

***Quality of Public Administration:
What have we learnt, what can we do better***

- Brussels, 22 March 2018 -

Key findings from the EUPACK project

*Alexander Heichlinger,
European Institute of Public Administration (EIPA) – EIPA Barcelona*

The EUPACK Consortium and Panel Speakers



- **Alexander Heichlinger**, Project Manager, Chair CEFG Group, European Institute of Public Administration (EIPA)



- **Nick Thijs**, External Expert, EIPA



- **Gerhard Hammerschmid**, Policy Expert, Professor, Hertie School of Governance



- **Karin Attström**, Monitoring and Evaluation Expert, Manager, Ramboll Management Consulting

Project on European Public Administration Country Knowledge (EUPACK) – objectives and tasks

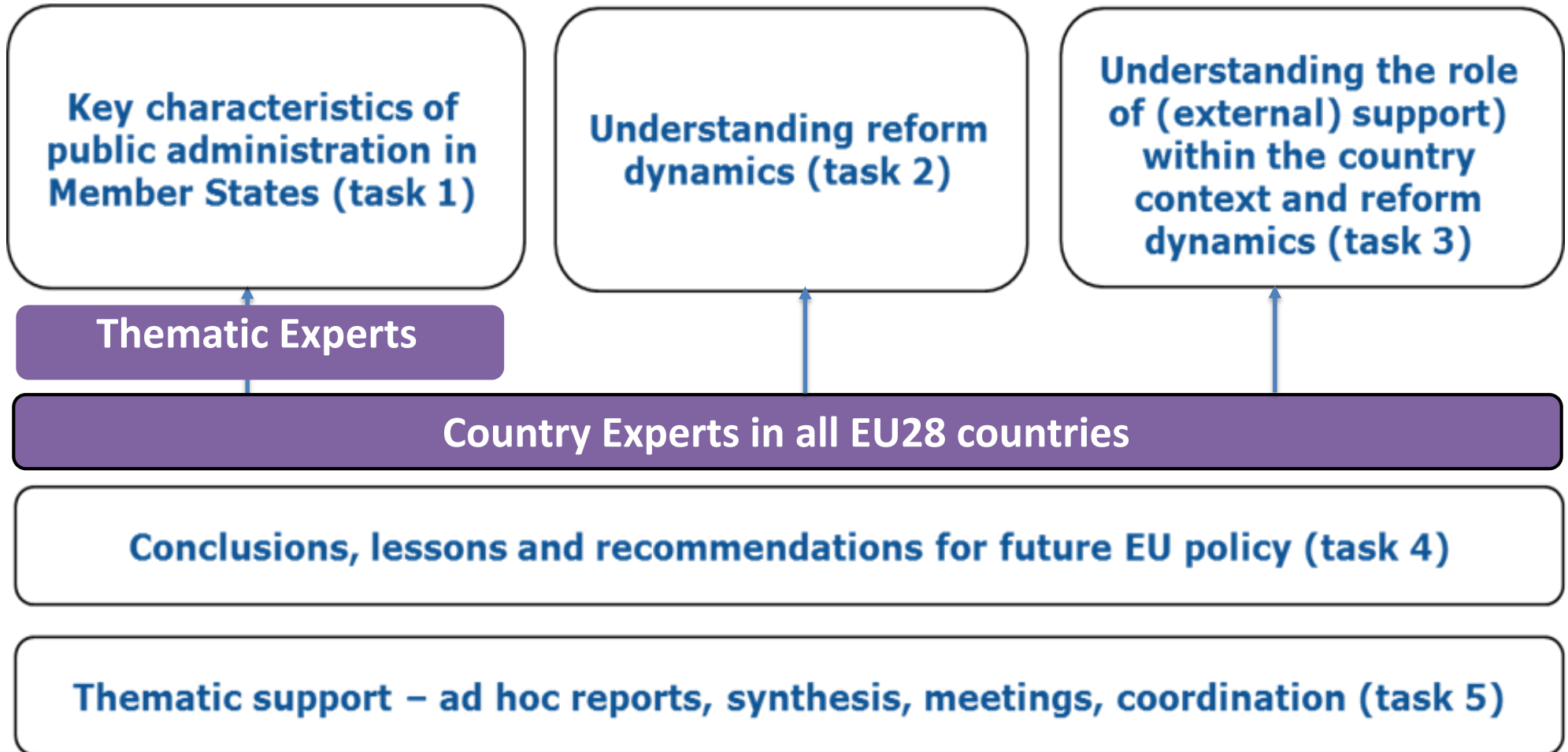
From September 2016 until April 2018, EIPA together with the Hertie School of Governance (Berlin) and Ramboll Management Consulting (Denmark) is leading the EC's EUPACK-project.

Project objectives & tasks

- The overall objective is to enhance the knowledge and **understanding of the status of reform dynamics in PAs in EU MSs**, as well as the contribution of **external support** for improving its quality, with a view to **better targeting** EU support in this area in the future. The two specific objectives are:
 - *To develop a consistent country and thematic overview on the **characteristics of public administrations in Member States**, as well as on the **content, outcomes and impact of reforms** in this area (esp. Task 1 & 2)*
 - *To understand the effects and effectiveness of **EU and other support**, approaches and initiatives to enhancing quality of public administration in EU Member States (esp. Task 3)*

Project set-up & tasks

Overview



Thematic Support (Task 5)

Theme

1. **Multi-level** governance

2. **Training and development** (with) in Public Administration. European trends, practices and models.

3. **Measuring** Public Administration: A feasibility Study for Better Comparative Indicators in the EU

4. Lessons from and for **civil service reform**. How to develop an EU policy towards public administration reform when we don't know what works?

5. **Digital government**

6. **Intervention logic** for the EU support to public administration in Member States

7. **Values and principles** of public administration in EU member states

8. Support to **civil society organizations**, provided under the ESF objective for enhancing institutional capacity

Conclusions, Lessons and Recommendations for Future EU Policy (Task 4)

- Based on
 - All the previous reports and tasks
 - A virtual meeting with some of the country experts
 - The input we will receive during this conference



Set-up of this first morning

09.45

- Presentations about the conclusions from the EUPACK project
 - **Characteristics of public administration in the EU28** by *Nick Thijs*:
 - **Reform trends, processes and results** by *Gerhard Hammerschmid*:
 - **The role and effect of EU funding in support of PA** by *Karin Attström*

10.50

- Coffee Break

11.05

- Interactive table discussions facilitated by EC colleagues

11.50

- Wrap-up by discussant (*Edoardo Ongaro*)

12.00

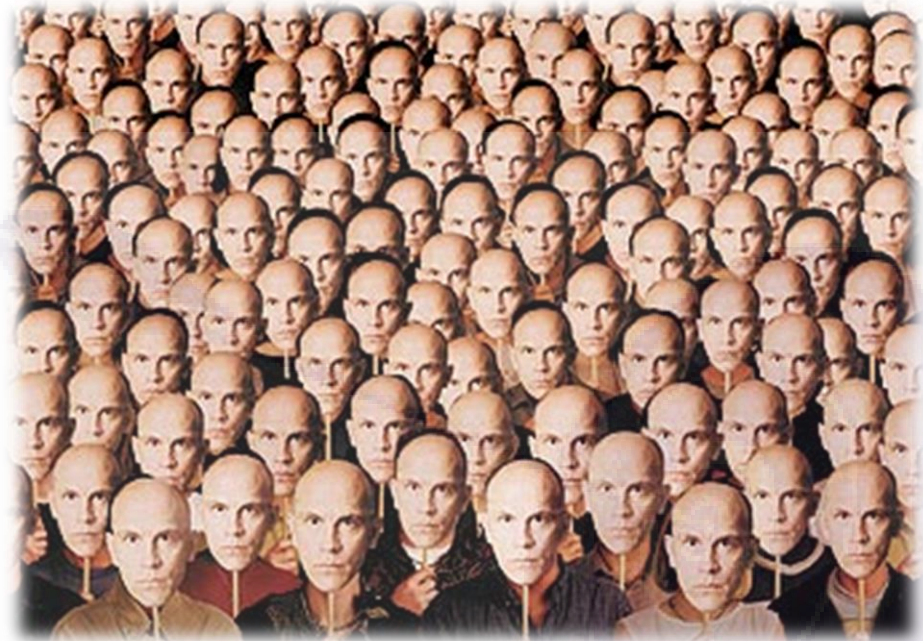
- End of session and lunch

Public Administration Characteristics (Task 1)

Nick THIJSS

Objectives of Task 1

- **Understanding Public Administration (Reform) !**
- Is there such a thing as **thé** Public Administration ?
- Better understanding the **characteristics** of Public Administration(s) in the EU28



Task 1: Structure and methodology

⇒ **Assessment of key characteristics of Member State's public administration based on quantitative and qualitative data**



- *Size of government & general government employment*



- *Scope & Structure of government*



- *Civil service system*



- *Political system & administrative tradition*



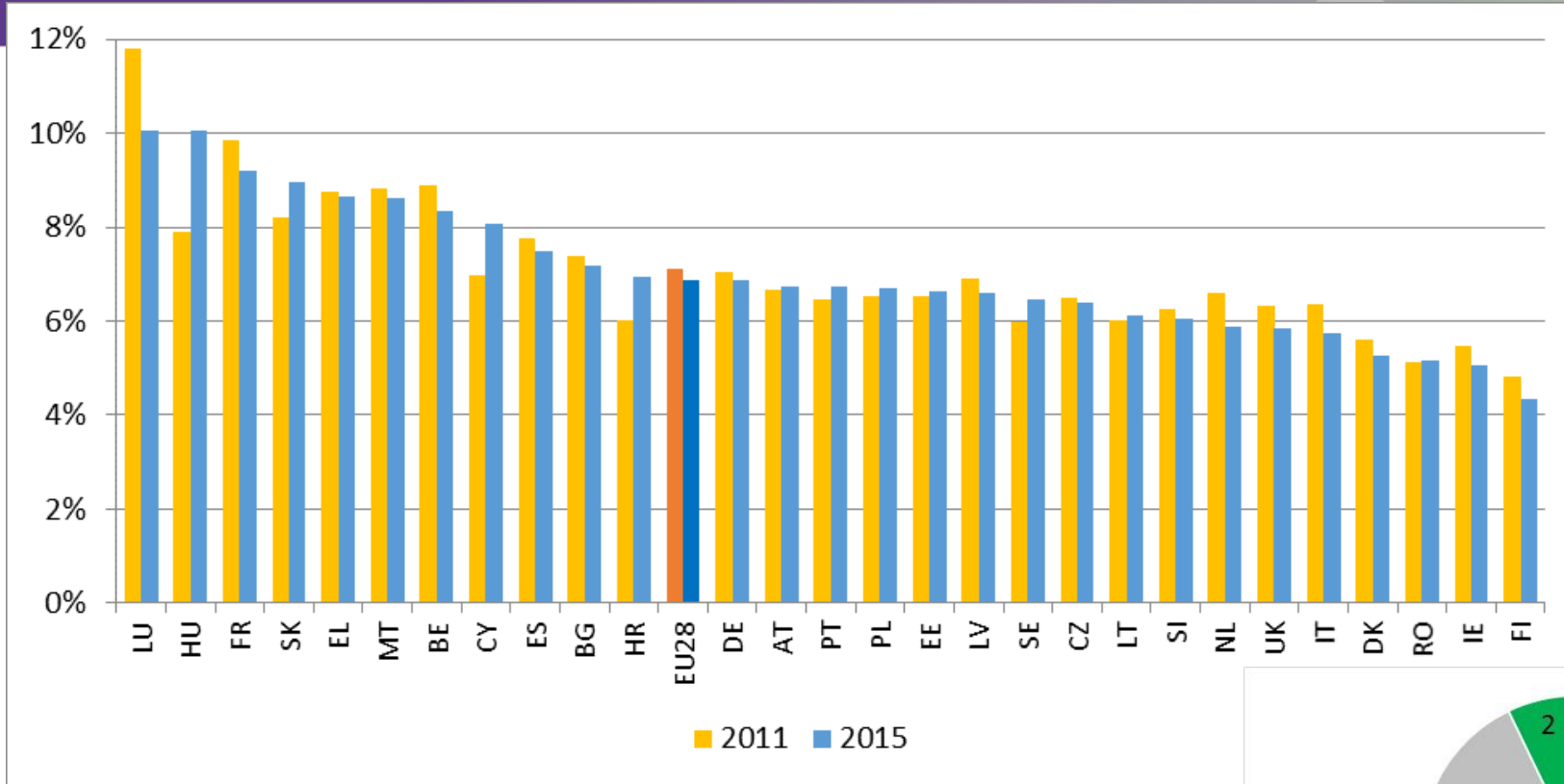
- *Indicator based assessment of government capacity & performance along 5 dimensions => Time comparison and comparison to EU average.*



1. SIZE OF GOVERNMENT

Evolution of size of government employment acc. Eurostat NACE

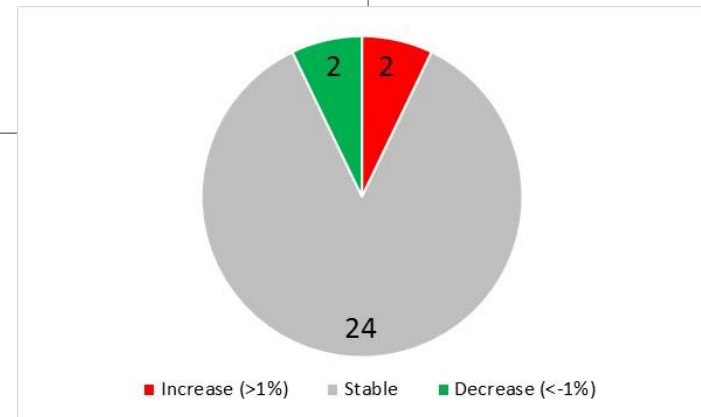
(in % of total labour workforce)



Source: Eurostat

DEFINITIONS ! TERMINOLOGY !

DATA AVAILABILITY ?



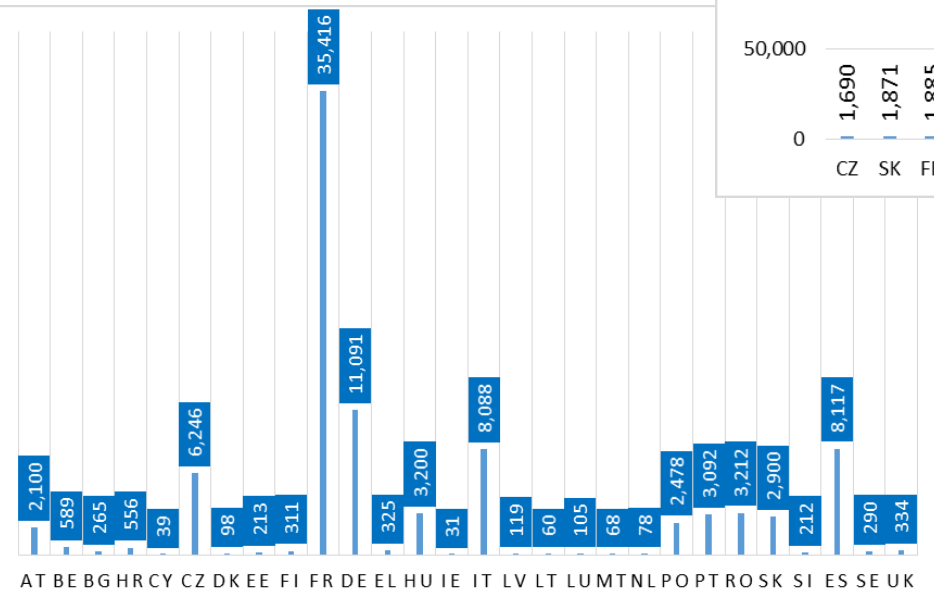
Source: National statistics provided by national experts on employment and Eurostat data on active population (15-64 years)



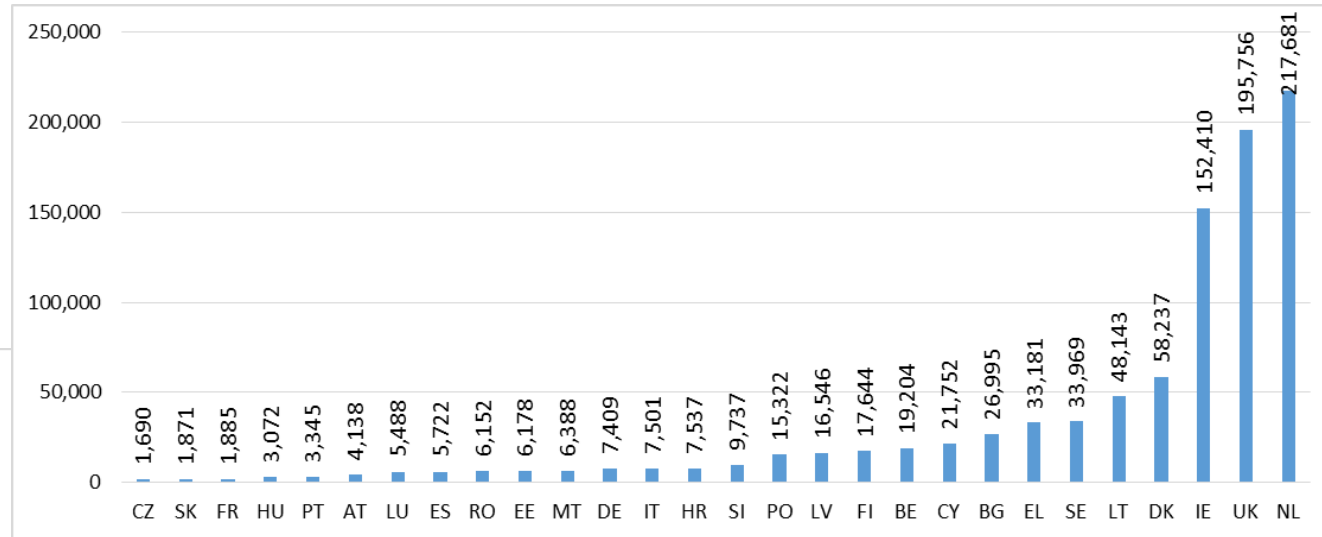
2. Scope and structure of government

2.1 State system and multi-level governance

Number of local governments



Average population per local government entity



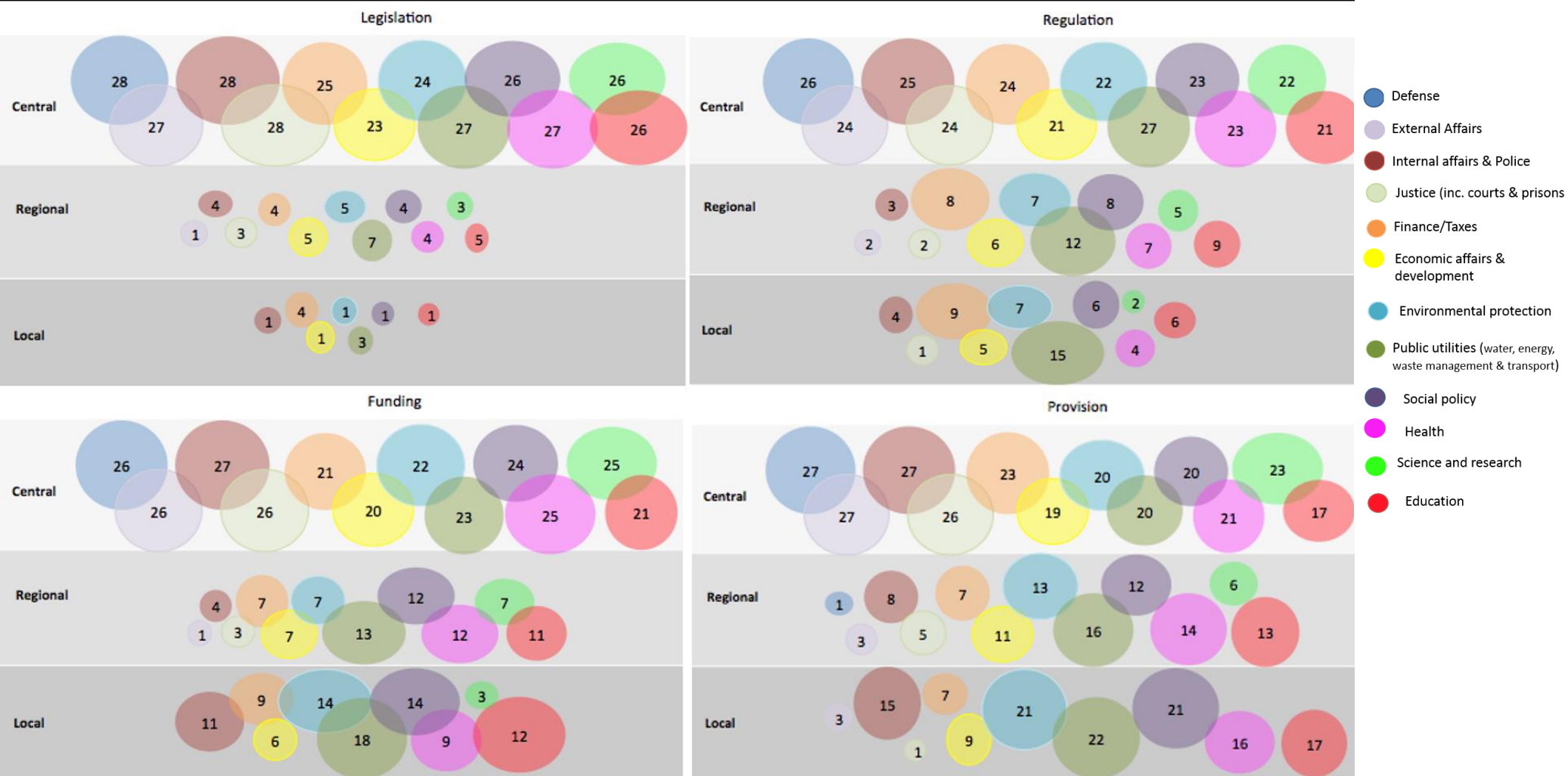
Source: National experts + Eurostat 2016 for population numbers

Source: National experts, CEMR

NB: This graph takes into account the lowest tier of governance in each country, in most cases the municipalities.

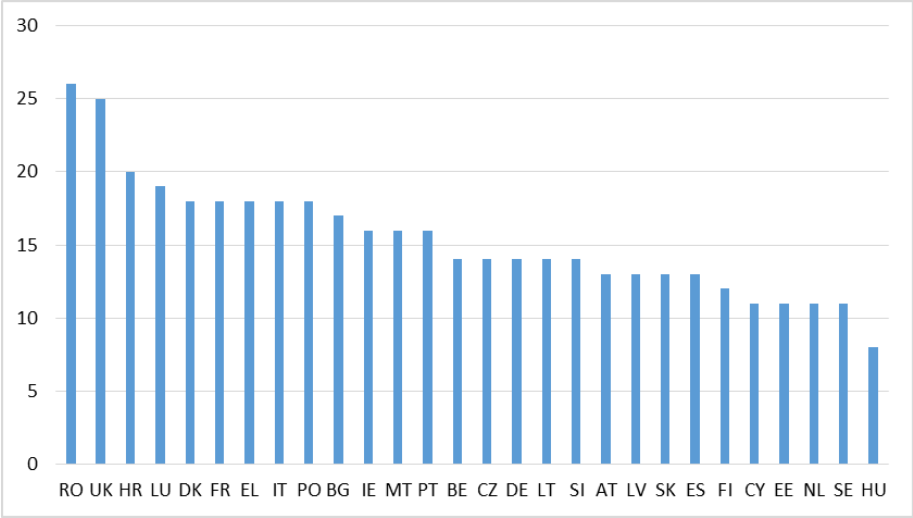
2.1 State system and multi-level governance

Distribution of competences between government tiers

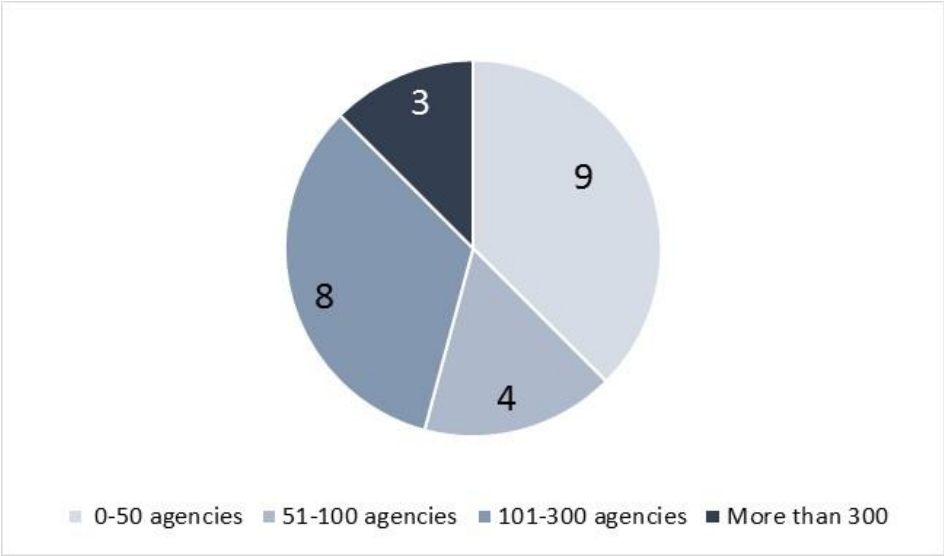


2.2 Structure of executive government at central government level

Number of ministries



Number of agencies (number of countries)





3. Key features of the Civil Service System



Chapter 3: Key features of the Civil Service System

HR system

Career based	Dual	Position based
AT, BE, CY, DE, DK, EL, ES, FR, HR, IT, LU, LT, PT	BG, IE, MT, PL, RO	CZ, EE, FI, HU, LV, NL, SK, SE, SI, UK

Coherence of HRM across different levels of government

High	Medium	Low
AT, ES, FR, SI, DK, MT, LU, LT	BG, HR, CY, FI, IE, SE, DE, RO, PT, NL, IT, UK	BE, CZ, EE, HU, SK, PL, LV, EL

Differences between public employees and civil servants

High	Medium	Low
BG, HR, IT, EL	BE, CZ, FR, HU, SI, PT, PL, MT, LT, UK	AT, CY, EE, FI, IE, SE, ES, DK, DE, SK, RO, NL, LU, LV



4. Political administrative system

4.2 Administrative tradition and culture

Public sector openness

Open	Medium	Closed
EE, FI, DK, LV, SI, SE	BE, BG, CY, HU, IE, UK, PL, NL, MT	AT, CZ, HR, FR, ES, DE, RO, PT, LU, IT, EL, SK

*No data for LT

Regulatory density (red tape)

High	Medium	Low
AT , BG, HR, CY, CZ, FR, HU, ES, DK, DE, SK, RO, PT, PL, LT, IT, EL	BE, EE, FI, SI, UK, NL, MT, LU, LV, SE	IE

Managerial vs procedural PA

Managerial	Mixed	Procedural
UK, NL	AT , BE, HR, EE, FI, IE, DK, PL, MT, SE	BG, CY, CZ, FR, HU, ES, IT, SI, DE, SK, RO, PT, LU, LT, LV, EL





5. Government capacity and performance

- **Assessed over 5 dimensions:**
 - Transparency and Accountability
 - Civil Service Systems and HRM
 - Service Delivery and Digitalisation
 - Organisation and Management of Government
 - Policy Making, Coordination and Implementation
& overall performance
- **28 cross-country comparative indicators selected**

- Usefull international indicators (knowing the strengths and shortcomings)
- Importance of the narrative
- Strengthening comparative “national data” sources
- **Context definitely matters !!! BUT...**

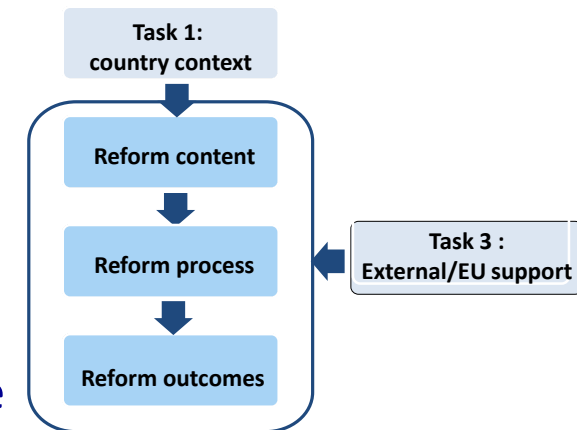
Public Administration Reform Dynamics (Task 2)

Gerhard Hammerschmid

Understanding Reform Dynamics (Task 2)

Goals of Task 2

- Task 2 captured **reform dynamics in each Member State over time**. This task investigated and analysed the **key challenges, reform patterns** and **outcomes** in each Member State in order to:
 1. develop a **consistent country overview** on the history, content, process and outcomes of public administration reforms in the MSs
 2. gain a better understanding of the dynamics and effects of specific reforms based on a cases-study based **analysis of selected reforms in each country**
 3. provide a synthesis of key similarities/differences and derive learning with regard to the drivers of effective administrative reforms in the MSs.



Understanding Reform Dynamics (Task 2)

How was the Analysis Conducted?

Transparency & Accountability (13)

Overall transparency&accountability reform (ES, HR, MT, SK, SI, NL) anticorruption law (FR), reform of disciplinary procedures (EL), transparency portal (AT), foi & central contract registry (CZ), public data transparency for local budgets (RO), trust reform (SE), big society initiative (UK)

Civil Service System & HRM (15)

Overall civil service reform (BG, CY, CZ, EE, HR, LT, PL, SK, SI), appointment of top civil servants (EE, LU), civil service cutback program (NL), remuneration reform (LU), HRM reform (IT)

Digitalization & Service Delivery (19)

Overall e-government reform (BG, DK, DE, ES, FI, PL, SE, UK), one stop shop reforms (HU, LU, MT), central e-participation portal (EE), national electronic procurement (CZ), e-governance and IT infrastructure (CY), alternative service delivery mechanisms (IE), digitalisation of local taxes (RO), service delivery and administrative burden (SI), personalization of individual budgets (UK), crossroads datasharing in social security (BE)

Organization & Management (26)

Performance management (AT, IE, LT, LU, IT, PT), **center of government coordination** (NL, PL, PT, EL), territorial reform (DK, FI, SI), budgetary reform (AT, IE, FR), spending reviews (DE, IT, LU), shared service centers (EE, SE), state-owned enterprise reform (LT, LU) Copernic reform (BE), local government capacity (SK), fiscal crisis management arrangements (HU)

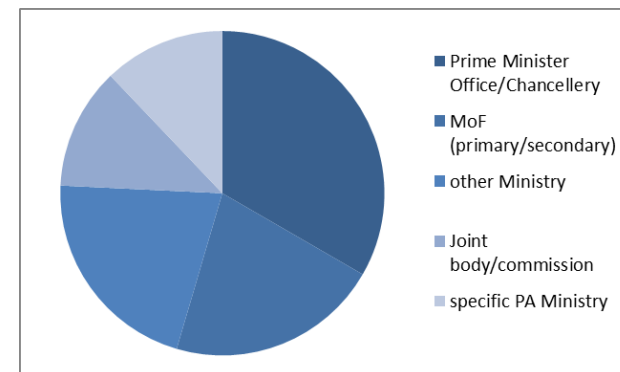
Policy Making, Coordination, Regulation (12)

Reduction of administrative burden (BG, DE, FR, HR, HU, MT, PT, RO), **Policy coherence/coordination reform** (BE, CY, DK, FI)

Understanding Reform Dynamics (Task 2)

Key Drivers of Reform

- Reforms mostly driven by:
 - Budget pressures/crisis (14 countries)
 - Political/government changes (9 countries)
 - Chance/crisis events (8 countries)
- Increasing influence of EC in certain areas (digitization, administrative burden, one-stop-shops) and regions (CEE, Southern Europe)
- Who is in charge of PAR reform:
- In many countries rather frequent changes in bodies responsible for PAR
- Attempts to strengthen coordination through strategic frameworks/multi-annual programs, creation of new coordinating bodies or strengthening existing ones



Understanding Reform Dynamics (Task 2)

Content of Reform

- Rather common reform trends with regard to
 - Open government/transparency (foi, open data, procurement, anticorruption authorities)
 - Civil service reform (cutback/productivity, meritocracy, performance appraisal, code of conduct)
 - e-government (portals, signature) and one-stop shops
 - Strengthening coordination/center of government and mergers of agencies/bodies
 - Performance management
 - Administrative burden reduction/better regulation and consultation arrangements
- But: same concepts often implemented rather differently (localisation, translation)
- Also contrary trends observable: mergers vs. agencification; decentralisation vs. centralization
- New Public Management reforms still of high relevance and attractiveness
- No clear geographical patterns with some exceptions

Understanding Reform Dynamics (Task 2)

Reform Process

- Rather similar share of countries with strategic (40%) and fragmented (60%) approach
- 50% of countries with whole of government approach covering all government levels
- Nature of change: A clear dominance of incremental approaches (vs. big bang/disruptive approaches)
- A clear dominance of law-based reform approaches
- A clear preference of top-down implementation
- For many countries only weak reporting/monitoring arrangements in place

The Principles
of Public
Administration



Understanding Reform Dynamics (Task 2)

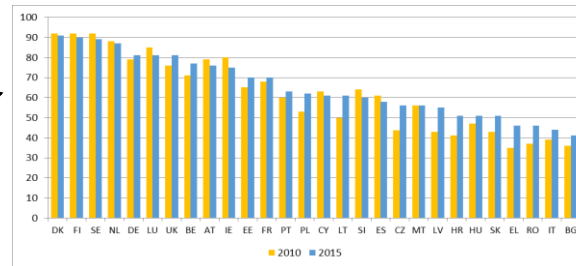
Reform Outcomes

- In overall PAR in Europe with a rather mixed success

- Both positive and negative evidence

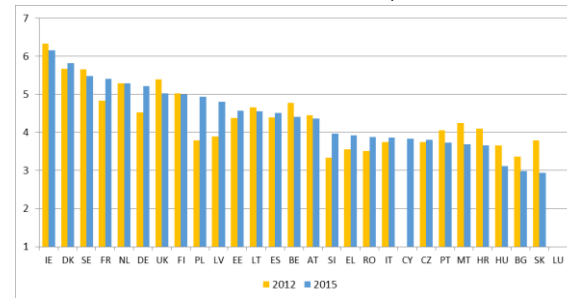
- Mostly moderate to high progress: transparency & accountability, digitalisation

Perception of corruption (Transparency International)

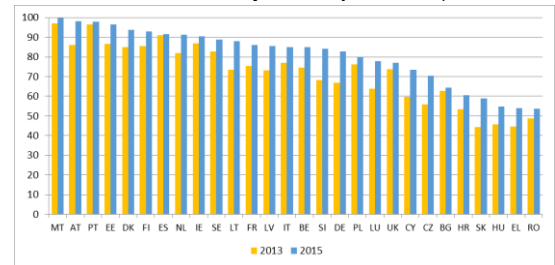


- Mostly moderate progress: civil service reforms, policy making coordination & implementation

Professionalism of Civil Service (QoG Gothenburg)



Online Service Completion (EC DESI)



- Without clear pattern: organization/management reforms

- In most countries a lack of valid Information / independent evaluations to assess reform outcomes

Understanding Reform Dynamics (Task 2)

What Makes Reforms Successful? A few first insights from the cases

- Need for political support and credible leadership throughout all phases of a reform
- Use windows of opportunity
- Build external stakeholder support
- Provide a roadmap/plan of change and keep the scope of reforms well-focused/prioritized
- Combination of top-down and bottom-up: top-led and bottom-fed
- Provide adequate resources
- Show and publicize/communicate “good results” (quick wins)
- Assure arrangements to monitor/measure reform progress/results
- Need to institutionalize reforms and assure continuity over time



Understanding Reform Dynamics (Task 2)

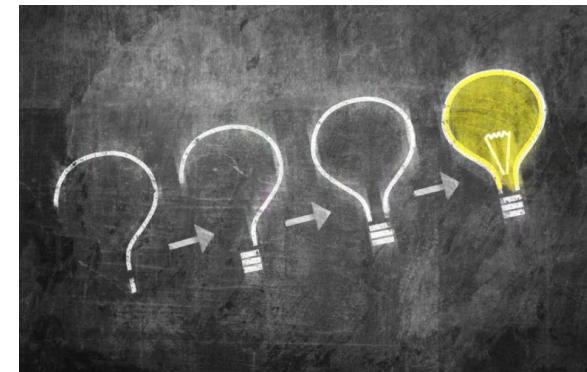
Perspectives and preliminary recommendations

- Recognize the complexity and political nature of PAR
- The importance of context (e.g. country, tradition/history, task/function, size)
→ Turn away from “one-size-fits all” approaches and align reforms to context
- Reforms should be based on ex-ante evaluations of particular circumstances and address key challenges and performance deficits
- A need to move from an obsession with “best practices” towards broader learning also from failures/difficulties
- Be aware of long-term nature of reform
- Pay attention to the sequencing and timing of reforms and avoid reform overload (prioritization)
- Implementation should be accompanied with continuous monitoring and independent evaluations
- Invest in broader ability/capacity to change/innovate

Understanding Reform Dynamics (Task 2)

Questions for further discussion

- What are the key factors making certain administration reforms in your country more successful/sustainable than others?
- What are key recommendations for successful and sustainable public administration reforms in your country?
 - How to assure adoption to the local context/needs?
 - How to balance short term political cycles and long-term nature of reform?
 - Big bang/large scale vs. Incremental/small scale reforms?
 - How to improve/strengthen political commitment and leadership especially in the implementation phase?
 - Top-down vs. bottom-up implementation of reforms?
 - How to win external stakeholder support?
How to involve non-governmental actors?
 - How to assure prioritization and avoid reform overload?



Role and Effect of external support (Task 3)

Karin Attström

Understanding the Role of (External) Support within the Country Context and Reform Dynamics (Task 3)

- This task looked at the role and effect of (external) support for public administration reform, within the country context (task 1) and reform dynamics (task 2).
- It assessed the **role and effect of external support** for PAR and capacity building in selected MS in order to inform and improve EU support in the next programming period.
- The EU support to public administration through **ESF 2007-2013** and **ESIF 2014-2020** is at the centre of this analysis. Other sources of support (international organisations, NGOs, national budget etc.) have been mapped when possible and their linkages with EU support analysed.
- Covers 13 countries for the 2007-2013 period and 16 for the 2014-2020 period

ESF 2007-2013	ESIF 2014-2020
Bulgaria, the Czech Republic, Estonia, Greece, Hungary, Italy, Latvia, Lithuania, Poland, Portugal, Romania, Slovenia, Slovakia.	Bulgaria, the Czech Republic, Croatia, Cyprus, Estonia, Greece, Hungary, Italy, Latvia, Lithuania, Malta, Poland, Portugal, Romania, Slovenia, Slovakia.

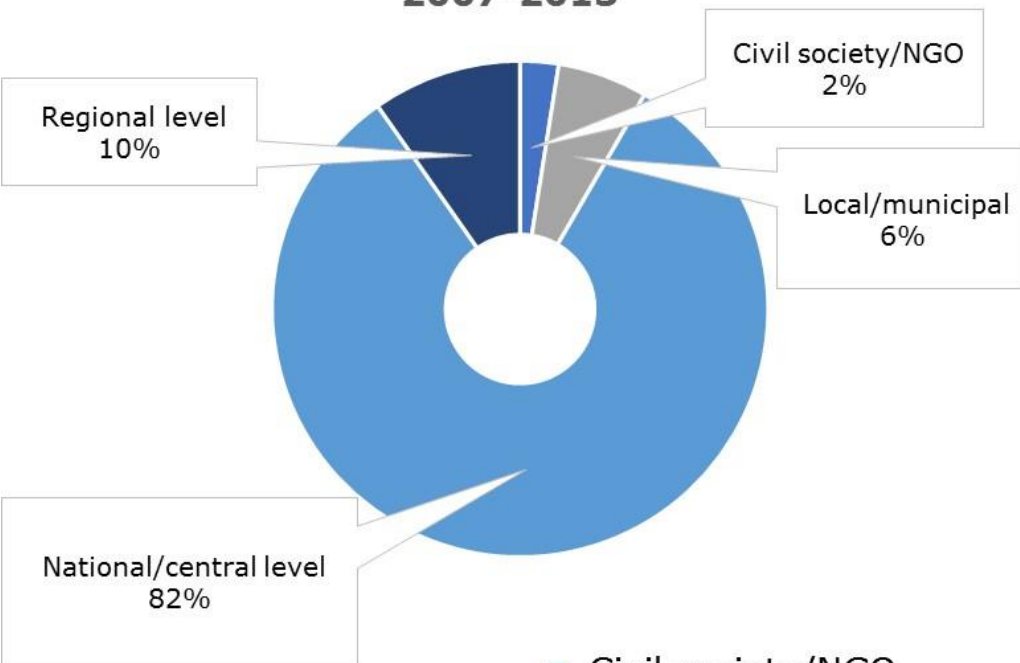
- The purpose is both **summative** (Where did the money go? Was funding effectively used?) and **formative** (How to better target support in the future?).

Mapping of external support

- Mapping of external support in three periods
 - 1996-2006 – based on studies, evaluations, programming documents (Phare, bilateral funds, multilateral support)
 - 2007-2013 – mapping of projects supporting administrative reform (ESF)
 - 2014-2020 – mapping of projects supporting administrative reform (ESIF Thematic objective 11)
- Mapping of EU funded projects in database, providing information on beneficiaries, amounts, timeline, policy area supported.
- For sample of projects - dimension of support, type and focus of support

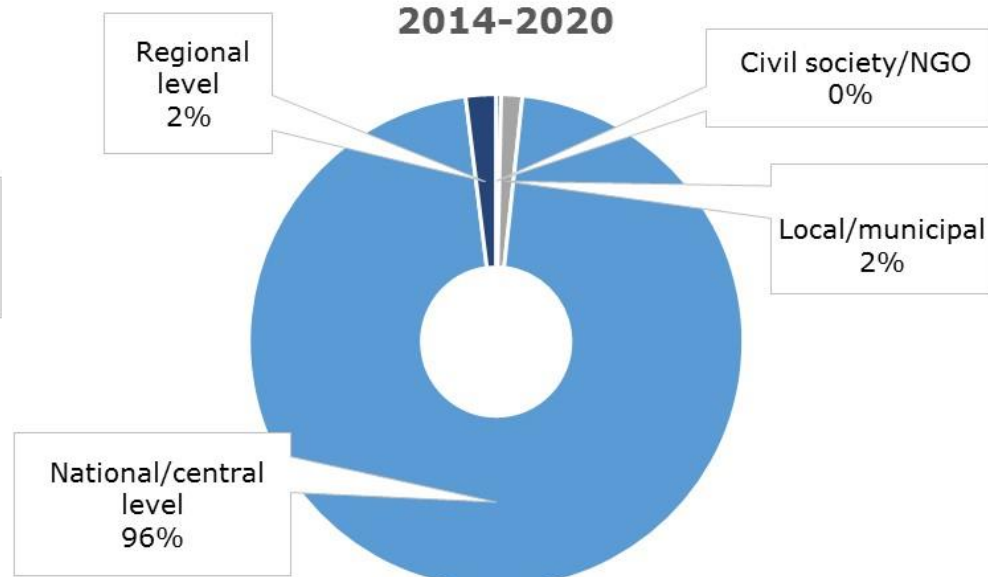
Who benefitted from the EU funds

2007-2013



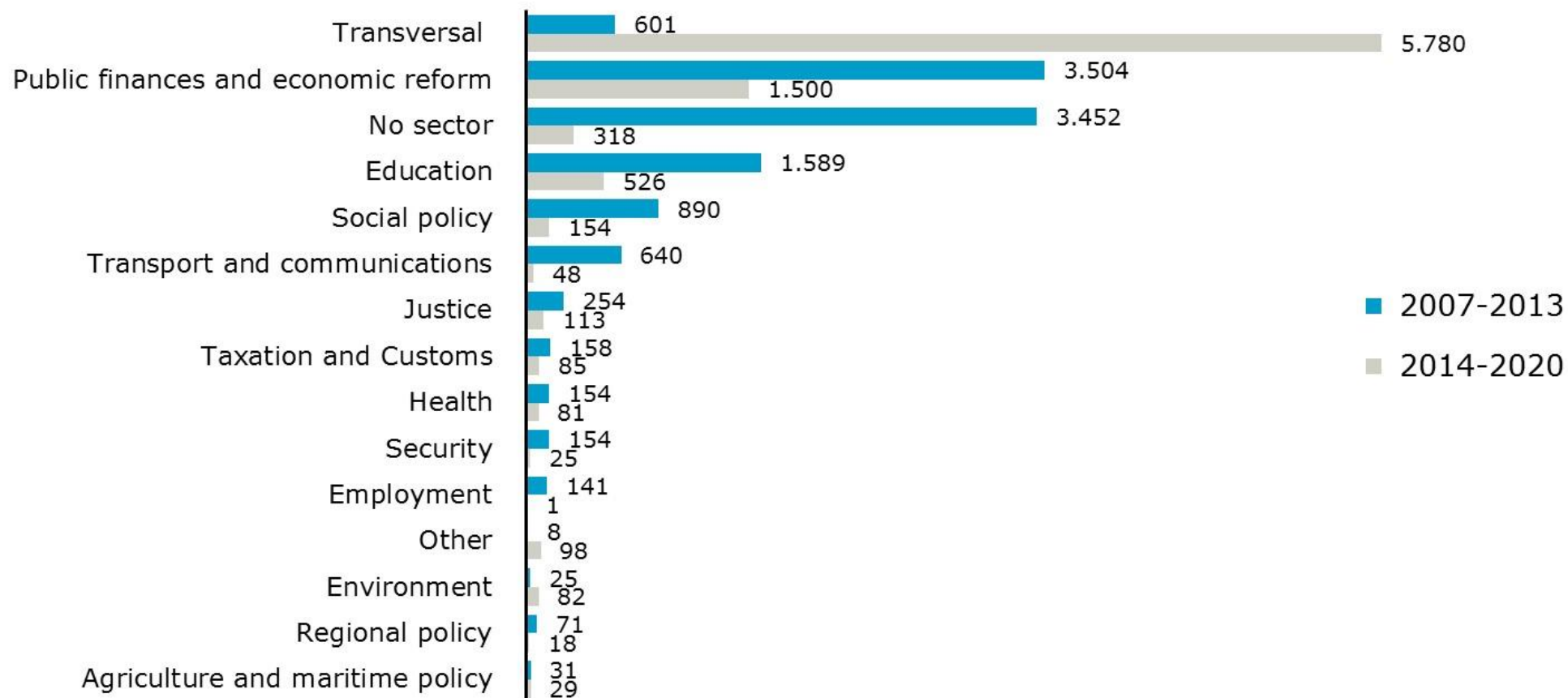
- Civil society/NGO
- National/central level

2014-2020

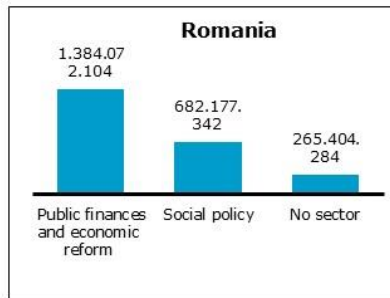
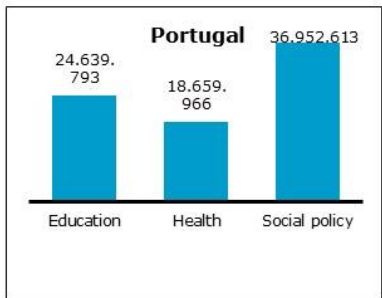
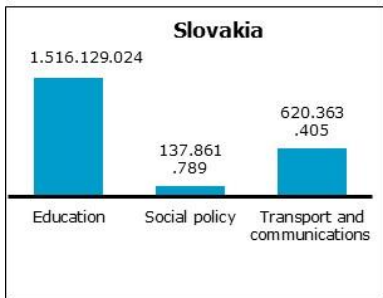
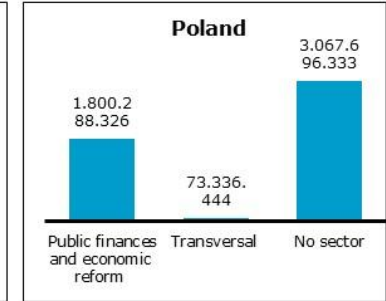
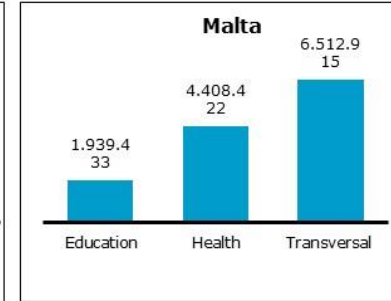
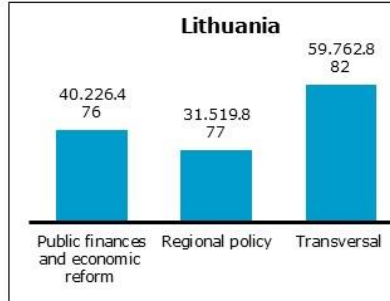
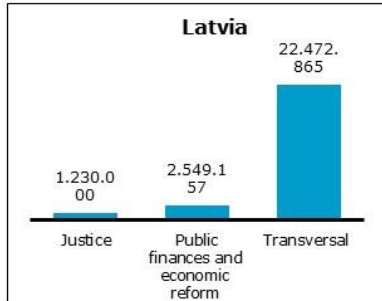
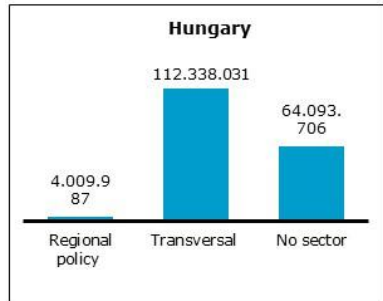
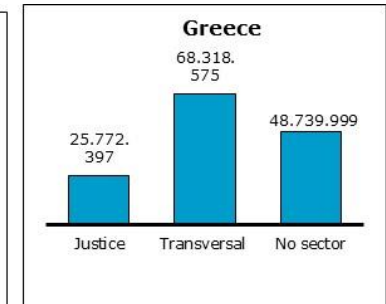
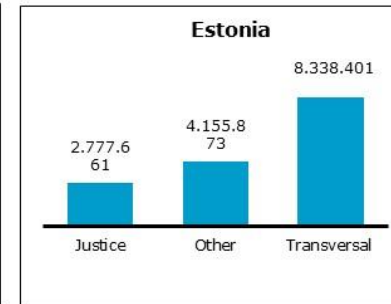
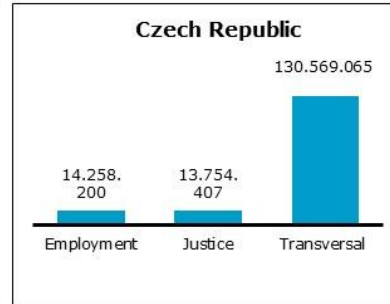
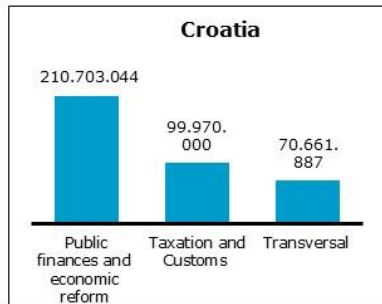
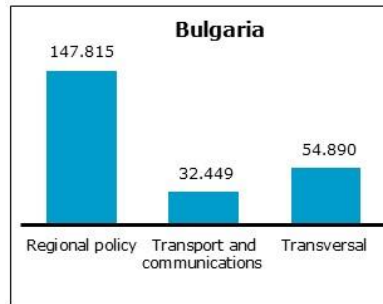


- Local/municipal
- Regional level

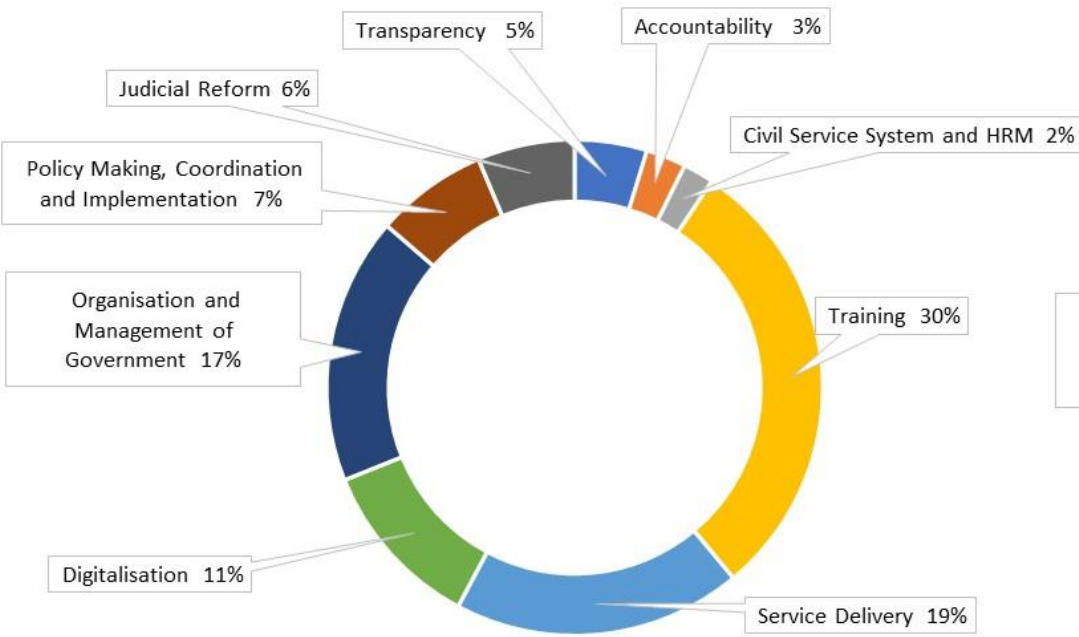
Which policy areas where supported



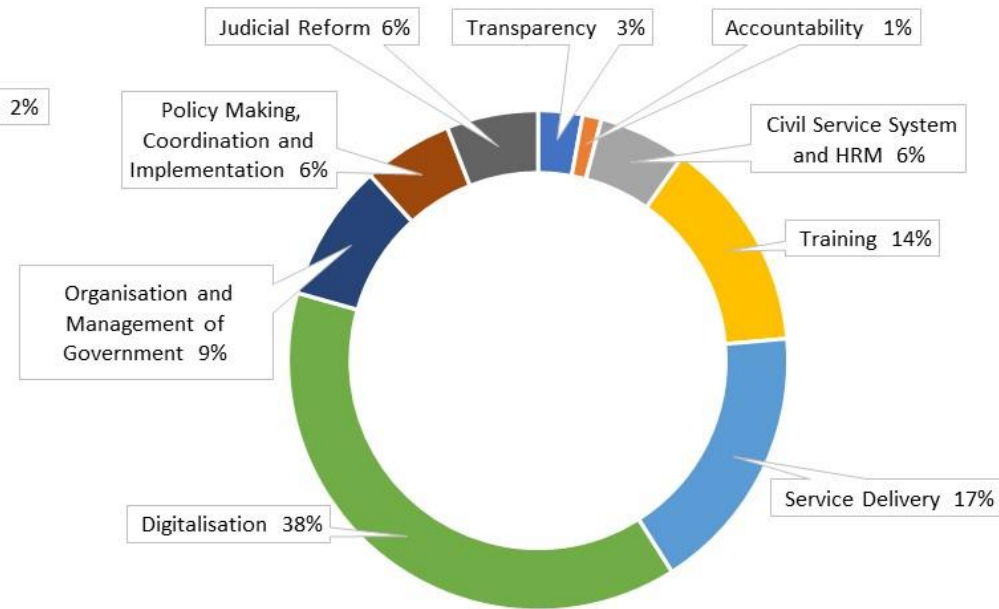
Different countries made different priorities (2007-2013)



Support by themes, overall totals

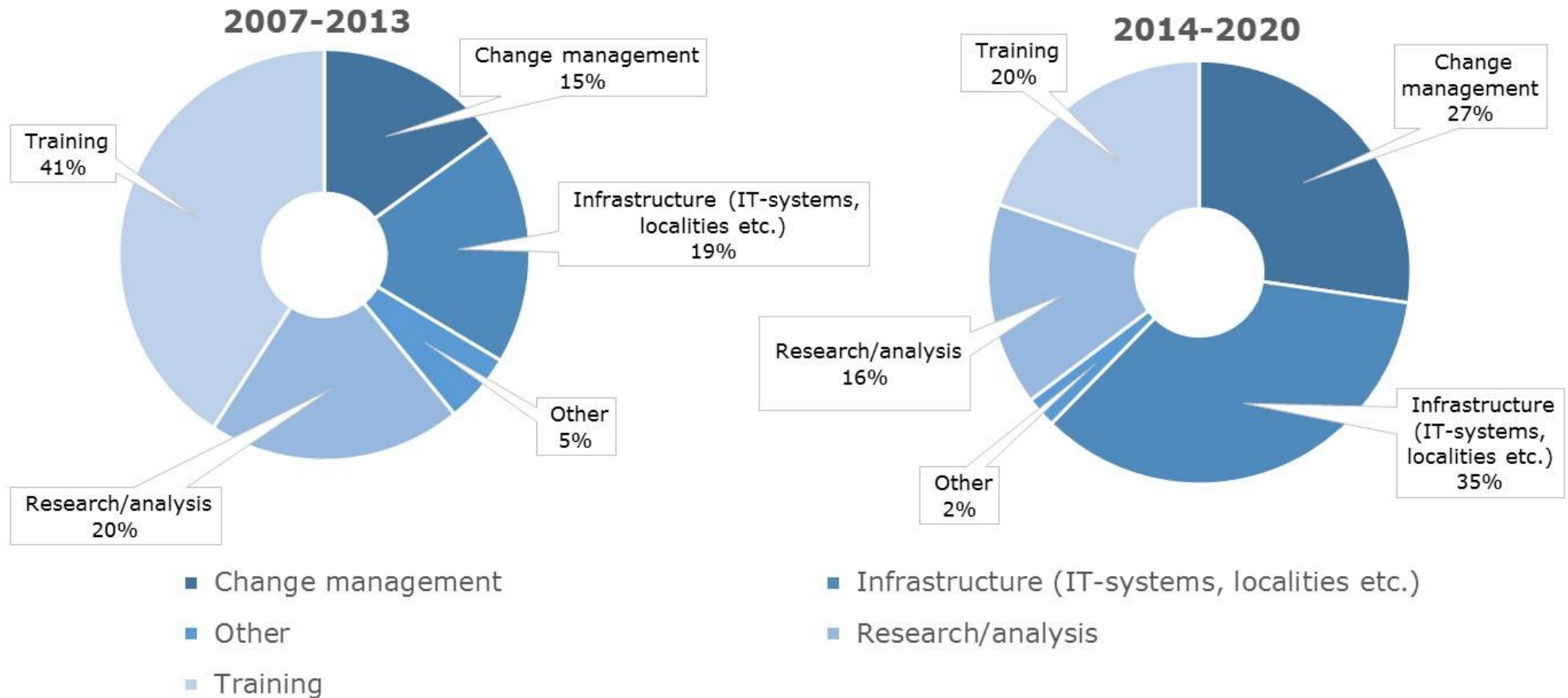


- Transparency
- Civil Service System and HRM
- Service Delivery
- Organisation and Management of Government
- Judicial Reform

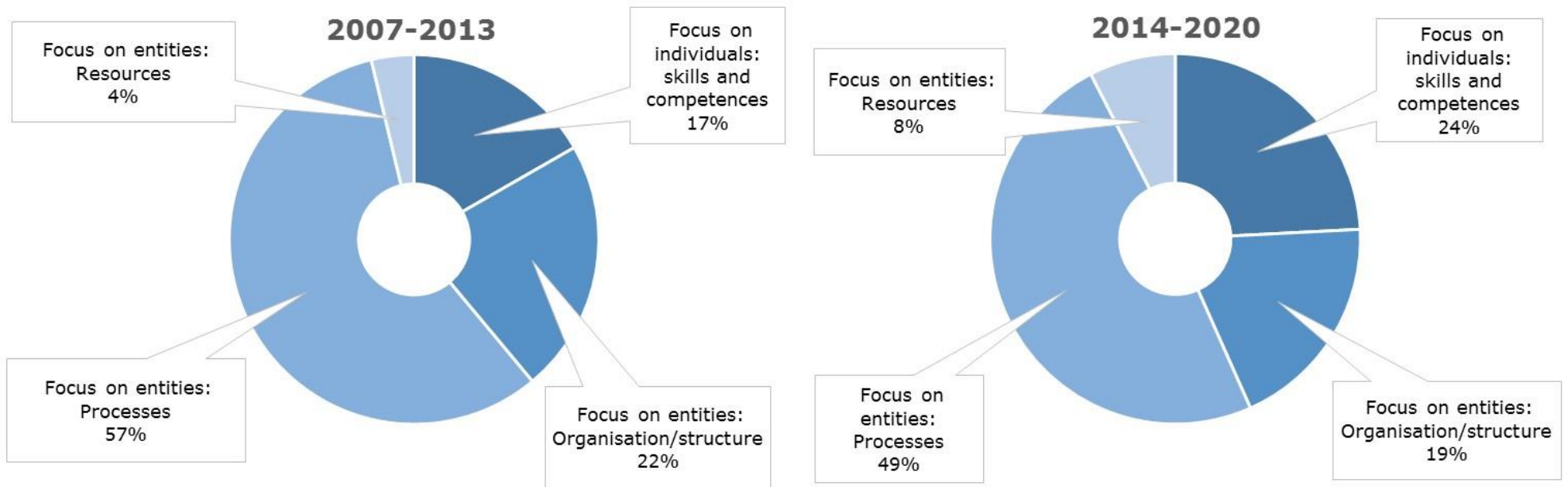


- Accountability
- Training
- Digitalisation
- Policy Making, Coordination and Implementation

Type of support provided with the funding, totals



Focus of the support



- Focus on individuals: skills and competences
- Focus on entities: Processes

- Focus on entities: Organisation/structure
- Focus on entities: Resources

Preliminary findings on role and effect of external support

- In most countries, EU support has been instrumental to fund reform initiatives. National dedicated funding is generally not available or identifiable
- Digitalisation is a key area where EU funding has been extensively used, with mixed results
- EU policy, including ex-ante conditionalities and the Semester, had a strong influence on programming of the TO11 funds
- Overall, there has been an alignment between country needs/priorities and the EC priorities
- However, reforms are ultimately dependent on political will and support, which is not influenced by funding availability

Preliminary findings on role and effect of external support (cont)

- There appears to be a moderate link between overall reform efforts (Task 2) and the EU funding
- More difficult or contentious reforms appear to be less frequently funded externally
- Monitoring and evaluation of reforms (including EU funds) appears not to be systematic across the board

Conclusive reflections

Conclusive reflection - Some overarching questions and issues for thought and the conference

- What's the meaning of making public reform (for MSs, EC etc.)?
- What are the key success factors making certain administrative reforms sustainable?
- What kind of demands are set for the EC of “making” public reform (happen) in the MSs?
- What is the EC way (of leadership) in making public reform in the MSs (happen)? Which interventions have shown good results?
- What is the framework (e.g. political, legal, economic) for combining the ambition with the ability to deliver better EU support?

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