with Parliament
- Silva Akcani, Ministry of Energy and Industry (MEI) Department of Internal Services (DIS)
- Xhiko Shehu, MEI DIS
- Yrgys Cela, NAIS

Interviews in Bosnia and Herzegovina

- Azra Kost and Bojan Golić, ADS BIH (Civil Service Agency of BIH)
- Dalibor Ćopić, ADU RS (Civil Service Agency of Republic of Srpska)
- Enes Hadžiefendić, Agency for Statistics of BIH
- Kenan Avdagić, PARCO (Public Administration Reform Coordinator's Office)
- Lejla Ibranović and Aleksandra Martinović, Transparency International of BIH
- Ljubiša Marković, former Mayor of Municipality Centre-Sarajevo and QMS Consultant
- Mario Vignjević, Sida, Embassy of Sweden in BIH,
- Mikan Davidović, Ministry of Administration and Local Self-Government of Republic of Srpska
- Milenko Raguž, Association for Quality of BIH,
- Miljan Savić, BAS (Institute for Standardisation of BIH)
- Ranko Karapetrović and Brankica Radulović, Municipality of Laktaši
- Refik Begić and Samra Ljuca, ADS FBIH (Civil Service Agency of Federation BIH)
- Siniša Obradović, Regional Development Agency SERDA, Sarajevo,
- Slobodan Mandić, Central Bank of BIH

- Tihana Puzić and Jasmina Popin, Programme for Strengthening of Public Institutions, GIZ

Interviews in Kosovo*

- Ariana Birinxhiku Ejupi, KIPA (Kosovo* Institute for Public Administration)
- Arsim Osmani, Association of Municipalities
- Arton Berisha, MPA
- Bujar Thaqi, KIPA
- Burim Balaj, AIS–MPA
- Dardan Sejdiu, Prishtina Municipality
- Eleonora Kelmendi, UNDP Kosovo*
- Enver Haxhijaj, KIPA
- Erna Hasangjekaj, MPA (Ministry of Public Administration)
- Fjolla Raifi, UNDP Kosovo*
- Hafiz Gara, Kosovo* Standardisation Agency
- Hamit Qeriqi, Management Development Associates
- Lorik Jakupi MoEI, (Ministry of European Integration)
- Muhedin Nushi, Pristina Municipality
- Pranvera Ejupi-Hajzeraj, GIZ Project Coordinator

Interviews in Macedonia

- Aleksandra Gichevska, Head of Unit for policy design, preparing training programs, support to databases of questions, register of mentors, Ministry of Information Society and Administration

- Aneta Janevska, CAF Coordinator, Kichevo Municipality

- Ilija Patrikov, Adviser in the Unit for Internal Review of the Municipality of Strumica

- Jadranka Kungulovska, Expert on Public Administration and Local Self-Government

- Kristina Jovanova, Senior Program Assistant, OSCE Mission to Skopje

- Laura Idrizi, HR unit, Ministry for Information Society and Administration

- Margarita Ivanova, Expert designing the "Barometer of Quality in Institutions" Implementation of Methodology on Assessment of Quality in Administration

- Marija Nikoloska, Ministry of Information Society and Administration

- Nadica Mushijan, CAF Coordinator, Gjorche Petrov municipality

- Rozalinda Stojova, Ministry of Information Society and Administration

- Sanja Gjorgjiev, Unit for development and promotion of information society, Sector for development of informational society, Ministry of Information Society and Administration

- Tanja Milanovska, Ministry of Information Society and Administration

- Zvonko Naumoski, Idea OK, Skopje

Interviews in Montenegro

- Blaženka Dabanović, Civil Service Agency of Montenegro
- Ćazim Alković, Maritime Safety Department of Montenegro
- Danilo Radoman, Coordination Board for Quality, Chamber of commerce of Montenegro
- Dijana Čolaković, Tivat Municipality
- Đorđije Blažić, Faculty of Administrative and European Studies
- Goran Božović, Tivat Municipality
- Goran Vukoslavović, Bureau for Metrology
- Ivan Šikmanović, Ministry of Public Administration
- Jadranka Đurković, Civil Service Agency of Montenegro
- Jovana Marović, NGO Politikon
- Milan Perović, Centre for Quality at Engineering Faculty
- Milena Milošević, Institute Alternativa
- Milena Raonić, Bureau for Metrology
- Olivera Janković, Civil Service Agency of Montenegro
- Petar Vujović, Tivat Municipality
- Saša Šćekić, Union of Municipalities of Montenegro
- Svetlana Vuković, Civil Service Agency of Montenegro
- Vanja Asanović, Bureau for Metrology
- Vuk Maraš, NGO MANS

Interviews in Serbia

- Bojan Klačar, Center for Free Elections and Democracy
- Daliborka Srećkov, Public Procurement Office
- Dejan Milenković, University of Belgrade, Faculty of Political Science
- Dragan Vujčić, Government of Serbia, Public Investment Management Office
- Dragana Brajović, Ministry of Public Administration and Local Self-Government
- Dušan Damjanović, PALGO Centre
- Jelena Jerinić, Union University, Faculty of Law
- Jovan Filipović, University of Belgrade, Faculty of Organizational Sciences
- Ljiljana Uzelac, Ministry of Public Administration and Local Self-Government
- Miloš Jelić, Foundation for Quality Culture and Excellence
- Mladen Đurić, University of Belgrade, Faculty of Organizational Sciences
- Nikola Tarbuk, Standing Conference of Towns and Municipalities of Serbia
- Sanja Stanojević, Government of Serbia, Human Resource Management Service
- Snežana Antonijević, Government of Serbia, Human Resource Management Service
- Srđan Korać, Institute of International Politics and Economics
- Vidosava Džagić, Chamber of Commerce and Industry of Serbia

Annex 2: Questions for Semi-structured Field Interviews

At least two sets of questions should be used: (1) to get missing data/facts/information to complete desk research work, and (2) to get opinions and assessments regarding current strengths, weaknesses, barriers and opportunities for implementation of QM as well as suggestions-guidelines for implementations of QM in the country and the region.

(1) A set of questions to complete findings related to:

•   History of QM implementation in the country

•   Institutional and legal framework

Institutions involved in QM, their roles and capacities	
Legal framework related to QM and PAR (current status and eventual plans)	
Organizational and human resources relevant for QM in PA and PS	
Areas for improvement (in regard to the Institutions, Legal framework, Organizational and Human resources)	

•   Quality Management Systems in use

ISO 9001	
EFQM	
CAF	
(Sectoral Integrated Management Systems)	

•   Quality Management Tools in use and Best/Good/Emerging Practices

Tools and Practices:	Observations* from the country:
Understanding users' needs and expectations	
Direct contact with citizens and businesses	
Indirect feedback and representation	
Mystery shopping	
Life events and customer journey mapping	
Improving processes to benefit public service users	
Process re-engineering	
Administrative simplification	
Meeting user expectations of easy access to services	
The one-stop shop (OSS)	
Multi-channel service delivery	

Using e-Government to access faster, cheaper, better services	
Information to interaction	
Interoperability and 'once only'	
Moving towards digital by default	
Committing to service standards and measuring satisfaction	
Service charters	
Measuring and managing satisfaction	
Conclusions, key messages and inspiration for future	

•   Partnership with NGOs and Professional Organizations enhancing QM.

Professional QM organisations, their role and capacities	
Think tanks and research institutes involved in QM, their roles and capacities	
Academic institutions engaged in the subject, their specifics related to QM	
International/Donor funding projects in the subject (past, current or planned for the near future)	

(2) A set of questions that will help in preparation of (1) guideline for implementation of QM in the country and (2) Techniques/Systems to implement QM in a specific country (Draft Implementation plan):

Questions:	Opinions/Suggestions:
Strengths and weaknesses regarding introduction and implementation of QM in PA and PS in the country (related to QM systems, institutional and legislative framework, capacities and motivation, available resources…)	
What are the main impediments/barriers for more efficient and effective introduction of QM systems, tools and practices in PA and PS (should be elaborated more)	
Suggestions for overcoming barriers to implement QM and introduce changes	
What focuses should be selected as priorities in further QM related activities (e.g. promotional activities; capacity building activities; QM resource centre(s); practical introduction of QMS in public administration and other public institutions; probing and scaling-up of specific QM tools and practices; reflection on what works, why and how; changes in legislation…)	
Which Government support is required for the use of QM; Which external support is required	

Questions:	Opinions/Suggestions:
Which approach should be used for future QM related activities in the country: top-down or bottom-up, or both; more emphasise on a horizontal focus (covering institutions at the same level, central or regional or local) or a vertical focus (covering institutions at all levels at the same time); more intensive use of specific tools and practices during the first stage and then continue with QM systems, or start with QM systems and introduce relevant tools and practices according to the requirements of the QMS)	
Type of practices that should be in focus: adaptation of "best/good practices" from the EU countries, or "nudge" of "emerging practices" in the country and in the region	
Are there some institutions/organisations in the country that are highly successful in QM tools and practices and why they seem to be so successful	
Preferred types of changes in regard to QM in PA and PS: radical or incremental changes	
Preferred type of technical assistance: more international experts or national/local experts; centralized (QM expertise concentrated in one institution) or decentralized (professional organisations, NGOs...)	
How they see their role in further efforts related to QM in PA and PS; What is their "offer" and their "demand" in regard to QM in PA and PS	
What do they think about regional cooperation (at the WB level) in regard with QM in PA and PS; what could be sources of synergy (e. g. networking, exchange of experiences and practices, regional resource centre for QM in PA and PS, advanced training, research…)	

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