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QUALITY AND THE RIGHT TO GOOD ADMINISTRATION

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The concept of quality has spurted deep roots in Slovenian public administration. This, however, does not mean that all public administration bodies perform well and guarantee an equal level of quality of their services. It rather means that strategic guidelines of the government of the Republic of Slovenia are aimed towards securing an ever higher level of quality and efficiency of public administration and that its tangible endeavours, programmes and projects are goal-oriented.

The concept of quality is inseparable from the concepts of effectiveness, efficiency, economy and the right to good administration. The right to good administration is becoming increasingly considered as a basic right of the European Union citizens and is also included in the Treaty establishing a Constitution for Europe, in the Charter of Fundamental Rights.

1 ORGANISATIONAL LEVELS OF THE EXECUTIVE BRANCH

Slovenia uses the principle of separation of powers between the legislative, executive and judicial branches. The legislative branch passes the Constitution, laws and other highest-level legislative acts, which set the legal foundations and the framework for carrying out other state functions; the executive branch is performed by the government and administrative bodies, mainly through the implementation of acts and policies; the judicial power is exercised by the courts.

The executive branch is the part of the state’s authority which is responsible for the most direct implementation of functions of a modern state, ranging from the classical repressive function to social and economic ones. Different systems have different state bodies performing the executive power. Also different is their position within the framework of the state authority and their relations to other bodies, especially the legislative branch.

The principle of the separation of powers is characterised by relative independence of bodies that perform the basic functions of state authority (legislative, executive and judicial). Their independence is complemented by autonomy, however, the existing relations between them form a system of checks and balances, which guarantees
a framework of mutual cooperation and supervision. In accordance with the ideal goals of democracy, the administration, despite being formally equal to the remaining two branches - the legislative and judicial - is nonetheless subject to their supervision (Pusić, 1995: 29). The legislative branch passes regulations, which bind the public administration, approves the funding for the administration’s functioning, politically supervises it, takes part in the selection of heads of the administration and defines the policies that the civil servants have to follow. The courts meanwhile rule in individual cases, in which public administration and the state as a legal person could act as clients. Based on claims by citizens, the courts¹ directly oversee administrative regulations.

The government and the administration, meaning administrative bodies, perform the executive power in Slovenia. The government is a body of the executive power and the highest state administration body in Slovenia. The public administration is defined as part of the executive power, which performs administrative tasks. The government heads and guides the state administration, including the ministries. The executive function is performed by the government as the upper, political part and the administration as the lower, professional part. The government plays a dual role. It performs a political-executive function on the one and the administrative function on the other hand. Within its administrative function, the government acts as the top of the state administration, directing (the harmonising function) and supervising (the supervisory function) the actions of state bodies.

Figure 1: Organisational levels of the executive branch

1. Courts of general instance or special administrative courts.
1.1 Good Governance

Governance should not be equated with the government. Governance deals with the ways of interaction and mutual influences between the governments or structures of authority and other social organisations. It also discusses how decisions are made and the relations between the above-mentioned institutions and their users, the citizens. The basic principles of good governance are: participation and consensus orientation, strategic orientation, responsiveness, effectiveness and efficiency, responsibility, transparency and legal frameworks, which guarantee fairness and equity (Graham, Amos in Plumptre, 2003).

One of the key components of good governance is inclusion of the citizens into the process of forming state decisions. It allows governments to tap wider information sources, widen their viewpoints and increase the scope of possible solutions to improve the quality of decision-making. Equally important, such activities increase the level of trust into the government, improve the quality of democracy and contribute to the strengthening of the civil society.

In strengthening its relation with the citizens, the governments have to guarantee:

- Fullness, objectivity, reliability, relevance, accessibility and intelligibility of information;

- Clear rules and goals for consultations which define the limitations of the process of consultations and the government's commitment to define its use and take into account the citizens' input;

- That suitable time and flexibility are allocated for participation, that new ideas and proposals can be put forth by citizens and that mechanisms exist for their integration into the policy formation processes;

The basic condition for public involvement is informing. The OECD (2001:12) defines informing as a one-way relationship that encompasses passive access to information on the citizens’ demand and active government programmes for information dissemination. Information accessibility demands adequate legislation, clear institutional mechanisms for carrying out the process of informing, independent bodies for guaranteeing an overview and the judiciary for its implementation. It also requires citizens, who are aware of their rights, and are ready to implement them. It is necessary to find a proper balance between the right to access, the protection of privacy and the limits imposed by state secrets.

Consultation is a two-way relationship in which the citizens guarantee feedback to the government. The government defines the areas of consultations, asks the questions and manages the process, while the citizens are invited to submit their views and opinions.
Even in the OECD countries, consultation was only in the recent years included as a fundamental component of the government decision making. Therefore, the legal, political and institutional frameworks are still being developed.

Active participation is defined as an attitude, based on a partnership with the government in which the citizens get actively involved in defining the process and contents of policy formation. Active participation guarantees the citizens an equal footing in setting the agenda, proposing policies and forming political dialogue.

1.2 Quality, effectiveness and efficiency of public administration organisations

Quality is defined as the level with which a system, component or a process fulfils specific demands, needs or expectations of a client or user. Defining the quality as a level to which the client’s needs are satisfied equals the definition of effectiveness. Efficiency as an internal measure for effectiveness could meanwhile be defined as the thriftiness in using the resources of an organisation in securing a given level of client satisfaction. The concepts of quality, effectiveness, efficiency and economy are closely connected among themselves.

The reason for the existence of public administration organisations also lies in the fact that they guarantee public services. According to Turk, the purpose of every business system is to continuously maintain its functioning and to also develop.

The purpose of a business system must be subordinate to its objectives. The objectives of a business system could be complementary, independent or in opposition to each other - in the last case meeting an individual goal prevents the fulfilment of another goal.

The general principle of purposefulness or rationality stems from the ratio between outputs and inputs. According to inputs, we differentiate three basic principles of operating, all with their roots in purposefulness:

- The principle of productivity;
- The principle of economy;
- The principle of profitability.

All the three principles also serve as indicators of the efficiency and effectiveness of business operations. Profitability mainly reveals the financial effectiveness of business, while productivity and thriftiness reveal its technological efficiency.

Efficient functioning of an organisation, meaning performance of its activity, demands an even and as full as possible use of possibilities and resources of an organisation.
Two fundamental approaches are possible (Tavčar 1994:745):

- **Streamlining-oriented**: the organisation should achieve the purpose and objectives by using the smallest possible amount of resources;
- **Growth- and greater quality-oriented**: the organisation should achieve the highest possible output with a given amount of inputs and through that the level of achieving its purpose and objectives.

The first approach is more passive and more suitable, if the organisation lacks the possibilities to increase the quantity or content of its operations. The second approach is more active and tries to increase as much as possible the quality and scope of the organisation’s activities. The approaches are not mutually exclusive. A suitable combination of the two is to, e.g. **improve the quality of products or services and at the same time cut costs**.

The quality and the effects of improving the quality in an organisation can be viewed from several viewpoints, all linked with measuring, surveying and ascertaining these effects.

Various approaches and models for ascertaining the quality and efficiency within an organisation are available. They include models of business excellence (business excellence according to the European Foundation for Quality Management (EFQM), which also forms the basis of the Slovenian national quality award, the Common Assessment Framework (CAF), a assessment model for public sector organisations); they also include achieving and maintaining quality in an organisation according to the international ISO 9000 family of quality standards; the Balanced Scorecard (BSC), a balanced system of indicators; Customer Relation Management (CRM), a management of relations with clients; various quantitative approaches; a valuation of operations; and so on. Numerous such approaches are already in effect in the public sector and public administration, also in Slovenia.

Monitoring the quality and efficiency of an organisation must not present a goal in itself, but rather result in increasing the effectiveness and efficiency and a more prudent use of organisation’s resources, brought about by suitable management measures.

The question arises why differences arise in the existing operations, which lead to achieving better or worse results, even in administration bodies of the same kind, which use the same legislative frameworks and demands for regulating their activities.

Legislation cannot define in detail a comprehensive system of management of such organisations, namely the links between the principle of legality and the (expected) operational results. Legislation can define individual components of elements of management - planning, organising, managing and controlling - but cannot and must not define all of its possibilities and options. The latter belong under the scope of
professionals, who are increasingly gaining importance in Slovenia as well. This means that organisation leaders and managers in public administration need to strengthen their managerial and general knowledge and step out of the box of their narrowly defined professional fields.

2 THE RIGHT TO GOOD ADMINISTRATION

The government and its administration as the executive branch wield considerable powers in society. They hold a monopoly in numerous areas, ranging from classical monopoly on the use of force and the power to control the society and ensure services.

The individual is as a consequence in a subordinate position towards the government and the executive branch. Oosting (2003:19) therefore believes that a narrow concept of a ‘client' does not adequately describe the position of an individual, who does not enjoy the freedom of a consumer on the market. However, the attitude between the state and its citizens has changed considerably, with Pusić (1995:36-37) stating that the attitude of the citizens towards the government and the public sector is no longer that of a serf. Citizens enter into different relationships with the organisations in the public sector, namely as voters, producers, consumers, users, patients, clients and so on. Every role is specifically regulated and in every role the citizens have available the legislative means for enforcing or maintaining their interests related to limitations, encroachments and other abuses of their rights.

The changed attitudes between the organisations, which provide public goods, and the clients of the administration are listed in the following table.

Table 1: Examples of various relations between administration clients and performers of services
Source: Shand, David; Arnberg, Morten. 1996. Background Paper, p 17

<table>
<thead>
<tr>
<th>Clients’ position</th>
<th>Types of services - the situation of clients and performers of services</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assistance recipient</td>
<td>E.g. unemployment benefits. The recipient receives financial benefits on which he is dependent and entitled. The performer of the service holds a monopoly.</td>
</tr>
<tr>
<td>Consumer</td>
<td>E.g. home care. The user can usually choose between various public and private performers, but remains highly dependent on the service. The service is carried out on a person-by-person basis.</td>
</tr>
<tr>
<td>Producer and consumer</td>
<td>E.g. parents, who are actively involved in the functioning of schools, attended by their children and thus perform two roles: consumers of services (children attend schools) and producers (parents take part in creating the school’s conditions, activities, etc).</td>
</tr>
</tbody>
</table>
2.1 Rule of Law as a Basis of Legitimacy

Oosting (2003) believes that the power of the government sets the level of importance to the question if and how this power is accepted in the society. This is an issue of legitimacy, i.e. the transformation of power into authority.

Authority itself - power accepted as legitimate - presents an essential condition for effective implementation of public policies towards an individual as well as for the long-term continuity of the political-administrative system.

Legitimacy in this sense can be seen as a working capital that every government can use, but also has to regularly amend it in order to prevent a lack that could threaten the continuity. From the standpoint of the society, government is not the goal, it is the means - the government governs in order to serve. Governments should therefore strive for reducing or abolishing the dependence of an individual. Public administration should perform its duties in such a way as to be labelled a fair administration.

The solution for an unregulated and unmonitored public power and the issue of legitimacy is the rule of law.

A very significant part of the government’s credibility rests on the public administration’s respect for legislative provisions in its own administrative decisions. The position of the public authority rests in the legislation and a civil servant can only use his public powers if vested into him by law and for purposes for which these powers were vested.

Linked with vesting the public powers is an obligatory responsibility for their use, assessed by the courts and an ombudsman. A wider responsibility also includes political functions, court of audits and the public through demands for openness and transparency. Public authority is and has to always be a limited authority.
The rule of law also presents an important part of administrative culture.

The means for implementing the rule of law is good administration. The concept of good administration can be seen as an umbrella concept, which includes an assortment of specific demands, which give their own contribution to the rule of law and promote the legitimacy of the government and its decisions. Each of these demands presents a guideline for modern administration and if the administration fulfils them, it can truly be labelled as a good administration.

2.2 The Right to Good Administration as a Human Right

The right to good administration is defined as a basic right, if set in the constitutional provisions of a state (Kieres, 2003: 9). Oosting (2003: 23) says that one of the characteristics of modern governance is the government’s obligation for respecting, safeguarding and fulfilling human rights.

Human rights developed in their own right, a development, which also influenced the functions of states to allow them to guarantee and implement these rights in its economic, social and cultural policies. The present, especially the relatively harsh economic environment, demands that governments of welfare states find new relations between political ambition and budget limitations, as the latter could result in a lack of adequate budget means for fulfilling the entire scope of human rights as an element of the rule of law. Regardless of budget constraints, these obligations remain fundamental for government policies and have to be realised to the fullest possible extent with the available resources.

Oosting (2003) states three main functions of a modern state:

- To maintain the state’s integrity, its territory and interests, to guarantee and maintain public order and peace, to guarantee security;
- To direct and supervise the future development of a society;
- To ensure public services.

Good administration involves a comprehensive scope of the activities of public administration on the general and specific levels and in its written decisions. The starting point for public administration in its subservience to the rule of law through good administration is its duty to abide by the law and the limits of its powers, as defined in the Constitution and not to abuse this power for other aims, including for personal ones.
2.3 Demands, Implied by the Right to Good Administrations

According to Oosting, good administration implies the following demands for public administration:

(a) regarding the positions, behaviour and communication of a civil servant towards individuals:

- Positions: impartialness, objectivity, avoiding prejudices;
- Behaviour: friendliness and readiness to help, giving adequate attention, transparency and accessibility;

> It is the administration’s duty to actively monitor and ensure compliance of individuals and organisations with their legal obligations, and to, where necessary, launch sanctions against those, who breach these obligations with the aim of protecting the rights of those, whose interests are met through these obligations.

- Communication: understandable language and form through documents that can be understood by individuals for whom they are intended; to give necessary information; provide access to issues and other relevant documents; to issue notification of reception; to give suitable information on the right to a complaint;

(b) regarding the contents of decision making:

- Respect the principle of equal treatment for issues, avoiding discrimination;
- Respect the principle of legal certainty and foresight in order to meet legitimate expectations;
- Consistency, avoiding arbitrary decisions, meeting demands regarding fairness, proportionality;

(c) regarding the decision making process:

- Formulate decisions: giving reasons;
- Draft decisions: hearing/listening to interested parties; suitable inspection/investigation of all relevant circumstances;
- Time component of decision making: With necessary speed and within reasonable time frames.

Complying with the demands of good administration also impacts on the organisation and infrastructure of the modern public administration.

- **Employees**: the need for adequate personnel and quality, including in legal knowledge and practice;

- **Standards**: the need to develop comparable values and define the standards to which comparisons will be made;
— **Complaint mechanisms**: set institutional regulations for dealing with complaints by the public, both internally and through an independent ombudsman;

— **Feedback**: the need for guarantees that decisions by external supervisory bodies (the courts, ombudsman, court of audits) will be respected and be followed-up by suitable measures, also by preventing repetitions;

— **Internal controls and balancing**: prevent abuse of power by civil servants for personal gains and promote their integrity.

### 2.4 Development of the Right to Good Administration

Good administration is a dynamic concept that has and will most likely continue to develop in relation to the development of the environment a public administration operates in. According to Niewiadomski (2003: 41), the right to good administration has become a standard. After being an appeal not a long time ago it has become the norm.

The regulations that concern the structure and principles of managing public administration in the Council of Europe and the European Union member states fall under the dominion of national governments. However, documents which address the common values of civil servants in the abovementioned countries and in international institutions were drafted on the international level. Also drafted was the division of powers among European, national, local and regional bodies.

**Council of Europe documents**

The Council of Europe legislation in the field of human rights forms a part of the ‘soft law’ and also deals with the right to good administration. Legal acts of the Council of Europe point towards defining the area of regulation in a certain manner, including the right to good administration. Rather than presenting a strict regulatory approach, they offer incentives for legislative actions. The subject of the regulation, outlined in the Council of Europe documents deals with the rights of citizens vis-à-vis the administration or its institutions and the rights of the administration vis-à-vis the citizens and organisations.

**Legal practice of the Court of European Communities and the Court of First Instance**

The mission of the Court of European Communities is that the Acquis Communautaire is interpreted and used in the same manner in all member states. Its mission prompted the Court to define the standards for enforcing the Acquis, which the member states have to fulfil.

The Court of European Communities and the Court of First Instance create unwritten administrative legislation through court practice.
The EU Charter of Fundamental Rights
The EU Charter of Fundamental Rights was signed and declared in December 2000 in Nice. It includes the right to good administration (Article 41) and the right to access documents (Article 42). The article on good administration is written in verbatim in a later part of the document.

The Code of Good Administrative Behaviour
The European Human Rights Ombudsman drafted the Code of Good Administrative Behaviour, which was passed by the European Parliament in 2001. The code includes 27 articles that include the following principles:

- legality; non-discrimination; proportionality; absence of abuse of power;
- impartiality and independence; legitimate expectations; consistency and legal aid; fairness; politeness; answers and letters in the citizen’s language;
- confirmation of reception and naming the competent official; the right to a hearing and submitting a statement; a reasonable time line for coming to a decision; the duty to list the basis of a decision; listing the possibility for complaints; notification of a decision; data security; information access; public access to documents; keeping suitable records.

The Treaty Establishing a Constitution for Europe
Prior to drafting the Treaty establishing a Constitution for Europe, the good administration concept was codified in the following two legally non-binding documents:

- the EU Charter of Fundamental Rights and

The legal status of the right to good administration will be significantly boosted if the Treaty establishing a Constitution for Europe gets ratified. The right to good administration is defined as a basic right in the Treaty, namely in the EU Charter of Fundamental Rights:

Article II-101.

The Right to Good Administration

(1) Every person has the right to have his or her affairs handled impartially, fairly and within a reasonable time by the institutions, bodies, offices and agencies of the Union.

---

(2) This right includes:

a) the right of every person to be heard, before any individual measure which would affect him or her adversely is taken;

b) the right of every person to have access to his or her file, while respecting the legitimate interests of confidentiality and of professional and business secrecy;

c) the obligation of the administration to give reasons for its decisions.

(3) Every person has the right to have the Union make good any damage caused by its institutions or by its servants in the performance of their duties, in accordance with the general principles common to the laws of the Member States.

(4) Every person may write to the institutions of the Union in one of the languages of the Constitution and must have an answer in the same language.

3 PUBLIC ADMINISTRATION INTEGRITY

The public must have confidence in public administration, in accordance with the rule of law and democratic frameworks. This is the reason why the reliability of public administration can only be guaranteed if the principles of functioning are explicitly stated and known to all involved.

Today’s governments of the majority of EU members are increasing their focus on common social standards and values. The increasing discretion powers of administrative bodies, changes in administrative relations and a stress on interactive formation of policies also increased the individual responsibility of civil servants (Krekel, 2005).

Civil servants are increasingly coming across clashes between competing values and job demands. They are faced with pressures on a more managerial approach, which stresses innovation, efficiency and goal orientation on the one hand and with a culture of officials, which stresses legality, fairness, punctually closed administrative procedures and the rule of law on the other (Demmke, 2004: 40-41).

Many states promote and implement new values such as innovation, efficiency and quality. However, several traditional administration values still hold their own. Values such as neutrality, respect for the rule of law, impartiality and avoidance of conflicts of interests have survived the changes in the recent decades. Today’s civil servants have to heed more values than they ever had to in the past and should in consequence also be better trained to face the increasing amount of everyday dilemmas. New questions have become the reality of today, such as: Should a civil servant act in a proper manner and respect the organisation and society’s goals or should he put the wishes of an individual first? Is it better to give an impartial advice or to meet the
expectations of a superior and thus increase the chances of being awarded a bonus or even the possibility for promotion?

Another dilemma presented itself in the form of how to face the everyday pressures and conditions of the job. Pressured by the need to achieve results, a civil servant could fall prey to temptation to eschew a certain rule that could be arbitrary or unnecessary. Should such pressures at work increase, the danger of unethical and even illegal actions increases as well.

Demmke (2004: 16) defines the following common European integrity principles:

- Commitment to the public,
- Integrity, honesty and fairness,
- Independence (and objectivity),
- Competence and responsibility,
- Openness and transparency

and at the same time writes that a common understanding of these principles does not necessarily exist in EU member states.

Table 2: Typical principles, rules, instruments and tools of EU member states
Source: Demmke, 2004: Working towards Common Elements in the Field of Ethics and Integrity, p. 31–32.

<table>
<thead>
<tr>
<th>Instruments</th>
<th>Fields established or defined</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constitution</td>
<td>Foundations for a public (state) administration</td>
</tr>
<tr>
<td>Public Administration Act</td>
<td>Basic principles for a public (state) administration</td>
</tr>
<tr>
<td>Disciplinary rules</td>
<td>Civilian and criminal rules in cases of wrong actions</td>
</tr>
<tr>
<td>Code of ethics</td>
<td>- Public values that should guide civil servants;</td>
</tr>
<tr>
<td></td>
<td>- Democratic values (honesty, impartialness, loyalty to ministers, serving the public interest, ensuring information, political neutrality);</td>
</tr>
<tr>
<td></td>
<td>- Professional values (objectivity, performance, citizens orientation, responsiveness, efficient use of resources, professionalism);</td>
</tr>
<tr>
<td></td>
<td>- Ethical values (maintaining public trust, responsibility, integrity, abuse of power);</td>
</tr>
<tr>
<td></td>
<td>- Human values (fairness, respect for human rights, principle of equality, non-discrimination, respectful behaviour, merits).</td>
</tr>
<tr>
<td>Rules on conflict of interests</td>
<td>- General: avoidance of conflicts between official duties and personal interests;</td>
</tr>
<tr>
<td></td>
<td>- Rules on out-of-office employment and activities;</td>
</tr>
<tr>
<td></td>
<td>- Rules on gifts;</td>
</tr>
<tr>
<td></td>
<td>- Rules on employment after termination of the office;</td>
</tr>
<tr>
<td></td>
<td>- Rules on shares, additional income, etc. (register of interests).</td>
</tr>
</tbody>
</table>
The main legislative and horizontal instruments in the area of integrity of EU members are listed below.

Table 3: The main legislative and horizontal instruments
Source: Demmke, 2004: Working towards Common Elements in the Field of Ethics and Integrity, p. 33.

<table>
<thead>
<tr>
<th>Instruments</th>
<th>Fields established or defined</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rules on improper activities</td>
<td>– Who to report to;</td>
</tr>
<tr>
<td></td>
<td>– Rules on independent consulting bodies or commissions;</td>
</tr>
<tr>
<td></td>
<td>– Rules on protection and legal protection;</td>
</tr>
<tr>
<td></td>
<td>– Rules on secrecy and obligation to report.</td>
</tr>
<tr>
<td>Rules on (un)wanted behaviour</td>
<td>– Rules on desired behaviour;</td>
</tr>
<tr>
<td></td>
<td>– Rules against intimidation and violence;</td>
</tr>
<tr>
<td></td>
<td>– Rules against sexual intimidation;</td>
</tr>
<tr>
<td></td>
<td>– Rules on secrecy.</td>
</tr>
</tbody>
</table>

In some cases also rules on testing positions, integrity

<table>
<thead>
<tr>
<th>Instrument</th>
<th>Challenges, obstacles and difficulties</th>
</tr>
</thead>
<tbody>
<tr>
<td>Disciplinary rules</td>
<td>– Lack of resources and capacities for implementing rules;</td>
</tr>
<tr>
<td></td>
<td>– The actual number of layoffs, warnings and the effect of warnings.</td>
</tr>
<tr>
<td>General codes of ethics</td>
<td>– How to make people treat the codes seriously?</td>
</tr>
<tr>
<td></td>
<td>– Using a centralised or decentralised approach?</td>
</tr>
<tr>
<td></td>
<td>– Sector-based or all-sweeping rules?</td>
</tr>
<tr>
<td></td>
<td>– For which categories of employees?</td>
</tr>
<tr>
<td></td>
<td>– How to communicate with and involve employees?</td>
</tr>
<tr>
<td></td>
<td>– The best ways to increase awareness;</td>
</tr>
<tr>
<td></td>
<td>– Who and when to train employees?</td>
</tr>
<tr>
<td></td>
<td>– How to achieve the maximum level of clarity and practicality?</td>
</tr>
<tr>
<td>Conflict of interests – general</td>
<td>– What should it include? (provisions for new and outgoing employees; provision on internal functioning)</td>
</tr>
<tr>
<td></td>
<td>– Expansion to private life?</td>
</tr>
<tr>
<td></td>
<td>– How to communicate with employees?</td>
</tr>
<tr>
<td></td>
<td>– Unawareness among employees on causes of conflict of interests.</td>
</tr>
</tbody>
</table>
The transformation of the right for good administration from a demand into a norm fundamentally impacts the endeavours for a higher quality of public sector organisations and, consequentially, the entire social system of a state.

New challenges and changed demands faced by all administrative systems, demand new solutions, approaches and methods of work and organisation. A majority of the approaches is based on participation and partnership of all involved. This is valid for the interaction of an organisation with its environment - other organisations or individuals - and for its internal functioning. New approaches are based on a larger inclusion of all employees, increasing their responsibility and competencies. Additionally, such approaches are supported by new information and communication technologies which are increasing the speed and accessibility as well as bringing a larger degree of informal attitudes. Issues within an organisation usually surface in incorporating such an approach or an individual method into an existing organisational structure, which is still fundamentally hierarchical in the public administration and the public sector. This is especially true for initiatives launched by lower levels of hierarchy.

<table>
<thead>
<tr>
<th>Instrument</th>
<th>Challenges, obstacles and difficulties</th>
</tr>
</thead>
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4 IMPACT OF THE RIGHT TO GOOD ADMINISTRATION ON PUBLIC ADMINISTRATION QUALITY

The transformation of the right for good administration from a demand into a norm fundamentally impacts the endeavours for a higher quality of public sector organisations and, consequentially, the entire social system of a state.
Public management is becoming a public good and public managers are increasingly coming to the attention of the public. Enforcing the right to good administration brought greater transparency and openness of public administration institutions, from activities that were concluded according to the ‘black box’ principle to process-based, from inputs budgeting to goal-, performance and results-oriented activities.

The right to good administration focuses on the user of public administration services. The right to a response, the right to be heard, the right to be informed and access documents, the right to legal explanation, the right to test the validity of an administrative decision etc., influence the organisation of processes in the administration. The right to simplicity as part of the right to good administration influences the organisation of the services and the ways and coordination of procedures as well as simplification of administrative procedures and documents. An important part of the right to good administration is a reduction of the number of necessary documents.

The development of the right to good administration influenced a gradual transition from public administration into public management, which brought changes to the roles of the heads of public administration institutions, who are expected to play a much more active and even proactive roles, to inspire and lead their co-workers towards change, higher level of functioning and improve themselves as well as organisational processes. To do that, managerial knowledge is necessary as well. Organisational and/or managerial models are very welcome in organisations where heads acquire their managerial knowledge gradually, mainly as a consequence of changes to the demands and the working environment as such models give them the chance to base their management on the already tried and tested model(s). The spread of models such as the ISO 9000 family of quality standards or business excellence models becomes understandable in this light. In this context quality models take on a role of organisational models, proving in consequence that quality concerns everybody in the organisation.

Heads of public administration organisations have to master the operations of these organisations. They must have mechanisms for mastering the changes in place and have to continuously endeavour to increase the quality of their activities and services. They have to be aware that their responsibility of a public manager outreaches their responsibility in the times of public administration and that they require managerial knowledge. In their activities, they have to be particularly aware that:

- The organisation that they are heading is a business system, which requires agreements on activities and suitable allocation of resources. They have to follow the purpose of their activities, including not only the assurance of public services but also the care for further development of the system they are heading. They have to be proactive and serve as an example for their co-workers. Only in such a way they will be able to motivate and construct a suitable atmosphere, supportive of implementation of changes and continuous improvements. The most important characteristic of modern business systems is their dynamics.
Organisational structure has to pursue the objectives of the organisation. If the goals change, the structure should adapt accordingly, otherwise it could impede reaching the new objectives and could turn into an obstacle. Objectives are not set for eternity, but rather change with time.

Already during the period of defining the organisation’s objectives, the ways for measuring their achievement have to be defined. The system of measuring holds a significant value as it defines the objectives’ importance - they are important if they are measured. On the other hand, such a system has a powerful impact on the behaviour/activities of the employees or those included in the measurements, who engage in those areas that are being measured and ‘bring points’ as well as drop or do not carry out the activities that are not measured. The system of measurement can therefore help or hinder and is undoubtedly linked to the system of values within an organisation. Measuring can influence what is measured and can transform that into a value and is as such inseparably linked with the integrity of civil servants and the responsibility of public managers to guarantee that integrity.

Ethical behaviour cannot be guaranteed solely through individual instruments or partial changes. Integrity and ethical behaviour also cannot be achieved in one night, but rather need to be created and renovated. As values change through time, taking care of the integrity has to be a permanent task. If public managers fail to recognize the importance of developing values, their clients will most likely lose the trust in them.

And finally, public managers have to be aware that they require adequate knowledge in order to perform their tasks. Knowledge, necessary for solving new problems and challenges is becoming increasingly more interdisciplinary. Problems also differ among themselves, requiring suitable methodological knowledge as the chosen method depends on the problem and not vice versa. An increasing number of issues cannot be solved with the same level of knowledge on which they were created. Therefore, personal development of public administration managers is of key importance.

The right to good administration includes all of the above: legitimate expectations regarding the quality of public service performance alongside expectations on the quality of public services. The fact that the right to good administration is increasing in importance and is slowly becoming a human right, public managers have to be aware of their responsibility in the area, a responsibility that will not only be declarative but also pecuniary in the future.

5 CONCLUSIONS

Two main conclusions can be given when viewing public administration quality from the standpoint of good administration:
— The shift from public administration towards public management followed the gradual development of the right to good administration. Public management is not solely a consequence of changed economic conditions and increased financial pressure but also of increasingly aware citizens;

— The concept of quality in public administration follows the rule of law and is in line with the principles included in the right to good administration. Implementing the right to good administration is not only a legal challenge, but to a large extent also a managerial one.

It goes undisputed that new challenges, faced by the governments, and new public policies will impact the development of the right to good administration. The field of quality has a definite rule - the more quality of services is raised, the more the demands and expectations of the clients are raised as well.

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THE CONTEXT: CAN WE REALLY LEARN MUCH FROM PLACES THAT ARE SO DIFFERENT?

When I work with UK public agencies and point out some ‘innovative practices’ in service delivery which have been successfully implemented abroad, the typical reaction we get is “Well, that's all very well, but …”. In a nutshell, people are astonished at the idea that much interesting happens anywhere else and even more surprised at the idea that ‘we’ could learn from ‘them’.

Here are some of my favourites from the arguments we hear against learning ‘home lessons from abroad’:

— “Things are very different there - they don’t have our financial problems ... staff problems ... social problems ... legal context ... difficult members of the public ... difficult chief officers ... difficult politicians ...”
— “We tried something like that years ago – it didn’t work”
— “That’s ridiculous”
— “That's too difficult”
— “That’s too obvious”
— “We’d need to form a working group to consider it”
— “That’s against our policies”
— “We could never market that to our politicians”
— “That's interesting but ... we don’t have the time ... the staff ... the space ...”

So, in general - nothing new works and, if it works somewhere else, it must be because they are weird! The basic objection is simple - we can only learn from places that are JUST LIKE US - if they are not comparable, what would be the point of comparing ourselves with them?

Such thinking allows people to remain in their comfort zone. Moreover, it seems to fit in very well with what people think of as the ‘scientific’ or ‘academic’ critique of public sector reforms, namely that it’s illegitimate to compare situations which are clearly non-comparable. However, there is a very big paradox. Actual experience with benchmarking in the public sector in many places paints a very different story. It shows
that only the comparison with DIFFERENT organisations yields new insights. Actually, comparison with similar organisations typically doesn’t help at all in identifying radical innovations – the practices in genuinely similar organisations are often just as dull and interesting as our own! So, that is already one good reason for looking beyond national borders and learning from other European experiences.

Unfortunately, this is easier said than done. Indeed, in many public agencies it is not even possible to make a phone call abroad. Needless to say, in the internet age long-distance phone calls may often be cheaper than local calls so perhaps fiscal restraints will not be a valid reason to impede public officials from networking with European colleagues, at least for much longer. More importantly, there is still a lot of suspicion about foreign travel by public officials. Of course, even here, in the age of cheap airlines, travel costs are not necessarily any higher for trips to foreign cities than within one’s own country. However, it remains the case that there are lots of concerns that staff who go on conferences, seminars and study trips abroad could have fun while learning. And the raised eyebrows of many public managers faced with such staff requests suggest to us that, at least in the public sector, it is not regarded as acceptable for fun and learning to go together. What is the consequence? Well, predictably, we continue to come across a lot of costly re-inventing of the wheel in public sectors in different countries and, instead of rolling out interesting innovations, we find the repetition of avoidable mistakes across Europe.

Yet, the fact that the Quality Conferences for European public administration now take place every two years is encouraging and does suggest that public agencies are increasingly interested in learning from other countries. As a matter of fact, we can now look back at four of these QCs, which have involved thousands of public officials and hundreds of good practice cases. And in many European countries such as Slovenia there are also national quality conferences and quality awards on a regular basis which aim at identifying and disseminating Slovenian good practices. This raises the question whether ‘good practice’ identified in other European countries is any different from Slovenian ‘good practice cases’ as they were identified within the Slovenian national quality award? Are public agencies in other European countries more advanced, and if yes, in which respects? Before addressing this issue let us take stock of developments in public sector quality management in Europe.

**Trends in the European Quality Movement**

In this section, I will look at some of the trends which we can spot in the quality management world across Europe. But before we go on a virtual tour throughout Europe, it is necessary to specify briefly what we mean by innovations.

**Are all quality initiatives innovations?**

It is important to stress that an **innovation** is not an **invention**. This means that implementing an innovation does not imply trying a new practice for the first time.
worldwide. Typically, innovating in the public sector means introducing new services, new forms of organisation, processes and management methods which have never tried before in a specific area.

This means that introducing service charters in Slovenian public administration would be an innovation in Slovenia even though service charters have been introduced in other countries such as the UK and Italy some time ago. It also means that introducing the CAF in your organisation is an innovation if your organisation has never worked with the CAF before. So being innovative does not imply the need to re-invent the wheel and to try something new just for the sake of it.

However, innovations are always connected with learning processes - that is why they are rejected by people who are unwilling to learn new things. From this perspective, not all quality initiatives are innovations - some may not involve learning new things. Indeed, some quality initiatives may just lead to new bureaucratic ways of doing things, with no improvements. For example, an ISO initiative which only involves documenting existing practices, whether efficient or inefficient, and then insists on everyone following the procedures in the handbook, whether or not they improve the service for its users - that is certainly not an innovation.

However, the majority of quality initiatives are indeed likely to be innovations in the part of the organisation where they are being tried out. We should congratulate that organisational unit for being innovative. However, we should also require that unit to demonstrate that it has checked out if such an initiative has already been implemented elsewhere (e.g. inside the same organisation or in some other agency) and we should expect them to be able to say what lessons have been learnt elsewhere. This is, if you like, the quality management approach to innovation. Unfortunately, very few ‘best practice cases’ presented over the four QC events have explicitly mentioned whether they were aware of any similar approaches elsewhere - even though it was crystal clear that many initiatives were very similar to those being presented by other countries.

**Limited innovations through instrument-driven approaches**

There are now many instruments available for quality management. Yet, most of the available instruments are instruments of quality ASSURANCE not quality management. They certainly do not replace a management system which involves defining a shared vision of quality, strategic objectives and quantitative and qualitative targets.

The first step is to have a shared language for quality - including a clear idea of what we MEAN by ‘quality’. We know that there are several ways of defining quality, e.g.:  
- ‘**Conformance to specification**’ – this approach is common in engineering and contract management and is well exemplified by Crosby (1979)  
- ‘**Fitness for purpose**’ – this is often rephrased as ‘meeting objectives’, deriving from systems analysis as is well exemplified by Juran (1988).
- ‘Meeting or exceeding customer expectations’ – this derives from consumer psychology is well exemplified by Zeithaml, Parasuraman and Berry (1990)
- ‘Bringing about a passionate emotional involvement between the customer and the service’ – this derives from social psychology and is well exemplified by Pirsig (1974).

While each of these definitions is interesting, and may play a useful role in any given organisation, it is confusing if ALL of these definitions are being used by colleagues at the same time. Normally, it is sensible for an organisation to agree what IT will mean by quality and then to manage around that definition. Of course, it may well be sensible some years later to reconsider and, perhaps, move to a different definition of quality. (In general, the level of aspiration tends to rise as we move down the list of definitions given above).

With a clear idea of what we mean by ‘quality’, it is then possible to see what the different quality assurance instruments can hope to achieve (see figure). **ISO approaches** are particularly relevant for assuring processes and suggesting process improvements, which means that they often fit well with a definition of quality which focuses on ‘conformance to specification’. The **EFQM and CAF approaches** are good for assuring both the ‘enablers’ and the results of an organisation, which means that they usually fit well with a definition of quality which focuses on ‘fitness for purpose’ or ‘meeting or exceeding customer expectations’. The problem with all of these approaches is that they are rather internally focussed and do not take account of the wider impacts of the organisation’s activities - this is the strength of the **GI Governance Model**, which is about how to assure quality of life and the achievement of good governance principles in public service networks.
All of these quality assurance approaches therefore have value in particular contexts, depending on what are the priorities in aspects of improving public services. However, it is important to realise that they tend to be based on ‘continuous improvement’ philosophies of quality management. Quality initiatives based on these models are unlikely to bring about ‘step change’, unless they are being driven by a very demanding set of aspirations and targets in the organisation (which will be considered in the next section).

This tendency to set expectations relatively low is reinforced by the risk that the ‘tool becomes the objective’. This is evident, for example, with self-assessment systems such as CAF (www.eipa.nl), where many ‘best practice’ cases presented at 4QC show that the organisation has focused mainly on applying the instrument in an appropriate way, rather than on achieving results which matter to their customers (Pollitt, Bouckaert and Löfler, 2006).

In order to avoid this danger, it is noticeable that many European public sector organisations are now looking to reinforce the ‘results’ and ‘impacts’ dimensions of their quality management approaches. In particular, there is increasing interest in service charters, particularly in the Netherlands, France, Spain and Czech Republic (and the UK government, one of the early innovators in this field, has recently announced that all local authorities will be expected to consider introducing local charters). A further indication of this renewed interest in the ‘results’ and ‘impacts’ dimensions is that Balanced Scorecards are becoming more and more popular, in particular as an add-on to EFQM/CAF.

**Real quality improvement needs both aspirational aims and inspirational targets**

If there are no aims or targets, then we do not know where we stand. Some of the presentations made at CAF seminars have showed that defining “what good looks like” is an important pre-condition for any meaningful self-assessment exercise. Without clearly defined strategic objectives and targets, organisational self-assessments easily become myopic and self-deluding.

Of course, in many countries there are national targets against which public agencies can benchmark themselves. However, these targets may be felt many managers to be a deviation from doing the ‘real’ job, as they do not reflect local priorities and conditions. Therefore, defining performance standards which are ‘owned’ by the organization is an essential pre-condition for organizational learning. Moreover, these targets have to be related to aspirational aims which really encapsulate the values and the ends which the organisation wishes to achieve – otherwise the targets may be driving behaviours in the wrong direction.

However, the 78 case descriptions which are available on the conference website at www.4qcconference.org do not provide much information on the criteria we might
use to measure achievement. One of the few noticeable exceptions to this is a number of ICT projects which are driven by the target to reduce administrative burdens for companies by 25% as of 2007. Interestingly, this is a shared target set out by the Irish, Dutch, Luxembourg, UK, Austrian and Finnish Presidencies of the European Union in January 2004.

Of course, the lack of a standard does not mean that a given ‘best practice’ case has not produced any results at all. However, without explicit and specific targets it is clearly difficult to evaluate how successful a project has been. And, in addition, the service also lacks an incentive for improving on current results. As the three scientific rapporteurs of the Rotterdam Quality Conference pointed out “quality standards seldom stand still” (Pollitt, Bouckaert and Löffler, 1995, p. 22). So it is important to raise the standards over time and to identify together with stakeholders “what is important and possible at a particular time and place” (Gaster and Squires, 2003, p. 89).

A further issue is the management approach for addressing these aims and aspirations. The UK has become famous for its ‘naming and shaming’ approach, which has clearly been demoralising for many staff in poorly-performing organisations. The alternative to this ‘punishment approach’ is to adopt a more ‘inspirational’ approach – using the carrot instead of the stick – which involves raising performance expectations, both on the part of customers and also staff, using performance indicators to motivate greater imagination and creativity and celebrating success when these targets are reached. However, there are also not many examples in the QC conferences of where this approach has clearly been adopted and has worked. Until better evidence emerges on which of these approaches is the more effective, it may be prudent for public sector organisations to look to pursue elements of both these approaches, according to the situation in which they find themselves.

**Step change through quality – leadership and stakeholder driven approaches**

Clearly, achieving significant quality improvement requires leadership and ownership – both inside and outside the organisation. This simple truth is often forgotten when the introduction of quality assurance tools is delegated to an external consultant or an internal quality expert. Indeed, as the three scientific rapporteurs pointed out at 4QC in Tampere, initiatives which are NOT led and owned internally are likely to fade away without producing visible results.

However, **leadership does not always reside on the top floor of an organisation**. As the “Leadership Talk Show” with Hazel Stuteley at 3QC in Rotterdam revealed, change agents can also be ‘street-level bureaucrats’ who work at the lower ranks in the hierarchy of an organisation. A case in point is the quality improvement initiative by Hazel Stuteley and her colleague to turn one of the most deprived areas of social housing in South-West England into a national model of excellence over a period of six years (Bovaird and Owen, 2002). The first trigger to changes in the area was a series of meetings between all the statutory agencies responsible for providing services on the estate. The real
kick-start to community working, however, came at the end of 1996, with a successful bid for funding from central government for a major programme of energy efficiency measures. The £1.2m of government funding was matched by £1m from Carrick District Council. The programme funded, over three years, gas central heating in 318 properties, loft insulation in 349 properties, cavity wall insulation in 199 properties and high-insulation external cladding in 350 other properties, which did not have cavity walls. This project resulted in quick improvements in health, with associated gains in family welfare and school attendance. As residents saw these improvements in quality of life, they became more interested in working on further initiatives on the estate, covering estate management, housing repairs, crime watch, youth training schemes, etc. All these improvements were largely led and managed by the residents themselves and some residents became active in formal politics.

In other organisations, leadership may indeed reside on the top floor, e.g. in the case of the Federal Administrative Agency (Bundesverwaltungsamt) in Germany, which provides a wide range of administrative services such as the reimbursement of travel expenses to other government departments. The quality improvement activities in this agency have been strongly driven by the Vice-President, Giso Schütz, who started with the implementation of a quality management system back in 1996. The quality management system was developed in-house and started with the definition of a vision statement for the whole organisation. About 20 members of staff representing different hierarchical levels of the organisation were involved in this exercise and there was also extensive consultation with the other 2000 staff members so that there was a clear understanding of where the organisation would go in the future. As a staff survey showed the time and resources invested into communicating the new vision had been well spent – most staff welcomed the change from a bureaucratic organisation to a modern service provider. Of course, there were also some sceptics at this initial stage who thought that this vision could never become a reality. These doubts quickly faded away when staff received thank you letters from service users and international recognition when the Federal Administrative Agency was showcased at the first European Quality Conference (1QC) in Lisbon in 2000. Indeed, the Federal Administrative Agency had achieved many improvements. For example, the reimbursement of travel expenses now only takes a maximum of 48 hours whereas this process used to take weeks in the past. Today hardly any members of staff talk about quality any more in the Agency – quality has been internalised and become part of the code of conduct shared by all staff. Yet the Federal Administrative Agency continues to lead innovations in e-government and its innovations are now being imitated by other agencies such as the Federal Customs and Excise Agency. However, Herr Schütz is not afraid of competition but believes that this will only drive his agency to stay at the leading-edge of innovation.

These examples show that step change requires people and stories that staff can identify with. As the three scientific rapporteurs pointed out at 4QC, “the innovation may come from anywhere, anyhow, but once it is on the agenda it is important to include a wide spectrum of views and stakeholders” at all stages of the change management cycle.
This is why we consider the “4 C” approach – co-design, co-decision, co-production and co-evaluation – as a prerequisite for sustainable innovations.

In a nutshell, this means
- to consult with internal and external stakeholders in the early development of innovations (co-design);
- to involve citizens and other stakeholders in decision-making processes (co-decision);
- to produce public services in partnership working with the private and nonprofit sectors and service users (co-production);
- to admit citizens and interest groups in the monitoring and evaluation of service quality (co-evaluation).

While leadership and ownership are essential, this does not mean that there is no need to use quality tools. These can, of course, help to produce the results which have the ‘quality leaders’ have identified as important. However, it also means that there is no particular virtue in the continued use of a specific instrument ‘for the sake of continuity’ - when the context and problems to be solved change, the leaders who are needed are also likely to change and the appropriate tool may therefore change as well.

Moreover, leadership may also come from outside the organisation concerned. For example, we all agree that the most effective hospitals and medical services do not guarantee a healthy population, if citizens insist on eating junk food and don’t take physical exercise, as happens in the UK. In this case, leadership came from a rather unlikely source – the famous TV chef, Jamie Oliver, ran a TV series on how school dinners could be converted from low quality junk food into nutritious meals. He overcame the huge reluctance of school pupils, the scepticism of school ‘dinner ladies’, the indifference of school head teachers and the hostility of the government (who feared the potential cost increases) and has seen his campaign being adopted in thousands of schools all over the UK. What is also intriguing is that here the ‘ownership’ of the quality initiative was also strong outside the organisation – many students, parents and even teachers, who came to identify passionately with the campaign, not just the staff running the meals service and without their input the campaign would almost certainly have failed.

A EUROPEAN STANDARD OF QUALITY?

Let us turn back to Slovenia and address the tricky question to which I referred in the introductory section – how innovative are the Slovenian ‘best practice’ cases which have received a prize in this year’s quality award in the European context? Are public agencies in other European countries more advanced, and if yes, in which respects?”

Clearly, this question has not been addressed in any of the four European Quality Conferences so far, since all ‘best practice’ cases have been treated equally. But it has
indeed become evident that not all nationally selected ‘best practice’ cases are relevant to other countries for several reasons:

– some cases deal with an issue which is of no significance to other countries;
– sometimes what is considered as an innovation in one country has already been widely implemented in other countries;
– sometimes what is considered as ‘best practice’ in one country may have been superseded by more advanced approaches in other countries.

This shows that the selection of ‘European’ best practice is much more difficult than at national level. It is evident that only a truly European jury would have the expertise and overview to ensure that national best practice was also relevant in other contexts. For the moment, it is clear that there is no process which provides the quality of information required for such judgements.

However, we have to ask if there are national practices which are better than others in terms of results achieved? Clearly, the experiences with international benchmarking in the public sector have been rather sobering. Typically, the methodological problems in finding a common way to define and measure costs and performance have been very considerable, so that most international benchmarking exercises have ended with the rather trivial conclusion that similar organisations are organised differently in different European countries. Nevertheless, as OECD rankings show, there is now more and more data-collection in specific sectors at international level which allow international comparisons in specific sectors, such as was done in the Pisa study for education.

However, there are some even more fundamental problems at stake. For example, there is hardly anybody in Europe who would not embrace transparency as a positive value in the public sector in the public sector. Indeed, almost all European countries have implemented freedom of information legislation in order to make the public sector more transparent. But does this mean that maximum transparency is ‘best European practice’? A closer look at the meanings of transparency in different European countries reveals that there are different understandings of transparency: whereas Finnish citizens consider the publication of their taxable income and property and the amount of taxes to be levied in the newspapers and on the website of the Finnish national broadcasting company (www.yle.fi/verokone) as something completely normal, such a degree of transparency would be considered as an intrusion into privacy in most other European countries. So what is a good practice in the Finnish context would be considered as a bad practice in a number of other European countries.

Indeed, we might expect that what is considered as best practice in the public sector is always context-specific. This raises major problems for the establishment of a common European standard. These problems are not, however, insuperable. There may indeed be ‘lowest common denominators’ in relation to most governance issues, e.g. transparency, the equalities agenda, sustainability, etc., which would be suitable against
which to judge the practices in different public sector organisations across Europe. It will indeed be interesting to explore this possibility, if the proper arena is available.

However, we would also have to acknowledge that going above any such ‘minimum standards’ established in this way would NOT always constitute improvements in ‘good governance’, since these changes might infringe other governance principles. We have already pointed out that more transparency might lead to invasion of privacy; similarly, more concern with the equalities agenda in favour of one social group might lead to perceived unfairness for other social groups, and more concern with environmental sustainability might conflict with policies meant to bring economic short-term gains to highly disadvantaged groups. Consequently, any such initiative to establish a common European standard for services or for ‘good governance’ will have to recognise that it is NOT just a technical task but an essentially value-driven, and therefore political, exercise. It will be important therefore that it is steered by a body which recognises and protects the political values in the ‘European project’ and the European administrative space. We can be confident that it will take considerable time for such an approach to come to fruition.

So where does this leave Slovenian ‘best practice’? Whereas there is no European Quality standard for public services, there is performance information for a number of specific services which allow international comparisons. This happens to be the case for the two Slovenian best practice cases which were presented at 4QC. They included the one-stop shop “eVEM” for business start-ups and the processing of pension payments and disability payments by the Pension Insurance Agency of Slovenia. In particular, as far as business start-ups are concerned, there are international indicators concerning the number of procedures and time needed for the registration of companies. We also know from the Netherlands that there are performance indicators regarding the processing of disability insurance benefits. So it will be possible for these two Slovenian agencies to benchmark their performance and to learn from similar initiatives in other countries.

Consequently, I want to suggest that all future national ‘best practice’ cases, including those here in Slovenia, make explicit reference to what they have learnt from similar initiatives elsewhere in Europe and, if performance information is available at the European level, how they perform against those criteria. Only by doing so, it will be possible to avoid mistakes which have been made elsewhere and to increase the standards of public service quality in Europe. This is more likely to offer a route to a common European quality standard than any artificial attempt to lay down overarching criteria to which all services and all projects must conform. Our motto in European public services should be ‘Look, learn, improve!’ and I wish Slovenia good fortune in its commendable efforts to do this, as demonstrated by this conference.
REFERENCES


This article wants to give an overview of the revised CAF model, the CAF 2006. It also wants to explore to what extend the CAF model constitutes a implicit framework for regulations and criteria for good organisational performance of the public sector in Europe?

It is the result of previous articles that were published by Nick Thijs and Patrick Staes in EIPASCOOP, the bulletin of the European Institute of Public Administration, of papers presented at the Second transatlantic dialogue in Leuven (Belgium) in June 2006 and of course on the new CAF 2006.

1 THE COMMON ASSESSMENT FRAMEWORK (CAF) AS A COMMON ORGANIZATIONAL MANAGEMENT MODEL

1.1 History and context

Definition

The Common Assessment Framework (CAF) is a total quality management tool inspired by the Excellence Model of the European Foundation for Quality Management (EFQM) and the model of the German University of Administrative Sciences in Speyer. It is based on the premise that excellent results in organisational performance, citizens/costumers, people and society are achieved through leadership driving strategy and planning, people, partnerships and resources and processes. It looks at the organisation from different angles at the same time, the holistic approach of organisation performance analysis.

Origin and growth

The CAF is a result of co-operation among the EU Ministers responsible for Public Administration. It is jointly developed under the aegis of the Innovative Public Services Group (IPSG), a working group of national experts set up by the Directors-General (DG) in order to promote exchanges and cooperation where it concerned innovative ways of modernizing government and public service delivery in EU Member States.
A pilot version was presented in May 2000 and a first revised version was launched in 2002. A CAF Resource Centre (CAF) was created at the European Institute of Public Administration (EIPA) in Maastricht following the decision of DGs in charge of public service. In a strategic statement, EIPA pointed out how it wants to play its role as a European CAF Resource Centre and what its objectives are in this respect.

Together with the network of national CAF correspondents, assisted by the European Foundation for Quality Management (EFQM) and the University of Speyer, the CAF RC coached the implementation of the model in many ways and evaluated its use. Between 2000 and 2005 ca. 900 European public administrations used the CAF to improve their organisations. Also from outside Europe there is a lot of interest in using the tool e.g. from China, Middle East, Dominican Republic and Brazil. More than 300 CAF users met at the 1st and 2nd European CAF Users Events in Rome in 2003 and in Luxembourg in 2005. Two studies by EIPA, established in the context of these events, give detailed information on the use of CAF in Europe and they inspired the CAF 2006 revision. A database on CAF applications is being further developed at EIPA, allowing integrating good practices in public administrations from all over Europe and maybe wider. A CAF e-tool will be soon fully available for the CAF community. The CAF website gives all the available information on the European level. The model is now translated in 19 languages. But also on the national level, many countries developed CAF support structures including training, e-tools, brochures, CAF users' events and CAF data bases. All these activities assure all the CAF actors involved that the target of 2000 registered CAF users in 2010 - set by the United Kingdom presidency - will be met.

The Ministers responsible for Public Administration in the European Union expressed at the end of the Luxemburg presidency on 8 June 2005 their appreciation for the fruitful exchange of ideas, experiences and good/best practices between the Public Administrations of the EU Member states within the European Public Administration Network (EPAN) and for the development and use of tools such as the Common Assessment Framework. They asked to integrate even more the quality approach with the Lisbon agenda. The CAF 2006 revision has taken this demand into account.

1.2 The theoretic model

Main purpose and support
The CAF is offered as an easy to use tool to assist public sector organisations across Europe to use quality management techniques to improve performance. The CAF provides a self-assessment framework that is conceptually similar to the major TQM models, EFQM in particular, but is specially conceived for the public sector organisations, taking into account their differences.

The CAF has four main purposes:
1. To introduce public administration to the principles of TQM and progressively guide them, through the use and understanding of self-assessment, from the current “Plan-
Do” sequence of activities to a full fledged “PDCA” cycle;
2. To facilitate the self-assessment of a public organisation in order to obtain a diagnosis and improvement actions;
3. To act as a bridge across the various models used in quality management;
4. To facilitate bench learning between public sector organisations.

The setting up of the Common Assessment Framework (CAF) provided an initial impetus for a common European reference framework. “The main purpose of the CAF is to provide a fairly simple, free and easy to use framework which is suitable for self-assessment of public sector organisations across Europe and which would also allow for the sharing of best practices and benchmarking activities” (Engel, 2002:35).

The CAF constitutes a blueprint of the organisation. It is a representation of all aspects that must be present in the proper management of an organisation in order to achieve satisfactory results. All these elements are translated into nine criteria. Five of these are ‘Enablers’ and four are ‘Results’. The ‘Enabler’ criteria cover what an organisation does. The ‘Results’ criteria cover what an organisation achieves. ‘Results’ are caused by ‘Enablers’ and feedback from ‘Results’ helps to improve ‘Enablers’. Criteria are further operationalised and given concrete form in sub criteria. On the basis of these sub criteria, a group from within the organisation evaluates that organisation.

Figure 1: The Common Assessment Framework

The CAF has been designed for use in all parts of the public sector, applicable to public organisations at a national/federal, regional and local level. It may also be used under a wide variety of circumstances, e.g. as part of a systematic programme of reform or as a basis for targeting improvement efforts in public service organisations. In some cases, and especially in very large organisations, a self-assessment may also be undertaken in part of an organisation, e.g. a selected section or department. The CAF provides:
— an assessment against a set of criteria which has become widely accepted across Europe, based on evidence;
— opportunities to identify progress and outstanding levels of achievement;
— a means to achieve consistency of direction and consensus on what needs to be done to improve an organisation;
— a link between goals and supportive strategies and processes;
— a means to create enthusiasm among employees by involving them in the improvement process
— opportunities to promote and share good practice within different areas of an organisation and with other organisations;
— a means to integrate various quality initiatives into normal business operations;
— a means of measuring progress over time through periodic self-assessment;

Concepts and Values of CAF
As a tool of total Quality Management, CAF subscribes to the fundamental concepts of excellence as defined by EFQM: results orientation, customer focus, leadership and constancy of purpose, management by processes and facts, involvement of people, continuous improvement and innovation, mutually beneficial partnerships and corporate social responsibility. It aims to improve the performance of public organisations on the basis of these concepts.

Public management and quality in the public sector have a number of special unique conditions in comparison with the private sector. They presume basic preconditions, common to our European socio-political and administrative culture: legitimacy (democratic, parliamentary), the rule of law and ethical behaviour based on common values and principles such as openness, accountability, participation, diversity, equity, social justice, solidarity, collaboration and partnerships.

Although CAF primarily focuses on the evaluation of performance management and the identification of its organisational causes to make improvement possible, contributing to good governance is the ultimate goal.

So the assessment of performance addresses the following main features of a public sector organisation:
— democratic responsiveness/accountability;
— operating within the legislative, legal and regulatory framework;
— communicating with the political level;
— involvement of stakeholders and balancing of stakeholder needs;
— excellence in service delivery;
— value for money;
— achievement of objectives;
— management of modernisation, innovation and change.
1.3 The structure of the CAF-model: 9 criteria and 28 sub criteria

CAF provides a self-assessment framework under which an ad hoc group of employees in an organisation can conduct a critical assessment of their organisation guided by the CAF structure.

<table>
<thead>
<tr>
<th>Enablers</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Criterion 1. Leadership</strong></td>
</tr>
<tr>
<td>Consider evidence of what the organisation’s leadership is doing to:</td>
</tr>
<tr>
<td><strong>Sub criterion 1.1.</strong></td>
</tr>
<tr>
<td>Provide direction for the organisation by developing its mission, vision and values.</td>
</tr>
<tr>
<td><strong>Sub criterion 1.2.</strong></td>
</tr>
<tr>
<td>Develop and implement a system for the management of organisation, performance and change.</td>
</tr>
<tr>
<td><strong>Sub criterion 1.3.</strong></td>
</tr>
<tr>
<td>Motivate and support the people in the organization and act as a role model</td>
</tr>
<tr>
<td><strong>Sub criterion 1.4.</strong></td>
</tr>
<tr>
<td>Manage the relations with politicians and other stakeholders in order to ensure shared responsibility</td>
</tr>
</tbody>
</table>

**Criterion 2. Strategy and Planning**
Consider evidence of what the organisation is doing to:

| **Sub criterion 2.1.**  |
| Gather information relating to present and future needs of stakeholders |
| **Sub criterion 2.2.**  |
| Develop, review and update strategy and planning taking into account the needs of the stakeholders and available resources |
| **Sub criterion 2.3.**  |
| Implement strategy and planning in the whole organisation |
| **Sub criterion 2.4**  |
| Plan, implement and review modernisation and innovation |

**Criterion 3. People**
Consider evidence of what the organisation is doing to:

| **Sub criterion 3.1.**  |
| Plan, manage and improve human resources transparently with regard to strategy and planning |
| **Sub criterion 3.2.**  |
| Identify, develop and use competencies of the employees aligning individual and organisational goals |
| **Sub criterion 3.3.**  |
| Involve employees by developing open dialogue and empowerment |

**Criterion 4. Partnerships and Resources**
Consider evidence of what the organisation is doing to:

| **Sub criterion 4.1.**  |
| Develop and implement key partnership relations |
Sub criterion 4.2.
Develop and implement partnerships with the citizens/customers

Sub criterion 4.3
Manage finances

Sub criterion 4.4
Manage information and knowledge

Sub criterion 4.5.
Manage technology

Sub criterion 4.6.
Manage facilities

Criterion 5. Processes
Consider evidence of what the organisation is doing to:

Sub criterion 5.1.
Identify, design, manage and improve processes on an ongoing basis

Sub criterion 5.2.
Develop and deliver customer-oriented services and products

Sub criterion 5.3.
Innovate processes involving the citizens/customers

Criterion 6. Citizen/Customer-oriented Results
Consider what results the organisation has achieved to meet the needs and expectations of citizens and customers through:

Sub criterion 6.1.
Results of citizen/customer satisfaction measurements

Sub criterion 6.2.
Indicators of citizen/customer-oriented measurements

Criterion 7. People Results
Consider what results the organisation has achieved to meet the needs and expectations of its people through:

Sub criterion 7.1.
Results of people satisfaction and motivation measurements

Sub criterion 7.2.
Indicators of people results

Criterion 8. Society results
Consider what results the organisation has achieved in respect of impact on society, with reference to:

Sub criterion 8.1.
Results of societal measurements perceived by the stakeholders

Sub criterion 8.2.
Indicators of societal performance established by the organisation

Criterion 9. Key performance results
Consider the evidence of defined goals achieved by the organisation in relation to:

Sub criterion 9.1.
External results: outputs and outcomes to goals

Sub criterion 9.2.
Internal results
1.4 The role of the scoring

One of the compulsory elements of the CAF is the scoring system. Although the discovery of strengths and areas for improvement and the linked improvement actions are the most important outputs of the self-assessment, organisations sometimes focus too much on scores. The scoring system has been retained and elaborated in the new CAF version. Allocating a score to each sub criterion and criterion of the CAF model has 4 main aims:
1. to give an indication on the direction to follow for improvement activities;
2. to measure your own progress;
3. to identify Good Practices as indicated by high scoring for Enablers and Results;
4. to help to find valid partners to learn from.

New in the CAF 2006 is the provision for two ways of scoring. The “classical CAF scoring” and the “fine-tuned CAF scoring”. More information is given in the chapter on scoring.

CAF classical scoring for the enablers

This cumulative way of scoring helps the organisation to become more acquainted with the PCDA-cycle and directs it more positively towards a quality approach. The scores as defined in the CAF 2002 version are presented in the column “level 2002”. In the enablers assessment panel the PDCA phase is in place only when bench learning activities are part of the continuous improvement cycle.

<table>
<thead>
<tr>
<th>Phase</th>
<th>CLASSICAL SCORE ENABLERS PANEL</th>
<th>Score</th>
<th>Level 2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>PLAN</td>
<td>We have a plan to do this.</td>
<td>11 - 30</td>
<td>2</td>
</tr>
<tr>
<td>DO</td>
<td>We are implementing/doing this.</td>
<td>31-50</td>
<td>3</td>
</tr>
<tr>
<td>CHECK</td>
<td>We check/review if we do the right things in the right way.</td>
<td>51-70</td>
<td>4</td>
</tr>
<tr>
<td>ACT</td>
<td>On the basis of checking/reviews we adjust if necessary.</td>
<td>71-90</td>
<td>5</td>
</tr>
<tr>
<td>PDCA</td>
<td>Everything we do, we plan, implement and adjust regularly and we learn from others. We are in a continuous improvement cycle on this issue.</td>
<td>91-100</td>
<td>5</td>
</tr>
</tbody>
</table>

CAF fine-tuned scoring for the enablers

The fine-tuned scoring is a simultaneous way of scoring closer to the reality where e.g. many public organisations are doing things (Do) but sometimes without enough planning (Plan).

— In the enablers panel, the emphasis lays more on the PDCA as a cycle and progress can be represented as a spiral where in each turn of the circle improvement may take place in each phase: PLAN, DO, CHECK and ACT;
— Bench learning activities are normally taken into account at the highest level of all the phases.
— This way of scoring gives more information on the areas were improvement is mostly needed.

<table>
<thead>
<tr>
<th>PHASE</th>
<th>Scale</th>
<th>0-10</th>
<th>11-30</th>
<th>31-50</th>
<th>51-70</th>
<th>71-90</th>
<th>91-100</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Evidence</td>
<td>No evidence or just some ideas</td>
<td>Some weak evidence, related to some areas</td>
<td>Some good evidence related to relevant areas</td>
<td>Strong evidence related to most areas</td>
<td>Very strong evidence related to all areas</td>
<td>Excellent evidence, compared with other organisations, related to all areas</td>
</tr>
<tr>
<td>PLAN</td>
<td></td>
<td>Planning is based on stakeholders’ needs and expectations. Planning is deployed throughout the relevant parts of the organisation on a regular basis.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Score</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>DO</td>
<td></td>
<td>Execution is managed through defined processes and responsibilities and diffused throughout the relevant parts of the organisation on a regular basis</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Score</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CHECK</td>
<td></td>
<td>Defined processes are monitored with relevant indicators and reviewed throughout the relevant parts of the organisation on a regular basis</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Score</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>ACT</td>
<td></td>
<td>Correction and improvement actions are taken following the check results throughout the relevant parts of the organisation on a regular basis</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Score</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Total /400
SCORE /100
CAF classical scoring for the results

In the results assessment panel a distinction is made between the trend of the results and the achievement of the targets.

<table>
<thead>
<tr>
<th>RESULTS PANEL 1</th>
<th>Score 2006</th>
<th>Level 2002</th>
</tr>
</thead>
<tbody>
<tr>
<td>No results are measured and/or no information is available.</td>
<td>0 – 10</td>
<td>0</td>
</tr>
<tr>
<td>Results are measured and show negative trends and/or results do not meet relevant targets.</td>
<td>11 – 30</td>
<td>1</td>
</tr>
<tr>
<td>Results show flat trends and/or some relevant targets are met.</td>
<td>31-50</td>
<td>2</td>
</tr>
<tr>
<td>Results show improving trends and/or most of the relevant targets are met.</td>
<td>51-70</td>
<td>3</td>
</tr>
<tr>
<td>Results show substantial progress and/or all the relevant targets are met.</td>
<td>71-90</td>
<td>4</td>
</tr>
<tr>
<td>Excellent and sustained results are achieved. All the relevant targets are met. Positive comparisons with relevant organisations for all the key results are made.</td>
<td>91-100</td>
<td>5</td>
</tr>
</tbody>
</table>

CAF fine-tuned scoring for the results

The re fine-tuned results panel shows you if you have to accelerate the trend or focus on the targets achievement

| RESULTS PANEL 2 |
|-----------------|-------------|-------------|-------------|-------------|-------------|
| Scale | 0-10 | 11-30 | 31-50 | 51-70 | 71-90 | 91-100 |
| TRENDS | No measurement | Negative trend | Flat trend or modest progress | Sustained progress | Substantial progress | Positive comparison with relevant organisations for all results |
| TARGETS | No or anecdotal information | Results do not meet targets | Few targets are met | Some relevant targets are met | Most of the relevant targets are met | All the targets are met |

Score

<table>
<thead>
<tr>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total/200</td>
</tr>
<tr>
<td>Score/100</td>
</tr>
</tbody>
</table>
More information on the scoring panels and a practical example can be found in the CAF 2006 version on the website of EIPA: www.eipa.eu

1.5 Ten steps to improve organisations with CAF

Public organisations use CAF to improve the quality of their functioning and the service and products delivered to their citizens and customers. Self assessment is only one phase in this improvement cycle.

In this chapter a 10 step improvement process has been defined that may be considered relevant to most organisations. This process can be designed and carried out in a number of ways. The size of the organisation, the culture and prior experience with Total Quality Management tools are some of the parameters that help to determine what the most appropriate way to improve will be.

It is important to emphasise that the advice given here is based on the experience of the many organisations that have used CAF. However each self-assessment and improvement is unique and therefore this description should be seen as an inspiration for the people responsible for the process rather than as a precise manual for the process.

### Phase 1 – The start of the CAF journey

**Step 1 Decide how to organise and plan the self-assessment (SA)**
- Assure a clear management decision in consultation with the organisation
- Define the scope and the approach of the SA
- Choose the scoring panel
- Appoint a project leader

**Step 2 Communicate the self-assessment project**
- Define and implement a communication plan
- Stimulate involvement of the staff in the SA
- Communicate during the different phases to all the stakeholders

### Phase 2 – Self-Assessment Process

**Step 3 Compose one or more self-assessment groups**
- Decide on the number of self assessment groups
- Create a self assessment group that is relevant for the whole organisation in all its aspects, respecting a set of criteria
- Choose the chair of the group(s)
- Decide if the manager should be part of the self assessment group

**Step 4 Organise training**
- Organise information and training of the management team
- Organise information and training of the self-assessment group
During its evolution in time, thinking on quality and quality management has moved to organizational management, including all aspects of management in organizations from leadership, policymaking and strategy, HRM and the management of human capital over processes to satisfaction of the citizen/clients and finally results on efficiency and effectiveness on the major key areas of the organization. These aspects of good management have been operationalized into a number of quality models / tools. One of those models is the Common Assessment Framework (CAF). A model designed in a European context and developed especially for public sector organisations, promoting the principles of good management by an instrument of self-assessment.

2 THE CAF MODEL: A IMPLICIT FRAMEWORK FOR REGULATIONS AND CRITERIA FOR GOOD ORGANISATIONAL PERFORMANCE OF THE PUBLIC SECTOR IN EUROPE?

- The project leader provides a list with all relevant documents
- Define the key stakeholders, the products and services that are delivered and the key processes

Step 5 Undertake the self-assessment
- Undertake individual assessment
- Undertake consensus in group
- Score

Step 6 Draw up a report describing the results of self-assessment

Phase 3 – Improvement plan/ prioritisation

Step 7 Draft an improvement plan, based on the accepted self-assessment report
- Prioritize improvement actions
- Differentiate the actions within realistic time scales
- Integrate the action plan in the normal strategic planning process

Step 8 Communicate the improvement plan

Step 9 Implement the improvement Plan
- Define a consistent approach of monitoring and assessing the improvement actions, based on the Plan-Do-Check-Act cycle
- Appoint a responsible person for each action
- Implement the appropriate management tools on a permanent basis

Step 10 Plan next self-assessment
- Evaluate the improvement actions by a new self-assessment
Can these aspects of good management can or at least be a part of the solution given the fact that the European Commission doesn’t provide a specific model for the organisation and functioning of public administrations. There is a lack of standards of reliable and efficient public administration formulated for the (candidate) member states. As a consequence the main question is: does the spread of quality management principles, as principles of good management, formulate a kind of bottom-up regulation in the EU countries concerning the standards of reliable and efficient public administration.

An answer to this question can be found by looking at the convergence in the EU countries, concerning quality management and the spread and use of the CAF-model at different levels of convergence (discursive, decisional, practice and results convergence). The different survey done by the CAF Resource Centre at EIPA help to find the answer.

- **Discursive convergence**: the quality management-rhetoric is present and “hot” in the EU-countries and the countries pay lip services to this evolution. This finds expression in a lot of promotional activities such as the organisation of national quality conferences, European quality conferences, quality awards and a large level of political support for quality management initiatives.

- **Decisional convergence**: this “new speak” is also translated in concrete quality management plans or policy documents making reference to quality management tools in the member states. The political support is translated into the recommended use of these tools and governments (actively) support the use of the TQM tools in general and the CAF model in particular.

- **Practice convergence**: the active support results in a large number of organizations all over Europe applying the CAF. On the basis of the estimations of the national CAF correspondents it can be concluded that the use of the CAF has undeniably further increased: from 500 applications in late 2003 to nearly 900 in mid-2005 through Europe. The British presidency of the EU formulated the target of 2010 CAF registered users by 2010. The network of national CAF correspondents and the CAF Resource Centre accepted this challenge. All tables indicate that the difference between “old” and “new” Member States is fading, the CAF model is growing in its role to present one common language.

- **Results convergence**: Does the use of quality models improve the results of the different organizations? This certainly is the most difficult level to evaluate, because few comparisons on the results of public administrations across Europe have been made. On the basis of the CAF model we can say that using the CAF should lead to a structured improvement process addressing the areas for improvement identified through self-assessment. Ensuring an adequate and structured follow-up is not always easy. Nevertheless 87% of the cases resulted in sustainable improvement activities, aiming to improve the results of the organization.

Although no regulation concerning the principles of good management or specific model for the organisation and functioning of public administrations is prescribed by the European Commission, a converging movement can be noticed in the use and spread of the principles of good management by promoting and using quality
management tools. By spreading these principles a bottom-up regulation is formed in
the different member states (old, new and candidate ones) concerning a common set
of management principles.

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6 Thijs, N. & Staes P. Quality management and the Common Assessment Framework
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Leuven (Belgium) June 2006 and distributed at the 4th Quality Conference for Public
Administrations in the EU, Tampere (Finland), September 2006.
Integration of an efficient management system into public administration is one of the principles of a modern public management. An important element in such management and a crucial tool for reaching set goals is IT support and knowledge management. The Slovenian Nuclear Safety Administration has decided to set up a user-friendly intranet portal called InfoURSJV, which is a single gateway that unifies the access of employees to all company databases.

The most important aspect of the IT system is the records and registries that the Administration is required to keep in accordance with the Act on Protection against Ionizing Radiation and Nuclear Safety.

1. SLOVENIAN NUCLEAR SAFETY ADMINISTRATION

1.1 PRESENTATION

The Slovenian Nuclear Safety Administration (SNSA) is a regulatory body within the Ministry of the Environment and Spatial Planning that performs specialized professional and administrative tasks. The SNSA activities are presented in detail in the *Annual Report on the Radiation and Nuclear Safety in the Republic of Slovenia*, which the SNSA publishes in the middle of the year and which covers the preceding year.

1.2 SNSA MANAGEMENT SYSTEM

The SNSA management system is based on its mission, vision, values and policy statement. The system is supported by the management documentation. Documents in force are available on the SNSA intranet. The management system documents are divided into four levels:

- 0. Zero level: *The SNSA’s mission, vision, values and policy statement.*
1. First level: *Management Manual (Q)*, which defines SNSA’s overall management and work strategy, and identifies management system requirements.

2. Second level: *Organisational Procedures (OP)*, which define process management procedures.

3. Third level: *Organisational Instructions (ON)*, which describe in detail individual activities that are part of the process.

4. Fourth level: *Records* produced by the management system.

The SNSA Management Manual, which describes in detail the management system and work of the staff, was published in November 2005. It presents the business policy of the SNSA, management procedures and ways of communicating with other stakeholders. The Management Manual also presents the SNSA organizational chart, responsibilities and authorities of individual employees, references to organizational procedures and other internal and external documents.

The management system of the SNSA is based on a process approach and comprises all activities carried out by the SNSA. Processes are divided into two main groups: key processes that are necessary to carry out our mission, and supporting processes that enable the implementation of key processes. The two groups combined enable us to implement our activities and carry out all necessary functions.

Figure 1: Overview of processes carried out within the SNSA
2 REASONS FOR SETTING UP AN INTRANET PORTAL

A basic condition for public administration entities to be included in eGovernment is that they possess adequate information technology. In 2003, the SNSA launched a project called “Analysis of the SNSA’s information technology needs” with the intention to facilitate the inclusion of our institution in the electronic operation of public administration. The findings of the project were paramount: SNSA’s databases were too fragmented – each department and service kept its own records, instead of there being a unique, centralized database. It was proposed that all SNSA databases should be integrated and that simple, centralized access for users to records should be provided (results of the Analysis of SNSA needs, 2003, p. 1).

The existing IT package, based on Lotus Notes and SPIS4 applications, was unable to offer simple and rapid solutions. Initial interviews with administrators of these key software tools of employees suggested, that they would result in unwieldy, expensive and time-consuming means for reaching the set goals. In 2004 we therefore decided to start developing our own system, based on an Internet application and open programme code (php and MySQL). We launched a project called SNSA Information System. The SNSA Nuclear Radiation Administration Portal was thus created, shortly named InfoURSVJ. The overall graphic image of the portal was set and guidelines for its development were defined.

SOLUTION DESCRIPTION

3 DESCRIPTION OF THE PORTAL

3.1 INTENTIONS AND GOALS

Originally, the project had the following goals:

- to put into electronic form two legally required registries: the Registry of radiation practices and the Registry of radiation sources;
- to unify common databases and make them accessible to all employees;
- to give employees a tool for a rapid check of the status of administrative issues and easy access to all information necessary to help customers;
- to create a tool to help managers in their decision making.

The main goal of the project was to informatize the SNSA and enhance its effectiveness and efficiency and thus ensure the right information at the right time through the use of advanced information technologies and, further, to search for new solutions to enhance client-friendliness. The project goals are reflected in the values of the SNSA, particularly Value VIII. Use of information technologies: We use advanced information technologies in the constant search for improving our effectiveness and client friendliness.
Soon after the project was started, the short-term goals were changed into more long-term (strategic) ones:

- consistently record data in a single place and use them in different records;
- simplify the operation of the SNSA and make it more efficient;
- informatize all records required by law;
- informatize other databases used by the SNSA for its operation;
- integrate new content in the existing SPIS document system;
- create a portal that is adapted to user’s needs, where each employee sees only the content that is necessary for his/her job;
- create a user-friendly and simple environment for searching and handling of information that employees need for their work;
- design a friendly tool that enables rapid and simple checking of the status of administrative issues when dealing directly with stakeholders;
- establish a scheme of assignation of tasks to employees and their monitoring;
- eliminate administrative barriers inside the SNSA and, consequently, eliminate administrative barriers in relation to other stakeholders;
- establish rules of procedure and support the management system.

3.2 PORTAL DESIGN

For each of the modules, we planned a specific level of access rights in relation to the user (protection scheme). The rights of access were defined in relation to the portal user and to the module (sub-sites). The highest level of rights was assigned to the director of the SNSA and to two administrators. Various modules were created sequentially and may roughly be divided into three groups:

- basic modules,
- modules for carrying out the SNSA’s primary tasks,
- modules for supporting activities (management and organization of work, more efficient implementation of tasks).

Table 2 presents the portal structure, basically consisting of three parts. At the top comes the portal’s heading, which never changes. On the left side there is a menu that links to the different modules (databases), while the main part of the screen is reserved for presentation of the content of the module being accessed.
Basic **modules** contain those databases that are intended as support to other databases. These are: Maintenance (system of rights, record of outgoing documents), List of organizations, List of persons, and List of countries.

The **primary tasks modules** contain databases that are necessary for the carrying out the primary tasks of the institution, such as: Registry of radiation practices, Registry of radiation facilities and nuclear facilities, Monitoring and addressing of modifications in facilities, Monitoring of events in facilities, List of authorized experts, Monitoring and addressing foreign operational experiences, Monitoring and addressing corrective actions at the Krško Nuclear Power Plant, Monitoring and treatment of the Krško Nuclear Power Plant reactor trips, Registry of reports by officers on duty on radiological monitoring and Probability Safety Analyses for the Krško Nuclear Power Plant.

The **supporting tasks modules** contain information necessary for execution of primary tasks, such as: Lists of persons and organizations (for preparing serial letters, printing envelope labels, printing lists, badges, nameplates, etc.), Assigning and monitoring of tasks, List of currently open problems, Monitoring of implementation of contracts, List of gifts presented to public officials, List of operating fixed assets, Records of absences and List of photographs. When needed, there is a link to digital documents kept in the SPIŠ document management system or in the Lotus Notes e-mail system. For instance, the user may, while viewing data on radiation sources in the Registry of radiation sources, with a simple click access digital copies of any correspondence pertaining to this source that are kept in the SPIŠ application.
Most of the aforementioned modules are fully developed and have been in use since 2005. Currently, two more modules are being developed, the List of photographs and the Probability Safety Analysis project.

Table 1: Dates of full implementation of solutions

<table>
<thead>
<tr>
<th>Name of module</th>
<th>Implementation</th>
<th>Name of module</th>
<th>Implementation</th>
</tr>
</thead>
<tbody>
<tr>
<td>List of institutions</td>
<td>1.01.2003</td>
<td>List of gifts</td>
<td>13.03.2005</td>
</tr>
<tr>
<td>List of persons</td>
<td>1.01.2003</td>
<td>Addressing modifications in facilities</td>
<td>4.04.2005</td>
</tr>
<tr>
<td>List of countries</td>
<td>1.01.2003</td>
<td>Monitoring of events in facilities</td>
<td>22.08.2005</td>
</tr>
<tr>
<td>Assigning and monitoring of tasks</td>
<td>1.01.2003</td>
<td>Monitoring and addressing of reactor trips</td>
<td>29.08.2005</td>
</tr>
<tr>
<td>Record of lists of persons and institutions</td>
<td>15.03.2004</td>
<td>List of operating fixed assets</td>
<td>12.09.2005</td>
</tr>
<tr>
<td>Registry of radiation practices</td>
<td>15.09.2004</td>
<td>Addressing corrective actions in the Krško Nuclear Power Plant</td>
<td>20.01.2006</td>
</tr>
<tr>
<td>List of open problems</td>
<td>10.10.2004</td>
<td>Reports by officers on duty on radiological Monitoring</td>
<td>5.06.2006</td>
</tr>
<tr>
<td>Monitoring of implementation of contracts</td>
<td>24.01.2005</td>
<td>List of photographs under development (being introduced)</td>
<td>208.04.2005</td>
</tr>
<tr>
<td>Registry of radiation facilities and nuclear facilities</td>
<td>7.02.2005</td>
<td>Probability Safety Analyses for the Krško Nuclear Power Plant</td>
<td>under development (being introduced)</td>
</tr>
</tbody>
</table>

3.3 INTERCONNECTIVITY OF MODULES

The primary idea and final scope of the portal is to eliminate redundancy, so that every piece of information is recorded only once and always in the same place. This means that data on a particular client are kept in only one place, regardless of the fact that the same information can be used by different modules (for example: List of institutions, Registry of radiation practices, Registry of owners and users of radiation sources...). The interconnectivity of modules is presented in Figure 3.
4 USE OF THE PORTAL

The system is being introduced in phases, and when the development of a module is concluded, priorities are reviewed and, if necessary, redefined. Only when the development of one module is complete we start working on a new one. Users participate in every development stage and are encouraged to make proposals and offer ideas and criticism, which are, as far as possible, taken into account in the design.

4.1 DETERMINATION OF RIGHTS AND APPOINTMENT OF RESPONSIBLE PERSONS

In considering what we are trying to achieve, it is natural to pose the question of how we are going to succeed in maintaining a portal where data are always recorded in the same place and where employees can access a single database with the possibility of adding, modifying and deleting stored data. This is why the core of the system features a responsibility matrix in which the rights of single users to access specific content may be explicitly defined.

Figure 4: InfoURSJV rights scheme
Three employees of the SNSA (Director, Head of the IT Department and Head of InfoURSJV Development) have administrator rights. These rights presuppose full access to all InfoURSJV data, particularly to the Maintenance module, which handles the assignation of rights to other employees.

Every InfoURSJV module has an appointed module administrator who is responsible for updating the module’s content.

The third level of rights is assigned to users. In compliance with identified needs and the director’s instructions, individual users have read only, read/write or execution permissions. In this way they may access all module content, including any module sub-site.

4.2 PREPARATION OF THE USER’S MANUAL

The development of individual InfoURSJV modules is fully documented. Terms of reference are kept in the document system, and users may easily access them by using the icons in the portal. In 2006 we decided to prepare Organizational Instructions (ON) for every module as part of the management system documentation. In order to promote this documenting and use of modules, we prepared a particular icon for InfoURSJV called the Golden Q (Q for quality), which enables the user to look up the appropriate Organizational Instruction with a single click. The Registry of reports by officers on duty on radiological monitoring is an example of a module with a Golden Q.
The user’s manual contains detailed help for the user. In the table of contents, the user finds the action corresponding to his question (for instance: “How do I prepare a new daily report?”) and searches for the answer on the reference page. Figure 6 shows the use of Organizational Instructions for the Registry of reports by officers on duty on radiological monitoring module.

Figure 6: Example of the use of Organizational Instructions

4.3 KNOWLEDGE MANAGEMENT

Knowledge management is a range of practices based on the fact that knowledge is a key competitive advantage of any organisation. Information technology provides systems and databases for collecting information, experience, reports, advice, questions and answers, and for structuring and transmitting this knowledge to all who need it.

We have constantly had this aspect in mind during the development of InfoURSVJ. We were well aware that the portal would enable us to interconnect users from different sectors, services and departments, and disseminate knowledge through the whole administration. At the same time we ensured that if an employee leaves the organization his/her knowledge remains documented and transferable to new staff.

Figure 7 shows an example of the transfer of knowledge among sectors, services and departments. The Department for authorizations and records (within the Sector for radiation practices and materials) keeps a Registry of radiation practices. This registry may be viewed by different users at the SNSA, among others the Inspectorate for radiation and nuclear safety, which monitors “critical content” in the registry and uses the information as input data for its operations.
4.4 CHANGE MANAGEMENT

Anytime information technology solutions are introduced into an organisation, potential difficulties can arise, and the SNSA is no exception. The hardest barrier to overcome was the reluctance of employees to alter their established work patterns and to share their knowledge and acquired information throughout the SNSA. At first we were not certain how to cope with the situation, but with each new module the attitude of the staff changed for the better. Users were encouraged to actively participate in the design of a module, and this increased their motivation for taking an active part in the development. The fact that management supported this project also contributed greatly to its acceptance, and with time it became popular to “manage one’s own InfoURSJV module” or “assign a Golden Q to a module”. This close contact with change management stimulated the employees to look for elements they would like to change, record and share through the InfoURSJV portal, contributing in this way to enhancing the effectiveness of the SNSA. Keeping employees constantly up to date with the development of the portal brought about a positive attitude towards the changes and novelties introduced.

5 EFFICIENCY INDICATORS

Since this paper presents the intranet portal as a set of various solutions, for each of the efficiency indicators discussed we will describe only the modules that best portray the portal’s realization.
5.1 SIMPLIFICATION OF THE SNSA WORK

The primary goal of the InfoURSJV portal is to simplify the work of the SNSA and increase its level of efficiency and effectiveness. In InfoURSJV we keep a list of organisations with which the SNSA cooperates. The module of organisations enables us, among other features, to create a letter to the chosen organization with a simple click on the appropriate icon (Figure 8).

Figure 8: Letter form

Another example is the list of institutions and list of persons. A series of solutions is offered that help the user save precious time. These are:

- export of e-mail addresses;
- export in Word format (short and long lists);
- export for printing labels;
- export of data to Excel for preparation of serial letters;
- export of nameplates;
- export of badges.

Work is also greatly simplified through the use of the search facility of each module. The Absences module, for instance, keeps a record of employees absent from work. The very first page offers information on the whereabouts of an employee – present or absent (on a mission, sick leave or other), and only a few clicks away is the information on the duration and extent of employees’ absences in a defined period of time. Options are plentiful, and we shortly plan to set up a new module for management that will, using simple graphics, show the most frequently needed information in InfoURSJV.
5.2 ELIMINATION OF ADMINISTRATIVE BARRIERS AND ESTABLISHMENT OF PARTNERSHIP RELATIONS

When speaking of cooperation and establishment of partnership relations we are referring to both external (stakeholders) and internal relations. Internal relations are best represented by Figure 7, which shows how easy it is for divisions, sections and offices to cooperate. Before, there were various administrative barriers in our way, but now, information may be obtained with few simple clicks on the intranet portal. A nice example of this is the Registry of radiation practice, managed by the Section of Licensing and Records, and used by the Inspection for radiation and nuclear safety when looking for irregularities. Standard searching and exchanging of correspondence is thus a rare exception.

Relations (external) with stakeholders have also improved. A good example is assistance to clients. When establishing the registries in InfoURSJV we had to improve the internal rules, prepare new ones and do some serious thinking about what data we wanted to keep. Once the registries were set up, we prepared application forms for customers and made them available on the website. InfoURSJV further makes available a number of reports (to be exported in Word, Excel...). In this way, information for customers is available almost instantly. When a customer requests data from an official registry, an employee is able to prepare the document with a few easy clicks.

5.3 COMPLIANCE WITH THE MODEL OF BUSINESS EXCELLENCE

The InfoURSJV intranet portal is largely compliant with the EFQM business excellence model, and certainly fulfils the requirements of chapter 4e Information and knowledge management. The portal enables systematic management of information crucial for the operation of the SNSA, thus supporting SNSA policy and strategy.

5.4 OTHER INDICATORS OF EFFICIENCY

More than twenty modules have been developed since 2003. We are well aware that the number of solutions is no real measure of quality in information science; what really counts is whether a solution has been successfully introduced and is actually used. Yet, the fact that InfoURSJV currently contains all the items listed below speaks for itself:

- 109 active tasks and 1144 completed tasks;
- 565 operators of radiation practices;
- 1183 sources of radiation and 31,212 ionization smoke detectors;
- 130 contracts, of which 42 are being implemented;
- 979 corrective actions at the Krško Nuclear Power Plant;
- 29 instances of foreign operational experiences.
The use of InfoURSJV increases daily; less-used modules will either be updated or discontinued, depending on the results of a survey we will carry out shortly among portal users.

6 HOW TO CONTINUE?

InfoURSJV will be constantly expanded, modified and upgraded in line with our needs. In the near future, a challenging project will be the creation of an “artificial intelligence” module that will guide the user through administrative procedures, creation of links to registries kept by other public authorities and introduction of on-line client services. InfoURSJV is but one of the information pillars that support the SNSA. Others are:

- the website www.ursjv.gov.si;
- the intranet portal IntraURSJV, which is a repository of necessary data not yet organized in the form of registries or lists (which is the primary goal of InfoURSJV). InfoURSJV is actually a part of this larger IntraURSJV portal;
- the DokURSJV document management system, where digital copies of all documents in the SNSA are kept and made available. For the time being, we are using the SPIS document managing system, but we are already considering a thorough face-lift.

SUMMARY

Integration of an efficient management system into public administration is certainly one of the principles of modern public management. Such a system is now being introduced by the Slovenian Nuclear Safety Administration. In this process we mostly take into account the requirements of IAEA standards on management systems in which the need for electronic management system is also expressed.

In 2003, the SNSA launched a project called “Analysis of SNSA’s information technology needs” with the intention to facilitate the inclusion of our institution in the electronic operation of public administration. The findings of the project were paramount: SNSA’s databases were too fragmented, with each department and service keeping its own records, instead of having a unique, centralized database. It was proposed that all SNSA databases be united in an intelligent way and that simple and centralized access for users to records should be provided.

Responding to the results of the above analyses, the project called Information System SNSA was launched in 2004. The SNSA Nuclear Radiation Administration Portal was thus created, in short InfoURSJV, which is the crest of one wave of more efficient informatization in our public administration. The overall graphic image of the portal was decided on, along with the guidelines for its development. The InfoURSJV portal is a living project that is constantly developing, improving and adapting to clients’ needs and requirements.
The InfoURSJV intranet portal is a tool that brings transparency to our work, enables the SNSA employees to perform their administrative tasks more efficiently and effectively, and offers support to management in their decision-making. With further development of the system and introduction of new modules, we will eventually be able to support all areas of our operation.

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FROM THE CONTENTS

In 2006, AJPES introduced electronic information board for publishing the documents. Its numerous advantages in comparison with a physical board (wooden, plastic, metal) were established shortly after it started operating.

Publishing the documents on a physical information board is old-fashioned, non-transparent and unfriendly to the customers, particularly when publishing a larger number of more extensive documents. In addition, the publishing of the full contents of documents is problematic in terms of personal data protection. Also, a lot of manual work related to the keeping of records on the type of documents, time limits of their publishing and expiry of the publishing period is required. In spite of this, however, it is not possible to provide the evidence that the documents were indeed published on the information board and for what period of time they were published. Physical information boards were located in all 12 branch offices of AJPES and the customers could access the published documents only in those branch offices of AJPES that were competent for conducting the appropriate proceedings, yielding the issued documents.

AJPES eliminated all such weaknesses by introducing an electronic information board. Publishing documents on the electronic information board is a modern, transparent and customer-friendly method. An important advantage is that the full contents of the documents are not published on the electronic board, but only the data on documents with the indications about where the original documents can be found. Established are computerized records on the published documents, their timely programmed removal from the electronic information board and electronic archiving of the published documents. The evidence on the publishing and the publishing period of individual documents is available. A single electronic information board is set up for the entire AJPES and the customers can access it in any branch office.

The concept and IT support for the AJPES staff themselves implemented the electronic information board up, therefore no additional financial resources were required for its introduction. The operation of the electronic board is run at a lower cost than the
operation of a physical information board, because the manual work of the AJPES employees is abolished to a great extent, as well as the “paper” operation and archiving of documents on the paper.

AJPES intends to upgrade the current manner of publishing the documents on the electronic information board by publishing data on these documents also on the AJPES website. The customers will thus no longer need to go to one of the AJPES branch offices, but will be able to access the electronic information board through the Internet.

The introduction of electronic information board would be sensible also for other institutions, particularly those that have the status of an offence body. These bodies tend to publish a large amount of documents on physical information boards because of unsuccessful service of documents.

2 PRESENTATION OF AJPES

AJPES was established in 2002 by a decision on the establishment under the Payment Transactions Act.

The basic tasks and assignments to be carried out by AJPES are the following:

- collection, processing, publishing and forwarding of data from the annual reports of business entities,
- implementation of statistical research,
- keeping the registers and files of data,
- conducting of and deciding in offence proceedings instituted due to the failure of submitting annual and other reports and due to the irregularities in reporting the data for the Business Register of Slovenia,
- elaboration of information on credit rating and financial standing
- performance of multilateral offsetting of receivables and payables between the business entities.

In the performance of its tasks and assignments, AJPES is striving to implement its long-term objective – to provide the collection and submission of data on all business entities in the state at a single place or from a single place, and to attain this by the use of the most advanced information technology. The implementation of this objective will provide better quality and more up-to-date data on particular business entities and will also contribute to lower costs of business entities – both the suppliers and users of data – and to the lower costs of the state.

In all areas of its work, AJPES has been accelerating actively the electronic method of operation with the users of services. The results of these activities to-date are very good. AJPES developed a series of useful web applications providing the users with verified and up-to-date data and information on their business environment. It also developed several website applications for business entities that are obliged to submit certain data
to AJPES in compliance with the laws and other regulations. Business entities already submit certain data exclusively in electronic form – through the AJPES website.

AJPES performs its tasks and assignments in 13 organizational units, the central unit in Ljubljana and in 12 branch offices in larger cities in Slovenia. On 31 December 2005, AJPES had 245 employees.

The AJPES bodies are the Council of AJPES as administration body and the director as management body.

3 AJPES AS OFFENCE BODY

On the basis of the Payment Transactions Act, AJPES became an offence body in 2004. This means that since 1 January 2005 in compliance with the General Offences Act, it has been conducting and deciding in offence proceedings instituted due to the failure to submit the annual and other reports and due to the irregularities in the reporting of data for the Business Register of Slovenia.

Even before 1 January 2005, this new, professionally demanding task called in in AJPES for certain more extensive organizational changes, professional training and education of the employees and the setting up of an appropriate computer system for keeping the records on offence proceedings. As early as in the first year of implementing this task, AJPES started offence proceedings for the failure of submitting annual reports against 1,930 business entities, i.e. against 32% of all such offenders. Correct data on business entities and their representatives or responsible persons in the Business Register of Slovenia are important for efficient management and deciding in offence proceedings. AJPES needs these data for the issuing of appropriate documents and their service. Service of documents is performed by AJPES in accordance with the regulations on administrative procedure and includes the following documents:

- notifications, decisions and other documents, issued in the proceedings of conducting and deciding on offences,
- decisions issued in the proceedings on data entry into the Business Register of Slovenia,
- messages and notifications to the parties to dispute,
- requests for complementing the applications in the proceedings on data entry into the Business Register of Slovenia,
- other documents that are served personally under the provisions of the General Administrative Procedure Act.

In offence proceedings, AJPES directly applies the General Offences Act and in certain cases (for example, in the service of documents), the General Administrative Procedure Act. The General Administrative Procedure Act determines different methods of service of documents, among other also the method of substitute service. Terms are counted...
from the date of service of documents issued by AJPES in offence proceedings, therefore
the documents must be served personally in compliance with the provision of Article
87 of the General Administrative Procedure Act.

It is a great problem for AJPES as offence body when the party during the proceedings,
particularly the legitimate representative or responsible person, changes its permanent
or temporary residence or address and fails to inform it thereof. In this case, AJPES has to
perform, in accordance with Article 96 the General Administrative Procedure Act, all the
necessary investigations for obtaining the correct address from the Business Register
of Slovenia, kept by AJPES, or from the registers of other institutions – register bodies
(Central Population Register, Register of Spatial Units, etc.) If it fails to obtain the correct
address in spite of investigations, it orders that all further service of documents for this
party should be performed by publishing the documents on the AJPES information
board and within the information system for the reception of applications, service of
documents and notification. This case refers to the substitute service of documents with
the aim of serving the documents on the party in an indirect manner, thus enabling the
party to become actually acquainted with the contents of the document.

In its Article 66, the Decree on administrative operations determines that an information
board, which can also be in the form of an electronic display, has to be set up in a
visible place in the premises of the respective body, publicly accessible to the parties,
for the purpose of publishing administrative acts and messages, in accordance with the
regulations on administrative procedure.

4 DECISION ON AN ELECTRONIC INFORMATION BOARD – PATH TO THE
SOLUTION

In its 12 branch offices, AJPES first fixed physical (wooden, plastic or metal) information
boards for publishing the documents for the purpose of their service. However, it
found out that such a method of publishing documents is not practical or transparent;
particularly when there is a larger volume of more extensive documents. In addition,
the publishing of the entire contents of documents is problematic in terms of personal
data protection.

Publishing documents on a physical information board requires a lot of work in relation
to the keeping of records on the type of documents, terms of their publishing and expiry
of the publishing period. In spite of this it is not possible to provide the evidence that
the documents were indeed published on the information board and for what period
of time they were published. Above all, a physical information board is not a modern
and customer-friendly alternative.
By undertaking the tasks of conducting and deciding in the offence proceedings, the quantity of documents that need to be served by publishing on the information board has increased considerably in AJPES. Taking into account all the deficiencies of a physical information board, AJPES decided to introduce information board in the form of electronic display. Such method of publishing documents has several advantages. It is modern and transparent, it takes care of the records of published documents, their timely removal from the information board and electronic archiving of the published documents in an independent manner. In addition, there is evidence on the publishing and duration of the publishing period of a particular document. The advantage of electronic information board is also that only one information board is set up for the entire AJPES and that the customers can access the data on the information board in any of the branch offices.

In designing the contents of electronic information board, AJPES was faced with a dilemma in terms of personal data protection about whether to publish the full contents of non-served documents or just a list of non-served documents with the indication of where to find the respective documents. In its decision, it took into account the opinion of the Supreme Court of the Republic of Slovenia that a notice indicating where the document is to be found shall be deemed as a correct indirect service of documents. Considering the above AJPES decided not to publish the full contents of non-served documents on the electronic information board, but only the data on the documents with indications where the original documents are to be found.
5 DESCRIPTION OF SOLUTION

Electronic information board in AJPES is set up in the form of an electronic display on a special personal computer in all 12 branch offices of AJPES. This personal computer is located in premises dedicated to customers with free entrance during the hours of AJPES’ transactions with customers. It is placed in peaceful premises so that any customer may access the data without being disturbed. Next to the computer, there is a visible inscription “E-INFORMATION BOARD”. When fixing appropriate premises in its branch offices, AJPES took into consideration also the Rules on the requirements for providing safety and health of workers at their posts, which determines ergonomic parameters in premises relating to the movement of persons for the purpose of setting up an appropriate access to the electronic information board.

The manner and procedure of publishing data on the documents on the AJPES electronic information board for the purpose of their service are determined by instructions.

The operation of electronic information board is provided by a relevant computer programme. The entire procedure takes place in the following way:

The authorized official persons or other employees authorized by the heads of AJPES branch offices collect the non-served documents pertaining to individual working areas every day and perform the entry of data on non-served documents on the AJPES intranet portal in the section titled “List of data on non-served documents”.

Figure 2: Electronic information board in AJPES
The following needs to be entered into the “List of data on non-served documents”: the name of branch office, the number of document, the name of document, the name of business entity or responsible person, personal identification number of business entity, address of business entity or responsible person, date of publishing, expiry date of the publishing period and the name of the official AJPES person conducting the procedure. The accuracy of entered data is checked by an authorized official of the branch office.

Figure 3: Entry of data on a non-served document in the electronic information board in AJPES

After establishing the accuracy of data entry, the officials of the AJPES branch offices, authorized by the heads of branch offices, enter the data on the conclusion of entry into a special list “Conclusion of data entry on non-served documents”. The data on the conclusion on entry are entered also by the AJPES branch offices that do not perform any data entry.

The AJPES branch offices perform the entry and control of data on non-serviced documents on the same or next working day after the preparation of formal notes on the publishing of data on non-served documents on the electronic information board. Entry and control of data must be concluded daily until 11 a.m.

The administrator of the electronic information board checks whether the lists “Conclusion of data entry on non-served documents” of AJPES branch offices contain also the data on the conclusion of entry. Then it prepares the data from the “List of data on non-served documents” for publishing and publishes them on the electronic information board.
In this manner, up-to-date data on non-served documents of all branch offices are provided on the AJPES electronic information board every day until 12 o’clock.

Figure 4: List of non-served documents on the electronic information board in AJPES

The computer programme provides an instant access to the list of non-served documents published on the AJPES electronic information board.

The customers may access the data on non-served documents at any AJPES branch office.

The solution is customer-friendly because every customer may access the data on documents on his/her own by looking directly at the screen, which is turned on during all the time of AJPES’ transactions with customers.

The list gives them data on the number of document, type of document, name of business entity or responsible person, address of business entity or responsible person, registration number of business entity, date of publishing the non-served document and data on the AJPES official person, conducting the proceedings.

The customer may obtain the original document during the AJPES hours of transactions with customers from the AJPES official conducting the procedure. The solution provides the safety of personal data and enables the customer to obtain the data on non-served documents rapidly.
The list of non-served documents is ready to be accessed through Internet browser and is currently available at the terminals in the AJPES branch offices. Other institutions do not yet have a direct electronic access to the list on the information board, but they may, like any other customer, access the data through the electronic display in the AJPES branch offices.

The computer programme provides the evidence of published documents, their timely removal from the information board and computer archiving of lists of non-served documents on a daily basis. This provides considerable savings of time, space and resources.

The information board in its physical form requires the keeping of special evidence on the published documents (central and separate per branch offices), which increases the incidence of faults. All documents in written form need to be physically removed from the information board after the lapse of time set for the publishing, collected and archived and destroyed after a certain time. If we wanted to provide electronic archiving of the published documents on the paper, the records would need to be merged, the documents fully scanned, paper documents destroyed and finally, the electronic archiving of the documents would need to be provided for.

6 SOURCES FOR THE INTRODUCTION OF ELECTRONIC INFORMATION BOARD, ITS INTRODUCTION AND APPLICABILITY FOR OTHER INSTITUTIONS

Electronic information board was conceived and designed by the AJPES employees themselves.

All the required technical resources were provided by AJPES and the appropriate instructions for work and software solutions were provided by the AJPES employees within their regular working tasks and assignments.

No additional financial resources were required for the introduction of the AJPES electronic information board.

AJPES started to introduce the electronic information board at the beginning of 2006, first using it experimentally in a Ljubljana branch office for two months and then introducing it for general use in all branch offices on 1 June 2006. AJPES concludes that this solution has become well established in the practice because it does no cause any technical problems and the response of customers is very favourable indeed.

The electronic information board introduced by AJPES is by all means useful also for other institutions, particularly those with the status of an offence body. These publish a large amount of documents on physical information boards because of unsuccessful
service of documents. AJPES believes that such a solution could be usefully applied by
the judicial bodies as well.

7 AND THE VISION

The next step in the development and upgrading of the current solution is the setting up
of an electronic information board on the AJPES Internet portal. In this manner, AJPES
will provide to the customers access to the data on non-served documents also through
the Internet. It would be also wise to think about a uniform electronic information board
for all administrative bodies, so that the customers might obtain different information at
one place by accessing the information board in the premises of administrative bodies
or through Internet.
AJPES is ready to cooperate actively in implementing this vision through its knowledge
and experience.

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5 General Administrative Procedure Act (Uradni list RS, No. 24/06 – officially
   consolidated text)
ORGANISATION OF INSPECTION SUPERVISION
SYSTEM IN METROLOGY

MSc Mojca POŽAR, Dr Ivan SKUBIC, MSc Karmen PIPAN, Dušanka ŠKRBIĆ,
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1 INTRODUCTION

1.1 About the Metrology Institute

The Metrology Institute of the Republic of Slovenia – MIRS (www.mirs.si) is a body within the Ministry of Higher Education, Science and Technology. The Institute is responsible for the national metrology system and coordination of the national award “Business Excellence Prize” based on the EFQM model.

Good practice in metrology described below refers to the organisation of inspection supervision exercised by authorised employees of MIRS (inspectors and metrological supervisors) from the Metrological Supervision Department – an internal organisational unit directly accountable to the Director of MIRS. Competencies to exercise metrological supervision cover three areas:

– **measuring instruments in service and on the market, and units of measurement**: in this area we primarily check if conformity assessment procedures were conducted for a measuring instrument and we check the validity of verification; we can simultaneously check if the measuring instrument still meets the prescribed metrological requirements (control test) and if the units of measurement used in public media are in conformity with the SI System of Units of Measurement;

– **quantities of prepackages**: we check the compliance of actual quantities and markings of prepackages, use of suitable measuring instruments for quantity control and documentation regarding internal quantity control;

– **precious metal articles**: we check hallmarks on articles (supplier’s mark, mark of fineness, conformity mark), conditions of sale in shops (articles kept separate from other products, availability of a magnifying glass for consumers and the visibility of conformity marks and standards of fineness of precious articles) and we may also order control test in a laboratory.
1.2 Starting points for development of the presented solution

The exercise of (inspection) supervision is essential for a country governed by the rule of law since it guarantees the application of adopted regulations in practice.

Since the introduction of a systematic exercise of inspection supervision in 2000, we have been facing a dilemma how to adequately organise this field and conduct inspection procedures in accordance with legislation in force and attendant domestic and international guidelines with very limited human and material sources and a big number of persons liable to inspection supervision. The Metrological Supervision Department currently has 11 employees (compared to only three employees in 2002 when it was established) who are responsible for exercising supervision over the meeting of metrological requirements stipulated by 60 metrological regulations. This implies supervision of around:

- 40,000 persons liable to supervision in the area of measuring instruments (e.g. public utility companies as administrators of water meters, traders as owners of non-automatic weighing instruments, health care centres as owners of blood pressure meters, etc.);
- 400 persons liable to supervision in the area of precious metal articles (sellers and suppliers of these articles);
- 700 persons liable to supervision in the area of prepackages (packers or importers).

Considering this significant imbalance between the number of persons liable and available supervisory staff as well as poor organisation in the majority of areas, risk factors, priorities and forms of preventive action had to be defined first. Co-operation with experts in basic metrology within the Slovenian metrological system and other supervisory and inspection services or agencies had to be established or enhanced in order to exercise metrological supervision in a quality and internationally comparable manner. It was also necessary to amend metrological legislation with respect to competencies in metrological supervision.

Information technology support was one of the key tools for effective supervision. We adopted a systematic approach to this project and engaged the expertise and experience of our employees.

2 ORGANISATION OF INSPECTION SUPERVISION SYSTEM IN METROLOGY

The basic mission of the Metrological Supervision Department as well as other inspection bodies and services is to exercise supervision over the application of the relevant legislation taking into account the general procedural legislation on misdemeanours, general administrative procedure and inspection supervision. In line with Slovenia's strategic orientation to provide an effective and inexpensive state, running supervision
and inspection bodies within the framework of given marginal conditions (legislation, limited resources, significant number of persons liable to supervision or areas of supervision) represents a special managerial challenge. Hence, in implementing regulations or exercising metrological supervision constituting the last phase of legal metrology, MIRS in addition to performing the prescribed administrative and misdemeanour procedures, developed and implemented the attendant activities for effective supervision that meets Slovenian and foreign requirements and simultaneously follows developmental trends in management and operation of inspection services.

By continuously introducing improvements, training and innovation, MIRS has been developing a system of metrological supervision in compliance with the EFQM excellence model since 2002. Our business plan includes all criteria from this management model for organisations, the ensuing implementation objectives and performance indicators. Below you will find a description of individual elements within metrological supervision which significantly contributed to increased effectiveness of metrological supervision where MIRSinfo, an information system, and prioritisation of persons liable based on their degree of quality play a key role. These individual elements of metrological supervision have been applied by MIRS since 2000, and the most recent one – information technology support – since June 2006. Our own resources and expertise were used to introduce these solutions – in setting up the information system and contributing ideas for possible solutions.

### 2.1 Planning of metrological supervision

Sound planning of metrological supervision is of key importance for effective work due to the large number of persons liable to supervision and comprehensive contents of supervision. For the purposes of work planning we take into account numerous starting points, for example risk of unsuitable quality in the field and its consequences for consumers, equal density of supervision all over Slovenia, powers of supervisory staff (inspectors have greater powers than metrological supervisors), complaints or reports, available resources, potential co-operation with other inspection bodies.

In order to enable quality short- and long-term planning of work, MIRS has been developing approaches which would facilitate systematic collection of needs, for example up-to-date recording of needs for work, proposals and established irregularities; SWOT analysis, self-assessments according to the EFQM excellence model, surveys to define satisfaction.

Objectives are used to manage planning and reporting activities. Planning of the work of the Metrological Supervision Department is based on the strategy of metrological system development referring to strategies at a higher level, in particular Slovenia’s Development Strategy. Our objectives are entered into forms for the Ministry’s annual plan of work and MIRS’ business plan, and we regularly monitor their implementation. MIRS' business plan enables comprehensive planning in all fields of work: normative, organisational, professional and technical, quality and financial fields.
2.2 Monitoring quality of an area

A simple and measurable indicator showing quality at a person liable to supervision or the quality of an individual area during supervision is required for optimal planning of supervision. This indicator serves as the basis for decision making; when to conduct next supervision or which are priority persons or areas for supervision. For the three areas of supervision we formulated criteria for priority classification of persons liable to supervision into three groups, whereby:

– the 1st priority group implied unsuitable quality;
– the 2nd priority group implied partly suitable quality; and
– the 3rd priority group implied suitable quality.

On the basis of the actual situation established through supervision we calculated from 2001 onwards the overall assessment for each person liable to supervision and classified this person into one of the three priority groups. The classification procedure was enhanced in the beginning of 2006 and prepared for automatic data processing with a computer program named DEXi – an expert system in support of decision making.

In order to monitor quality in individual areas of supervision a one-figure indicator of quality was required. We computed the degree of quality by taking into account the data on classification of a certain number of persons into an individual priority group.

2.2.1 Priority classification of persons with DEXi

DEXi (Decision Expert) is a computer educational program for multi-attribute modelling that was developed under the RO Programme – computer literacy programme conducted by the then Ministry of Education, Science and Sport in co-operation with the Faculty of Social Sciences, University of Maribor, and the Jožef Stefan Institute (1999-2000). With DEXi we developed five models for computer classification of persons liable to metrological supervision into three priority groups.

Model for selecting persons liable to supervision in the field of utility meters is presented below. On the basis of data, experience and knowledge acquired with multiple supervisions of the same persons, classification criteria were selected. The presented model has 19 basic and 7 derived criteria structured according to three hierarchical levels (Figure 1). Thus, for example, the criterion “suitability of measuring instruments” with two subcategories: suitable verification of measuring instruments and other non-conformities; and the criterion “handling of measuring instruments” with subcategories: number of measuring instruments in service, condition and accessibility of measuring instruments and database that is further divided into a manual and computer database. Each criterion is described with a set of values. The criterion “suitable verification of measuring instruments”, for example, may have the sets of values: highly unsuitable, unsuitable, partly unsuitable, and suitable.
The final assessment of a person liable to supervision is defined by the program in line with the predetermined decision-making rules. The program ranks persons according to priorities for supervisory checks. Priority I (the 1st priority group) means that a person is priority number one for a supervisory check; Priority III (the 3rd priority group) means that the person concerned is not “problematic” and that a supervisory check will not be carried out shortly. Persons with higher priority are visited as a priority until they eliminate irregularities in the relevant area and are hence transferred to the 3rd priority group.
Graph 1 shows an example of quality improvement (reducing the number of unsuitable measuring instruments – water meters – through the number of supervisory checks). Eight persons that were checked three to five times were considered. In the case of the first person, 90% of water meters were found unsuitable during the first supervisory check, 10% during the second and at the third check irregularities were eliminated.

The purpose of utilising these models is to take into account numerous essential factors that provide an objective assessment of the quality with respect to a person liable to supervision. Such an assessment is a quality basis for effective supervisory checks since priority is given to persons where it is very likely that irregularities will be established also during the following check.

2.2.2 Degree of quality in the field

Simple and quality monitoring of key results of operation is an increasingly important factor in planning metrological supervision and a tool for fast and quality decision-making processes. At the end of every systematic supervision of a specific area we establish the degree of quality in the field on the basis of assessments of persons liable to supervision. With persons classified into three priority groups, a model for establishing the degree of quality in the field was developed in the beginning of 2006. This degree is calculated with the formulae for the arithmetic mean and geometrical sequence (geometrical sequence is inserted in the expression for the arithmetic mean):

\[
SU = \frac{(a \cdot 0 + b \cdot 0.5 + c \cdot 1)}{(a + b + c)}
\]

- \(SU = 1.0\), if all persons are classified into the 3rd priority group (suitable quality),
- \(SU = 0.0\), if all persons are classified into the 1st priority group (unsuitable quality),
- \(SU = 0.575\), if, for example, between 200 and 50 persons are classified into the 1st priority group, 70 into the 2nd and 80 into the 3rd priority group.

The area under supervision with the degree of quality above 0.9 is considered suitable and does not constitute a priority for the purposes of supervision planning. Suitable quality is maintained by supervisions with the lowest frequency of checks.

Graph 2 shows the degree of quality in the area with different types of measuring instruments after the first and second supervisory checks. It covers the period from 2000 to 2006. At the first check the degree was at its lowest with respect to water meters (0.38) and measuring instruments in the bases of technical checks (0.48) and at its highest with respect to gas meters. Measuring instruments in health care have been supervised since 2005 and already the first check established a satisfactory degree: 0.73. During the last check all the measuring instruments were found of suitable quality, since the degree exceeded 0.9. Most significant progress was recorded with water meters. The
degree of quality in the area of quantities of prepackages and precious metal articles is lower than in the area of measuring instruments. As is evident from Graph 3 the degree is improving faster with respect to quantities of prepackages. Since the value only slightly exceeds 0.6 in both areas, supervisory activities must be equally intensive or even intensified in the future.

2.3 Development and use of MIRS' information technology support

With the desire to improve the effectiveness of our work, MIRS decided to develop an online information system that will provide simple access to databases required for our daily tasks, and enable the storage and processing of new data. We decide to develop it on our own because the production and maintenance of such a system require huge amounts of specific expertise, which implies that those responsible for individual areas at MIRS would spend a lot of time communicating with developers (according to estimates this time would be very close to the time required to develop the system).

Development resulted in a modular information system named MIRSinfo. It is composed of the following modules: clients (data on legal and natural persons that are in any way related to MIRS), invoices (issued invoices for verification of measuring instruments, type approvals, analyses of precious metal articles), SI system of units of measurement
(data on laboratories – responsible for reference and national prototypes), **regulations in the field of metrology, types of measuring instruments** (record of approved types of measuring instruments), **supervision over precious metal articles** (record of persons subject to supervision under the Precious Metal Articles Act, analyses of precious metal articles), **supervision over verification of measuring instruments** (records of those carrying out verifications and of conducted verifications – around 400,000 verifications annually), the **Business Excellence Prize of the Republic of Slovenia** (appraisers, contracts, applications, etc.) and **metrological supervision – Metrological Supervision Department** (drawing-up documents concerning supervisory procedures, keeping of prescribed records).

MIRSinfo is an online application accessible at [http://www.mirs-info.si](http://www.mirs-info.si). It is possible to access MIRSinfo from a computer with Internet connection without any additional software, which is an important advantage of this system. This also facilitates maintenance. Protection against unauthorised access is provided with digital certificates and a system of user names and passwords.

In addition to our own computer application, MIRS also uses information technology enabling quick access to other databases (e.g. of the Agency of the Republic of Slovenia for Public Legal Records and Related Services, Chamber of Crafts of Slovenia). A qualified digital certificate enabled us to exchange data electronically via secure electronic mail with the Central Register of Population, and to access online the Central Court Register (both for the purposes of obtaining data on violators) and the balance of payments of fines and procedural costs at the Public Payments Administration of the Republic of Slovenia.

### 2.3.1 MIRSinfo-Metrological Supervision Department, application for metrological supervision

Essential for metrological supervision is the module of the Metrological Supervision Department, the function of which is to draw up documents (such as the minutes of the supervisory check, decision on the prohibition of the sale and use of a measuring instrument, payment order, decision on the closing of the proceedings, and similar) and to keep records (such as the prescribed Pn – and Odl register). Documents are drawn up by clicking on the appropriate finding and measure selected from a list of findings and a list of measures, while the person liable to supervision is either found in the client database or his or her data entered into “the windows” on the website. Thereafter, and on the basis of a template, the application itself automatically forms documents in the format of MS Word™ files. Documents obtained may, if necessary, be further complemented in the word processor in the case of a finding not to be found in the list of findings or if we wish to insert photographs. Data from drawn up payment orders are automatically transferred to the payment order register.
MIRSinfo – Metrological Supervision Department significantly increases the efficiency of supervision and therewith the simplification of operations, because:

- Desired documents and records are created rapidly,
- Data are entered into the application only once (e.g. for writing the minutes, decision, payment order, register),
- All data required for decision-making (e.g. copy of a type-approval certificate) are already stored in the application and readily accessible and for this reason the supervision procedure may be closed at the person liable to supervision,
- It is easy to obtain data needed to make analyses or draw up reports,
- There is no possibility of committing errors which usually occur whenever data are copied,
- Irregularities are easy to detect already in the office after verification records are checked; the violator (owner of the measuring instrument whose verification period has expired) is then subjected to target-oriented supervision.

Based on our experience after a few months of working with a new computer application, we estimate that we shall save around 30 minutes in supervisory checks on the premises of the person liable to supervision, involving measuring instruments and ending in a decision and a payment order, and around 25 minutes in additional work done in the office.
2.4 Preventive task of metrological supervision

Prevention is one of the most important work elements of the Metrological Supervision Department from the very beginning of its operation. Our activities have been aimed at reducing the number of violations committed due to either ignorance or poor understanding of regulations, at training customers and achieving better visibility of metrological supervision.

Among the main activities of our preventive action are daily contacts with our customers (we reply to questions by post, phone or personal contact, and provide information during supervisory checks); seminars (13 various seminars attended by a total of 800 persons between 2000 and 2006, either on our own or together with the MIRS representatives and in several cases in co-operation with external institutions), publication of articles in the media (on results of metrological supervision or presentation of demands coming from various areas of work), information on metrological supervision on the MIRS website. We are most active when new laws are adopted or before we start supervisory checks in areas that have not yet been subjected to metrological supervision.

2.5 Co-operation within the metrological system of the RS, between ministries and internationally

Metrological supervision covers areas that contain, in addition to elements of statutory metrology, distinctive elements of scientific metrology, encountered during the implementation of metrological regulations when state-of-the-art measuring technology is used. This co-operation is important at the level of drafting and amending metrological regulations (project groups), transfer of metrological knowledge on the contents of supervision (via expert groups at the MIRS, internal training courses), and exchange of information required in order to plan metrological supervision and supervision of persons.

Co-operation with other ministries is an important element in a system of efficient and Slovenia-comparable metrological supervision. It chiefly involves co-operation with the inspection council, with working bodies, activities undertaken jointly with individual inspectorates, chambers and ministerial services in charge of drawing up regulations.

Various forms of international co-operation are setting up efficient and visible metrological supervision comparable to other countries. In this framework we established project co-operation within Phare programmes before Slovenia joined the EU - this was very helpful in our process of harmonisation with the EU; participation in working groups of professional organisations in the field of metrology. The Metrological Supervision Department has a member in working bodies of WELMEC, European Co-operation in Legal Metrology) and in International Organisation of Legal Metrology) and co-operation with individual states with a view to getting to know the systems in
place in individual countries and exchanging good practices. To date, MIRS has been the only one to present its good practice within WELMEC.

2.6 Employee development and satisfaction

Owing to ever increasing technical complexity, international co-operation and, last but not least, stress situations caused by managing and decision-making in inspections and violations procedures, human resources are becoming an ever more vital element of effective metrological supervision. It has, therefore, been important to make sure that human resources hold the prescribed qualifications and that their technical knowledge - in terms of administration and violations - foreign language and computer skills, quality standards and models as well as sociological skills are suitably upgraded. In our efforts to make each employee of the Metrological Supervision Department more effective in the implementation of supervision procedures, we have elaborated an internal tool for a more transparent work of all employees – an intranet table that represents the resources used and work results achieved.

A great deal of attention has indeed been paid in recent years to the employee satisfaction survey at MIRS, since only motivated employees can be expected to be committed and efficient, thereby achieving excellent work results. For this reason we have been regularly carrying out anonymous employee surveys at MIRS since 2000, and this year also at the Metrological Supervision Department employees and those MIRS employees most frequently co-operating with the Metrological Supervision Department. Systematic manager-employee interviews and self-assessment according to the CAF and EFQM models are carried out yearly and at all levels (since 2002, both). This feedback is then the basis for improvements at work and for the preparation of business plans.

2.7 Customer satisfaction

Customer satisfaction is one of the criteria of effective operation of the Metrological Supervision Department.

Our key target customer groups are:

– **The Government of the Republic of Slovenia, ministry responsible for metrology, and Director of MIRS:** these are our main customers because their decisions are binding for our operation;

– **Persons liable to supervision:** direct contacts with them are the most frequent; their satisfaction was therefore assessed in interviews carried out during inspections and training courses and by means of anonymous surveys in 2003 and 2006;

– **Consumers:** one of the main purposes of metrological supervision is to protect consumer interests; direct contacts with consumers are less frequent while those with consumer organisations are more frequent. We keep them informed of the most important matters via the media;
3 ABSTRACT

The objective of developing the above described good practice in the field of inspection supervision has been to improve with available human and financial resources the effectiveness of metrological supervision and as soon as possible achieve suitable quality in individual areas covered by metrological regulations, regulations concerning quantities of prepackages and precious metal articles (in total 60 regulations). Therefore we combined and developed knowledge, experience and best practices in management, metrology and IT support acquired in Slovenia and beyond. The presented system is based on the EFQM excellence model and our guiding principle was to constantly introduce improvements arising from development and participation of our employees, customers and partners in national and international terms.

Our own information system MIRSinfo and the tool for prioritising persons liable to supervision are two very important elements of the presented solution. With these two computer tools for data management we significantly enhanced monitoring of the situation in the field and its quality. The degree of quality in the field is the key indicator of our actual performance. Development and application of MIRSinfo significantly reduced the time required for routine procedures in administrative and misdemeanour inspection supervisions in metrology. Direct access to the required data enabled us to improve the effectiveness of our work. Priority classification of persons liable to supervision assisted by the DEXi computer program contributed to enhanced effectiveness of supervision. Supervision is most frequently exercised in the highest priority group. Thus we have already managed to achieve a suitable degree of quality in many areas of supervision (degree of quality in the field above 0.9 whereby the value 1.0 implies suitable quality).

Human capital has proven to be the key factor of our success. A mix of best practices and intellectual capital of our employees produced positive results in the development and use of MIRSinfo and constant improvements of MIRS’ business functions.
4 REFERENCES

3 Prospekt (dvostranski) za programski paket DEXi s kratkimi navodili, FOV in IJS - (http://www1.fov.uni-mb.si/programiranje/uros/files_spo.htm).
7 Zakon o meroslovju (Uradni list RS, št. 26/05 - uradno prečiščeno besedilo).
8 http://www.mirs.si/
INTRODUCTION

The Municipality of Celje has a population of little less than 50 thousand inhabitants with the town of Celje being the third biggest Slovene town. The history of the town dates back to the Celtic and Roman times. Its name ‘Celje’ was marked on the European map by the Counts of Celje some thousand years ago. Today, Celje is not only a town boasting with rich history. It is considered a town, which can be put side by side to all similar European and world towns. In recent years, Celje has gained the reputation of being the fastest developing town in Slovenia. It has become an important economic, cultural, sports, commercial, educational, fair and administrative centre.

Within the entire system of public administration, local community plays a significant role. Its services and functioning must provide conditions for harmonious and successful development of the town, while following one of the fundamental principles of local community functioning, which is to be directed towards the user. A local community is to serve all local residents. The objectives and values pursued must be based on various standards and models and on the set of universally acknowledged values governing modern European public administration such as user targeting, leadership, steadiness of purpose, partnership development, development and involvement of employees, continuous improvement of the processes, constant learning and innovation, social responsibility and a result driven attitude, economy of performance.

In past years, the communication with local residents, not related to administrative procedures of the local community, was unplanned and non-coordinated. This led to uneasiness among local residents and gave an impression that professional services do not do their work. The pace of work was considered too slow and inefficient. Therefore,
our aim was to provide the general public with an interactive, publicly accessible and free-of-charge service intended for local residents to forward their questions, ideas and suggestions about the areas being within the competence of the Municipality of Celje. The professional service would have the replies prepared within 48 hours. To this end, as of 22 November 2005, ‘Servis 48’ service has been made available in Celje. All who have any questions, initiatives, ideas or suggestions can make a free call on 080 48 48 or send an e-mail or offer their suggestions and questions on the web site of the service www.servis48.si or contact the office of ‘Service 48’ in person. The service was fully supported in terms of communication, which contributed to the greater satisfaction of local residents and boosted the reputation of the Municipality and town of Celje.

Analysis of the situation

In searching the most appropriate solution, our approach was based on the first and one of the fundamental principles of new public management, namely on the orientation towards the user. The question ‘What to do to meet the user’s needs?’ was our basic guidance. Such consideration is based on the view that the administration is to serve all citizens and is to be user-oriented.

Already in the planning phase of the project, an overview of current situation indicated that the Municipality of Celje faced all levels of communication with all types of general public. Local residents turn to us with questions and point out problems; the journalists are interested in replies concerning our functioning; questions are raised by associations, clubs and other interested organizations. The Mayor provides answers to local residents via regular TV and radio broadcasts. Also various local media (Radio Fantasy – ‘Povejte na glas’ (Say it out Loud), Radio Celjski val – ‘Vi ste na vrsti’ (It’s Your Turn!), Novi tednik – ‘Modri telefon’ (The Blue Line), Celjan – ‘Črna točka’ (The Black Point) run special broadcasts enabling the listeners or readers to forward questions about the areas being within the competence of the Municipality of Celje. Local residents, journalists as well as other stakeholders thus address the local community at different levels. They contact public relations officers and directly professional services and heads of particular departments or the Mayor. The replies provided are often different, ranging from professional to populist ones and the traceability of the information and their sources are difficult to establish.

To specify the objectives, more detailed analyses were performed after preparing an overview of the current situation: analysis of good practice cases in public administration

The questions addressed to the Municipality of Celje revealed that the local residents, journalists and other stakeholders point out the matters which professional services during their daily work do not notice or may overlook. If the matters were brought to their attention, the solutions would be found in a relatively short time, which would ensure greater satisfaction of local residents and, indirectly, contribute to the reputation of the Municipality and the town of Celje.
in Slovenia; analysis of questions addressed to Celje Mayor, Bojan Šrot, by TV viewers at a regular monthly show: ‘Vi sprašujete, župan odgovarja’ (Ask the Mayor!); analysis of questions addressed by the listeners of Radio Celje broadcast ‘Iz županove pisarne’ (From the Mayor’s Office!); analysis of questions and answers in broadcasts or columns of different local media (Radio Fantasy – ‘Povejte na glas’ (Say it Out Loud), Radio Celjski val – ‘Vi ste na vrsti’ (It’s Your Turn!), Novi tednik – ‘Modri telefon’ (The Blue Line), Celjan – ‘Črna točka’ (The Black Point) enabling the listeners or readers to forward questions about the areas under the competence of the Municipality of Celje. The answers are, as a rule, prepared by the public relations office or, by professional services directly; interviews conducted with heads of professional services or those civil servants to whom the majority of questions are addressed; interviews conducted with local journalists concerning the extent and manner in which the questions of local residents and answers provided by the Municipality of Celje affect their work: How do they follow the broadcasts or columns? How often do they write about certain topic based on questions? Table research of this type of communication support by other local communities throughout the world.

The analysis of questions and answers, conducted from January to October 2005, identified the fields of functioning of local community, which the majority of answers were addressed to. It also indicated to what extent the questions differ according to the season of the year; persons responsible to prepare answers; the answers provided. Furthermore, the analysis was also made with respect to the answers provided by the Mayor of Celje to particular questions. The interviews conducted with heads of services and officers revealed what measures were taken and time period within which the municipality took these measures. Talking to journalists indicated that they regularly follow the broadcasts and columns through which the local residents address questions, however, they only choose to professionally deal with less than 10% of topics raised by the local residents. The research related to this type of communication activities in other local communities showed that not many communities take the similar approach to communicating with local residents. Such a similar approach was introduced some time ago in Boston and in the municipality of Indija in Serbia.

OBJECTIVES

Initially set objectives were based on the conducted research, legal standards and on generally acknowledged values governing the modern European administration. Furthermore, we were aware of the fact that the project would fail without adding the communication objectives to bring the activities of the local self-government closer to users through other tools.

Accessibility of public administration services

In modernizing public administration, the accessibility of administration services is an extremely important objective. Within this context, it is essential to bear in mind that this
has to be the service, which will be the least time-consuming and will involve the least physical movement related to the administration service. Since our primary objective was to improve the relations between the users at an informal level, the measures to cut down the queues and extend the opening hours were not applied. Nevertheless, considerable attention was paid to eliminating the local barriers, adjusting the services for persons with special needs, notably eAdministration and eAdministration Services, while applying horizontal integration of administration services in the form of “life events”.

Social adequacy of public administration services

The objectives were based on the fact that the administration services, as a rule, do not function as ‘goods’, for which the prices are determined by demand and supply in a certain economic area. Therefore we were looking for a service, which would be free of charge for users.

Simplicity of public administration services

Our aim was to offer users a service as simple as possible and facilitate their communication and business with us. In business, the enterprises constantly seek to make business relations easier for their clients, namely through various interactive services such as internet shopping and similar. Our purpose was to develop an interactive and user-friendly service.

Reliability

Reliability, as user-oriented objective, is ‘the ability to deliver’. Consequently, our intention was to develop the ability of the local community to perform service within the set deadline. Even though the service is not intended to remedy classical administration procedures, the deadline for the service to be performed by Celje ‘Servis 48’ was set to 48 hours.

Appropriate personal contacts

Establishing an appropriate personal contact is an objective focusing on entirely unofficial standard for pleasant or at least appropriate human relations. It is an objective to establish public administration, which will meet the minimum level of agreeable, kind and courteous attitude of state administration represented by civil servants. The fact is that the human social nature is particularly attentive to appropriate communication and that people often assess and evaluate the work of civil servants through the prism of their kindness, cheerfulness and complaisance. ‘Servis 48’ should be a user-friendly service provided by the Municipality of Celje.
Responsiveness

The objective of responsiveness was not set in terms of how fast we can react but rather in terms of defining our ability and/or readiness to respond to the opinions of users and, to this purpose, making a serious commitment. Within this context, it is essential to emphasise that this does not concern a general public opinion about the Municipality of Celje but it implies specific suggestions of clients who are in direct contact with civil servants. It is they who praise, remind, suggest or criticize. And it is imperative that such opinions be recorded, considered and, above all, that matters be dealt with, put in order or remedied.

TARGET PUBLIC

The successful implementation of the project was conditional upon the identification of target publics that may in any way be involved in the communication process between the Municipality of Celje and users.

Internal public

An internal public consists of the staff of the Municipality of Celje, management and persons employed in public enterprises, concessionaries and other service providers in the Municipality of Celje. This public is of primary importance for achieving the uniformity and transparency of internal communication. Due to their responsibility for implementing the set objectives. Due to their co-responsibility in creating the image of the town as they have to be aware of the fact that local residents are not merely a nuisance or clients in administrative proceedings but primarily people with difficulties, ideas, initiatives and suggestions.

External public

This public consists mainly of the local residents of Celje and other stakeholders such as associations, clubs and similar. And the residents themselves are the local public to whom ‘Servis 48’ is intended. They are the ones creating life in town. They notice problems and difficulties and look for answers.

Journalists

Journalists stand for the key public in promoting the services provided by ‘Servis 48’ and at the same time one of the key publics in controlling the execution of the service. Given the constant accessibility of the service on the web site, they can verify any time its functioning, the questions raised and the answers provided by the Municipality of Celje.
KEY MESSAGES

To achieve the set objective, key messages have been formulated and conveyed to target publics. In doing this, we followed the principle that messages were to be clear, short and effective. Three of them were selected and conveyed to the publics using different communication tools:

Let’s build the image of our town!

The message aimed at raising awareness of the people that we were all in the same boat and co-responsible for the image of the town which we live in.

Municipality of Celje providing friendly service to local residents.

The message conveyed to people was that they would no longer deal with rude civil servants who make promises and do not deliver. They can obtain the required answers in a simple way and within 48 hours.

Quickly, interactively and free of charge

The answers are provided within 48 hours. And they can see at any time the situation regarding their questions. The service is free of charge.

COMMUNICATION TOOLS

The new service needed to be efficiently presented to the public. Since users often exercise restraint and are sceptical in communication with the public administration, our intention was to make the best possible presentation of ‘Servis 48’. We used classical communication tools; their use within the public administration is by all means a creative surplus since Slovenia cannot show off many cases in which the public administration, in particular the local community, has made efforts to reach the users with the same approach.

Individual interviews with civil servants and/or internal public.

The term ‘civil servants’ encompasses all the staff at the Municipality of Celje, which includes also the secretaries of neighbourhood and quarter communities as well as all employees working for public enterprises and public institutions falling within the competence of the Municipality of Celje. It also applies to all municipal concessionaires and other service providers.

According to communication methods, personal interviews with civil servants stand for one of the most important factors in ensuring the cases of good practice in a
modern and efficient public administration. And all the more if a new service is about to be introduced, which will have a considerable impact on the work of civil servants. Consequently, this topic was paid particular attention.

Every local community has a hierarchy established by law. The interviews were thus held according to a top-down method. It involved personal interviews as well as joint gatherings, presentations and meetings.

Large poster boards spread around the town

In the initial phase, large poster boards with a slogan “Let’s build the image of our town!” drew the attention implying that every resident may build the image of the town. When ‘Servis 48’ started to operate, a free phone line and the website address were added on the boards.

Radio spots in local media

Radio spots used the slogan ‘Let’s build the image of our town!’ and subsequently also ‘The Municipality of Celje providing a friendly service to local residents’. Furthermore, children were asked questions about Celje: What is Celje like? What can we do to make it nicer? How do you build the image of the town? How do you clean up your homes? And similar. The children were involved because the youngest ones are also the most sincere and genuine and as parents we constantly teach them to clean up, put the litter in the bins and similar codes of good behaviour if we wish to live in a nice and tidy environment.

TV commercials

TV commercials upgraded the radio spots with the same slogans to which a picture of flourishing town was added, including new projects, cleaning actions and similar.

Press conference

Press conference was convened just before the ‘Servis 48’ started its operation. Journalists were one of the key public in conveying information on the startup of ‘Servis 48’.

Press releases

When launching ‘Servis 48’, press releases were distributed not only to those media which generally follow the functioning of the Municipality of Celje but also to those which normally do not report on the functioning of a local community. This proved effective as almost all Slovenian media reported the news about the new service.
Newspaper ‘Town Information’

Before the end of the year, the Municipality of Celje issued a newspaper entitled ‘Mi – mestne informacije’ (About Us - Town Information) presenting ‘Servis 48’, besides other projects of Celje municipality, on two pages. The newspaper was delivered to all households in the municipality.

Agenda Planner Diary issued by the Municipality of Celje

The first three pages of the agenda planner, issued by the Municipality of Celje at the end of each year, were dedicated to ‘Servis 48’.

HOW DOES ‘SERVIS 48’ FUNCTION?

‘Servis 48’ is an interactive, publicly available service of the Municipality of Celje, which started to operate on 22 November 2005. Its aim is to encourage local residents to participate in creating a better and nicer image of our town. At the same time, the aim of ‘Servis 48’ is to contribute to the transparent functioning of the municipal administration and to increase the control over professional services, public enterprises, concessionaires and other service providers. Do you have ideas, suggestions or questions about the areas within the competence of the Municipality of Celje? Do you believe that a certain matter can be improved, arranged or remedied? If you happen to notice that public lighting is off, town equipment damaged, piles of litter accumulated or dumping area emerged, ... then just click ‘enter’ and write down you idea, suggestion or question. You can make a free call on 080 48 48 or send an e-mail to the address servis48@celje.si or ordinary mail to the address of the Municipality of Celje, marked for the attention of Servis 48 or pay us a visit at the office of Servis 48, Trg celjskih knezov 8.

Any user’s suggestion, idea or question is forwarded by the administrator of ‘Servis 48’ in the shortest time possible to responsible professional services of the Municipality of Celje and published on the website. Upon the publication, the question is assigned the status ‘New’.

At this point the 48-hour deadline begins to run, activities are carried out and answer(s) are published on the website. The users’ questions received on the working day before 2 p.m. are published on the same day; all questions received after 2 p.m. or during work-free days are forwarded on the first subsequent working day by 10 a.m.

Upon request, the answers are provided by e-mail or over the phone.

Upon publishing the answer, the question is assigned the status ‘Under Consideration’ meaning the matter is being dealt with or
‘Completed’ meaning the matter has been concluded.

‘Servis 48’ website enables the public to follow the status of suggestions, ideas or questions made by the users, the answers concerned and the related activities.

The Municipality of Celje wishes and aims to be able to remedy or remove adverse effects spoiling the image of the town. Within 48 hours, the bulbs of town lighting can be replaced, the bench repaired, the litter removed, the green lawns mowed and similar. However, we must bear in mind that we are limited by and committed to a rational use of budgetary funds.

Our efforts are nevertheless focused on putting in order as much as possible within 48 hours. If this is not feasible, an answer will be prepared within 48 hours, providing reasons for the failure in delivery and indicating when it will be possible to eliminate the disturbance.

Important notice: A service performed by ‘Servis 48’ does not replace administrative procedures provided by the law and within the competence of Municipality of Celje.

FINANCIAL RESOURCES

A local community must comply with the laws governing its area. In two months, the individual service providers were selected in accordance with the public procurement system and the entire project amounted to SIT 2 million. For the regular operation of website application and free phone line, the General Affairs Department has earmarked funds in the Celje municipality budget under the item - maintenance of the information system equipment.

APPLICABILITY OF THE SOLUTION

In every day functioning, all public institutions deal with questions, which are not subjects of official procedures provided by the law. Even though these questions are not official, they are of significant importance for public administration when communicating with its users. Such communication problems are dealt with by ‘Servis 48’ in a consistent and transparent manner, which enables the traceability of information at all levels. Its interactive function facilitates the control of users over the functioning of the local community. At the same time, ‘Servis 48’ forms an archive of questions, initiatives, ideas and suggestions and the replies provided by the local community. In this way, a valuable database is being created, enabling an easy access to a considerable amount of information on the local community functioning.

‘Servis 48’ also supports a primary task of local communities: providing conditions for a balanced and fast community development. Concurrently, it changes the role of civil
servants whose attitude towards the user has shifted from passive to proactive, taking into account that a user is not only a client to the proceedings but needs a personalized approach.

‘Servis 48’ could be an exemplary service for all local communities in Slovenia and appropriate to be applied at all levels of public and/or state administration. According to our information, the issue of informal communication is being addressed by numerous ministries; in parallel, the website service, which would enable to follow the status of such questions or any other questions and their archiving, is being increasingly considered by the Government Public Relations and Media Office.

SUCCESS FACTORS

Proactivity is a key factor in success. Until the establishment of ‘Servis 48’, the communication of the Municipality of Celje with key publics was passive (media are an exception). In other words, the questions submitted by the local residents and other interested public were put on hold until broadcast or published in specific newspapers columns (allocated to them and their views related to town and its functioning) or until professional services were contacted directly. Consequently, we searched for a solution that would enable a far more creative approach towards mutual communication and, to this end, the present solution was also fully endorsed.

The transparency of the service contributes to its effectiveness; it is achieved through ‘Servis 48’ website enabling a user to see at any time the status of his question, opinion, suggestion or idea. In addition to that, the operation of ‘Servis 48’ remains properly archived on the website so as to enable viewers an insight into questions and our replies.

SUMMARY

Both, the local community and the entire public administration establish relations at different levels. The first and the most important are the relation and/or communication in official proceedings, imposed by the laws, decrees, decisions and ordinances. The secondary relation is developed at the so called informal level, at which the local community and/or public administration replies to users’ questions, initiatives, proposals and ideas that are not subject to administrative procedure.

In past years, the communication with local residents, not related to administrative procedures of the local community, was unplanned and non-coordinated. This led to uneasiness among local residents and gave an impression that professional services do not do their work. The pace of work was considered too slow and inefficient. Therefore, our aim was to provide the general public with an interactive, publicly accessible and
free-of-charge service intended for local residents to forward their questions, ideas and suggestions about the areas being within the competence of the Municipality of Celje. The professional service would have the replies prepared within 48 hours. To this end, as of 22 November 2005, ‘Servis 48’ service has been made available in Celje. All who have any questions, initiatives, ideas or suggestions can make a free call on 080 48 48 or send an e-mail or offer their suggestions and questions on the web site of the service www.servis48.si or contact the office of ‘Service 48’ in person. The service was fully supported in terms of communication, which contributed to the greater satisfaction of local residents and boosted the reputation of the Municipality and town of Celje.

Initially set objectives were based on the conducted research, legal standards and on generally acknowledged values governing the modern European administration. Furthermore, we were aware of the fact that the project would fail without adding the communication objectives to bring the activities of the local self-government closer to users through other tools.

Despite being a local community whose bureaucratic wheels have not yet reached full speed, we set ourselves the deadline of only two months for the preparation and implementation of the project. Our objective was clear. Within the set time limit, an overall image of the service had to be decided upon, website application elaborated, interviews with civil servants held, radio and TV commercials shot, media space booked, jumbo posters designed and their location leased. Furthermore, it was necessary to make preparations for the trial run of Servis 48, organize a press conference, draw up press releases, update the address directory and to start operating. The official launching date for ‘Servis 48’ was set for 22 November 2005.

‘Servis 48’ service has been designed and explicitly intended for the user, i.e. the resident of the Municipality of Celje. Together, they develop a partnership based on two-side communication, a partnership with all individuals and institutions that provide for different town services, social life, tidy environment etc. The system includes practically all the employed persons; through opinions and comments of the local residents, the system for the evaluation of own work is developed, many new ideas arise and the administration is given a possibility to improve its methods of work and procedures. Such a communication method encourages a socially responsible approach of the administration, contributes to early detection of possible crisis; it is an indicator to evaluate the work of administration and its acceptance among local residents.

‘Servis 48’ also supports a primary task of local communities: providing conditions for a balanced and fast community development. Concurrently, it changes the role of civil servants whose attitude towards the user has shifted from passive to proactive, taking into account that a user is not only a client to the proceedings but needs a personalized approach.

‘Servis 48’ could be an exemplary service for all local communities in Slovenia and appropriate to be applied at all levels of public and/or state administration. According to
our information, the issue of informal communication is being addressed by numerous ministries; concurrently, the website service, which would enable to follow the status of such questions or any other questions and their archiving, is being increasingly considered by the Government Public Relations and Media Office.
1 INTRODUCTION

It is becoming more and more acknowledged that people and knowledge have a decisive influence in reforming the public administration. These principle declarative definitions are too often not reflected in the necessary operationalisation and implementation of strategies, measures etc., which would through the achieved results affirm the mentioned principle definitions and especially contribute to the needed break-through to achieve better efficiency, success and quality of the public administration operation. The mentioned setback in the field of human resources is last but not least acknowledged also in the context of (non)achievement of Lisbon Strategy goals (and the reference framework of »the key competences for lifelong learning«). The appreciation of the obtained knowledge has provided the clue to and a basis of the idea for the example of »Workplace learning in the public administration – challenge and need«. The principle of the idea is that upon the mentioned possibilities (payments, promotion, training etc.), which contribute to frustration and unwillingness to accept the implementation of changes and to poor organizational culture, an approach should be applied which, considering the given limitations and respecting the applicable regulatory framework, at the level of an individual public officer would contribute to the affirmation of workplace learning as a form of a contribution to development of competences, promotion of knowledge, understanding of processual nature of introduction of changes and to achievement of objectives of quality, efficiency and effectiveness at the level of an individual and at the level of organization. In this, the fact of Slovenia’s EU membership and in the strategic meaning, the qualification of the state administration to function within the EU and to preside over the EU, are taken into account.

The purpose of the example presentation is to present the approach to »workplace learning«, contributing to UNLEA potentials, encouraging dedication and motivation of all the employees to achieve goals of the organization and goals of their personal growth and development, and simultaneously expressly indicates the processual nature (as regards its substance and time) of the implementation of changes. It should be pointed out that the present example represents continuation of the practice, presented in 2004, continued in 2005 and upgraded in 2006.
2 FUNDAMENTAL PREMISES FOR IMPLEMENTATION OF STATE ADMINISTRATION WORKPLACE LEARNING

2.1 Workplace learning as the environment-conditioned orientation and/or requirement

The importance of workplace learning has significantly increased during the last two decades and it has been typically manifested in two directions: on one hand this is an issue of an increase in the share of professions and in complexity of these professions, requiring more and more specialized and other knowledge for their workplaces and as well as continuous learning; on the other hand, development and market penetration of organizations, tending to achieve high efficiency, contributed to the inclusion of all the employees into the workplace learning processes.

Considering the increase in the requirements to achieve higher efficiency and effectiveness in the public administration, the characteristics and dimensions of workplace learning in the organizations achieving a high level of effectiveness in their performance and business operations (high performance work organizations – HPWO) is of special interest.

It is a relatively new phenomenon of perceiving the organizations, which had appeared and/or are the result of globalisation process and which, in accordance with the ILO (International Labour Organization) researches, are characterized by the following basic principles:
- organization common values;
- strengthening of trust between the management and the employees;
- formation of work tasks, their organization and structure;
- access to information;
- support to learning;
- remuneration of achievements.

Where and why the workplace learning has been established? The mentioned researches identified three key reasons for development and establishment of the workplace learning:
- as the first reason, the influence of the – as we name it – »knowledge-based economy« is stated;
- as the second reason, the importance of »the new economy«, stemming from the importance and function of the information and communication technology, simultaneously conditioned with the »knowledge-based economy«, is stated;
- as the third and most important factor, the influence of growth of organizations, tending to achieve high performance of their operation and business activities, is recognized. However, the essential characteristic of these organizations (HPWO) is the fact that they had created possibilities for development of knowledge and skills for their employees, and not, for example, only for their management, selected experts and rare specialists. It is of most crucial and essential importance that all the employees have a possibility and perspective to perceive their work »as the source of lifelong learning«.
However, it is interesting that the 2005 UN Report on Development of Human Potentials for achievement of goals in the public sector as well:

- encourages organizational learning in the public sector;
- underlines the importance of organizational culture to achieve efficiency and effectiveness in the public sector;
- defines the approach (bottom-up approach) of the organizational learning and its focusing on the employees.

In this, it especially draws attention to the strategic importance of certain fields of operation (the importance of establishing trust, dialogue and interaction; role of exchange of knowledge and experience; professionalism of HMR in the organization; encouraging mentor programmes, the importance of the management as a provider of learning etc.).

In the light of the EU Membership the guidelines are to be complied with, in particular those from the document »Education and Training 2010« as the accompanying document of the Lisbon Strategy, along with the 2005 »recommendations of the European Parliament and the Council on the key capacities for lifelong learning«. The importance of the recommendations lies in their function as the European reference tools for key competences and they propose the way to provide access to those capacities to all the citizens via the lifelong learning.

2.2 Workplace learning as a law norm

As the fundamental premise should be considered Article 3 of the State Administration Act (Ur. l. RS (Official Gazette of the Republic of Slovenia), No 52/2002, amended), stipulating that the state administration shall perform its work in compliance with the rules of the profession, political neutrality and impartiality. Although the requirement on implementation of the »rules of the profession« is not defined in detail and it remains neglected from the point of its (non)implementation and definition of possible nonimplementation of this postulate, it should necessary be considered as the congenial norm, in particular when taking into account the declared orientation considering the reforming of the public administration of the Republic of Slovenia.

The awareness of the importance of the knowledge for effective performance of the administration in a lawful and regular manner is evident from the stipulations of the Civil Servants Act (Ur. l. RS, No 32/2006). It has established the connections between the worker’s performance, new knowledge application and remuneration mechanisms and defines the responsibility for education, training and knowledge upgrading and those responsible for their planning, target groups, organization and upgrading at individual organizational levels of the administrative organization.

In the »Strategy of education, training and knowledge upgrading of public officers for the period 2006-2008« it is written »...the officials, employed in the public administration are its main assets and it is essential to invest in them to achieve further success. « And further on »...in order the administration shall indeed become a learning organisation
it is necessary to ensure the education, training and knowledge upgrading of public servants shall be harmonized and systematic, which is essential for their development and is an important aspect of the operation of modern administration. Therefore it is of essential importance the public officers are ensured systematic, permanent and accessible modes and sources of upgrading their professional knowledge as well as strengthening of skills, required for the administrative work." However, it is interesting that the mentioned document does not mention the «workplace learning» whereas it was not possible to identify the reasons for that.

3 SOME IMPORTANT SELECTED PREMISES ON WORKPLACE LEARNING

This is a concise view of relevant premises needed for the presentation and understanding of a case, that include:
- understanding of learning;
- definition of workplace learning;
- significance of certain characteristics in organizational culture in public administration;
- the leader/manger as a potential mentor and/or coach.

3.1 Definition of learning

There are different definitions of learning, while in the hereby presented example the basic premise represents definition of K. Illeris, based on two fundamental assumptions: learning involves two different fundamental processes. There is an external interactive process, going on between the one who learns and his/her social, cultural and material environment as well as a psychological process of acquiring and processing, where the new stimuli are linked to the results of the previous learning. And secondly, learning, on the whole, involves three dimensions: the cognitive dimension of knowledge and skills, the psychodynamic dimension of motivation and emotions and the social dimension of communication and cooperation in the socially conditioned context. The mentioned definition most adequately covers the aspects of the workplace learning.

3.2 On the need and nature of workplace learning

Out of various basic premises, reasoning the need for workplace learning, and in addition to the already mentioned item 2.1 («knowledge economy», the increasing importance of the HPWO organizations, influence of IT), the implementation of the «learning organization», characterized by continued development of knowledge and competences, should be mentioned. Workplace learning includes various learning processes that are difficult to systemize, considering different assessment criteria (different premises, different objectives;
different activities; different levels of organization, etc.). It is of essential importance that
the learning could be aimed at personal development of an individual, a team, up to
the level of the whole organization. Learning can be, as a priority, aimed at individual’s
development or closely connected with the objectives of the organization. The
outcomes of the learning can result in knowledge, experience, skills at individual level
or in knowledge, included in the »memory« of the organization, skills and procedures
in the cycle of permanent improvement and creation of knowledge. Certain learning
processes are clearly limited and separated from other activities with explicit learning
purpose and structure while the others are directly integrated in the organization of
work and work processes.

However, a workplace can present fundamental field for development of key
competences. It is interesting that there is different understanding of the term
»competence«. According to the established EU terminology, the competence should
be understood as a »capacity and key capacity« whereas the capacity is understood in
the meaning of coordination of knowledge, skills and relations, while the key capacity
means definition of capacities, necessary for everybody. The European Parliament and
the European Council, in the framework of monitoring of (non)implementation of
Lisbon Strategy, defined the capacities of lifelong learning as follows:

- communication in mother tongue;
- communication in other languages;
- mathematical capacity and basic capacity in science and technology;
- digital capacity;
- learning how to learn;
- interpersonal, intercultural and social competences and citizenship competences;
- entrepreneurship and
- cultural expression.

In the Anglo-Saxon area (in particular in the Great Britain), the key capacities are
understood as a standard, an entrance obstacle and not as the subject of continuous
upgrading. Japanese approach is expressly different; it stems from the »knowledge for
course of conduct in changing and difficult situations in the framework of the integrated
system of production« and it requires the following knowledge:

- about the process: concepts, sequence of activities and their interdependence;
- about the product: key characteristics and properties;
- about equipment: equipment functions, capacities and limitations;
- about controls: effects of the controlled activities controls on the results.

The approach is based on the integrated approach, in accordance with which the
employee understands the logics and nature of the production process as a network
of complex processes and not as a multiplicity of various activities. The mentioned
approach implements continuous learning and includes formal and informal methods
of learning.

The core of the idea of the »workplace learning« represents the fact that this is a »systematic,
planned process in which various methods of work organization, remuneration of the
achieved results and inclusion of the employees in the decision-making process in order to create the work environment which would ensure possibilities for personal development of the employees and an increase in the organization production. Even though it cannot eliminate the opposition of interests between the employees and the management, it contributes to its reduction and at the same time, it provides an important improvement of the possibility to jointly contribute to an increase in welfare and standard of living for all.

It appears, that the mentioned definition includes all the necessary components and/or elements, which on the base level differentiates implementation of the workplace learning from the other approaches and could be illustratively summarized from the following fundamental aspects:

- Goal: the workplace learning means endeavours to achieve goals at the level of an individual and at the level of an organization while ensuring the overlapping of both as much as possible; the up-to-date practice has been a reaction to a detected need which, at least in some cases, should not have existed;

- processual nature: workplace learning as a planned process immanently includes also surveillance of what had been created; learning is not an end in itself in order to have the knowledge but in order to be able to use that knowledge and it is of special importance that there is a transfer of knowledge among the employees and that the obstacles to that knowledge transfer among the employees are constantly reduced; (the problem of »knowledge transfer«);

- time dimension: workplace learning, as an integral part of work, conditions also the time dimension that could not be merely sporadic but it presents a constant in the use of working time;

- organizational culture: in its substance it means a supportive environment in establishing the workplace learning. In connection with the mentioned, the management’s values and characteristics considering the realization are of the key importance.

3.3 Specifics of the workplace environment in the state administration

People, processes and technology are the key components of the environment of the knowledge management in the public sector while the creation of suitable organizational culture poses characteristically the most important and most difficult challenge. In their research of the concept and understanding of organizational culture in public sector, the researchers developed a phrase »bureaucratic culture of the public sector«. In spite of various subcultures it exists in numerous organizations and it is manifested through various ways:

- »comply with the rules and do not interfere with problems« means a usual phrase told to the new employees;

- when making jokes in connection with some decision, a typical phrase would be »this is above my wage group«;

- typical is also the saying »good enough for public administration«.
The common and acknowledged foundations of the public administration organizations (policy, hierarchy, bureaucracy, monopoly) implement the organizational culture in which the participants:

- prefer to accuse one another and the environment rather than to assume the responsibility for the emergency action;
- are in constant fear of making mistakes instead of trying to introduce improvements;
- would rather agree to mediocrity than aim to transform it into excellence via creativity;
- offer resistance to changes instead of adapting to them.

Naturally, such a cultural organization does not lead to learning, knowledge and experience sharing etc. but it strengthens the following form of a negative sequence:

- do nothing, so nothing can be wrong;
- learn nothing so that no changes would be necessary to introduce;
- change nothing, so than no new and different performance would be necessary.

Schein’s notion about the nature of «forced learning» and the role of subcultures in the organizational learning, should be added to the mentioned. He identifies the forced learning as a controversial since, on one hand, fear and/or anxiety prevent learning and on the other hand, they condition learning. On this basis he differentiates «leaning anxiety and/or fear from learning», where, in particular, he points out the problem of «leaning anxiety» and «survival anxiety», where there is, when simplified, a correlation stating that «learning anxiety» hinders the process of organizational learning, while the «survival anxiety» opens up new possibilities for implementation of organizational learning. In connection with the role of subcultures in the field of organizational learning, there is an explanatory opinion «…. that the learning starts in a small group and it only gradually spreads within an organization. Usually individuals and small groups significantly advance in learning before the whole organization follows».

3.4 The role of the leader/manager in the workplace learning

Considering the nature and function of the «workplace learning», in addition to provision of supportive environment (opportunities, organizational culture etc.), learning should be organized and directed, too. Out of various possible approaches we hereby mention activities in the form of mentoring and coaching. Even though these two approaches are similar, there are also some differences between them, presented in a condensed form in the following table: These are the differences existing in the relation between the one who learns and the one who directs the learning.
When using the mentioned forms, in particular mentorship, it should be taken into account:
- as mentors are suitable the co-workers, who had acquired extensive experience in different fields of work;
- in addition to excellent expert knowledge also experience in teaching as well as psychological knowledge and experience are desirable;
- worker's performance and reputation in the work organization;
- readiness to transfer knowledge and experience to the others;
- good personal relationship between mentor and his co-workers.

From the above mentioned it could be concluded that the role of the Head in the selection of mentor and/or coach is an important one and/or it implies requirements and/or conditions in case when he/she assumes the mentioned role.

4 EXAMPLE CHARACTERISTICS, SOLUTION DESCRIPTION

This section describes a task given and solution description in a concentrated form.

4.1 Task given

The task given was defined concretized as follows:
- provision of replaceability of public officers at all workplaces in a regional unit via workplace learning;
  (the above mentioned fact does not mean the use of public officers »who can perform any task«, but that the replaceability is provided per comparable tasks which are process-related and at the same time - in extreme cases- the replaceability among public servants in different areas);
- provision of an overall understanding of fundamental business process;
  (it means the implementation of internalization of comprehension that the fundamental business process does not mean only a group of individual activities, but it should be understood, in particular with regard to the nature the activity - the execution of payment transactions for the public sector - as a network of mutually

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linked activities at different levels and to provide the possibility of integration of employees from Regional Units (RU) into other Public Payments Administration (PPA) environments;

- establishment of perception of the workplace as a location and field for the development of basic competences resulting from the referential framework defining the key capacities of lifelong learning;

  (it means the implementation, realisation and operationalisation of a declarative definition of a man as a key factor in the reform of public administration);

- via learning, creation of conditions and environment providing not only an easier understanding but also the control of necessary changes, which is reflected in the implementation;

  (In 2006, the PPA planned the transition to a new platform in the payment transaction processing and at the same time, the preparations are under way for adoption of Euro on January 1 2007);

- affirmation of »learn to learn«;

  (it means a combination of efforts to learn and to persist in learning; it means the capacity to integrate the perception of one's own learning process and needs, identification of opportunities that are available and a capacity to overcome the barriers to effective learning).

4.2 Solution description

Resulting from the nature of a task given and objectives defined, the case was as follows:

**Objective: provision of replaceability of public officers at all workplaces in a regional unit via workplace learning:**

All the public servants were given – at the beginning, within the framework of the working time, adapted to different work load intensities in advance – time to examine in detail and to compare, in the processual sense, their work fields and/or tasks with other fields. Their knowledge, which was problem-oriented, they afterwards presented to other public officers of the Regional Unit. In the presentation, the attention was paid to the processual aspect of carrying out the tasks, the inherent internal controls and possibilities of error appearance and measures taken in such cases.

In the continuation, we extended such practice also to regular examination of changes and consequences of those changes. At the same time, we included into the framework of learning also other knowledge, related to an individual work post (however, it means broadening of knowledge).

What is important is the fact, that there was not only the information transfer in question but also the »know-how« transfer on personal level of individual public servant, through which we surmounted the usual obstacle, frequently appearing in the knowledge transfer in the meaning of keeping the knowledge with an individual and prevention of its dissemination.

**Objective: to ensure integrated understanding of the work process;**
Eventhough already included in the explanation of the earlier objective, it is important that the public officers had internalised the importance of mutual (inter)dependence in a whole process. In the meaning that it is not important only that every individual performs his/her work but that is important also, how the Regional Unit performs its tasks.

Objective: to establish the perception of the workplace as the location for development of fundamental competences derived from the reference framework of defined of key competences for lifelong learning;

Based on the realization of the earlier objectives, the fact that there are various needs to develop an individual capacity becomes increasingly acknowledged on one hand, and there are at the same time also possibilities and advantages provided by the »workplace learning« on the other hand.

Naturally, at the same time the conditions, which we name »supportive environment for learning« should be fulfilled (developed organizational culture and/or subculture, direct management attitude towards learning; organization and work process organization; establishment of values, common understanding of advantages of learning etc.).

Objective: affirmation of »learn to learn«;

When approaching this objective, we initially stemmed from the »learning from mistakes«; simply to make all the public servants understand and accept the need to learn, and it was easiest to start with individual mistakes. These were examined objectively and the focus of the examination was on the analysis of the causes and circumstances of the error and only after that an examination of errors, omissions etc. of the directly responsible was started.

Objective: through learning create conditions for easier understanding of changes, in particular in the implementation phase;

It is indisputable that in the hierarchical organization of the state administration, an individual unit does not and cannot have an access to all relevant information. However, through learning of understanding the processes, examination of various possible consequences etc., we had significantly contributed to reduction and/or elimination of unexpressed uncertainty and anxiety that can result in (un)intended obstacle and/or barrier in the process of the implementation of changes.

Considering the fact that the established frameworks for the assessment of the results are not oriented and/or do not – to the necessary extent – include the criteria for assessment evaluation of the results of soft nature, we hereby in the continuation present a condensed presentation of the implementation and extensions of the achieved results in an example of selection of three public servants from the Public Payments Administration, performing different tasks, having different education and different types of work.

The presentation is based on:

- necessity to differentiate between the objectives of tasks and objectives of learning;
- characteristics of operative implementation in the light of
preparation, operative performance and simultaneous control;
- presentation of the applied instruments and defined critical factors;
- definition of the role of the Head in the learning process of the public officers;
- presentation of the achieved results;
- presentation of the characteristics of remuneration on the basis of results.

Case of learning process

<table>
<thead>
<tr>
<th>Nature of objective</th>
<th>System administrator (education grade level V)</th>
<th>Specialized staff member (education grade level V)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Task objective</td>
<td>to provide the implementation of payment transactions in applying the new information platform</td>
<td>to provide the installation of programs in applying the new information platform</td>
</tr>
<tr>
<td>1.2 Learning objective</td>
<td>smooth transition of the payment transaction to the regular operation by taking into consideration external and internal users and harmonized cooperation between the key function and IT</td>
<td>smooth transition of the payment transaction to the new information platform by taking into consideration internal users and the need for harmonized cooperation between the key function and IT</td>
</tr>
</tbody>
</table>

2 ... Basic features of learning process implementation

2.1 Preparation

- individual study of scientific bases;
- teamwork discussion of selected questions and issues;
- individual discussion with a head;
- individual study of scientific bases;
- teamwork discussion of selected questions and issues;
- individual discussion with a head;
- individual study of scientific bases;
- external training;
- teamwork discussion of selected questions
2.2 Operational functioning

<table>
<thead>
<tr>
<th>Participation in testing for the transition to the Public Payment Administration (PPA) and budget users (BU) involving a key function and cooperation with IT</th>
</tr>
</thead>
<tbody>
<tr>
<td>participation in testing for the transition to the new information platform with a key function and temporary cooperation with BU</td>
</tr>
<tr>
<td>rationally organized (hierarchy of activity sequence), archiving (selecting, classification, designations etc.) in cooperation with individual staff in archiving documents that refer to individual work areas</td>
</tr>
</tbody>
</table>

2.3 Concurrent control

- regular problem-oriented
- regular problem-oriented
- regular

3 Instruments used

- underlined importance of the preparation for the execution (individual, teamwork, directed by a head);
- control system: reporting (daily and/or if necessary) on the course of individual activities and intermediary results;
- motivation: (perception of the current results achieved, contribution to the success and reputation of the RU, promised material reward in the case of effective and efficient implementation of tasks);
- provision of suitable environment in the RU: in view of the fact that the activities were also carried out “live” and at the same time on all locations of the Public Payment Administration of the Republic of Slovenia it was of priority importance to prevent negative outcomes (impatience, possible conflicts between the participants in the Regional Unit of the Public Payment Administration of the Republic of Slovenia (RU PPA) and Office of the Public Payment Administration of the Republic of Slovenia (Office of the PPA), inappropriate reaction to budget users (BU) etc.), which could be expressed disturbingly towards budget users (BU) and within the framework of the Regional Unit (RU).

4. Critical factors

4.1 Time:
The activities in testing and in the transition itself were carried out within different, as a rule, currently set time periods. They required immediate response of the RU – implementation of individual tasks and immediate reporting on the conclusions arrived at in the Office of the Public Payments Administration of the Republic of Slovenia (Office of the PPA). The above-mentioned fact required not only an appropriate level of adjustment, but also understanding and tolerance.

4.2 Project – process:
In order to understand and perceive that the transition to the new information platform means a task which has to be carried out, it also implies the not yet expressed consequences (centralisation of processing, programme changes etc) in terms of employment, organisation etc. At the same time, it is necessary to assess the stated tasks and achieved results as the consequence of the previous achievement within a certain time.
5 Role of a head

The priority of the head of the regional unit was to work as a mentor and partially as a coach in the case of a “coordinator of account managers” and predominantly as a coach in the cases of “system administrator and specialized staff member”.

<table>
<thead>
<tr>
<th>6 Objectives attained</th>
<th>Coordinator of account managers (education grade level VII)</th>
<th>System administrator (education grade level V)</th>
<th>Specialized staff member (education grade level V)</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.1 Task objectives</td>
<td>- smooth transition of payment transaction processing to the new information platform</td>
<td>- smooth transition when installing programmes</td>
<td>- completed archiving on time in compliance with norms</td>
</tr>
</tbody>
</table>

6.2 Learning objectives

- according to the assessment of responsible employees in the PPA Office, the transition to the RU was made smoothly compared to the others (in terms of implementation, cooperation with BU and PPA Office); exchange of information restricted to the urgently required and relevant as to problems; strengthened cooperation with IT

smooth control and coach inspection by the PPA Office; reinforced understanding of the need and urgency of cooperation between the key function and IT support; on the day of transition, the system administrator replacement provided also in one of the biggest RU PPA

- smooth control and coach inspection by the PPA Office;
- referential case for other RU

7 Remuneration: as a part of an overall workplace learning system

The use of combinations of non-material and material incentives.

Non-material incentive:
- after the implementation of the project, there was a meeting in the RU. After a short analysis of the work, the head of the RU praised all the employees, particularly those who were directly involved. At the same time, he informed of the proposal for the performance assessment, which was presented to the director general of the PPA.

Material incentive:
- the proposal submitted was taken into consideration by the director general in terms of the remuneration for group work (coordinator of account managers and system administrator) and individually, in the case of the specialized staff member.
5 SOLUTION RESULTS

Although it is rather difficult to define quantitatively the objectives set in view of the nature of the case, they are presented in a structural form below.

5.1 Simplification of the business operation and elimination of administrative barriers

The registered solution has contributed to the implementation of the professionally founded approach to workplace learning not yet implemented in the public administration. Furthermore, it contributed to a more effective operation of the RU (from the beginning of 2006, the RU operates normally irrespective of the fact that the number of nine public officers was reduced by 1.5 public officers. Employment falls within the applicable methodology in the PPA). Furthermore, it has to be noted that one public officer – at present temporarily – was transferred to the PPA Office where she assumed the work of coordinating the tasks in individual areas (in the RU Radlje she previously carried out the tasks at the level of a contractor. Like all employees she was included in the “workplace learning “ project in the RU).

5.2 Customer-oriented policy

Taking into consideration the already implemented good practice solutions in the RU (in 2004, 2005), this approach means upgrading. The acceptability of approach in the environment is based on the portion of returned questionnaires on the quality of work of the RU by the BU of the RU PPA and assessment of its work. According to the first parameter, the RU ranks first among the units of the PPA (56.4 % of returned questionnaires), whereas according to the second one it ranks second.

The acceptability of approach in the environment is based on the portion of returned questionnaires on the quality of work of the RU by the BU of the RU PPA and assessment of its work. According to the first parameter, the RU ranks first among the units of the PPA (56.4 % of returned questionnaires), whereas according to the second one it ranks second.

From the point of view of social responsibility, attention must be drawn to the fact that the cases of good practice of RU Radlje are the result of the RU and not of the authority within which it operates. Emphasis should particularly be placed on the fact that the above mentioned cases could not be possible without the development of subculture which developed jointly (servants and head) and was implemented in the RU, and this for the purposes of improving its efficiency and effectiveness of the organisation as a whole.
5.3  Cooperation and building of partnership relationship

The registered solution results exclusively from the approach of the RU in the PPA; therefore, synergy effects cannot be assessed. However, we believe that the case of registered practice exceeds significantly only the level of the RU and it could be used considerably more widely in the state administration in a similar/modified and/or objective-based form.

5.4  Indicators of effectiveness, efficiency and economy

The case of the indicated solution can be defined in terms of value as saving at the level of opportunity cost (1.5 employee for the period concerned). In any case, it is not to neglect the unevaluated input into the learning of employees which did not cause any additional cost, however it indisputably contributed to raising the achievement level of operation results of the RU.

5.5  Compliance with business excellence models (EFQM, CAF)

The discussion showed that the assessment of conformity to the solution with quality model was thus justified. Such evaluation results from the assessment, which is based on the use of criteria for factors and criteria of results.

From the point of view of achieving criteria of factors the following should be mentioned:

- leadership (introduction of changes, motivation and support of the employees with his own example);
- strategy and planning (implementation of the significance of knowledge in the contemporary informatized society); planning the demands for knowledge – introduction of changes in the PPA; introduction of the euro etc.);
- management of people (recognition, development and use of capacity of employees along with the alignment of objectives at different levels);
- partnership (development of partnership, knowledge management);
- process management and control of changes.

From the aspect of the criteria of results the following should be underlined:

- satisfaction of the users not only in the environment but also within the framework of the PPA;
- satisfaction and motivation of the employees and the consequent results.
6 CONCLUSION

The discussion emphasized the unjustified dilemma raised in the title of the case »Workplace learning in public administration – challenge or need?« The arguments illustrate that the workplace learning is urgency and need, which is grounded in many aspects. However, the issue of establishing the workplace learning also comes up. This applies particularly to the public administration, which has been under reform for several years and has not yielded desired and necessary results. Consequently, it would be requisite for the public administration to modify the dilemma raised from »or« to »and« in the title »Workplace learning in public administration – challenge and need!«

Based on the discussion, the following conclusions can be drawn:

- The case in question means an innovative approach, grounded in the relevant expert comprehensions and effective implementation in practice;
- The particularity of the case is linked to the fact that the case was namely designed, but it resulted from the strategically designed process of attaining excellence in the operation where the previous cases of good practice in the RU meant providing the necessary bases;
- It is to confirm the priority significance of the ensured appropriate supportive environment (organisational culture, style of management etc.) for the purposes of implementing changes;
- There is a problem of measuring the results in the area of soft factors of the efficiency and effectiveness of the organisation and at the same time, the discrepancy has become more and more apparent between the disharmonised significance of man who considers soft factors as immanent in assessing the efficiency and effectiveness in the public administration which is, as a rule, quantitatively oriented.

7 REFERENCES

23 Skok, P. (2004). On the significance of the organizational culture in the reform of public administration – discrepancy between the possibilities and practice. XI. Days of Slovenian administration: Slovenian administration after joining the EU. Faculty of Administration. Ljubljana.
37 State Administration Act (Official Gazette of the Republic of Slovenia, 52/2002)
38 Civil Servants Act (Official Gazette 32/2006)
1 INTRODUCTION

1.1 Presentation of the Administrative Unit Ilirska Bistrica

The Administrative Unit Ilirska Bistrica lies on the south-west of Slovenia and covers the territory of the Municipality Ilirska Bistrica.

Table 1: Basic statistical data of the Administrative Unit Ilirska Bistrica

<table>
<thead>
<tr>
<th>Surface 479.62 km²</th>
<th>Number of settlements - 63</th>
<th>¹ Number of inhabitants - 14,157</th>
</tr>
</thead>
<tbody>
<tr>
<td>It borders on:</td>
<td>Administrative Unit Sežana, Postojna, Cerknica, on the south with the Republic of Croatia</td>
<td></td>
</tr>
<tr>
<td>Border crossing points with the Republic of Croatia</td>
<td>- road international border crossing points (Jelšane and Starod)</td>
<td>Length of state border – 67 km</td>
</tr>
<tr>
<td></td>
<td>- railway international border crossing point Ilirska Bistrica</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- border crossing point for border traffic Novokračine - Lipa</td>
<td></td>
</tr>
</tbody>
</table>

The Administration Unit performs the tasks within the state competence at the first instance, it provides their implementation at the Head Office in Ilirska Bistrica and at two local offices (Podgrad and Knežak).

² Substantive reports of the administrative units 2005, the Ministry of Public Administration, 2005.
Table 2: Data on the employees and work at the Administrative Unit of Ilirska Bistrica

<table>
<thead>
<tr>
<th>Total number of employees - 28</th>
<th>Officials - 23</th>
<th>Professional-technical staff - 5</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gender structure</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Women - 83%</td>
<td></td>
<td>Men - 17%</td>
</tr>
<tr>
<td>Average age – 46 years</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Educational structure</td>
<td></td>
<td></td>
</tr>
<tr>
<td>University - 7</td>
<td>Graduate</td>
<td>Higher education - 3</td>
</tr>
<tr>
<td></td>
<td>qualifications - 10</td>
<td>- 3</td>
</tr>
<tr>
<td>Vocational education - 2</td>
<td>Primary</td>
<td>Secondary education - 7</td>
</tr>
<tr>
<td></td>
<td>education - 1</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Average level of education - 6.03</td>
<td></td>
</tr>
</tbody>
</table>

2Total number of administrative matters under the Administrative Procedure Act - 5333 Other administrative tasks - 11455

In the Administrative Unit Ilirska Bistrica we approached actively the formation of our own quality policy in 2004 and decided on the CAF model – Common Assessment Framework. We decided on the introduction of this model because we concluded through learning about different models and experiences of other administrative units that CAF is an appropriate tool for the use of quality management techniques for our administrative unit. It is the key purpose of this model to analyse the existing state of organization as a whole through self-assessment and to determine priority areas for improvement considering the needs and expectations of all the participating parties.

Self-assessment under the CAF model was performed in June 2004. Based on all the collected proposals for improvements, the collegium of the Head of the administrative unit in cooperation with the leader of the project group formed an action plan for the implementation of corrective measures in November 2004. Due to a great number of different proposals for improvements, they were divided into three groups according to their implementation method:

- Group A - measures that will be realized on the basis of project work;
- Group B - tasks that will be realized on the basis of a decision of the collegium;
- Group C - guidelines to be taken into consideration in further cooperation or operation of the administrative unit.

1.2 Positions and reasons for the development of notified solution

Public employees, both officials and professional-technical staff perform administrative and other tasks on the basis of and in accordance with the valid regulations. The tasks are implemented within the granted authorizations required for the implementation of individual tasks and procedures. Implementation of tasks without the appropriate authorization is illegitimate and can be sanctioned.

The existing legislation determines very different authorizations of public employees. On the one hand there are regulations determining general authorizations to
public employees (State Administration Act, Administrative Procedure Act, Public Administration Act, Act on Internal Organization and Classification), and on the other hand there are regulations determining the authorizations for individual actions (Decree on Administrative Operations, Population Register Act,...).

The Employer shall constantly take care that all the employees have the appropriate authorizations for the implementation of tasks and assignments and that they are aware of it.

Means and equipment are required for the implementation of individual tasks and assignments and they are implemented in business premises with the indispensable IT support. The concept of authorizations is thereby extended also to the rights and responsibilities.

The contents and the form as well as the obligation itself of recording the data on individual authorizations, rights and responsibilities are in a lot of cases not determined by the law and are left to the public administration body itself. The employer has to organize appropriately the setting up of the records and the control over these data that are very varied in type and very numerous in quantities. This is the condition for a good organization and management of changes in organizational changes (termination of employment, new employment, reallocations, implementation of other tasks, introduction of new applications,...)

The concept of the existing authorizations, responsibilities and rights of those employed at our administrative unit was an unknown territory because of the indeterminate organization, too little interest and knowledge of the employees, as well as due to the inconsistency of the administrators in maintaining the existing records. This area was not given the sufficient or necessary attention in the past.

The majority of employees have not been sufficiently aware of the importance of authorizations, because they believed that the authorization is a document kept in the drawer, and few of them were closely familiar with the contents of their authorization. Considering the responsibilities and rights of the employees it was believed that they were something obvious and of secondary significance. By increasing the scope of tasks and assignments falling within the competence of administrative units, by an increasing statutory regulation of authorizations for the performance of individual tasks and assignments and an increasing computerisation of working processes and procedures, we began to consider it in a more comprehensive manner and the management began to be aware of the deficiencies related to the granting and monitoring of authorizations, responsibilities and rights.

2 SOLUTION DESCRIPTION

By carrying out a self-assessment according to the CAF model, we identified the problem and began solving it.

In compliance with the action plan, a project group was appointed in March 2005, charged with the implementation of the measure A2 - Introduction of a system for monitoring authorisations, responsibilities and rights.
We are of the opinion that the results of the project group were very good and that the proposed solution could also be of interest to a wider Slovenian administration public.

In June 2005, the project group completed its work on the project and prepared a report. The contents and the course of the project group’s activity were presented both to the College and all employees in the administrative unit.

2.1 Types of authorisations of public officials defined in regulations

In identifying all regulations, which from various aspects treat and define the notion of authorisations, responsibilities and rights of public officials, we used the legal information system IUS INFO Register of Regulations. We examined the existing internal legal acts of our administrative unit that are also published on the internal e-notice board. These regulations were recorded within two groups. In the first group we defined the existing laws and implementing regulations of the Republic of Slovenia, whereas the second group covered internal legal acts of our administrative unit.

2.1.1 Authorisations in the legislation of the Republic of Slovenia

Table 3: List of regulations treating and defining the notion of authorisations

<table>
<thead>
<tr>
<th>Name of the law, regulation, rules</th>
<th>Reference to the notion of authorisation</th>
</tr>
</thead>
</table>
| — Public Administration Act (official consolidated text - ZDU-UPB4, U.r.l. RS, No 113/2005)     | — tasks of administrative unit  
— tasks of the head of administrative unit                                                                 |
— public tasks, associated activities  
— public tender  
— position                                                                                      |
| — Regulation on internal organisation, position classification and titles in judicial bodies (Ur. l. RS, No 58/03, 81/03, 109/03, 22/04, 43/04, 58/04, 138/04, 35/05, 60/05, 72/05, 112/05 and 49/2006) | — internal organisation of the public administration bodies  
— heads of internal organizational units  
— authorisation for deputization and coordination of work  
— special authorisations and authorisation for the access to classified data                                                                 |
1. for opening mail in personal and e-form
2. for presenting data from cases, files, documents and other communications
3. for presenting general information on administrative services and other public services
4. for discussing proposals, observations, questions, critical remarks and recommendations with regard to the quality of operations relating to customers and respective answers
5. for providing information on the course of proceedings
6. for securing publicity of work of administrative bodies
7. for allocating full-time service, temporarily re-allocating full-time service, overtime service, determining temporary services on a public holiday, and keeping records on presence and absence
8. for performing tasks of security service
9. for appointing commission for discarding andarchiving documentary material
10. for registration of documents
11. for allocating matters and documents
12. for accepting applications and applications on record
13. for receiving payments for administrative services
14. for collecting or receiving mail in personal and e-form
15. for opening envelopes containing classified data or the bearer of a classified datum marked with various degrees of secrecy
16. for obtaining data from official records
17. for performing verification of an autograph, transcript or copy of a document

— official, head
— authorisation for decision-making or UPB2, conducting proceedings prior to decision, or for conducting separate procedural steps prior to issuing a decision
— adequate education and professional examination in administrative procedure passed as a condition for obtaining authorisation

— Rules on the implementation of Regulation on administrative operations (Ur. l. RS, No 75/2005)

— list of officials
— equipment management
— receipt of and opening mail
— receipt stamps and seals
— authorisation for obtaining and transmitting data on facts from official records
2.1.2 Authorisations in internal legal acts of the administrative unit

Internal legal acts of the administrative unit regulate in detail all obligatory legal and implementing provisions as well as separate organisational issues.

Table 4: List of internal legal acts of the administrative unit (hereinafter AU)

<table>
<thead>
<tr>
<th>Legal act</th>
<th>Authorisation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rules on confirming finality and final decisions in administrative legal acts (Ur.l. RS, No 43/2005)</td>
<td>certificates may be issued by an official, who meets the conditions of conducting of and decision-making in administrative procedures</td>
</tr>
<tr>
<td>Register of Births, Deaths and Marriages Act (official consolidated text - ZMatR-UPB1, Ur.l.RS, No 59/2006)</td>
<td>authorisation to registrar</td>
</tr>
<tr>
<td>Classified Information Act (official consolidated text - ZTP-UPB2, Ur.l.RS, No 50/2006)</td>
<td>permission to access classified information</td>
</tr>
<tr>
<td>Access to Public Information Act (official consolidated text - ZDIJZ-UPB2, Ur.l.RS, št.51/2006)</td>
<td>official person assigned to communicate information of public character</td>
</tr>
</tbody>
</table>

2.2 Existing records in the Ilirska Bistrica administrative unit

In reviewing the majority of the existing internal records of the AU it was established that they are considerably outdated and not updated. As the guidance of the project group was to obtain as reliable and precise data as possible, the latter were first verified and subsequently collected from all the AU employees by means of questionnaires. The data collection took about one months. Based on the filled in questionnaires the data were arranged into three groups with sub-groups as shown in the table below.
### Table 5: Data on authorisations, responsibilities and rights of employees

<table>
<thead>
<tr>
<th>Group</th>
<th>Sub-group</th>
<th>Source of data</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. <strong>AUTHORIZATIONS</strong></td>
<td>• for actions in administrative procedures</td>
<td>➢ AU authorisations</td>
</tr>
<tr>
<td></td>
<td>• for collecting postal items and money</td>
<td>➢ authorisation of the Post of Ilirska Bistrica</td>
</tr>
<tr>
<td></td>
<td>• for obtaining data from official records</td>
<td>➢ the AU list</td>
</tr>
<tr>
<td></td>
<td>• permission to access classified information</td>
<td>➢ permission of the competent ministry</td>
</tr>
<tr>
<td></td>
<td>• authorisation for keeping central register</td>
<td>➢ AU authorisations</td>
</tr>
<tr>
<td></td>
<td>• authorisation for performing administrative verifications</td>
<td>➢ AU authorisations</td>
</tr>
<tr>
<td>1. <strong>RESPONSIBILITIES</strong></td>
<td>• for contracts</td>
<td>➢ contracts with business partners</td>
</tr>
<tr>
<td></td>
<td>• for commissions</td>
<td>➢ AU decision</td>
</tr>
<tr>
<td></td>
<td>• for working and project groups</td>
<td>➢ AU decision</td>
</tr>
<tr>
<td>2. <strong>RIGHTS</strong></td>
<td>- for access to computer applications</td>
<td>➢ records of administrator</td>
</tr>
<tr>
<td></td>
<td>• Common applications</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- SPIS (Lotus Notes)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- MPZT (material operations with chargeable printed matters)</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Novell-data file server</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Revenue and expenditure records</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Internet</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- IUS INFO</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Applications by areas</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Administrative internal affairs</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- RISK</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- EUZ (electronic administrative matters) applications</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Applications for digital website certificates of citizens</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Central register</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Register of associations</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Register of seized weapons</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- General administration and general affairs</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- MFERAC</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- KURIR</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Work booklets: Register and 2 organizers by names</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Verification book</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Environment and spatial planning</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- PREG</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- E-land register</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- E-portal</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- De-2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- GERK</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Notification of personal supplementary activity</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Notification of activities on farms</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Protected farm register</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Register of agrarian communities</td>
<td></td>
</tr>
<tr>
<td></td>
<td>- E-VEM (e-one-stop-shop)</td>
<td></td>
</tr>
</tbody>
</table>
The graphic presentation shows all authorisations, responsibilities and rights of a civil servant.

Figure 2: Authorisations, responsibilities and rights of civil servants

### 2.3 Findings and proposals

#### 2.3.1 Powers of employees

Pursuant to the legislation, the Administrative Unit employees have the following powers:

- to head and decide within the administrative procedure;
- powers relating to other tasks.

Powers given to the employees depend on the workplace to which they are assigned.
and type of tasks (administrative tasks and auxiliary work).

Based on the findings, two solutions were proposed, namely to:

— examine existing authorisations and bring them in line with tasks of individual employees; and

— prepare a new list of authorised officers and a list of employees authorised to obtain data from official records.

2.3.2 Rights and duties of employees

All employees have necessary office and information system equipment available for their work; in addition, they have the right to use appropriate software support for carrying out work processes (computer applications). In performing their work, all employees have a right to access certain premises and use internal fixed telephones, some may also use mobile phones. For the purpose of signing documents, all employees have a right to use stamps and seals. Consistent with the above-mentioned rights, employees have certain duties regarding access to premises and equipment (keys, alarm system). Duties concerning the custody of contracts and participation in various commissions and projects or working parties are also important.

— **Computer applications**

Our service is characterised by different outgoing documents in both physical and electronic form. Generally, we create them on computers using appropriate electronic applications; we have a right to use Windows environment and also have network access to the UE server and other servers of the public administration in HKOM network. In dealing with individual cases, our work is backed-up by access to supporting computer applications; in accordance with the legislation, some civil servants must also keep records – registers (defined in Table 5). All administrative matters must be recorded in the computer application SPIS (Lotus Notes); matters relating to certain areas such as war legislation and denationalisation must also be recorded separately in the computer applications such as KURIR and DE2. Calculations and payments of administrative fees and payable pre-printed forms for documents and procedural acts are effected through a computer application MPZT.

— **Stamps**

Authenticity of outgoing documents is attested by stamps and seals. Every employee of our Administrative Unit has a right to use his stamp. Two books of record sheets are kept. In the process of stamps registration, the following was established:

— two books of record sheets were not in line with the actual situation in stamp use;

— employees used a varying number of stamps, depending on the type of tasks they performed as well as their own ingenuity;

— many employees kept stamps that were no longer in force in their “drawers”;

— employees were not acquainted with their duties regarding the stamps.

Because of unmanaged records on stamps and incapacity to track existing stamps, we
suggested establishing the exact records on stamps, appointing a stamp custodian and preparing an internal instruction on duties and/or use of particular stamps.

— **Digital internet certificates**

All employees may also use electronic stamps – official digital Internet certificate which they use to access data bases and computer applications; subsequently, they will also use electronic stamps in providing electronic service to customers.

— **Contracts**

The Administrative Unit has concluded 21 different contracts for use and lease of premises, supply of pre-printed forms and bank, post and telecommunication services, protection of premises and health at work. In respect of every contract the Administrative Unit has appointed one person – custodian and possibly also a contact person for suppliers.

— **Commissions, project groups**

In addition to their regular work, some employees also have duties concerning the work of different commissions. Currently, they are active in 5 commissions and 5 project groups.

— **Keys**

Keys to premises are an important duty of employees, in particular because of dispersed location of premises where our services are delivered. We provide services at 7 different locations (municipal building – in 1st and 2nd floor, Register Office; business premises in commercial building of Banka Koper; two local offices; archive – Trnovo).

We have introduced a universal key system enabling a hierarchy of access to individual premises in relation to a work post or tasks performed by individual employee. With a view to easier recording of keys, we have made sketches of individual premises. If the key is not appropriately marked, we name it after the premises it opens.

In addition to the keys to premises, we have also recorded other keys used in our wok: keys to vault, safes and cars. The existing list of keys was not updated and did not follow changes in location and organisation. Therefore, we prepared a new list of keys and envisaged the appointment of a new keys custodian to be responsible for keeping records and purchase of keys.

All employees have a right to use “Špica” card electronic reader to access premises in municipal building since the municipality has an entrance control system installed.

— **Alarm system**

Individual premises of the Administrative Unit (system premises, administrative and interior affairs, safes) are protected by an alarm system preventing entrance of unauthorised persons. The alarm system custodian is appointed; employees using those premises are appropriately informed and as users responsible for their individual entrance passwords.
2.4 Computer application supporting the monitoring of authorisations, duties and rights

2.4.1 Description of software solution

The third task of the project group was to create a computer application for monitoring authorisations. According to the report findings and proposed and verified solutions by the management, a member of the project group created a computer application enabling easy, transparent and up-to-date monitoring of assigned authorisations, duties and rights of the Administrative Unit employees. Application is written in Visual Basic. User-friendly interfaces facilitate input of new data and correction and updating of existing data, as well as uncomplicated displaying, searching and copying out by different criteria. Application with appropriate data is stored in the server and allows all employees to access data according to their access rights.

2.4.2 Administration of the application

A system administrator enters the system by using his code and system password that allows him to access service functions of the programme. He may enter or delete particular parts and change data on authorisations, duties and rights through a user interface. Only the administrator has a right to input and update data, while users may access only those user interfaces intended for displaying and copying out data. A user signs in the system by username and password that verifies the level of his access rights at the beginning.
Figure 3: Basic screen mask

Application is in Slovene language. In Illustration text on basic screen mask is translated into English

| ZAPISLJE | - seznam zaposlenih  
| Podobnike | - seznam zaposlenih po ključnih besedah  
| POGODJE | - seznam posodoblje  
| GLISHTAMIPLT | - KNIH Gajovev  
| PODOBnjAKA | - seznam služb. mobiltelefonskih številk  
| interni telefonski mobilnik  

| ZAPISLJE | - seznam zaposlenih  
| Podobnike | - seznam zaposlenih po ključnih besedah  
| POGODJE | - seznam posodoblje  
| GLISHTAMIPLT | - KNIH Gajovev  
| PODOBnjAKA | - seznam služb. mobiltelefonskih številk  
| interni telefonski mobilnik  

Translation:

Input and updating of data on employee

Service function

Display of data on employee

| Employee's code: | Name and Surname: | Employee's reg. no.: |
| Date of birth: | Department: | Initializing mark: |
| Address: | Work place/position: | Authorisation no.: |
| Place: | Tel. at work: | Mobile at work: Valid until: |
| Telephone at home: | Employed by the AU from: | Terminated: |
| Notes: | | Valid until: |

EMPLOYEES
- list of employees  
- search employee

AUTHORISATIONS
- search by key words

CONTRACTS
- list of contracts  
- search contracts

STAMPS, SEALS
- BOOK of stamps

AUTHORISATIONS
- list of companies mobiles  
- internal phonebook

Previous SEARCH  
Next
PRINT-OUT AND REVIEW OF AUTHORIZATIONS FOR:
- data from official records
- administrative procedures list
- rights to access computer applications
- conduct and decide in admin. procedures
- right to access premises - MAIN BUILDING
- right to access premises - above Banka Koper
- right to access premises - KU
- list of entrusted stamps
- list of shared stamps
2.5 Resources necessary for applying the solution

– Human resources
The assignment was carried out by the project group and with the participation of all Administrative Unit employees. The computer application for monitoring the assigned authorisations, duties and rights was created by a member of the project group. An administrator was appointed for handling individual records and applications.

– Financial resources
No additional material and financial resources were necessary to apply the solution since it was accomplished with existing staff and within the framework of available financial resources of the Administrative Unit. The solution is an organisational measure that does not require additional funding but certainly produces improved performance.

– Technical resources
The application with data is stored in the Administrative Unit server; every employee can access it through his PC where he can view and copy out data.

2.6 Applicability of the solution for other public administration institutions

With minor modifications, the presented system for monitoring authorisations, duties and rights of employees may be useful for every public administration institution. It may be used for the whole organisation or only for parts of organisation (department, sector...). It has to reflect actual situation and must therefore be regularly maintained and upgraded according to the changes in business environment (legislative changes, internal organisation...) and the needs of users. In our case, the setting up and keeping of records along with the computer application will be upgraded.

Upgrading of data recording will mainly follow two directions:
– preparation of internal instructions on managing the monitoring system;
– awareness-raising and recognition of importance of correct data by the employees.

Upgrading of the computer application will mainly follow three directions:
– functionality improvements in line with changes and needs of users;
– data display and use improvements;
– preparation of internal instructions on the use of the computer application.

Bearing in mind the complexity and importance of problems repeatedly underlined at different levels and discussions, we consider that the presented computer supported solution for monitoring authorisations, duties and rights is a very important management instrument in every organisation within the public administration.
3 COMPLIANCE WITH CRITERIA

The solution covers different areas with a large amount of data. We have made a number of proposals and noted the following effects:

Simplification of business operation and elimination of administrative barriers

- Setting up of up-to-date records and appointment of records custodians
  The project group’s basic guidance was to obtain as accurate data as possible and record them in appropriate physical records supported by a computer application. All records were thoroughly reviewed and brought in line with actual situation.
  The newly appointed custodians were entrusted with the newly established authorisation, duties and rights records.

- Computer supported monitoring
  A computer application for monitoring the system is an important attainment. Basic aim of the application is to compile all data on authorisations, duties and rights of employees at a single place. In this context it is important that all the Administrative Unit employees have a rights to access this application. This allows them to look through their own data and data on other employees concerning awarded authorisations, duties and rights.
  Open access relating to perusal also caused employees to provide for accurate and updated data.
  The application is of particular importance to managers as it represents a notable tool in administering and managing employees. It allows simple access to all data on employees, that is to their personal files. Quick and simple access to data is also important from the time saving aspect.

- Originality of the solution
  The originality of the solution is demonstrated not so much in compiling accurate records but rather in the overall approach and in the designing of the system. The computer support to the system is very important.

Customer-oriented policy

- Employees
  By including the entire Administrative Unit in the work of the project group we have succeeded to introduce some changes since the level of awareness of the importance of the conception of an official, in particular from the viewpoint of the principal of legality, has risen among employees. They have become more focused on performing all assigned tasks and on all legal powers they should have for carrying out those tasks.
  They have become particularly attentive to the so-far secondary issues such as duties and rights assigned to them within the framework of their work post. The application of the solution brings about greater work effectiveness since employees are more focused on performing their tasks.
Organisation of the Administrative Unit (Personnel Office)
Based on the findings of the project group, the Personnel Office reviewed all existing authorisations for conducting and deciding in the administrative procedure, for keeping the Central Register and for issuing administrative certifications and assigned new authorisations to all employees with inadequate or lacking authorisations. The system provides the Personnel Office an up-to-date and comprehensive monitoring in personnel procedures.

Indicators of effectiveness, efficiency and economy
Employees were actively engaged in the work of the project group and that contributed to successful realisation of the set task. The project group’s results were also reflected from the viewpoint of economy as we raised awareness of employees on controlled and rational use of means of work, equipment and premises.

The internal record keeping accuracy is essential since it results in diminution of irregularities in work and/or their routine elimination.

Compliance with business excellence model
The system for monitoring authorisations, duties and rights is in line with the CAF model and was set up within its action plan. The said system introduces internal self-control over the legality of work performed by employees in our Administrative Unit. Special importance is given to the encouragement of employees to participate in human resource planning and to identify and develop their abilities. Within the context of the above mentioned, we believe that this system solution takes the most intensive account of the criterion 3 (HRM) and criterion 5 (process and change management) of the CAF model.

4 SUMMARY

The existence of non-updated records on individual activities is an area of significant weakness for any organisation since it does not provide accurate information to employees, management and nor to external users.

We have reviewed all existing records on authorisations, duties and rights in the Administrative Unit. Where certain records were non-existent we created new ones. If individual record was in place, we appropriately amended it or proposed its amendment and upgrading. Based on new updated records and by using the application, we set up a common database on authorisations, duties and rights of employees in out Administrative Unit; this signifies a new approach to systematic regulation of this area.

One of the important criteria of public administration quality is the simplification of operations and elimination of administrative barriers. This system allows us to attain this criterion to a large extent since in our case the issue is to provide updated and accurate data on authorisations, duties and rights of all employees by setting up comprehensive and multi-purpose records.
All appointed record custodians must be provided with required IT support that has to allow simple and updated handling of records through the use of computer application.

We are aware of the complexity of problems we intended to address. The above-mentioned solution regulates the monitoring of all assigned authorisations, duties and responsibilities within the internal environment of the Administrative Unit. In the light of the Administrative Unit dealings with external environment and the functioning of the system of the entire public administration, the establishment of computer-supported system of authorisations is vital (for instance within the SPIS environment). The assigned profiles would allow users to retrieve data from connected databases and allow for a comprehensive monitoring according to the granted access authorisations.

5 REFERENCE

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