

Report

Strengthening the capacity of
Public Administration in tackling
current and future challenges

- Public Administration as part of
the solution -

01st & 02nd October 2015

Maison du Savoir, Esch-Belval, Luxembourg



8th European Quality Conference



Presidency of
the Council of the
European Union

GRAND DUCHY OF

 **luxembourg**


PREFACE

The 8th European Quality Conference (8QC) was a two-day conference being a unique platform for European public sector organisations to share their good practices and experiences. The conference took place on October 01st and 02nd 2015 in Luxembourg, during its Presidency of the Council of the European Union.

Navigation

Click on ► in the menu to directly access different pages of the report. Click on ≡ in the sections in order to return to the menu.

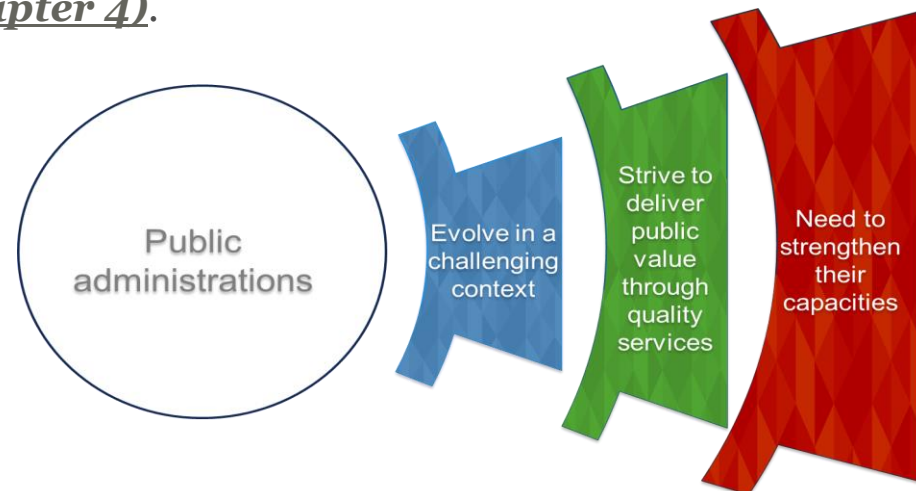
Rich content

Do not hesitate to click on the **hyperlinks** to access presentations or on  to watch videos.

This report of the 8QC gives an overview of the key subjects addressed during two days of intensive exchanges among practitioners on concrete innovating public initiatives from all over Europe.

Structure

After introducing the complex context which public administration in Europe is facing (**Chapter 1**), this report presents how public value is created (**Chapter 2**), which capacities are necessary (**Chapter 3**) and which tools are used (**Chapter 4**).





Public administration as part of the solution

“Quality of public administration strongly affects competitiveness, growth, social cohesion, and therefore the need to modernize administrative systems is a top priority across the EU”

Conclusions of Ministers responsible for Public Administration
in EU Member States meeting in Rome, December 3rd 2014



MENU

Intro

01 ▶

Context

- + Executive summary
- + The 8th European Quality Conference
- + The date & venue
- + Key words

02 ▶

Public Value

- + *Social responsibility*
- + *Ethics*
- + *Quality of public services*
- + *Equality of access and citizen centricity*

03 ▶

Key Capacities

- + *Design-thinking*
- + *Stakeholder involvement*
- + *Leadership*
- + *Smart systems*

04 ▶

Toolbox

- + *EC Toolbox*
- + *Tools from cases*
- + *List of cases*

EXECUTIVE SUMMARY

Public Administration as part of the solution!

*“Do better with less!” ... is the guiding principle for Public Administrations (PA). Scarcer resources, rising demands from citizens, technological trends, aging population and collaborators, terrorist attacks..., public administrations of European countries are facing a **common context**, continuously more complex, where issues are entangled with one another.*

*In their quest for **public value**, institutional stability, competitiveness and social cohesion, PA - in a spirit of openness & transparency - strives to provide quality public services, put the citizens in the heart of their concerns and guarantee them an equality of access.*

*It is a real paradigm shift that PA is currently undertaking to achieve their missions: in order to **reinforce their capacities**, they transform their management and **leadership** style, back on design-thinking to **involve stakeholders** in their practices and even governance. **Smart systems** are a critical asset for openness and transparency towards citizens, as well as for the improvement of internal processes and organisation.*

THE 8TH EUROPEAN QUALITY CONFERENCE

Two days of practice sharing and informal cooperation, featuring a brand new format

Key figures

300 participants

33 cases

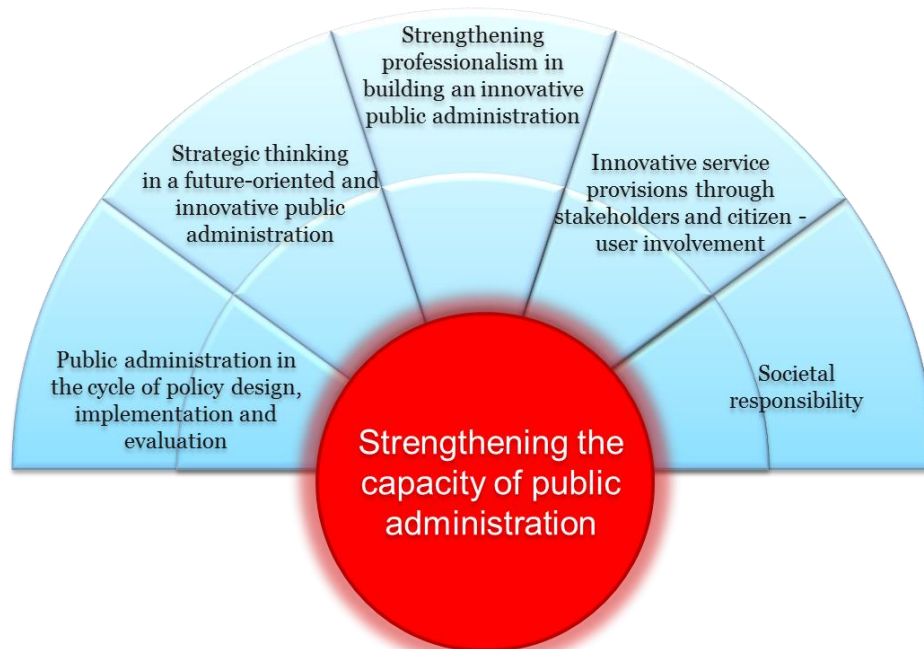
20 countries

4 high profile keynote speakers

5 key themes

After the previous conferences in Lisbon (2000), Copenhagen (2002), Rotterdam (2004), Tampere (2006), Paris (2008), Warsaw (2011) and Vilnius (2013), the Luxembourgish issue proposes new formats for exchanges, aimed at fostering the transferability of good practices.

Parallel sessions enable to **rapidly pitch** three related **cases**. They are followed by **in-depth working sessions focusing on the transferability of cases**. In a session dedicated to **design-thinking**, participants had the opportunity to **test a service design tool: the customer journey map**.



+ LINK: [CONFERENCE BOOKLET](#)

+ LINK: [KEYNOTE PRESENTATIONS](#)

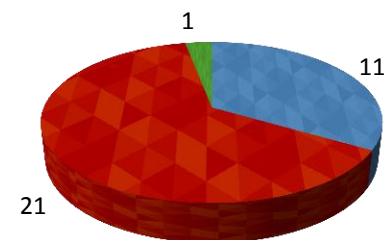
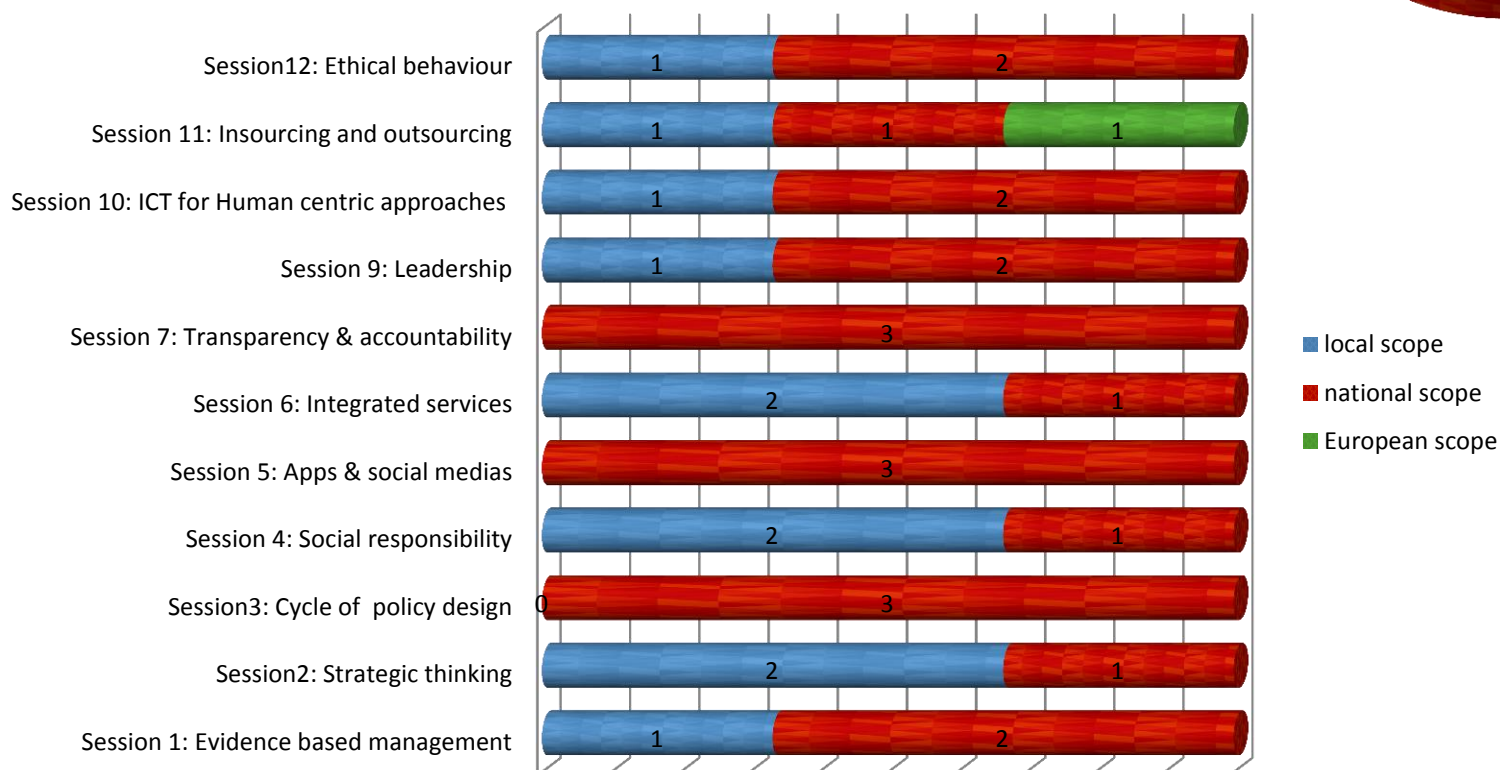
+ LINK: [CASE PRESENTATIONS](#)



THE 8TH EUROPEAN QUALITY CONFERENCE

Scope of cases

Overview of all cases





THE 8TH EUROPEAN QUALITY CONFERENCE

A general satisfaction for all participants!

How would you **rate the content of the conference** as a whole?

Did the **conference increase your awareness of strengthening the capacity of PA** in tackling current and future challenges?

How would you **rate the quality of the parallel sessions**?

How would you **rate the quality of the in depth working sessions**?

How would you **rate the structure and format of the sessions** (number of speakers/discussants, length of speeches, time allocated for discussion, representation by sector/country)?

How useful do you **rate the toolkit which was made available before the conference**?

Excellent	Very Good	Good	Satisfactory	Poor
35%	51%	12%	1%	
Excellent	Very Good	Good	Satisfactory	Poor
29%	64%	6%	1%	
Excellent	Very Good	Good	Satisfactory	Poor
20%	51%	27%	2%	
Excellent	Very Good	Good	Satisfactory	Poor
31%	47%	16%	6%	
Excellent	Very Good	Good	Satisfactory	Poor
29%	41%	23%	4%	3%

Very useful	Quite useful	Not very useful	Not useful at all
29%	41%	23%	4%

THE DATE & VENUE

*Luxembourg Presidency of the Council of the European Union,
a meaningful date and a symbolic venue*

*Mr Dan Kersch, Minister of the
Interior and Minister for the Civil
Service and Administrative
Reform of Luxembourg opened
the 8QC.*



*The Minister highlighted the symbolic meaning of
the first conference day (October 1st 2015): the
day, when the reform of the Luxembourgish public
sector entered into force.*

Belval, the innovation playground

*The 8QC was hosted in Esch-Belval, where one of
Europe's most ambitious urban development project
turned Luxembourg's biggest steelworks into "The
place for Innovation".*

*Elements of the ancient industrial site have been
maintained and integrated into a new concept around
the brand-new university, where the conference was
hosted, creating a unique environment.*



+ LINK: [LUXEMBOURG, PRÉSIDENTE DU CONSEIL DE L'UNION EUROPEENNE](#)

+ LINK: [PORTAIL RÉFORME DE L'ÉTAT](#)

+ LINK: [BELVAL](#)

[illegible]



A challenging context

01

+ *A complex & fast-changing context*

+ *Societal challenges*

A CHALLENGING CONTEXT

A complex & fast-changing context > Societal challenges

Challenges for the inner processes of the government

Policy silos and fragmented institutions

Need to transform 'information' into 'actionable evidence'

Formulating coherent strategies that will connect with implementation

Effectively integrating the results of ex post evaluation

Complex policy challenges

Inclusive growth, difficult issues

Reduced fiscal space

Technological trends

Potential of open data, crowd sourcing

The role of social media

New demands of citizens

Open government

Transparency, co-involvement in policy decisions

Keynote speaker 1: Stéphane Jacobzone

LINK: OECD



A CHALLENGING CONTEXT

A complex & fast-changing context > *Societal challenges*

Demographic issues

The European population is dramatically ageing. **New demands emerge from this demographic fact.**

Ageing is also an issue for the public administrations workforces.

Budgetary constraints

The 2008 economic & financial crises has generated an in-depth shift in priorities for PA. In a context of budgetary constraints, administrations are not only asked to do more with less, but **to do better! (Case 1.1)**

New requirements

Rising demands from citizens requiring **more dedicated services**, are confronted with the need to do better with less.

An exponentially rising demand for immigration for instance confronted with limited resources requires a complete process re-design. (**Case 3.3**)



Public value

02

-
- + *Social responsibility & citizenship*
 - + *Ethics*
 - + *Quality of public services*
 - + *Equality of access and citizen centricity*

PUBLIC VALUE

Social responsibility > Ethics > Quality of services > Equality of access

Generating public value

The role of public administrations is to **act towards common goals, as global actors** and as key elements of institutional stability, social cohesion and inclusion. These values should be **embedded in all public services**.

Meeting the needs of society has always been the main objective of the public sector. Embracing a responsible behaviour has always been a prerequisite; it becomes adamant as citizens are more and more involved.

The Social Responsibility Assessment Framework (SORAF, *Case 4.1*) is a self assessment tool aiming at developing the social responsibility of the public sector and assessing its impact on society.

Citizenship

Another dimension of public value is the social responsibility of citizens themselves. Local and regional initiatives demonstrate how to enhance citizenship (*Case 4.2*, *Case 4.3*).

PUBLIC VALUE

Social responsibility > ***Ethics*** > Quality of services > Equality of access

Beyond laws & regulations which establish common ethical principles, public administration has to tackle **new ethical dilemmas** which affect the **civil servants values** – making it necessary to develop a comprehensive & structured **ethical code**.

An ethical code is useful for **raising awareness** not only of civil servants, but also citizens, media and other stakeholders.

The **expected impacts**: (re)building public trust, increase transparency and accountability of public administrations (***Case 12.1***).

Some good practices for developing an ethical code (***Case 12.2***):

- **Identify inspiring practices** to define the values and the framework for integrity;
- **Involve the users / civil servants** in order to determine a consensus on the meaning of values related to the controversial ethical topics;
- **Differentiate** the common **values** from specific values;
- **Make the code more user-friendly** and practical (simple wording, not a compliance-based code);
- **Teach public ethics** by examples;
- **Integrate integrity measures** to existing development activities.

Do not forget to :

- Set up a toolbox to detect, prevent & act against corruption. Without a **systematic system of risk assessment** & associated sanctions, no impact on the corrupted behaviours;
- **Involve the top management**, because this strategy demands a constant leadership.

PUBLIC VALUE

Social responsibility > Ethics > *Quality of services* > Equality of access

Quality management has become highly technical and is sometimes **perceived as dehumanised**.

Prof. Yves Emery returned to the roots, highlighting the wisdom of charismatic quality management pioneers and **revisiting it for the 21st century and its corresponding challenges**.

Out of this exercise, **some suggestions for practitioners** were drawn :

- Make a **clear distinction** between «content quality» and «quality of service»;
- The need for **co-design and commitment practices**;
- **Mixing** individual and collective **evaluations** within the organisation;
- **Participatory-control practices** and developmental feedbacks are essential in 21st century's organisations;
- Organisational structure/chart replaced by **process charts**;
- **Measurement** (of any indicators) does not improve anything;
- **Continuous learning** for each employee, regardless of his/her job in order to survive through added-value, not through statute;
- Long term investment in **cultural change**, putting emphasis on **transformational leadership**;
- The **citizens as innovation consultants**...

“Quality [...] Everyone is for it. Everyone feels they understand it. Everyone thinks execution is only a matter of following natural inclinations. And of course, most people feel that all problems in these areas are caused by other people (if only they would take time to do things right).” (P. Crosby, 1979)

Keynote speaker 4: Prof. Yves Emery

LINK: IDHEAP



PUBLIC VALUE

Social responsibility > Ethics > *Quality of services* > Equality of access

Public administrations have to **manage the scarce resources** and develop an **outcome oriented culture**.

A decision-making process can not be:

- efficient without **performance management system**;
- relevant without **strategic thinking** in a future oriented and innovative public administration.

Therefore the quality of public services monitoring is an element to develop an **integrated management system** (*Case 2.1*). The indicator system can be used for:

- Formulation of objectives for strategic programs;
- Monitoring & evaluation of long term changes in the dialogue with stakeholders;
- Evaluation of the effectiveness of policies and efforts made.

This system can be included in the development of a regulation, a partnership agreement or yet an operational programme and other tools for the implementation and the support of public authorities.

On this basis, PA identifies the priorities of the most relevant aspects according to the framework of the concerned policy.

Some suggestions:

- **A model of performance** with key and clear objectives;
- **A budgetary performance structure**;
- **A continuous system of impact assessment**;
- **A variety of indicators related to different stakeholders** (politics, ministry, public agents).

PUBLIC VALUE

Social responsibility > Ethics > Quality of services > *Equality of access*

Equality of access

Guaranteeing an equality of access to public service is not only a factor for the quality of services but also for social cohesion.

A first step towards an equal access to public services is a transparent and accessible **catalogue of services** (Case 11.2).

Ensuring **an equal access to public procurement** to all companies is also a factor contributing to public value (Case 7.1 , Case 7.2).

So is the **accessibility & transparency** of public-generated data (Case 7.3, Case 11.1).

Citizen centrality

Citizen needs should shape public services and not the way PA is organised. **Shape public services** while exchanging with the **addressees-customers** and **monitor quality together** with them.

If the public administrations have to monitor the quality of public services (for examples: gaining control on the budget; reducing the waiting list in the service delivery), these practices have to be completed by **citizen-centric approaches** (Case 6.1, Case 6.2) in order to **be sustainable & effective**.

To justify the public value of such innovative practices, do not hesitate to :

- **Let yourself be inspired by the recommendations** of the OECD or others **legitimate actors** (Case 6.3) and build your ad-hoc approach;
- Integrate other public authorities in **an holistic way in order to break administrative silos**.



+ *Key capacities to strengthen*

03

-
- + *Design-thinking*
 - + *Stakeholder involvement*
 - + *Leadership*
 - + *Smart systems*

KEY CAPACITIES

Design-thinking > Stakeholder involvement > Leadership > Smart systems

Co-production to generate tailored & innovative solutions.

In a context where problems are getting more and more complex and best practices cannot be copy-pasted, **systematic experimentation is needed to discover what works out**. In his keynote speech, **Sune Knudsen (Danish Design Center)** highlighted the **impact of design-thinking on public services: co-production with citizens** enables to design innovative solutions, tailored to **specific needs**, and contextualised to **specific situations**.

Design-thinking provides a framework for co-production: from the exploration of the problem to the generation of alternative scenarios and hereby enacting new practices.

A dedicated workshop

During a whole afternoon, participants had the opportunity to take part in a practical design-thinking lab co-animated by DDC and LIST: they experimented **to design a customer journey map**.



Keynote speaker 2:
Sune Knudsen (Danish Design Center)

KEY CAPACITIES

Design-thinking > **Stakeholder involvement** > Leadership > Smart systems

Stakeholder involvement is a means to strive for targeted improvements and expected outcome.

PA must engage in a continuous and meaningful dialogue with its stakeholders - from national, regional and local government to European authorities, citizens and NGOs – and internal staff within public administration.

Participation in the PA is a legitimating factor, shows political engagement and global sustainability:

- In the strategic planning of foresight exercises (**Case 2.2**);
- In the policy design of existing services (**Case 3.1**);
- In a redevelopment area to boost a territory (**Case 3.2**);
- For the identification of key indicators (**Case 2.3**);
- In the evaluation of public service efficiency (**Case 5.3**).

New types of exchanges can generate a new dialogue based on co-creation and collaboration.

The **staff involvement** can be one very important source of information in policy design. Collaborators can create a vision-based strategy and ensure a high level of service quality.

They can foster a data collection to highlight relevant evidence of improvements due to innovative participatory methods (**Case 1.2**).

KEY CAPACITIES

Design-thinking > Stakeholder involvement > **Leadership** > Smart systems

3 key roles in this new model for staff management (**Case 9.3**):

- Leader;
- Coach &
- Change agent.

These innovative missions require a medium- to long-term effort to have deeper results, creating a new innovative & positive culture within PA (**Case 9.2**).

Set up an ambitious action plan to develop a new paradigm in terms of managerial skills.

An impact assessment ensures that this ambitious plan is relevant and generates the expected results. Without it, the employees involved in change and innovation processes will not notice the success /failure of leadership development.

Thanks to a new HR policy based on leadership tools, the public administration will encourage the promotion of trust between public agents (**Case 9.1**).

Transformational leadership as a new managerial culture which will disseminate the keys areas of engagement within public administration.

KEY CAPACITIES

Design-thinking > Stakeholder involvement > Leadership > **Smart systems**

Social media & apps are powerful tools, leading to:

- **Openness & transparency:** creating channels of communication between citizens and their administrations (Case 5.2)
- **Inclusiveness:** enabling to address specific groups of people and to engage an ongoing dialogue between PA and his stakeholders
- **Citizen involvement:** enabling groups of citizens to participate in the improvement of public services or in the creation of knowledge
- **Modernity:** being user-friendly, like square codes or elements of gamification (Case 5.1)
- **Efficiency:** contributing to the improvement of service quality and governance while reducing costs

A clear strategy as well as an involvement at the highest governmental level are required.

Do not forget that – without a clear strategy – the multiplication of channels of communications may hinder clarity and transparency in public offer....

KEY CAPACITIES

Design-thinking > Stakeholder involvement > Leadership > **Smart systems**

Tackling the inner changes of public administration such as the innovation support and customer orientation.

Cutting the red tape

Digital tools are an opportunity to foster cultural change and fight absurd bureaucracy, to renew learning processes and to minimize the administrative burden. The effective implementation of a cooperation platform between municipal actors and central government (**Case 11.3**) creates synergies at all levels to reach a better financial governance.

Supporting processes and organisation

It becomes more and more useful to be supported by an integrated system with an IT tool in order to:

(**Case 10.1**, **Case 10.2** and **Case 10.3**)

- Aggregate the collected data and identify the potential risks for critical situations;
- Support the decision-making processes thanks to a monitoring dashboard (**Case 1.3**);
- Build a dynamic, inclusive and cohesive work environment which ensures a high quality of service ;
- Rethink work processes, improve mobility and collaborators experience, and even their well-being.



+ *Toolbox*

04

+ *EC Toolbox*

+ *Tools from cases*

+ *List of cases*

TOOLBOX

EC Toolbox > Tools from cases > List of cases

Click on the picture to access content of report.

Ambition

Support a change of culture within PA and real improvements for citizens & businesses, thanks to EU funding.

Opportunity

Create a link between policy and funding; from inspiring practices integrated in a knowledge management base.

Develop a guidance, a basis for dialogue within public administration.



The toolbox is more like a **cookbook**: you choose what you like/what suits you...

Seven thematic chapters:

Better policy-making

Embedding ethical & anti-corruption practices

Professional and well-performing institutions

Improving service delivery

Enhancing the business environment

Strengthening the judicial system

Managing public funds effectively (including PP and ESIF, TO11)



Keynote speaker 3: Florian Hauser

LINK: [EUROPEAN COMMISSION](#).



TOOLBOX

EC Toolbox > Tools from cases > List of cases

Concretely – What types of practices?

Click on chapters to discover their content:

Better policy-making

Embedding ethical & anti-corruption practices

Professional and well-performing institutions

Improving service delivery

Enhancing the business environment

Strengthening the judicial system

Managing public funds effectively (including PP and ESIF, TO11)

Policy lab

Financial transparency system

Once only principles of data registration

Digital by default

eProcurement

eJustice

Open by default



TOOLBOX

EC Toolbox > *Tools from cases* > List of cases

Click on the flag to access the case description.



TOOLBOX

EC Toolbox > Tools from cases > *List of cases*

Parallel Session 1: Better results via evidence-based management

- | | | |
|-----|--|-----------|
| 1.1 | <u><i>Implementing Performance Management in the Austrian Federal Administration</i></u> | Austria |
| 1.2 | <u><i>Vision-based Strategy of State Railway Inspectorate under the Ministry of Transport and Communication</i></u> | Lithuania |
| 1.3 | <u><i>Heritage Management E-System(HERMES): Saving Historic Buildings in Hermoupolis with Conservation Plan and Public Awareness</i></u> | Greece |

Parallel Session 2: Strategic thinking in a future-oriented public administration

- | | | |
|-----|--|------------|
| 2.1 | <u><i>Quality of public services monitoring as an element of local government integrated management system</i></u> | Poland |
| 2.2 | <u><i>Lisbon-Europe 2020</i></u> | Portugal |
| 2.3 | <u><i>A strategic vision of Air navigation in multi-level networks</i></u> | Luxembourg |

Parallel Session 3: Public administration in the cycle of policy design, implementation and evaluation

- | | | |
|-----|--|-------------|
| 3.1 | <u><i>How to turn ethnographic insight into more efficient policy-making</i></u> | France |
| 3.2 | <u><i>Room for the River</i></u> | Netherlands |
| 3.3 | <u><i>Innovative service provisions in Finnish Immigration Service through stakeholders and citizens involvement</i></u> | Finland |

Parallel Session 4: Enhancing social responsibility in public administration

- | | | |
|-----|---|---------|
| 4.1 | <u><i>A self-assessment tool on social responsibility</i></u> | |
| 4.2 | <u><i>Social Xchange – more than a charity shop</i></u> | Romania |
| 4.3 | <u><i>Spin your region up! Students and public administrations together</i></u> | Poland |



TOOLBOX

EC Toolbox > Tools from cases > *List of cases*

Parallel Session 5: Speak Up! Opportunities of Apps & social media

- | | | |
|-----|--|---------|
| 5.1 | <u><i>Using a hormone check app in the work of removing endocrine disrupting chemicals</i></u> | Norway |
| 5.2 | <u><i>Public Administration – closer to the Citizens through Social Media</i></u> | Romania |
| 5.3 | <u><i>Football – “Pass to get a better result!”</i></u> | Latvia |

Parallel session 6: Towards more integrated services solutions

- | | | |
|-----|--|-------------|
| 6.1 | <u><i>The Child protection agency: “Every Child Safe – forever”</i></u> | Netherlands |
| 6.2 | <u><i>CAF Assessment at the Education Department of City of Vantaa</i></u> | Finland |
| 6.3 | <u><i>Pathways to Work</i></u> | Ireland |

Parallel session 7: Towards a more transparent and accountable public administration

- | | | |
|-----|---|----------|
| 7.1 | <u><i>E-auctions in Public Procurement</i></u> | Slovenia |
| 7.2 | <u><i>Central Electronic Registry of Public Procurement (CERPP)</i></u> | Greece |
| 7.3 | <u><i>Data4All</i></u> | Italy |

TOOLBOX

EC Toolbox > Tools from cases > *List of cases*

Parallel Session 9: Leadership and Human Resources in a changing society

- | | | |
|-----|--|----------|
| 9.1 | <u><i>Promoting work ability in times of changes</i></u> | Germany |
| 9.2 | <u><i>Human centric model for HR management</i></u> | Portugal |
| 9.3 | <u><i>Leadership development in the Federal Public Service Finance</i></u> | Belgium |

Parallel Session 10: A Copernican revolution: human-centric approaches facilitated by ICT?

- | | | |
|------|--|-----------|
| 10.1 | <u><i>Digitalisation of the work processes – introducing mobility at Banedanmark</i></u> | Denmark |
| 10.2 | <u><i>Intelligence-led Prevention and Fight against General Crime</i></u> | Lithuania |
| 10.3 | <u><i>Feeling Guide – an Electronic Tool for Improving Employee Well-being</i></u> | Latvia |

Parallel Session 11: Impact of insourcing and outsourcing in public administrations

- | | | |
|------|--|------------|
| 11.1 | <u><i>Swedish experiences of outsourcing – an analysis</i></u> | Sweden |
| 11.2 | <u><i>Catalogue of services: a balanced partnership</i></u> | Belgium |
| 11.3 | <u><i>Inter-municipal approach on IT management</i></u> | Luxembourg |

Parallel Session 12: Strengthening ethical behaviour and fighting corruption

- | | | |
|------|---|---------|
| 12.1 | <u><i>An overview of tools and ways to strengthen ethical behaviour and fighting corruption (chapter 2 of the European toolbox)</i></u> | n.a |
| 12.2 | <u><i>New code of ethics for officials</i></u> | Estonia |

To
conclude



Mrs Paulette Lenert,
Director General, Ministry
of Civil Service and
Administrative Reform of
Luxembourg



8th European Quality Conference



8TH EUROPEAN QUALITY CONFERENCE

Bonus material

Find the following words in the puzzle:

Capacity
Solution
Value
Leadership
Challenge
Citizenship
Openness
Transparency
Quality
Ethics
Services
Equality
Sustainable
Smart

N	N	N	F	Z	L	Z	E	G	E	U	T	P	S	M
W	B	F	O	V	S	Q	F	G	B	R	I	I	E	E
I	L	P	L	P	U	C	N	C	A	V	J	H	R	U
S	W	G	F	A	E	E	I	N	Z	Z	I	S	V	L
Y	B	F	L	E	L	N	S	H	O	R	Y	R	I	A
O	V	I	E	L	L	P	N	O	T	G	H	E	C	V
S	T	S	A	T	A	B	B	E	G	E	S	D	E	B
Y	A	H	R	R	O	J	A	Q	S	D	B	A	S	K
M	C	A	E	H	P	G	N	N	P	S	N	E	B	S
L	M	N	V	S	O	L	U	T	I	O	N	L	B	K
S	C	T	E	N	S	U	G	S	B	A	G	T	Y	P
Y	T	I	L	A	U	Q	I	N	W	F	T	K	B	L
P	I	H	S	N	E	Z	I	T	I	C	J	S	R	E
L	Q	I	Z	V	E	S	C	D	Q	T	B	Y	U	B
Z	D	Z	M	G	B	E	G	G	M	Z	Z	V	G	S