



Using the power of digitalisation for shared process and quality knowledge management

Croatian digital tool eSUK (<https://kvaliteta.gov.hr>)

10th CAF Users' Event under the Polish Presidency of the Council of the EU

10th April 2025, Warsaw

2018

Ministry of Public Administration

*Start of ESF „Implementing Quality
Management System in PA”*

2020

Ministry of Justice and
Public Administration/
Quality Management Division

*ESF „Implementing Quality Management
System in PA”*

2023

Ministry of Justice and
Public Administration/
Quality Management Division

ESF project
implemented

2024

Ministry of Justice,
Public Administration
and Digital
Transformation/
Quality
Management
Division



POLAND25.EU

2008 - 2011

Public Administration Reform Strategy
Vision of modern PA – "The PA we want"

2015 - 2020

Public Administration Development
Strategy (and Plan)
„To manage the quality of public
administration services, it is important that
the management and all employees in the
public administration introduce, accept and
use a set of tools and mechanisms
according to existing quality management
standards and instruments.”

2016 - 2018

Based on a conducted analysis and
specificities of Croatian PA:
CAF (Common Assessment Framework)

2011 - 2015

Croatian Government Programme
To increase investment in improving
the quality of public services

Operational Programme under the
„Investment for Growth and Jobs“ goal (EU
2020 Strategy) for Croatia:

„Basic elements of the QMS presented in the
PA Strategy by tackling particular areas of
public administration; still current framework
is underdeveloped and in order to become an
effective PA tool, needs to be further
upgraded.”

2018 - 2023

Implementation of ESF project
„Implementing Quality Management
System in Croatian PA”



2023 →

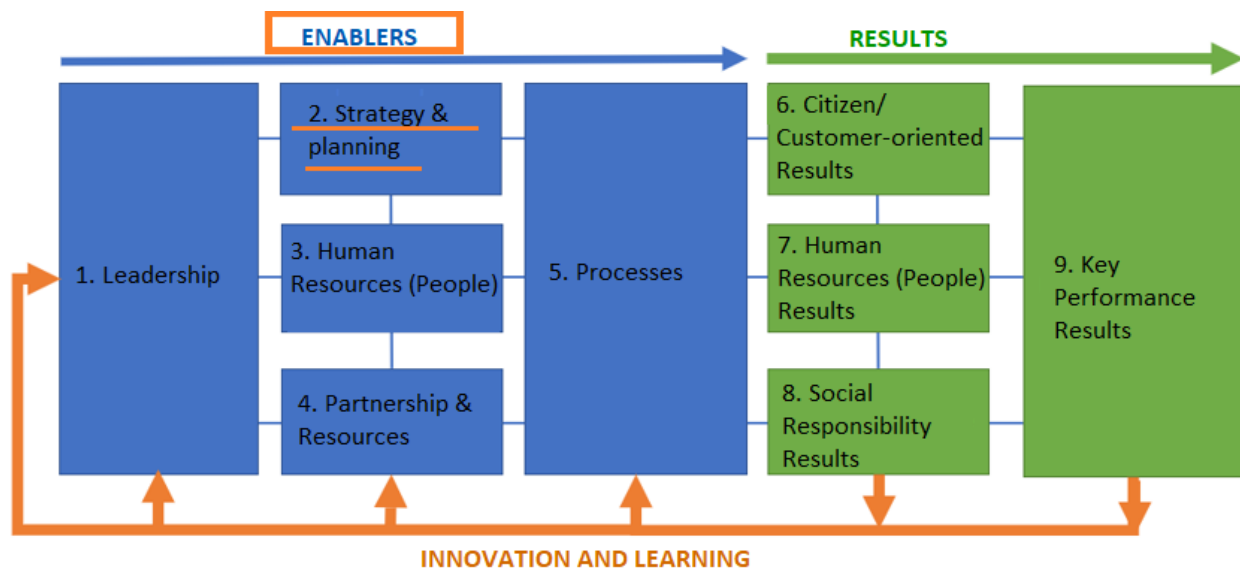
Guidelines for Quality Management in PA
„Appointed Heads of Quality Management
in PABS acquire the necessary
competencies and use of digital tool
(repository) eSUK (<https://kvaliteta.gov.hr>)
in the implementation, maintenance and
improvement of QMS.”

2022 - 2027

National Public Administration
Development Plan

„IT system eSUK for QM and
implementation methodologies for process
mapping/optimization/standardization will
lead to an optimal process model for the
performance of similar services and tasks of
PABs to achieve costs optimization,
reliability of service provision and,
ultimately, more satisfied users.”

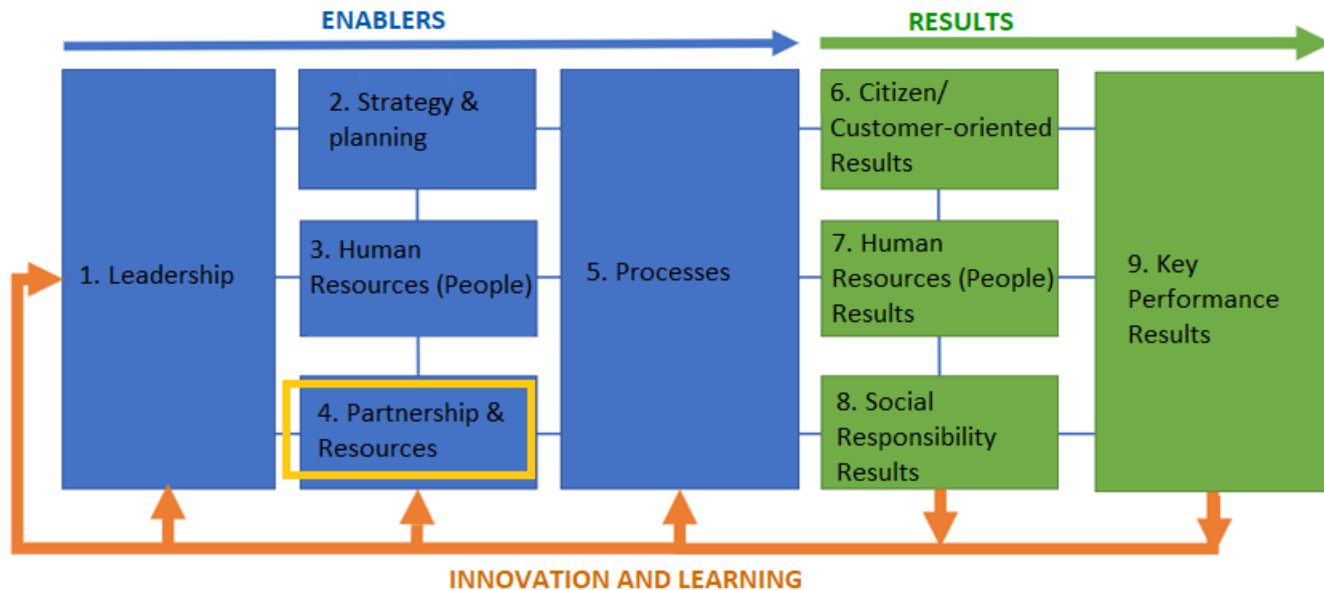
CAF criterion 2: Strategy and planning/sub-criterion 2.3: Communicate, implement and review strategies and plans - QMS




- CAF 2020 adjusted for Croatian model: [ZOP 2020](#) implemented QMS - **Sub-criterion 2.3. Quality Management System**
- ESF project [„Implementing Quality Management System in Croatian PA”](#) (2018 – 2023) as a unique concept/frame never exist before in Croatian PA:
 - defined new methodologies based on CAF 2020:
 - a) *Quality Management Methodology*
 - b) *Process Mapping/Optimization/Standardization Methodology*
 - developed digital tool (repository) eSUK
 - developed trainings on QMS implementing for public servants (PABs)

CAF criterion 4: Partnership and resources/Sub-criterion 4.5. Technology

- digital tool (repository) eSUK



- digital tool (repository) eSUK
 - eSUK training environment (<https://kvaliteta-edu.gov.hr/>)
 - eSUK real/production environment (<https://kvaliteta.gov.hr/>)
- environments are identical
- all users have data view/data search permission (benchlearning/benchmarking)



Quality management system in public administration of the Republic of Croatia

Public administration bodies

Process catalog

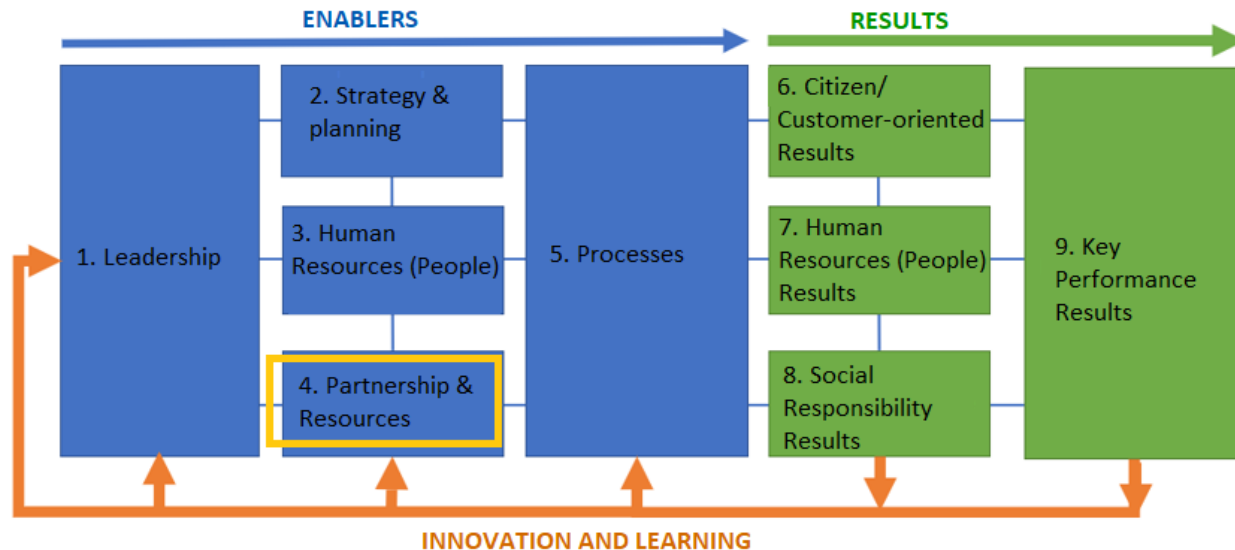
Reports

☐

	Name	OIB	Type of public administration body	
<input type="checkbox"/>	Electronic Media Agency	35237547014	Legal entity with public authority	⋮
<input type="checkbox"/>	Agency for Payments in Agriculture, Fisheries and Rural Development - APPRRR	99122235709	Legal entity with public authority	⋮
<input type="checkbox"/>	Agency for the Audit of the Implementation System of European Union Programmes - ARPA	94432282335	Legal entity with public authority	⋮
<input type="checkbox"/>	Railway Safety Agency	99256282044	Legal entity with public authority	⋮

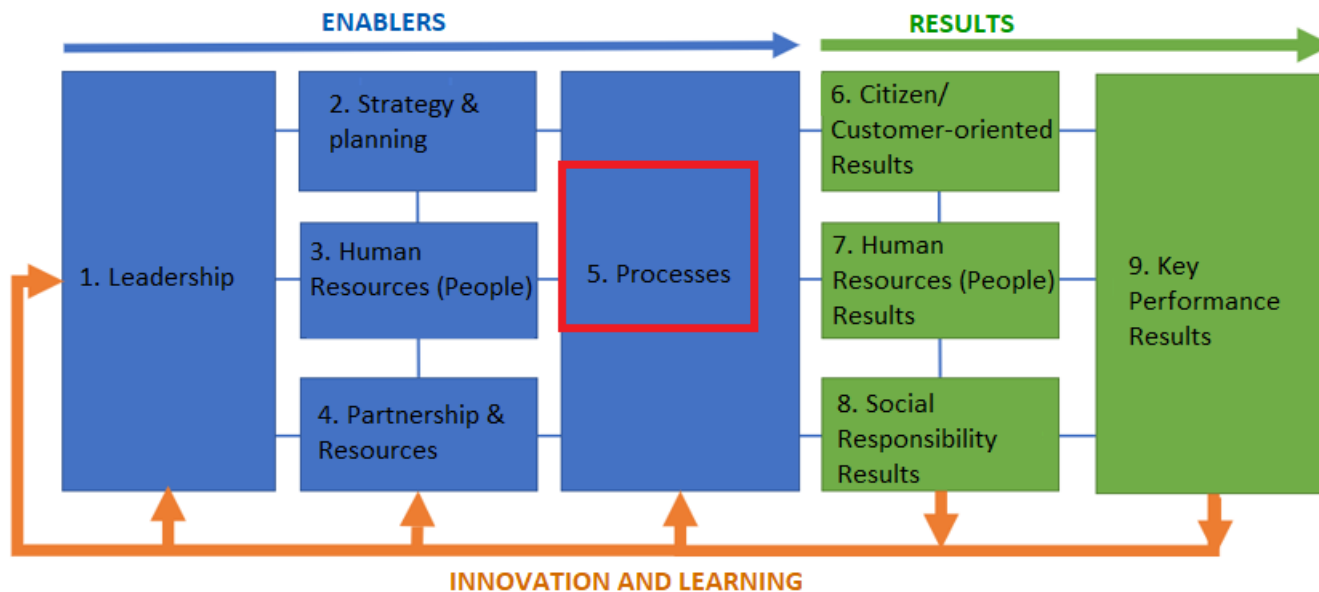
- digital tool (repository) eSUK homepage (<https://kvaliteta.gov.hr/>)
- currently digital tool use 164 PABs and some 800 users (public servants)

CAF Criterion 4: Partnership and resources/sub-criterion 4.4 Manage information and knowledge - *Reports*



- comparable statistics on mapped/optimized/standardized processes in this repository and self-assessment results for all PABs using repository
- generated directly in repository by selecting the required parameters

CAF Criterion 5: Processes



- CAF 2020 adjusted for Croatian model: [ZOP 2020](#):
 - Sub-criterion 5.1. Identifying, documenting, implementing and maintaining processes
 - Sub-criterion 5.2. Monitoring, analyzing and continuously improving processes
 - Sub-criterion 5.3. Work processes
- digital solution for process documentation, mapping, optimization and standardization in one place

Quality management system in public administration of the Republic of Croatia

Public administration bodies

Process catalog

Reports



Search



Name

search

PAB

search

Process type

search

Responsible organizational unit

search

Created

search

Updated

search

Status

search

Registration of providers in the Book of Service Providers for satellite, internet, cable transmission and other forms of AV / radio program transmission

Electronic Media Agency

Fundamental

Legal and Human Resources Department

05.02.2024.

08.02.2024.

IN WORK

issuance of a decision on tax on rental income

Tax Administration

24.01.2024.

24.01.2024.

IN WORK

Registration of providers in the Book of Providers of Electronic Publications

Electronic Media Agency

Fundamental

Legal and Human Resources Department

23.01.2024.

08.02.2024.

IN WORK

Creation of contractual obligations (public procurement)

Koprivnica-Križevci County

Supporting

Administrative Department for Finance, Budget and Public Procurement

18.12.2023.

18.12.2023.

IN WORK

Report on the financial operations of the budget

Koprivnica-Križevci County

Fundamental

Administrative Department for Finance, Budget and Public Procurement

18.12.2023.

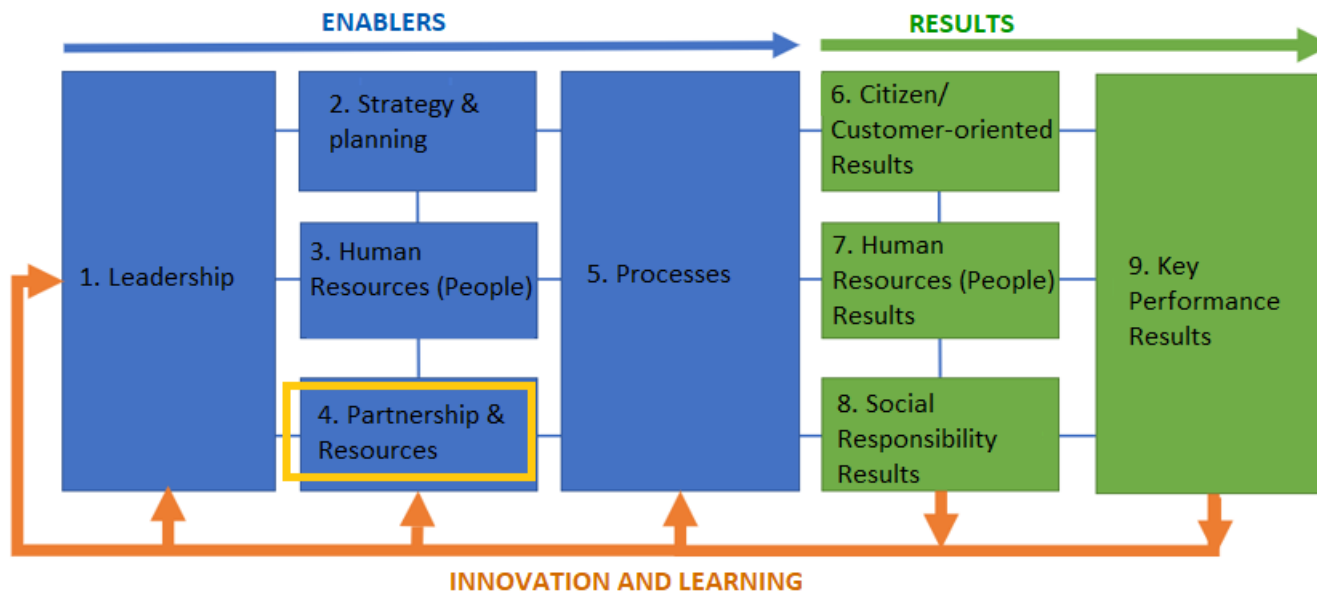
18.12.2023.

IN WORK

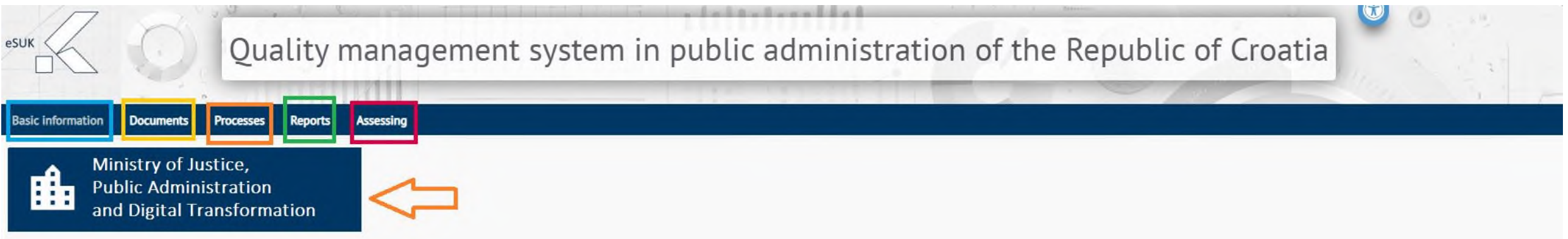
➤ list of all PAB's processes mapped in digital repository eSUK

- currently 2.700 mapped processes in catalogue

CAF Criterion 4: Partnership and resources/sub-criterion 4.4 Manage information and knowledge - *Documents*



- documents of PABs uploaded in digital repository – *knowledge management base*
- strategies, plans, reports, programmes... on PAB level



- **only authorized users** from chosen PAB have **editing/changing data permissions**
- all users have data view/data search permission (*benchlearning/benchmarking*)



Search



Add

Home









Name	Document type	Size	Author	Status	Versions	Creation date	Update date
DIRECTORIES							
<input type="checkbox"/> Internal assessment November 2022	--	--	Verica Ujlaki	--	--	28.11.2022	30.11.2022
<input type="checkbox"/> Metrics	--	--	Verica Ujlaki	--	--	21.11.2022	21.11.2022
DOCUMENTS							
<input type="checkbox"/> Risk management strategy.pdf	Basic document	804 KB	Verica Ujlaki	PUBLISHED	2.0	16.07.2021	14.01.2024
<input type="checkbox"/> UFR-21 Audit Report - KOPRIVNIK-KRIŽEVIĆ COUNTY.pdf	Basic document	527 KB	Tomislav Gersic	PUBLISHED	1.0	18.06.2021	18.06.2021
<input type="checkbox"/> Student scholarships.pdf	Basic document	426 KB	Tomislav Gersic	PUBLISHED	1.0	18.06.2021	18.06.2021
<input type="checkbox"/> Contract register.xlsx	Basic document	38 KB	Tomislav Gersic	PUBLISHED	1.0	18.06.2021	18.06.2021

➤ training on how to build data base for their PAB in digital repository (knowledge management)

Process list

Add



Name	Process type	Responsible organizational unit	Created	Updated	Status	
Resolving requests for acquiring ownership rights to real estate in the territory of the Republic of Croatia when the acquirers are foreign legal entities and individuals - Making decisions	Fundamental	Directorate for Civil, Commercial and Administrative Law (Real Rights Service)	25.05.2021.	26.05.2021.	IN WORK	 
Human resource management - Conducting training	Supporting	Civil Service Administration	21.04.2021.	28.04.2021.	IN WORK	 
Human Resources Management - Conducting the Recruitment Process	Supporting	Civil Service Administration	21.04.2021.	28.04.2021.	IN WORK	 
Risk and compliance management (legality) - Implementation of the register creation procedure	Managing	All sectors	21.04.2021.	19.10.2021.	IN WORK	 

➤ training on process mapping and optimization for their PAB (building of process catalogue in digital repository) in 3 steps:

- 1 (a&b) editing basic process data directly in repository
2. filling and uploading textual form of process description (in formats .doc/.docx) with subprocesses
3. drawing process using BPMN standard (elements) for process modelling in open source platform Camunda, integrated in digital repository

1a

Basic Documents

Editing the process

Process ID
1000612

Name ⓘ
Resolving requests for acquiring ownership rights to real estate in the territory of the Republic of Croatia when the acquirers are foreign legal entities and individuals

Process type ⓘ
Fundamental ⓘ

Last revision ⓘ
ⓘ

Process owner ⓘ
Ministry of Justice an Public Administration

Responsible organizational unit ⓘ
Directorate for Civil, Commercial and Administrative Law (Real Rights Division)

Number of documents ⓘ
3

Status ⓘ
☒ In work ☐ Published ☐ Abolished

Creation date
25.05.2021.

Created by

Update date
26.05.2021.

Updated by
⌚

Save Cancel

1b

Related processes ⁺

Connect

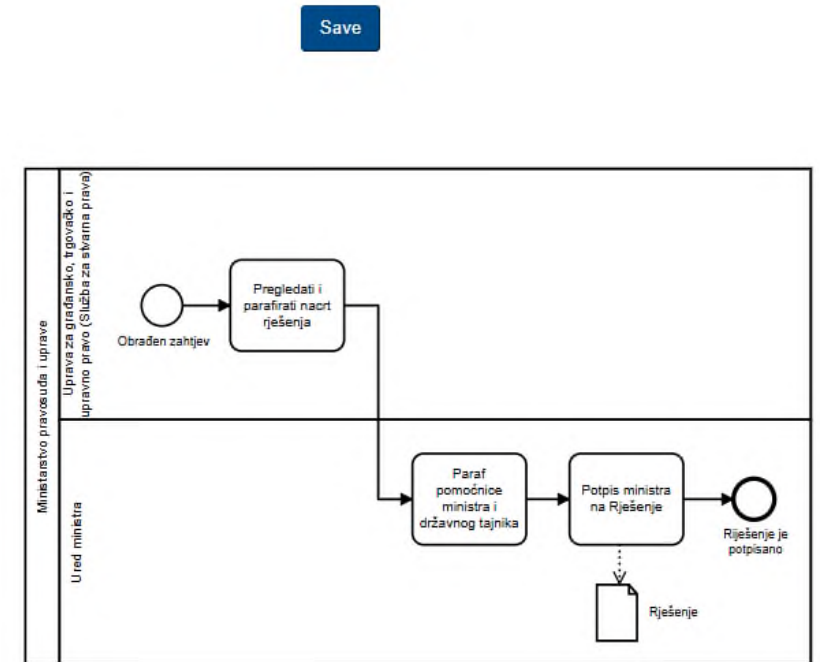
Name	PAB	Process type	Responsible organizational unit
Resolving requests for acquiring ownership rights to real estate in the territory of the Republic of Croatia when the acquirers are foreign legal entities and individuals	Ministry of Justice and Administration	Fundamental	Directorate for Civil, Commercial and Administrative Law (Real Rights Service)

> Service and business catalogue

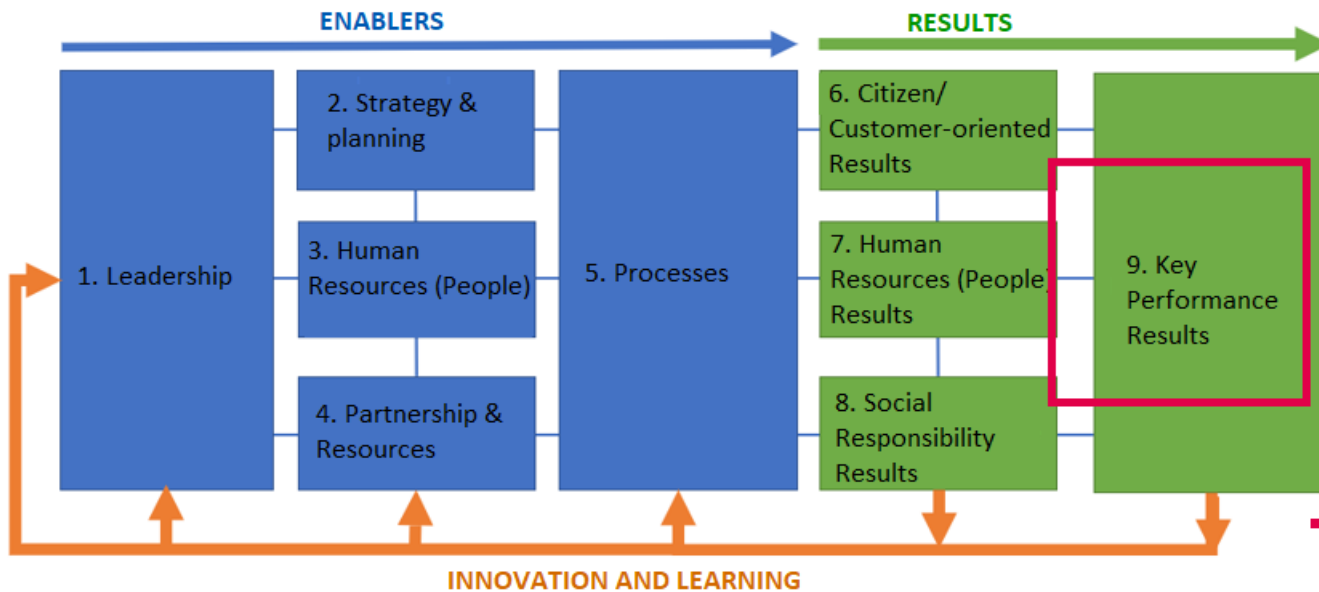
➤ additional process data

- possibility to link with related processes mapped in digital repository
- to be – linking with *Service and business catalogue*, as well as with other government digital solutions in “state cloud” (interoperability) – i. e. *Human Resource Management platform, Public official documents central catalogue of PA...*



3



CAF Criterion 9: Key Performance Results/Sub-criterion 9.2: Internal results – level of efficiency – *Self-assessment*



- CAF 2020 adjusted for Croatian model: [ZOP 2020](#)
- Sub-criterion 9.1. Monitoring and measuring external results, i.e. outputs and value created for the public
 - Sub-criterion 9.2. Monitoring and measuring internal results, i.e. levels of effectiveness and efficiency
 - Sub-criterion 9.3. Internal assessment of the quality management system
 - 20 self-assessments of PAB's conducted since the end of the project

Assessing				
Initiation	Assessing	Final report	Assessment results	
Assessment name	Name	Start date	↓	End date
Initial internal QMS assessment - 2021. 	Ministry of Justice and Administration	09.03.2021.		17.05.2021. 

➤ *Training on:*

- *Initiation* – starting a new self-assessment
- *Assessing* – conduct of self-assessment
- *Final report* – available only for users of PAB
- *Assessment results* – available for all users of digital repository



POLAND25.EU



Basic information Documents Processes Goals Reports Assessing Search Administration

Enablers

Results

Documents

Enablers - final report

Criterion 1: Leadership

Sub-criterion 1.1. Commitment of top management Sub
-criterion 1.2. Environment Sub
-criterion 1.3. Stakeholders and their demands
Sub-criterion 1.4. Mission, vision and values

Criterion 2: Strategy and planning

Sub-criterion 2.1. Strategic management
Sub-criterion 2.2. Operational management
Sub-criterion 2.3. Quality management system
Sub-criterion 2.4. Risk and opportunity management
Sub-criterion 2.5. Continuous improvement

Criterion 3: Human resources

Sub-criterion 3.1. Human resource management policy
Sub-criterion 3.2. Employee needs
Sub-criterion 3.3. Work environment
Sub-criterion 3.4. Employee skills
Sub-criterion 3.5. Employee performance
Sub-criterion 3.6. Employee satisfaction

Criterion 4: Partnerships and resources

Sub-criterion 4.1. Relations with main partners
Sub-criterion 4.2. Relations with citizens and other users
Sub-criterion 4.3. Finances
Sub-criterion 4.4. Information and knowledge
Sub-criterion 4.5. Technology
Sub-criterion 4.6. Tangible assets

Criterion 5: Processes

Sub-criterion 5.1. Identifying, documenting, implementing and maintaining processes
Sub-criterion 5.2. Monitoring, analyzing and continuously improving processes
Sub-criterion 5.3. Work processes

Hide>Show subcriteria

Planning

- Planning is based on the needs and expectations of stakeholders. Planning is carried out regularly in all relevant parts of the organization.

Implementation

- Execution is managed through established processes and responsibilities and is regularly distributed across all appropriate parts of the organization.

Checking

- Established processes are regularly monitored using appropriate indicators and reviewed in all appropriate parts of the organization.

Improvement

- Following the results of the checks, corrective and improvement measures are regularly taken in all appropriate parts of the organization.

Assessing

0 - 10

11 - 30

31 - 50

51 - 70

Evidence

No evidence or just some ideas

Weak evidence in some areas

Some good evidence in relevant areas

Strong evidence in most areas

Very strong evidence

Criterion 1: Leadership

Sub-criterion 1.1. Commitment of top management

In order to understand the importance of quality management within the organization and create awareness of the positive effects that the organization can have from it, top management should take responsibility for the effectiveness of the QMS and for its improvement and ensure adequate resources and communication (including consultation with employee representatives). It is important for top management to set a positive example in this regard.

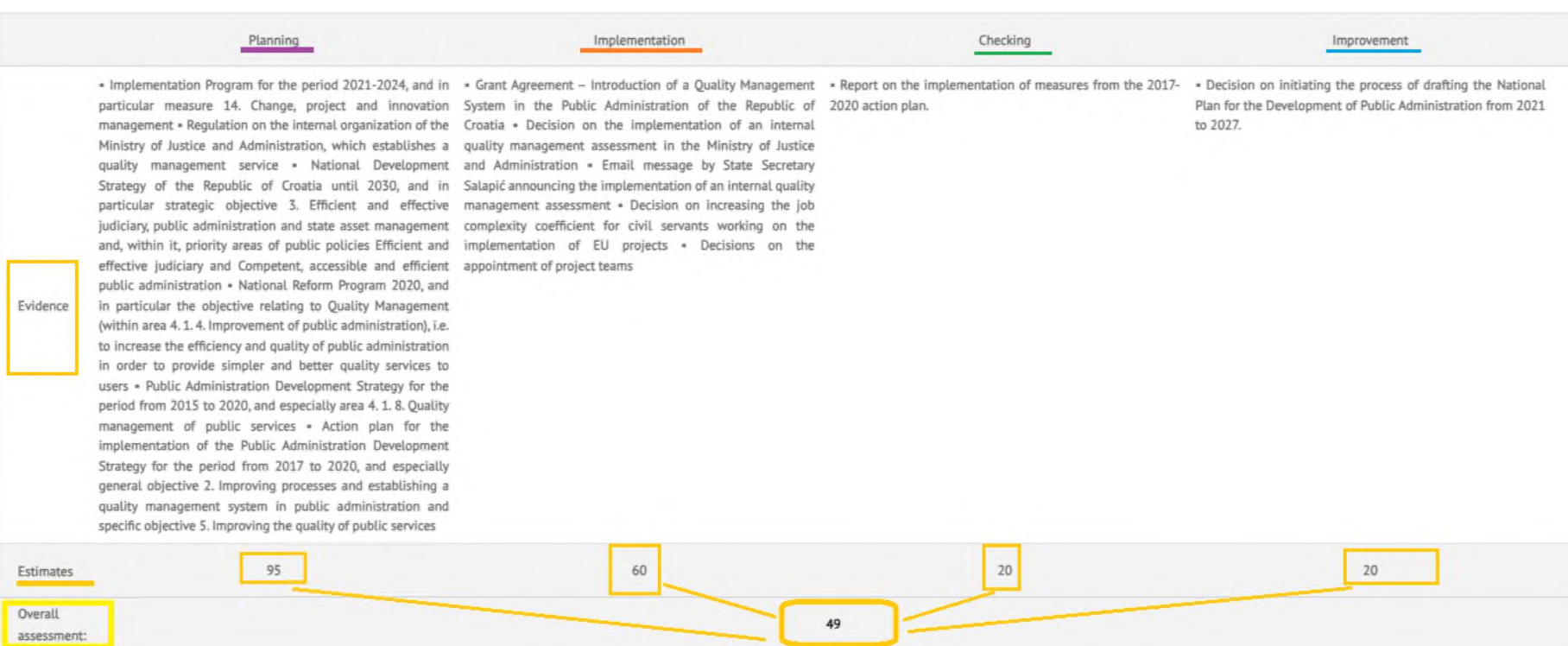


POLAND25.EU



Planning	- Planning is based on the needs and expectations of stakeholders. Planning is carried out regularly in all relevant parts of the organization.
Implementation	- Execution is managed through established processes and responsibilities and is regularly distributed across all appropriate parts of the organization.
Checking	- Established processes are regularly monitored using appropriate indicators and reviewed in all appropriate parts of the organization.
Improvement	- Following the results of the checks, corrective and improvement measures are regularly taken in all appropriate parts of the organization.

Assessing	Evidence
0-10	No evidence or just some ideas
11-30	Weak evidence in some areas
31-50	Some good evidence in relevant areas
51-70	Strong evidence in most areas
71-90	Very strong evidence in all areas
91-100	Excellent evidence compared to other organizations in all areas



- PDCA
- numerical estimate based on available evidences

Enablers				
Results				
Documents				
Results - final report				
Criterion 6: Results focused on citizens and other users				
Sub-criterion 6.1. Monitoring and measuring the perception of citizens and other users about the organization				
Sub-criterion 6.2. Monitoring and measuring the impacts directed at citizens and other users				
Criterion 7: Results in the field of human resources				
Sub-criterion 7.1. Monitoring and measuring human resources' perception of the organization				
Sub-criterion 7.2. Monitoring and measuring human resources performance				
Criterion 8: Results in the area of social responsibility				
Sub-criterion 8.1. Monitoring and measuring community perception of the organization's social responsibility				
Sub-criterion 8.2. Monitoring and measuring impacts in the area of social responsibility				
Criterion 9: Key Performance Results				
Sub-criterion 9.1. Monitoring and measuring external results, i.e. outputs and value created for the public				
Sub-criterion 9.2. Monitoring and measuring internal results, i.e. levels of effectiveness and efficiency				
Sub-criterion 9.3. Internal assessment of the quality management system				
Hide>Show subcriteria				
Assessing	0 - 10	11 - 30	31 - 50	51 - 70
Trends	No measurement	Negative trend	A trend of stagnation or modest progress	Constant progress
Target values	No information or unreliable	Results do not meet objectives	Few goals have been achieved	Some important goals have been achieved
Criterion 6: Results focused on citizens and other users				
Sub-criterion 6.1. Monitoring and measuring the perception of citizens and other users about the organization				

- *Strengths, Parts to improve, Suggestions for improvement*
- *for evidences on Trends and Target values – numerical estimate*



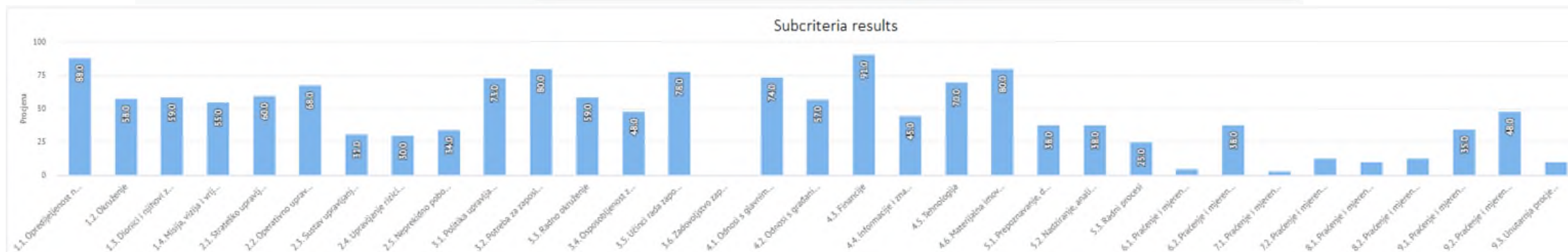
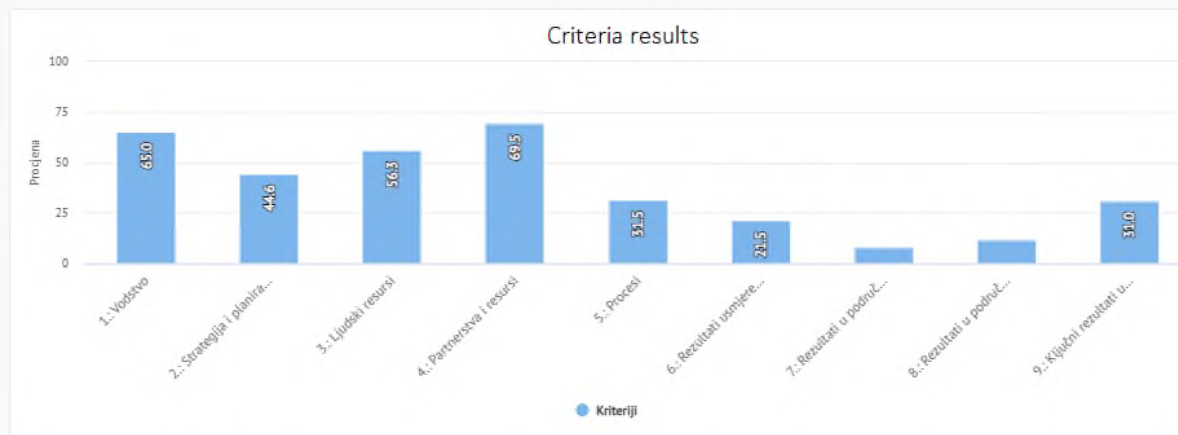
POLAND25.EU



Assessment results: Initial internal QMS assessment - 2021.

Start date: 15.04.2021.

End date: 18.06.2021.



- visualisation of self-assessment report with criteria and subcriteria (enablers and results):
 - ✓ if numerical estimate was made

Digital tool eSUK as an innovation

- representative example of CAF 2020 implementation and QM/PM digitalization of PA
- on the same platform:
 - business process mapping
 - knowledge management/knowledge sharing (benchmarking/benlearning)
 - QM self-assessment and corresponding documents
- efficient and free tool developed for implementing QM in PA
- linking with related processes and *Service and Business Catalogue*:
 - *result*:
 - ✓ administrative burden reduction in providing PA services to citizens and business entities
 - ✓ more effective decision-making on investment of PA in further digitalization of public services

Lessons learned

- implementing new concept (QM/PM) is very challenging, especially in paralel with introduction of digital solution
- looking back now, it would have been much easier for us if we had:
 - legislative framework form start that explicitly imposes obligation for implementing QM in PA with implementation standards
 - due to COVID-19 pandemic, more adjustment time in tackling with digital competencies of public servants

Key recommendations

- to have in mind value-added impacts on the policies on national level and how this solution fits in and contributes to the “big picture”
- to use of digital tools (i. e. One Drive, Zoom, Teams) for building a network of key stakeholders (users of QM, line managers, process owners).
- to implement QMS using digital tool(s) for knowledge management.