European Commission

Quality of Public Administration
A Toolbox for Practitioners

Introduction: Foreword, Acknowledgements, Why a Toolbox, Readers' Guide and Abbreviations

The size, structure and scope of public institutions is unique to each country, and their architecture and organisation is a national competence. At the same time, good governance is recognisably in the interests of the whole EU, as well as individual Member States, to achieve maximum value from limited public funds (including ESIF). This Introduction describes the concept and context for the Toolbox, linking policy to funding, and contains a Readers' Guide on the structure, the style and the case studies from Europe and beyond.

Social Europe

The Quality of Public Administration "Toolbox" is developed on behalf of the European Commission's Inter-service group on Public Administration Quality and Innovation.

It is based on a joint effort by the following Commission's services: BUDG, CNECT, DEVCO, DIGIT, ECFIN, EMPL, EUROSTAT, GROW, HOME, HR, JRC, JUST, NEAR, REGIO, RTD, SG, SRSS and TAXUD.

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The publication was produced with the technical assistance of the European Institute of Public Administration (EIPA) and Mackie O' Sullivan Consulting Ltd.

Manuscript completed in August 2017

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Luxembourg: Publications Office of the European Union, 2017

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PDF doi:10.2767/010483 KE-04-17-932-EN-N

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Foreword

The quality of a country's institutions, both governmental and judicial, is a key determining factor for its well-being. 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, and maximising the benefits from EU membership.

Public authorities must be able to adjust to dynamic and often disruptive changes in the economy and society. In an increasingly 'connected' but uncertain world, policies and structures that have been successful in the past might not be sufficient or appropriate to serve citizens and business in the future. The ability to reflect today's needs and to anticipate tomorrow's, agile enough to adapt, must become permanent features of the public sector. Most of all, administrations must build on a solid foundation: ethical, efficient, effective and accountable.

The EU supports Member States' administrations to become fit for the future. During the European Semester process, the European Commission reviews Member State administrations' performance and the underlying areas for improvement. The European Council adopts country-specific recommendations based on this analysis. The European Structural and Investment Funds have a dedicated thematic objective for investing in the quality and capacity of public authorities. For the 2014-2020 period, 17 Member States have been allocated EUR 4.2 billion from the *European Social Fund* and the *European Regional Development Fund* for that purpose. Many other EU programmes and initiatives support the needs for learning and development of joint solutions in specific areas such as taxation, customs, justice, eGovernment, etc. The *Structural Reform Support Programme* provides technical support for the design and delivery of institutional development measures.

The *EU Quality of Public Administration Toolbox* was first launched in April 2015 to support, guide, encourage and inspire those who want to build public administrations that will create prosperous, fair and resilient societies. The Toolbox aims to help countries with addressing country specific recommendations, and with delivering successful strategies and operational programmes. There is no panacea – one solution for all – to building quality administrations, but we have sought to capture the various dimensions and complexities and to make them easily accessible to the practitioner.

Since its first publication, the Toolbox has been widely presented and discussed with Member States, regional and local authorities, and social partners. The non-prescriptive style of the Toolbox made it especially attractive to the audience. The electronic version or individual chapters have been downloaded more than 25,000 times.

The Toolbox 2017 edition builds on user feedback and demand for more detailed information, as well as wider coverage of topics. It includes: more recent policy developments and refreshed case studies; some extra topics (such as data analytics and applying behavioural insights); greater depth in some fields of interest (such as managing integrity and corruption risk, performance management and human resources management); two additional chapters on government structures (multi-level governance) and change management; and over 50 new case studies. As before, it brings together

various EU policies and international standards that concern the quality of public administration in any country. It now illustrates the application of principles and tools with more than 220 inspiring examples from Member States and around the world. The support and collaboration of Member States for the preparation of the case studies has been most valuable to illustrate inspiration and action for building better administration around Europe.

This is not the end of the story, but rather a starting point. The Toolbox was originally assembled and published to start a dialogue and stimulate thinking. We expect it to continue to be a key instrument to manage, share and develop knowledge to enable European authorities to design and deliver quality policies and public services. We hope that you find valuable, inspirational and practical tools inside.

Acknowledgements

The EU Quality of Public Administration Toolbox is a product of the European Commission's *Inter-service group on Public Administration Quality and Innovation*. It is the result of an active collaboration and co-production of the following Commission Services, which designed, steered and contributed to its structure and contents:

- Budget (BUDG)
- Communications Networks, Content and Technology (CNECT)
- Economic and Financial Affairs (ECFIN)
- Employment, Social Affairs and Inclusion (EMPL)
- European Neighbourhood Policy and Enlargement Negotiations (NEAR)
- European Statistics (EUROSTAT)
- Informatics (DIGIT)
- Internal Market, Industry, Entrepreneurship and SMEs (GROW)
- International Cooperation and Development (DEVCO)
- Human Resources and Security (HR)
- Joint Research Centre (JRC)
- Justice and Consumers (JUST)
- Migration and Home Affairs (HOME)
- Regional and Urban Policy (REGIO)
- Research and Innovation (RTD)
- Secretariat-General (SG)
- Structural Reform Support Service (SRSS)
- Taxation and Customs Union (TAXUD)

The original Toolbox was presented and discussed in several fora and to various stakeholder audiences, including: a European Commission seminar on Modernising Public Administration; the SME Assembly; the European Network for Public Administration (EUPAN) meeting under the Italian, Latvian and Luxembourg EU Presidencies; the European Social Fund Committee; the eGovernment Expert Group; the Committee of the Regions; and European social dialogue associations (TUNED, CESI). The Toolbox content was further presented and discussed with the public administrations of Austria, Bulgaria, Greece, Italy, Romania, Slovakia and Slovenia, which helped to shape its updating by focusing on topics of interest.

The original Toolbox and its draft chapters further benefitted greatly from reviews and comments by: DG EMPL's counterparts in Member States; DG GROW's *Network of SME Envoys*; Benedict Wauters, Vladimir Kvača and the *Community of Practice for Results Based Management*; Professor Gerhard Hammerschmidt, faculty and research staff at the Hertie School of Governance in Berlin; and Professor Wouter van Dooren (University of Antwerp).

During the updating and extension of the Toolbox and the discussions with Member State administrations, special thanks should also go to the contributions / presentations of Danielle Bossaert (Ministère de la Fonction Publique et de la Réforme Administrative, Grand Duchy of Luxembourg), Dr. Christoph Demmke (University of Potsdam), Sarah Heywood (Public Appointments Service, Ireland), Michael Kallinger and Roland Schneider (Federal Performance Management Office, Federal Chancellery, Austria), Dr Éva Kovács (National University for Public Service, Hungary), Albena Kuyumdzhieva (Good Governance & Anticorruption Advisor, formerly Head of Unit 'Fight against Corruption', Bulgarian Ministry of Justice), Tarmo Leppoja (State Shared Service Centre, Estonia), Fernando de Pablo Martín (formerly of the Office for the Execution of the Reform of the Administration, Spain), Frank van Massenhove (Federal Public Service of Social Security, Belgium),

Professor Jan-Hinrik Meyer-Sahling (University of Nottingham), Toomas Mölder (Information System Authority, Estonia), Dr. Angelika Poth-Mögele and Carol Thomas (Council of European Municipalities and Regions), Shirley Salm (Ministry of Justice, Estonia), Kristien Verbraeken (Flemish Integrity Coordinator, Belgium), and Françoise Waintrop and Mariam Chammat (Secrétariat Général pour la Modernisation de l'Action Publique, France).

Invaluable inputs were provided by **public administrations in all 28 Member States**, especially by the hundreds of key officials that took time out of their very busy schedules to review, update and expand draft materials for the Toolbox's case studies. They are too numerous to list individually here, but each of their names can be found at the end of the dark green boxes of inspiring examples throughout the chapters (see readers' guide). Mention should also be made of the 22 representatives from Member State administrations, who provided feedback and some detailed suggestions on the early drafts of the original Toolbox, which was much appreciated. Special thanks go to all those who made the Toolbox possible.

The work on the Toolbox was coordinated by the European Commission's *Directorate General for Employment, Social Affairs and Inclusion*, with Florian Hauser as editor. Technical assistance to produce the Toolbox was provided by the *European Institute of Public Administration (EIPA)* and *Mackie O'Sullivan Consulting Ltd*, with Nick Thijs as the original project manager and Iain Mackie drafting the main text.

Why a Toolbox on Public Administration?

"*Much more important than the size of government is its quality … There is a very powerful correlation between the quality of government and good economic and social outcomes*". Professor Francis Fukuyama, Political Order and Political Decay, 2014.

Linking policy to funding

Given its potential contribution to economic growth, strengthening public administration is a recurring priority of the Annual Growth Survey that kicks-off each European Semester of economic policy coordination between the European Commission and Member States, and the resulting country-specific recommendations (CSRs) for civil and judicial administrations. In November 2016, the Commission published a series of thematic factsheets under the European Semester, including a factsheet on quality of public administration.

The size, structure and scope of public institutions is unique to each country, and their architecture and organisation is a national competence. At the same time, good governance is recognisably in the interests of the EU as a whole, as well as individual Member States, to achieve maximum value from limited public funds. 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.

This Toolbox is intended as a reference and resource, not a prescription or a panacea, by **signposting the reader to relevant and interesting practices** - inspiring examples that are potentially transferable to their own situations - to help Member States in following up their CSRs.

The European Structural and Investment Funds (ESIF) in 2014-2020 explicitly encourage and enable Member States to strengthen governance under the thematic objective 11: "*enhancing institutional capacity of public authorities and stakeholders and efficient public administration"*. TO11 is expected to co-fund operational programmes (OPs) in excess of €4 billion.[1] Implicit but also important support may be provided under thematic objective 2 "*enhancing access to, and use and quality of, information and communication technologies*", as well as the other objectives, triggering reforms in the management and delivery of particular public services (for example, water and waste management under thematic objective 6, or employment and social services under thematic objectives 8 and 9).[2]

More specifically, institutional capacity building in the administration and judiciary under TO11 will be supported by the European Social Fund (ESF) and the European Regional Development Fund (ERDF) with the objective of creating institutions which are stable and predictable, but also flexible enough to react to the many societal challenges, open for dialogue with the public, able to introduce

[1] A summary of the operational programmes can be found at: http://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=7932&type=2&furtherPubs=yes
[2] Regulation (EC) 1301/2013 of the European Parliament and the Council, Article 9.

new policy solutions and deliver better services. The investment in the human capital of the public sector is oriented towards better policy making and administrative service delivery, more efficient organisational processes, modern management, and motivated and skilled civil servants and magistrates.

Potential action	Examples of coverage	Available source
Improving policy formulation and implementation	Systems and methods for evidence-based policy making, establishing forward planning and policy coordination units, tools for monitoring and evaluation, co-design and co-production mechanisms, etc.	ESF, for Member States with at least one less developed region and/or which are eligible for Cohesion Fund assistance
Developing appropriate organisational structures	Structural analysis, decentralisation, reallocation of functions, management of reforms, etc.	
Designing and implementing human resources strategies	Functional mapping and staffing analysis, training needs assessment, performance appraisal and career development methodologies	
Improving the delivery and quality of services	Reforms to reduce administrative burdens, integration of services (focus on back office), one-stop shop delivery (focus on front office)	
Skills development at all levels in administration and judiciary	Magistrates and judicial administration, traineeship programmes, coaching, mentoring, e-Learning networks,	
Developing eGovernment	Investing in electronic service delivery, interoperability, e-Procurement, e-Invoicing, e-Justice, e-Health, etc.	
Improving the interaction between institutions	Mechanisms for public participation, actions for better law implementation and enforcement, tools for increased transparency and accountability, etc.	
Enhancing the capacity of stakeholders to contribute to employment, education & social policies	Social partners and non-governmental organisations	ESF, for all Member States and regions
Developing sectorial and territorial pacts	Employment, social inclusion, health and education domains at all territorial levels.	
Strengthening administrative capacity related to the implementation of ERDF (including ETC)	Managing authorities, intermediate bodies, paying authorities, audit authorities	ERDF, where eligible
Support of actions in institutional capacity and in the efficient public administration supported by the ESF.	Where necessary, provision of equipment and infrastructure to support the modernisation of public administration.	

ESF support will focus on horizontal reforms for promotion of good governance at national, regional and local levels. Capacity-building actions might cover a single authority or several responsible for a specific field (for example, policy formulation, supervision, tax administration, etc.) in a cross-cutting approach. Other EU programmes are also applicable, such as: Connecting Europe Facility (digital), Europe for Citizens, Horizon 2020, Justice Programme, and The Rights, Equality and Citizenship Programme.

This Toolbox is intended to provide ideas for initiatives, which can help national authorities to meet the ex-ante conditionality and to implement TO11 programmes successfully with ESIF and other EU funding sources, including managing authorities, intermediate bodies and prospective beneficiaries.

The foundation of socio-economic success

With around 75 million employees, the public sector is Europe's biggest single 'industry', employing around 25% of the workforce (around 16% in central government alone) and responsible for almost 50% of GDP. Given its scale and scope, public administration – the organisation and management of publicly-funded resources – has enormous importance for the daily lives of our citizens, and the performance and prospects of our businesses.

Governance is the manner in which power is exercised in the management of a country's economic and social resources for development. Good governance is considered the ability to achieve stated policy goals, in line with the principles and values of integrity, rule of law, transparency, accountability, effectiveness and efficiency, among others.

Globally, the quality of public administration is pivotal to both economic productivity and societal well-being. There is overwhelming evidence that high income per capita economies have the most effective and efficient public institutions.[3] Good governance and legal certainty are necessary for a stable business environment. It is essential that the institutions that govern economic and social interactions within a country fulfil key criteria, such as the absence of corruption, a workable approach to competition and procurement policy, an effective legal environment, and an efficient judicial system. Moreover, strengthening institutional and administrative capacity, reducing the administrative burden and improving the quality of legislation underpin structural adjustments and foster economic growth and employment.

Capacity-building that creates efficiencies in public administration can increase productivity in the whole economy, through faster procedures, improved and more accessible services, quicker start-ups, and fewer unproductive demands on existing businesses. Well-functioning institutions are a pre-condition for the successful design and implementation of policies to promote socio-economic development and to contribute to growth and employment, in line with the Europe 2020 goals.

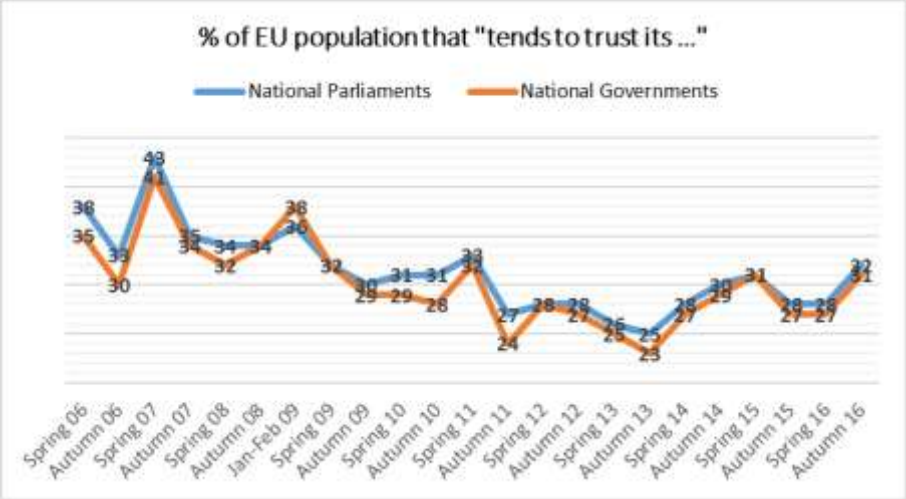
"*Productivity is not simply the result of the availability of capital and technology, of differences in the skills of individual workers. In the modern world, skills can be developed everywhere, and capital and technology flow freely between countries. The economic lives of individuals are the product of the systems within which they operate. The difference between rich and poor states is the result of differences in the quality of their economic institutions*". Professor John Kay, The Truth About Markets, 2004.

Fundamentally, governance is based on trust: the silent covenant by which the public gives consent to civil and judicial administrations to exercise authority on their behalf. Good governance reinforces public trust. If public administrations are to fulfil their mandates effectively as the stewards of public power and resources, steering their economies towards prosperity and their people towards a

[3] See Douglas North (2009), *Institutions, Institutional Change and Economic Performance*, who defines institutions as the rules and norms that humans impose on themselves to constrain their behaviour, prohibiting, permitting or requiring specific political, economic or social actions. By contrast, the OECD's 2003 report starts from the narrow North perspective, but also takes account of much broader definitions of 'institution' to include the more conventional contribution of *organisations* in the public sphere. The OECD research analysed the impact of institutions on development outcomes and found that institutions matter and have a direct impact on growth, while the IMF's 2002 study of their impact on economic development finds the "*estimated direct effect of institutions on incomes is positive and large*".

secure and better quality of life, they need legitimacy and credibility in the eyes of the public (as citizens, voters, service users and potential entrepreneurs), existing businesses and prospective investors, and other administrations. They should be good employers, fair regulators and reliable partners.

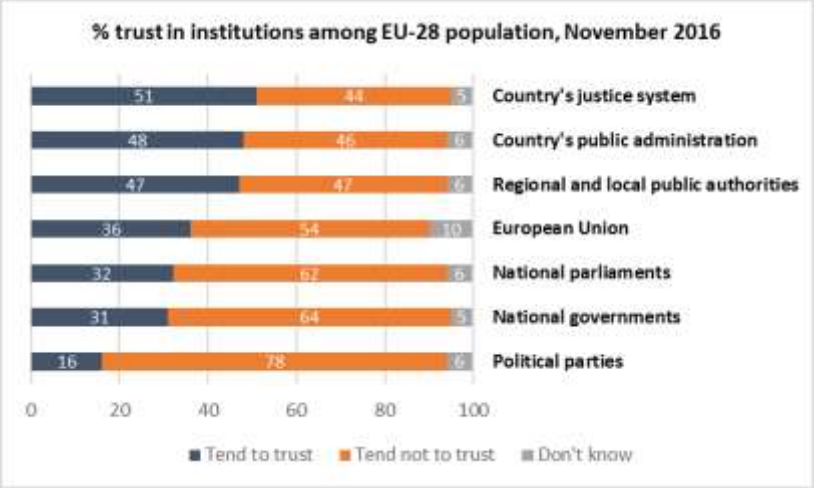
Over the last 10 years, the Commission's Eurobarometer surveys have traced a wavering but general downward trend in the public's tendency to trust its national parliaments and governments, which stood at an average of just 32% and 31% (respectively) of the EU population at November 2016. Confidence in the EU has also slipped, although from a higher base.



Trust is subjective, and can be negatively influenced by a variety of factors. Irrespective of the efforts of individual organisations and officials, perceptions can be highly corrosive if they undermine confidence in public administrations and lead citizens and businesses to turn to 'informal channels' and the 'grey economy', starving governments of much-needed revenue to pay for public services and welfare. The rise of 'anti-establishment sentiment' across Europe in opinion polls and voting patterns is an embodiment of lack of trust in established administrations. At the same time, the advent of the global financial and economic crisis may be a contributory factor in the observed fall in the 'tendency to trust', as citizens react to hard times and high unemployment across the EU, and administrations struggle to stimulate economic uplift and raise living standards.

"*Nurturing trust represents an investment in economic recovery and social well-being for the future. Trust is both an input to economic reforms – necessary for the implementation of reforms – and, at the same time, an outcome of reforms, as they influence people's and organisations' attitudes and decisions relevant for economic and social well-being. As a result, trust in government by citizens and businesses is essential for effective and efficient policy making, both in good times and bad ... While trust takes time to be established, it can be lost quickly.*" OECD, Government at a Glance, 2013.

Trust is shaped by both expectations and experience. While there are limits to how far governments can influence aspirations in an era of 24/7 news and social media, expectations present a benchmark against which public administrations can calibrate their performance.



In this light, it is notable that confidence tends to be higher on average in regional and local authorities (46%) that are generally seen as closer to citizens and businesses. Public administrations can also build on the 'micro-level' trust in individual public services[4], which is typically much higher than the 'macro-trust' in governments, which might explain their higher rating in the Eurobarometer survey.[5]

Gaining and retaining trust requires public administration to adhere to underlying principles, such as legality (rule of law), integrity and impartiality, and to demonstrate values such as openness, efficiency and accountability. For more details, please see the 'principles and values of good governance' section of this Toolbox, which highlights the importance of not only stating and sharing values across civil and judicial administrations at all levels, but also applying them as well.

This means **smart reform:** building strong and agile administrations that are able to understand and meet the immediate needs of citizens and business, pro-active and fit for the future, ready for the needs of both an ageing and ever more mobile society, to respond to the challenges of climate change, and to adapt to the digitalisation of virtually every aspect of our lives. Strengthening the quality of public administration requires a regular reflection on how institutions add value, as a basis for designing and delivering policies that deliver economic and social development. This implies, for example:

- Re-thinking the scope of government;
- Re-engineering administrative processes and becoming more user-centric;
- Investing in the capacity of civil servants and civil society;
- Making better use of ICT to meet the needs of an "online society"; and
- Improving the business climate by having smarter regulations.

[4] See, for example, the citizen satisfaction ratings for OECD members within the EU in the 2017 Government at a Glance
[5] For more analysis of the relationships of trust between public administrations and citizens, see OECD, "*Trust in Government: Assessing the Evidence, Understanding the Policies*", 47th Session of the Public Governance Committee, 25-26 April 2013, GOV/PGC (2013)1.

"*Public administration reform is usually thought as a means to an end, not an end in itself. To be more precise we should perhaps say that it is potentially a means to multiple ends. These include making savings in public expenditure, improving the quality of public services, making the operations of government more efficient and increasing the chances that the policies will be effective. On the way to achieving these important objectives, public management reform may also serve a number of intermediate ends, including those of strengthening the control of politicians over the bureaucracy, freeing public officials from bureaucratic constraints that inhibit their opportunities to manage and enhancing the government's accountability to the legislature and the citizenry for its policies and programmes*". Professor Christopher Pollitt and Professor Geert Bouckaert, "Public Management Reform: A Comparative Analysis", 2011.

There is no simple formula for improving governance. Each country and its tiers of civil and judicial administration needs to find the most suitable solutions that fit its structures and systems and the challenges it faces. Equally, there is no single 'correct' way to set out policy guidance on the quality of public administration.

The Toolbox aims to help Member States move **from the aspirational to the operational**: improving the quality of administration (behaviour, decisions and performance) by proposing practical techniques and tools from across and beyond the EU.

Guide for readers

This Toolbox was conceived as a helpful and practical guide for civil and judicial administrations to the challenges of good governance in a constantly changing environment. It examines the key elements of good governance and highlights positive real-world responses in Member States to dilemmas in administration, signposting the way that others may also wish to follow.

The Toolbox concentrates solely on the *administration* of public policy and services, including both civil and judicial systems. It is about governance as a **process**. It does not cover the specifics of individual policies or services - for example regarding education, taxation, health, customs, competition, training, etc. Policy guidance on these matters can be found in other European Commission and Member State documents.

The audience

This Toolbox is intended to benefit Member State policy-makers in public administration reform, at all levels - national, regional and local - along with managing authorities and others involved in implementing ESI Funds. At the same time, we hope that the Toolbox appeals to a wider readership among staff in public authorities and students of public administration.

The structure

To inspire reforms towards good governance and support fulfilment of the ESIF TO11 and operationalising policy ideas, we have followed a **thematic structure** in this Toolbox that should help Member States with implementing their programmes and responding to their CSRs:

- Three chapters deal with **core functions** of public administration, namely policy-making and its implementation, monitoring and evaluation (theme 1), service delivery (theme 5) and public finance management (theme 8).

- One chapter focuses specifically on the **major challenge** to good governance from ensuring ethical behaviour and tackling corruption (theme 2).

- Two chapters consider the **mechanics** of public administration, namely government structures at various levels, and their organisation, coordination and cooperation (theme 3) and managing performance, quality and people within public institutions to develop and deliver policies (theme 4).

- Two further chapters look at the **application** of good governance in policy fields that are crucial to the European Semester and CSRs, namely the business environment (theme 6) and the justice system (theme 7).

- Finally, the last chapter looks at **public administration reform** - making positive change happen (theme 9).

The whole structure of themes and topics is presented in the diagram overleaf. Individual themes do not stand-alone. Many topics cut across more than one theme, and hence are highlighted by links to the relevant sections of other chapters (please note, these are signposts only, not hyperlinks).

The style

The Toolbox is intended to guide the reader towards stimulating practices and useful materials that can be customised by civil and judicial administrations at all levels. Local context is critical here: every country has its own legal, institutional and cultural environment. The guide, therefore, looks to draw out underlying messages and lessons learned in a pragmatic way. It is not a detailed road map to solving all the challenges facing governments and judiciaries, nor does it present a series of instructions which, if followed, will lead to public administration nirvana. It recognises that public officials know their own systems and situations and are best placed to dip into the Toolbox and find what would work well within their administrative cultures and conditions.

What it does do, however, is bring together **in one place** three valuable sources for enhancing institutional capacity and implementing reforms in Member State administrations. These are mainly presented in colour-coded boxes (although there are also occasional references within the main text of each chapter):

- Blue boxes: These set out European Commission thinking, by presenting **policy and initiatives** from Directorates-General in the Inter-Service Group, namely directives, regulations, studies, reports, communications, agendas, and funding programmes.

- Green boxes: These contain **case studies** of countries' own experiences, and are intended to inspire ideas in readers' own Member States (see below).

- Orange boxes**:** These summarises the findings of **key studies and speeches** relevant to the topic, which the reader may find interesting in support of policy and practice in other boxes.

These are the main 'tools' in the Toolbox. The linking text between the boxes is designed to steer the reader through these materials and highlight the most interesting lessons, tips and pointer that might be transferable to their circumstances, in the context of the European Semester CSRs and the implementation of ESIF, especially under TO11. You will also find hyperlinks and [footnotes] throughout the chapters of the Toolbox to lead you to further information.

Core functions
Theme 1: Policy-making, implementation & innovation
1.1 Qualities of policy-making
1.2 Instruments of policy implementation
1.3 Continuous improvement and innovation
Theme 5: Service delivery & digitalisation
5.1 Understanding user needs & expectations
5.2 Improving systems & processes to benefit service users
5.3 Meeting user expectations of easy access to services
5.4 Using eGovernment to access faster, cheaper, better services
5.5 Committing to service standards
5.6 Managing service portfolios
Theme 8: Public funds, procurement & EU funds management
8.1 Public finance management
8.2 Public procurement
8.3 Managing ESI Funds
Major challenge
Theme 2: Ethics, openness & anti-corruption
2.1 Establishing the policy framework
2.2 Managing integrity and corruption risk
2.3 Building public trust through transparency & accountability
2.4 Promoting integrity & reducing the scope for corruption
2.5 Detecting and acting on corruption
2.6 Designing measures
Mechanics of administration
Theme 3: Government structures – organisation, cooperation & coordination
3.1 Applying multi-level governance
3.2 Re-configuring government
3.3 Coordination at the Centre of Government
3.4 MLG in an increasingly connected world
Theme 4: Organisations – managing performance, quality and people
4.1 Managing performance for results
4.2 Managing quality into the system
4.3 Managing, motivating & developing staff
4.4 Building professional leadership
Applications of good governance
Theme 6: Business environment
6.1 Putting business first
6.2 Streamlining administration for businesses
Theme 7: Quality justice systems
7.1 Assessing and enhancing performance
7.2 Improving access to justice
7.3 Modernising justice systems
7.4 Training and continuing professional development
Theme 9: Public administration reform – making positive change happen
9.1 Reform ingredients and impediments
9.2 Potential approaches to reform
9.3 Possible paths to reform

The case studies

Over 220 case studies form the centrepiece of the Toolbox, drawn mainly from countries across the EU: north and south, east and west. The examples used here are intended to inform and inspire, and to point towards principles and promising practices that may be capable of being adopted and adapted to your own situations. They are not claimed to be "best practice", although many examples have been awarded honours under the European Public Service Awards (EPSA) and the "Crystal Scales of Justice" Prize. Other sources include:

- EU-funded studies, published by the European Commission;
- Meetings of the European Public Administration Network (EUPAN) and the EUPAN thematic paper on enhancing institutional and administrative capacity;
- European & Common Assessment Framework (CAF) Public Sector Quality Conferences;
- Report published by the Organisation for Economic Co-operation and Development (OECD);
- Sources provided by Commission Services, their High-Level Groups and Expert Groups, and the European Institute of Public Administration (EIPA).

Almost all of the cases are drawn from national, regional and local administrations of the EU-28, including judiciaries, but occasionally examples are taken from the wider world that are especially illustrative.

Some of these inspiring examples (shown in lighter green) are taken from existing studies and practical guides, many of which have been published by the European Commission in recent years and remain just as relevant today.

Most by far (shown in darker green) have been prepared/updated, checked and agreed with the original sources between July and December 2014, with further updates during 2016 and 2017. These case studies include contact names and e-mails that readers can follow up for further information.

List of abbreviations

AA	Audit authority
ABR	Administrative burden reduction
ACA	Anti-corruption agency
ADR	Alternative dispute resolution
BCP	Border crossing point
BIs	Behavioural insights
CAF	Common Assessment Framework
CARDS	Community Assistance for Reconstruction, Development and Stabilisation
CBA	Cost-benefit analysis
CEPEJ	The European Commission for the Efficiency of Justice
CESI	European Confederation of Independent Trade Unions (*Confédération Européenne des Syndicats Indépendants*)
CIP	Competitiveness and Innovation Framework Programme
COG	Centre of Government
COM	European Commission
COP RBM	Community of Practice on Results Based Management
CoR	Committee of the Regions
CSO	Civil society organisation
CSR	Country-specific recommendation
CSS	Customer satisfaction survey
CV	Curriculum vitae
DG AGRI	Directorate-General for Agriculture and Rural Development
DG BUDG	Directorate-General for Budget
DG CNECT	Directorate-General for Communications Networks, Content and Technology
DG DEVCO	Directorate-General for International Cooperation and Development
DG DIGIT	Directorate-General for Informatics
DG ECFIN	Directorate-General for Economic and Financial Affairs
DG EMPL	Directorate-General for Employment, Social Affairs and Inclusion
DG GROW	Directorate-General for Internal Market, Industry, Entrepreneurship and SMEs
DG HOME	Directorate-General for Migration and Home Affairs
DG MARE	Directorate-General for Maritime Affairs and Fisheries
DG NEAR	Directorate-General for European Neighbourhood Policy and Enlargement Negotiations
DG REGIO	Directorate-General for Regional and Urban Policy
DG RTD	Directorate-General for Research and Innovation
DG TAXUD	Directorate-General for Taxation and Customs Union
e-	Electronic
EBRD	European Bank for Reconstruction and Development
ECA	European Court of Auditors
ECHR	European Convention on Human Rights
ECtHR	European Court of Human Rights
ECJ	European Court of Justice
EFQM	European Foundation for Quality Management
eID	Electronic identification
EIPA	European Institute of Public Administration
EIU	Economist Intelligence Unit
EJTN	European Judicial Training Network
EPSA	European Public Sector Award
EPSO	European Personnel Selection Office
ERDF	European Regional Development Fund
ESF	European Social Fund
ESIF	European Structural and Investment Funds

ESPD	European Single Procurement Document
e-TEG	e-Tendering Expert Group
eTS	Electronic trust services
EU	European Union
EUPAE	European Public Administration Employers
EUPAN	European Public Administration Network
Eurostat	The Statistical Office of the European Union
FAQ	Frequently asked question
FMC	Financial management and control
G2B	Government-to-Business
GDP	Gross Domestic Product
HLGAB	High-Level Group of Independent Stakeholders on Administrative Burdens
HR	Human resources
HRD	Human resources development
HRM	Human resources management
IA	Impact assessment
IB	Intermediate body
ICT	Information and communication technologies
ID	Identity
IFI	International financial institution
IMF	International Monetary Fund
INTOSAI	International Organisation of Supreme Audit Institutions
IPA	Instrument for Pre-accession Assistance
ISO	International Organisation for Standardisation
ISPA	Instrument for Structural Policies for Pre-Accession
IT	Information technology
JASPERS	Joint Assistance to Support Projects in European Regions
JRC	Joint Research Centre
KPIs	Key performance indicators
KW	Kilowatt
LRAs	Local and regional authorities
MA	Managing authority
MEAT	Most Economically Advantageous Tender
MLG	Multi-level governance
MP	Member of Parliament
NGO	Non-Governmental Organisation
OECD	Organisation for Economic Co-operation and Development
OLAF	European Anti-Fraud Office (*Office Européen de Lutte Antifraude*)
OP	Operational programme
OPSI	Observatory of Public Sector Innovation
OSS	One-stop shop
PBB	Performance-based budgeting
PCP	Pre-Commercial Procurement
PEFA	Public Expenditure and Financial Accountability
PFM	Public finance management
PHARE	Poland and Hungary: Assistance for Restructuring their Economies
PPI	Public Procurement of Innovative solutions
PSI	Public sector information
QMS	Quality management system
R&D	Research and development
REFIT	Regulatory Fitness and Performance Programme
SAI	Supreme audit institution
SAPARD	Special Accession Programme for Agriculture and Rural Development
SBA	Small Business Act

SCM	Standard Cost Model
SCS	Senior Civil Service
SG	Secretariat-General
SGMAP	Secrétariat Général pour la Modernisation de l'Action Publique
SGP	Stability and Growth Pact
SME	Small and medium-sized enterprise
SRSS	Structural Reform Support Service
SSO	Single sign-on
TI	Transparency International
TNA	Training needs analysis
TO	Thematic objective
TQM	Total quality management
TUNED	Trade Unions' National and European Administration Delegation
UN	United Nations
UNCAC	United Nations Convention against Corruption
UNDP	United Nations Development Programme
US	United States
VAT	Value added tax
VUCA	Volatility, Uncertainty, Complexity, Ambiguity

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KE-04-17-932-EN-N

Publications Office

DOI 10.2767/010483