

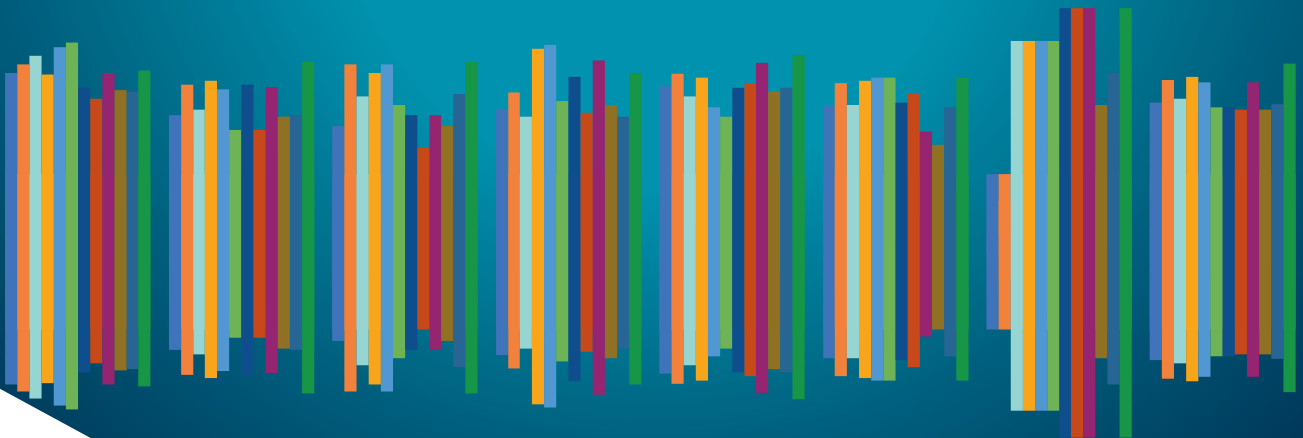


**ReSPA**

Regional School  
of Public Administration

BUILDING TOGETHER  
GOVERNANCE FOR THE FUTURE

# PERIODICAL REGIONAL QUALITY MANAGEMENT ANALYSIS



ReSPA activities are funded  
by the European Union

November 2021 – November 2022



# **PERIODICAL REGIONAL QUALITY MANAGEMENT ANALYSIS**

## **FINAL REPORT**



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### FINAL REPORT

November 2021 – November 2022

**Contracting Authority:** Regional School of Public Administration - ReSPA

**Director of ReSPA:** Ms. Maja Handjiska Trendafilova

**Person in-charge at ReSPA:** Ms. Olivera Damjanović, Programme Manager

**Engaged quality management experts:** Ms. Tihana Puzić, Lead Expert and Mr. Igor Markovski, Senior Quality Management Expert

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### Contact:

Regional School of Public Administration  
Branelovica P.O. Box 31, 81410 Danilovgrad, Montenegro  
Telephone: +382 (0)20 817 200  
Internet: [www.respaweb.eu](http://www.respaweb.eu)  
E-mail: [respa-info@respaweb.eu](mailto:respa-info@respaweb.eu)

\* This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and ICJ Advisory opinion on the Kosovo Declaration of independence.

## List of Abbreviations

<b>AA</b>	Administration Agency
<b>ADA</b>	Austrian Development Agency
<b>ADISA</b>	Albanian Agency for Integrated Service Delivery
<b>AP</b>	Action Plan
<b>ASPA</b>	School of Public Administration
<b>BACID II</b>	Project BACID II (Building Administrative Capacities of the Western Balkans and the Republic of Moldova), funded by the Austrian Development Agency
<b>BAS</b>	Institute for Standardisation of Bosnia-Herzegovina
<b>BiH</b>	Bosnia-Herzegovina
<b>CAF</b>	Common Assessment Framework
<b>CSA BiH</b>	Civil Service Agency of Bosnia-Herzegovina
<b>CSA FBiH</b>	Civil Service Agency of Federation of Bosnia-Herzegovina
<b>CSA RS</b>	Civil Service Agency of Republika Srpska
<b>DEI</b>	Directorate for EU Integration of BiH
<b>DoPA</b>	Department of Public Administration
<b>ECU</b>	Effective CAF User
<b>EIPA</b>	European Institute for Public Administration
<b>EFAC</b>	External Feedback Actor in Common Assessment Framework
<b>GS</b>	General Secretariat of the Government of the Republic of North Macedonia
<b>IDDEEA</b>	Agency for Identification Documents, Registers and Data Exchange of BiH
<b>ISO</b>	International Standard Organisation
<b>JCK</b>	Judicial Council of Kosovo*
<b>KDZ</b>	Centre for Public Administration Research (Zentrum für Verwaltungsforschung)
<b>KIPA</b>	Kosovo* Institute of Public Administration
<b>LS</b>	Secretariat for Legislation

<b>MED</b>	Ministry of Economic Development
<b>MET</b>	Metrology Institute of Bosnia-Herzegovina
<b>MF</b>	Ministry of Finance
<b>MIA</b>	Ministry of Internal Affairs
<b>MISA</b>	Ministry of Information Society and Administration
<b>MJ</b>	Ministry of Justice
<b>MLSG</b>	Ministry of Local Self-Government
<b>MLSP</b>	Ministry of Labor and Social Policy
<b>MoES</b>	Ministry of Education and Science
<b>Mol</b>	Ministry of Interior
<b>MPA</b>	Ministry of Public Administration
<b>NPAA</b>	National Programme for the Adoption of the Acquis
<b>OECD/SIGMA</b>	SIGMA Programme within the Organisation for Economic Cooperation and Development
<b>OPM</b>	Office of the Prime Minister
<b>PAR</b>	Public Administration Reform
<b>PARCO</b>	Public Administration Coordinator's Office
<b>PEF</b>	Procedure for External Feedback
<b>QM</b>	Quality Management
<b>ReSPA</b>	Regional School of Public Administration
<b>SCPC</b>	State Commission of Prevention of Corruption
<b>SEA</b>	Secretariat for European Affairs
<b>SMPA</b>	Strategy on Modernization of Public Administration
<b>UNDP</b>	United Nations Development Programme

## EXECUTIVE SUMMARY

The most obvious and straightforward finding of this Analysis is the growing interest in development of (new) national Quality Management (QM) plans and roadmaps, along with the need to conduct regular QM trainings and CAF implementation and follow-up actions. This demonstrates the intent/need to streamline QM-related decision making for better coordination and planning of initiatives, putting QM higher on the PAR agenda in the Western Balkans.

Translated into concrete action, this means that decision-makers need to adopt (new) national QM policies/framework and clearly appoint the lead institutions that will work to promote the new, improved way of organizational thinking and action towards more efficient and cost-effective public administration, focused on the needs of its citizens and clients. Regional Quality Management Center (RQMC) can support ReSPA members with respect to boosting visibility, offering and conducting custom-made trainings (also in cooperation with the EIPA CAF Resource Centre, KDZ and projects focusing on similar topics), which will lead to increased capacity development and sharing of best practices, materials and knowledge between CAF users in the Western Balkans and their peers in the EU.

The future will show whether this moment is in fact the tipping point at which planning turns into action. The assessed administrations/ReSPA members still lack systemic QM application and maintenance that would allow them to fully utilize the benefits of CAF/ISO in terms of boosting their internal and external performance in line with national and EU priorities. Therefore, the second major finding of this analysis which needs to be highlighted is that management-level support is needed to introduce CAF or ISO in the institution and to maintain the level of the quality throughout the Plan-Do-Check-Act Cycle and to put the fulfilment of citizen's expectations as one of the priorities for the Western Balkans public administration.

To sum it up, here are the summarized findings reported by the engaged experts regarding the situation in the field of QM:

- The two QM standards/models in use in the Western Balkans are the **Common Assessment Framework (CAF)** and the **International Organization for Standardization (ISO)**.
- **Quality management dynamics are proving to be slightly different than initially captured by the [Baseline Analysis on Quality Management in the Western Balkans from 2017](#)**. The main difference is that the donor-driven initiative is now translated by

North Macedonia, Bosnia-Herzegovina, Serbia and Montenegro. Support from various EU and international organizations, such as ReSPA, OECD/SIGMA, EU projects, GIZ, UNDP, etc. is significantly expediting QM implementation and client orientation on both strategic and operational levels.

- Quality Management is **clearly embedded in the PAR strategies** for several years now in Bosnia-Herzegovina, North Macedonia and lately in Serbia and Montenegro. **Albania and Kosovo\* still lack strategic commitment to QM** but the operational level is showing positive trends, especially regarding digitalisation of services in Albania. A QM event was take place in Albania in early July 2022, co-organized by ReSPA and OECD/SIGMA and the Albanian Ministry for Service Delivery and Standardisation, was the kick-off event for the systematic approach to quality management.
- **Serbia is boosting its quality management dynamics** by clear managerial commitment from the Ministry of Public Administration and Local Self-Government, supported by the EU4PAR project.
- **North Macedonia and Bosnia-Herzegovina have the most advanced CAF and ISO implementation in terms of number of institutions using CAF, materials developed and capacity development measures** (see Annexes), but also highly skilled public officials able to transfer their knowledge. It can be expected that in 2023, or even late 2022, Serbia will have the first pool of CAF trainers as well. This regional expertise can and will be utilized downstream in the ReSPA CAF Network (see recommendations below).
- Members of ReSPA QM WG and the regional CAF Network from Albania, Bosnia-Herzegovina, Montenegro, North Macedonia and Serbia regularly participate in **QM activities organized by ReSPA**.
- Bosnia-Herzegovina, Montenegro, North Macedonia and Serbia have appointed CAF Correspondents and communicated this to the **EIPA CAF Resource Centre**. CAF Correspondents attend EU CAF events.
- Lack of systemic update of CAF users in the Western Balkans: neither the EIPA CAF Resource Centre nor the CAF EU Network (wiki) hosted by KDZ have **accurate data for CAF users in the Western Balkans**. Annex 3 of this Analysis can be used as a starting point to communicate the updates. CAF Correspondents should regularly communicate all updates to RQMC, EIPA and KDZ.
- As far as the **CAF Certified External Feedback** (PEF procedure) is concerned, only the Ministry of Information Society and Administration of North Macedonia has obtained the ECU label back in 2013. The Civil Service Agency of the Federation of BiH applied to ReSPA/RQMC for the Procedure for External Feedback (PEF) in March 2022. As the leading quality management hub in the Western Balkans, ReSPA has undergone external CAF validation and received the ECU label in 2020.

Highest-priority needs have been evaluated based on the overall needs, as stated in the online survey and semi-structured interviews<sup>1</sup>; the needs can be clustered as follows:

- All ReSPA members and Kosovo\* expressed the need to be supported in the development of **sustainable quality management approaches/road-mapping**, including support in **implementation of activities** that are seen as adequate by ReSPA RQMC, such as the development of national QM plans and policies and capacity development.

<sup>1</sup> During the verification process of this Analysis, the QM Event in Tirana, Albania beginning of July 2022 was used to reflect and verify the main findings of this Analysis with the CAF Network representatives.

- **Awareness raising and promotion.** Use ReSPA high policy level dialogues or/and regional events as the platform to raise awareness and communicate the benefits of QM for the overall PAR process in the WB, including high-level/management training (dive-ins) on QM.
- **CAF and ISO training** (training, train-the-trainers, EFACs).
- **CAF online questionnaire/platform** to be developed by ReSPA and provided to countries (except for Serbia, which is already developed and in use with support of the EU4PAR project) to facilitate an easier CAF roll-out.
- **Networking** in the WB region and with EU peers through the EIPA CAF Resource Centre (also for CAF trainings with EU member states in mixed groups, which could enhance overall practical exchange).
- **Support to CAF implementation** (CAF roll-out), including CAF introduction and/or support to implementation of CAF improvement plans, such as developing user/satisfaction measurement tools.
- Mentor support to new CAF institutions with respect to CAF implementation and new aspects from **CAF 2020**: digitalisation, agility, sustainability, innovation, collaboration (participation) and diversity.

The needs for regional initiatives were addressed in the phase of verification of this Analysis during a meeting of the CAF Network, beginning of July 2022.

The present CAF Network members had a facilitated discussion led by the lead expert engaged for this Analysis and expressed the following ideas and needs to boost the regional QM development:

- **QM Conferences/Events:** showcasing success stories with management involvement in the events. The aim of the events is to promote the CAF, its benefits, new cases, lessons learned and the challenges the CAF users might face. As parallel sessions of the QM events, CAF Managers<sup>2</sup> Meetings can be organised
- **QM Seasonal School in EIPA** – practical exchange with EIPA representatives and EU CAF Network members, identifying and presenting best practices of the Western Balkans and the EU, including agile management, human centred design, resilience in the CAF action plan and overall CAF approach. The national training authorities shall be present at the QM Seasonal School as they are the ones spreading the knowledge, organising CAF (QM) trainings and ensuring sustainability in the capacity building in each of the WB administration
- **Western Balkans Toolbox on Quality Management:** covering inspiring practices, used tools and methodologies, user's review on the successes of the methodologies and ways of implementation, snapshots, practical examples of the criteria and subcriteria and the way those were addressed during the CAF implementation as well as the benefits of the CAF. A special focus shall be given to client satisfaction and employee satisfaction methods, tools, implementation phase and lessons learned.
- **Capacity building:** CAF, ISO. Diverse trainings are needed for experienced CAF and ISO users and the newcomers.
- Exchanging experiences with EU peers in cooperation with EIPA and KDZ regarding the **Effective CAF User Label (ECU)** and the PEF procedure. It was emphasized that EIPA as the European CAF Resource Centre shall be regularly updated about the WB developments and new ECU labels

## 1

## Introduction

The Regional School of Public Administration (ReSPA) is an inter-governmental organization for enhancing regional cooperation, promoting shared learning and supporting the development of public administration in the Western Balkans. ReSPA Members are Albania, Bosnia and Herzegovina, Macedonia, Montenegro and Serbia, while Kosovo\* is a beneficiary. ReSPA's supports governments in the region to develop better public administration, public services and overall governance systems for their citizens and businesses and to stimulate the preparedness towards the membership of the European Union.

ReSPA establishes close co-operation with ministers, senior public servants and heads of function in Member countries. ReSPA also works in partnership with the European Union, specifically Directorate General for Neighbourhood and Enlargement Negotiations (DG NEAR), other regional players such as OECD/SIGMA and Regional Cooperation Council (RCC), as well as agencies and civil society organizations. Since its inception, ReSPA, as an international organisation and a key regional endeavour in Public Administration Reform, has contributed to capacity-building and networking activities through in-country support mechanisms, peering and the production of regional research material.

The European Commission (EC) provides directly managed funds for the support of the ReSPA activities (research, training and networking programmes) in line with the EU accession process. So far, ReSPA has implemented three EC Grant Contracts (GCs) during the period 2010-2022. The current EC grant supports the implementation of the activities required for contribution to the achievement of the three specific strategic objectives during the period 2019-2021:-

**Specific objective 1:** Improved implementation of PAR and PFM Strategies in the Western Balkans

**Specific objective 2:** Improved professionalisation and depoliticisation of the Senior Civil Service

**Specific objective 3:** Improved quality of public services

ReSPA works primarily through regional networks, which operate at three levels: Ministerial, Senior Officials, and networks/working groups of experts and senior practitioners. There is one network – Programme Committee composed of the representatives of institutions in charge of PAR, Public Financial Management (PFM) and government policy planning and the European Integration (EI)

coordination process and five Working groups: (1) Centre-of-Government Institutions; 2) Better Regulation; 3) Human Resource Management and Development; 4) E-Governance; and 5) Quality Management.

The key requirement of service delivery, according to the Principles of Public Administration, in particular referring to Service Delivery Principle is to create citizens-centric administration ensuring quality and accessibility of public services. Hence, the improvement of public administration and public services through introducing quality management (QM) standards, models and tools in the public administration institutions is perceived as one of key prerequisites for the sustainability of public administration reforms and better performance of public administration. Utilising quality management in modern public administration is an indication of the government commitments to ultimately improve customer/client/citizen satisfaction.

A finding from the ReSPA research work so far shows<sup>3</sup> that within the broad area of quality management in the modern public administrations, the most used models are the Common Assessment Framework (CAF) and European Foundation for Quality Management (EFQM), alongside the standards from the International Standard Organisation (ISO) family. The position of CAF as a QM model, which is developed by public administrations for public administration is exceptional. The origin, methodology, phases and principles of the CAF are presented in detail in the [CAF 2020 model](#) – the revised and updated guidelines for practical CAF use<sup>4</sup>. The CAF itself is being developed and continuously adjusted to changes and new concepts in service delivery and management in public administration. The CAF 2020 has been enriched by concepts of agile, digitalization as it is increasingly embedded in every aspect of service delivery, resilience and diversity.

ReSPA started working in the sphere of quality management back in 2015 in the framework of the Quality Management Working Group, upon the requests from the Western Balkans public administrations representatives. Numerous activities such as conferences, practitioners' meetings, and study visit have followed. From 2018 until 2022 ReSPA has positively responded to support requests in several CAF implementation – introduction projects within the Project BACID II<sup>5</sup> or by so called in-country support, providing direct and tailored-made support in developing strategic documents and capacity building. ReSPA itself has implemented the CAF and has received the CAF Effective User Label in 2020. This was an incentive for additional role of ReSPA in "leading by example" as regional QM hub.

On the research side, in 2017 ReSPA has conducted the first assessment of the application of quality management approaches - "Quality Management in Public Administration and Public Services in Western Balkans-Baseline analysis."<sup>6</sup> Although this was more of "panoramic" overview of laws, institutions and current practices, this analysis has provided valuable set of information which can be further observed and measured in terms of positive/neutral/negative trends. In 2018 the "Feasibility Study on Establishment of Regional Centre for Quality Management"<sup>7</sup> was conducted. The study has shown that there was a clear need for expertise in supporting public administrations in addressing QM issues and how the Regional Quality Management Centre (RQMC) within ReSPA could develop into the focal QM point in the region, aiming to provide such expertise and raise awareness on QM approach in provision of public services. The same study has recommended the establishment of RQMC within ReSPA and proposed building blocks around which the Centre could develop.

<sup>3</sup> Referring to the main findings of the [QM Baseline Study](#) (EDA, 2017) and [Feasibility Study on the Establishment of the Regional Quality Management Centre](#) (Thijs/Puzic, 2018).

<sup>4</sup> For more in-depth information about CAF see [RQMC ReSPA website](#) and [European Institute for Public Administration \(EIPA\) CAF Resource Centre](#).

<sup>5</sup> See chapters Country Specific findings, Quality Management Standards/Models in use.

<sup>6</sup> <http://www.respaweb.eu/11/library#respa-publications-2017-7>

<sup>7</sup> <http://www.respaweb.eu/11/library#respa-publications-and-research-18>.

The Regional Quality Management Centre was established by the Memorandum of Establishing and Operation of Regional Quality Management Centre<sup>8</sup> (RQMC) which was signed by all Members and endorsed in February 2021. As stipulated by the Memorandum<sup>9</sup>, the RQMC will conduct periodical regional analysis of application of QM instruments and respective needs in ReSPA member countries. Additionally, as the RQMC will "assist public administration in WB to implement PAR strategic processes related to quality management as their inherent part", there is clear prerequisite of having the latest data of the situation related to application of QM in ReSPA Members so that ReSPA can strategically and operationally adjust and upgrade the services and activities provided by RQMC to the needs of Members' public administrations.

In order to follow the flux of the changes and capture most up-to date data from the QM domain in the Western Balkans public administrations the Periodical Regional QM Analysis will be conducted biannually. The data from each ReSPA Member will be additionally continuously updated using the information coming from ReSPA Quality Management Working group members, the QM Network – depending on the future set-up of these groups.

<sup>8</sup> [Memorandum on Establishment and Operation of Regional Quality Management Centre in ReSPA](#)

<sup>9</sup> Article 4.2. Memorandum on Establishment and Operation of Regional Quality Management Centre in ReSPA.

funds and timelines, main challenges met or envisaged for the implementation. The identified data has been put in relation to the needs and support for meeting the planned outcomes, including recommending the potential areas of ReSPA intervention/support.

As for the Western Balkans regional findings and recommendations, the purpose of the Periodical Analysis is not only to identify and recommend country-specific needs and actions, but also to translate them into a common, regional denominator – regional incentives, with the criteria for finding the common denominator being at least three ReSPA members having expressed the same need.

# 2

## Purpose of the Analysis

Western Balkans countries have different approaches and different level of importance is being assigned to quality management in their strategic and policy documents. This is reflected in the PAR strategies, PAR Action Plans and reports on the operationalization side of strategic documents. The level of strategic commitment to QM varies from legally bound use of QM in public administration via encouraging the continuation of QM introduction through soft measures in PAR Strategy to important place given to CAF projects in the current AP PAR Strategy.

ReSPA is undertaking this Analysis in order to upgrade the baseline approximated in 2017 and to acquire updated information about the actual level of implementation of quality models (CAF, EFQM) and quality standard (ISO 9000 and other ISO series) and the respective needs. The position of QM in the reforming processes in WB public administrations, namely Albania, Bosnia and Herzegovina, Serbia, North Macedonia, Montenegro and Kosovo\* has been subject of the Analysis as well.

The Analysis is built around **three major sets of data for each ReSPA member/beneficiary:**

1. **Data pertaining to the usage of concrete QM model - CAF or standard (ISO 9000 and other ISO series)** in the institutions in each national administration. The captured information will contain names of institutions and will be used for several purposes: creating the regional database of CAF users within RQMC, monitoring of the trends in QM instruments application in the WB, promotion/sharing and advocacy.
2. Data pertaining to the existing needs in the region for introduction and maintenance of QM instruments, i.e., CAF model and ISO standards, for the new cycle of CAF implementation as well as to the needs related to implementation of QM. This information refers mainly to central-national level, yet some specific data identified on municipal levels are captured in the Analysis. As for Bosnia-Herzegovina, state, entity and Brcko District levels are integral part of the Analysis.
3. Data pertaining to the position of QM in the current country PAR strategy documents, including Action Plans of strategies and other policy papers (National plans). The information includes planned measures, identified institutions for implementation, indicators, planned

# 3

## Structure of the Analysis

The chapters in this Analysis are structured around the attempt to provide an in-depth understanding of the situation and the needs in the area of quality management in Albania, Kosovo\*, Bosnia-Herzegovina, Montenegro, North Macedonia and Serbia. After the introduction and the purpose of the Analysis have been presented in chapter 1 and 2, the structure of the Analysis to be found accordingly in this - third chapter, and the chapter four explains in more details the overall research methods and the timeline: developing and verifying of the Analysis, offering comprehensive information on the desk review methodology, online questionnaire, semi-structured interviews and the verification process.

Having presented this, chapter five – Observed developments since 2017 - offers a short insight into the main findings being compared to the main findings of the QM Baseline Study back in 2017. Therefore, the initial stage as per 2017, observed developments/status and challenges as of 2022 are presented. This chapter provides a solid introduction also for the country-specific findings, which are to be found in chapter 6, respectively.

The elements contributing to the QM dynamics on specific country-level such as policy framework, capacity development and promotion/scaling up are presented in the sixth chapter, bringing the different pieces of the research work together. This chapter provides answers to the questions which quality management standards/models are in use in specific countries. The OECD/SIGMA recommendations from the monitoring report 2021 are to be found in this chapter and it also and offers insight into the online questionnaire findings. Lastly, the compiled findings, needs and recommendations from the experts for each country are presented here.

The role, objectives, developments and possible new uptakes of the Regional Quality Management Centre (RQMC) as integral part of ReSPA, have been considered in chapter seven. Starting with a short analysis of the milestones as described in the RQMC Feasibility Study, this chapter offers more information on the question how the RQMC responded to the needs of the WB so far, which networks and activities have been carried out and what are the possible next moves in order to concentrate the regional expertise in QM and especially in the CAF in one place from which all WB public administrations could benefit.

The way forward/conclusion, with major findings and highest prioritised needs for the WB region and recommendations by the experts are given in the last, eighth chapter.

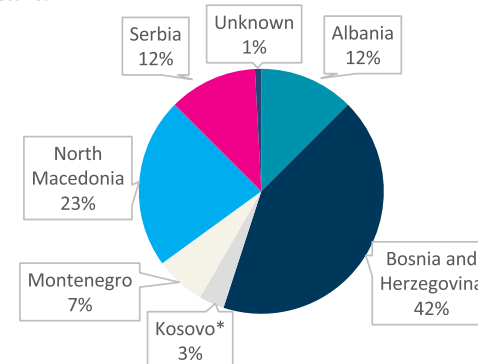
# 4

## Research Methods and Timeline

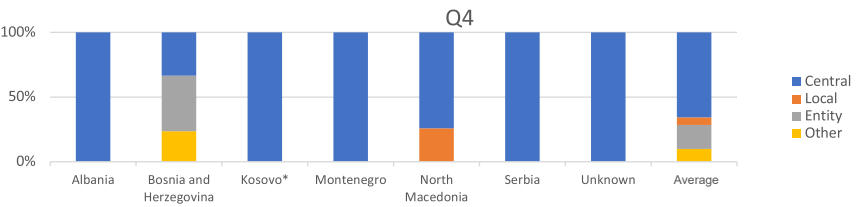
The engaged experts collected the first round of data and information analysis via the desk review during November 2021, mainly referring to policy documents, published data regarding the QM tools used and QM systems/models applied, as well as the OECD/SIGMA 2021 Monitoring reports findings and recommendations. The main findings of the desk review were presented and shortly discussed during the ReSPA Annual RQMC Meeting in Tirana, Albania on the 6th December 2021.

With the objective to reach out to a higher number of relevant stakeholders (CAF/ISO users, possible newcomers and public institutions in general), receiving in-depth data on national level, but also with the objective to verify the major findings from the desk review, an online questionnaire was developed. ReSPA Liaison Officers and engaged experts facilitated the contacts for the online questionnaire, which was live between 5 February and 1 March 2022. The invitation for participation in the survey was sent to 476 survey participants. A total of 172 replies were received out of which 120 were unique responses and 52 were duplicates. This represents a response rate of 19,96 % (total sample of 476 respondents), with the highest response rate related to public administration of Bosnia-Herzegovina, 42%, followed by North Macedonia, 23%.

**Respondent's structure:**



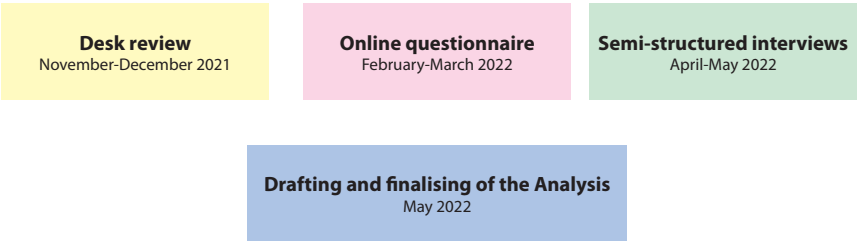
Level of administration:



The online questionnaire provided valuable data for the in-depth analysis of the current situation and for the needs (Annex 1 – Online questionnaire report), whereas the validation of the interim overall findings of the desk review and online-questionnaire findings was conducted by using the form of semi-structured interviews which were held in April and beginning of May 2022 (Annex 2 – Overview of semi-structured interviews). The semi-structured interviews resulted in an overall validation of the desk review findings and online questionnaire results, highlighting three priorities where ReSPA RQMC support would be the most useful in the upcoming two-three years.

As for the identification of contacts for the semi-structured interviews the ReSPA experts engaged for this analysis contacted mainly the CAF National Coordinators, RQMC CAF Network Members as being the ones with the most valuable and in-depth insights into the current situation. The highest number of interviewed persons is in Bosnia-Herzegovina, due to the fact that the state and entity levels engaged in the implementation of quality management are appointed as lead institutions, respectively. Annex 2 - List of semi structured interviews offers a detailed insight into the interviewed interlocutors per country: Albania 2, Bosnia-Herzegovina 8, Kosovo\*, Montenegro 1, North Macedonia 5, Serbia 2 interlocutors. The set-up and questions for the semi-structured interviews were agreed with the ReSPA Programme Manager.

As for the timeline, the following activities were undertaken in 2021 and 2022:



ReSPA and engaged experts are aware that in some cases the obtained information or opinions may be biased and do not necessarily represent the official position of the institution concerned, nor of a ReSPA member or Kosovo\*. Data and information presented in this Analysis were submitted for additional verification during the completion stage to the members of the ReSPA Quality Management Working Group, RQMC Regional CAF Network, and OECD/ SIGMA, while the opinion on the overall Analysis methodology has been sought from DG NEAR and Zentrum für Verwaltungsforschung - KDZ, Austria. Relevant feedback by the mentioned ReSPA structures and partners has been included in the final version of the Analysis.

# 5

## Observed developments since 2017 (QM Baseline Study)

The attempt of this chapter of the Analysis is to illustrate main observed developments in the region since 2017 – as the Baseline QM Study was conducted. Additionally, by offering a short and concise overview of the status back in 2017 and highlighting the most striking aspects as captured in 2022, this chapter gives a compatible introduction to the specific country overview which follows in the next chapter.

Country	Initial stage (as per Baseline Study)	Evolution path (as per Baseline Study)	Status 2017 (as per Baseline Study)	Identified challenges (as per Baseline Study)	Status 2022 & possible future challenges as per Analysis
Albania	Project driven (international donor support)	Driven by Service Delivery Reform, Top-down	Scaling-up QM tools	Visible progress of service delivery reform with an increasing use of QM tools. The next challenge is an evolution from QM tools to QM systems to ensure continuity of improvements and institutional sustainability of changes.	QM not anchored in the strategic PAR documents. The Minister of Service Delivery and Standardization may take up the role of the coordinating institutions of the QM dynamics, supported by SIGMA, ReSPA and possibly the UNDP project. <b>Next challenge:</b> The identified challenge from 2017 remains valid. The awareness raising regarding the importance of coordinated and comprehensive quality management approach towards citizen-centric service delivery is one of the highest identified priorities in Albania. SIGMA and ReSPA, in a coordinated approach, are providing tailor-made support.

Bosnia and Herzegovina	Project driven (international donor support)	Driven by Public Administration Reform, Bottom-up and Top-down	Piloting QM systems	Mixed experience with the bottom-up and top-down approach, the former one more as ad-hoc and project-driven and the latter as more systemic and institutional. A gradual transition from a project-driven approach (based on strong international support) to a more sustainable mode of institutional changes at all administrative levels in the country remains as the main challenge.	The ownership of lead institutions on state and entity level is strong. The project-driven approach is only visible in fragments based on the fact that the local institutions are taking up their role in scaling up the CAF, also without external support. ReSPA QMRC is the key partner for strengthening QM capacities (PEF, CAF roll out, overcoming administrative barriers). <b>Next challenge:</b> Continuation of the coordinated work between different administrative levels towards a clear QM policy development, adoption by all Government levels, and subsequently: efficient implementation.
Kosovo*	Project driven (international donor support)	Driven by Public Administration Reform Top-down	QM Promotion and Training	Successful initial training and promotion activities with strong international support have provided a good starting point for Kosovo* to accelerate introduction and use of QM tools and systems in PA and PS, following a similar path that shows good recent developments in Bosnia and Herzegovina.	No major changes identified. High need for a systematic QM approach, including awareness raising on decision-making levels.
North Macedonia	Project driven (international donor support)	Driven by QM-focused legal framework Top-down	Scaling-up QM systems and tools	Strong focus on QM in PA and PS with a prescribed legal framework and institutional support. As a consequence, many institutions have already introduced one or both QM systems that are present in the region (ISO 9001 and CAF), and a "critical mass" of QM experts, trainers and practitioners have been created for further expansion of the tools. <b>An assessment of the impact of these changes is the next challenge to be faced by the QM pioneers in Macedonia.</b>	North Macedonia addressed the request to ReSPA in 2022 to develop a systematic QM approach, assessing also the impact of the use of QM model/standards. The support is being provided through In Country mechanism for developing National QM Plan. Evaluation of the Public Administration Reform (PAR) Strategy 2018 – 2022 and its Action plan of the Republic of North Macedonia will be made in 2022 with ReSPA support.  <b>Next challenge:</b> Motivating and inspiring new dynamics, incl. capacity development, and raising interest of the institutions who did not implement QM systems/models

Montenegro	Project driven (international donor support)	Focus on QM tools Driven by overall reform Top-down	QMS as one of upcoming focuses of the PAR	Similar to Serbia QM is one of the upcoming focuses of the PAR in Montenegro. Stronger institutional support and concentration of the resources of this priority are required.	QM is well embedded in the new PAR Strategy with clear objectives and indicators, along with lead institution and partners. <b>Next challenge:</b> Developing and implementing a systemic QM approach (Roadmapping/QM strategy), focusing on sustainability in terms of strengthening the human resources (man-power) of the Ministry for Public Administration; making a pool of CAF trainers based on lessons learned from the CAF pilots.
Serbia	Project driven (international donor support)	Focus on QM tools Driven by overall reform Bottom-up and top-down	QMS as one of upcoming focuses of the PAR	QM as one of the upcoming focuses of public administration reform. It will be an opportunity to systemize and interlink plenty of QM tools that are already in use, as well as to provide stronger institutional support and resources for this aspect of the overall reform.	QM is well embedded in the new PAR Strategy with clear objectives and indicators, along with lead institutions. The CAF roll out is showing sufficient interest by Serbian institutions to introduce and maintain this quality management model. The EU4PAR project is providing technical support. <b>Next challenge:</b> Developing and implementing a systemic QM approach (Road-mapping/QM strategy), focusing on sustainability in terms of strengthening the human resources; making a pool of CAF trainers based on lessons learned from the CAF pilots.

# 6

## Country-specific findings

### 6.1. Albania

Albania adopted its **Crosscutting Public Administration Reform Strategy 2015–2020**. The implementation of the PAR strategy was extended until the end 2022. The strategy aims at and focuses not only on the civil service, but also on other crucial elements to address the need in improving the services provided to citizens and businesses, to increase transparency and accountability or fields such as governance innovation and priorities which have been set forth also in the Government's political program.

The strategy is more extensive and is built on four fundamental elements:

- Improvement of the delivery of services to citizens;
- Enhancement of the accountability of public officials;
- More delegation of decision making;
- Promotion of professionalism in the civil service and meritocracy in recruitment.

The strategy has four pillars, out of which the organization and functioning of public administration as pillar no 2 (Organization and Functioning of public institutions) and pillar no 4 (Administrative Procedures and Oversight) define the following objectives which refer to quality management in the overall sense:

**Objective 4:** Strengthening the structures of public administration in order to improve service delivery to the public.

**Objective 5:** Improved, accessible and integrated public services by reducing the corruption opportunities and strengthening of ethics when delivering public services.

**Objective 8:** Simplified procedure for the provision of services by facilitating communication with the public and avoiding corruption.

The first phase with the activities is set out in the action plan of 2015 -2017 (medium-term objec-

tives). The focus was on improving the legal framework and procedures for drafting of policies, strategies, action plans and legislation, as well as on capacity building involved in these processes, including monitoring. The focus was set on the institutional structural reform and improvement of services offered to citizens and businesses through ICT tools, implementation of new civil service legislation and building institutional capacities responsible for its implementation and completion and fully setting into operation of the human resources electronic database of public administration, in order to improve the approximation of the civil service system to European standards.

**The second phase covers the period 2018 - 2020** (long-term objectives), updated for the period **2018 - 2022** (long-term objectives), aiming at consolidating the achievements of the first phase in implementing the strategy. It is based as an assessment of the implementation of the objectives of the previous period and reassessment of priorities. New activities in key areas of administrative reform, such as improvements in areas where progress has not been sufficient in terms of meeting these requirements and the implementation of domestic legislation have been addresses here.

For the objective 4 **Strengthening the structures of public administration in order to improve service delivery to the public**, the following two activities are envisaged: Activity 4.1 Functional review and internal organization in state administration institutions; Activity 4.2 Support for the functioning of LGUs and strengthening of implementation capacities;

For the objective 5: **Improved, accessible and integrated public services by reducing the corruption opportunities and strengthening of ethics when delivering public services**, the following five activities are envisaged

- Activity 5.1 Establishment of Integrated Centers for the provision of public services.
- Activity 5.2 Separation of the Service Counters (front-office) for the public from the responsible offices (back office) of the service in the central institutions.
- Activity 5.3 Development of a framework for assessing the quality of public service delivery (5.3.1 Drafting and approval of the framework for evaluating the quality of public service delivery; 5.3.2 Monitoring the quality of public service delivery at integrated Agency for the Delivery of Integrated Services (ADISA<sup>10</sup>) service centers and counters; 5.3.3 Piloting<sup>11</sup> the implementation of the framework for assessing the quality of public service delivery at central government institutions).
- Activity 5.4 Establishment of "one-stop shops" for administrative services at the local level.
- Activity 5.5 Development of institutional capacities of ADISA and central institutions to increase the quality of service delivery (Internal Administration Staff Training (ADISA); Training of staff of central institutions)

**Objective 8: Simplified procedures for service delivery, facilitating communication with the public and avoiding corruption**, the following four activities are envisaged

- Activity 8.1 Re-engineering of public services, as a necessary measure to simplify administrative procedures and reduce the number of steps to be taken by citizens and support staff
- Activity 8.2 Deregulation, as a measure to drastically reduce the documents required by citizens / businesses and move to a new level of their modernization and digitalization
- Activity 8.3 Establishment of a mechanism that enables citizens to give their opinion on the

<sup>10</sup> During the QM Event in Tirana, Albania, beginning of July 2022 the Minister of Service Delivery and Standardization informed that ADISA merged with the Co-Governance Agency.

<sup>11</sup> CAF implementation. See Chapter CAF pilots in Albania.

quality of electronic services in the e-albania portal (Implementation<sup>12</sup> of star rating functionality of service quality for all electronic services of the e-albania portal)

- Activity 8.4 Establishment of conditions and procedures for the implementation with transparency and objectivity of career promotion in the civil service

### 6.1.1. Quality Management Standards/Models in use

As for Albania, it can be stated that the use of QM models/standards is limited to a very few institutions using ISO standards. The use of tools/instruments, aiming at increasing client's satisfaction and service delivery is on a high level, compared to the other ReSPA members:

- Department of Public Administration (DoPA)<sup>13</sup>: conducts questionnaires and surveys on: (i) measuring user satisfaction, as well as (ii) the ease of use of the online application system for recruitment procedures
- ADISA<sup>14</sup>:
  - Monitoring<sup>15</sup> the quality of service has continued through direct surveys, telephone surveys, online surveys and measurement of waiting time and time of application at the Integrated Centers;
  - Complaints Management System<sup>16</sup> (CMS);
  - Focus groups<sup>17</sup> to assess citizens' reactions;
  - Chat Online<sup>18</sup> - new communication bridge was implemented between ADISA and the citizens;
  - ISO 9001:2015;
  - ISO 37000:2015;
  - Common Assessment Framework (CAF).

With support from KDZ and ReSPA, under the BACID II project, ADISA started with CAF implementation in 2019. Initial activities (Project kick-off, communication Plan, CAF-SAG Team Selection) in 2019, and in June 2020, members of SAG (15 participants) were capacitated on CAF. With this, ADISA is the first Albanian institution using the CAF. KDZ and ReSPA experts facilitated the CAF introduction. The CAF Self-assessment report, including some improvement actions in ADISA was prepared in April 2021, however the report was not adopted by ADISA's management, also due to the COVID pandemic.

In addition, ADISA has implemented ISO 9001:2015 and ISO 37000:2015 in 2021. The certification process was finalized in December 2021, supported by the project Consolidation of Citizen Centric

<sup>12</sup> Source of verification, No. of electronic services equipped with the option of star rating of service quality.

<sup>13</sup> April 2020 DoPA: CROSS-CUTTING PUBLIC ADMINISTRATION REFORM STRATEGY ANNUAL MONITORING REPORT 2019: Annual\_Monitoring\_Report\_April\_2020.pdf

<sup>14</sup> The mandate and set-up of ADISA has been changed in the course of the development of this Analysis.

<sup>15</sup> September 2020: Page 13; [Raporti-i-Monitorimit-te-Strategjise-per-grupin-temati-kte-sheerbimeve-publike-ADISA-2020.pdf](#)

<sup>16</sup> September 2020: Page 16; [Raporti-i-Monitorimit-te-Strategjise-per-grupin-temati-kte-sheerbimeve-publike-ADISA-2020.pdf](#)

<sup>17</sup> September 2020: Page 16; [Raporti-i-Monitorimit-te-Strategjise-per-grupin-temati-kte-sheerbimeve-publike-ADISA-2020.pdf](#)

<sup>18</sup> September 2020: Page 17; [Raporti-i-Monitorimit-te-Strategjise-per-grupin-temati-kte-sheerbimeve-publike-ADISA-2020.pdf](#)

Public Service Delivery in Albania (CSDA). The CSDA project is a donor pool fund to assist in the consolidation of citizen-centric public service delivery in Albania, implemented by the Government in partnership with UNDP and with Austrian Development Cooperation (ADC) as a key contributor. The focus of the project activities can be summed up as following: a) quality assurance and compliance audits as a proactive measure to make sure that staff is doing the right things in the right way as required by the established standard; b) quality control and inspections, as a reactive measure to make sure that the final product of service application processing is of the expected/required quality. The expertise under CSDA is aimed at helping address issues identified and establish a practical framework on public service delivery quality management. Capacity building on these aspects is anticipated, including coordination with the School of Public Administration (ASPA).

OECD/SIGMA, has a coordinated approach with the Minister of State for Standards of Services targeting at a systemic and sustainable quality management approach and therefore is in the process of preparing project intervention in Albania. The fact finding mission was carried out planned for the first week of May 2022. Possible SIGMA intervention is the development of the QM Roadmap for Albania, covering the top-down and bottom-up approach, including (political) awareness raising, capacity development, rolling out of QM pilots, monitoring, evaluation and learning. As stressed during the semi-structured interviews, it is expected that ReSPA RQMC and OECD/SIGMA will team up in terms of creating synergies and increasing the absorption capacities of the Albanian counterparts by organizing a common QM event beginning of July 2022.

The desk review, online questionnaire and the semi-structured interviews in Albania identified only a limited number of public institutions using ISO (also based on the findings from the ReSPA Baseline Study, 2017)

- National Agency for Information Society (NAIS): ISO 9001 (quality management), ISO 27001 (information security management), ISO 20000 (IT management)
- General Directorate of Standardisation (Ministry of Economy and Finances): ISO 9001
- National Business Centre (Ministry of Economy and Finances): ISO 9001
- National veterinary laboratories and the food laboratories have ISO 17000, which specifies general terms and definitions relating to conformity assessment, including the use of conformity assessment to facilitate trade, ISO 45001, HSE 14001 and OHSAS 18001 of British Standards Institution, aiming to reduce workplace hazards and increase employee morale.

### 6.1.2. OECD/SIGMA recommendations

As identified by OECD/SIGMA monitoring report 2021<sup>19</sup> the use of quality management tools in the state administration remains sporadic, and further efforts are needed to embed a user-centric service delivery culture with continuous improvement.

As a medium-term recommendations (3-5 years), for the QM framework<sup>20</sup> the following has been recommended in the OECD/SIGMA monitoring report 2021:

“ADISA should make plans for completing the policy framework on quality management, including developing an operational roadmap on how to increase the use of quality-management instruments

<sup>19</sup> <https://www.sigmaxweb.org/publications/Monitoring-Report-2021-Albania.pdf>

<sup>20</sup> <https://www.sigmaxweb.org/publications/Monitoring-Report-2021-Albania.pdf>, page 118.

and tools in public institutions, including awareness raising, promotion, knowledge sharing, recognising good practices and capacity building.”

This recommendation has been already taken up in a coordinated way by the Minister of State for Standards of Services, OECD/SIGMA and ReSPA RQMC, as described in the chapter above, supported and coordinated by ReSPA RQMC and OECD/SIGMA.

### 6.1.3 Online questionnaire – specific highlights

The e-survey was open for fulfilment between 5 February and 1 March 2022. From Albania there were fifteen responds, all coming from ADISA only. Therefore, the recommendations for Albania can be drawn into more detail once Albania has triggered the QM dynamics and new structures, as highlighted above.

- **Quality Management was implemented** either with support of private consultancy or supported by international projects;
- **Effective CAF User label:** more than a half of respondents are familiar with the Effective CAF User (ECU) label and all of the respondents stating they are familiar with the ECU would like to apply for the label;

**Highest need** in providing support to institutions for implementation of QM (CAF and/or ISO)- (top rated three):

1. Basic training of ISO
2. Basic CAF training
3. Support in establishing the QM unit/capacity development

Overall, the need in providing support to institutions for implementation of QM based on the online questionnaire (Q12) - CAF and/or ISO is the following:

Support in policy/ strategic approach development	Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy	Support in establishing the QM unit/ capacity development	CAF introduction in the institution - workshops and training	Basic Trainings on CAF	Basic Trainings of ISO
(a)	(b)	(c)	(d)	(e)	(f)
8,00	8,27	8,53	7,93	8,80	8,93

In-depth training on CAF	In-depth training on ISO	Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers	Training for CAF External Feedback Actors	External Evaluation for the Effective CAF User label	Raising Awareness (conferences, study tours, exchange, promo materials)
(g)	(h)	(i)	(j)	(k)	(l)
7,53	7,20	8,00	7,47	7,40	8,07

- **The readiness to share experience with other peers in the country and regionally about CAF or ISO introduction, implementation and lessons learned:** 53.33%. In the regional overview of the online questionnaire's findings, Albania scores the lowest readiness to share the QM knowledge. The reasons for this were evaluated during the semi-structured interviews with the finding that ADISA's representative in some cases still feel the need to upgrade current knowledge and skills, and to learn from the first ISO lessons. Yet, the readiness to share with regional peers and to exchange about the lessons learned is high (see Annex 1 – Q 13 and 16 Albania).
- **Information on the background of not using Quality Management system/models:** As for Albania, the answer to this question was clear: all of the offered possibilities were rated with 100%: Lack of human resources, lack of finances, lack of external technical support to introduce, lack of policy framework in which the use is stimulated. In addition, the **lack of policy framework** in which the use is stimulated was highly rated by the respondents.
- **Major success factors for a successful and systematic Quality Management implementation/maintenance (top rated three):** Staff motivation seems to be the major driving factor in ADISA, followed by proper QM training and highly skilled QM trainers:

Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan	Anchoring of QM in the organizational strategy	Delegating tasks of QM (coordination) to an existing position in the institution	Highly skilled QM trainers	QM training provided by responsible training institution(s)	Managerial commitment & accountability	External support for the first cycle(s) of QM introduction, implementation and maintenance	Staff motivation
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
7,87	8,13	7,53	8,20	8,33	8,20	8,13	8,87

- In Albania, **more information about CAF principles** and how CAF can contribute to the public administration reform is needed/expected for the initial CAF training, exchange of experiences: 30.77% and complete CAF introduction/implementation:

Initial CAF training	Complete CAF introduction/implementation	Exchange of experiences
(c)	(d)	(e)
46,15	23,08	30,77

### 6.1.4 Compiled findings, needs and recommendations based on the desk review, online-questionnaire and semi-structured interviews

#### Findings:

- In the current PAR strategic documents in Albania, establishment and implementation of a quality management framework is not envisaged so far.
- Albania is well advanced in using several quality management tools, including e-tools, as presented in the chapter above, however the use of quality management models in state administration is very limited and sporadic.
- The use of ISO standards is wider spread than CAF (only ADISA worked on the CAF implementation), although also ISO is only sporadically implemented.
- Albania has an appointed ReSPA Regional CAF Network member, but is not visible on the EU level (EIPA CAF Resource Centre/Network) due to the fact that the CAF was not promoted/implemented so far. The question and procedure of appointing the CAF national correspondent has been triggered by the development of this Analysis and during the preparation phase of the QM event in Tirana, July 2022.
- There were no CAF train-the-trainers workshop/s developed and conducted in Albania.
- There are no External CAF Feedback Experts (EFAC) in Albania.

#### Needs:

- There is a need for raising awareness among political stakeholders and senior management on the topic of the quality management as cornerstone for an efficient PAR reform. This shall lead to including the QM approach in the next strategic PAR document(s).
- The need for technical assistance in preparation of the policy framework on quality management has been expressed especially during semi-structured interviews, including developing an systematic operational roadmap with identified lead institutions (Department of Public Administration (DoPA)). The question how to act in a symbiosis with the QM tools already developed and in use so far. A structured and coordinated approach shall be one of the main results of the operational roadmap, including the clear way forward how to increase internal capacities and establish inter-institutional cooperation (coordination mechanisms, piloting, monitoring, evaluation and learning).
- Raising awareness/promotion: development of promotional materials, printing of CAF guidelines, organizing QM conferences, exchange with other regional peers, exchange with EU peers;
- There is a need for CAF train-the-trainers with young civil servants, and coaching them during CAF piloting; that will result in straightening of consultant capacity in Albanian's administration for CAF implementation;
- There is a need for basic and in depth training on ISO standards for Albanian administration;

#### Recommendations:

- Wrap up/ refreshment of CAF knowledge of members of the Regional CAF Network.

## 6.2. Bosnia-Herzegovina

The commitment from Revised Action Plan 1 back in 2011 to introduce quality management systems/models on a voluntary basis is still valid on almost all administrative levels in Bosnia-Herzegovina (BiH). At the state level, the Council of Ministers of BiH supported the introduction of CAF or ISO 9001 and capacity development. The Council of Ministers of BiH tasked the Public Administration Reform Coordinator's Office (PARCO) to, together with other institutions on state level (Civil Service Agency BiH, Institute for Standardisation) to coordinate and implement the Operational Plan for Introducing Quality Management in state institutions 2016-2018. Two important international partners supported the QM development during the times of first-initialisation: GIZ – Project for Strengthening Public Institutions in BiH and the Good Governance Fund (GGF) of the British Embassy.

The Government of Republic of Srpska adopted a conclusion agreeing to the introduction of the CAF in the Republic of Srpska Civil Service Agency (CSA RS) and to promote it in the Republic of Srpska (2017). The CSA RS is tasked by a decision from the Government to share the acquired knowledge with all interested administrative authorities in RS given an active role in improving quality management and CAF implementation in the RS administration.

The Government of the Federation BiH supported the introduction of CAF in the Civil Service Agency of the Federation BiH as a free and simple tool that will facilitate the use of quality management techniques in public sector organisations (2016) and entitled the CSA FBiH to promote and roll out the CAF in the Federation<sup>21</sup>. Both entity institutions found a reliable partner in KDZ/Bacid II project, in cooperation with ReSPA. Within the BACID II Project CAF has been implemented in three municipalities of the Federation of BiH and in the Agency for Statistics of the RS, while ReSPA has directly supported the CAF introduction in two ministries of the RS.

As stated also in the ReSPA Baseline Study 2017, ReSPA and GIZ teamed up and created a unique synergy in raising awareness and strengthening the capacities (with EIPA and KDZ) in BiH, and boosted the networking regionally by sharing the best-practices in a QM conference in 2016 (mostly state level institutions as target groups).

In 2017, the GIZ project and GGF opened up towards entity levels and supported a development of a detailed Framework Operational Plan (Jan.2017-June 2019) which sets clear activities, roles, tasks, budget/financial resources for all administrative levels in BiH, including Brcko District. The plan was meant to be adopted by the respective Governments, but due to difficult political situation on the level of the Council of Ministers BiH, this plan has not been sent to adoption.

In late 2019 a QM conference was held in Sarajevo, supported by the GIZ/GGF and organized by the inter-institutional working group for QM in BiH (info on members can be found in Annex 4 – all interested institutions using CAF/ISO) which was led by PARCO and the civil service agencies of the state and entity levels accordingly, in a close cooperation and coordination with the Institute for Standardisation of BiH (BAS) – as a strategic partner for the ISO part. During that conference, the coordinator of PARCO and the directors of all three civil service agencies (state and entities) signed a Letter of Intent to proactively work on the increase of service delivery of public services by using quality management tools, such as systematic client satisfaction surveys.

Based on the above mentioned it can be concluded that quality management is well anchored in the

<sup>21</sup> During the verification period of this Analysis in June 2022, the Government of FBiH adopted a new conclusion for the CAF introduction in the Federation BiH, entrusting the CSA FBiH to develop a planning document for the roll-out of the CAF: <https://fbihvlada.gov.ba/bs/dnevni-red-320-sjednice-vlade-fbih-12081>.

overall strategic framework: Strategic Framework for Public Administration Reform 2018 – 2022<sup>22</sup>: Quality Management is embedded under Service Delivery, 5.4. Action Plan for the PA Strategic Framework for BiH 2018-2022 (measure 4.1.1.1.)<sup>23</sup>:

In more concrete terms, the PAR Strategy, Service Delivery pillar<sup>24</sup> sets the following indicators, base-line and target values:

Measure 1<sup>25</sup>: Identification of quality instruments for services delivered by the public administration and orientation to service users

Indicators	Baseline value	Target value
A policy framework for quality management exists at all administrative levels in BiH	(2017) – 0/3	(2022) – 3/3
% of services measured using customer satisfaction tools at each administrative level	(2017) – 0%	(2022) – 50 %
% of institutions that have developed and applied Customer Relations Management – CRM system at each administrative level	(2017) – 0%	(2022) – 40 %

Action Plan 2018-2022; BiH

Measure 4.1: Identifying service quality instruments provided by public administration and service-user orientation

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<https://parco.gov.ba/en/rju/o-rju-2/strateski-okviri-za-rju/>

23

<https://parco.gov.ba/en/rju/o-rju-2/strateski-okviri-za-rju/>

24

It can be expected that the current PAR strategy and Action plan will be prolonged, as stated during the semi-structured interviews. No details could be identified, as this topic was still in the preparation/negotiation phase.

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<https://parco.gov.ba/en/rju/o-rju-2/strateski-okviri-za-rju/>, page 46.

Activity	Deadline	Responsible institutions	Budget	
4.1.1.1 Define the <b>quality management method</b> (for policies, decisions etc.) 4.1.1.1 a Designate a <b>lead institution (one or more)</b> at each of the four main administrative levels to be responsible for building and operating the system, and subsequently for providing support and advice to other institutions in assessing the needs of service-users. 4.1.1.1 b Defining the <b>necessary institutional and material capacities</b> of the institution in charge of building the system; 4.1.1.1 c Developing an analysis of best practices in the region and the world regarding the best model for establishing a system for <b>user needs assessment</b> 4.1.1.1 d Determining a <b>framework policy for the introduction</b> of quality management system in public administration institutions (QM) and <b>coordinate</b> the approaches <b>at different administrative levels</b> (all administrative levels) 4.1.1.1 e Identifying the parties responsible for <b>introducing QM building their capacities</b> (FBiH, RS, BDBiH) 4.1.1.1 f Defining the approach in the introduction of QM and <b>preparing planning documents for each level of government</b> , including identification of resources (FBiH, RS, BDBiH) 4.1.1.1 g <b>Implementing the Operational Plan</b> for the introduction of quality management in BiH institutions for the period from 2016 to 2018 (BiH) 4.1.1.1h <b>Implementing</b> the selected approaches and planning documents in institutions and bodies of Entities and BDBiH (FBiH, RS, BDBiH) 4.1.1.1 i <b>Evaluating the achievements</b> and preparing a new planning document for QM for the level of BiH institutions for the next planning period (BiH) 4.1.1.1 j Ensuring the <b>continuity</b> in the development and implementation of planning documents for QM <b>at other administrative levels</b> (FBiH, RS, BDBiH) 4.1.1.1 k <b>Ensuring coordination of the overall QM process at all administrative levels and co-operation in the field of QM at the regional level</b>	4qt 2022	4.1.1.1.a Governments of administrative levels Institutions from the initial activity appointed by decisions and acts of governments for BD BiH, the Government of BD BiH at the proposal of the PAR Coordinator's Office of BD BiH	166.350 KM	<p>There is a <b>policy framework for quality management at each administrative level in BiH</b> BLV: 0/3 TV: 3/3 % of services measured using customer satisfaction measurement tools at each administrative level BLV: 0% TV: 50% % of institutions that have developed and apply the Customer Relationship Management (CRM) system at each administrative level BLV: 0% TV: 40%</p> <p><b>Indicators</b></p> <p>Proposal of the Framework Policy for the introduction of the quality management system referred to the government at each administrative level BLV: 0/4 TV: 4/4 A planning document for the introduction of quality management per levels of government, including resource identification developed (FBiH, RS, BDBiH) BLV: No TV: Yes There is an act designating the lead institution BLV: No TV: Yes Percentage of implemented activities from the Operational Plan BLV: No TV: Yes Percentage of implemented activities from the planning documents BLV: 0% TV: 50% After the previous version of the planning document was completed, the next version of the planning document for quality management was prepared at the level of BiH institutions for the next planning period (BiH). BLV: No TV: Yes After the previous version of the planning document was completed, the next version of the planning document for quality management was prepared at other administrative levels (FBiH, RS, BDBiH). BLV: 0/3 TV: 3/3 Number of annual meetings of quality management working bodies BLV: 0 TV: 4 Government decision on the lead institution in charge of determining the needs of users BLV: No TV: Yes Government decision on the lead institution for determining the needs of users or some other special act containing the provisions on the resources needed to build and maintain the system BLV: No TV: Yes User needs identification system established and operational BLV: No TV: Yes Institutional capacity to determine user needs is built BLV: No TV: Yes</p>

As stated during the semi-structured interviews, the operational level of the CAF dynamics remained untouched by the political barriers which affected BiH. Still, on strategical level, such as developing, adopting and implementing the policy framework could not be initialized. The establishment of the Supervisory Board for Service Delivery is expected to be finalized in the months to come (with PARCO and CSAs). The topic of QM will be one of the issues this board will be dealing with, as an approach to strengthen and increase the overall service delivery in BiH.

### 6.2.1. Quality Management Standards/Models in use

Compared to the ReSPA Baseline Study 2017 there is an increasing trend as far as the continued use of the QM standards/models is concerned. The CAF and ISO are the model/standard used in the public administration; no data could be found with regards to EFQM.

The use of quality management tools shall be further materialized though. The new PAR strategy sets clear objectives, especially in terms of citizen centric public services (see above).

The CAF roll out in Bosnia-Herzegovina is showing evidence of clear commitment from lead institutions on all administrative levels (except Brcko District). The PARCO, CSA FBiH, CSA RS and CSA BiH are mentoring the CAF introduction/implementation in interested institutions from the beginning of the self-assessment process. So far, there are 11 CAF users on state level (plus one currently being implemented in the Ministry of Civil Affairs BiH, mentored by PARCO and possible one institution to run the second cycle in 2022), 9 users on the level of the Federation of BiH, and 6 CAF users in the Republic of Srpska. As far as the ISO use is concerned, 10 institutions could be identified on different levels, but it can be assumed that more ISO users are present in the public sector, the information is not publicly available though.

All CAF users and identified ISO users in BiH are presented in the Annex 4 – BiH CAF roll out overview and identified ISO users<sup>26</sup>.

Back in 2015, 15 persons from the Public Administration Reform Coordinator's Office and the Civil Service Agency of BiH were trained to become CAF trainers. During 2016 and 2017, CAF trainers contributed in providing support to eight institutions which had expressed interest for introduction of the CAF model. In November 2017, the second round of training of new CAF trainers was conducted as a continuation of the strengthening of capacities. The management of the following institutions appointed their representatives for the CAF Train the Trainers program, and the readiness was expressed that certified trainers would continue to provide support to other, similar institutions which express interest in CAF:

1. Agency for Identification Documents, Registers and Data Exchange of BiH
2. Agency for Statistics of BiH
3. Civil Service Agency of BiH
4. Civil Service Agency of RS
5. Civil Service Agency of FBiH

<sup>26</sup> During the research phase the Ministry of Civil Affairs, as one of the biggest ministries in Bosnia-Herzegovina, approached PARCO for support in CAF facilitation. PARCO reached out to the Ministry of Civil Affairs back in 2019, having an introductory meeting at the cabinet. The Ministry feels ready to kick off the CAF in 2022 as one of the first ministries on state level. The two-days introduction workshop was held in the first half of April 2022, with the appointed self-assessment group, representing the whole ministry. It is expected that by the end of 2022 the Ministry of Civil Affairs will have a fully-fledged CAF Action Plan and start to work on its implementation.

6. Agency for Development of Higher Education and Quality Assurance of BiH
7. High Judicial and Prosecutorial Council
8. Institute of Metrology of BiH
9. Public Administration Reform Coordinator's Office
10. Office for European Integration, Funds, Public Relations and Quality by International Standards of the Central Bosnia Canton

The training was held according the EIPA methodology, introducing major PEF aspects and putting a focus on CAF project management and follow up of the Action Plan.

#### 6.2.1.1. QM units in BiH administration

Although the organizational systematization in PARCO foresees one position for dealing with quality management issues, there are no concrete plans when this can be put in concrete terms (such as establishing a QM unit).

The organizational structure of the Civil Service Agency of Republic of Srpska foresees a small QM unit in the Department for training, improvement of service delivery and analytical issues. Two persons are planned to be assigned with quality management issues, and so far, one position is occupied. This unit is in charge for coordination mechanism between the CSA RS, Ministry of Administration and Local Administration to local level and so far, there are no concrete plans when the second position could be fulfilled due to several reasons, but mostly due to budgetary constraints (which is also the case for the PARCO).

As stated during the semi-structured interviews, the support by ReSPA RQMC was and remains one of the crucial elements for the positive developments in the quality management area in the Republic of Srpska.

As for the Civil Service Agency FBiH the QM tasks are integrated in the job descriptions of two employees. Establishing a unit would make sense in case the Government of FBiH would put more focus on QM issues, such as appointing the CSA FBiH as a QM research/practitioners centre – as stressed during the semi-structured interview. Otherwise, the current set up does not require additional support, as it functions according to the plans of the CSA FBiH.

During the semi-structured interviews the PARCO representatives suggested reflecting a bit more on the possibility that each institution implementing CAF/ISO or any other QM system/model shall appoint a QM coordinator/contact person. This would be similar to the already existing practice of appointing CAF coordinators/managers during CAF implementation, but with a clear focus on sustainability by putting the tasks of QM promotion/mentoring/etc. in the job description, without opening a new position only dealing with QM.

### 6.2.1.2. Developments on local level<sup>27</sup>

On February 10<sup>th</sup> 2022 the Government of the Republic Srpska issued a conclusion, appointing the Ministry of Local Administration and Self-Administration and the Civil Service Agency to actively work on promotion and introduction of the CAF on the local level. The same conclusion stated that both institutions shall appoint representatives to be members of the *Municipal Environmental Governance (MEG) project, implemented by the United Nations Development Programme (UNDP)*.

The MEG project representative were contacted by the Programme Manager of ReSPA in the course of the development of this Analysis, inviting for a semi-structured interview, setting the scene for an efficient exchange and cooperation. As communicated by the MEG representative, there are few performance measurement tools present in Bosnia and Herzegovina, developed and applied by different actors. Among others, one of the most relevant tools is the Common Assessment Framework (CAF). MEG initiated policy dialogues with relevant stakeholders in local governance and CAF area (BiH Civil Service Agency, Public Administration Reform Coordinator's Office, FMP, FBiH Civil Service Agency, MULS, RS Agency for State Governance, SOGs, and relevant project initiatives). In December 2021, all actors agreed to be a part of the process that should result in a unified and broadly applied wide local governance performance measurement tool for local governments, based on CAF and other relevant tools.<sup>28</sup>

### 6.2.2 Online questionnaire – specific highlights

The e-survey was open for fulfilments between 5 February and 1 March 2022. From Bosnia-Herzegovina there were in total 51 responses, mostly from the state and entity level, with some municipalities, which participated in the survey as CAF users mentored by the CSAs on entity level.

- **Quality Management was implemented** using the full variety of options, with the striking fact that in BiH the most prominent option is “on our own”, followed by “supported by international projects”. Exactly here one can follow and realise the shift BiH made compared to the ReSPA Baseline Study in 2017. Compared to the WB region (see Annex 1 - Online Questionnaire report, Q 6) BiH has the highest local ownership in QM:

Administration	On our own	With support of private consultancy	Through government support	Supported by international projects	Other	Don't know
Bosnia and Herzegovina	29,55	18,18	11,36	22,73	11,36	6,82

- **Effective CAF User label:** 50,98% of respondents are familiar with the Effective CAF User (ECU) label and all of the respondents stating they are familiar with the ECU would like to apply for the label;

<sup>27</sup> The scope of this Analysis is not to assess the use of CAF/QM on local level, but in the context of new developments and possible needs in future a short state of art is given for Bosnia-Herzegovina.

<sup>28</sup> As stated by the CSA RS representative in the verification phase of this Analysis; It is agreed that CAF is a primary tool. As an example, MALSG and CSA RS are appointed by the RS Government to actively work on promotion and introduction of the CAF on the local level in RS. It remains to be seen and agreed in July 2022 whether some other tools can contribute to CAF implementation.

- **Highest need** in providing support to institutions for implementation of QM (CAF and/or ISO)- (top rated three):
  1. Raising awareness (conferences, study tours, exchange, promo materials)
  2. CAF introduction in the institution – workshop and training
  3. Support in formulation of concrete strategic measures and activities in the Action Plan and PAR strategy 7& In-depth training on CAF

Overall, the need in providing support to institutions for implementation of QM based on the online questionnaire (Q12) - CAF and/or ISO is the following:

Support in policy/ strategic approach development	Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy	Support in establishing the QM unit/ capacity development	CAF introduction in the institution - workshops and training	Basic Trainings on CAF	Basic Trainings of ISO
(a)	(b)	(c)	(d)	(e)	(f)
6,68	7,63	6,84	7,75	7,49	6,22
In-depth training on CAF	In-depth training on ISO	Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers	Training for CAF External Feedback Actors	External Evaluation for the Effective CAF User label	Raising Awareness (conferences, study tours, exchange, promo materials)
(g)	(h)	(i)	(j)	(k)	(l)
7,63	6,22	7,55	6,64	6,68	8,32

- **The readiness to share experience with other peers** in the country and regionally about CAF or ISO introduction, implementation and lessons learned: 80,39 %.
- In BiH, the factors for **not using quality management systems/models** are the following ones: lack of human resources 60%, lack of finances 60%, lack of external technical support to introduce QM 40%.

**Managerial interest was not indicated as respond for this question - what is the case only for BiH and North Macedonia – two countries with highest efforts so far in raising awareness among managers.**

- **Major success factors for a successful and systematic Quality Management implementation/maintenance (top rated three):** managerial commitment & accountability, staff motivation and clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy/Action plan;

Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan	Anchoring of QM in the organizational strategy	Delegating tasks of QM (coordination) to an existing position in the institution	Highly skilled QM trainers	QM training provided by responsible training institution(s)	Managerial commitment & accountability	External support for the first cycle(s) of QM introduction, implementation and maintenance	Staff motivation
8,12	7,88	7,74	8,06	7,66	9,36	7,96	9,28

- In Bosnia-Herzegovina, **more information about CAF principles** and how CAF can contribute to the public administration reform is needed/expected is high needed by 86,67 % of respondents, with the focus on exchange of experiences, complete CAF introduction/implementation and events for awareness raising:

Events	CAF leaflets	Initial CAF training	Complete CAF introduction/implementation	Exchange of experiences
19,57	4,35	15,22	26,09	34,78

### 6.2.3. Compiled findings, needs and recommendations based on the desk review, online-questionnaire and semi structured interviews

#### Findings:

- Quality management is well anchored in the strategic PAR documents/action plan. The dynamics is existing with identified lead institutions at each administrative level and defined actions/roles (see recommendations below). The Supervisory Board for Service Delivery of public administration in BiH has not been established though. This implies insufficient political commitment, which hinders the effective QM implementation.
- In the strategic PAR document, the link is existing between the quality of service provision, client satisfaction management and application of quality management. The operationalization of the inter-linkages in practical term is still lacking though.
- On state and entity level, there are highly skilled CAF trainers and practitioners, promoting CAF and scaling up the QM dynamics, also without any donor support.
- Bosnia-Herzegovina is present as observer during EU CAF Events/Correspondents meetings (EIPA) and as permanent member of ReSPA Regional CAF Network. The risk of not participating on events on EU level is linked to insufficient financial means on the side of the local institutions.

- District Brcko has not been active in QM so far, although some initiatives to build links to District Brcko were initiated (QM inter-institutional working group)
- Managerial commitment for CAF is especially visible on FBiH and RS level where the CSAs directors are having an active role in promoting the CAF with their appointed colleagues. The state level could have a bit more visibility (online and on the field visits).
- Possible new talents are to be identified in the newcomers institutions where additional training or refreshment training would be useful.
- ReSPA provided support to the civil service agencies on entity levels, either by in-country support or by BACID II.
- Bacid III project activities already included PARCO for 2022 to be supported in the second CAF cycle, CSA FBiH as the first PEF applicant and CSA RS for the second CAF cycle.
- Until June 2020 QM support was provided by the GIZ Project Strengthening of Public Institutions in BiH (SPI), who provided continuous support to the implementation of the CAF and ISO on central level institutions, reaching out to other administrative levels in the last phase of the project with co-funding of the Good Governance Fund of the British Embassy in 2019 and 2020.
- Almost all interviewed parties are well aware about the RQMC, its function and objectives; the Civil Service Agency BiH expressed the wish to be more involved in the ReSPA Regional CAF Network, as being the institution in charge for the QM trainings<sup>29</sup>.
- The development of the QM dynamics on local level is visible. Current MEG UNDP project will support the BiH relevant partners.

#### Needs:

- Raising awareness on the level of decision makers and overall as conferences in BiH, regionally and internationally: Success stories and less successful projects to present their findings and main benefits and constraints, aiming to start the second cycle with another perspective.
- Supporting the CAF representatives to participate on CAF event on EU level.
- EFACs trainings
- PEF implementation
- QM basic training for employees
- Train the trainers in CAF
- CAF in-depth training, CAF train-the-trainers,
- Promotion: development of promotional materials, printing of CAF guidelines, organizing QM conferences
- CAF monitoring – coaching during CAF Action Plan implementation: building a system in BiH and regionally to support the efficient implementation of Action Plans (providing support to implementation actions, training for managers)
- CAF online questionnaire
- Need to support the CAF roll out for new institutions, also for ReSPA to consider to integrate the local level to be supported in the field of CAF implementation, by providing (expert) support to CSA FBiH and CSA RS in acting as CAF Centres also for the municipal levels

- CAF platform, highlighting the CAF successes from the region.
- CAF online questionnaire
- Additionally, PARCO representatives stressed that OGP and QM shall be more interconnected, in terms of highlighting the Open Government Partnership plans/measures during CAF implementation - putting OGP measures in CAF Action plans along with more focus on client satisfaction surveys/standardization of services.

#### Recommendations:

- A QM policy framework for all administrative levels needs to be developed and applied as soon as the Supervisory Board for Service Delivery is established and functioning, including the development of the new QM Roadmap. Once the Supervisory Board is established, the Framework Plan could be a great starting point/input for the first meeting of the Supervisory board when discussing future activities.
- The Action plan, service delivery pillar, does not include sufficient information on the specific tasks of the lead institutions, although it is clear by the Government decision who are the lead institutions.
- The existing link between service delivery, client satisfaction and quality management needs to be operationalized in practice (by piloting and scaling up of best practices)
- There is a need to define the necessary institutional and material capacities of the institutions in lead of QM
- There is a high coordination need among different administrative levels in BiH
- ReSPA shall continue maintaining contact with UNDP project working on local level, also taking into account the developments of the MEG project and the tool, which will be promoted and to which extend it is aligned with the CAF.

## 6.3 Kosovo\*

The key elements of Public Administration Reform (PAR) management structure and institutional set up have been established by the Government through the Government decisions 05/09 and 09/13.

It was decided by the PAR Council<sup>30</sup> that the PAR strategic framework in Kosovo\* is divided into three pillars as follows:

1. **Policy development and co-ordination** – management of reforms in this area falls under the responsibility of the Office of Prime Minister; covered by the Strategy for Improvement of Policy Planning and Coordination 2015-2018 and its action plan adopted by the Government in June 2015 and Better Regulation Strategy 2015-2020 adopted by the Government in May 2014;
2. **Public service and human resource management, administrative service delivery and accountability** are managed under the responsibility of the Ministry of Public Administration<sup>31</sup>(MPA); covered by the **Public Administration Modernization Strategy 2015-2020 (PAMS) and its Action plan;**

30 Ministry of Public Administration 2015: "Concept Paper on Monitoring and Evaluation System for the Public Administration Reform 2015-2020 in Kosovo"

31 In 2020, the Government of Kosovo\* conducted process optimization of the public administration bodies. With this change, the Ministry of Public Administration was merged with the Ministry for Internal Affairs, and the name of the new institution is Ministry for Internal Affairs.

3. **Public Financial Management** - falls under the responsibility of the Ministry of Finance; covered with **Public Internal Financial Control Strategy 2015-2019** adopted by the Government in April 2015, and **Comprehensive Public Financial Management Strategy 2016-2020** that includes also PIFC and procurement areas is under the development and is planned to be adopted by the Government in June 2016

The Public Administration Modernization Strategy 2015-2020 (PAMS) and its Action plan that was adopted by the Government in September 2015. Administrative procedures and delivery of public administrative services pillar and the specific objective 3 and 7 contain elements of the quality management approach, but only in traces:

In the second phase of the PAR strategy 2018-2020 the focus was also on setting / **defining mechanisms and instruments to measure public opinion concerning the quality and accessibility of public services**, transparent and responsible public administration with a clear accountability system characterized by a professional civil service.

With EU support, new PAR strategic documents that will cover the period 2022-2026, are under preparation; expected to be adopted during the summer 2022. There will be two strategic documents:

i) Public Administration Reform Strategy and ii) Public financial management strategy.

The Public Administration Reform Strategy 2022- 2026 will also include policy coordination and administrative burden reduction. An integral part of the strategy is the service delivery principal (traditional service delivery, but also establishment and implementation of a quality management framework is envisaged). The key stakeholder for the implementation of the strategy is the Ministry of Internal Affairs<sup>32</sup>. The process of reorganization of the Ministry is ongoing and the new systematization is under preparation. With the new organization structure, it is expected that a unit for Service delivery will be established by the end of 2022 (policy, introduction of standards of service delivery, and implementation of quality management systems).

Two separated action plan documents are also in the process of preparation: Action Plan for PAR Strategy 2022-2024, and Programme for Administrative Burden Reduction 2022-2026.

### 6.3.1 QM systems/models used in Kosovo\*

The Institute for Public Administration (KIPA) is applying ISO 9001 and CAF was introduced back in 2011 and 2013. Beside the KIPA, the ISO is applied in two agencies of the Ministry of Trade and Industry (for services and for products) and Energy KEC Training Centre.

It can be concluded that neither ISO nor CAF are used on a systemic way, producing added values for the service delivery.

Back in 2011, the Ministry of Public Administration<sup>33</sup> (MPA) initiated the need to improve the delivery

32 In 2020, the Government of Kosovo\* conducted process optimization of the public administration bodies. With this change, the Ministry of Public Administration was merged with the Ministry for Internal Affairs, and the name of the new institution is Ministry for Internal Affairs.

33 In 2020, the Government of Kosovo\* has conducted process optimization of the public administration bodies. With this change the Ministry of Public Administration was fused with the Ministry for Internal Affairs, and the name of institution is Ministry for Internal Affairs.

of public services through the introduction of quality management models. Hence, the MPA organized a conference on the Common Assessment Framework (CAF) with the aim of raising the awareness of the public institutions about the benefits of quality management models.

CAF model was applied by the Kosovo\* Institute of Public Administration (KIPA) during the two self-assessments that were conducted in 2011 and 2013 with support of GlZ. The results of these activities have highlighted the fact that CAF offers a unique opportunity to be an incentive for improvement in the public administration and to ensure successful implementation of ongoing reform efforts, particularly in the process of European integration.

Aiming at an overall CAF capacity development, in 2018 ReSPA organized a CAF training of trainers according to EIPA methodology. 21 civil servants were trained with the focus on preparing representatives from these six institutions to later on facilitate the CAF implementation in their institution/capacity building. The participants were from the MPA including KIPA, the Prime Minister's Office, Ministry of Finance, Ministry of Internal Affairs, Ministry of Economic Development and City of Gjiljan.

Additionally, ReSPA supported the development of a concept/plan how to apply and strengthen implementation of CAF model in public administration: A CAF Strategy for Kosovo\* (2018-2020) was developed - Building blocks for a sustainable dynamic with the Common Assessment Framework in Kosovo\* Public Administration was drafted, following the main building blocks of political buy-in, awareness raising, capacity building, CAF piloting and implementation and evaluation. A special focus was given to roles, activities and objectives of the CAF Resource Centre (MPA<sup>34</sup>/KIPA). This CAF Strategy was in line with strategic documents of the Kosovo\* Government and Feasibility Study on the Establishment of a Regional Centre on Quality Management in ReSPA. This CAF Strategy for Kosovo\* was not adopted by the Government.

The British embassy<sup>35</sup> in Pristina is supporting the Judicial Council of Kosovo\* with the project "Strengthening the judicial system". The aim of the project is to provide support and guidance to the KJC to increase its capability through enhanced accountability, transparency and professionalism of the judicial system. This will support the Council to efficiently, and effectively carry out its executive duties. Among other activities, it is planned to "Explore the utility of the CAF model, so that it is tailored to the needs of the Council and if so, will jointly consider its implementation in practice".

In 2019/2020 under the BACID II project, with support of KDZ and ReSPA, the CAF implementation project opportunity in KIPA was presented, however no activities were initiated due to the COVID19 pandemic.

### 6.3.2. OECD/SIGMA recommendations

As identified by SIGMA<sup>36</sup>, there is very limited use of quality management and user-engagement tools and there are no mechanisms in place to ensure the quality of service delivery. Quality management has not been promoted in the administration, and the initiative to introduce the Common Assessment Framework through Kosovo\* Institute for Public Administration training in 2018 did not progress. A lead institution and a general approach to promoting quality management and user engagement systems are lacking

<sup>34</sup> In 2020, the Government of Kosovo\* conducted process optimization of the public administration bodies. With this, the Ministry of Public Administration was merged with the Ministry for Internal Affairs, and the name of the new institution is Ministry for Internal Affairs.

<sup>35</sup> [https://www.gjyqesori-rks.org/wp-content/uploads/lgs/85888\\_Memorandum\\_Mirekuptimit\\_per\\_Forcimin\\_Sistemit\\_te\\_Drejtise\\_ne\\_Kosove\\_Axiom\\_International\\_dhe\\_Agencia\\_LTD\\_dhe\\_Keshilli\\_Gjyq%C3%ABsor\\_Kosoves\\_ANG.pdf](https://www.gjyqesori-rks.org/wp-content/uploads/lgs/85888_Memorandum_Mirekuptimit_per_Forcimin_Sistemit_te_Drejtise_ne_Kosove_Axiom_International_dhe_Agencia_LTD_dhe_Keshilli_Gjyq%C3%ABsor_Kosoves_ANG.pdf)

<sup>36</sup> <https://www.sigmaxweb.org/publications/Monitoring-Report-2021-Kosovo.pdf>, pages: 8, 115, 123, 124

As a Short-term recommendation (1-2 years), OECD/SIGMA recommendation is addressing Service delivery policy documents "1) The Government should develop a comprehensive service delivery strategy – including digital transformation – with clear objectives, a dedicated action plan and a supporting performance monitoring framework. The development and implementation of the service delivery strategy needs to be supported by a clear and stable institutional set-up, clearly assigning a leading responsible actor."

### 6.3.3. Online questionnaire - specific highlights

The online questionnaire was open for fulfilment between 5 February and 1 March 2022. From Kosovo\*, there were four responds out of seventeen with answers provided by the Ministry of Finance, Institute for Public Administration and from the Central Harmonization Unit internal audit/financial management.

- **Effective CAF User label:** 50% from respondents are familiar with the Effective CAF User label, and half of the respondents would like to apply for the label;
- **Highest need in providing support to institutions for implementation of QM (CAF and/or ISO)-** (top rated three):
  1. Raising Awareness (conferences, study tours, exchange, promo materials)
  2. Initial CAF training
  2. Support in defining of concrete strategic measures and activities in the Action Plans and of PAR Strategy

Overall, the need for support is the following, as stated by the online questionnaire respondents:

Support in policy/ strategic approach development	Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy	Support in establishing the QM unit/ capacity development	CAF introduction in the institution - workshops and training	Basic Trainings on CAF	Basic Trainings of ISO
(a)	(b)	(c)	(d)	(e)	(f)
6,33	8,25	7,25	8,00	8,25	7,00
In-depth training on CAF	In-depth training on ISO	Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers	Training for CAF External Feedback Actors	External Evaluation for the Effective CAF User label	Raising Awareness (conferences, study tours, exchange, promo materials)
(g)	(h)	(i)	(j)	(k)	(l)
6,67	5,67	6,67	6,33	7,33	8,33

- **The readiness to share experience with other peers in the country and regionally about CAF or ISO introduction, implementation and lessons learned** - 100.00%
- **Information on the background of not using Quality Management system/models:**
  1. Insufficient interest by the management
  2. Lack of finances
  3. Lack of external technical support to introduce QM & Lack of policy framework in which the use is stimulated

There are plans to start using QM in the coming period of two years	Insufficient interest by the management	Lack of human resources	Lack of finances	Lack of external technical support to introduce QM
(a)	(b)	(c)	(d)	(e)
0,00	50,00	0,00	50,00	50,00
Lack of policy framework in which the use is stimulated	I don't know how CAF or ISO would improve performance of my organization	There is no need for using and QM model	Other	
(f)	(g)	(h)	(i)	
50,00	0,00	0,00	0,00	

- **The major success factors for a successful and systematic Quality Management implementation/maintenance (top rated three):**
  1. Managerial commitment & accountability
  2. Staff motivation
  3. Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan

Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan	Anchoring of QM in the organizational strategy	Delegating tasks of QM (coordination) to an existing position in the institution	Highly skilled QM trainers	QM training provided by responsible training institution(s)	Managerial commitment & accountability	External support for the first cycle(s) of QM introduction, implementation and maintenance	Staff motivation
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
8,75	8,67	6,67	7,33	8,75	10,00	7,33	9,67

- **As for the need about getting more information about CAF principles and how CAF can contribute to the public administration reform:** 100.00% positive answers, out of which exchange of experiences is rated the highest with 75.00%, followed by initial CAF training and 25.00%

### 6.3.4. Compiled findings, needs and recommendations based on the desk review, online-questionnaire and semi structured interviews

#### Findings

- In the PAR strategic documents 2015-2020 in Kosovo\*, the establishment and implementation a quality management framework or measures for implementing TQM tools (ISO of CAF) in public institutions was not envisaged although the link can be established with objective "Setting mechanisms and instruments for measuring public opinion on quality and accessibility of public services";
- In the new PAR strategic documents in Kosovo\*, that are under preparation, the establishment and implementation of a quality management framework is envisaged under the Service delivery pillar;
- Regarding quality management systems, KIPA is the only state administrative body that has introduced the Common Assessment Framework (CAF) in two circles back 2011 and 2013. Having in mind the rapid context changes of the PAR, it can be stated that the current picture is that no institution has recently undergone the CAF.
- The CAF trainers were coached years ago and bearing in mind the fact that CAF has not been spread out, one can assume that the capacities need to be built up from the scratch.
- Three participants were trained by KDZ on External CAF Feedback Experts (PEF training).

#### Needs

- Raising awareness among political stakeholders and management in institutions on Quality Management systems;
- Development of promotional materials, printing of CAF guidelines, organizing QM conferences, and exchange with other regional peers, exchange with EU peers;
- Wrap up/ refreshment of knowledge of the current CAF trainers, and a new circle of CAF train-the-trainers with young civil servants, that will result in straightening of consultant capacity in Kosovo's\* administration for CAF implementation;
- Support CAF introduction/institutionalization (first basic CAF implementation – CAF roll out).

The wish has been expressed in the semi structured interviews that representatives from Kosovo\* institutions participate in the ReSPA programming activities related to QM.

#### Recommendations

- A CAF Strategy for Kosovo\* (2018-2020) - Building blocks for a sustainable dynamic with the Common Assessment Framework in Kosovo\* Public Administration", was drafted, however was not adopted by the Government and its implementation was not initiated. The text of the "CAF Strategy for Kosovo\* (2018-2020) - Building blocks for a sustainable dynamic with the

Common Assessment Framework in Kosovo\* Public Administration” remains valid, with some minor changes. Basically it can be an integral part in the AP for PAR Strategy 2022-2024 or used as a supportive document;

6.4. Montenegro

Ministry of Public Administration (MPA) is responsible for monitoring of the public administration reform and implementing the PAR Strategy. In mid-July 2020, the MPA became part of the EUPAN network, and Montenegro was involved in the activities of the Common Assessment Framework. Montenegro has permanent members in the ReSPA Regional CAF Network, what may have contributed to the overall clear understanding of the quality management approaches, philosophy and the need to be clearly embedded in the strategic PAR documents.

During the drafting process of the new PAR Strategy 2022-2026 and the related Action Plan<sup>37</sup> quality management was integrated in the Service Delivery pillar with clear and tangible objectives, institutions in charge, timeline, budget, baseline and target values:

OPERATIONAL OBJECTIVE 2.1. More efficient service delivery and introduction of quality management of provided services

The focus is on taking measures to improve the efficiency of the public administration in resolving administrative cases and full implementation of the legal obligation of bodies to exchange data from official records, in order to improve the efficiency and economy of the procedure and the possibility for parties to administrative rights to exercise rights and legal interests are less costly.

The priority is to introduce a systematic measurement of public service users’ satisfaction, in order to obtain feedback based on which it would be possible to take measures to improve service delivery and establish a quality management system for institutions and processes. By standardizing the work process in the entire public administration, establishing a catalogue of services and a book of administrative procedures, the development of e-services for key life events for the needs of citizens and the economy will continue, simplifying bureaucratic and lengthy procedures

OPERATIONAL OBJECTIVE 2.1			
More efficient service delivery and introduction of quality management of provided services			
Indicator	Baseline value	Target value by 2024	Target value in 2026
Pilot institutions in which process mapping was performed in order to optimize internal processes and the quality of service provided	0	5	15
Citizen satisfaction with public services (Balkan Barometer)	3,3	3,5	3,7

STRATEGIC OBJECTIVE II

CITIZENS AND BUSINESSES USE HIGH QUALITY SERVICES OF THE PUBLIC ADMINISTRATION

Indicator		Baseline value	Target value by 2024				Target value in 2026
Pilot institutions in which process mapping was performed in order to optimize internal processes and the quality of service provided		0	5				15
Citizens' satisfaction with public services (Balkan Barometer) <sup>38</sup>		3.3	3.5				3.7
% of administrative acts annulled by the Administrative Court		20,33%	20%				18%
Activities		Result indicator	Competent institutions	The beginning	The end	Means	Source of funding
2.1.1	Defining a Roadmap for the introduction of a quality management system for the services provided	Roadmap for Public Administration Reform Council established	MPA	IQ 2022	III Q 2022	€ 27,000	MNE budget
2.1.2	Development of a methodology for the introduction of quality management in the public administration system	Developed and promoted Methodology for the introduction of quality management in the public administration system	MPA	III Q 2022	II Q 2023	€ 10,000	MNE budget
2.1.3	Raising awareness of the quality management system and its importance in public administration	- Exchanged experiences and best practices among public administration employees with the aim of raising the quality of services and customer satisfaction (through training, study visits, round tables, regional initiatives) - Realized promotional activities on social networks and video clips, presentation of good practices at 2 round tables	MPA Chamber of Commerce ReSPA	III Q 2022	IV Q 2024	€ 33,000	MNE budget

38 [https://www.rcc.int/download/docs/Balkan\\_Barometer\\_Public\\_opinion\\_2021v4.pdf/58fbd4eeb4187c20349f83f23b0048b.pdf](https://www.rcc.int/download/docs/Balkan_Barometer_Public_opinion_2021v4.pdf/58fbd4eeb4187c20349f83f23b0048b.pdf), page 88

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2.1.4	Establishment of a Network for Quality Management in Public Administration	<div>- Identified institutions with the highest frequency of providing services to citizens and the economy in Montenegro</div> <div>- Contact persons identified for the establishment of the Quality Management Network in public administration</div> <div>- Reflected at least 3 meetings of the Network</div>	MPA,Public administration bodies	II Q 2023	IV Q 2024	€ 11,000	MNE budget
2.1.5	Mapping the work process in order to optimize the work and introduce a quality management system of services provided in pilot institutions	<div>In at least 4 Pilot Institutions (MPADSC, Sports Administration, Agency for Personal Data Protection and Free Access to Information, Center for Social Work Podgorica, Employment Bureau) an analysis was made to improve the work process and services with specific recommendations for improving internal organization</div> <div>- Implemented reorganization and optimal work processes in accordance with the Analysis</div>	MPA, Sports Administration Agency for Personal Data Protection Center for Social Work Podgorica Institute for Employment	II Q 2022	II Q 2023	€ 270,000	MNE budget

Based on the strategic documents and a proactive role of the MPA, an initiative was launched with the Coordination Board of the Chamber of Commerce of Montenegro, with the Institute for Standardisation, Ministry of Economic Development and Tourism (with the accreditation body), University of Montenegro, municipalities Podgorica, Nikshic and Bar as members of the Board. The objective is to promote quality management and targeting of a more profound increase of the standardization processes in public administration along with process optimization, transparency, citizen-centric services and increased human centred design. As stated during the semi-structured interview with the representative of MPA, this platform has a significant potential to boost the quality management dynamics in Montenegro, stipulating bench learning and benchmarking between the private, public and academic sector. During the first few months of 2022, close cooperation has been established. A common QM conference is planned for autumn 2022. As stated in the strategic documents, ReSPA is identified as a strong and reliable partner and will be approached for support in awareness raising (QM conference) and systemic approach towards QM (development of a strategic document /roadmap).

6.4.1. Quality Management Models/Systems in use

The quality management development in Montenegrin public administration is at the very first stage - rising. Based on the fact that only now the new PAR strategy sets out clear objectives, indicators and institutions in charge for the systemic use of QM it can be stated that the upcoming developments are set on solid grounds. One can expect that Montenegro will show a significant increase in the QM use already in the next Analysis.

So far, it could be identified that the Montenegrin Bureau for Metrology and the Ministry of Capital Investments have ISO standards in place: ISO 17025 and ISO 9001 in the Bureau for Metrology and ISO 9001 in the Ministry of Capital Investments.

The CAF is still not in use - in 2019, ReSPA supported the CAF introduction in the Directorate for good governance and NGO at the (former) Ministry for Public Administration, Digitalisation and NGO Management. Due to the restructuring towards the Ministry of Public Administration, the scale up is only now to be done, in the whole-of-ministry approach.

6.4.2. OECD/SIGMa recommendations

Medium-term recommendations (3-5 years): 7) The Ministry for Public Administration should establish an operational roadmap on how to increase the use of quality-management instruments and tools in public institutions, including awareness raising, promotion, knowledge sharing, recognising good practices and capacity building<sup>39</sup>.

6.4.3. Online questionnaire – specific highlights

The e-survey was open for fulfilment between 5 February and 1 March 2022. From Montenegro there were in total eight responds; from the MPA, Ministry of Capital Investments (ISO in place), Ministry of Finances and Social Care and Bureau of Metrology (ISO in place).

- **Quality Management was implemented** mostly by support of private consultancy and by government or international project`s support, whereas the Ministry of Capital Investments and Bureau of Metrology have had several ISO re-audits (Q8 of the online questionnaire). Therefore, it can be assumed that these institutions might have the potential for knowledge management in the ISO thematic field of the upcoming QM roadmap development. The MPA has introduced CAF once, as a pilot basis in one department (2019) and the Montenegrin Bureau for Metrology as well, supported by ReSPA.

On our own	With support of private consultancy	Through government support	Supported by international projects	Other	Don't know
0,00	50,00	25,00	25,00	0,00	0,00

39 <https://www.sigmaweb.org/publications/Monitoring-Report-2021-Montenegro.pdf>, page 101.

- **Effective CAF User label:** 50% of respondents are familiar with the Effective CAF User (ECU) label
- **Highest need** in providing support to institutions for implementation of QM (CAF and/or ISO)- (top rated three):
  1. CAF introduction in the institution – workshops and training
  2. Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers
  3. Raising awareness (conferences, study tours, exchange, promo materials)

Overall, the respondents prioritised the need as follows:

Support in policy/ strategic approach development	Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy	Support in establishing the QM unit/ capacity development	CAF introduction in the institution - workshops and training	Basic Trainings on CAF	Basic Trainings of ISO
(a)	(b)	(c)	(d)	(e)	(f)
6,88	7,38	6,63	8,75	8,88	7,13
In-depth training on CAF	In-depth training on ISO	Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers	Training for CAF External Feedback Actors	External Evaluation for the Effective CAF User label	Raising Awareness (conferences, study tours, exchange, promo materials)
(g)	(h)	(i)	(j)	(k)	(l)
7,88	6,75	8,38	7,00	6,63	8,00

- **The readiness to share experience with other peers** in the country and regionally about CAF or ISO introduction, implementation and lessons learned: 75 % of respondents expressed the readiness to share experiences with peers in the region and with decision makers in Montenegro.
- In Montenegro, the factors for **not using quality management systems/models** are quite clearly demonstrated: lack of external technical support to introduce QM is the most identified one. On the positive note, all respondents indicated plans to start using the QM in the period of two years.

There are plans to start using QM in the coming period of two years	Insufficient interest by the management	Lack of human resources	Lack of finances	Lack of external technical support to introduce QM
(a)	(b)	(c)	(d)	(e)
100,00	33,33	33,33	0,00	66,67

Lack of policy framework in which the use is stimulated	I don't know how CAF or ISO would improve performance of my organization	There is no need for using and QM model	Other
(f)	(g)	(h)	(i)
33,33	0,00	0,00	0,00

- **Major success factors** for a successful and systematic Quality Management implementation/maintenance (top rated three): Delegating tasks of QM (coordination) to an existing position in the institution, Managerial commitment & accountability and staff motivation, closely followed by other success factors as follows:

Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan	Anchoring of QM in the organizational strategy	Delegating tasks of QM (coordination) to an existing position in the institution	Highly skilled QM trainers	QM training provided by responsible training institution(s)	Managerial commitment & accountability	External support for the first cycle(s) of QM introduction, implementation and maintenance	Staff motivation
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
7,75	7,63	8,25	7,38	7,63	8,13	7,13	8,13

In addition, the respondents indicated that there is a need to work on awareness raising of employees about what ISO and CAF are about and to present to the public what changes are triggered by the use of the QM; introduction of QM in standard operating procedures was a suggestion as well.

- In Montenegro, **more information about CAF principles** and how CAF can contribute to the public administration reform is needed/expected by 100 % of respondents, with the focus on exchange of experiences regarding initial CAF trainings:

Events	CAF leaflets	Initial CAF training	Complete CAF introduction/ implementation	Exchange of experiences
(a)	(b)	(c)	(d)	(e)
25,00	12,50	50,00	12,50	0,00

#### 6.4.4. Compiled findings, needs and recommendations based on the desk review, online-questionnaire and semi structured interviews

##### Findings:

- Montenegro has included the QM in the PAR strategy and in the action plan with clear and measurable objectives and indicators, timeline, lead institutions, pilot institutions for the QM and the allocated budget has been elaborated and adopted.
- A Roadmap for introduction of quality management is needed for a holistic approach to quality management/increase of service delivery in Montenegro, including not only CAF, but also ISO and Balanced Scorecard. One of the important aspects for Montenegro is that ISO 9001 and other ISO series to be equally offered as suitable approaches for the public administration.
- The MPA launched an initiative with the Chamber of Commerce of Montenegro and University of Montenegro. This coordination platform, or Coordination Board for Quality Management in PA will proactively work on awareness raising, capacity building and monitoring/evaluation/learning aspects of the QM development in Montenegro.
- CAF/ISO has only been sporadically used to far in Montenegro. In the context of the new PAR Strategy, it is to be expected that Montenegro will take up the new strategic framework in the field of QM to the maximum extend, targeting at a systemic and well-coordinated approach in the country, regionally and internationally.
- As stated during the semi-structured interview with the MPA representative, ReSPA is seen as one of the most reliable partners for the development of a comprehensive Quality Management Roadmap, including not only the CAF, but also ISO, citizen charters and client satisfaction management as a whole-of-QM approach.
- Alongside with the QM method, the customers need with regards to public services in life events and customer journey mappings represent a starting point for the development and introduction of the Methodology for optimisation and standardization of processes in the public administration in Montenegro
- In mid-July 2020, the MPA became part of the EUPAN network, and Montenegro was involved in the activities of the Common Assessment Framework (CAF).

##### Needs:

- The MPA will address a support request towards ReSPA, also in terms of co-organising a QM event in September 2022, as a kick-off event for the QM dynamics in Montenegro, showing a maximum of the commitment from the side of the Government and in cooperation with the business and academic sector.
- Support in developing the Roadmap, QM Methodology and Network Establishment.
- Support is needed in introducing the CAF in the Ministry and the first institutions for the CAF roll-out and the capacity development to follow.
- Appropriate CAF and ISO trainings are needed also in terms of building bridges towards a holistic approach in QM, also on the side of the Ministry, but also integrating CAF/ISO trainings in the Human Resource Department of the Ministry, as mentioned in the indicators in the Action plan.

##### Recommendation:

- Following the already established dynamics as set in the PAR Strategy and taking up the needs as mentioned above

#### 6.5. North Macedonia

The North Macedonian Public Administration Reform Strategy and related Action Plan 2018 -2022<sup>40</sup> defines measures and activities that will contribute in achieving the relevant specific objective; leading authorities responsible for implementing the activities and other bodies that will be involved in the implementation process; the initial and final quarter in the relevant year, a time frame for activities implementation; an assessment of the necessary assets and the source of funding; and performance measurement indicators that are defined in view of the general objective, specific objectives and measures.

For the **Service delivery and ICT Support to Administration**, the general strategic objective says: provided services in a fast, simple and easy accessible manner, with the specific objective: **4.2 Increased quality and access to services**<sup>41</sup>, the following four measures are envisaged:

- M 4.2.1. Improved access to institutions for all citizens
- M 4.2.2. Quality system improvement<sup>42</sup> with five activities:
  - A 4.2.2.1. Perform an analysis to measure the effects and impacts from Introduction of Quality management standards
  - A 4.2.2.2. Adopt<sup>43</sup> a National framework for quality management in institutions
  - A 4.2.2.3. Implementation of the National quality management framework in institutions
  - A 4.2.2.4. Development of a training program for quality management standards and models
  - A 4.2.2.5. Conducting trainings for public sector employees on quality management standards and models
- M 4.2.3. Standardization of data in public registries and unification in service provision
- M 4.2.4. Simplification of the services
- M 4.2.5. Establishing “Single point of services” centers
- M 4.2.6. Informing the public and administration regarding services
- M 4.2.7. Measuring the users’ satisfaction<sup>44</sup> with four activities:
  - A 4.2.7.1. Revision of the existing and development of new instruments for measuring the users’ satisfaction (including guidelines for their application)

40 [https://www.mioa.gov.mk/sites/default/files/pbl\\_files/documents/strategies/ap\\_for\\_pars\\_2018-2022\\_april2018\\_eng.pdf](https://www.mioa.gov.mk/sites/default/files/pbl_files/documents/strategies/ap_for_pars_2018-2022_april2018_eng.pdf)

41 Indicator: % of services for which the re-engineering process has been completed, including services that don't need to be re-engineered according to the evaluation or self-evaluation

42 % of institutions using Quality Management Standards and regularly upgrade them, including internal regulation upgrade by virtue of findings from reports on the application of Quality Management Standards

43 The Government of the Republic of North Macedonia at the Eighty-first session held on 24.07.2018 adopted the National Plan for quality management in the public sector for the period 2018-2020

44 % of institutions that perform regular measurement of customer satisfaction, according to the postulated dynamics

- A 4.2.7.2. Permanent application of the instruments for measuring the users' satisfaction
- A 4.2.7.3. Development of a training program for implementation of instruments for measuring the users' satisfaction
- A 4.2.7.4. Delivering trainings for public sector employees for implementation of the instruments for measuring the users' satisfaction

In 2021, M 4.2.7. Measuring the users' satisfaction, the Methodology for evaluation of the quality index of the institutions<sup>45</sup> has been adopted<sup>46</sup> by the Government. MISA has conducted piloting<sup>47</sup> of the Methodology in ten state institutions in the following areas: (i) Strategic planning, (ii) Human resource management, (iii) Provision of services, (iv) Transparency, and (v) Quality management. All ten institutions were rank according to the quality index, and following general recommendations were made<sup>48</sup>:

- Institutions that have shown good results in work, this level of quality is necessary to maintain and improve;
- Institutions that have shown poor results need to be improved in areas where there is a need for it;
- To strengthen the administrative capacities, as a key precondition for the quality of the work of the institutions and for the delivery of the services;
- To continue the trend of transparent and inclusive work and
- To increase the degree of digitization in the delivery of services

In 2022, MISA is conducting the second assessment of the quality index of the institution.

**The National Plan for quality management in the public sector for the period 2018-2020:** adopted by the Government of the Republic of North Macedonia at the eighty-first session held on 24.07.2018. (more information on the National Plan to be found in the chapter *CAF in North Macedonia*: [kvalitet.mioa.gov.mk](http://kvalitet.mioa.gov.mk))

**The evaluation of the Public Administration Reform (PAR) Strategy 2018 – 2021 and its Action plan** of the Republic of North Macedonia will be made in 2022 with ReSPA support<sup>49</sup>. The aim of the evaluation is to provide a combined mid-term and ex-post review of the level of implementation of PAR Strategy 2018 – 2022. The proposed evaluation will serve as a basis for the forthcoming revision of the current Strategy, and, at the same time, it will make decision makers aware of the actual progress in achieving the set PAR objectives, including an assessment supported by data relating to the set indicators. The evaluation will be focused on the assessment of the level of implementation in terms of relevance, effectiveness, efficiency, impact, and sustainability, and how these could be improved. The ultimate objective is hence to contribute to the improvement of the PAR strategic and operational framework in North Macedonia with well-targeted findings and recommendations.

<sup>45</sup> <http://kvalitet.mioa.gov.mk/wp-content/uploads/2021/02/metodologi%D1%98a-za-oczenka-na-indeks-na-kvalitet-na-institucziite.pdf>

<sup>46</sup> <http://kvalitet.mioa.gov.mk/usvoena-novata-metodologi%D1%98ata-za-oczenka-na-indeks-na-kvalitet-na-institucziite/>

<sup>47</sup> Report will be published in June 2022

<sup>48</sup> The Methodology for Quality Index measurement consists of two parts, one part is the questionnaires that are delivered to the institutions in the mentioned five areas. The second part is field research, which consists of surveys and a mystery client. The results of both parts of Methodology at the end are sublimated and a list of institutions with efficiency results is obtained.

<sup>49</sup> <https://www.respaweb.eu/download/doc/Terms%20of%20Reference.pdf/799d855e91899554ca18d556305de79d.pdf>

### 6.5.1. QM systems/models used in North Macedonia

The following QM systems/models and QM tools are used in North Macedonia:

- Common Assessment Framework (CAF).
- ISO 9001
- ISO 14641
- ISO 27001
- Quality index of the institutions
- Customer Satisfaction Survey
- Employee Satisfaction Survey
- Secret client

The coordinated and strategic implementation of the CAF model in the institutions in North Macedonia started back in 2011. Although there are several institutions, such as the State Statistical Office, that have been using the CAF model since 2006, a coordinated and organized efforts to implement the model in public institutions in the Republic of North Macedonia started in 2011. The Ministry for Information Society and Administration (MISA) initiated the need to improve the delivery of public services through the introduction of quality management models. Hence, the MISA implemented pilot project for CAF implementation with technical assistance from EIPAs CAF resource center and MISA became the CAF Contact Point. Fifteen MISA employees have passed CAF training of trainers (ToT). In December 2012, MISA has organized the organized first conference on the Common Assessment Framework (CAF) with the aim of raising the awareness of the public institutions about the benefits of quality management models. In 2013, the first wave of CAF implementation in four ministries and the city of Skopje was conducted. In August 2013, MISA was awarded with the label "CAF efficient user".

The Law on Establishment of Quality Management System and Common Assessment Framework and service provision of the civil service<sup>50</sup> (Official Gazette of Republic of Macedonia no 69/13) was adopted in 2013. The purpose of the Law is to establish standards of quality management system and Common Assessment Framework in North Macedonia and thus to improve the quality of State services. This Law covers State and local governments as well as all other institutions established by the Constitution or by a law. The Law prescribes the starting date for initiating compulsory introduction of at least the basic standard ISO 9001 in State authorities and other authorities established by the Constitution (from 1 January 2014). It also prescribes the deadline for compulsory start of introduction of (at least) the basic standard ISO 9001 in ministries (by 1 January 2014). The same law provides basis for introduction and establishment of the Common Assessment Framework (CAF) to be implemented through involvement of employees and self-assessment conducted in accordance with the guidelines prepared by the Ministry of Information Society and Administration which are published online. Conducting self-assessment in determining work processes, as required for introduction and establishment of the QMS and CAF, contributes to identifying vulnerability and exposes corruption risks stemming from organizational and managerial flaws. Coordinative body formed by

<sup>50</sup> <http://kvalitet.mioa.gov.mk/wp-content/uploads/2019/10/zakon-za-voveduvanje-na-sistem-za-upravuvanje-i-zaedn.pdf>

the Government monitors and annually reports the progress of the introduction and establishment of the standards for QMS and CAF in compliance with the Law.

The wider implementation of the CAF model in public institutions in North Macedonia began in 2014. The following activities have been undertaken in this period:

- Increasing the number of certified facilitators / trainers for the CAF model at central and local level.
- Support to the institutions in the implementation of the CAF model.
- Training for external evaluators for the implementation of the CAF model. This was the first step towards establishing a National External Evaluation Procedure for the implementation of the CAF model. This procedure is currently being prepared.

As of September 2014, four units of local self-government, five ministries and the State Statistical Office (SSO) completed the process of introduction of CAF whereby the standards have been established and implemented. State Commission of Prevention of Corruptions (SCPC), one ministry and one unit of local self-government initiated the process of implementation of CAF. Forty-two institutions were ISO 9001:2008 certified, two institutions were ISO 17025 certified, the State Audit Office was INTOSAI certified, nine institutions were in the process of completion of the last stage of ISO certification, and forty-three started the process of ISO certification.

As of December 2016, 29 central level institutions and local level institutions completed the process of introduction of CAF by having the standards established and implemented, and nine central level institutions and local level institutions were in the process of introduction of CAF. Out of 110 institutions, 35 institutions initiated activities to start the process of ISO certification, 5 institutions were in the process of completion of the last stage in ISO certification and 51 institutions were ISO certified.

As of 2017 the level of implementation of ISO 9001 in the 110 public institutions was as follows: 51 institutions were certified, five institutions were in the last phase of certification process, 35 institutions started the procedure; and regarding the CAF, as of 2017 it has been introduced in 29 institutions (17 institutions at central level and 12 institutions at local level). Third National conference on QM was organized in December 2013.

In January 2018, with ReSPA support, the [National Plan for quality management in the public sector for the period 2018-2020](#) was prepared. The National Plan is a strategic quality management document and is in line with the Public Administration Reform Strategy<sup>51</sup> and its Action Plan<sup>52</sup>. It was adopted by the Government of the Republic of North Macedonia at the eighty-first session held on 24.07.2018. The structure of the National Plan for quality management in the public sector for the period 2018-2020 is built around the main building blocks: assuring top level political commitment, awareness raising on total quality management, building the capacity of public sector organizations in applying quality management models and tools, involvement of different stakeholders in introducing and promoting total quality management in the public administration, strengthening the capacities of MISA in introducing and promoting quality management tools in the public administration, ensuring continuity and sustainability of the quality management process in the Republic of North Macedonia.

In 2020, as a part of the National Plan for quality management<sup>53</sup>, a quality management portal was created - <http://kvalitet.mioa.gov.mk/>. The web page is in three languages: Macedonian, Albanian

51 [https://www.mioa.gov.mk/sites/default/files/pbl\\_files/documents/strategies/par\\_strategy\\_2018-2022\\_final\\_en.pdf](https://www.mioa.gov.mk/sites/default/files/pbl_files/documents/strategies/par_strategy_2018-2022_final_en.pdf)

52 [https://www.mioa.gov.mk/sites/default/files/pbl\\_files/documents/strategies/ap\\_for\\_pars\\_2018-2022\\_april2018\\_eng.pdf](https://www.mioa.gov.mk/sites/default/files/pbl_files/documents/strategies/ap_for_pars_2018-2022_april2018_eng.pdf)

53 The National Plan for quality management in the public sector for the period 2018-2020 is implemented around 85%.

and English. This portal provides support to institutions in the field of quality management and one can find all relevant documents, information and news related to quality management, incl. the CAF 2020 model. At the same time, a quality management network in the public sector has been established, coordinated by MISA. The Quality Management Network was formally established in 2020 and was established by the representatives of the institutions in this area. The members of the network exchange information, ideas, good practices and experiences in this field in order to improve the models and techniques for quality management. The portal contains information and material that has been developed in the last 10 years regarding CAF model, ISO 9001, but also for measuring the users' satisfaction.

In 2020, MISA commenced the implementation of: ISO 9001: 2015, ISO 27001:2015 and ISO 14641:2018. Certification process will be conducted by the end of 2022. In September 2021, the [Law on Establishment of Quality Management System and Common Assessment Framework and service provision of the civil service](#) was amended (Official Gazette of the Republic of North Macedonia no 215/21). By introducing the amendments, the requirements for organizing the Procedure for external verification of CAF at national level are fully set. With PEF amendment MISA can certify public institution that implemented CAF model with the Effective CAF label.

The Contact Point and CAF Resource Centre is MISA. As of April 2022, CAF has been introduced in 44 institutions (31 institutions at central level and 13 institutions at local level). In North Macedonia, there are 47 CAF trainers, and 19 External CAF Feedback Experts. (see Annex 5 – CAF Trainers and EFACs North Macedonia)

ReSPA has been continuously supporting Quality Management activities since 2011, as described above. In 2022 ReSPA is providing support the implementation of CAF in MISA and will extend the support of the CAF roll-out in the Ministry of Agriculture, Forestry and Water Economy, and in the Secretariat for Legislation. In 2022, MISA addressed ReSPA with an application for supporting the National Policy for Quality Management.

As for the ISO part, MISA conducted an assessment regarding the overview of ISO users in North Macedonia. There are 75 institutions certified for ISO 9001, and data are published on the QM website: <http://kvalitet.mioa.gov.mk/iso-9001-korisnici/>. In 2020, MISA commenced the implementation of: ISO 9001: 2015, ISO 27001:2015 and ISO 14641:2018. The certification process will be conducted by the end of 2022.

## 6.5.2. OECD/SIGMA recommendations

As identified by OECD/SIGMA in the monitoring report 2021<sup>54</sup>, the Law on Introduction of a System of Quality Management and the Common Framework for Assessment was adopted in May 2013 and obliges the institutions to introduce international quality management standards (ISO 9001 and the Common Assessment Framework [CAF]). However, despite the new National Quality Management Plan in the public sector for 2018-2020, prepared by the MISA, the implementation of total quality management (TQM) techniques by the public institutions has declined in the last years.

As short-term recommendations (1-2 years), for QM framework the following is recommended: MISA should reanimate its role as a leader in promoting quality management practices, prepare a new National Quality Management Plan in the public sector and conduct annual studies based on the Methodology for Assessing the Quality of Institutions.

54 <https://www.sigmaweb.org/publications/Monitoring-Report-2021-Republic-of-North-Macedonia.pdf>, pages 104, 111.

### 6.5.3. Online questionnaire - specific highlights

The e-survey was open for fulfilment between 5 February and 1 March 2022. From North Macedonia, there were 27 responds out of 28. Highlights in terms of QM situation and highest needs for support for North Macedonia are the following ones:

- **Quality Management system/model in use:** i) ISO, ii) CAF
- **Quality Management was implemented mostly** with support of private consultancy, supported by international projects and through government support

On our own	With support of private consultancy	Through government support	Supported by international projects	Other	Don't know
4,17	62,50	12,50	16,67	0,00	4,17

- **Effective CAF User label:** 74,07 % from respondents are familiar with the Effective CAF User label and 65,00% of the respondents would like to apply for the label;
- **Highest need in providing support to institutions for implementation of QM (CAF and/or ISO)** - (top rated three):
  1. Raising Awareness (conferences, study tours, exchange, promo materials)
  2. Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers
  3. Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy

Support in policy/ strategic approach development	Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy	Support in establishing the QM unit/ capacity development	CAF introduction in the institution - workshops and training	Basic Trainings on CAF	Basic Trainings of ISO
7,58	7,96	7,27	7,85	6,93	6,63
In-depth training on CAF	In-depth training on ISO	Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers	Training for CAF External Feedback Actors	External Evaluation for the Effective CAF User label	Raising Awareness (conferences, study tours, exchange, promo materials)
(g)	(h)	(i)	(j)	(k)	(l)
7,54	7,67	8,30	7,41	7,54	8,56

- **The readiness to share experience with other peers in the country and regionally about CAF or ISO introduction, implementation and lessons learned** is 74,07 %
- **Information on the background of not using Quality Management system/models:**

1. Lack of human resources
2. Lack of external technical support to introduce QM
3. Lack of policy framework in which the use is stimulated

There are plans to start using QM in the coming period of two years	Insufficient interest by the management	Lack of human resources	Lack of finances	Lack of external technical support to introduce QM
(a)	(b)	(c)	(d)	(e)
0,00	0,00	33,33	0,00	33,33
Lack of policy framework in which the use is stimulated	I don't know how CAF or ISO would improve performance of my organization	There is no need for using and QM model	Other	
(f)	(g)	(h)	(i)	
33,33	0,00	33,33	33,33	

- **Major success factors for a successful and systematic Quality Management implementation/maintenance (top rated three):**
  1. Staff motivation
  2. Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan
  3. *Delegating tasks of QM (coordination) to an existing position in the institution and Managerial commitment & accountability*

Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan	Anchoring of QM in the organizational strategy	Delegating tasks of QM (coordination) to an existing position in the institution	Highly skilled QM trainers	QM training provided by responsible training institution(s)	Managerial commitment & accountability	External support for the first cycle(s) of QM introduction, implementation and maintenance	Staff motivation
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
8,69	7,85	8,58	8,54	8,35	8,58	7,62	8,81

- **More information about CAF principles and how CAF can contribute to the public administration reform:** 77.78% positive answers, out of which:

- Exchange of experiences
- Complete CAF introduction/implementation
- Events and Initial CAF training

#### 6.5.4. Compiled findings, needs and recommendations based on the desk review, online-questionnaire and semi structured interviews

##### Findings

- The quality management framework and measures for implementing TQM models/standards (ISO of CAF) in public institutions is envisaged and well anchored in North Macedonia's PAR strategic documents. In comparison to the period 2015-2018, there is a trend in reduction in the number of institutions that are implementing Quality Management tools, including CAF.
- In North Macedonia there are 47 CAF trainers and 19 External CAF Feedback Experts

##### Needs:

- Raising awareness (also among political stakeholders) and promotion: development of promotional materials, printing of CAF guidelines, organizing QM conferences and exchange with other regional peers, exchange with EU peers;
- Preparation of a new National Quality Management Plan in the public sector that will result in increasing the use of quality management instruments and tools in public institutions;
- Promotion of the institutions using quality management tools and techniques (e.g. European Foundation for Quality Management, Common Assessment Framework and other international standards);
- Trainings: i)wrap up/ refreshment of knowledge of the current CAF trainers, ii) new circle of CAF train-the-trainers with young civil servants, and iii)coaching them during CAF piloting; that will result in straightening of internal capacity in North Macedonian's administration for CAF implementation;
- New cycle of External CAF Feedback Experts;
- Basic and in-depth training on ISO standards for North Macedonia's administration;

##### Recommendations:

- Wrap up/ refreshment of CAF knowledge of members of the regional CAF Network members;
- There is a need for establishment of a fund that will support ISO certification process for public institutions;

## 6.6. Serbia

Compared to the ReSPA Baseline Study 2017 it can be concluded that Serbia made the most visible breakthrough in terms of not only systematically embedding QM in the PAR strategic documents, but also in immediate and explicit follow-up actions, accordingly.

In accordance with the (new) PAR Strategy 2021-2030<sup>55</sup> and based on the Action Plan (Service Delivery), the Ministry of Local Administration and Self-Government (MPALSG) is the institution in co-ordinating the QM introduction, upscaling, awareness raising, data collection (details see below). As for the development of QM training the National Academy for Public Administration (NAPA) is in the lead (more details about the strategic objectives below).

The MPALSG finalised the CAF introduction in autumn 2021, supported by the project Support to Public Administration Reform under the PAR Sector Reform Contract<sup>56</sup> - implemented by GOPA (EU-4PAR). As defined by the PAR Strategy in part of promotion and scaling up of the QM dynamics, concrete steps were taken immediately after in raising awareness: development of a communication & visibility plan, creation of a dedicated CAF (sub)website on the website of the MPALSG with FAQs, testimonials, videos, translated CAF 2020 Guidelines, info-brochures etc. The EU4PAR project supported the development of the online questionnaire as well and is currently supporting the development of a comprehensive CAF tutorial. In late 2021, a CAF Info Day was organised as an online event, inviting interested institutions to learn more about quality management, ISO and in particular - the CAF. The MPALSG CAF self-assessment members shared their CAF experience with colleagues from the public sector, and in addition - the MPALSG sent an invitation letter to state level institutions, inviting them to reach out to MPALSG in case more information about the CAF implementation is needed. These awareness-raising actions resulted so far in additional three institutions who expressed the interest to implement CAF in 2022 (see chapter QM systems/models below). It can be assumed that the MPALSG with at least two institutions will apply for the PEF label in late 2022/early 2023.

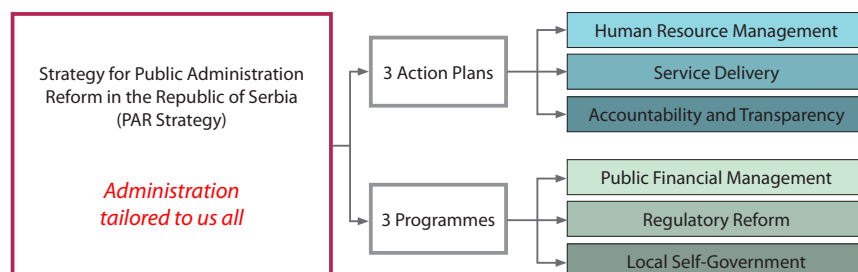
"Training is the trigger of the change" – a distinctive statement made during the semi-structured interview with the NAPA representative, addressing the need to develop comprehensive QM training offers in Serbia. As defined in the Serbian PAR Strategy, NAPA is in charge for the implementation of the QM (ISO, CAF, EFQM and other) trainings, so that the self-paced training in QM is rated high on the priority scale. Some years ago, ReSPA has provided support to the initial development of NAPA's LMS system. One possible topic to be taken up in the self-paced training is the illustration and demonstration of the use of different QM approaches/tools in the region and EU, based on the best-practices and lessons learned, taking into account possible findings of the most appropriate quality management models/systems/tools for the central, subnational and local levels. Additionally, the NAPA representatives would welcome an analysis of QM systems/models and tools used by similar institutions in EU - aiming at bench learning at adjustments of the QM training offer in NAPA. As being interested and perceptive about the quality management approaches, NAPA would appreciate a (comparative) study /assessment about the most affordable and most sustainable QM model/system - or combination of different approaches. A study about how to best connect the Human Resource Management with Quality Management was proposed to be considered as a study to be supported by ReSPA, where NAPA and MPALSG could be in lead, based on the PAR Strategy and Action plan.

<sup>55</sup> <http://mduls.gov.rs/wp-content/uploads/PAR-Strategy-in-the-Republic-of-Serbia-for-the-period-2021%E2%88%922030.pdf>

<sup>56</sup> The two EU-funded projects supporting public administration reform in Serbia, the Support to Public Administration Reform and the PAR Visibility & Communication Project, which started in 2018, have been extended for another 36 and 24 months respectively.

In addition, citizen's charters and implementation, incl. trainings are to be considered for the citizen-centric development in the quality management approach. The link between CAF and Financial Management Control is to be considered as a possible bridge between the financial and organizational excellence, as those two tools are methodologically quite similar and can feed into each-other's evidence.

As for the strategic embedding of the QM in the PAR documents, the PAR Strategy sets out the following indicators and targets when it comes to the CAF:



**Measure 5.3 - Improved service quality control and assurance system:** efficient management of service delivery also requires effective quality control to be performed by inspections that have not yet been established. The measure implies the construction of a system for monitoring and quality control of delivered services, which requires the standardisation of service delivery, as well as monitoring the satisfaction of end users with the services delivered.

Result indicator	BV	TV
Number of bodies that have implemented CAF as a quality management tool	(2020): 0	(2021): 2 (2022): 4 (2023): 6 (2024): 8 (2025): 10 (2027): 14 (2030): 20

This measure has been translated as follows in the Indicator 7:

Indicator title	Number of SABS which have already implemented the CAF or any other quality management tool in the course of one calendar year, on the basis of the corresponding legal framework									
Corresponding overall objective, specific objective or measure	Measure 5.3: Improved system of service quality control and quality assurance									
Indicator type and level	Quantitative					Outcome indicator				
Unit of measurement and nature	Number					Higher value is desirable				
Source of data/information for monitoring the performance indicator	The Ministry of Public Administration and Local Self-Government collects data internally.									
Managing authority responsible for collecting data	Ministry of Public Administration and Local Self-Government, Department for Strategic Planning									
Data collection frequency	Data is collected continuously and throughout the year. An overview is made on a quarterly basis.									
Short description of the indicator and the calculation methodology applied (formula/equation)	This indicator measures the number of state administration bodies which have applied the CAF or another service quality management system tool. A tool is deemed to have been applied when the respective body has aligned its internal processes with CAF standards, in accordance with the legal framework prescribed by the Government.									
Information about the baseline value and the year when the baseline value was measured, and past trends	Past trends					Baseline value				
	2016		2017			2018		2019-2020		
	0		0			0		0		
Information about target values	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030
	2	4	6	8	10	12	14	16	18	20
Performance assessment	No deviation.									

Further actions and detailed planning for Service Delivery/Quality management are defined in the related Action Plan, measure 5.2, 13 and measure 5.3.<sup>57</sup>, as follows:

Name of activity:	Implementation period	Institution responsible for the implementation	Implementing partners	Source of funding	Programme budget reference (Programme - Programme Activity/Project (abbr. PR-PA/PJ))	Total estimated funds in 000 (thousands of) RSD				
						2021	2022	2023	2024	2025

#### Action Plan, Measure Service Provision, 5.2:

13. Developing and implementing training programme Public Administration Quality Management – the Balanced Score Cards (BSC), the Common Assessment Framework (CAF), collaborative review in the public sector, etc.	Q1 2024-Q4 2025	NAPA		RS Budget	0615/0001					
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#### Action Plan, Measure Service Provision, 5.3:

4. Designing promotional material about the CAF in the Serbian language (videos, brochures...)	Q2 2021-Q4 2025	MPALSG	PPS	Costs for this activity for 2021-2023 are calculated within the activity 3.1.3.6 Donor support **2024-2025 (\$12.60 RSD)					256.30	256.30
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<sup>57</sup> <http://mduls.gov.rs/wp-content/uploads/Action-plan-2021-2025-for-the-implementation-of-the-PAR-Strategy-in-Republic-of-Serbia.pdf>, page 29 and 30.

5. Preparing an analysis of the existing system of service quality monitoring, control and management, to include a comparative analysis of the best practices internationally	Q2 2021-Q4 2022	MPALSG	PPS, ITE	Donor support*		1,200.00			
6. Implementing the CAF in 10 SAs and/or other public administration institutions	Q2 2021-Q4 2023	MPALSG	NAPA, SAs	EU IPA PAR complementary support (extension)		11,374.50	11,314.50	5,950.50	
7. Designing a methodology for measuring the results/performance of public service providers	Q1 2022-Q4 2022	MPALSG	PPS, ITE	RS Budget*	0613/0005	9,480.00			
8. Assessing the needs for improving the physical accessibility of services to members of vulnerable or marginalised groups or minority communities by increasing the physical accessibility and territorial availability of services	Q1 2022-Q4 2022	MPALSG	ITE	RS Budget*	0613/0005	1,760.00			
9. Designing a methodology for measuring the satisfaction of end users with the public service delivery (both the electronic service delivery and the traditional way of service delivery)	Q1 2022-Q4 2022	MPALSG	ITE, PPS	RS Budget*	0613/0005	6,960.00			
10. Increasing the number of staff (in non-managerial positions) in the MPALSG's Department for Strategic Planning who are to work on the CAF implementation	Q3 2021-Q4 2025	MPALSG	SAs	RS Budget*	0613/0005	7,521.00	7,521.00	7,521.00	7,521.00
11. Measuring/conducting research on end users' satisfaction with the service delivery, to include indicators calculation formula	Q1 2023-Q4 2023	MPALSG	PPS, ITE	RS Budget*	0613/0005	2,400.00			
12. Drafting recommendations and creating the legal framework for the establishment of an independent body or agency for external monitoring, control and management of service quality	Q1 2023-Q4 2023	MPALSG	PPS	RS Budget*	0613/0005	6,300.00			
13. Establishing an independent body or agency for external monitoring, control and management of service quality	Q1 2025-Q4 2025	Government of the Republic of Serbia	MPALSG, PPS	RS Budget*					95,647.45

There is a clear link in the PAR Strategy to ICT, measure 4.4.:

#### Measure 4.4: Establishment of the standardisation process and the quality system in the area of professional development in public administration, with full application of ICT

The measure is aimed at establishing organisational and technical capacities for standardisation and digitisation of processes to support the quality management system in professional development in public administration and the quality management centre of the NAPA and of the MPALSG organisational unit for guiding the development and monitoring the standardisation of professional development and the establishment of the quality system in the area of professional development in public administration.

Result indicator	BV	TV
Degree of digitised and standardised business processes in the area of professional development	(2020): 1 (scale 0-6)	(2021): 1 (2022): 1 (2023): 1 (2024): 3 (2025): 4 (2027): 5 (2030): 6

### 6.6.1. Quality Management models/systems in use

In 2021, Ministry of Local Administration and Local Self-Government (MPALSG) implemented the CAF as the first institution in Serbia, followed by the Office for Management of Public Investments and Office for Peaceful Labor Dispute Settlement in early 2022. The Office for Combatting Drugs expressed interest for the CAF implementation and will start with the introduction in autumn 2022.

Only two institutions using ISO systems in Serbia could be identified:

The Intellectual Property Office and the Institute for Standardisation.

The Statistics Office applies the European Statistics Code of Practice (CoP).

The QM system of the Ministry of Economy, as stated in the OECD/SIGMA monitoring 2021, could not be verified per desk review.

### 6.6.2. OECD/SIGMA recommendations

The OECD/SIGMA Monitoring report 2021<sup>58</sup> indicates a lack of strategic approach in the efficient use of quality management systems/models/tools and issues the following medium-term recommendations (3-5 years):

The co-ordinating body should establish a policy framework on quality management complemented by an operational roadmap on how to increase the use of quality management instruments and tools in public institutions, including awareness-raising, promotion, knowledge sharing, recognising good practices and capacity building.

### 6.6.3. Online questionnaire - specific highlights

The e-survey was open for fulfilment between 5 February and 1 March 2022. From Serbia, there were 14 responds, with in total 12 different central public institutions presenting their views and needs. Highlights in terms of QM situation and highest needs for support in the area of QM are the following ones:

- **Quality Management system/model in use:** ISO and CAF.
- **Quality Management was implemented mostly** supported by international projects:

On our own	With support of private consultancy	Through government support	Supported by international projects	Other	Don't know
0,00	0,00	0,00	100,00	0,00	0,00

- **Effective CAF User label:** 57,14 % from respondents are familiar with the Effective CAF User label and all of them would like to apply for the label;

58 <https://www.sigmaweb.org/publications/Monitoring-Report-2021-Serbia.pdf>, page 117.

- **Highest need in providing support to institutions for implementation of QM (CAF and/or ISO) - (top rated three):**

1. Raising awareness (conferences, study tours, exchange, promo materials) & Basic Trainings of ISO & Basic Trainings on CAF
2. CAF introduction in the institution- workshops and training
3. Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy

Support in policy/ strategic approach development	Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy	Support in establishing the QM unit/ capacity development	CAF introduction in the institution - workshops and training	Basic Trainings on CAF	Basic Trainings of ISO
7,00	7,67	7,00	7,75	7,83	7,83
In-depth training on CAF	In-depth training on ISO	Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers	Training for CAF External Feedback Actors	External Evaluation for the Effective CAF User label	Raising Awareness (conferences, study tours, exchange, promo materials)
(g)	(h)	(i)	(j)	(k)	(l)
7,08	7,33	6,17	5,75	6,92	7,83

- **The readiness to share experience with other peers in the country and regionally about CAF or ISO introduction, implementation and lessons learned** is 85,71 %
- **Information on the background of not using Quality Management system/models:**
  4. Lack of human resources
  5. Lack of external technical support to introduce QM
  6. Lack of policy framework in which the use is stimulated

There are plans to start using QM in the coming period of two years	Insufficient interest by the management	Lack of human resources	Lack of finances	Lack of external technical support to introduce QM
(a)	(b)	(c)	(d)	(e)
33,33	33,33	44,44	11,11	33,33
Lack of policy framework in which the use is stimulated	I don't know how CAF or ISO would improve performance of my organization	There is no need for using and QM model	Other	
(f)	(g)	(h)	(i)	
11,11	0,00	22,22	22,22	

- **Major success factors for a successful and systematic Quality Management implementation/maintenance (top rated three):**

4. Staff motivation
5. Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan
6. *Delegating tasks of QM (coordination) to an existing position in the institution and Managerial commitment & accountability*

Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan	Anchoring of QM in the organizational strategy	Delegating tasks of QM (coordination) to an existing position in the institution	Highly skilled QM trainers	QM training provided by responsible training institution(s)	Managerial commitment & accountability	External support for the first cycle(s) of QM introduction, implementation and maintenance	Staff motivation
(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
8,50	8,67	8,08	7,33	7,33	9,00	8,17	8,33

- **More information about CAF principles and how CAF can contribute to the public administration reform:** 85,71% positive answers, out of which:

- Initial CAF training
- Complete CAF introduction/implementation
- Events and Exchange of experiences

#### 6.6.4. Compiled findings, needs and recommendations based on the desk review, online-questionnaire and semi structured interviews

##### Findings:

- QM clearly embedded in the new PAR Strategy and the Action plan for the first time.
- In 2021, MDULS implemented the CAF as the first institution in Serbia and is actively working on the CAF roll out, following the mandate and objectives from the PAR Strategy and Action Plan.
- By the end of 2022, Serbia will have four institutions using CAF, probably applying for the PEF.
- The Governing Board of ReSPA has been identified as a platform for scaling up the CAF and assuring managerial commitment and accountability.

**Needs:**

- Promotion and awareness raising, including a QM Conference in Serbia; sharing best practices, CAF open days
- Peer exchange with EU and regional peers, including more frequent trainings and organizing QM Seasonal Schools at and with the EIPA CAF Resource Center
- Train the trainers in CAF
- Roadmap developed including all building blocks to be developed in 2023, adopted by the Government in 2024 and ready to go in 2025, along with a QM policy statement. Capacity development as one of the most important building blocks aiming at ensuring QM sustainability.
- PEF implementation
- EFACs training
- Assessment of the link between CAF and Financial Management Control
- As institution in charge for the QM trainings NAPA identified several needs for the training offers and assessments of EU practices

**Recommendations:**

- Following the already established dynamics as set in the PAR Strategy and taking up the needs as mentioned above
- Establish an inter-institutional QM working group on country level, aiming at exchanging CAF practices, benefits and lessons learned
- NAPA to develop QM self-paced trainings, targeting at sustainability and knowledge transfer

## 7

**ReSPA RQMC: role & major developments**

Before diving in into the current and possible future trends and activities of the ReSPA RQMC, a short retrospective on the main building blocks of the RQMC shall be illustrated, as identified in the 2018 [Feasibility Study on Establishment of Regional Centre for Quality Management](#) (Thijs/Puzic):



As observed during the development of this Analysis, ReSPA has followed the recommendations from the Feasibility Study to a large scale. The overall work and accomplishments of ReSPA in the domain of QM have resulted in the recognition of WB administrations and their decision that ReSPA continues and expands its work in the area of quality management within mutually beneficial relationship by establishing the Regional Quality Management Centre (RQMC). In order to concentrate regional expertise in QM and especially CAF in one place from which all WB public administrations could

benefit, ReSPA member countries have placed their trust to ReSPA to institute within its structure the RQMC as the centre of knowledge in QM. **This intention has been formalized within Memorandum of Establishing and Operation of Regional Quality Management Centre, which was signed by all Members and endorsed in February 2021.**

According to the Memorandum:

- The Center will operate, inter alia, as a Regional CAF Resource Center for the institutions and organizations in the Western Balkans that intend to undergo the CAF and PEF processes.
- The Center shall be entitled to issue the “CAF Effective User” Certificate to the institutions and organizations in the Region that successfully undergo the PEF process.
- The Center may also act as CAF Resource Center for other institutions and organizations beyond the Western Balkans, provided if it has the necessary capacities and resources.

Main objectives and competences of the RQMC are to:

- Enhance Quality Management networking in the Region;
- Improve cooperation in the field of Quality Management amongst the participants of the Center;
- Encourage exchanges of experiences and best practices amongst the participants and wider;
- Establish CAF/PEF regional expertise and increase the number of institutions and organizations that undergo the CAF/PEF process
- Strengthen exchange with EU member states as well as with other relevant international partners in the domain of quality management;
- In addition, the Regional Center will:
- Conduct periodical regional analysis of application of TQM tools and respective needs for further upgrading.
- Establish and maintain the Network of CAF contact points in the region;
- Complete PEF process in the CAF pilots;
- Raise awareness on CAF among the region (through the above mentioned Network), which may lead to potentially new CAF pilots;
- Organize Training of trainers for CAF and PEF;
- Organize accreditation for getting PEF expertise;
- Assist public administration in WB to implement PAR strategic processes related to quality management as their inherent part

It seems important to note that by endorsing the Memorandum and establishing the RQMC, ReSPA has become authorized by its members to implement the PEF Procedure and to issue the CAF Effective User Label to the successful institutions; in the EU this is done by National organizers at country level or the European CAF Resource Centre at EIPA. Currently, only the Ministry of Public Administration and Information Society in North Macedonia acts as national organizer to carry out the PEF procedure and issue CAF Effective User Label.

Regarding the operational bodies of the RQMC, the Memorandum has envisaged that the RQMC will accommodate two regional networks, the CAF Network and the PEF Network, which will both be engaged in its activities and operations. More specifically, according to the Rules and Procedures of RQMC<sup>39</sup> these two bodies will be integrated into the RQMC as:

- a) “CAF Network” shall mean the network of CAF-related public servants within the administration of ReSPA members, including country CAF correspondents and public servants with experience in implementing CAF who preferably are part of the ReSPA QM working group.
- b) “PEF Network” (the network of External CAF Feedback Experts, i.e EFACs) shall mean the network of all EFACs in the Western Balkans responsible for implementing the CAF External Feedback Procedure in their administrations and broader.

The main functions of CAF Network are:

- To monitor the situation of CAF implementation in the respective administration according to particular assignment ReSPA may develop periodically;
- To promote CAF through awareness raising;
- Regularly attend trainings organized by the Center and ReSPA on quality management;
- To inform the Regional Centre on the implementation of QM activities out of the Action Plan of PAR strategy in respective country or any other significant change pertaining to QM.

The members of the CAF Network have been appointed by all ReSPA member countries.

The main function of PEF Network is to gather certified external CAF evaluators (EFAC) from the WB public administration in the pool of EFACs, as the pool of certified public officials authorized to do the external CAF evaluation in the institutions interested to undergo the evaluation (PEF procedure) when it is carried out by ReSPA/RQMC or, in case of North Macedonia, the country National organizer. The PEF Network will be supported by ReSPA so that the standards and knowledge related to PEF Procedure is kept at the level of the existing standards in the EU.

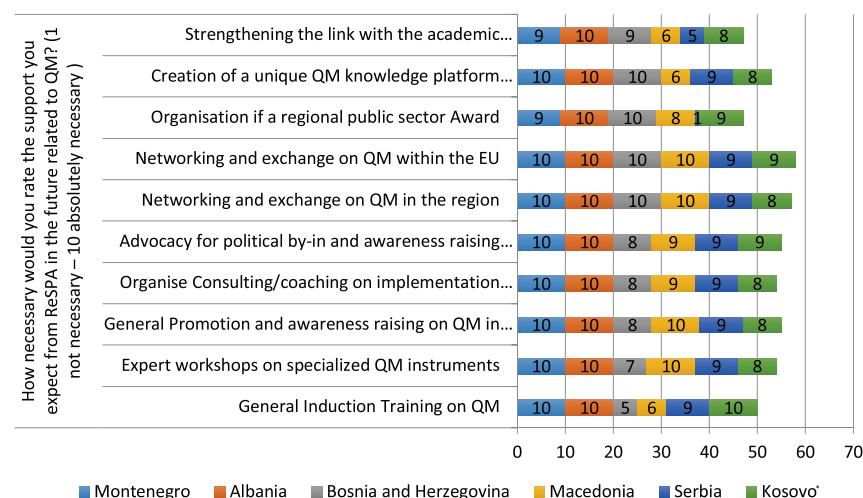
The development of the RQMC in the near future will be significantly boosted through the implementation of the two and a half year BACID III project, which started in January 2022. The Project aims to contribute to increasing the sustainability of the RQMC. The in-house capacities will be strengthened and amplified through provided coaching and mentoring of the ReSPA staff by KDZ, Austria. ReSPA staff will directly be engaged in the design, implementation and monitoring of several group of activities related to use of CAF, such as CAF institutionalization (CAF projects and PEF procedures/certification), building the regional capacities for use of the CAF (training, workshop, events), promotion of CAF etc.

Zooming in the specific CAF activities of the RQMC in providing specific support to the ReSPA members, the following can be highlighted as performed activities so far:

- CAF introductory training;
- Self-assessment workshop and CAF of questionnaires provided by the beneficiary;
- Advising on the CAF questionnaire’s adaptation to the organisation’s individual needs (one-day adjustment workshop).
- Consensus Workshop and produce a report with recommendations for the Action plan;
- Preparation and moderation of a two-day CAF self-assessment workshop;
- Documentation of the results of CAF-self-assessment workshop in a consolidated report;
- Preparation and moderation of the one-day CAF action plan workshop. The Centre is equipped to conduct CAF External Evaluation leading to certification of “Effective CAF User” Label for the public administration institutions in the Western Balkans.

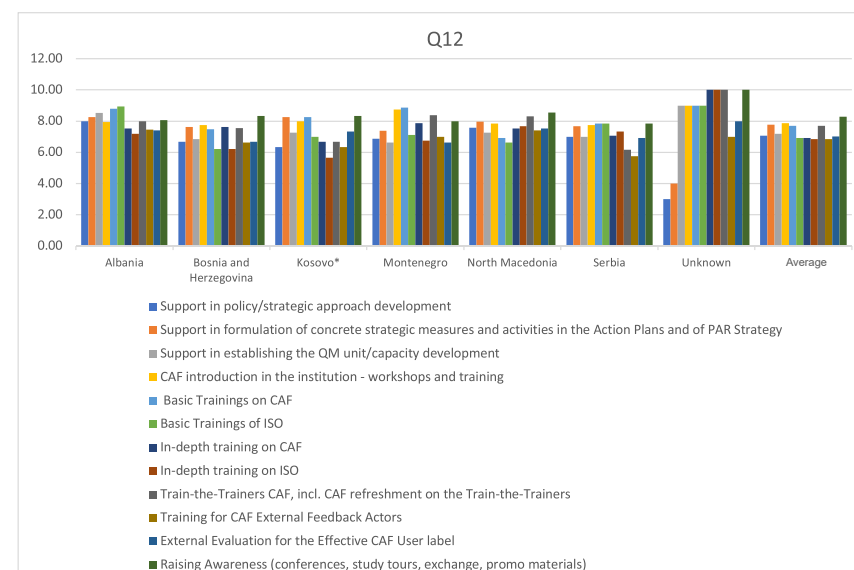
As identified in the ReSPA Feasibility Study on Establishment of Regional Centre for Quality Management (Thijs/Puzic) 2018<sup>60</sup> the following table and chart are showing expectations towards ReSPA in the area of QM:

	Complementing national level	Take the lead in pushing & stimulating the region	Take the lead in training	Take the lead in promotion	Take the lead in data exchange & dissemination	Regional interface on QM products for common use
Montenegro	X	X	X	X	X	-
Albania	-	-	X	-	-	X
BiH	X	X	-	-	-	X
North Macedonia	X	X	-	X	X	-
Serbia	X	X	X	X	X	X
Kosovo*	X	X	X	X	-	X



"These expectations expressed on future activities by ReSPA in the QM field by the countries are also reflected by the over 450 respondents on organizational level. The expectations related to training are by far the highest. Supporting the concrete implementation and networking (regional and EU level) are also seen as important. It is safe to say that both on country and organizational level expectations towards ReSPA are quite high regarding several fields of activities. This is for sure an interesting basis for a potential regional centre. It should be acknowledged (and that is the risk) that this centre can "only" facilitate, support and stimulate. It can never replace the countries' role in this regard. Therefore a close link with a well-established network of QM actors via the QPAS group is absolutely needed<sup>61</sup>."

In comparison to the Feasibility Study, in 2022, the focus of the online questionnaire as integral part of this Analysis aimed to explore what kind of support by the RQMC to institutions is expected and needed when it comes to implementation of quality management model CAF and/or quality management systems:



As expressed by the respondents of the online survey and as verified during semi-structured interviews, there is only a slight shift in expectations and needs. Top rated regional needs/expectations in 2022: raising awareness, train-the-trainers in CAF, incl. CAF refreshment trainings, CAF introduction (workshop and trainings), support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy and basic CAF training.

The Baseline Study from 2017 identified that all countries share similar views on regional cooperation and leading role of ReSPA as a QM resource centre and networking hub. This finding can be even stronger underlined by the means of this Analysis, as one of the key findings of the online questionnaire and semi-structured interviews is that the ReSPA RQMC is not "only" a reliable partner in QM capacity development, awareness raising and networking, but moreover a key partner in structured and coordinated approach towards increased quality of service delivery in the Western Balkans.

# 8

## Recommendations from the experts

The engaged experts for this Analysis have not only observed and assessed the current developments and the needs in the WB countries, related to quality management; they have also identified other aspects which might be useful for ReSPA and/or the WB countries on their way to clearly coordinate, promote, embed and link quality management systems/models and approaches when reforming and boosting the services and organizational culture of their administrations:

- The use of QM models/standards/tools and approaches shall be clearly linked to **change management and whole-of-society approach**. By doing so, the CAF can be used as a clear entry point for almost all relevant national and EU priorities. To do so, a well-facilitated CAF introduction process shall be made, CAF Action Plans shall reflect not only the internal organizational aspects but shall focus on concrete actions towards real change in terms of service delivery and client/citizen satisfaction.
- ReSPA RQMC can take up some of the recommendations still valid from the **Feasibility Study** such as donor coordination in the field of QM, uniformed approach and using already existing materials developed by the countries and ReSPA RQMC.
- **Updated data about CAF users in the Western Balkans** shall be communicated to EIPA CAF Resource Centre and CAF EU Network (wiki) on a regular basis for a stronger visibility of the WB CAF users and scaling up of good practices/lessons learned with(in) WB and EU member states, and abroad. To do so, the communication bridge between the RQMC and the CAF Network members can be used to regularly put this topic on the agenda of the network meetings. In addition, the CAF Correspondents list of the Western Balkans is outdated and needs to be accordingly updated in all present databases: ReSPA, EIPA CAF Resource Centre and CAF EU Network (KDZ).
- CAF Correspondents and members of the CAF Regional Network are highly skilled public servants. A more **inclusive model of managing the Network and strengthening the moderation and (CAF) facilitation skills of the network members** can be recommended:
  - o Co-chairing of the ReSPA CAF Regional Network with the ReSPA Programme Manager – rotation of members on a yearly basis. This would imply that one or two network members are in lead positions when it comes to planning, facilitating and following-up the network meetings. This would create additional ownership and can lead to stronger visibility of the network capacities.

- o Training on advanced facilitation of medium and big groups.
- The **coordination and cooperation** with EIPA CAF Resource Centre (datasets, trainings with EIPA, promotional activities, exchange with EU peers and promoting the WB successes among EU MS), SIGMA (policy development, monitoring and evaluation, raising awareness) and KDZ (BACID III implementation) is an indispensable part of an harmonized approach towards the countries and shall be further maintained and if possible even strengthened; mapping and coordinating the work with other stakeholders (UNDP in Albania and Bosnia-Herzegovina) shall be done on regular basis as well.
- **ISO standards have an important role in the QM development** in the public sector of the Western Balkans and shall be sufficiently incorporated in the overall scope of the work of the RQMC. The RQMC can reach out to ISO champions and establish an ISO network alongside with the CAF network, offering mentoring, templates for ISO implementation etc. (such as the case in Bosnia-Herzegovina). Or, this group can be built as an inter-institutional, regional QM working group, feeding into EU practices as well.
  - o Each year two institutions can be supported in ISO implementation. They should scale up their experience and share the knowledge with other institutions. So far, it is not possible to find publicly available information about ISO users in the public administration of the WB. Therefore, it could be further assessed if the RQMC can take up this task in the upcoming period, in cooperation with Institute for Standardization, Accreditation Institutes, Chambers of Commerce or similar institutions who might have the direct link and information about ISO certified public institutions.
- With the objective of competent, independent and sustainable CAF support provision, ReSPA/RQM needs to have an **in-house management of the CAF online questionnaire for the self-assessment phase of CAF implementation**, with the possibility to change/adapt the questionnaire according to the needs of the users (CAF institutions), without too much complexity and costs<sup>62</sup>. This questionnaire shall be given free use of the CAF national centres/lead institutions for their CAF implementation as well, except Serbia who already developed a CAF online questionnaire. The added value of such a regionally accessible questionnaire would be the **benchmarking of all CAF users in the Western Balkans** - were immediate results could be shared, without revealing the name of the institution (for the part of the scoring, like this is the case with the KDZ questionnaire and Austrian benchmarking).
- Based on the already gained knowledge of the QM working group, an **inter-institutional network** can be established, as a platform steered by ReSPA RQM to gather representatives from the institutions, which have already implemented the CAF. Basically the ReSPA could develop a structure for the WB where the representatives of the institutions (also CAF Correspondents) are not observers like this is the case in the EU CAF Network, but to effectively use this network to work on concrete and tangible products which can find further utilization not only when implementing the CAF but in general terms of PAR reform. Products which can be produced by this WB network may be:
  - Guidelines on Client Satisfaction Management
  - Guidelines on Employee Satisfaction Management
  - Best practices on CAF: increase of the impact and visibility
  - Interactive Promotional Materials

<sup>62</sup> As communicated by the ReSPA Programme Manager, this action is planned to be developed and implemented in the framework of BACID II.

The results of the network could be transferred to the **Western Balkans Toolbox for Practitioners**.

- The **CAF action plan implementation support** can have a high impact in providing support to CAF users of ReSPA in implementing client satisfaction surveys and employee satisfaction surveys, or any other action from the CAF Improvement/Action Plan boosting the PA reform approaches and EU values. In addition, the CAF can act as a bridge between the ReSPA studies and recommendations, but also SIGMA priorities in triggering discussions about the PAR priorities when implementing the CAF. By doing so, the CAF would be used in its fullness as a true cornerstone for the public administration reform in the WB.

Generally speaking, CAF is a cornerstone for the public administration (reform) and all thematic areas of ReSPA can be integrated in the CAF implementation when led by ReSPA/RQM (see Feasibility Study recommendations).

- Continuation of CAF pilots secured and maintained by ReSPA may include CAF as the entry point (diagnostic tool) being **supported by other methodologies such as agile methodology, human centered design, etc.** Such holistic approach would secure pragmatically outputs and outcomes needed both for building trust in the return of the investments (for leaders, middle management, and other stakeholders).

## Annex 1 - Online Questionnaire report

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## SUMMARY

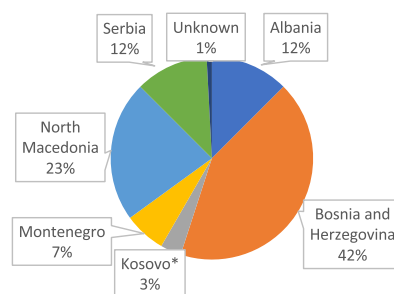
The e-survey was live between **5 February** and **1 March 2022**. The invitation for participation in the survey was sent to **483** survey participants and was not delivered to **7**, so the total number of survey participants is **476**.

A total of 172 replies were received out of which 120 were unique responses and 52 were duplicates.

This represents a response of **19,96 %** (total sample of **476** respondents).

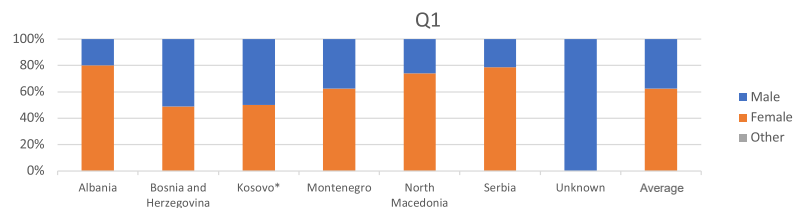
## 1. RESPONDENTS' STRUCTURE

Administration	N	%
Albania	15	12,50
Bosnia and Herzegovina	51	42,50
Kosovo*	4	3,33
Montenegro	8	6,67
North Macedonia	27	22,50
Serbia	14	11,67
Unknown	1	0,83
<b>Total</b>	<b>120</b>	<b>100,00</b>



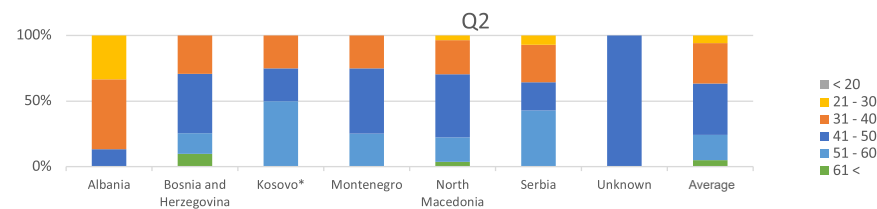
### Q1. Gender

Administration	Male	Female	Other
Albania	20,00	80,00	0,00
Bosnia and Herzegovina	50,98	49,02	0,00
Kosovo*	50,00	50,00	0,00
Montenegro	37,50	62,50	0,00
North Macedonia	25,93	74,07	0,00
Serbia	21,43	78,57	0,00
Unknown	100,00	0,00	0,00
<b>Total</b>	<b>37,50</b>	<b>62,50</b>	<b>0,00</b>



### Q2. Age

Administration	< 20	21 - 30	31 - 40	41 - 50	51 - 60	61 <
Albania	0,00	33,33	53,33	13,33	0,00	0,00
Bosnia and Herzegovina	0,00	0,00	29,41	45,10	15,69	9,80
Kosovo*	0,00	0,00	25,00	25,00	50,00	0,00
Montenegro	0,00	0,00	25,00	50,00	25,00	0,00
North Macedonia	0,00	3,70	25,93	48,15	18,52	3,70
Serbia	0,00	7,14	28,57	21,43	42,86	0,00
Unknown	0,00	0,00	0,00	100,00	0,00	0,00
<b>Total</b>	<b>0,00</b>	<b>5,83</b>	<b>30,83</b>	<b>39,17</b>	<b>19,17</b>	<b>5,00</b>



### Q3. Organization

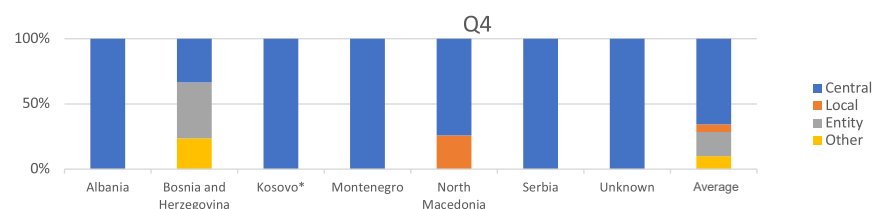
<b>Albania</b>	<ul style="list-style-type: none"> <li>Agency for the Delivery of Integrated Services Albania - ADISA (<b>12x</b>)</li> <li>Department of Public Administration (<b>2x</b>)</li> </ul>	<ul style="list-style-type: none"> <li>Departamenti i Administrates Publike</li> </ul>
<b>Bosnia and Herzegovina</b>	<ul style="list-style-type: none"> <li>Agencija za državnu službu Federacije BiH (<b>4x</b>)</li> <li>Federalni zavod za agropedologiju (<b>3x</b>)</li> <li>Grad Goražde</li> <li>Kantonalna uprava za inspeksijske poslove Kantona Sarajevo (<b>3x</b>)</li> <li>Općina Lukavac (<b>3x</b>)</li> <li>Republika Srpska Institute of Statistics (<b>3x</b>)</li> <li>Republička uprava za geodetske i imovinsko pravne poslove (<b>3x</b>)</li> <li>Gradska uprava Grada Goražde (<b>2x</b>)</li> <li>Agencija za državnu upravu RS</li> <li>Republički zavod za statistiku republike Srpske</li> <li>Agencija za lijekove i medicinska sredstva BiH/ Agency for medicines and medical devices of Bosnia and Herzegovina</li> </ul>	<ul style="list-style-type: none"> <li>Agencija za državnu upravu / Civil Service Agency</li> <li>Agencija za identifikacione dokumente, evidenciju i razmjenu podataka Bosne i Hercegovine</li> <li>Agencija za osiguranje u Bosni i Hercegovini / Insurance Agency of Bosnia and Herzegovina</li> <li>Agencija za zaštitu ličnih podataka u BiH/ Personal Data Protection Agency in Bosnia and Herzegovina</li> <li>Civil Service Agency of Bosnia and Herzegovina</li> <li>Council of Competition of Bosnia and Herzegovina</li> <li>Institut za akreditiranje BiH</li> <li>Instituta za standardizaciju BiH</li> <li>Komisija za očuvanje nacionalnih spomenika</li> </ul>

	<ul style="list-style-type: none"> <li>Agencija za predškolsko, osnovno i srednje obrazovanje/ Agency for ppre-primary, primary and secondary education</li> <li>Agencija za razvoj visokog obrazovanja i osiguranje kvaliteta BiH</li> <li>Agencija za statistiku BiH</li> <li>Ministry of Administration and LocalSelf Government</li> <li>Ministry of Energy and Mining</li> <li>Općina</li> <li>Općina Čelić</li> </ul>	<ul style="list-style-type: none"> <li>KUIP SARAJEVO</li> <li>Ministarstvo uprave i lokalne samouprave Republike Srpske</li> <li>Ministarstvo za ljudska prava i i izbjeglice Bosne i Hercegovine</li> <li>ODBOR DRŽAVNE UPRAVE ZA ŽALBE-CIVIL SERVICE APPEALS BOARD</li> <li>Služba za poslove sa strancima Uprava</li> <li>Uprava za indirektno oporezivanje</li> <li>Ured koordinatora za reformu javne uprave</li> <li>Републички завод за статистику Републике Српске</li> </ul>
Kosovo*	<ul style="list-style-type: none"> <li>Central Harmonization Unit internal audit/ financial management</li> <li>Instituti i Kosovës për Administratë Publike</li> </ul>	<ul style="list-style-type: none"> <li>Ministry of Economy</li> <li>Ministry of Finance</li> </ul>
Montenegro	<ul style="list-style-type: none"> <li>Ministarstvo javne uprave, digitalnog društva i medija (4x)</li> <li>Ministarstvo kapitalnih investicija (2x)</li> </ul>	<ul style="list-style-type: none"> <li>Ministarstvo finansija i socijalnog staranja</li> <li>Zavod za metrologiju / Bureau of metrology (of Montenegro)</li> </ul>
North Macedonia	<ul style="list-style-type: none"> <li>City of Skopje (2x)</li> <li>Secretariat for European affairs, Guvernement of the Republic of North Macedonia (2x)</li> <li>Directorate for Security of Classified Information</li> <li>Financial Intelligence Office</li> <li>Ministry</li> <li>Ministry of Environment and Physical Planning</li> <li>Ministry of Finance</li> <li>Ministry of justice</li> <li>Министерство за одбрана - Ministry of defence</li> <li>Министерство за финансии - Управа за јавни приходи</li> <li>Фонд на пензискот и инвалидското Осигуравање на Северна Македонија</li> </ul>	<ul style="list-style-type: none"> <li>Assembly of the Republic of North Macedonia</li> <li>Center for Change Management</li> <li>Municipality of Aerodrom</li> <li>Municipality of Centar, Skopje</li> <li>Smart consulting Solutions LLC</li> <li>State commission for preventing corruption</li> <li>The Assembly of the Republic of North Macedonia</li> <li>The Central registry of the Republic of North Macedonia</li> <li>The State commission for prevention of corruption</li> <li>Агенција за администрација</li> <li>АГЕНЦИЈА ЗА МЛАДИ И СПОРТ</li> <li>МЗШВ</li> <li>Општина Ѓорче Петров</li> <li>Секретаријат, за законодавство при Влада на Република Северна Македонија</li> </ul>

Serbia	<ul style="list-style-type: none"> <li>Ministarstvo trgovine, turizma i telekomunikacija (2x)</li> <li>Министарство унутрашњих послова (2x)</li> <li>Republic agency for peaceful settlement of labour disputes</li> <li>Zavod za socijalno osiguranje / Institute for Social Insurance</li> <li>Завод за интелектуалну својину Републике Србије</li> <li>Канцеларија за борбу против дрога Владе републике Србије</li> </ul>	<ul style="list-style-type: none"> <li>Министарство државне управе и локалне самоуправе</li> <li>Министарство омладине и спорта / Ministry of Youth and Sports</li> <li>Министарство привреде Р Србије, (Ministry of Economy)</li> <li>Министарство трговине, туризма и телекомуникација</li> <li>МУП РС - Сектор за људске ресурсе</li> <li>Центар за истраживање несрећа у саобраћају</li> </ul>
Unknown	<ul style="list-style-type: none"> <li>Civil Service Agency</li> </ul>	

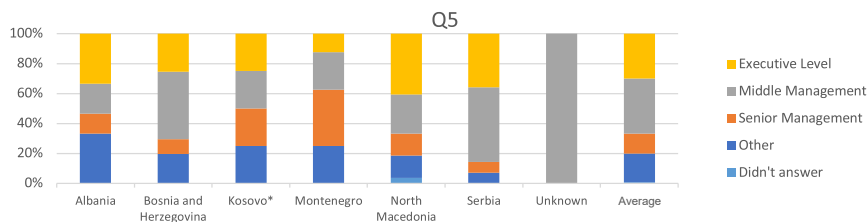
## Q4. Level of administration

Administration	Central	Local	Entity	Other
Albania	100,00	0,00	0,00	0,00
Bosnia and Herzegovina	33,33	0,00	43,14	23,53
Kosovo*	100,00	0,00	0,00	0,00
Montenegro	100,00	0,00	0,00	0,00
North Macedonia	74,07	25,93	0,00	0,00
Serbia	100,00	0,00	0,00	0,00
Unknown	100,00	0,00	0,00	0,00
<b>Total</b>	<b>65,83</b>	<b>5,83</b>	<b>18,33</b>	<b>10,00</b>



## Q5. Your position in the organization

Administration	Central	Local	Entity	Other	Didn't answer
Albania	33,33	20,00	13,33	33,33	0,00
Bosnia and Herzegovina	25,49	45,10	9,80	19,61	0,00
Kosovo*	25,00	25,00	25,00	25,00	0,00
Montenegro	12,50	25,00	37,50	25,00	0,00
North Macedonia	40,74	25,93	14,81	14,81	3,70
Serbia	35,71	50,00	7,14	7,14	0,00
Unknown	0,00	100,00	0,00	0,00	0,00
<b>Total</b>	<b>30,00</b>	<b>36,67</b>	<b>13,33</b>	<b>19,17</b>	<b>0,83</b>



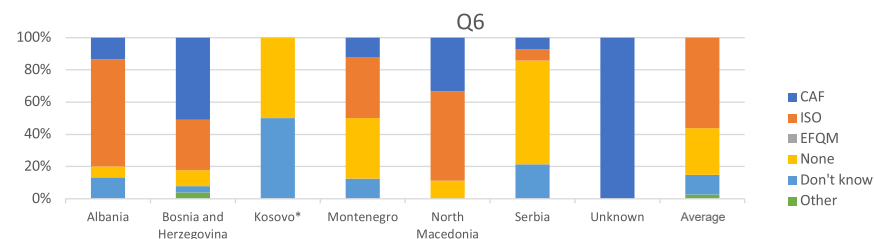
## Q5.1 Other - specify

Albania	• Specialist (4x)	• Pergjegjes Sektori
Bosnia and Herzegovina	• Stručni saradnik (2x) • lokalna zajednica - općina/pomoćnik načelnika • Načelnik Odjeljenja za interne kontrole	• stručni savjetnik za pravne poslove • viši saradnik za žalbe • ИКТ службеник
Kosovo*	• Drejtues i nivelit te ulËt	
Montenegro	• Samostalni savjetnik (ekspertska rukovodni kadar)	• Samostalni savjetnik
North Macedonia	• Кабинет на Директор • Помошник раководител на Сектор	• Самостоен референт
Serbia	/	
Unknown	/	

## 2. THEMATIC QUESTIONS

## Q6. What Quality Management system/model is in use in your organization?

Administration	CAF	ISO	EFQM	None	Don't know	Other
Albania	13,33	66,67	0,00	6,67	13,33	0,00
Bosnia and Herzegovina	50,98	31,37	0,00	9,80	3,92	3,92
Kosovo*	0,00	0,00	0,00	50,00	50,00	0,00
Montenegro	12,50	37,50	0,00	37,50	12,50	0,00
North Macedonia	33,33	55,56	55,56	55,56	55,56	0,00
Serbia	7,14	7,14	7,14	7,14	7,14	0,00
Unknown	100,00	0,00	0,00	0,00	0,00	0,00
<b>Total</b>	<b>33,33</b>	<b>37,50</b>	<b>0,00</b>	<b>19,17</b>	<b>8,33</b>	<b>1,67</b>

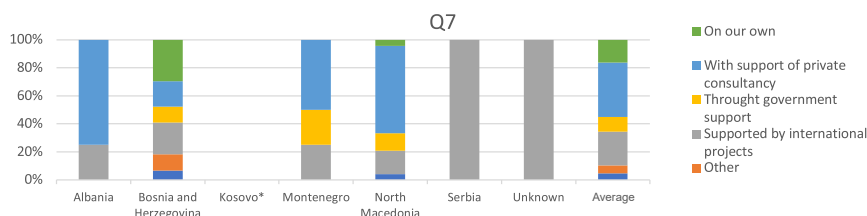


## Q6.1 Other - specify

Albania	• CAF (4x) • ISO (2x)	• ISO dhe CAF
Bosnia and Herzegovina	• i ISO 9001 i 27001 • Koristimo ISO 17025 i trenutno smo u fazi uvođenja CAF-a	• Sve aktivnosti za uvođenje ISO 2009 su izvršene, ali nije izvršena certifikacija
Kosovo*	• Coso framework	• IKAP, Ne vitet 2011-2013 ka zbatuar caf-in, ndërsa ne vitet 2013-2016 ka zbatuar ISO 9001-2008
Montenegro	• djelimično odnosu samo u jednoj organizacionoj jedinici	
North Macedonia	• ISO • ISO and CAF	• плус CAF модел • Сprovedен е ЦАФ во 2015 година.
Serbia	/	
Unknown	/	

## Q7. How was the Quality Management implemented in your organization

Administration	On our own	With support of private consultancy	Through government support	Supported by international projects	Other	Don't know
Albania	0,00	75,00	0,00	25,00	0,00	0,00
Bosnia and Herzegovina	29,55	18,18	11,36	22,73	11,36	6,82
Kosovo*						
Montenegro	0,00	50,00	25,00	25,00	0,00	0,00
North Macedonia	4,17	62,50	12,50	16,67	0,00	4,17
Serbia	0,00	0,00	0,00	100,00	0,00	0,00
Unknown	0,00	0,00	0,00	100,00	0,00	0,00
<b>Total</b>	<b>16,09</b>	<b>39,08</b>	<b>10,34</b>	<b>24,14</b>	<b>5,75</b>	<b>4,60</b>



## Q7.1 Supported by international organizations – by whom

Albania	• UNDP – CSDA (2x)	• IDRA
Bosnia and Herzegovina	• BACID (2x) • GIZ - SPI - Strengthening public institutions • GIZ • GIZ - Komponenta -UPRAVLJANJE KVALITETOM • GIZ prvi ciklus, pomoć kolega iz PARCO drugi ciklus • IPA, PTB, FARMA	• Agencija za državnu upravu RS - resursni centar za implementaciju CAF-a u republickoj upravi/ Centar za istraživanja iz oblasti javne uprave KDZ Austrija - ekspertiska podrška • BACID II fund (Austrian Development Agency) & KDZ Centre for Public Administration Research • Program jačanja javnih institucija - implementaran od strane GIZ
Kosovo*	/	
Montenegro	/	
North Macedonia	• Амбасада на Кралството на Холандија во РСМ • поддршка од Мисијата на ОБСЕ во Скопје	• NDI • ОБСЕ
Serbia	• IPA Regional Programme on Industrial and Intellectual Property Rights in the Western Balkans and Turkey	• Пројекат Европске уније: „Поддршка реформи јавне управе (РЈУ) у оквиру РЈУ Секторског реформског уговора-ЕУ4ПАП“
Unknown	• BACID	

## Q7.2 Other - specify

Albania	/	
Bosnia and Herzegovina	• Podržano od strane kolega iz PARCO • Uz pomoć Agencije za državnu službu FBiH • podržano od firme koja provodi isso standard • Proveli smo CAF sistem uz stručnu pomoć Ureda koordinatora za reformu javne uprave (PARCO) • Uz podršku Agencije za državnu službu	• Preko Agencije za državnu upravu Republike Srpske • Uz podršku Agencije za državnu upravu Republike Srpske и КДЗ Аустрија • Certificirani od strane certifikacijske kuće, sprovodimo samostalno-imamo službu za kvalitet
Kosovo*		
Montenegro		
North Macedonia	• ISO моделот беше имплементиран со поддршка на консултат, а CAF моделот се имплементираше со владина поддршка преку МИОА	
Serbia	/	
Unknown	/	

## Q8. When was the first time you implemented the Quality Management system/model?

Albania	• 2021 (5x) • 2020-2021 • Dhjetor 2021 • 2017	• Eshte bere efektin ne Nentor te vitit 2021 • Gjate vitit 2021 • Sapo eshte implementuar • Sapo eshte implementuar
Bosnia and Herzegovina	• 2021 (7x) • 2019 (3x) • 2018 (7x) • 2017 (2x) • 2016 (2x) • 2015 (2x) • 2018/2019 • 2018 (2x) • Prije 2013. • 2012	• 2010 (3x) • 2009 • 2008 (2x) • 2004 (3x) • 2003 • Ne znam (3x) • Potpisan sporazum Februar 2021, provedena Prva samoprocjena, sačinjen izvještaj i prioritizacija
Kosovo*	/	
Montenegro	• 2019 • 2007. godine • 2013-2014. god.	• 2015.godine • 2018/2019 pilot projekat

North Macedonia	<ul style="list-style-type: none"> <li>2012 (3x)</li> <li>2013</li> <li>2014 (5x)</li> <li>2015 (3x)</li> <li>2019</li> <li>2020</li> <li>2014 година, ДКСК во соработка со МИОА со поддршка од Мисијата на ОБСЕ во Скопје</li> <li>2015 ISO</li> <li>2016-2017</li> </ul>	<ul style="list-style-type: none"> <li>2021 година</li> <li>CAF 2014, ISO 9001:2008 во 2012, ISO 9001:2015 ресертификација 2021</li> <li>CAF во 2015 година, ISO 9001 во 2018 година</li> <li>Не знам, можеби 2015</li> <li>Прв пат е имплементиран 2016-2017 година.</li> <li>Прва имплементација - 2010г. Прва сертификација - 2012г.</li> <li>Процесот на спроведување на CAF моделот беше одржан во периодот февруари - мај 2019 година</li> </ul>
Serbia	<ul style="list-style-type: none"> <li>2011.</li> </ul>	<ul style="list-style-type: none"> <li>2021. године</li> </ul>
Unknown	<ul style="list-style-type: none"> <li>2017</li> </ul>	

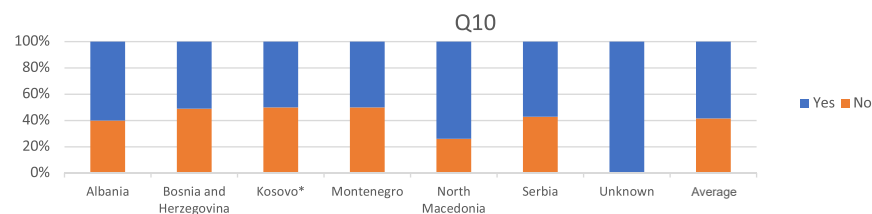
**Q9. If some model of QM, for example CAF, has been introduced more than once please indicate the time of the last implementation**

Albania	<ul style="list-style-type: none"> <li>2021 (6x)</li> <li>2020-2021</li> <li>CAF nuk ka perfunduar akoma implementimin ne institucionin tone</li> </ul>	<ul style="list-style-type: none"> <li>Dhjetor 2021</li> <li>Gusht 2021</li> <li>JO</li> <li>Sapo eshte implemetuar</li> </ul>
Bosnia and Herzegovina	<ul style="list-style-type: none"> <li>2018 (2x)</li> <li>2019</li> <li>2020 (6x)</li> <li>2021 (7x)</li> <li>2019 uveden prvi put. Prema planu rad na novom CAFu treba provesti 2022/2023</li> <li>2022. godine</li> <li>It has been in place since 2019</li> <li>model je uveden jedanput</li> <li>Ne (6x)</li> <li>Nije bio uveden</li> <li>Nije bio uveden više od jednom</li> <li>nije mi poznato</li> </ul>	<ul style="list-style-type: none"> <li>CAF je trenutno u fazi uvođenja</li> <li>Posljednji certifikat 2021.</li> <li>prvi put</li> <li>ISO standardi koje je Agencija uvela se resertificiraju na način kako je predviđen tim standardima.</li> <li>ISO, oktobar 2021. godine</li> <li>Nije uveden drugi model, osim CAF-a</li> <li>od 2019 svake godine se provodi Iso standardi u općini</li> <li>početak primjene-uvodna radionica maj 2021. godine</li> </ul>
Kosovo*	/	
Montenegro	<ul style="list-style-type: none"> <li>2021 (2x)</li> <li>2019</li> </ul>	<ul style="list-style-type: none"> <li>2022</li> </ul>

North Macedonia	<ul style="list-style-type: none"> <li>2015</li> <li>2017 (2x)</li> <li>2020 (2x)</li> <li>2021</li> <li>2015 година</li> <li>2020-2022</li> <li>CAF - Само еднаш во 2020г. Системот за управување со квалитет -во континуитет повеќе од 10 години. Последна реализација за 3 циклуси на проверка заврши во 2020г. Отпочнат е нов циклус. 2021г.</li> </ul>	<ul style="list-style-type: none"> <li>Ne (3x)</li> <li>CAF 2014 ISO 2021</li> <li>CAF моделот беше спроведен само еднаш 2014 година.</li> <li>ISO 2020</li> <li>Јули, 2021</li> <li>КАФ и ИСО не биле користени повеќе од еден пат</li> <li>Не бил</li> <li>Само еднаш е имплементиран Caf 2015, се подготвуваме за втор циклус</li> </ul>
Serbia	<ul style="list-style-type: none"> <li>2021. године</li> </ul>	<ul style="list-style-type: none"> <li>2015</li> </ul>
Unknown	/	

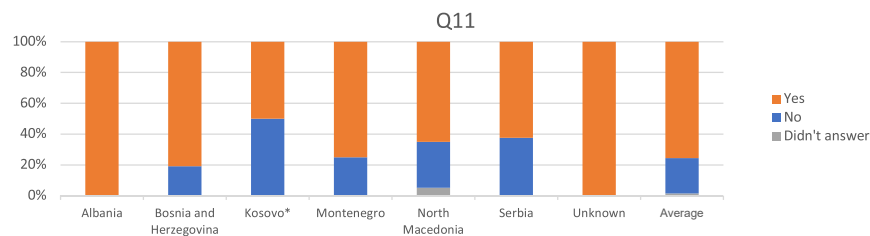
**Q10. Are you familiar with Effective CAS User label?**

Administration	Yes	No
Albania	60,00	40,00
Bosnia and Herzegovina	50,98	49,02
Kosovo*	50,00	50,00
Montenegro	50,00	50,00
North Macedonia	74,07	25,93
Serbia	57,14	42,86
Unknown	100,00	0,00
<b>Total</b>	<b>58,33</b>	<b>41,67</b>



## Q11. If yes - do you intend to apply for it in the next years?

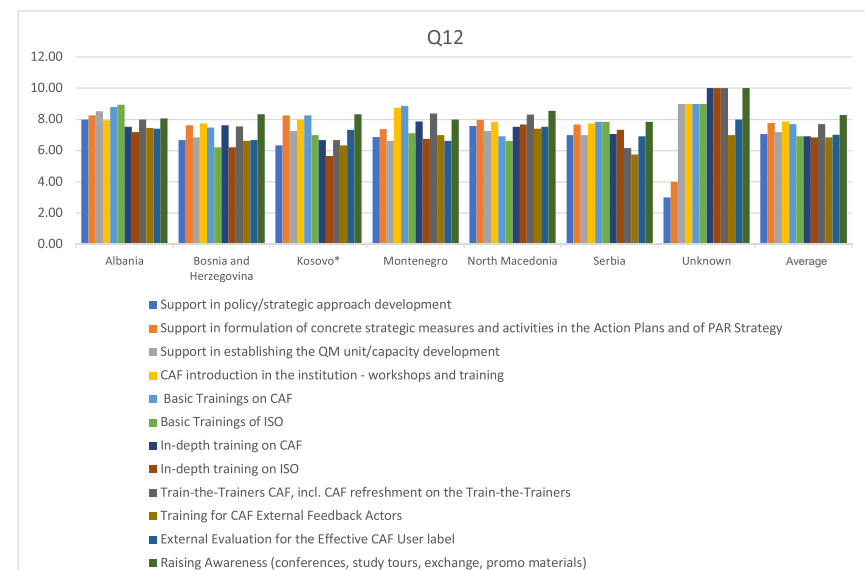
Administration	Yes	No	Didn't answer
Albania	100,00	0,00	0,00
Bosnia and Herzegovina	80,77	19,23	0,00
Kosovo*	50,00	50,00	0,00
Montenegro	75,00	25,00	0,00
North Macedonia	65,00	30,00	5,00
Serbia	62,50	37,50	0,00
Unknown	100,00	0,00	0,00
<b>Total</b>	<b>75,71</b>	<b>22,86</b>	<b>1,43</b>



## Q12. Where do you see the highest need in providing support to institutions for implementation of QM (CAF and/or ISO)?

	Support in policy/strategic approach development	Support in formulation of concrete strategic measures and activities in the Action Plans and of PAR Strategy	Support in establishing the QM unit/capacity development	CAF introduction in the institution - workshops and training	Basic Trainings on CAF	Basic Trainings of ISO
Administration	(a)	(b)	(c)	(d)	(e)	(f)
Albania	8,00	8,27	8,53	7,93	8,80	8,93
Bosnia and Herzegovina	6,68	7,63	6,84	7,75	7,49	6,22
Kosovo*	6,33	8,25	7,25	8,00	8,25	7,00
Montenegro	6,88	7,38	6,63	8,75	8,88	7,13
North Macedonia	7,58	7,96	7,27	7,85	6,93	6,63
Serbia	7,00	7,67	7,00	7,75	7,83	7,83

Unknown	3,00	4,00	9,00	9,00	9,00	9,00
Total	7,06	7,77	7,19	7,88	7,69	6,93
	In-depth training on CAF	In-depth training on ISO	Train-the-Trainers CAF, incl. CAF refreshment on the Train-the-Trainers	Training for CAF External Feedback Actors	External Evaluation for the Effective CAF User label	Raising Awareness (conferences, study tours, exchange, promo materials)
Administration	(g)	(h)	(i)	(j)	(k)	(l)
Albania	7,53	7,20	8,00	7,47	7,40	8,07
Bosnia and Herzegovina	7,63	6,22	7,55	6,64	6,68	8,32
Kosovo*	6,67	5,67	6,67	6,33	7,33	8,33
Montenegro	7,88	6,75	8,38	7,00	6,63	8,00
North Macedonia	7,54	7,67	8,30	7,41	7,54	8,56
Serbia	7,08	7,33	6,17	5,75	6,92	7,83
Unknown	10,00	10,00	10,00	7,00	8,00	10,00
<b>Total</b>	<b>6,93</b>	<b>6,85</b>	<b>7,69</b>	<b>6,85</b>	<b>7,02</b>	<b>8,28</b>



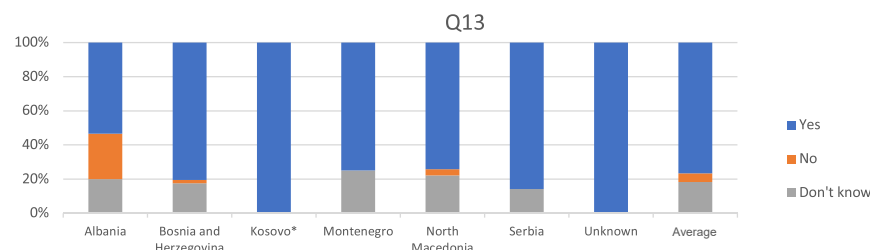
## Q12.a Other – specify

Albania	/	
Bosnia and Herzegovina	<ul style="list-style-type: none"> <li>Ključno je da prvi ciklus samoprocjene bude sproveden pod nadzorom i pomoć ljudi edukovanih u ovoj oblasti koji bi u 2 bloka prvo održali opštu obuku o CAF-u. nakon toga samoprocjena...</li> <li>Ne znam</li> <li>Dostava inicijalnih informacija institucijama o koristima koje bi postigli uvođenjem CAF-a</li> <li>Podizanje svijesti najviših rukovodilaca - uključivanjem koordinatora za CAF na svim sastancima o HRM</li> <li>Motiviranje rukovodstva</li> <li>podrška za unapređenje internih procesa rada kao i pružanja usluga odnosno aktivnosti koje su usmjerene prema uvođenju CAF-a</li> <li>Podrška za implementaciju UK</li> <li>Dubinska obuka o CAF-u</li> <li>Sve je gore pobrojano</li> </ul>	<ul style="list-style-type: none"> <li>samoprocjene</li> <li>rad na podizanju svijeti o potrebi uvođenja CAF-a</li> <li>Studijske posjete kao i razmjene informacija su svakako dobar način da se svijest o CAF-u unutar organizacije podigne na viši nivo.</li> <li>monitoring implementacije CAF-a</li> <li>Provedba internih obuka od obučanih trenera unutar organizacija</li> <li>Obuka CAF menadžera</li> <li>Loš pristup rukovodstva organizacije</li> <li>Motivacija zaposlenih prilikom CAF implementacije</li> <li>nemam ništa dodati</li> <li>potrebno UK sprovesti u cjelosti</li> <li>Razmjena iskustava među institucijama</li> <li>Uvodna obuka o CAF</li> <li>Podrška nadležnih institucija</li> </ul>
Kosovo*		
Montenegro	<ul style="list-style-type: none"> <li>u državnim organima, u organizacionim jedinicama itd.</li> <li>Navođenje pozitivnih primjera</li> </ul>	<ul style="list-style-type: none"> <li>evaluacija procesa i predstavljanje rezultata promjene</li> <li>Razmjena iskustva</li> </ul>
North Macedonia	<ul style="list-style-type: none"> <li>Неопходно е да е формира организациона единица за управување со квалитет и да се потенцира нејзиниот значење за институциите.</li> </ul>	
Serbia	/	
Unknown	/	

## Q13. Would you be ready to share your experience with other peers in the country and regionally about CAF or ISO introduction, implementation and lessons learned?

Administration	Yes	No	Didn't answer
Albania	53,33	26,67	20,00
Bosnia and Herzegovina	80,39	1,96	17,65
Kosovo*	100,00	0,00	0,00
Montenegro	75,00	0,00	25,00

North Macedonia	74,07	3,70	22,22
Serbia	85,71	0,00	14,29
Unknown	100,00	0,00	0,00
<b>Total</b>	<b>76,67</b>	<b>5,00</b>	<b>18,33</b>



## Q13.a If yes, with whom?

Administration	With peers in other institutions	With policy makers in my country	With broad public
Albania	100,00	0,00	0,00
Bosnia and Herzegovina	85,37	9,76	4,88
Kosovo*	75,00	0,00	25,00
Montenegro	66,67	33,33	0,00
North Macedonia	85,00	15,00	0,00
Serbia	66,67	16,67	16,67
Unknown	100,00	0,00	0,00
<b>Total</b>	<b>82,61</b>	<b>11,96</b>	<b>5,43</b>

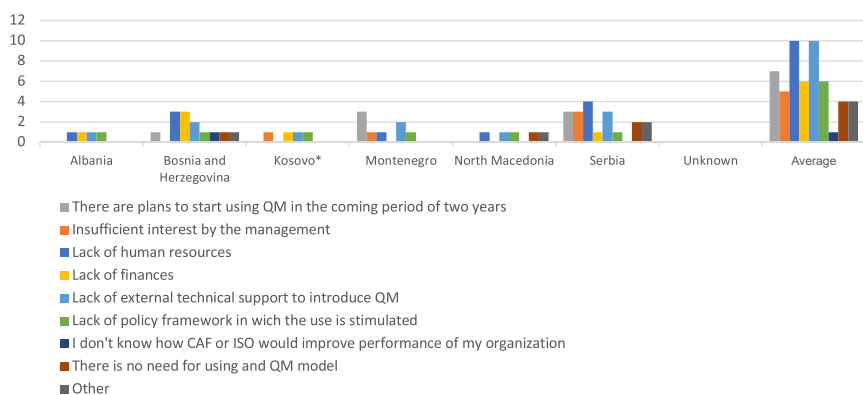
## Q14. Please indicate more information on the background of not using Quality Management system/models

Administration	There are plans to start using QM in the coming period of two years	Insufficient interest by the management	Lack of human resources	Lack of finances	Lack of external technical support to introduce QM
	(a)	(b)	(c)	(d)	(e)
Albania	0,00	0,00	100,00	100,00	100,00
Bosnia and Herzegovina	20,00	0,00	60,00	60,00	40,00
Kosovo*	0,00	50,00	0,00	50,00	50,00
Montenegro	100,00	33,33	33,33	0,00	66,67

North Macedonia	0,00	0,00	33,33	0,00	33,33
Serbia	33,33	33,33	44,44	11,11	33,33
Unknown	0,00	0,00	0,00	0,00	0,00
<b>Total</b>	<b>30,43</b>	<b>21,74</b>	<b>43,48</b>	<b>26,09</b>	<b>43,48</b>

	Lack of policy framework in which the use is stimulated	I don't know how CAF or ISO would improve performance of my organization	There is no need for using and QM model	Other
Administration	(f)	(g)	(h)	(i)
Albania	100,00	0,00	0,00	0,00
Bosnia and Herzegovina	20,00	20,00	20,00	20,00
Kosovo*	50,00	0,00	0,00	0,00
Montenegro	33,33	0,00	0,00	0,00
North Macedonia	33,33	0,00	33,33	33,33
Serbia	11,11	0,00	22,22	22,22
Unknown	0,00	0,00	0,00	0,00
<b>Total</b>	<b>26,09</b>	<b>4,35</b>	<b>17,39</b>	<b>17,39</b>

Q14



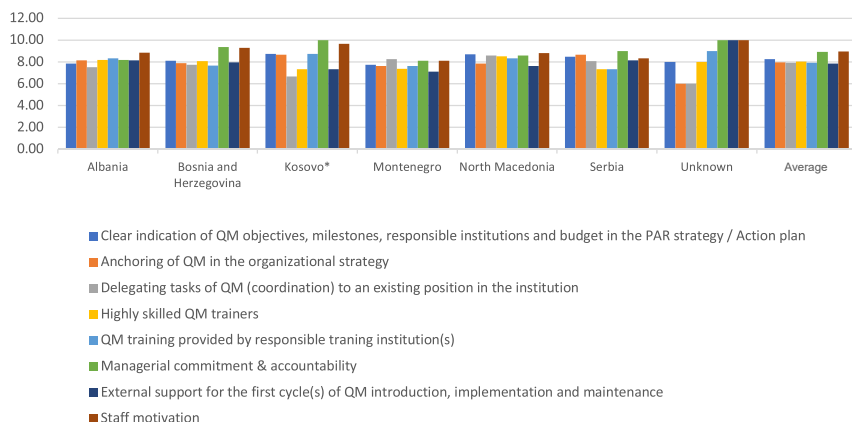
## Q14.a Other – specify

Albania	/	
Bosnia and Herzegovina	· Institucija (rukovodstvo institucije) nema potrebne informacije o ovoj tematici uvočenja sistema upravljanja kvalitetom (CAF ili ISO), te shodno tome trenutno nema ni planove za njihovo uvočenje u budućnosti.	· ograničenost u pogledu finansija
Kosovo*	/	
Montenegro	/	
North Macedonia	/	
Serbia	· С обзиром на то да Канцеларија има мање од 10 запослених, до сада није било потребе за коришћење наведених система.	
Unknown	/	

## Q15. What do you consider to be major success factors for a successful and systematic Quality Management implementation/maintenance?

	Clear indication of QM objectives, milestones, responsible institutions and budget in the PAR strategy / Action plan	Anchoring of QM in the organizational strategy	Delegating tasks of QM (coordination) to an existing position in the institution	Highly skilled QM trainers	QM training provided by responsible training institution(s)	Managerial commitment & accountability	External support for the first cycle(s) of QM introduction, implementation and maintenance	Staff motivation
Administration	(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)
Albania	7,87	8,13	7,53	8,20	8,33	8,20	8,13	8,87
Bosnia and Herzegovina	8,12	7,88	7,74	8,06	7,66	9,36	7,96	9,28
Kosovo*	8,75	8,67	6,67	7,33	8,75	10,00	7,33	9,67
Montenegro	7,75	7,63	8,25	7,38	7,63	8,13	7,13	8,13
North Macedonia	8,69	7,85	8,58	8,54	8,35	8,58	7,62	8,81
Serbia	8,50	8,67	8,08	7,33	7,33	9,00	8,17	8,33
Unknown	8,00	6,00	6,00	8,00	9,00	10,00	10,00	10,00
<b>Total</b>	<b>8,25</b>	<b>7,97</b>	<b>7,93</b>	<b>8,04</b>	<b>7,91</b>	<b>8,94</b>	<b>7,87</b>	<b>8,96</b>

Q15

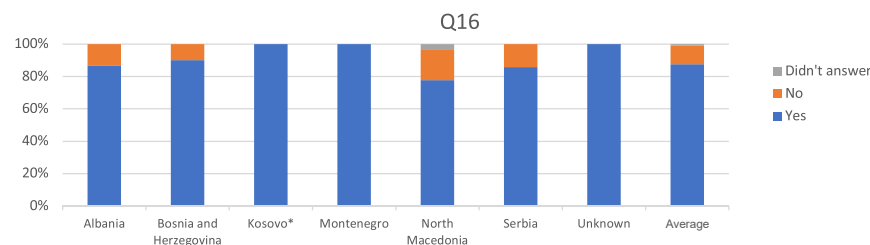


## Q15.a Other – specify

Albania	/	
Bosnia and Herzegovina	<ul style="list-style-type: none"> <li>Ključna je podrška rukovodstva top menadžera, u tim za samoprocjenu staviti ljude iz svih sektora radi jačanja internih kapaciteta i međuljudskih odnosa</li> <li>Ne znam</li> <li>Greška u sistemu</li> <li>Aktivno uključeno rukovodstvo i podijeljena zaduženja</li> <li>Eksterna ocjena institucija od strane revizorskih službi na provođenju CAFa radi obezbjeđivanja podrške rukovodstva</li> <li>timski rad</li> <li>Samoprocjena i prioritizacija aktivnosti</li> <li>Podrška za implementaciju UK na svim nivoima</li> <li>Obuku za UK daje/u odgovorna/e institucija/e za obuku</li> <li>Sve je gore pobrojano</li> <li>samoprocjena</li> <li>Ton sa vrha</li> </ul>	<ul style="list-style-type: none"> <li>Prihvatanje promjena</li> <li>Motivacija zaposlenih je ključan segment uz posvećenost rukovodstva</li> <li>monitoring implementacije CAF-a</li> <li>odgovorno liderstvo</li> <li>Jednake šanse za sve zaposlenike</li> <li>Svi zaposleni moraju biti sistem i svi moraju biti u sistemu, a sve kreće od vrha organizacije</li> <li>potrebno je da svaka služba u općini ima procedure po kojima postupa. Procedure npr zahtjevi stranaka u skladu sa ZUP-u, iako se može u skladu sa navedenim zakonom utvrditi procedura za određene zahtjeve</li> <li>obuhvaćeno je uglavnom save</li> <li>Kapacitiranost ljudskim resursima</li> <li>Uvodna obuka o CAF</li> <li>Priručnik sa smjernicama za uvođenje UK</li> <li>Osiguranje materijalnih i ljudskih resursa</li> <li>donosenje zakonskih akata koji se odnose na uk</li> </ul>
Kosovo*	/	
Montenegro	<ul style="list-style-type: none"> <li>Podizanje nivoa svijesti kod zaposlenih o ISO i CAF-u</li> <li>državni organi, organizacione jedinice itd</li> <li>Primjena softverskih rješenja i savremenih tehnologija</li> </ul>	<ul style="list-style-type: none"> <li>predstavljanje javnosti nastalih promjena</li> <li>Uvođenje UK u standardne procedure institucije</li> </ul>
North Macedonia	/	
Serbia	<ul style="list-style-type: none"> <li>У државној управи не постоји систем оцењивања службеника који се бави само УК, што је тешко изводљиво кад треба да имате посвећеног Менаџера квалитета.</li> </ul>	
Unknown	/	

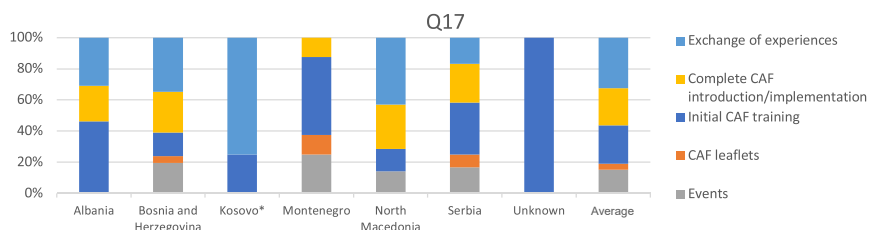
## Q16. Would you like to know more about CAF principles and how CAF can contribute to the public administration reform?

Administration	Yes	No	Didn't answer
Albania	86,67	13,33	0,00
Bosnia and Herzegovina	90,20	9,80	0,00
Kosovo*	100,00	0,00	0,00
Montenegro	100,00	0,00	0,00
North Macedonia	77,78	18,52	3,70
Serbia	85,71	14,29	0,00
Unknown	100,00	0,00	0,00
<b>Total</b>	<b>87,50</b>	<b>11,67</b>	<b>0,83</b>



## Q17. If yes, what do you see as most appropriate for your needs?

	Events	CAF leaflets	Initial CAF training	Complete CAF introduction/ implementation	Exchange of experiences
Administration	(a)	(b)	(c)	(d)	(e)
Albania	0,00	0,00	46,15	23,08	30,77
Bosnia and Herzegovina	19,57	4,35	15,22	26,09	34,78
Kosovo*	0,00	0,00	25,00	0,00	75,00
Montenegro	25,00	12,50	50,00	12,50	0,00
North Macedonia	14,29	0,00	14,29	28,57	42,86
Serbia	16,67	8,33	33,33	25,00	16,67
Unknown	0,00	0,00	0,00	0,00	0,00
<b>Total</b>	<b>15,24</b>	<b>3,81</b>	<b>24,76</b>	<b>23,81</b>	<b>32,38</b>



### Q18. Feel free to share your thoughts and ideas which were not covered in the questionnaire

Albania	<ul style="list-style-type: none"> <li>Konsideroj te pershtatshem me nevojat e mija gjithashtu edhe shkembimin e përvijave midis institucioneve .</li> </ul>	<ul style="list-style-type: none"> <li>Nuk kam komente.</li> </ul>
Bosnia and Herzegovina	<ul style="list-style-type: none"> <li>Sharing knowledge institucija koje su sprovele cikluse samoprocjene, pored skupova i događaja i konferencije na kojem bi bile prezentovane dobre prakse</li> <li>U svakoj organizaciji u kojoj se uvodi CAF potrebna je velika podrška za unapređenje komunikacija, i to vertikalna od menadžmenta ka zaposlenim, ali i horizontalna, između zaposlenika, tj. različitih odjela.</li> <li>Koristiti znanja i iskustva institucija koje se u svom radu više susreću sa UK.</li> <li>CAF mora biti prioritet u organizaciji koja ga uvodi i kasnije provodi. Takav prioritet mora biti vidljiv na svakom mjestu, svakog dana u organizaciji. Kolegij najviših rukovodilaca mora o tome imati tačku na svakom kolegiju. Obuka, dokumenti, AP - ipak su najvažnija iskustva - naučene lekcije - utisci - koristeći ta znanja, treba sijati nove CAF uspjehe, zar ne :)</li> <li>član sam radne grupe za CAF jako sam zadovoljan obukama i uvođenjem CAFa</li> </ul>	<ul style="list-style-type: none"> <li>Svaka edukacija je potrebna našim uposlenicima i rukovodiocima, ali na prvom mjestu je motivacija i posvećenost u protivnom ostaje samo slovo na papiru.</li> <li>Izveštaje o samoprocjeni organizacije trebaju objavljivati na svojim intranet stranicama</li> <li>Posebne edukacije/treninzi za CAF menadžera zaduženog za realizaciju CAF projekta u instituciji</li> <li>Upravljanje kvalitetom (CAF) je u našoj organizaciji veoma doprinijelo otvorenosti i kooperativnosti svih zaposlenika, kroz identifikaciju problema u organizaciji i iznalaženju potrebnih rješenja, što smatram najznačajnim učinkom CAF-a. Probleme smo detaljno identifikovali i svi zaposlenici zajedno sa rukovodstvom znaju koji su to problemi i potrebna rješenja, te radimo na njihovom otklanjanju. Dakle, glavni benefiti UK jesu otvorenost i dostupnost svima u organizaciji, što bi voljeli podijeliti i sa kolegama iz drugih institucija i organa. Pozdrav iz Tuzle.</li> </ul>
Kosovo*	<ul style="list-style-type: none"> <li>i don't have any comment</li> </ul>	

Montenegro	<ul style="list-style-type: none"> <li>Zatražiti od državnih organa i od organa uprave, prikaz preduzeća nad kojima vrše nadzor i koja su u većinskom državnom vlasništvu. Zatražiti da se dostave podaci koji se odnose u koliko je državnih organa i organa uprave, preduzeća uspostavljen sistem kvaliteta.</li> </ul>	<ul style="list-style-type: none"> <li>Uvođenje upravljanje kvalitetom kao standardne procedure institucije</li> </ul>
North Macedonia	<ul style="list-style-type: none"> <li>Почитувани, она што недостига според мое мислење е координација на сите релевантни чинители на национално ниво, администрирање на целиот процес централизирано пропратено со пишани упатства, анализи, конференции национални па и меѓународни. Транспарентност на целиот процес и поголема видливост.</li> </ul>	<ul style="list-style-type: none"> <li>Регионална соработка за ЦАФ</li> <li>Континуирана едукација на координаторите за управување со квалитет и сертифицираните Caf обучувачи и нивна постојана соработка.</li> </ul>
Serbia	<ul style="list-style-type: none"> <li>Постоји потреба да се оформе радна места, чак и радна група/одељење које би било посвећено искључиво или барем претежно УК. Овако се та задужења увек додају већ постојећим и не могу бити вреднована кроз систем оцењивања државних службеника. На тај начин се особе које су укључене у проверу квалитета умањује вредност труда и уложеног времена у процес УК, будући да на основу тог рада не могу бити оцењени. А УК захтева посвећеност током целе године.</li> <li>Сматрам да је CAF користан систем за управљање квалитетом у већим државним органима.</li> </ul>	<ul style="list-style-type: none"> <li>За увођење и успешно спровођење неког од система управљања квалитетом у органе као што су министарства потребна је воља руководства на нивоу целог органа (не само у ужим орг. јединицама), као и мотивација запослених. Сматрам да сада не постоји довољан ниво знања и свести о значају/разлозима/беневитима за увођење УК, и када ово постоји то је само спорадично у појединим јединицама органа. Такође, увођење неког од система УК би требало да буде интегрисано са другим иницијативама за унапређење ефикасности рада органа за управљање квалитетом у већим странкама и сл.</li> <li>немамо неопходна знања и искуства у раду са наведеним стандардима</li> </ul>
Unknown	/	

## Annex 2 - Overview of semi-structured interviews

No.	Country	Institution	Name	Date of the semi-structured interview
1	Albania	Agency for the Delivery of Integrated Services (ADISA) - Albania	Mr. Keldi Jani	27-Apr-22, online
2	Albania	Agency for the Delivery of Integrated Services (ADISA)- Albania	Ms. Irma Tanku	27-Apr-22, online
3	Bosnia - Herzegovina	Public Administration Reform Coordinator's Office (PARCO)	Mr. Nedžib Delić,	6-Apr-22, in person
4	Bosnia - Herzegovina	Public Administration Reform Coordinator's Office (PARCO)	Ms. Mubera Begić,	6-Apr-22, in person
5	Bosnia - Herzegovina	Public Administration Reform Coordinator's Office (PARCO)	Mr. Kenan Avdagić	6-Apr-22, in person
6	Bosnia - Herzegovina	Civil Service Agency BiH (CSA BiH)	Mr. Bojan Golić	7-Apr-22, in person
7	Bosnia - Herzegovina	Civil Service Agency BiH (CSA BiH)	Ms. Azra Kost	7-Apr-22, in person
8	Bosnia – Herzegovina, Federation of Bosnia-Herzegovina	Civil Service Agency FBiH (CSA FBiH)	Ms. Samra Ljuca	8-Apr-22, in person
9	Bosnia – Herzegovina, Republic of Srpska	Civil Service Agency RS (CSA RS)	Ms. Sanja Tajisić	11-Apr-22, online
10	Bosnia – Herzegovina, Republic of Srpska	Civil Service Agency RS (CSA RS)	Mr. Dalibor Čopić	11-Apr-22, online
11	Kosovo*	Institute of Public Administration	Ms. Ariana Birinxhiku	29-Apr-22, online
12	Kosovo*	Institute of Public Administration	Mr. Hetem Idrizi	29-Apr-22, online
13	Kosovo*	Independent expert	Mr. Suad Musić	4-May-22, online
22	Kosovo*	Kosovo* Institute of Public Administration	Ms. Ariana Birinxhiku	29-Apr-22, online
23	Kosovo*	Kosovo* Institute of Public Administration	Mr. Hetem Idrizi	29-Apr-22, online
24	Kosovo*	Independent expert	Mr. Suad Music	4-May-22, online
14	Montenegro	Ministry of Public Administration (MPA)	Ms. Marija Hajduković	5-May-22, online
15	North Macedonia	Ministry of Information Society and Administration	Ms. Amina Shkrijelj	14-Apr-22, in person
16	North Macedonia	Ministry of Information Society and Administration	Ms. Laura Ajdini	14-Apr-22, in person
17	North Macedonia	independent expert	Mr. Martin Todevski	14-Apr-22, in person
18	North Macedonia	Secretariat for European Affairs (SEA)	Ms. Valentina Janevska	15-Apr-22, in person
19	North Macedonia	Custom office of North Macedonia	Ms. Julijana Nikolovska	19-Apr-22, in person
20	Serbia	Ministry of Public Administration and Local Self-Government (MPALSG)	Ms. Ljiljana Uzelac	13-Apr-22, in person
21	Serbia	National Academy for Public Administration	Ms. Snežana Antonijević	27-Apr-22, online

## Annex 3 - CAF users in the Western Balkans

### BiH

LEVEL: Central/ entity/cantonal/local	YEAR OF CAF IMPLEMENTATION	ECU LABEL
Central	2017, 2020, next cycle planned autumn 2022 with ReSPA support	No, intending to apply in 2023
Entity	2017, 2022	No, applied in 2022
Entity	2018, next cycle starting in May 2022 with ReSPA support	No, intending to apply in 2023
Central	2017, 2020	No
Central	2020	No
Central	2017	No
Central	2017	No
Central	2017	No
Central	2019	No
Central	2021	No
Central	2022	No
Entity	2021	No
Cantonal	2021	No
Local	2019	No
Local	2019	No
Local	2019	No
Local	2020	No
Entity	2019	No
Entity	2020	No
Entity	2020	No
Entity	2021	No
Entity	2021	No
Central	2019	No
Entity	2021	No

## North Macedonia

No	NAME OF THE ORGANISATION (in local language)	ENG. NAME OF THE ORGANISATION	LEVEL: Central/subregional/local	YEAR OF CAF IMPLEMENTATION	ECU LABEL
1	Министерство за информатичко општество и администрација (МИОА)	Ministry of Information Society and Administration (MISA)	Central	2012, 2016, 2022 (ongoing)	Label "Efficient CAR user" obtained in 2013, intending to apply in 2023
2	Државен завод за статистика (ДЗС)	State Statistical Office (SSO)	Central	2006, 2007, 2009, 2011, 2013, 2015	
3	Министерство за образование и наука(МОН)	Ministry of Education and Science (MoES)	Central	2013	
4	Министерство за транспорт и врски (МТВ)	Ministry of Transport and Communications (MTC)	Central	2013	
5	Министерство за труд и социјална политика (МТСП)	Ministry of Labor and Social Policy (MLSP)	Central	2013, 2019	
6	Министерство за земјоделство, шумарство и водостопанство (МЗШВ)	Ministry of Agriculture, Forestry and Water Economy (MAFWE)	Central	2013, next cycle planned autumn 2022 with ReSPA support	
7	Град Скопје	City of Skopje	Local	2013	
8	Општина Охрид	Municipality of Ohrid	Local	2014	
9	Општина Тетово	Municipality of Tetovo	Local	2016	
10	Општина Центар	Municipality of Centar	Local	2014	
11	Министерство за економија	Ministry of Economy (MoE)	Central	2017	
12	Државна комисија за спречување на корупција (ДКСК)	State Commission for Prevention of Corruption (SCPC)	Central	2016	
13	Општина Липково	Municipality of Lipkovo	Local	2016	
14	Генерален секретаријат на Владата на Република Северна Македонија	General Secretariat of the Government of the Republic of North Macedonia (GenSEK)	Central	2016	
15	Секретаријат за законодавство (СЗ)	Secretariat for Legislation (SL)	Central	2016, next cycle planned autumn 2022 with ReSPA support	
16	Секретаријат за европски прашања (СЕП)	Secretariat for European Affairs (SEA)	Central	2016	
17	Собрание на Република Северна Македонија	Assembly of the Republic of Northern Macedonia (Parliament)	Central	2015	
18	Агенција за администрација (АА)	Agency for Administration (AA)	Central	2015	
19	Општина Желино	Municipality of Zelino	Local	2017	

20	Комисијата за заштита на правото за слободен пристап до информациите од јавен карактер (КЗПСПИ)	Commission for Protection of the Right to Free Access to Public Information (CPRFAPI)	Central	2014	
21	Општина Гостивар	Municipality of Gostivar	Local	2016	
22	Општина Ѓорче Петров	Municipality of Gjorce Petrov	Local	2016	
23	Агенција за млади и спорт (АМС)	Agency for Youth and Sports (AYS)	Central	2016	
24	Општина Јегуновце	Municipality of Jegunovce	Local	2016	
25	ЈУ Центар за јавно здравје Тетово	PI Center for Public Health Tetovo (PI CH)	Local	2016	
26	Општина Струга	Municipality of Struga	Local	2016	
27	Општина Куманово	Municipality of Kumanovo	Local	2016	
28	Општина Кичево	Municipality of Kicevo	Local	2016	
29	Царинска Управа (ЦУ)	Customs Administration (CA)	Central	2018	
30	Министерство за правда (МП)	Ministry of Justice (MoJ)	Central	2017	
31	Министерство за финансии (МФ)	Ministry of Finance (MoF)	Central	2017	
32	Министерство за внатрешни работи (МВР)	Ministry of Interior (Moi)	Central	2017	
33	Министерство за надворешни работи (МНР)	Ministry of Foreign Affairs (MFA)	Central	2016	
34	Министерство за локална самоуправа (МЛС)	Ministry of Local Self-Government (MLSG)	Central	2016	
35	Министерство за животна средина и просторно планирање (МЖСПП)	Ministry of Environment and Physical Planning (MoEPP)	Central	2016	
36	Агенција за вработување (АВ)	Employment Agency (EA)	Central	2019	
37	Управа за финансиско разузнавање (УФЗ)	Financial Intelligence Directorate (FID)	Central	2019	
38	Централен Регистар (ЦР)	Central register (CR)	Central	2019	
39	Управа за јавни приходи (УЈП)	Public Revenue Office (PRO)	Central	2019	
40	Дирекција за безбедност на класифицирани информации (ДБКИ)	Directorate for Security of Classified Information (DSCI)	Central	2019	
41	Општина Гази Баба	Municipality of Gazi Baba	Local	2018	
42	Агенција за електронски комуникации (АЕК)	Agency for Electronic Communications (AEK)	Central	2019	
43	Агенција за заштита на лични податоци (АЗЛП)	Personal Data Protection Agency (PSPA)	Central	2018	
44	Државен завод за индустриска сопственост (ДЗИС)	State Office of Industrial Property (SOIP)	Central	2016	

## Serbia

No	NAME OF THE ORGANISATION (in local language)	ENG_NAME OF THE ORGANISATION	LEVEL: central/ local	YEAR OF CAF IMPLEMENTATION	ECU LABEL
1	Ministarstvo uprave i lokalne samouprave	Ministry of Government and Local Self-Government	Central	2021	no, indenting to apply in 2022
2	Agencija za mirno rešavanje radnih sporova	Agency for peaceful settlement of labor disputes	Central	2022	no, indenting to apply in 2022/2023
3	Kancelarija za upravljanje javnim investicijama	Office for public investment management	Central	2022	no, indenting to apply in 2022/2023

## Annex 4

## BiH CAF roll out overview and identified ISO users

## CAF introduction &amp; implementation, state level:

1. Public Administration Reform Coordinator's Office, (first cycle) mentoring by EIPA, support by GIZ
2. Civil Service Agency of Bosnia and Herzegovina, mentoring by PARCO, support by GIZ
3. HJPC, support by GGF
4. IDDEEA, mentoring by PARCO, support by GIZ CAF and ISO 9001 and 27001
5. Statistics Agency BiH
6. Agency for Higher Education and Quality Assurance BiH, mentoring by PARCO, support by GIZ
7. Anti-Doping Agency BiH, mentoring by PARCO
8. Legislative Office of the Council of Ministers of Bosnia and Herzegovina, mentoring by PARCO
9. Labor and Employment Agency BiH, mentoring by PARCO
10. Commission to Preserve National Monuments, 2020/2021 PARCO mentoring
11. Gender Agency BiH, 2021, ReSPA in-country support
12. Ministry of Civil Affairs of Bosnia and Herzegovina, (june 2022) PARCO mentoring

## CAF introcution &amp; implementation Federation BiH, incl. CAF pilots on cantonal and municipal level:

1. CSA FBiH, two cycles, BACID II in first cycle, second cycle by own resources. Applied for the ECU at ReSPA in 2022.
2. Municipality Živinice, 2019, BACID II & mentoring by CSA FBiH
3. Municipality Gračanica, 2019, BACID II & mentoring by CSA FBiH
4. Municipality Bihać, started in 2019, ReSPA in-country support & mentoring by CSA FBiH
5. Municipality Goražde, 2021 mentoring by CSA FBiH
6. Federal Agency for Agropedology, 2021 mentoring by CSA FBiH; in process of CAF implementation
7. Federal Administration for Inspection Issues, 2021 mentoring by CSA FBiH
8. CANTON SARAJEVO Cantonal Administration for Inspection Issues, 2022 mentoring by CSA FBiH
9. Municipality Čelić, 2020 – 2021 CSA FBiH mentoring

## CAF introcution & implementation Republika Srpska

1. CSA RS, 2018, BACID II & mentoring by CSA RS In 2022: CAF second cycle with support of ReSPA/BACID III. Plan to apply for ECU in 2023.
2. Statistics Agency RS, 2018, Bacid II & mentoring by CSA RS
3. Ministry of Energy and Mining RS, 2020, ReSPA in-country support for the consensus WS & mentoring by CSA RS
4. Ministry of Local Administration and Local Self-Governance, 2020 ReSPA in-country support for the consensus WS & mentoring by CSA RS
5. Geodetic Administration RS, 2020 GIZ support for the consensus WS & mentoring by CSA RS
6. Civil Service Appeals Board RS, 2021 CSA RS mentoring

## ISO implementation BiH, different levels

1. Institute for Standardisation BiH
2. Central Bank BiH
3. Agency for Preprimary, Primary and Secondary Education BiH
4. Institute for Metrology BiH
5. Agency for Pre-Primary, Primary and Secondary Education BiH
6. Uprava za indirektno oporezivanje BiH
7. Accreditation Institute BiH
8. Agency for medicines and medical devices of Bosnia and Herzegovina
9. AGROPEDOLOGICAL INSTITUTE OF FEDERATION OF BOSNIA AND HERZEGOVINA, ISO 17025
10. Kantonalna uprava za inspeksijske poslove KS
11. City of Goražde
12. City of Lukavac



# ReSPA

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📍 Branelovica, 81410 Danilovgrad, Montenegro  
☎ +382 (0)20 817 235  
✉ [respa-info@respaweb.eu](mailto:respa-info@respaweb.eu)  
🌐 [www.respaweb.eu](http://www.respaweb.eu)



ReSPA activities are funded  
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