PERF
Performance of Governance

Report on the process and progress

Prof. dr. Geert Bouckaert
Prof. dr. Wouter Van Dooren
Peter Oomsels

Federal Public Service
Personnel and Organisation

EUPAN
european public administration network

EGPA/IIAS
European Group
for Public Administration

GEAP/IISA
Groupe Européen
pour l'Administration Publique

The International Institute of Administrative Sciences is an International Association with Scientific Purpose whose seat is in Brussels. The Institute is interested in all questions related to contemporary public administration at the national and international level. The Institute has two specialised sub-entities, the International Association of Schools and Institutes of Administration (IASIA) and the European Group of Public Administration (EGPA),each of which conducts study, research and networking.

The EGPA Study Group on Performance in the Public Sector (previously Productivity and Quality in the Public Sector) studies aspects of public sector performance. Public sector performance topics include the use of trust and satisfaction indicators, case studies of organisational performance, measurement issues and the politics of measurement. The Study Group has a long tradition and is generally considered as one of the forerunners amongst the 12 permanent study groups of EGPA.

The researchers:

Prof. Dr. Geert Bouckaert is Director of the Public Management Institute at the Katholieke Universiteit Leuven.
He received several titles of doctor honoris causa. He was President of the European Group for Public Administration between 2004-2010. His research is in performance management, financial management and public sector reform.

Contact: Geert.Bouckaert@soc.kuleuven.be

Prof. Dr. Wouter Van Dooren is Assistant Professor of Public Administration at the department of Political Science, University of Antwerp and co-chair of the EGPA Study Group on Performance in the Public Sector. His main research interests are performance, performance measurement and management.

Contact: Wouter.VanDooren@ua.ac.be

Peter Oomsels is researcher at the Public Management Institute at the Katholieke Universiteit Leuven. His research interests are Public Administration performance and comparative Public Administration reform.

Contact: Peter.Oomsels@soc.kuleuven.be

http://www.iias-iisa.org/egpa
http://www.publicsectorperformance.eu/

Summary

In many policy sectors – e.g. education, health - performance indicators of public intervention are well accepted. In the intermediary function of public governance, performance indicators are less common. The aim of the performance of governance project (PERF) is to study concrete performance indicators for governance, defined as the functioning of public administration. The EUPAN-network is called upon as an intellectual laboratory for the development of innovative indicators in the relatively unexplored field of public governance. This effort has been developed in close coordination with the OECD's Government at a Glance project. The aim of the PERF project however is *not* to do the actual measurement. It is about performance indicators, not about data gathering.

The main instrument used for the PERF-project is the analytical table. In the analytical table, seven building blocks of governance are proposed. Within these blocks, a multitude of dimensions (or facets) were identified at the start of the project. The EUPAN and the academic EGPA-networks were consulted to suggest additional dimensions of performance, to identify indicators already in use in their governments, and to formulate other conceivable indicators. Using this approach, the analytical table was extended and evaluated several times in coproduction with both networks, making PERF a co-productive effort with contributions from practice as well as academia.

In the Bruges meeting, participants were asked to score a selection of indicators on their utility and feasibility. This anonymous scoring was based on professional judgment. No country positions could be inferred from these scorings. The result of the PERF project so far is a list of 49 generally accepted indicators, covering seven building blocks of public administration performance. A color coding scheme was used to position the indicators on the utility and feasibility dimensions, allowing the formulation of different strategies for the adoption or development of the indicators. Besides the indicators subjected to scoring, we asked participants in Bruges to suggest, again anonymously, other indicators that might be of interest. This resulted in a list of 55 indicators that at least some members believed to be useful in their particular context.
The list of indicators presented in this report aims to trigger interesting discussions about performance measurement practices in use by EUPAN members and to identify good practices in the European Union, allowing potential improvements in national data collection efforts.

The coproduction approach of PERF led to long lists of indicators. The main strength of this approach is that no a-priori defined model of public administration is implied in the indicator set. PERF wants to avoid a one size fits all approach that wipes out national differences. On the contrary, performance indicators should trigger more informed debates about the relevance and value of differences in national contexts.
This categorization of indicators is not the final station. It is a result of the work group discussions in Bruges, and can be considered a starting point for further discussion on performance measurement of public governance This report therefore documents all the work done during the Belgian presidency of EUPAN.

1 Introduction

1.1 Objective of the project

The aim of the performance of governance project (PERF) is to study concrete performance indicators for governance in the EUPAN-network. We want to learn how EUPAN members are measuring the performance of governance, or how they would want to measure it. More specifically, the project seeks to build an inventory of indicators on a number of governance issues (building blocks).

The objectives of the PERF project are fourfold:

The inventory of indicators should *trigger interesting discussions* in the EUPAN network on valuable performance indicators and hence, about what is expected from public governance.

The inventory should be seen as a *laboratory of ideas* on performance indicators rather than a phonebook. All ideas are welcome.

The inventory might be an *input for innovation* in national measurement practice through transfer of good ideas.

The inventory might be a starting point for EUPAN members to *identify common concerns and performance indicators* that might lead to comparison on a voluntary basis.

The aim of the project is *not* to do the actual measurement. It is about performance indicators, not about data gathering. Herein lays the main difference with the OECD's government at a glance (G@G) project. PERF is a bottom up project about national measurement practices, while government at a glance is a rather top-down initiated project that collects and compares data. PERF and G@G are complimentary rather than overlapping or contradictory projects.

Due to scarcity of time and resources, the scope of the project was limited to performance of central government. Performance of regional or local government would however, make for a very interesting future discussion topic.

1.2 What is performance of governance?

The development of performance indicators for public governance requires an understanding of two defining features of the nature of public governance.

First, public governance is about *enabling rather than delivering.* Public governance does almost never provide final goods and services. Governance however is a precondition for the successful operation of other government departments. It is government for government, rather than government for the citizens. This understanding does not take anything away from the importance of public governance. Public service delivery is a chain of inputs and outputs. Clearly, governance arrangements are to be found earlier in the chain. Schools need to be staffed and financed before they can provide teaching. Hence, outputs of governance processes are the inputs for functional processes in line departments and agencies. If we want to identify performance of governance, we have to ask *whether governance processes succeed in enabling performance of other sectors?*

A second typical feature of governance is its *cross-cutting nature*. Precisely because it is an enabler, public governance has an impact on all other policy sectors. This is also one of the explanations why it is so difficult to implement government-wide governance policies. Often, they are perceived to run counter to the vested interests and practices of the policy sectors. For measurement, this cross-cutting nature complicates data collection and standardization.

1.3 Approach of the project.

Performance, not processes
A well-accepted logic of performance is as follows: inputs → processes → performance. Most existing measurement initiatives of governance mainly focus on inputs and processes. The rationale is that we first need to measure input and processes before we can measure performance. As a result, many indicators do not go beyond processes. They typically probe in a yes/no format whether a country has a particular process in place (e.g. "do you have Regulatory Impact Assessment?", "do you have a Conflict of Interest Policy?", etc).

The PERF project focuses first on performance indicators. It is more useful to speculate on processes based on evidence of performance than to speculate on performance based on evidence of processes.

An indicator is a performance indicator when it provides an answer to the question what works. This answer is almost always partial. The main purpose of performance measurement is to trigger a learning dialogue on processes and contextual influences.

Bottom-up rather than top down
Unlike some international monitoring initiatives and commercial performance assessments, PERF uses a bottom up approach. Countries are already taking initiatives to measure performance of governance. The PERF project studies current national practices and then ask whether these practices can be useful for others. The rationale behind this approach is that it tries to connect more with practical measurement applications, and therefore, elevate the chances to end up with actionable and validated measures.

Dual practitioner and academic track
The project is monitored by the Belgian Presidency and executed through the Study Group on Public Sector Performance of the European Group of Public Administration (EGPA). EGPA is the one of the key academic networks of Public Administration scholars in Europe. Lead researchers of EGPA are Prof. dr. Geert Bouckaert of the K.U.Leuven, president of EGPA, and Ass. Prof. dr. Wouter Van Dooren of the University of Antwerp, co-chair of the Study Group on Public Sector Performance.

The project hence builds on two networks: EUPAN and EGPA. Primary data collection will be done through EUPAN, and the EGPA network will be used for validation and academic feed-back.

The analytical table
The main instrument used for the PERF-project is the analytical table (annex). The table has seven building blocks that cover seven important components of governance. For each building block, we identified more concrete dimensions.
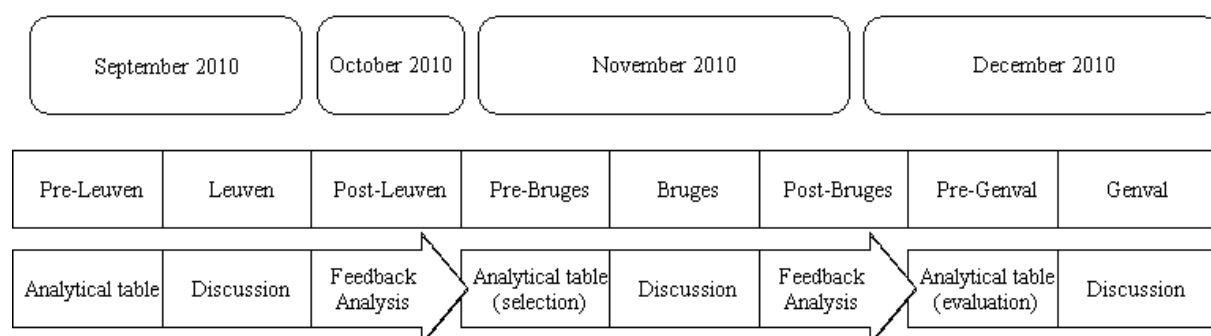The initial analytical table served as an input for discussion about indicators in several work groups, chaired by the EGPA lead researchers. The table suggested a number of performance

indicators. The EUPAN and EGPA-networks were consulted to suggest other relevant dimensions of performance, to identify indicators already in use in their governments, and to formulate other conceivable indicators.

Using this approach, the analytical table was extended and evaluated several times in coproduction with both networks.

This cyclical process of synthesizing, discussing and analyzing is crucial to ensure continuous input from both networks.

Figure 1: PERF process under Belgian presidency

| September 2010 | October 2010 | November 2010 | December 2010 |

| Pre-Leuven | Leuven | Post-Leuven | Pre-Bruges | Bruges | Post-Bruges | Pre-Genval | Genval |

| Analytical table | Discussion | Feedback Analysis | Analytical table (selection) | Discussion | Feedback Analysis | Analytical table (evaluation) | Discussion |

1.4   Timing of the project

Project phase	Activity	Purpose
Pre-Leuven	Analytical table with building blocks of public governance and potential indicators is sent out to the Network	To enable members to prepare the meeting and potentially have some first discussions in house.
Leuven meeting	Discussion on and validation of the analytical table by participants	To agree on the contents of the project and the analytical table.
Post Leuven	Updated table is sent out to the EUPAN and EGPA networks: countries and academics fill out the table

Academic country experts validate the results | To have a inventory of performance indicators for governance |
Pre Bruges	Summary tables are sent out to the network	To enable members to prepare the Bruges meeting
Bruges meeting	Discussion of the results	To validate the work done and to discuss further action
Post-Bruges	Second round of national updates and modifications	To enable countries to adjust their work based on the discussion in Bruges
Pre-Genval	Proposition of action plan	To enable members to prepare the Genval meeting
Genval meeting	Discussion and validation of the action plan	To validate the work at high level
Post Genval	Final report is drafted	To prepare the next steps

2   The path so far

2.1   The Spanish presidency

The base of the PERF project was established during the Spanish presidency. The Spanish presidency conducted the necessary preparatory works and leveled the field for an effective execution of the project during the Belgian and Hungarian presidencies. The emphasis on sustainability issues during the Spanish presidency was reflected in the PERF project in several building blocks.
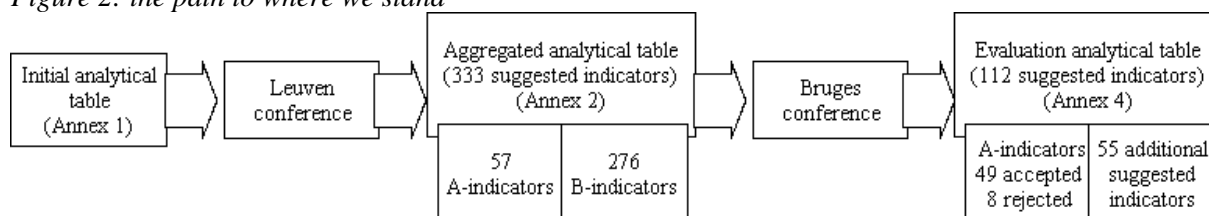
2.2   The Belgian presidency

In June 2010, Belgium succeeded Spain in holding the rotating presidency of the council of the European Union. The Belgian presidency stipulated that the PERF-project on performance of public administration would form the backbone of the Belgian and Hungarian EUPAN-presidencies.
The Belgian presidency continued to build upon the work of its predecessor. The analytical table was developed as the main instrument for the gathering and analyzing of potentially useful indicators. Three conference moments were planned to gather input and discuss the project:
The first conference was organized at the end of September in Leuven. The remarks and suggestions gathered at this conference served as input for the next meeting at the end of November. After this second conference, the indicators were gathered and evaluated, and this report was written to present the intermediate results of the PERF project to the DG meeting, scheduled for the 15th of December.

Figure 2: the path to where we stand

2.2.1   Pre-Leuven
In preparation of the conference in Leuven, organized on the 27th of September, the Belgian presidency sent out the initial analytical table (annex 1) to enable the EUPAN members to prepare the meeting, explore usable indicators in their respective countries, and become acquainted with the general methodology of the PERF-project. A description of the project was sent to the EUPAN network, in which the objectives, concepts and methodology were clarified. Following this approach, the participating EUPAN members were able to prepare for a high quality discussion about the project in work groups during the conference.
In the analytical table, seven building blocks were proposed. Within these blocks, a multitude of dimensions (or facets) were identified. The building blocks, as proposed in the initial table, are:

1. Whole of government: This block refers to some general, cross cutting ideas on performance of government.
2. Policy capacity: This block refers to the capacity of the governance system to prepare, implement and evaluate policy decisions.

3. Transparency and integrity: This building block refers to facets such as the openness of government and conformation to certain public sector values and ethics.
4. Staffing: This building block deals with HRM issues; attracting, motivating and retaining a competent, adequately sized workforce.
5. Budgeting: This block covers the whole financial cycle; budgeting, accounting, and audit.
6. Service delivery: This block focuses on public sector alignment to client interests.
7. Organizing and modernizing: this block includes some important reform trajectories that most countries pursue. The scope of this block has been narrowed down to e-government, reducing administrative burdens and better process management.

2.2.2 Leuven

The conference in Leuven gathered the EUPAN IPSG-HRWG members to discuss the PERF project, share their concerns and remarks, and suggest possible improvements. At the core of this meeting were the three workshops on PERF.

The goals of the Leuven meeting were defined as follows:
1   Discussion on building blocks, processes and indicators
2   Giving room for input of other indicators

The output of the workshops was threefold:
1   General remarks and shared concerns about the approach to the project
2   Suggestions for new building block dimensions
3   Suggestions for new indicators.

One of the key concerns was the relation of the PERF project to OECD's Government at a Glance (G@G) study. A need for clarification of the complementarities between both projects became apparent in all three discussion groups. Another apparent need was a better definition of the scope of the project. The discussions revealed the necessity of a more narrow definition of government and other concepts. A third common concern was the need to take the different organizational and political contexts of countries into account in every attempt to use comparative indicators.

Concerning the dimensions of the seven building blocks, the work group discussions pointed to a lack of attention for sustainability in the analytical table. Two groups suggested sustainability would be integrated in the analytical table.

Several suggestions for new indicators were already made in the work group discussions. The sustainability dimension became apparent in indicator suggestions such as ageing of the population and coverage of future pension funds.

2.2.3 Post-Leuven

The remarks and suggestions gathered in the workshops in Leuven were taken into account in the next steps of the PERF project.
Participants received an updated project description, in which the aim and scope of PERF was more clearly defined, sustainability was proposed as a cross-cutting component of the analytical table, and the difference between PERF and G@G was identified.
The EUPAN members were further requested to formulate an answer to three questions:

1   Do you consider the indicators proposed in the table as being adequate?
2   Are there any other indicators you use and find adequate?
3   Are there other conceivable indicators you don't use but would find adequate?

Both the EGPA- and EUPAN members received an updated analytical table, and were asked to contribute to the table by suggesting new indicators and dimensions. The input of both networks was collected and synthesized, which resulted in an aggregated analytical table containing over 300 suggested indicators in more than 110 dimensions. To clearly establish the connection between the PERF and G@G projects, relevant OECD indicators were integrated in the table as well.

Figure 3: Indicator input
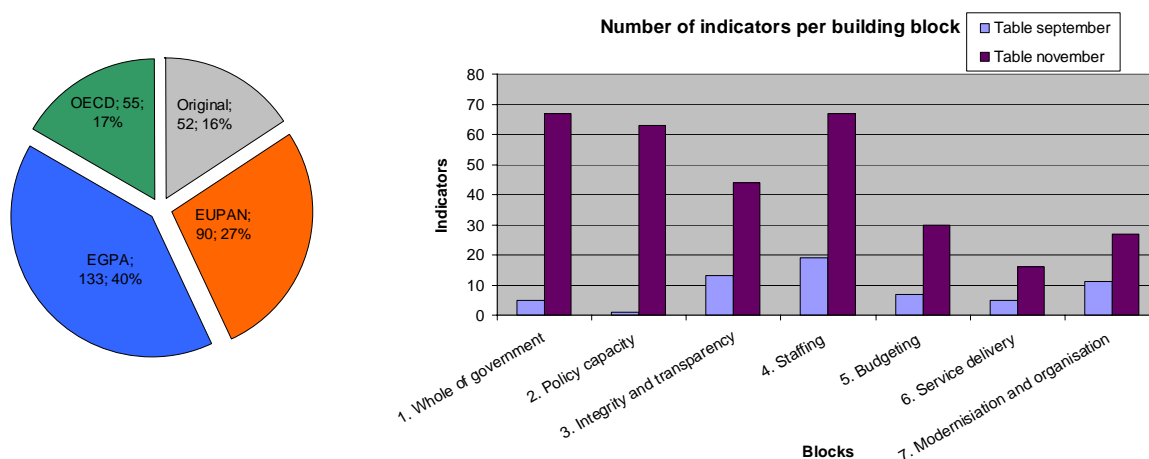
The analytical table also contained an extensive list of both general and indicator-specific remarks. By taking these remarks into consideration, some relevant organizational and political culture differences became apparent, which were taken into account for the selection of indicators for the work group discussion in Bruges. The remarks of the EUPAN members allowed the presidency to evaluate the work done so far, and to start preparing the Bruges meeting according to the needs and interests of the EUPAN members.

2.2.4 Pre-Bruges

The goal of the Bruges conference was to come to a shortlist of indicators that are both useful and feasible according to the EUPAN members. In order to focus the work group discussions, a preliminary selection of indicators was made by the lead researchers of EGPA.

For this selection, different criteria were taken into consideration together with the remarks provided in numerous contributions to the analytical table:

- More precise indicators over general indicators
- Innovative indicators over established indicators
- Indicators that are not tied to a specific policy sector
- Indicators that in a more evident way may tell us what works
- Indicators that are on Public Administration, rather than politics
- Indicators for a broad range of facets (not all)

The selection of indicators resulted in a new analytical table (annex 2), consisting of 57 selected indicators divided over seven building blocks. As this initial selection was supposed to be only a suggestion by the EGPA-experts, the remaining 276 suggested indicators were also included in the table, allowing the EUPAN members to discuss and/or propose these other indicators during the work groups. This table was the main working document for the work group discussions in Bruges.

Again, the table was sent out the EUPAN members in advance of the Bruges conference to allow them to study the table and prepare for the work group discussions.

2.2.5 Bruges

On the 24th of November, the second day of collaborative EUPAN work on the PERF project was organized in the historical city of Bruges. Using the lessons learned from the Leuven meeting and the remarks received from the networks, the PERF project was presented to the participants in its updated form. A short presentation by OECD's Szuzsanna Lonti clarified the links between the works of EUPAN and OECD, and assured that both projects are complementary.

The participants received the analytical table and were asked to score the selected indicators on two dimensions: The utility of the indicator and the feasibility of gathering the necessary data (annex 3). The participants were asked to voice their opinion on the utility and feasibility of the proposed indicators as individual experts, and not to speak on behalf of their country.

The group discussions were focused specifically on establishing a list of priority indicators by the EUPAN members, eliminating some of the selected indicators based on their utility and feasibility, and adding others based on the same criteria.

Key remarks in the work groups concerned the comparability of certain indicators, which might be a problem because of different institutional arrangements and legislative frameworks (f.i. differing regulations concerning sick leave). Another concern shared by several EUPAN members were measurement methods and the value of 'soft' indicators for performance assessment purposes. Finally, all work groups mentioned that certain indicators need to be more clearly defined. Several building block concepts are interpreted differently across the EUPAN members' countries, and should therefore be defined explicitly to avoid misunderstanding and guarantee comparability of the indicators (f.i. the concept of career management and even the concept of a 'career' itself. Health-related absence also seemed difficult to define and compare in some cases).

2.2.6 Post-Bruges

After the Bruges conference, the data collected in the work groups was analysed and the analytical table was again rewritten. The work group discussion data allowed slimming down the analytical table from a collection of 330 indicators to a table of 112 indicators (of which 57 were discussed in the work groups and 55 were additionally proposed by the EUPAN network)(annex 4).

The 57 discussed indicators were further analysed based on their utility and feasibility scores they received in the work groups, resulting in 49 generally accepted indicators (high utility score) and 8 low-priority (low utility score) indicators.

- 32 green light indicators
- 17 yellow light indicators
- 7 orange light indicators
- 1 red light indicator.

Figure 4: Bruges' work
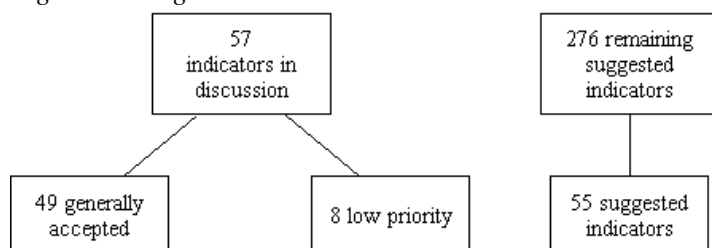
The evaluation of the indicators was eventually based on the work group reports and the individual indicator scores. The mean indicator scores were positioned on a two-axis diagram representing the utility and feasibility dimensions (annex 5). A colour code was used to classify the indicators. Indicators that received a green light were considered acceptable by most EUPAN members. For yellow or orange light indicators, the EUPAN remarks formulated during the work group discussions and the post-Leuven remarks were consulted to identify possible improvements for the contested indicator. Indicators that received a negative assessment (both not very useful as not very feasible) were considered as being of low priority to the EUPAN network.

The indicator analysis was not only based on the mean indicator scores, but also on the score spread of the indicator (annex 5). Mean scores often only show the tip of the iceberg, so every indicator was also analysed based on its individual scores. Indicators showing a very large score spread (meaning that there was limited consensus on the indicator in the work groups) can have mean scores that fall within the green light area. Looking at the individual score spread allows a better understanding of what is going on behind these mean scores. Because indicators with a large score spread still need some streamlining and consensus-building, they received a yellow or orange light evaluation as a consequence, despite having a mean score in the green area.

This approach of scoring indicators on two distinct valorisation dimensions allows to formulate strategies concerning suitable 'courses of action' for indicator adoption or development. Indicators that score high on both axes are quick wins: they are feasible to obtain and useful in practice, and can be adopted almost immediately without having to do a lot of extra work in some cases..

Figure 6: Strategies for indicator adoption
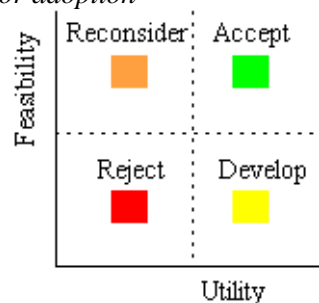
Indicators with high utility and low feasibility scores (yellow) are indicators most EUPAN-members considered to be useful, but are difficult to obtain. The proposed strategy here is to further develop the indicator: they often need better definitions of key concepts, a measurement framework, or need to be linked to other indicators.
Indicators that are feasible but have a low utility value (orange) concern information that is available, but is not really useful for performance assessment. The strategy here is to give only low priority to these indicators in performance assessment, and perhaps reconsider the indicator at a later point in time.
Indicators with low utility and low feasibility are considered too hard to obtain and not useful for practice. These indicators are considered to be of relatively low priority to the PERF project.

Let it be noted that this assessment of indicator utility and feasibility is time and context dependent: because an indicator is considered as not useful or not feasible right now does not

mean it will always be considered as such. For this reason we chose not to omit the low priority indicators from the final table (annex 4), but rather keep them as inputs for future discussions about indicators.

Apart from the 57 indicators that were the focus of the group discussions, the EUPAN members also indicated which remaining indicators they considered highly useful and feasible. These indicators were not analysed on their utility and feasibility because they were mostly single-country preferences, but can certainly be used in the following stages of the PERF project. It would be interesting to see on which of these indicators consensus can be reached. This list of EUPAN-suggested indicators is presented in the following paragraph of this report.

3 Where we stand

3.1 A list of discussed indicators

In this paragraph the result of the PERF project during the Belgian presidency is presented. Specifically, the list of indicators on which the project can further be built upon is presented. As specified before, The EGPA-made selection of indicators resulted in 49 generally accepted indicators. The EUPAN members suggested 55 more indicators in the work group discussions.

Following is a list of the discussed indicators. As explained in the previous paragraph, green and yellow indicators have high utility scores. It should be stressed that although red or orange-light indicators received a low utility score, they are certainly valuable for future work on indicator development, which is why we chose not to omit them from this list.

Table 1: List of discussed indicators

Building block	Facets	Indicator no.	Indicators
1. Whole of Government performance			
	Public debt	A1	Public debt as % GDP and annual change of the rate of public debt
	Public deficit	A2	Public deficit as a % GDP and annual change of the rate of public deficit
	Public expenditure	A3	Annual real percentage change of government expenditures per capita
	Public investment	A4	General government investment as % of GDP
	Public revenue	A5	General government revenues as % of GDP
	Trust of businesses in government	A6	% businesses trusting government
	Citizen trust	A7	% citizens trusting civil service, education, health sectors
	Equity in society	A8	GINI coefficient
	Equity in access to services	A9	Distance to service delivery (which services need to be defined (f.i. security, health, education)
	Social development	A10	Social cohesion (SE)
	Economic performance	A11	Competitiveness
	Government effectiveness and efficiency	A12	Total cost of the machinery of government (wage, buildings etc.)
	Regulatory quality	A13	Trend in RIA adoption
	Sustainability of government	A14	The amount of money needed to give future generations the same deal (CPB houdbaarheidstekort)
		A15	Uncovered pension funds

2. Policy capacity	Facets	Indicator no.	Indicators
	Implementation of EU legislation	A1	Average duration of transposition (adoption) of community law
	Use of indicators in decision making/reporting	A2	% of agencies and departments with performance measures for internal use
	Use of indicators in evaluation	A3	Number of evaluation recommendations accepted/rejected by government

	Use of impact assessments	A4	% of law proposals based on impact assessment
	Coordination	A5	Average lifetime of pieces of primary legislation without amendments
	Stakeholder involvement	A6	Forms of public consultation routinely used at central government level
	Capacity to innovate	A7	% of staff having completed upper secondary education
	Responsiveness of government	A8	How many days does planning of a highway cost
	Proliferation of ministries	A9	Number of ministries, agencies, and national public organizations.

3. Transparency and integrity	*Facets*	*Indicator no.*	*Indicators*
	Openness of government	A1	Availability of democratic information: annual budget/account, legislation under preparation, policy research
	Active disclosure through websites	A2	Public availability of private interest disclosures by decision makers
	Incompatibility rules in the public administration	A3	Number of breaches of the incompatibility rules
	Codes of conduct	A4	% of staff aware of code of conduct
	whistle blowing arrangements	A5	% of staff/citizens prepared to report wrongdoings
	Procurement	A6	% of private contractors which have raised problems of frauds/corruption against the public sector.
	Central government audit of non-government agencies	A7	% agencies audited
	Corruption	A8	N° of corruption cases
	Core values	A9	Frequently stated core public service values

4. staffing	*Facets*	*Indicator no.*	*Indicators*
	Personnel planning	A1	% of Linking career management system with individual performance assessments
	Recruitment	A2	Average duration of recruitment (elapsed time between posting vacancy and employment) for a certain position
	Promotion or staff performance management	A3	% of staff agreeing that promotion is based on merit
	Remuneration	A4	Gender pay differential
	Remuneration	A5	Satisfaction with wage
	Competency management	A6	Turn-over
	Training	A7	Evaluation of training impact
	Representative bureaucracy	A8	% of women in highest level of remuneration schemata
	Sustainability	A9	Age structure of the central public administration.
	Working conditions	A10	Average level of sick leave, measured as the percentage of available working time that is lost due to health related absence.
	Motivation of civil servants	A11	Motivation index based on survey

5. Budgeting	Facets	Indicator no.	Indicators
	Elements of budget	A1	Elements included in budget documents presented to the legislature
	Accuracy of budget estimates	A2	% deviation of the accounts vis-à-vis the budget
	Audit	A3	% of audit (performance/legality) recommendations implemented
	Sustainability	A4	% spread with cheapest government debts
	Financial accounting	A5	Degree of compliance with IPSAS disclosure requirements
	Presence of performance-based-budgetting	A6	Use of a performance budgeting system (G@@G-index)
	Assessment of budget implementation compliance	A7	% of sanctions for non-compliance

6. Service delivery	Facets	Indicator no.	Indicators
	Client satisfaction	A1	% of service delivering agencies that assess client satisfaction periodically (e.g. through satisfaction surveys)
	Complaints handling	A2	Number of complaints (first line, second line); intake, accepted

7. Organising and modernisation	Facets	Indicator no.	Indicators
	Reducing administrative burdens	A1	Time taken to pay taxes
		A2	Reduction of administrative burdens
	E-government	A3	% of citizens using e-government services
		A4	Proportion of citizens and businesses making online payments to authorities

3.2   A list of proposed indicators

The following list gives an overview of the indicators that were proposed by the EUPAN members in addition to the list of selected indicators presented in the previous paragraph. It is important to note that these indicators are not considered inferior to the indicators presented above. Scoring information on the utility and feasibility axes is, however, not available yet for these indicators, which is why it was chosen to present them in a separate paragraph.

Because these indicators were not discussed in the work groups, it is not yet possible to define the most appropriate strategy for these indicators. This list rather forms a potential future topic of discussion for EUPAN work groups.

A possible future activity for the PERF project could therefore be the assessment of these indicators on the utility and feasibility axes, allowing a similar analysis of these indicators as the one used for the assessment of the discussed indicators.

For a more detailed overview of these suggested indicators annex 4 is attached.

Table 2: List of proposed indicators

Building block	Facets	Suggested indicators
1. Whole of Government performance		
	Public expenditure	B6: Distribution of government expenditures by level of government
		C1: Civil service/PA expenditure as % of GDP on central level
		C2: Civil service/PA expenditure as % of GDP on local level
	Public revenue	B12: Structure of revenue
	equity in access to services	B18: Satisfaction with service received
	Steering capacity	B26: Fragmentation or integration of the public sector as a whole
	Government effectiveness and efficiency	B31: Efficiency of public expenditures
		B33: Country competitiveness
	Regulatory quality	B41: How problematic are labour regulations
		B42: Price liberalization
	Level of freedom	B43: Level of freedom index
	Quality of public Administration	B44: Public administration quality score
		B45: Perceptions of quality of general government
	Size of government	B47: % civil servants/population
	Sustainability of government	B50: Total ageing problem of government
		C3: Future economic liability
	International dimension	B52: Number of international committees/reports

2. Policy capacity	Facets	Suggested indicators
	Implementation of EU legislation	B2: Number of the cases of infringement procedures commenced by the EU Commission

3. Transparency and integrity	Facets	Suggested indicators
	/	/

4. staffing	Facets	Suggested indicators
	Recruitment	C17: Difference between maximum and minimum recruitment durations.
		B4: % successful recruitments
		C6: Quality of recruitment of officials
		C8: % of staff established after probation period
	Promotion or staff performance management	B12: Rate of civil servants with individual performance assessment
	Remuneration	B13: Pay differential between the public and private sectors for the same function
		B14: % of salary linked to performance
	Competency management	B21: Job satisfaction
	Senior civil service policies	B29: Turnover rate at senior levels
		B32: Use of separate HRM practices for senior civil servants
		C11: Average stay in the same job
	Training	B34: Budget training/salary mass
		C13: % of pay roll expenses dedicated to training
	Representative bureaucracy	C10: % of handicapped people in the workplace
	Flexibility	B43: % part-time workers
		B44: % teleworking
		B47: % workers in flexible working time
	Working conditions	C9: Workload indicators to compare workload in different ministries
		C12: Existence of mobility and career
	Public employment	B56: Employment in general government (and public corporations) as % of the labor force
	Other	C5: % of staff working in administration & coordination
		C7: % of management functions compared to total staff

5. Budgeting	Facets	Suggested indicators
	Audit	B10: Number of audit/control findings
		C14: Level of deficiency

6. Service delivery	Facets	Suggested indicators
	Client satisfaction	B5: Staff attitude (polite, friendly)
	Complaints handling	B6: Public accessibility of the complaints system
	Response times	B7: Average response time to requests
		B8: Waiting times (single contact/overall)
		C15: Response time in % of exceeding time/agreed time of response
	Accuracy and comprehensiveness of information	C16: Number of civil servants you have to contact before getting to the right person/service

7. Organizing and modernization	Facets	Suggested indicators
	Reducing administrative burdens	B1: Time to set up a business
		B5: Average time/cost for obtaining important authorizations or licenses (e.g. for building a house)
		B7: Characteristics of government programmes to reduce administrative burdens
		B8: Extent of programmes for reducing administrative burdens
	E-government	B17: Fully transactional services over the web as % of the total number of services
		B20: % of businesses using e-government services
	Better processes	B21: Coverage of departments using of workload analysis in management

4 The road ahead

4.1 Indicator development

Using the colour coding scheme in this report different strategies concerning different indicators are suggested by the EGPA researchers. Further work conducted in the PERF project could be directed towards the implementation of these strategies. Green indicators can be operationalised and adopted rather quickly. Yellow indicators are considered useful instruments, but still need some work to clearly define the concepts used, to develop necessary measurement instruments and to gather data. Future PERF-work in this area will certainly be necessary and useful.

Of course this categorization of indicators is not final. It is a result of the work group discussions in Bruges, and can be considered as a starting point for further discussion on performance measurement and management of governance.

4.2 The Hungarian presidency

The continuity of the PERF project will be further assured by the Hungarian presidency of the council of the European Union. The Hungarian presidency announced its intended focus on the following aspects of PERF:

- Further development of indicators
- Gathering good performance management practices (feedback mechanisms)
- Further integration in the Government at a Glance project of OECD
- Setting up bench learning circles

Annex

Annex 1: The initial analytical table (September 2010)

Building blocks	Characteristics of this building block	Concrete facets of this building block	indicators (performance of governance)
1. Whole of Government performance	Whole of government performance refers to some general, cross cutting ideas on performance of government. Typically, the causal relation between whole of government performance and particular processes and results cannot be univocally established. Yet, measurement of whole of government performance may point to some important ongoing trends in society that are important for administrative policies. Therefore, most international measurement initiatives (amongst others OECD's Government at a Glance) include such indicators. Facets of whole of government performance may refer to trust of citizens in government, fiscal sustainability of the public budget, but also to equity in society.	*potential facets* public debt public deficit trust of citizens in government trust of businesses in government equity in society equity in access to services **other facets**	*potential indicators* public debt as % GDP public deficit as a % GDP % citizens trusting government % businesses trusting government GINI coefficient *tbd* *other indicators in use* *other conceivable indicators*

2. Policy capacity	Policy refers to the capacity of the governance system to prepare, implement and evaluate policy decisions. As the recent fiscal and economic crisis has shown, the capacity of government to develop smart and active policies is vital. Important facets of this capacity include amongst others the coverage and debt of risk analyses as well as their use in decision making, the adoption of impact assessments, the appropriate involvement of stakeholders in preparation and evaluation, the existence and use of policy plans with a logic cascade of objectives, the existence and use of monitoring tools and indicators, the mechanisms in place for coordination of action, the quality of the relations between decision makers and politicians. The capacity to innovate is an important dimension in this regard. Measurement of the performance of such processes is not easy. It is usually easier to assess whether countries have such instruments and processes, than how successfully they are in improving policy making. An important precondition for impact of instruments, is their use. We hence could try to measure whether e.g. risk analyses are actually used by decision makers.	*potential facets* Adoption of EU regulation Use of indicators in decision making Use of indicators in evaluation Use of impact assessments use of policy plans coordination stakeholder involvement coordination with other policy sectors capacity to innovate *other facets*	*potential indicators* % transposition of community law tbd tbd tbd tbd tbd tbd tbd tbd *other indicators in use* *other conceivable indicators*

| 3. Transparency and integrity | This building block is about ensuring transparency and integrity in government.

Typical facets of transparency are freedom of information laws, right of access to public documents as well as active disclosure amongst others through websites. Transparency is a public value in itself in modern democracies. Yet it is often also seen as means to ensure integrity in government. Integrity instruments include codes of conduct, post employment arrangements, integrity training, advice and counselling, disclosure of possessions and mandates, lobbyist registration, whistle blowing arrangements, complaints handling, investigation and sanctioning. One of the main areas of many integrity efforts is procurement.

Performance measures of integrity and transparency are hard to define in particular because unethical behaviour is almost by definition 'under the radar'. Indicators should hence only be seen as warning lights, and cannot provide a final judgment. Performance indicators could measure the perception of integrity that staff, citizens, businesses, have. They could also measure the use of the instruments. Interpretation needs to be cautious. Low use of e.g. whistle blowing may point to either high integrity, or defunct whistle blowing arrangements. | *potential facets*

right of access to public documents

active disclosure through websites
codes of conduct
post employment arrangements
integrity training

integrity advice and counselling
disclosure of possessions and mandates

lobbyist registration
whistle blowing arrangements

complaints handling

investigation
sanctioning
procurement | *potential indicators*

N° of cases, N° of appeals against FOI decisions

site statistics of central portal

% of staff aware of code of conduct
N° of breaches of arrangements
N° of participants, % of participants with positive evaluation
N° of requests for advice
coverage of target group that has to disclose mandates or possessions

No of registered lobbyist
% of staff/citizens prepared to report wrongdoings

% of complaints received, % of complaints admissible
% of cases under investigation
% of sanctions for integrity breaches
number of bids to public tenders

other indicators in use

other conceivable indicators |

| 4. staffing | This building block deals with HRM issues; attracting, motivating and retaining a competent, adequately sized workforce.

Facets include personnel planning, merit based recruitment and promotion, remuneration, competency management, senior civil service policies, training. In many countries, representative bureaucracy is deemed important. Hence, a performing HRM should ensure representation of those groups that are deemed relevant by decision makers. Many countries have staff mobility schemes which may both lead to a better allocation of staff, and to learning effects across government.

Performance of the HRM may envisage the indicators of well-being of staff, under the assumption that this will increase motivation and job performance. Representation can be measured for different groups; gender, ethnicity, age, ability. As a data source, staff surveys may be of value. Generally, it seems that this building block is the one best covered with indicators. | *potential facets*

personnel planning

recruitment

promotion

remuneration

competency management

senior civil service policies
training

representative bureaucracy

staff mobility | *potential indicators*

% Realisation of the personnel plan, % Realisation of the personnel budget

% of staff agreeing that hiring is based on merit

% successful recruitments

average duration of recruitment

% of staff agreeing that promotion is based on merit

Pay differential between public and private sector for the same function

turn-over

Personnel satisfaction

absenteeism rate

tbd
evaluation of training itself

evaluation of training impact

% budget training / salary mass

% of group representation (gender, ethnicity,…)

% of group representation (gender, ethnicity,…)/ labour force representation

% of group representation (gender, ethnicity,…) in senior positions

% internal mobility (within same administration)

% mobility within central administration (%) |

		Flexibility	% part time workers
			% teleworking
		other facets	*other indicators in use*
			other conceivable indicators

| 5. Budgeting | This building block covers the whole financial cycle; budgeting, accounting, and audit. Performance of the financial cycle implies that government departments have resources available at the right time and quantity (allocation function). Enough to ensure functioning of public administrations, without providing slack resources. It should also ensure legality of expenses and accountability to parliament and the public (accountability function). Finally, the financial cycle should help managers in managing their organisations (management function).

Many countries have implemented elements of performance budgeting, which are supposed to reinforce the functions of the budget; allocation, management and accountability.

Typical facets include drafting budget proposals, budget negotiations, multi year budgeting, accounting procedures, cost accounting, treasury management, management of public debt, internal control, internal audit, external audit. | *potential facets*

accessibility of budget

timely release of budget data

accuracy of budget estimates

 Executive budget flexibility (ability of administrations to carry over unused funds)
audit

other facets | *potential indicators*

N° of downloads of the budget document (if online accessible)

N° of budgets not on time in the last 10 years

N° of supplementary budgets or appropriation laws/budgets

% deviation of the accounts vis-a-vis the budget
accuracy of multi-year budgets

tbd
Return on investment of audits

% of audit recommendations implemented

other indicators in use

other conceivable indicators |

| 6. Service delivery | This building block is very diverse. Service delivery in government is very diverse; policing, public transport, health care, education, child care, …. Performance of service delivery would imply that clients are satisfied. Obviously, in the public sector, the concept of a client is much more complex compared to the private sector. Public sector organisations have to balance the wishes of the client with societal interests. | *potential facets*

client satisfaction

complaints handling

response times

Accuracy and comprehensiveness of information

other facets | **potential indicators**

% satisfied with services
staff attitude (polite, friendly)
number of complaints (ombud); intake, accepted

Average response time to requests
Waiting times (single contact/ overall)

tbd

other indicators in use

other conceivable indicators |

7. Organising and modernisation	The building block on organisation and modernisation includes some important reform trajectories that probably all countries pursue. Although probably many facets could be envisaged here, we propose to focus on three key issues; reducing administrative burdens, e-government and better process management.	*potential facets*	*potential indicators*
		reducing administrative burdens	time to set up a business
			reduction of administrative burden using the standard cost model
			Amount of new regulation (primary and/or secondary)
		e-government	e-gov readiness
			ROI of e-government
			Availability and take-up of e-government services
			website user friendliness
			Assessment of the national portal
		better processes	% of citizens using e-government services
			% of businesses using e-government services
			coverage of departments using of workload analysis in management
		other facets	*other indicators in use*
			other conceivable indicators

Annex 2: The aggregate analytical table (November 2010)

Building block	Facets	Indicator no.	Selection of indicators		Indicator no.	Other indicators suggested
1. Whole of Government performance						
	public debt	A1	public debt as % GDP and annual change of the rate of public debt (HU)			
	public deficit	A2	public deficit as a % GDP and annual change of the rate of public deficit (HU)			
	public expenditure	A3	Annual real percentage change of government expenditures per capita			
					B1	Indebtness per inhabitant
					B2	general government expenditure as a % of the GPD
					B3	General government expenditure per head
					B4	Government expenditures by function as % of GDP
					B5	Change in govern expenditures by function as % of GDP
					B6	Distribution of government expenditures by level of government
					B7	Government expenditures on cash transfers and goods and services in kind as a percentage of GDP
					B8	Government expenditures on individual and collective goods as % of GDP
	Public investment	A4	General government investment as % of GDP			
	Public revenue	A5	General government revenues as % of GDP			
					B9	Distribution of general government revenues across levels of government
					B10	Revenue per capita
					B11	Annual real percentage change in revenue per capita
					B12	Structure of revenue (by level of government)
					B13	Tax structure of government revenue
	trust of businesses in government	A6	% businesses trusting government			
	Citizen trust	A7	% citizens trusting civil service, education, health sectors (NL)			

	equity in society	A8	GINI coefficient			
					B14	Poverty rate (HU)
					B15	% of social exclusion
	equity in access to services	A9	Distance to service delivery			
					B16	%Accessibilty to welfare services such as health or education (for different social/ethnic groups
					B17	% of population covered by health and education services
					B18	Satisfaction with service received
					B19	Social benefits/ poverty (poor people should have access to social benefits) (NL)
					B20	%children between 6 and 16 going to school (NL)
	Social development (SE)	A10	Social cohesion (SE)			
					B21	Political Participation
					B22	Respect for minorities
					B23	Social Conditions: Wealth Distribution, Population
					B24	xenophobia, nationalism
	Polarization					
					B25	Weight of extremist parties and organizations (HU)
	Steering capacity					
					B26	fragmentation or integration of the public sector as a whole
					B27	Centralization: % workforce employed in central government (not agencies, federal government)
	Economic performance (NL)-	A11	Competitiveness (NL)			
					B28	Income (GDP) per capita
					B29	Economic Growth rate
					B30	Inflation rate
	Government	A12	Total cost of the machinery of government (wage, buildings etc.)			

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

	effectiveness and efficiency		(NL)			
					B31	Efficiency of Public Expenditures
					B32	Direct Financial Fraud, Money Laundering and Organized extra payments connected to public activities…
					B33	Country competitiveness
					B34	Has cost accounting been implemented ?
					B35	Unemployment rate
					B36	Importance of the informal economy
					B37	Importance of tax evasion in the formal sector
	Regulatory quality	A13	Trend in RIA adoption			
					B38	Trade policy: Features about regulated industries Competitiveness environment
					B39	Requirement for RIA at central level
					B40	Labor Market Policies
					B41	How problematic are labour regulations
					B42	Price liberalisation
	Level of freedom					
					B43	Level of freedom index
	Quality of public administration					
					B44	Public administration quality score
					B45	Perceptions of quality of general government (SE)
	Size of government (NL)					
					B46	% employment civil servant (Public employment) (NL)
					B47	% civil servants/ population (NL)
					B48	Total wage government employees/ total amount spend in government (NL)
					B49	% tax take government (NL)

	Sustainability of government (NL)	A14	The amount of money needed to give future generations the same deal (CPB houdbaarheidstekort) (NL)			
		A15	Uncovered pension funds (NL)			
					B50	Total aging problem of government (NL)
	Health (AT)					
					B51	Life expectancy (AT)
	International dimension (ESP)					
					B52	Number of international committees/ reports (ESP)
	Sustainable development (SE)					

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

2. Policy capacity	Facets	Indicator no.	indicators		Indicator no.	Other indicators
	implementation of EU legislation	A1	speed of transposition (adoption) of community law (HU)			
					B1	% transposition of community law
					B2	number of the cases of infringement procedures commenced by the EU Commission (HU)
	Use of (monitoring) indicators in decision making/reporting	A2	% of agencies and departments with performance measures for internal use			
					B3	Degree of consistency between performance indicator for internal and external use
					B4	Volume of government expenditure covered by the indicator systems at the central level government
					B5	number of monitoring indicators and their breakdown accord to types of indicators: product, result and impact
					B6	number of monitoring indicators operational
	Use of indicators in evaluation	A3	number of evaluation recommendations accepted/rejected by government			
					B7	Internal and external VfM audits
					B8	To what extent can the government achieve its own policy objectives in selected policy sectors? (ESP)
					B9	Degree of use of entities' internal or external performance indicators in VfM audits
					B10	Number of evaluations planned in an annual plan
					B11	number of evaluation reports produced within a year
					B12	number of actions proposed to implement accepted evaluation recommendations
					B13	number of actions implemented within a year.
	Use of impact assessments	A4	% of law proposals based on impact assessment (HU)			
					B14	Sunset legislation due processes for policies, services and legal dispositions
					B15	Number of impact assessments produced (their breakdown

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

							according to types) Extent to which impact assessments were used in decision-making (based on the survey of decision-makers)
	use of policy plans						
						B16	Number of strategic plans (their breakdown according to long-term, medium-term and short-term plans)
						B17	Existence of strategic planning units at the center of government (ESP)
						B18	number of vertical and horizontal policy plans
						B19	number of strategic plans operational (legally approved, supported by financial means, etc.)
	coordination	A5	average lifetime of pieces of primary legislation without amendments (HU)				
						B20	Number of horizontal/inter-institutional programmes (as a share of the total number or compared to vertical/institutional programmes)
						B21	degree of interministerial coordination both in a political and a technical level
						B22	number of active working groups/task forces and inter-institutional co-ordination arrangements
						B23	number of government priority indicators (as a share of all central-level indicators)
						B24	size of staff employed in the government centre and its coordination units
						B25	number of government sponsored bills rejected or declared unconstitutional by the Constitution Court (HU)
						B26	Number of departments or ministries and ministers at the central level of government
	stakeholder involvement	A6	Forms of public consultation routinely used at central government level				
						B27	Number of citizen participation initiatives implemented
						B28	Influence of non-governmental academic experts in the government decision-making (ESP)
						B29	Are there institutionalized mechanisms to explore citizens' perceptions of social problems and needs (ESP)
						B30	Number of external stakeholders involved in working groups, task forces or other arrangements ;
						B31	number of consultations (meetings and events) undertaken
						B32	draft bills that have been circulated among stakeholders (HU)

					B33	Characteristics of formal consultation processes used
					B34	number of papers produced for consultation (especially green books)
	coordination with other policy sectors					
	Use of performance techniques					
					B35	Number of internal, external and quality techniques used; number/percentage of central government institutions using performance techniques
	Policy analysis staff					
					B36	Number of central-level staff dealing with policy analysis
					B37	number of central level staff with PhDs, social science education
					B38	number of staff trained in policy analysis and its methods
					B39	number of staff with professional experience in policy analysis and its methods
	capacity to innovate	A7	% of staff having completed upper secondary education (AT)			
					B40	Distribution of governmental workforce by highest level of education attained
					B41	Existence of governmental coordination units for innovation
					B42	Funding of innovative projects by the government as a % of government expenditure
					B43	Investment in R&D (as percentage of government expenditure)
					B44	Number of patents
					B45	Number of universities in World rankings
					B46	Impact of country research in scientific community
	Responsiveness of government (NL)	A8	How many days does planning of a highway cost (NL)			
					B47	Change of government size each year (NL)
					B48	How fast can you close loopholes in the tax law (NL)
	Use of knowledge					

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

	management systems in the organizations (HU)					
	Public/private intersection					
					B49	Government production costs as % of GDP
					B50	Structure of production costs
	Impact of monitoring and assessment policies					
					B51	Money savings by VfM audits and sunset procedures
	Political stability					
					B52	Fractionalization of political spectrum and the power of these factions.
					B53	Societal conflict involving demonstrations, strikes, and street violence
	Proliferation of ministries	A9	Number of ministries, agencies, and national public organizations.			
					B54	Public expenditure at the central level / GDP

3. Transparency and integrity	facets	Indicator no.	indicators		Indicator no.	Other indicators
	Openness of government	A1	Availability of democratic information: annual budget/account, legislation under preparation, policy research (NL)			
					B1	Overview of current legislation and institution for open government
					B2	How many citizens are well-informed of a broad range of government policies? (ESP)
	right of access to public documents					
					B3	N° of cases, N° of appeals against FOI decisions
	active disclosure through websites	A2	Public availablility of private interest disclosures by decision makers			
					B4	site statistics of central portal
	right of access to draft law proposals (HU)					
					B5	availability of draft law on web site (HU)
					B6	number of opinions offered on public draft proposal by citizens (HU)
	Incompatibility rules in the public administration	A3	number of breaches of the incompatibility rules (HU)			
	codes of conduct	A4	% of staff aware of code of conduct			
					B7	Procedures for officials to report misconduct
					B8	% of countries that require decision makers to formally disclose potential conflicts of interest
	post employment arrangements					

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

					B9	N° of breaches of arrangements
	integrity training					
					B10	N° of participants, % of participants with positive evaluation
	integrity advice and counseling					
					B11	N° of requests for advice
	disclosure of possessions and mandates					
					B12	coverage of target group that has to disclose mandates or possessions
	lobbyist registration					
					B13	No of registered lobbyist
	whistle blowing arrangements	A5	% of staff/citizens prepared to report wrongdoings			
					B14	Countries that offer protection for whistle-blowers
					B15	Procedures for public servants to report misconduct and protection for whistle-blowers
	complaints handling					
					B16	% of complaints received, % of complaints admissible
	investigation					
					B17	% of cases under investigation
	sanctioning					
					B18	% of sanctions for integrity breaches
	procurement	A6	% of private contractors which have raised problems of frauds/corruption against the public sector.			
					B19	number of bids to public tenders
					B20	Access of public to procurement and PPP contracts

					B21	Public procurement as a percentage of the GDP
	Ethics (ESP)					
					B22	Presence of Public Sector ethics legislation (ESP)
					B23	Number of independent organisations that ensure the implementation of ethical norms and values (ESP)
	Transparency information					
					B24	% of public sector organizations with minimum transparency information
					B25	Journalistic freedom (NL)
					B26	Number of transparency reports released by ministries (HU)
	Citizen satisfaction on transparency issues (HU)					
					B27	Index (HU)
	Privacy					
					B28	Number of breaches of privacy laws by public sector organizations.
	Oversight committees					
					B29	Simple count of parliamentary or equivalent oversight committees
	Accountability					
					B30	Number of appearances of officials in front of committees.
	Central government audit of non-government agencies	A7	% agencies audited			
	Corruption	A8	N° of corruption cases (NL)			
					B31	Corruption Perception Index ranking (CPI) (http://www.transparency.org)
					B32	Frequency of corruption among public institutions

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

					B33	Average perceived level of bribery risk in selected government activities (also OECD)
	Relation Parliament/Government (ESP					
					B34	Number of Parliamentary committees able to ask for government documents (ESP)
					B35	Number of parliamentary committees able to summon ministers for hearings (ESP)
	Policy influence on intermediary organisations (eg Media, interest groups,…)(ESP)					
	Core values	A9	Frequently stated core public service values			

4. staffing	facets	Indicator no.	Selected indicators		Indicator no.	Other indicators
	personnel planning	A1	% of Linking career management system with individual performance assessments> (HU)			
					B1	% Realization of the personnel plan, % Realization of the personnel budget
	recruitment	A2	average duration of recruitment			
					B2	% of staff agreeing that hiring is based on merit
					B3	Is there / to what extent is there a merit based – as opposed to a position based – civil service regulation in place (% of positions in central gov., local gov., managerial positions…)
					B4	% successful recruitments
					B5	Type of recruitment system used (position-based system versus career-based system) (also OECD)
					B6	Relation between type of recruitment system and delegation in HRM
	Promotion or staff performance management	A3	% of staff agreeing that promotion is based on merit			
					B7	Extent of the use of performance assessment in HR decisions
					B8	Emphasis on competition for post and professional experience
					B9	Emphasis in competitive examination, education
					B10	Extent of the use of performance-related pay
					B11	% of promotions where 'insiders' have been promoted (HU)
					B12	rate of civil servants with individual performance assessment (HU)
	remuneration	A4	Gender pay differential (SE)(AT)			
		A5	Satisfaction with wage (NL)			
					B13	Pay differential between public and private sector for the same function

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

					B14	% of salary linked to performance
					B15	Participation of unions in decision making on pay
					B16	Median remuneration (AT)
					B17	Institutional frameworks
					B18	Pay differential between most senior and junior posts
					B19	Authority of government managers to determine compensation levels
					B20	Collective bargaining types
	competency management	A6	turn-over			
					B21	Personnel satisfaction (job satisfaction)
					B22	Patronage
					B23	absenteeism rate
	senior civil service policies					
					B24	number of political appointments as % of total
					B25	% internally promoted vs. externally recruited top civil servants
					B26	distribution of party membership over the top of the civil service
					B27	% budget training / salary mass
					B28	% of senior civil servant appointed by merits
					B29	Turnover rate at senior levels
					B30	% of senior civil servants with previous experience in the private sector
					B31	% of senior civil servants with managerial training (public management degree, master, etc.)
					B32	Use of separate HRM practices for senior civil servants (also OECD)
	Training (NL)	A7	Evaluation of training impact (NL)			
					B33	Evaluation of training itself (NL)

					B34	%budget training/ salary mass (NL)
	Representative bureaucracy	A8	% of women in highest level of remuneration schemata (AT)			
					B35	% of group representation (gender, ethnicity,…)
					B36	% of group representation (gender, ethnicity,…)/ labour force representation
					B37	% of group representation (gender, ethnicity,…) in senior/responsibility positions
					B38	Age group distribution
					B39	% of civil servants at national level born within X km from the capital
					B40	% of civil servants at all levels born outside of nation, or with both parents born outside of nation (SE)
	staff mobility					
					B41	% internal mobility (within same administration)
					B42	% mobility within central administration (%)
	Flexibility					
					B43	% part time workers
					B44	% teleworking
					B45	% fixed term workers (HU)
					B46	% temporary agency workers (HU)
					B47	% workers working in flexible working time (HU)
	Sustainability	A9	Age structure of the central public administration. (SE)			
					B48	% Going on a pension in the next 10 years (NL)
	Quality assessment by organisations (NL)					
					B49	% being fired (NL)
	Stability					

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

					B50	% of temporary workers
	HRM systems					
					B51	Level of delegation in human resource management
	Degree of independence of public service from politics					
					B52	% of senior civil servants are appointed by politicians
					B53	% of advisors directly appointed by the cabinet
	Accountability of Public Officials					
					B54	Number of cases handled by the National Disciplinary Offences Board (concerning high-level employees i.e. heads of agencies, judges, professors) and the local Disciplinary Offences Boards (concerning other employees). (SE)
	Working conditions	A10	Average level of sick leave, measured as the percentage of available working time that is lost due to health related absence. (SE)			
					B55	The development of the number of approved early retirements based on sickness. (SE)
	Public employment					
					B56	Employment in general government (and public corporations) as % of the labour force
					B57	Distribution of employment between central and sub-central levels of government
					B58	Change in % of government staff employed at central level
	Commitment of civil servants in state administration					
					B59	Based on public opinion survey
	Motivation of civil servants	A11	Index based on survey			

5. Budgeting	*facets*	*Indicator no.*	*selected indicators*			Other indicators
	accessibility of budget					
/					B1	N° of downloads of the budget document (if online accessible) / inhabitants (+18y)
					B2	% of people (or key people/stakeholders) who are aware of the content of the budget (or who know the most important financial and nonfinancial, if any, information contained)
	Elements of budget	A1	Elements included in budget documents presented to the legislature			
	timely release of budget data					
					B3	N° of budgets not on time in the last 10 years
	accuracy of budget estimates	A2	% deviation of the accounts vis-a-vis the budget			
					B4	N° of supplementary budgets or appropriation laws/budgets
					B5	accuracy of multi-year budgets
					B6	Executive budget flexibility (also OECD)
					B7	Ability of administrations to carry over unused funds (also OECD)
	audit	A3	% of audit (performance/legality) recommendations implemented			
					B8	Return on investment of audits
					B9	Number of months after fiscal year-end that audited accounts are publicly disclosed by the supreme audit institution
					B10	Number of audit/control findings (SK)
	Availability of trend data					
					B11	Satisfaction survey of parliamentary oversight committee members.
	Availability of data for scrutiny of spending at the					

	appropriate level of service delivery.					
	Sustainability	A4	% spread with cheapest government debts (NL)			
					B12	Medium-term budget perspective
					B13	Coverage and frequency of long-term fiscal projections by central government
					B14	Government use of rules that place limits on fiscal policy
					B15	Use of medium-term perspective in the budget process
	Output					
					B16	Covariation of budget and output (NL)
	Financial Accounting	A5	Degree of compliance with IPSAS disclosure requirements			
	Efficiency of revenue mobilization					
					B17	Average payment / collection period (number of days)
	Presence of performance-based-budgetting	A6	Use of a performance budgeting system (G@@G-index)			
					B18	correspondence between performance demands and budgets.
?					B19	to what extent is budget planning based on previous year's plan?
					B20	are there (and if yes to what extent) quantitative output or performance related information in the budget document?
					B21	to what extent is accrual accounting present?
					B22	Use of performance information in budget discussions between central budget authority and ministries
	Structure of expenditure					
					B23	Structure of revenues/inflows
	Assessment of budget implementation compliance	A7	% of sanctions for non-compliance (HU)			

6. Service delivery	*facets*	*Indicator no.*	*Selected indicators*		*Indicator no.*	**Other Indicator**
	client satisfaction	A1	% of agencies that assess client satisfaction periodically (e.g. through satisfaction surveys)			
					B1	Households declaring to face much or little difficulty in getting to some services – Percentage for each area or region
					B2	% satisfied with services
					B3	Private organization satisfaction with service delivery vs public organization satisfaction with service delivery (ESP)
					B4	Relation between satisfaction with service delivery and equity (satisfaction related to social class, territory, gender,…) (ESP)
					B5	staff attitude (polite, friendly)
	complaints handling	A2	number of complaints (ombud); intake, accepted			
					B6	Public accessibility of the complaints system (ESP)
	response times					
					B7	Average response time to requests
					B8	Waiting times (single contact/ overall)
					B9	Average processing time of a standardized case (HU)
	Accuracy and comprehensiveness of information					
	Price of services (NL)					
					B10	Average price passports (NL)
	Extreme cases of dissatisfaction					
					B11	Exit => e.g. % of people who left public schools and hospitals and went private
	Extreme voice					

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

					B12	% number of registered assaults on public sector employees
	Policies to improve efficiency of public sector					
					B13	Bureaucratic delays
					B14	Existence of some public but independent watchdog for the functioning of public policies (ES)

7. Organising and modernisation	*potential facets*	*Indicator no.*	*potential indicators*		*Indicator no.*	*Indicators remarks/clarifications*
	reducing administrative burdens	A1	time taken to pay taxes			
		A2	reduction of administrative burden using the standard cost model			
					B1	time to set up a business
					B2	time taken to license a warehouse
					B3	average time and average cost for accessing standard public services: education, health, sewerage etc.
					B4	average time and average cost for accessing public information or personal information.
					B5	average time and average cost for obtaining important approvals/authorizations (for ex. building a house)
					B6	Amount of new regulation (primary and/or secondary)
					B7	Characteristics of government programmes to reduce administrative burdens
					B8	Extent of programmes for reducing administrative burdens
	e-government	A3	% of citizens using e-government services (NL) (also OECD)			
		A4	Proportion of citizens and businesses making online payments to authorities (HU)			
					B9	e-gov readiness
					B10	ROI of e-government
					B11	Availability and take-up of e-government services
					B12	website user friendliness
					B13	Assessment of the national portal

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

HU)				B14	Average number of weekly visitors of national portal (HU)	
				B15	E-procurement expenditure as a % of total public sector procurement expenditure	
				B16	% of public sector websites with Triple-A conformance to W3C Web Content Accessibility Guidelines	
				B17	Fully transactional services over the web as a % of the total number of services	
				B18	Sophistication of e-gov services	
				B19	number of public services fully available online	
				B20	% of businesses using e-government services (NL) (also OECD)	
	better processes					
				B21	coverage of departments using of workload analysis in management	
				B22	Are there longer-term and shorter term plans? if yes are they updated, followed-up, supplied with indicators?	
				B23	Proliferation of different management tools	
	increased use of procurement and co-production (SE)					
	changes in production and delivery (SE)					

Annex 3: Indicator scoring on utility and feasibility dimensions

Indicator scoring: Work Group 1

Please give your appreciation for every indicator in terms of utility and feasibility.
A score of 1 indicates low utility/feasibility.
A score of 5 indicates high utility/feasibility.

Block 7: Organising and modernising

Indicator A1: Time taken to pay taxes
Utility

1	2	3	4	5

Feasibility

1	2	3	4	5

Indicator A2: Reduction of administrative burden using the standard cost model
Utility

1	2	3	4	5

Feasibility

1	2	3	4	5

Indicator A3: % of citizens using e-government services
Utility

1	2	3	4	5

Feasibility

1	2	3	4	5

Indicator A4: Proportion of citizens and businesses making online payments to authorities
Utility

1	2	3	4	5

Feasibility

1	2	3	4	5

Indicator …:
Utility

1	2	3	4	5

Feasibility

1	2	3	4	5

Indicator …:
Utility

1	2	3	4	5

Feasibility

1	2	3	4	5

Indicator …:
Utility

1	2	3	4	5

Feasibility

1	2	3	4	5

Annex 4: Analytical evaluation table (December 2010)

Building block	Facets	Indicator no.	Selection of indicators	Evaluation	Remarks		Other suggested indicators
1. Whole of Government performance							
	Public debt	A1	Public debt as % GDP and annual change of the rate of public debt (HU)	🟩			
	Public deficit	A2	Public deficit as a % GDP and annual change of the rate of public deficit (HU)	🟩			
	Public expenditure	A3	Annual real percentage change of government expenditures per capita	🟩			
							B6: Distribution of government expenditures by level of government
							C1: Civil service/PA expenditure as % of GDP on central level
							C2: Civil service/PA expenditure as % of GDP on local level
	Public investment	A4	General government investment as % of GDP	🟩			
	Public revenue	A5	General government revenues as % of GDP	🟩			
							B12: Structure of revenue
	Trust of businesses in government	A6	% businesses trusting government	🟩	Low feasibility score		
	Citizen trust	A7	% citizens trusting civil service, education, health sectors (NL)	🟨	Low feasibility score		
	Equity in society	A8	GINI coefficient	🟩			
	Equity in access to services	A9	Distance to service delivery (which services need to be defined (f.i. security, health, education)	🟩	Diffuse scorings		
							B18: Satisfaction with service received
	Social development (SE)	A10	Social cohesion (SE)	🟨	Very low overall feasibility score Not enough support		

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

48

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

	Steering capacity						B26: fragmentation or integration of the public sector as a whole
	Economic performance (NL)-	A11	Competitiveness (NL)	(green)			
	Government effectiveness and efficiency	A12	Total cost of the machinery of government (wage, buildings etc.) (NL)	(green)			
							B31: Efficiency of public expenditures
							B33: Country competitiveness
	Regulatory quality	A13	Trend in RIA adoption	(yellow)	Low overall feasibility scores		
							B41: How problematic are labour regulations
							B42: Price liberalisation
	Level of freedom						B43: Level of freedom index
	Quality of public administration						B44: Public administration quality score
							B45: Perceptions of quality of general government (SE)
	Size of government (NL)						B47: % civil servants/population (NL)
	Sustainability of government (NL)	A14	The amount of money needed to give future generations the same deal (CPB houdbaarheidstekort) (NL)	(yellow)	Low overall feasibility score Not enough support		
		A15	Uncovered pension funds (NL)	(yellow)	Diffuse scorings Four missings		
							B50: Total ageing problem of government (NL)
							C3: Future economic liability
	International dimension (ESP)						B52: Number of international committees/reports (ESP)

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

2. Policy capacity	Facets	Indicator no.	indicators	Evaluation	Remarks		Other suggested indicators
	Implementation of EU legislation	A1	Average duration of transposition (adoption) of community law (HU)		Definition of transposition: legal or implementation?		
							B2: Number of the cases of infringement procedures commenced by the EU Commission (HU)
	Use of indicators in decision making/reporting	A2	% of agencies and departments with performance measures for internal use				
	Use of indicators in evaluation	A3	Number of evaluation recommendations accepted/rejected by government				
	Use of impact assessments	A4	% of law proposals based on impact assessment (HU)		Low feasibility score 2 missing		
	Coordination	A5	Average lifetime of pieces of primary legislation without amendments (HU)		Diffuse scoring		
	Stakeholder involvement	A6	Forms of public consultation routinely used at central government level				
	Capacity to innovate	A7	% of staff having completed upper secondary education (AT)		Very low utility score but high feasibility		
	Responsiveness of government (NL)	A8	How many days does planning of a highway cost (NL)		Very low feasibility and utility scores Four missings		
	Proliferation of ministries	A9	Number of ministries, agencies, and national public organizations.		Very low utility score but high feasibility		

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

50

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

3. Transpar-ency and integrity	facets	Indicator no.	indicators	Evaluation	Remarks		Other suggested indicators
	Openness of government	A1	Availability of democratic information: annual budget/account, legislation under preparation, policy research (NL)				
	Active disclosure through websites	A2	Public availablility of private interest disclosures by decision makers				
	Incompatibility rules in the public administration	A3	Number of breaches of the incompatibility rules (HU)		Diffuse scoring Five missings		
	Codes of conduct	A4	% of staff aware of code of conduct				
	Whistle blowing arrangements	A5	% of staff/citizens prepared to report wrongdoings		Low feasibility score Diffuse scorings		
	Procurement	A6	% of private contractors which have raised problems of frauds/corruption against the public sector.				
	Central government audit of non-government agencies	A7	% agencies audited		Low feasibility score		
	Corruption	A8	N° of corruption cases (NL)				
	Core values	A9	Frequently stated core public service values		Diffuse scoring Four missings		

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

4. staffing	facets	Indicator no.	Selected indicators	Evaluation	Remarks		Other suggested indicators
	Personnel planning	A1	% of Linking career management system with individual performance assessments> (HU)		Low feasibility score Concepts need to be defined		
	Recruitment	A2	Average duration of recruitment (elapsed time between posting vacancy and employment) for a certain position		Very high utility and feasibility score		
							C17: Difference between maximum and minimum recruitment durations.
							B4: % successful recruitments
							C6: Quality of recruitment of officials
							C8: % of staff established after probation period
	Promotion or staff performance management	A3	% of staff agreeing that promotion is based on merit		Low feasibility score Diffuse scoring		
							B12: Rate of civil servants with individual performance assessment (HU)
	Remuneration	A4	Gender pay differential (SE)(AT)				
		A5	Satisfaction with wage (NL)		Very diffuse scoring Combination with B13 would be interesting		

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

							B13: Pay differential between public and private sector for the same function
							B14: % of salary linked to performance
	Competency management	A6	Turn-over	🟩			
							B21: Job satisfaction
	Senior civil service policies						B29: Turnover rate at senior levels
							B32: Use of separate HRM practices for senior civil servants
							C11: Average stay in the same job
	Training (NL)	A7	Evaluation of training impact (NL)	🟨	Low feasibility score, but high utility score		
							B34: Budget training/salary mass (NL)
							C13: % of pay roll expenses dedicated to training
	Representative bureaucracy	A8	% of women in highest level of remuneration schemata (AT)	🟩			
							C10: % of handicapped people in the workplace
	Flexibility						B43: % part-time workers
							B44: % teleworking
							B47: % workers in flexible working time (HU)

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

	Sustainability	A9	Age structure of the central public administration. (SE)		Very high utility and feasibility scores		
	Working conditions	A10	Average level of sick leave, measured as the percentage of available working time that is lost due to health related absence. (SE)		Comparability issues due to different labor legislation systems		
							C9: Workload indicators to compare workload in different ministries
							C12: Existence of mobility and career
	Public employment						B56: Employment in general government (and public corporations) as % of the labour force
	Motivation of civil servants	A11	Motivation index based on survey		Low feasibility score Motivation has to be defined		
	Other						C5: % of staff working in administration & coördination
							C7: % of management functions compared to total staff

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

5. Budgeting	facets	Indicator no.	selected indicators	Evaluation	Remarks		Other suggested indicators
	Elements of budget	A1	Elements included in budget documents presented to the legislature		Needs specification		
	Accuracy of budget estimates	A2	% deviation of the accounts vis-a-vis the budget				
	Audit	A3	% of audit (performance/legality) recommendations implemented		Low feasibility score but high utility score		
							B10: Number of audit/control findings (SK)
							C14: Level of deficiency
	Sustainability	A4	% spread with cheapest government debts (NL)		Low feasibility and utility score		
	Financial Accounting	A5	Degree of compliance with IPSAS disclosure requirements		Low overall feasibility and utility score 5 missings		
	Presence of performance-based-budgetting	A6	Use of a performance budgeting system (G@@G-index)		Low feasibility score		
	Assessment of budget implementation compliance	A7	% of sanctions for non-compliance (HU)		Diffuse scoring Needs clarification: compliance with which norms?		

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

6. Service delivery	facets	Indicator no.	Selected indicators	Evaluation	Remarks		Other suggested indicators
	Client satisfaction	A1	% of service delivering agencies that assess client satisfaction periodically (e.g. through satisfaction surveys)		Try to also take the use of the survey results into account		
							B5: Staff attitude (polite, friendly)
	Complaints handling	A2	Number of complaints (first line, second line); intake, accepted		Combination with other indicators should be made.		
							B6: Public accessibility of the complaints system (ESP)
	Response times						B7: Average response time to requests
							B8: Waiting times (single contact/overall)
							C15: Response time in % of exceeding time/agreed time of response
	Accuracy and comprehensiveness of information						C16: Number of civil servants you have to contact before getting to the right person/service

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

7. Organising and modernisation	*potential facets*	*Indicator no.*	*potential indicators*	*Evaluation*	*Remarks*		*Other suggested indicators*
	Reducing administrative burdens	A1	Time taken to pay taxes		Diffuse scoring: Four missings		
		A2	Reduction of administrative burdens				
							B1: Time to set up a business
							B5: Average time/cost for obtaining important authorizations or licenses (eg for building a house)
							B7: Characteristics of government programmes to reduce administrative burdens
							B8: Extent of programmes for reducing administrative burdens
	E-government	A3	% of citizens using e-government services (NL) (also OECD)				
		A4	Proportion of citizens and businesses making online payments to authorities (HU)				
							B17: Fully transactional services over the web as % of the total number of services
							B20: % of businesses using e-government services
	Better processes						B21: Coverage of departments using of workload analysis in management

Origin of indicator: orange = EUPAN, blue = EGPA, green = OECD

57

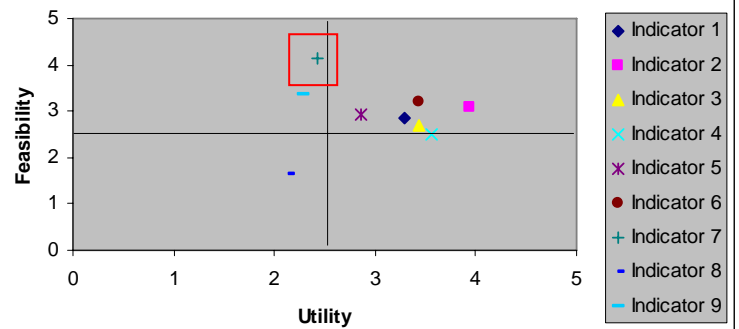| Useful indicator	Useful indicator, with remarks	Low priority indicator, with remarks	Low priority indicator

Annex 5: Indicator score analysis: Scatterplots

1.   Example of an orange light-indicator
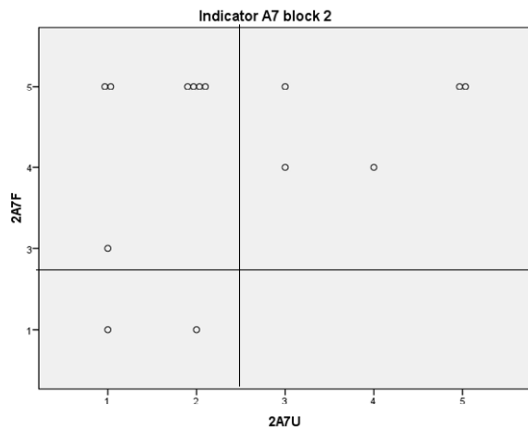
2.   Example of a green light-indicator
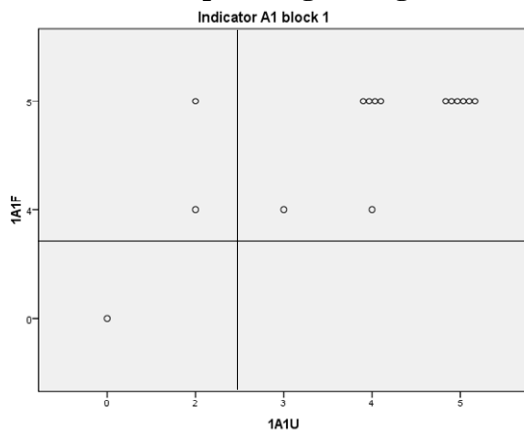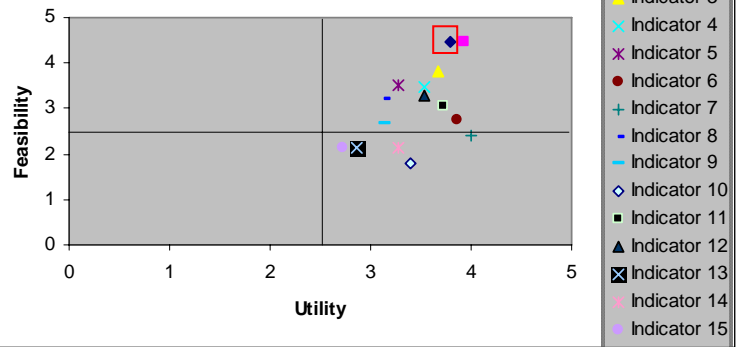
3.   Example of a yellow light indicator

The International Institute of Administrative Sciences is an International Association with Scientific Purpose whose seat is in Brussels. The Institute is interested in all questions related to contemporary public administration at the national and international level. The Institute has two specialised sub-entities, the International Association of Schools and Institutes of Administration (IASIA) and the European Group of Public Administration (EGPA),each of which conducts study, research and networking.

The EGPA Study Group on Performance in the Public Sector (previously Productivity and Quality in the Public Sector) studies aspects of public sector performance. Public sector performance topics include the use of trust and satisfaction indicators, case studies of organisational performance, measurement issues and the politics of measurement. The Study Group has a long tradition and is generally considered as one of the forerunners amongst the 12 permanent study groups of EGPA.

The researchers

Prof. Dr. Geert Bouckaert is Director of the Public Management Institute at the Katholieke Universiteit Leuven.
He received several titles of doctor honoris causa. He was President of the European Group for Public Administration between 2004 and 2010. His research is in performance management, financial management and public sector reform.

Prof. Dr. Wouter Van Dooren is Assistant Professor of Public Administration at the department of Political Science, University of Antwerp.
Wouter Van Dooren co-chairs the EGPA Study Group on Performance in the Public Sector. His main research interests are performance, performance measurement and management.

Peter Oomsels is researcher at the Public Management Institute at the Katholieke Universiteit Leuven. His research interests are Public Administration performance and comparative Public Administration reform.

http://www.iias-iisa.org/egpa
http://www.publicsectorperformance.eu/