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**INTRODUCING QUALITY MANAGEMENT IN RUSSIAN PUBLIC
ADMINISTRATIONS:
TRANSFER OF EUROPEAN GOOD PRACTICE THROUGH POLAND**

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1. Introduction

Since 2003 the President of the Russian Federation Vladimir Putin in his Annual Memorandum to the Federal Assembly has been stressing insufficient quality and effectiveness in Public Administrations at all levels. In 2003 administrative and civil service reforms were started in Russia, and fast results were expected. But in 2004 more than 71% of citizens were not satisfied with the quality of public services.¹ Changes continued with the budgetary reform in 2004-2006, the reform of local self-government and a new phase of the administrative reform scheduled for 2006-2008. Similar to institutional reforms in the EU Member States of last 7-8 years, the administrative reform in Russia aims to improve quality of public services, reduce governmental influence on business and increase efficiency of public administration. The Russian administrative reform also follows the European tendency of introducing business methods in public administration management system.

This paper analyses the current situation with regard to effectiveness and quality in the Russian public administration and summarises the European experience in this area (focusing on the Polish case), in particular the activities related to the Common Assessment Framework (CAF). A section is devoted to the EPUS (Effective Public Service) system which is proposed by the author and expected to be introduced by the Russian Government as part of the Administrative Reform in 2008 and as a methodology for integrating quality management principles into the public administration practice.

2. Quality in Russian public administration in 2004-2007: current situation

According to the Public Opinion Foundation in 2004 only 14 percent of the citizens were satisfied with the quality of public services provided by state authorities. At the same time Russian small and medium enterprises spent nearly 8.5 percent of their income on overcoming administrative barriers.² According to the GRICS index which is defined by the World Bank and estimates efficiency of the government in 209 countries, Russia remains in the bottom of the ranking in fields connected with the overall performance of the government, quality of the

¹ Source: The Concept of the Administrative Reform in Russian Federation in 2006-2008.

² Source: All-Russian Public Organisation of Small and Medium Sized Business "Opora of Russia" & Public Opinion Foundation. Research was conducted in 2004 in 80 Regions of Russian Federation.

legislation, rule of law, control of corruption. Many other statistical indicators of poor quality of public services in Russia could be stated here, and some of them were cited in the Concept of Administrative Reform in Russian Federation 2006-2008.

At the same time there is a general perception in the Russian society of the insufficient quality of public services. Ordinary citizens wait for hours in queues at the officials' cabinets, need to pass various instances of official procedure to legalize their own land plots, and are kept waiting for important documents for weeks and so on and so on.

These days there is a growing call for improving the quality of public services. There are signs that the government agrees. The administrative reform for 2006-2008 is setting very serious objectives – increasing citizens' satisfaction with public services to 50 percent in 2008 and no less than 70 percent satisfaction rate by the end of 2010. How could it be done?

There are different ways. First – it could be done just on paper and the society could be told that everything is good enough. Second – it could be done through introducing some kind of measurement system with indicators allowing to reach planned satisfaction rates. Third – a quality management system could be deployed in public administration at different levels: (federal, regional, and local).

The Concept of the Administrative Reform in Russia for 2006-2008 is quite close to programmes for implementing quality management systems in the private sector. A number of business principles were declared in the Concept: customer focus, process approach, result orientation. Problems remain, however: how these principles can be integrated into day-to-day activities of Public Administrations, and how the process can work. Another challenge is demonstrating the high-quality service to citizens, businesses and the society in general using quality management methodology and introducing modern tools and techniques like ISO 9000, benchmarking, EFQM Excellence Model, etc.

While the first stage of the administrative reform in 2003-2004 concerned only the federal level, the second stage of 2006-2008 focuses mostly on regional authorities. In 2006 the Ministry of Economy and Trade funded pilot projects within the Administrative Reform framework and 63 projects from 29 regions were supported for a total amount of 215 million

rubles (near \$ 9 million)³. The topics of projects were distributed as follows⁴:

- Designing and implementing administrative regulations (50%)
- Introducing management by results approach (20%)
- Introducing pre-judicial appeal mechanisms (7%)
- Introducing mechanisms of outsourcing of administrative processes (7%)
- Development of anticorruption programs (5%).

As we can see half of all the initiatives concern administrative regulations. What is wrong with that? At the first sight standardisation of public services has to bring in consistent levels of quality. It means that any citizen is sure about quality of services he gets from government, and every contact with civil servant or governmental official is like a visit to a McDonalds restaurant, where you always get the same “BigMac” anytime and anywhere you want. Are there any differences between the Russian governmental bodies and the McDonalds? And what is the meaning of “quality” in standards at the McDonalds and quality by regulations in Governmental Sector in Russia?.. Let look for an answer. The McDonalds company provides quality products by fully understanding the process it involves, the flow from input to output, the definition of internal and external customers, and of the requirements need to be satisfied. An opposite process could be seen in the national and local governments in Russia, which have an organisational structure that Max Weber called “*mechanistic bureaucracy*”. Such structures have a strict hierarchy, limited people empowerment, precise functional specialisation and strong central apparatus control.

Could an administrative reform succeed in this institutional framework? Could we wait for breakthrough in quality of public services using a way of standardisation without significant changes in the thinking of people who provided those services? For today the answer is hardly “Yes”. Discrepancy between the form (declared quality priorities) and its contents (deeper principles of mechanistic bureaucracy) is one of the reasons for insufficient

³ Source: Extraction from A.V. Sharov’s report (Director of the Department of State Regulation of Economy of the Ministry of Economic Development and Trade) at the meeting “Outcomes and perspectives of the Administrative Reform at Federal and Regional levels”. – February 2, 2007.

⁴ Source: Protocol of Commission of the Ministry of Economic Development and Trade. Appendixes 2, 4. – July 18. No 2. 2006.

effectiveness of implementing reforms in Russia.⁵

However, the Russian Government has a choice. It can either maintain a risky model of formalisation of each step in providing public services through increasing control or it may focus on the necessary changes in thinking of the people who provide public services – giving them a chance to excel through motivating their thinking, learning, serving society, doing their job with best quality. The latter option is possible within the declared quality approach. It is important to understand that quality management is not only about achieving results; it is also about people involvement, continuous improvement, innovation and learning. A quality management system is not only a set of standards and procedures, but also a self-learning system which is focused on raising the level of satisfaction for all the stakeholders, including citizens, employees, organisations both from private and public sectors, society and state.

3. Common Assessment Framework: a better way to make Public Sector works better

The second choice presented above – is a choice for quality management (or Total Quality Management – TQM) instead of Management by Results (MBR). Quality Management tools like business process reengineering, self-assessment, benchmarking, best practice exchange have been widely used in the public sector for last 5-6 years. The most popular way to implement quality management is through the adoption of ISO 9000 standards. This approach has a lot of limitations, however. Practice shows that ISO 9000 is too complex, not always clear and always very expensive. Another approach – is TQM, including such models as the EFQM⁶ excellence model in Europe or the Baldrige Criteria in the USA.

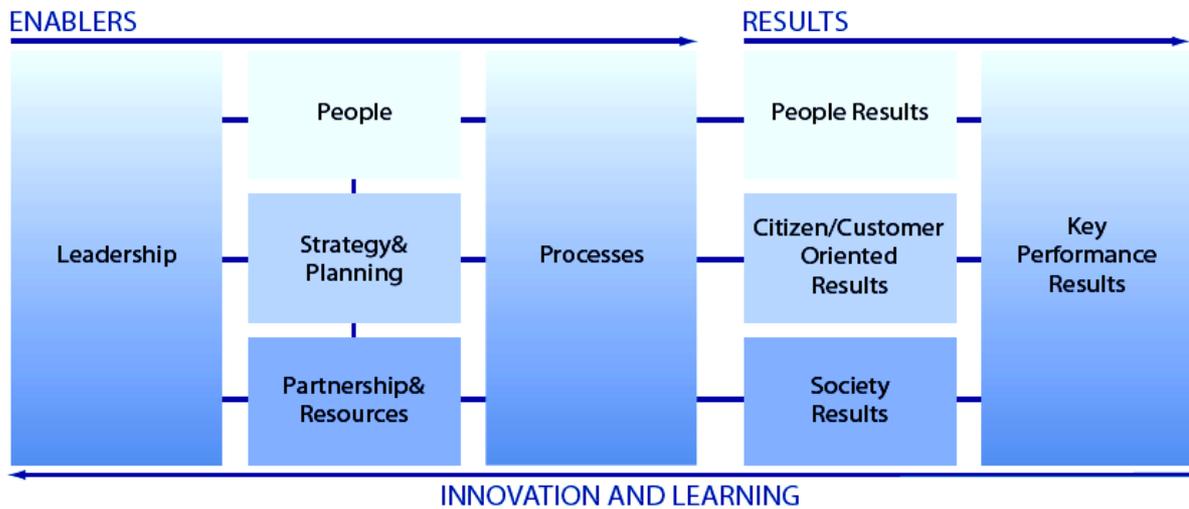
Since 2000 the Common Assessment Framework (CAF) has been widely used in the European public sector. CAF is a TQM Model inspired by the EFQM model of the German University of Administrative Sciences in Speyer. The CAF is a result of co-operation among the EU ministers responsible for public administration.

Being a generic tool, the CAF includes 9 criteria, 28 sub criteria and a scoring system.

⁵ Nevertheless there are some positive examples in Russian regions mostly connected with ISO 9000 in local administration (e.g. city of Shahty in Rostov region).

⁶ European Foundation for Quality Management (www.efqm.org).

The structure of the CAF Model is illustrated in Fig. 1⁷.



based on the EFQM Excellence Model

Figure 1. The Common Assessment Framework (CAF 2006 version)

The CAF is offered as an easy-to-use tool to assist public sector organisations across Europe, introducing quality management techniques to improve performance. Moreover, the CAF's role is growing as it represents one common model. The CAF provides a self-assessment framework that is conceptually similar to the major TQM models, EFQM in particular, but is specifically conceived for the public sector, taking into account its distinctive features. CAF users include organisations from many fields (education, social services, healthcare, transport and infrastructure, police and even churches). However, the CAF is most popular among federal governmental bodies and local and regional governments.

The use of the CAF has increased: from 500 applications in late 2003 to nearly 900 in mid-2005 and over 1900 at the end of 2006⁸. The implementation of the CAF in Europe is on a voluntary base in 9 Member States; it is recommended by the governments of 15 MS and it is obligatory on the central level in Czech Republic, Slovakia and Romania.⁹

Nearly nine users in 10 started improvement actions as a result of the CAF and

⁷ The Common Assessment Framework (CAF). Improving an organisation through self-assessment. CAF 2006 / CAF Resource Centre. European Institute of Public Administration. 2006. – P. 3.

⁸ Study on the use of the Common Assessment Framework in European Public Administrations & 2nd European CAF event, Luxembourg 1-2 June 2005 / CAF Resource Centre. European Institute of Public Administration. November 2005. – P. 28.

⁹ Staes P., Thijs N. Report on the State of Affairs of the Common Assessment Framework (CAF) after Five Years // EIPAScope. No 3. 2005. – P. 44.

95 percent want to use the CAF again. Using the CAF in benchmarking/learning projects is a great challenge for the future and could bring great value to organisations in the public sector as TQM Models help improve performance in the private sector.

It is important to note another huge advantage of CAF. It is in the public domain, available free of charge. Every organisation is free to use the Common Assessment Framework as they wish.

Some of the arguments advanced in favour of CAF are presented below¹⁰:

- *CAF is a framework for introducing public management strategy and tools.* This can be seen when CAF is used to define a strategy for the organisation or simply by defining the initial measures, responsibilities and time schedules for improvement actions.

- *Quality management with CAF is a continuous process.* It is important to constantly evaluate the process of change, by means of staff and citizen surveys, benchmarking against other administrative structures and define own position regularly (e.g. every two years) with the help of CAF.

- *CAF motivates people.* Employees involved in the CAF self-assessment process, in data management and surveys are very proud to be a part of a group of improvement and make strong contribution to the success and diffusion of the initiative.

- *Benchmarking is a major objective of CAF:* Common Assessment Framework is an important instrument for benchmarking between public sector organisations of different countries but also within a single country.

- *CAF provides a link between results and measures:* the CAF self-assessment can be seen as an eye-opener for the linkage between results and measures within the complex system of an organisation.

4. CAF-Pyramid in Europe: “the Polish floor”

4.1. The Road Toward Quality of the Public Administration in Poland

The reform of the public administration in Poland was initiated in 1990. Its main objective was not, however, the implementation of quality management in the public sector,

¹⁰ CAF works – better service for the citizens by using CAF / Bundeskanzleramt. Osterreich. 2006. – P. 96-98.

but the introduction of strong local and regional self-government.

In the same year “*The Umbrella Project*” was introduced by the Polish government and the United Nations Development Programme (UNDP). The Umbrella Association of Consultants¹¹ focused its consulting services on two areas – quality management and sustainable development strategies. The Project's programmes significantly helped the national public administration and the business sector implement effective quality management methods (ISO 9001:2000, EFQM Excellence Model, Total Quality Management (TQM), Business Process Modelling (BPM), People's Satisfaction Survey) and prepare a sustainable development strategy (Local Agenda 21 for regional and local administration entities) in response to the EU integration process.

The next phases of the reform took place in 1994, 1997 and 1998. In 1998 the Umbrella Project in co-operation with the Chancellery of the Prime Minister prepared the programme “Quality management in public administration”, which was financed by the Japanese Government (Polish-Japanese Counterpart Fund). The applied methodology of this programme was based on the practical experience of West-European local governments and has been adapted to the specifics of public administration. In 1999, 2000 the Umbrella Project organised a number of conferences for disseminating quality management philosophy in the public and governmental sector, which were attended by a large group of representatives of the executive offices of the local government (at the *gmina* and *powiat* levels) from the whole country.

At the end of the 1990s ISO 9000 standards were the main method by which quality management principles were implemented. In 1999 the first local government in Poland obtained an ISO 9001 certificate. It was the City Council of Dzierżoniów (in southwestern Poland). In 2000 an ISO 9001 certificate was granted to the first *powiat* (county) in Poland – Racibórz (in southern Poland). Some other Polish towns soon followed: Bielsko-Biała, Gliwice, Stalowa Wola, Kwidzyń, Rybnik, Wieluń, Śrem, Warszawa-Ursynów¹².

Later stages of the administrative reforms required a deeper understanding of the principles of quality management so new instruments and methods were introduced.

¹¹ Umbrella-Association of Consultants (www.umbrella.org.pl) is an independent consultancy with offices in Warsaw, Poland that specializes in quality management and local governance issues, provides consultancy services, training, practical policy guidance and strategic advice in the above areas – both for private sector and public administration organisations. Umbrella-Association of Consultants also is one of three founders of National Partner Organisation (NPO) of the European Foundation for Quality Management (EFQM) in Poland.

¹² ISO 9000 in public administration – Association of Consultants // URL: www.umbrella.org.pl/backup/engasso/iso_adm.asp

Reorganisation of the public offices in Poland has been a very complicated task. One of the reasons is that some institutions continued their activities following the models of behaviour from the communist period¹³.

At present several other quality techniques are used in Poland beside the ISO 9000 standards. They are the BPR (Business Process Reengineering), BSC (Balanced Scorecard), EFQM Excellence Model and several other methods¹⁴ including the Common Assessment Framework. The CAF Model was firstly introduced in Poland in 2001-2002 as part of the Umbrella project in which 5 pilot diagnostic exercises were conducted with the managerial staff in 5 offices.

4.2. Milestones of CAF Development in Poland

European Commission considers the CAF to be a standard tool serving to improve management and provide benchmarks in the administrations of the EU member states. One of the main aims of applying CAF in Polish public administration is creating a benchmarking database of best management practices¹⁵.

In spite of the increasing political support of CAF in Poland, so far there has been no direct financial support from the national government for CAF-related initiatives. However, an EU-funded project, led by the Ministry of Internal Affairs and Administration, is being carried out on implementing of CAF at selected central offices and ministries in the framework of the "Transition Facility".

The CAF movement is led by the Polish Office of Civil Service, subordinated to the Chancellery of the Prime Minister. The Office coordinates CAF activities in Poland, communicates and collaborates with CAF users, corresponds with the CAF-resource centre of European Institute of Public Administration (EIPA) and represents Poland at CAF conferences and other European meeting and events. A summary of Polish CAF activities is presented in

¹³ From this point of view the Polish situation had a lot of common elements with the situation in Russia.

¹⁴ Urząd jako zbiór procesów – wywiad z Pawłem Kameckim (Pawel Kamecki is Umbrella Consultant, Regional Director Umbrella Consulting Sp z o. o – 30.04.2004 // URL: www.egov.pl

¹⁵ That was the point of interest of Umbrella which develops Database of management best practices and know-how, which contains practical, proven solutions gathered by various organisations and partners co-operating with Umbrella and Umbrella's consultants in a number of public administration entities and private enterprise sector.

Table 1.¹⁶

Table 1. CAF-related activities and initiatives in Poland

Tool or activity	Comments
Publications of CAF (e.g. brochures) and on CAF (e.g. articles)	CAF was officially translated into Polish 2006
Pilot CAF-based projects	5 projects covering self-assessment, planning and implementation of improvements
Electronic application and evaluation tools	
Special training on CAF	At the Ministry of Finance level, separate trainings are running, lead by Office of the Civil Service
Seminars, workshops	
E-learning	It is implemented two e-learning training courses. The basic course covers self-assessment with an on-line questionnaire. The advanced course is on improvement planning based on the self-assessment results
Individual advice and coaching	At the Civil Service Office
Quality conferences	Annual conferences of the International School of Quality in Poland where the CAF is promoted
Quality awards / contests	4 Polish organisations took part in the EFQM scheme "Levels of Excellence" at level one, "Committed to Excellence". They used CAF for their self-assessment
Database / good practice	Good practice database is run by the Umbrella Association of Consultants

At present there are at least 38 registered CAF-users in Poland. Most of them are the Warsaw-region tax offices. Initially the tax offices implemented CAF to minimise errors in tax returns, improve information availability, increase employee satisfaction, and create high-quality and trustworthy image of Tax Civil Service in the public's view.

4.3. Case of Tax Office in Plonsk: CAF way to improved results¹⁷

Self-assessment surveys are regularly conducted in the Tax Office in Plonsk at least twice a year¹⁸ with the aim to identify weak and strong points and select the most precious ideas for

¹⁶ Staes P., Thijs N. Report on the State of Affairs of the Common Assessment Framework (CAF) after Five Years // EIPAScope. No 3. 2005. P. 47.

¹⁷ This case was extracted from the brochure "CAF works – better service for the citizens by using CAF" Bundeskanzleramt. Osterreich. 2006. – P. 11.

¹⁸ One of 51 tax offices under the Tax Chamber Warsaw.

improvement measures¹⁹. And the CAF Model has recommended itself as an appropriate and effective tool for these purposes.

All employees of the Plonsk Tax Office are involved in the self-assessment process.²⁰ The direct self-assessment is carried out by a permanent team consisting of 15 employees, the Office being divided into 15 organisational units. This body consists of employees of all levels: the Head of the Office, department heads, permanent staff and independent employees. The leader of the project, however, is the Quality Officer. Most employees and all team members underwent training focusing on the model, teamwork, principles of point evaluation and RADAR logical system, the scoring panel of the EFQM Excellence model (which consists of four elements: Results, Approach, Deployment, Assessment and Review). The first self-assessment was conducted under the supervision of external consultants whose importance in the process of reaching a consensus cannot be underestimated.

Previous CAF self-assessment sessions in Plonsk led to the conclusion that insufficient use was made of business processes information channels and partnerships with a view to supporting planning and strategy in the area of customer and employee satisfaction in the Tax Office. As a result, efforts were stepped up that would benefit customers and employees. Particular attention was paid to reducing the number of errors in the submitted tax returns; identifying and fulfilling the needs of special categories of customers as well as establishing transparent rules in human resource management.

Improvement measures were conducted by task teams. They were coordinated by the Quality Officer and supervised by the Head of the Office. The results were included in the quality objectives. Collecting materials, analysis and devising projects took place during workshops. After discussing solutions with the Quality Officer, the team leaders submitted them to the Head. The implementation of the projects was monitored by the Quality Officer. Tax information was promoted through cooperation with local authorities, schools, training and cultural institutions and employer organisations. Information materials were sent to taxpayers, trainings were organised for entrepreneurs and farmers and a number of different activities were conducted for other groups of stakeholders.

¹⁹ Of course, the priorities in choosing improvement tasks are determined on the basis of the national tax strategies.

²⁰ As it was mentioned in Plonsk Tax Office's best practice story for CAF Resource Centre: "although it is more difficult to reach a consensus in a large evaluation group, it guarantees more objective results and makes it possible to receive more support for the implemented changes from the employees".

In order to ensure a sustainable acquisition of employees who would be able to design, plan and implement the strategies with the most effective methods, a new recruitment procedure was designed and included in quality management system.

4.4. Some lessons to be learned from the Polish experience

The example presented above shows that the CAF methodology was chosen in Plonsk Tax Office to initiate a process of continuous improvement (the Deming's PDCA loop: Plan – Do – Check – Act – and Plan again). And it was (and it is) their own free choice. The decision to use CAF was not a top-down directive and it was not supported with additional funding or resource. Being a management model CAF is just a way of running organisations, a modern instrument of public management which could be used to improve quality of service, quality of processes, and quality of management.

The Polish case of CAF implementation gives an example of deployment quality instruments using “bottom-up” approach. Strong leadership is an essential attribute of such an approach-- persons are needed who lead people and become the team's “driving force”. In such a situation the local best practices may be transferred to other services or regions. Once a critical mass of successful projects is achieved, the federal/central government may adopt it in the whole country and support it with public funds. It is a long and difficult way. However, if the local initiative does not aim to prove the feasibility of CAF for someone else, but just use it to improve its own activities, some positive results could be achieved. These may be the introduction of a clear measurement system, the greater involvement of employees in the work of the team, getting feedback from customers, benchmarking against other organisations, or setting up and accessing a database of best practices.

It is important to mention that CAF users can make use of such an effective resource in promoting the CAF methodology as the Umbrella through its consultancy services in the field of quality management as well as its benchmarking best management database.

Some lessons could be learned from the analysis of feedback from the Polish CAF-users (Tax Chamber Warsaw, Tax Offices in Plonsk and Pruszkow, Swietokrzyskie Voivodeship Office in Kielce, Municipal Police Headquarters in Legnica an others).

- One of the major barrier occurring is changes in legislation. Fast changes are

accompanied by short transition periods for the new regulations.

- Poland is a country with insufficient access to the Internet and electronic mail on the part of its society, and it is necessary to look for alternative solutions.
- It is difficult to reach a consensus in a large self-assessment team.
- CAF system should be implemented on a comparative basis, and the possibility of exchanging experiences with other users of CAF would help avoid obstacles.
- Additional burdens to employees with new tasks related to self-assessment process could be a barrier. Employees should be demonstrated with evidences of improvement under self-assessment results.
- It is important to design appropriate questionnaires and templates to gather true and full information for analysis.
- On the one hand, it is hard to implement CAF without Central Policy in this field, but on the other hand, it such “local initiative based” approach helps to avoid pure formal, not-prepared implementation of CAF in the whole country scale.

5. The Russian CAF – Effective Public Service System “EPUS”

The Concept of the *Effectiveness Assessment Systems for Public Administrations “Effective Public Service” (EPUS)* is a comprehensive TQM-oriented approach which is based on the Common Assessment Framework (CAF version 2006), the EFQM Excellence Model and the Model of the Russian Federation Government Quality Award²¹.

The EPUS has been developed with the purpose to assist the Russian Government in the Administrative Reform 2006-2008 fulfilment. The EPUS System aims to achieve the following objectives:

- Raising efficiency and transparency of public administration activities at federal, regional and local levels;
- Improvement of quality of public services provided to the citizens, society and other stakeholders by administrative authorities of state, regions and municipalities.

EPUS was designed taking into account specific features of public service in the Russian Federation and the Russian legislation. EPUS gives a clear mechanism for measuring

²¹ EPUS System is developing by the research team of Dmitry Maslov, Albert Korolenko and Victor Smirnov (all from the Russian Organisation for Quality (ROQ) Committee for Quality in State and Local Governments).

performance and identifying efficiency levels of the public service in Russia. The use of the EPUS tools makes it possible to incorporate principles of customer orientation, employees' involvement and continuous improvement in day-to-day activities of public authorities.

The EPUS System offers:

- Self-assessment and external expert assessment techniques;
- Decision-making toolkit (including software) for analysis of self-assessment outcomes and identifying areas for improvement;
- Mechanisms for best practice identifying, gathering and exchange through the networking and benchmarking upon the EPUS multilevel database.

EPUS includes a number of specific innovation features:

- Establishment of Expert Councils (Federal and regional) for external expert assessment and best practice selection process;
- Modified CAF Model – EPUS, which is adopted to various functional types and hierarchical levels of public authorities through the proposed scheme of public service and changing weight among the nine criteria;
- Two-sided self-assessment (managers-to-employees) approach;
- Multilevel database and networking of regional benchmarking centres in seven Federal Districts of the Russian Federation.

The EPUS concept is now being discussed by public authorities at all levels (including Federal Ministries and President Administration), educational institutions (e.g. Russian Academy of State Service), quality-related organisations and communities (e.g. Russian Organisation for Quality) and other stakeholders.

At present there are several examples of pilot practical implementation of the CAF-EPUS at the regional level. In 2005 the World Bank planned introducing the CAF model in the Southern Federal Region (in particular Kalmykia and Kabardino-Balkarya) but results were not published widely.

The first practical implementation of the EPUS System took place in 2006 in the Electoral Commission of the Ivanovo Region. There were two phases of the self-assessment process. During the first phase 30 employees (near 90 percent of staff) took a questionnaire survey which was conducted electronically. The second phase was a diagnostic self-assessment of an executive team of five people including the Chairman of the Commission.

The detailed study involved the use of 28 EPUS Criteria, the EFQM pro-forma method and scoring system of the Russian Federation Government Quality Award.

At the stage of analyzing results, employees' assessment was compared with executives' assessment. It allowed identifying areas for improvement more correctly. Employees' teaching and learning were chosen as a priority improvement area. Chairman of the Commission Victor Smirnov commented on his pilot self-assessment:

“it allowed us to measure a level of efficiency, to see potential of our activity and to understand where to start improvements. Unfortunately this experience does not give an opportunity to explore main EPUS advantages, I mean benchmarking with our colleagues from other regions as well as best practice exchange that could help a lot public administrations in their excellence journeys”.

Besides local implementation cases, first steps on Federal Level have already been taken. EPUS system was introduced in spring 2007 at seminars attended by representatives of Rusarchive, Ministry of Economic Development and Trade, Ministry of Finance, Ministry of Culture within the Public Sector Institutional Reform (PSIR) Project in Russia²². The CAF Resource Centre also recommended the EPUS as a Russian version of CAF for implementation in CIS countries.

6. Conclusions and recommendation

In 2005 the World Bank issued an analytical report concerning prospective instruments to be used in the course institutional reforms in Russia. The report recommended the Russian Government to introduce the Common Assessment Framework. In 2006 the Russian version of CAF – EPUS System was introduced. The even was inspired by the dynamic development of CAF in Europe as well as good results which were achieved by hundreds of European public administrations.

The proposed EPUS system does not run contrary to the current approaches which are being used now within the framework of the administrative reform in Russia. EPUS does not replace, but rather complements the existing initiatives, bridging the gap in methodology of building large quality management system for the whole State. It is the right time to broaden the governmental approach. Separate elements such as standardisation, management by results,

²² Materials available at http://new.hse.ru/sites/irgs/second/seminar_29032007.aspx

informatisation are not sufficient for achieving the high targets on efficiency, transparency and quality of public service that were declared by the Russian President and the government. To avoid a “prison” of formal standards and pretend improvements Russian Government needs not discrete but comprehensive policy of quality for public administrations.

Seven years of the European experience, in particular the Polish cases described in this paper, indicate that the CAF movement has mostly become popular among the local leaders, quality management enthusiasts. So far insufficient support has been given by the federal authorities. The issue is not only about funding, but the process needs organisational, informational and strategic support. A good public management practice that could be transferred from Poland to Russia is the “Umbrella Project”. This governmental initiative involves quality management specialists who are setting up a nation-wide quality management system. There is no Umbrella-like institution in Russia, which I believe deserves criticism. The author has raised this point in several interviews and publications²³. Quality professionals are practically not involved in the administrative reforms. From the author’s point of view, it is very imprudently and prodigally to ignore such a significant resource. Potential contributions of national professionals in the field of quality management could be of much help to the Russian government in its administrative reforms, complementing the current assistance from European consultants and involving the Russian civil service professionals. A structure such as the Umbrella could be established in Russia on the basis of the Russian Organization for Quality, which leads most quality initiatives in Russia and includes first-class national quality specialists.

Today’s Russia is several steps behind Europe in quality and effectiveness of public management and civil services. The proposed EPUS approach based on the CAF Model is expected to be a standard in Russia. Two main instruments of the EPUS System: self-assessment (which is about people) and benchmarking (concentrating on innovation and learning) could ensure the success of the administrative reform and a number of other institutional reforms in Russia.

²³ CIS: “Dialog of quality specialist” (Interview with D. Maslov) // *Standards & Quality*. №4. 2007. – P. 18-22; Maslov D. From quality of power to quality of life: State initiatives and “growing points”. // *Standards & Quality*. №5. 2007. – P. 76-80.



List of publication and web-resources

- The Concept of the Administrative Reform in Russian Federation in 2006-2008.
- The Common Assessment Framework (CAF). Improving an organisation through self-assessment. CAF 2006 / CAF Resource Centre. European Institute of Public Administration. 2006.
- Study on the use of the Common Assessment Framework in European Public Administrations & 2nd European CAF event, Luxembourg June 1-2, 2005 / CAF Resource Centre. European Institute of Public Administration. November 2005.
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- www.umbrella.org.pl – Umbrella-Association of Consultants
- <http://benchmarking.economic.ispu.ru/epus.htm#english> – EPUS website

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