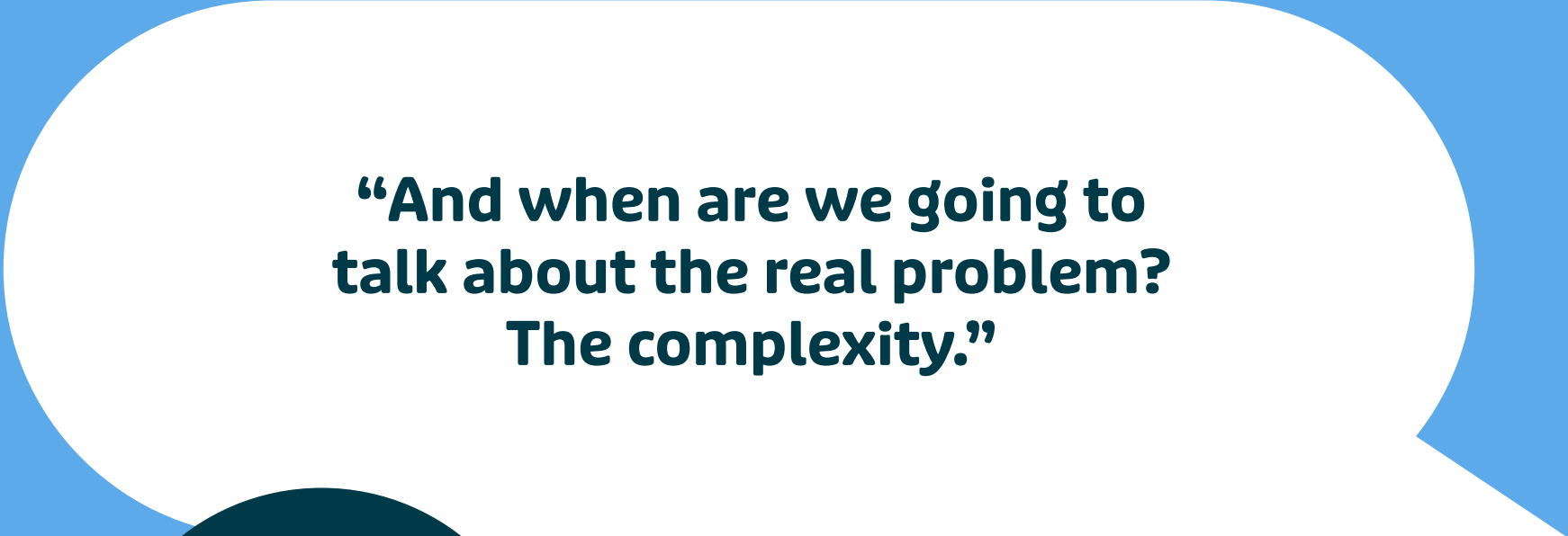


# The state of our public service delivery

2022



**Staat  
van de  
Uitvoering**



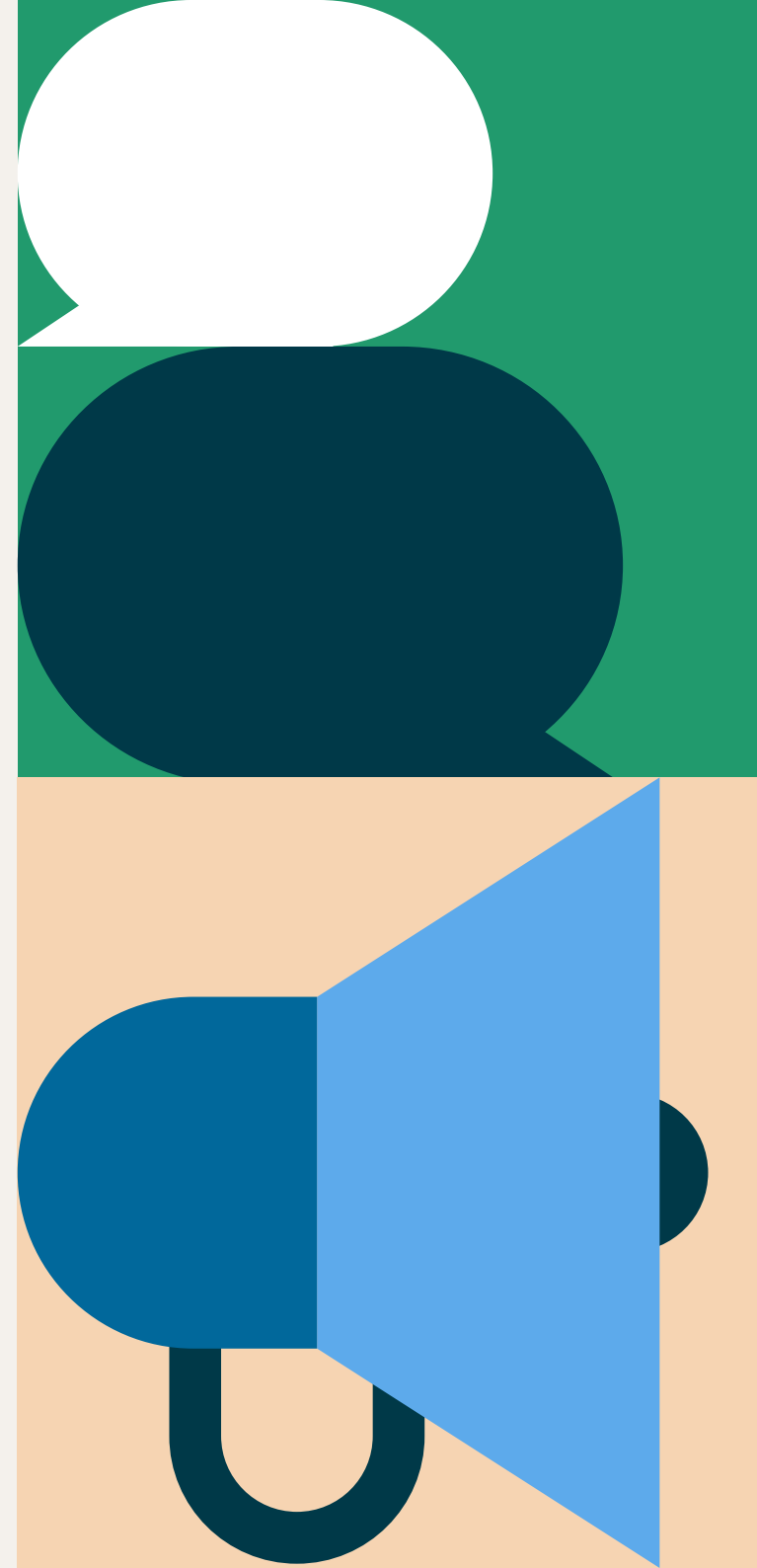
**“And when are we going to  
talk about the real problem?  
The complexity.”**



Employee of a large public  
service provider during  
a reflection meeting

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# Foreword and summary

**This document details the initial State of our public service delivery report. The state of our public service delivery report is a periodic publication intended to inform politicians about public services. We would like to take you through the current state of those public services.**

A lot is going well. Citizens and companies are generally provided with good services. It is important to keep this in mind. At the same time, there are also reasons for us to be seriously concerned about how future-proof our services are. A thorough analysis has been carried out through the Work on Public Service Delivery programme to see what improvements are required and what we collectively still have to do from a political, policy and implementation perspective. We can see that a lot of effort is being made to improve services to both citizens and companies and that progress is being made step by step.


This State of our public service delivery report demonstrates that we can confirm the analysis of the Work on Public Service Delivery and welcome the steps being taken. In this State of our public service delivery report, we also expressly look to the future and are seriously concerned about how future-proof our services are. It is worth noting that we have organised our laws, regulations and processes now to a high degree

of complexity, and this is because of the way we have stacked policies, the way we are organised, and our IT systems. This is not to the benefit of our agility, and therefore the services we offer to citizens and companies.

Due to the complex regulations and extensive policy production, which is largely shaped in silos, citizens and companies can no longer see the wood for the trees. Implementation work is becoming increasingly labour-intensive, while structural shortages in the labour market are increasing. We are faced with the problem of distributing scarce labour capacity. Capacity is required to help citizens and companies who depend on the government. Capacity that is also necessary to deal with the major issues of today and tomorrow. What is needed for this is a system that is feasible for citizens and companies, yet also remains feasible for the government. Much legislation places an administrative burden on those citizens and companies who are least able to deal with it. All the different regulations

and the accumulation of policies also make implementation obscure, inflexible and more error-prone. As a result, people who depend on the government increasingly get stuck and do not receive the help they need. Moreover, the complexity limits the possibilities to quickly implement politically desirable changes.

All this means that politics, policy and implementation need to discuss together how we can reduce complexity. Complexity that we see not only in complicated laws and regulations, but also emphatically in the accumulation of new policies. The structural shortages in the labour market mean we need to reduce this complexity with greater urgency so public services become future-proof. This is also important to restore and safeguard confidence in the government. This is something that creates a joint challenge for us all.



Part 1 of this report calls on politicians, policymakers and joint public service providers to break through the (behavioural) patterns that have largely caused this complexity. It is crucial to identify the flaws in the underlying system of policy making and implementation. This requires a considerable effort that can only be successful if we start from the same awareness of the problem and urgency, work together, and not shy away from unconventional measures.

Part 2 lists the most important bottlenecks, as reported by the individual Public Service Agencies. Part 3 provides a first step towards a trend-based picture. Part 2 and Part 3 form the basis of Part 1.

The state of our public service delivery report represents the voices of the people involved in the implementation. Many parties have reflected on the content of this report. The Steering Committee has established that the message expressed in this State of our public service delivery report can count on broad support. Municipalities also endorse this message.

The implementation is diverse and the recommendations are not the only solution to the challenges we face. They serve as input for discussion between the triologue of politicians, policy and implementation in order to arrive at a joint approach.

The discussion must not be limited to the various domains and individual parliamentary committees. This State of our public service delivery report is an urgent appeal to politicians and policymakers, together with public service providers, to critically consider the

fundamental flaws in the underlying system of policy making and implementation to inform a move towards a different way of collaborating across the domains. This is to make and keep public services feasible for citizens and companies and, above all, future-proof. We believe it is important that the perspectives of the citizens and companies come first and that there should be a permanent place at the table for representatives of these perspectives.

The public service providers are happy to discuss this first State of our public service delivery report with the Dutch House of Representatives and with policymakers. We believe we need to have a discussion about complexity reduction in all its guises because we feel the joint need to arrive at a future-proof public service that gives confidence to citizens and companies in this tight labour market.

*The Steering Committee: Abdeluheh Choho (chair), Marc Allessie, Gerard Bakker, Harmen Harmsma, Carsten Herstel, Marjolijn Sonnema, Diana Starmans, Ric de Rooij and Peter Teesink*

**The Steering Committee** is a body that was set up by the Council of Ministers on 15 July 2022 with a task to independently determine The state of our public service delivery report.

# About The state of our public service delivery report

The letter to parliament entitled, “Modernisation of the Government” (*In Dutch*) dated 5 March 2021 says the following about The state of our public service delivery report: “The state of our public service delivery report bundles insights from separate domains and is accompanied by a government-wide and trend-based picture of implementation practice. The state of our public service delivery report explicitly focuses on lingering problems beyond the issues of the day.”

The parliamentary letter states why: “Time and time again, the implementation is the deciding factor for the social appreciation of the government. (...) Yet it is not clear how the Public Service Agencies are held accountable to the House. (...) due to the fact that problems that arise in the implementation of policy are not always mentioned in the reports, and the fact that some of the problems mentioned are not addressed by MPs due to the large amount of information. (...) It may be more interesting for MPs to respond to incidents than to deal with legislation or the monitoring of Public Service Agencies.”

In this first State of our public service delivery report, the main focus is on issues that affect the quality and accessibility of services to citizens and businesses. We have not limited ourselves to direct customer contact: successful and accessible services require focus throughout the entire

chain, from politicians to the service desk. A central theme throughout The state of our public service delivery report are the bottlenecks that public service providers cannot solve themselves, but that require action from politicians and policymakers.

## Area of research

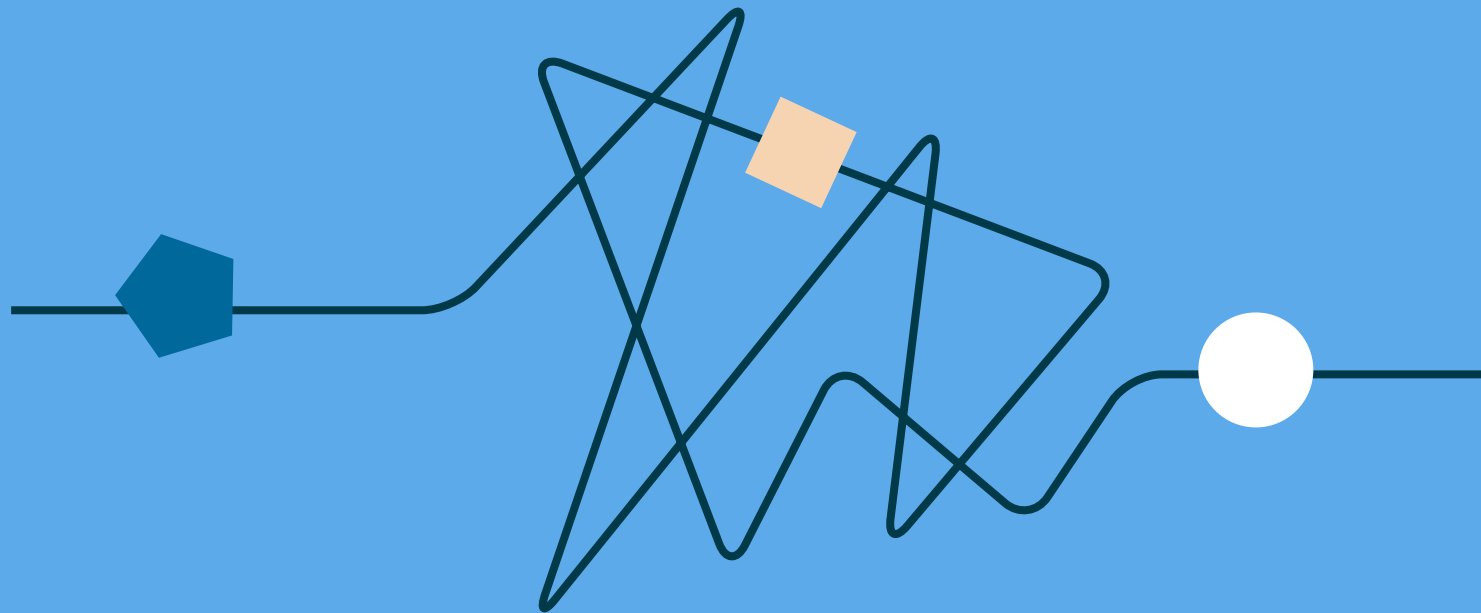
The public service providers form a heterogeneous group. Together with politicians and policymakers, they face the challenge of tackling today’s important social challenges as Public Service Agencies. This includes challenges such as social security and poverty reduction, climate, energy and nitrogen, housing, safety, mobility and infrastructure. The intention was to include 38 of the more than 150 Public Service Agencies of the national government (departments, agencies and independent administrative bodies) in this consideration. They were chosen because these 38 bodies have large-scale contact with citizens and businesses. A number of organisations have given reasons for not wishing to participate. Many of the areas of research in Part 3 actually do concern the entire group of 38 public service providers. In some cases, the areas of research cover an even broader area. For example, the customer satisfaction surveys also relate to the services provided by municipalities.

## Sources of information

For The state of our public service delivery report, we draw on documents from the Public Service Agencies themselves (see Appendix 1). A large number of them published an Implementation Progress Report and/or a bottleneck report. Other organisations provided an (as yet) unpublished progress report or explained their bottlenecks in an email. In addition, The state of our public service delivery report is based on analyses carried out by independent research agencies and scientists (see Appendix 2). In addition, a large number of meetings have been organised for public service providers and policymakers. During these meetings, the groups reflected on the research results and contributed ideas about the proposals to be formulated. A number of those representing the perspectives of the citizens and companies acted as sounding boards, as did former policymakers. The recently published Implementation Progress Report from the municipalities was also included in the consideration. Municipalities were not a participant in this State of our public service delivery report, but the ambition is to explicitly include the role of municipalities in the next State of our public service delivery report. After all, a large part of the delivery of public services is the responsibility of municipalities.

PART 1

# Complexity appears to be the biggest bottleneck in public services



## Increased complexity

The complexity of the legislation and the accumulation of new policies is by far the biggest bottleneck for citizens, companies and Public Service Agencies. This was also the conclusion of the temporary parliamentary commission about public service agencies in the report, “The disconnect between Service Desk and Policy” (In Dutch) dated February 2021. The situation has not improved much since then. Despite good initiatives, complexity seems to be increasing rather than decreasing.

A new phenomenon is that some of the implementation work is becoming increasingly labour-intensive<sup>1</sup>, and (structural) shortages on the labour market are increasing. The implementation of policy is further hampered by the laborious exchange of data between organisations and outdated IT systems. At the same time, the feasibility of implementing a policy plays a subordinate role to the formulation and adjustment of policy by politicians and ministries.

Much of our legislation does not align with the living environment of our citizens. There are 2.5 million citizens with low levels of literacy in the Netherlands who have problems communicating with the government, not least because of the increasing digitisation of the government. Part of this group of citizens is highly dependent on the government, but has decreasing confidence in it. This process of declining trust undermines the legitimacy of government action.

If things go wrong in the implementation, the costs of repair and restoration work are enormous, both

in terms of manpower and compensation. When automation goes wrong, it can hardly be repaired manually. The problems surrounding childcare benefits are a poignant example; it is clear from the Progress Reports that new crises cannot be ruled out without a fundamental reduction in complexity. The rule of law is at stake.



### As an illustration Effect of all regulations in practice

A Nijmegen Social Insurance Bank (SVB) employee reports: “We regularly had widows on the phone whose pension benefit was coming to an end. What did they have to live on after the pension benefit? They were dependent on social assistance, which includes other obligations, such as a reintegration obligation. Earlier reintegration can prevent dependence on social assistance. We carried out a pilot with the municipality of Oss, and it is now being followed in more municipalities.”

The Employee Insurance Agency (UWV) reports ([see also page 21](#)):

“UWV employees are no longer always able to understand, let alone explain, how a benefit amount was calculated.”





As an illustration  
**Complexity of the subsidy  
landscape**

A consultant reports: “Entrepreneurs come to us – the intermediaries – because the subsidy landscape is too complex. These companies are busy making major investments and completing the associated subsidy applications; of course, they don’t want to make any mistakes. The risk of submitting something incorrectly is the immediate termination of the subsidy. Often they also do not know where to look to get good advice about whether they can apply for a subsidy at national, European, provincial or municipal level. There are many places to look, but if you don’t know what you’re looking for and you’re concentrating on your business, there’s no way to get started. There are also questions about whether or not it is possible to stack regulations. There is a lot of uncertainty about that; what is allowed, when is it not allowed. You don’t want to get ahead of yourself, but you do want to be able to take full advantage of what is available.”

## Much is going well...

Fortunately, despite the system’s complexity, many things are also going well in public services. The image on the next page shows an overview of the enormous production of the public service providers. On average, satisfaction is high with this. In many cases, the service is provided without any problems. About three-quarters of our citizens are satisfied with the process and content of government services. There has even been a slight upward trend between 2019 and 2022. Kantar, who carried out the research for this State of our public service delivery report in mid-2022, concludes that investments in services pay off.

# The public service providers in 2021

## Care

CAK processed premiums and personal contributions from **1.5 million** healthcare customers (WMO, WLZ, ZVW).

The Care Needs Assessment Centre (CIZ) processed almost **200,000** applications for access to healthcare.

The Central Information Unit on Health Care Professions (CIBG) managed **360,000** care providers in the BIG register.

The Dienst Uitvoering Onderwijs (DUO) paid out student finance to **965,000** people.

The Social Insurance Bank paid state pension, child benefit, etc. to **5.7 million** people.

The Tax Authority processed **9.5 million** income tax returns.

## Social domain

The UWV issued almost **940,000** new unemployment and disability benefits.

The Central Judicial Collection Agency processed more than **8 million** traffic fines.

The Police registered **1.8 million** reports, crimes and nuisance cases.

The Dutch Forensic Institute conducted more than **50,000** DNA tests for criminal law purposes.

The Public Prosecution Service received **175,000** criminal cases.

## Justice and security

The Custodial Institutions Agency received **25,000** people into correctional facilities.

The Immigration and Naturalisation Service processed more than **194,000** naturalisation, asylum and regular applications.

The Royal Military Police intercepted **1,456** false documents.

The screening authority processed **1.4 million** applications for a Certificate of Good Conduct.

The Central Agency for the Reception of Asylum Seekers received **36,000** asylum seekers in 2021.

## Physical domain

The State Forestry Organization managed **270,000** hectares of forest, nature and landscape.

Rijkswaterstaat managed **6,700** kilometres of waterways and highways.

Digital government service Logius processed **557 million** DigiD authentications.

The Cadastre Agency registered almost **1 million** deeds and mortgage documents.

The Netherlands Vehicle Authority issued **4.5 million** registration cards.

The National Office for Identity Data issued **1.5 million** identity cards.

## Documents

The Health and Youth Care Inspectorate received almost **29,000** reports.

The Dutch Authority for Consumers and Markets received more than **77,000** reports from consumers and businesses.

The Radiocommunications agency received **68,000** visitors to antennabureau.nl.

The Dutch Labour Inspectorate received **16,000** reports.

## Inspections

The Dutch Food Safety Authority inspected **7,800** catering establishments.

The Living Environment and Transport Inspectorate had **73,000** permits and inspections/areas of investigation.

The Inspectorate of Education conducted **2,600** investigations.

## Living

The Rent assessment commission handled **16,600** requests.

The National Archives managed **142** kilometres of archives.

The Central agency for driving proficiency conducted **1.2 million** exams (theory and practice).

The Chamber of Commerce processed **327,000** new registrations.

## Companies

The Netherlands Enterprise Agency RVO implemented more than **800** subsidy and tax regulations.



## ...But the average customer satisfaction figures mask the problems

Unfortunately, the average customer satisfaction figures hide the fact that things are not going well for many groups of citizens. One sign of this is that 14 percent of citizens are negative about the services provided by the government. And that no fewer than 1.2 million citizens submitted a complaint or objection to the government in the past year. This is 8 percent of citizens over the age of 18. And this takes up a lot of time and energy, both for service providers and the citizens. This is work at the end of the chain that you want to prevent as much as possible, and it can be prevented with good work and clear communication at the beginning.

There is also a group of Dutch people who are particularly badly affected. The Institute for Public Values (IPW) established that there are approximately 100,000 multi-problem families in the Netherlands who have to deal with many institutions simultaneously, sometimes as many as fifteen at the same time. These are problems that directly affect their right to exist: a home, work and income.



### As an illustration The National ombudsman about what citizens experience

The National ombudsman calculated that a single parent with two school-going children, a part-time job, a supplementary social assistance benefit, and a rental home has at least twelve different income components from eight different institutions. This means the family has to fill out eighteen different forms, and the family will receive eighty different payments per year.



## Appeal to politicians, departments and public service providers to reduce complexity

In this State of our public service delivery report, there is an urgent appeal to politicians and policymakers to work with public service providers to reduce complexity. A joint effort is required from politicians, policy – both principals and task owners ([see page 39](#)) – and implementation. The current trend of making things increasingly complex resulting from refinements, accumulation and repairs must be broken. It is important to consider policy from the perspective of citizens and companies. And to do this with an eye on the long-term future. This requires a radically different approach at odds with the current way of working. All creativity must be tapped for this.

We, the public service providers brought together for this State of our public service delivery report, naturally want to contribute to this, and we therefore have **a specific proposition.**

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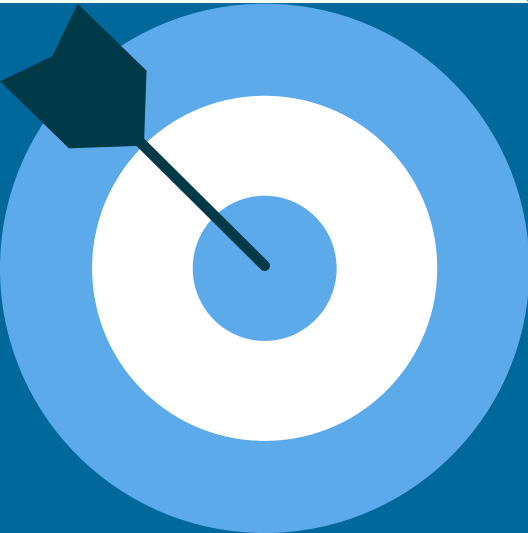
*“Those who don’t oversee complexity simplify things. Those who see through complexity can make things easy again.”*

Kafkabrigade

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The current improvement activities, arising from the Work on Public Service Delivery programme, mainly relate to making existing complexity manageable for citizens, companies and those implementing the policies. Efforts are also being made to prevent new policies having undesired effects on citizens and companies; for example, by emphasising the importance of impact assessment and customisation. With the introduction of the Implementation Progress Reports, a track has been set in motion whereby the most obvious imperfections in each regulation can be corrected.

These are positive developments, but more is needed to make public services future-proof. In this State of our public service delivery report, there is an urgent appeal to politicians and policymakers, as well as public service providers, to critically consider and review the fundamental flaws in the underlying system of policy making and implementation in order to make the services workable and future-proof for citizens and companies. Five needs have been identified, and the public service providers make concrete proposals that contribute to solving major bottlenecks. In addition, starting points are offered for a more fundamental discussion about the system of policy making and implementation.





## PROPOSAL 1

### Start with complexity reduction, break the pattern

#### WHY?

Legislation and regulations are often very fragmented from a user perspective. This fragmentation entails an unlikely administrative burden and is often difficult to explain to citizens and companies. The natural reflex to problems – that of increased granularity of regulations, more resources and more policy officers – no longer works. It starts with better and less policy.

#### → Proposition: reduce complexity

The public service providers, after reviewing the state of our public service delivery report together, come up with substantial and concrete simplification suggestions every year. They are developing a set of instruments to visualise complexity and to work on simplification: there will be visualisations of all the regulations that specific groups of citizens and companies will have to deal with. Challenges, among other things, are also organised with those involved to arrive at a simpler

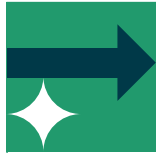
implementation based on the visualisations. One example of such a challenge – to be organised with representatives of politicians and policymakers – is the question if we can abolish all income-supporting benefits in a budget-neutral way if we increase the social minimum and adjust a number of parameters in the existing tax system? International examples of successful policy simplification have also been collected.

Successfully reducing complexity is only possible if the law, the regulation or the organisation is not the starting point. Public value for citizens and companies must be the guiding principle. The Public Service Agencies can take the lead in this. The development is ongoing: UWV, SVB, DUO and the Benefits Agency (Toeslagen) are working together to see what the new system for childcare benefits could look like. Such a consortium of public service agencies around one social challenge must have ministerial and political partners:

ministries that leave compartmentalisation and the principle of non-intervention behind and that collaborate more intensively; ministers who jointly take responsibility; and parliamentary committees that continue to focus on the challenge together. In doing so, the various laws and regulations relating to the same social challenge must be viewed in their context (interference).

#### → Proposition: tackle the challenge centrally

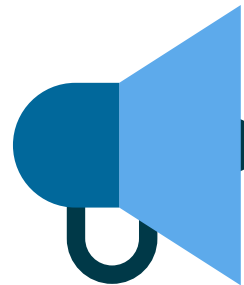
More consortia of public service providers that organise themselves around a social challenge. This impetus has already been seen with regard to the nitrogen dossier and cooperation on debts.



### Good examples for Proposal 1 The Flemish Growth Package

Problems with benefits? It can demonstrably be done differently and better. Experiences within the Flemish government offer a unique opportunity to learn how. The Flemish Agency for the Payment of Allowances in the context of Family Policy won the European Public Sector Award in 2019 with the so-called Growth Package. Two relevant learning points:

- The Flemish Growth Package is an integrated income support package for children and families in which a series of benefits, bonuses, etc. are brought together: resulting in zero fragmentation in policy or implementation.
- In Flanders, the granting of benefits through the Growth Package is almost fully automated on the basis of a linked profile, income and asset data of citizens/families. The administrative burden for citizens and professionals is thus considerably reduced. Citizens in Flanders receive benefits automatically wherever possible, which is a relief and a reduction of uncertainty for people with limited bureaucratic skills. Recovery only occurs to a very limited extent.



## PROPOSAL 2

### Involve implementation in policy-making from the very beginning

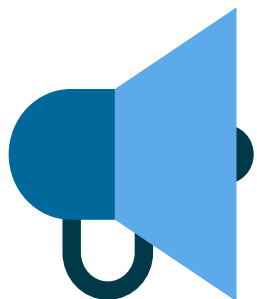
#### WHY?

The daily contact with citizens and companies means those implementing the policies on the front line know a great deal about the practice, about the social problems, and the challenges. If politicians and departments focus on the question of what they want to achieve, those implementing the policies should be given the lead in the discussions about how the goals can be achieved in practice.

It is important that those implementing the policies are involved in the entire process; for example, when changes are made as a result of negotiations (coalition agreements), motions and amendments.<sup>2</sup> A reactive and often hurried implementation test and impact assessment are a long way from being enough.

To reduce complexity, the policy-making process requires permanent dialogue between politicians and principals; with sufficient time, understanding and space provided for everyone's role and task.

In addition, a broad orientation on the policy to be pursued is necessary with the aim of putting competitive policy options on the table. Involve citizens, companies and the science community<sup>3</sup>, review international practices that work well, map out the legal consequences (complexity of legislation, rule of law), as well as the digitisation possibilities and impossibilities. Also, listen carefully to the recommendations of supervisors, advisory councils and High Councils of State.



## PROPOSAL 3

### Work together to develop a picture of trends and associated dilemmas in public services

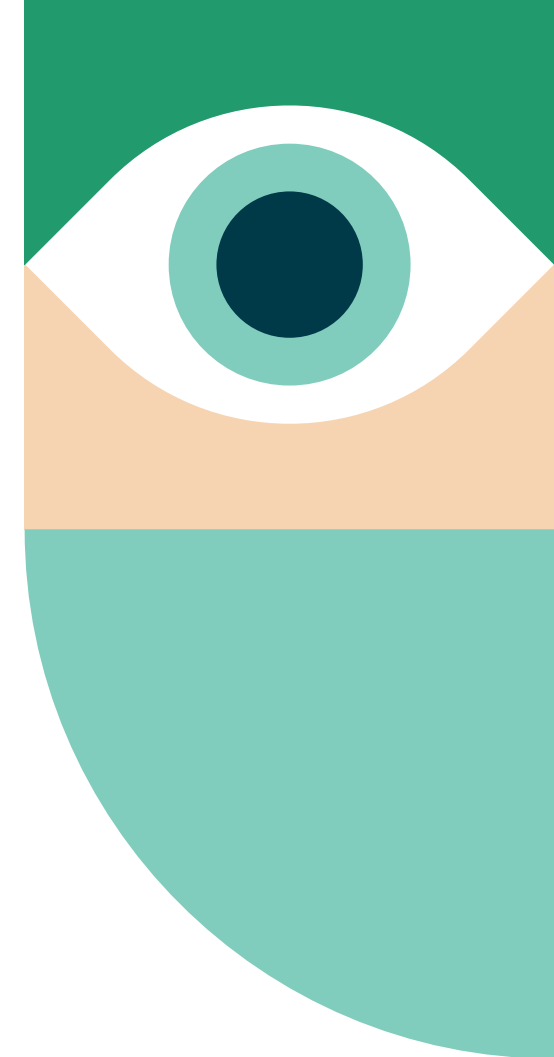
#### WHY?

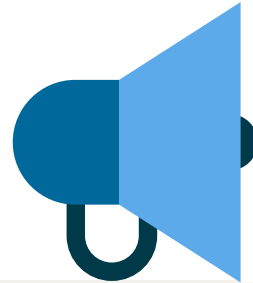
This State of our public service delivery report details how the political debate on implementation, and the departmental response to it is mainly driven by short-term thinking and the resolution of incidents. To be prepared for the future, you need to look ahead. What trends await public services, what are the consequences, and what are the choices?

#### → Proposition: vision for the future

Implementation takes the lead in the exploration of long-term developments that public service providers are likely to have to deal with. For example, the structural shortages in the labour market, the digital

transformation, and the tension between short-term budgeting and long-term organisational development. These thematic explorations provide insight into the dilemmas facing public service providers and help determine the mix of people, resources and technology that will be required to ensure our public service remains viable. Although public service providers are taking the lead, politicians, policymakers and those implementing the policies must explore the future together. The aim is to sketch the broadest possible picture of trends and dilemmas. In some cases developments will occur more strongly in specific domains, and we will need to zoom in on these.





## PROPOSAL 4

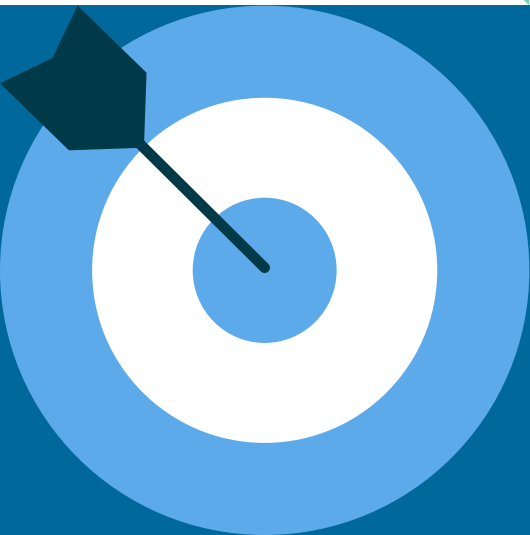
### From retroactive accountability to steering and adjusting

#### WHY?

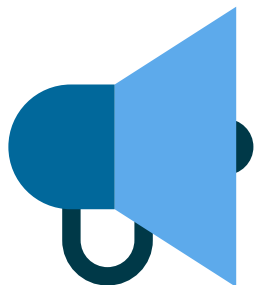
A lot of time and energy is now spent on retroactive accountability, while this appears to yield little. Public service providers simply don't want to look back. Above all, they want to be able to have more open discussions with ministries and politicians about current implementation practice and the question of how things should be done better or differently.

Analysis shows that evaluations of Independent Administrative Bodies (ZBOs) have a perfunctory character and are hardly discussed in parliament. Annual reports from those implementing the

policies vary in quality and all too often try to limit the report to good news only. The accountability process has increasingly taken on the character of a reward or judgement. The political debate about implementation does not cover the most fundamental questions: how does the current system (policy system) function, how does it contribute to solving social problems, should adjustments be made, and if so, what alternatives are available? Reduce the frequency of accountability moments and organise them better. Make sure the right questions are asked. This applies to politicians, the principal as well the task owner.







## PROPOSAL 5

### Full steam ahead for the data exchange between public service providers now

#### WHY?

The exchange of data between those implementing the policies is essential to link public service provision without citizens and companies having to supply their data over and over again. The Implementation Progress Reports show that many implementing the policies are struggling with this. Moreover, the non-use of regulations could be considerably reduced with more far-reaching data exchange. Sometimes the exchange does not occur because (outdated) IT systems do not communicate with each other. Privacy legislation (GDPR) is much more often the problem: sometimes there is no legal basis for the exchange of privacy-sensitive data, and people often prefer to be on the safe side when interpreting the regulations. As a result, the options already available are not being used.<sup>4</sup> Those implementing the policies mainly try to solve this problem themselves, but collective action is needed to take a good step forward.

➔ **Proposition: data exchange** The data flows in chains and domains are reviewed to identify the biggest privacy bottlenecks. Good practices from the Netherlands and abroad are collected (see box on the next page), and organisations are encouraged to look for what is possible instead of avoiding all risks. If necessary, case law is elicited and support provided in developing legislation where this is actually lacking. This theme is on the agenda of the programme of the Intergovernmental Data Strategy.

There is currently limited evidence of the joint and accelerated implementation of an overarching digital agenda. It is very important that the digital agenda monitors the reduction of complexity based on the old adage: first organise, then computerise, then automate. The digital agenda (WaU track 2) is a good start that can only be implemented if organisations can make agreements first about the simplification of processes and cooperation. The starting point must be the (joint) social challenge.

#### ➔ **Proposition: digital agenda**

The CIO consultation was recently established in the Manifestgroep. This collective of public service providers can make an important contribution by fulfilling an agenda-setting role with regard to the provision of information and frameworks. An alternative is to set up an Information Council for the implementation (analogous to the consultation in healthcare). The aim must be to arrive at joint agreements, standards and services, and to share knowledge. A pilot project in the social domain is being started. This living lab is intended to jointly develop scalable practical solutions for data exchange between the various levels of government and chain partners.



## Good examples for Proposal 5

### ata exchange in other countries: there is room for improvement

The Kruispuntbank is the engine of e-government in social security. The Kruispuntbank is a utility institution that regulates the movement of data, namely one-off queries and granting access to the data. Security and integrity is not only easier to guarantee in advance (by granting access) but also afterwards (by logging). It also makes it clear where errors must be corrected. This makes an important contribution to an efficient and effective service with a minimum of administrative burdens and costs for all parties involved.

Since 2007, citizens in Denmark have had easy access to information about facilities

and services via the online portal: borger.dk. Using borger.dk, people can register their children for childcare, report a change of address, apply for child benefit, change their GP, complete their tax returns and much more. Borger is a common portal with a shared infrastructure financed by national, regional and local authorities. Estonia goes one step further and uses privacy-sensitive data from various sources to identify citizens who may require help (for example: potential job loss in the future) and proactively support them. Belgium and Estonia operate under the same European privacy regime as the Netherlands. Here in the Netherlands, there is much more we can do.

## Other proposition

→ **Other proposition** During the many sessions that preceded this State of our public service delivery report, it was noted that there is a great need among public service providers to cooperate more closely with each other, if possible on the basis of good practice examples.

This cooperation will be intensified in existing associations such as KleinLef, the Rijksbrede Benchmark Groep, the Manifestgroep, the big five of the Netwerk van Publieke Dienstverleners.

Proposed themes include promoting innovation, recruitment professionalisation, talent management, joint labour pools, feedback, improving social safety in organisations, and concepts related to customer satisfaction and feedback.

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*“Organisations must be encouraged to look for what is possible instead of avoiding all risks.”*

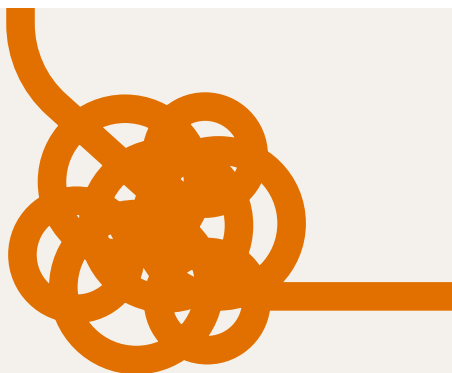
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PART 2

# **Main theme running through the Implementation Progress Reports**



## De key bottlenecks



1

Complexity of legislation and regulations: those implementing the policies, as well as the citizens and the companies, no longer understand the legislation and the regulations because feasibility of implementation plays a limited role in formulating policy.

2

Complexity of ever more new policy, with sky-high ambitions and limited (additional) resources: this puts public service providers under pressure.

3

Poor information provision: IT systems are outdated, data exchange is insufficient to provide citizens and companies with the proper help.

4

Tension between taking a standardised approach and customised policy implementation; citizens and companies will now also expect customisation where this is not always possible.

5

Distribution of scarcity. An impossible recruitment effort: ageing organisations, high demand for scarce professions, structural shortages in the labour market.

In Part 1, we addressed the biggest problem – the complexity of legislation and regulations and the accumulation of new policies – and made four concrete proposals. Parts 2 and 3 can be read as a substantiation of Part 1. We start with the top 5 bottlenecks identified in the Implementation Progress Reports that public service providers have been publishing since this year ([see Appendix 1 for an overview of the analysed Progress Reports](#)). Then we offer an explanation.

As can be seen from the proposals described in Part 1, we see the complex laws and regulations as the most important point. We believe this is partly the cause of the other bottlenecks. The implementation of complex legislation entails an additional implementation burden in terms of money (Point 2) and personnel (Point 5). Refining legislation usually also requires more data from citizens and companies, which increases the need for data exchange (Point 3). It starts with better and less policy, as noted above. By reducing the human dimension in policy, the need for customisation (Point 4) can be limited. The bottlenecks are reviewed separately below, but they are largely related to the most significant bottleneck, i.e. complexity.



## BOTTLENECK 1

### Complex and outdated laws and regulations en regelgeving

Many laws and regulations have been expanded, supplemented and amended over the years. If specific groups are disproportionately affected, transitional arrangements are created and exceptions are added. This accumulation of policy (policy accumulation) leads to ever-increasing complexity. Over the last two decades, social security laws and the tax system in particular have become increasingly complex. But this phenomenon has also occurred in other areas. It has led to laws and regulations that are sometimes so complex that they can no longer be understood or applied by citizens, companies and professionals. In addition, legislation is outdated and no longer meets the needs and requirements of today's society.



#### Example related to Bottleneck 1 from the Progress Reports

### Complexity

The UWV highlights: "UWV employees are no longer always able to understand, let alone explain, how a benefit amount was calculated." This applies in particular to the disability scheme and the allocation of benefit costs to employers. This is a complicated procedure associated with major administrative burdens. The Tax authority advocates simplification of the tax system. Citizens and companies do not understand the regulations, while employees also note that, partly because of this, levying and collecting requires more capacity compared to the money collected. The complexity manifests itself in a lot of consultation, objections, appeals and manual work because the process cannot always be automated. This causes errors.

The SVB also identifies the complexity of legislation as a problem and notes that this is an important cause of the non-use of regulations. For example, 30% of people who do not have a full state pension do not make

use of the option to supplement their income from the AIO regulation. The same applies to general assistance and supplements thereto provided by municipalities.

The Netherlands Enterprise Agency (RVO) mentions the complex subsidy and regulation landscape, especially for agricultural companies and companies involved in sustainability. The Justice and Security Inspectorate mentions the complexity of municipal procedures for purchasing youth care and registration procedures, which results in appropriate help not being provided. The Dutch Food Safety Authority (NVWA) has established that the manure policy is so complex that enforcement is difficult. Municipalities have seen bottlenecks arise at the interfaces between different laws, such as the Social Support Act (WMO) and the Long-term care act (WLZ). This concerns financing, responsibilities and different portrayals of people behind the law.



### Example related to Bottleneck 1 from the Progress Reports

#### **Legislation is no longer in line with society**

The SVB notes that legislation is no longer in line with society or contemporary lifestyles. Take a situation in which a couple is permanently separated, for example when one of the partners lives in a care institution. A choice then has to be made that can have major long-term financial consequences, without these consequences being foreseen in advance. The Care Needs Assessment Centre (CIZ) also reports that regulations are no longer in line with practice: bottlenecks arise around the question of who can sign a request on behalf of a client (is the family allowed to do so?) and how legal representation is arranged. The eligibility criteria for certain care are also no longer in line with some groups of clients. The screening authority Justis states as an example that many more parties now play a role in fraud prevention compared to fifteen years ago and should therefore receive a risk report. The Central agency for driving proficiency (CBR) notes that laws and regulations that set the framework often lead to services that are not in line with the intended purpose.



## **BOTTLENECK 2**

### **Political ambitions, fragmented assignments and limited resources**

Public service providers not only think that laws and regulations are too complex. They also believe that they are confronted with new policies that are far too often fragmented. High expectations are often raised by politicians with new measures.

These promises and expectations cannot always be fulfilled by public service providers; this is because too little attention is paid to the feasibility of implementation and because insufficient (extra) resources or time are made available for this.



### Example related to Bottleneck 2 from the Progress Reports

#### High ambitions, limited resources

In its Implementation Progress Report, the RVO asks politicians to pay attention to the expectations they raise with promises the implementation process cannot live up to. The Central Judicial Collection Agency (CJIB) endorses this: not everything is possible and certainly not at the same time. The annual report of the Justice and Security Inspectorate shows that the police, youth care, juvenile detention centres and organisations in the immigration and asylum chain are finding it increasingly difficult to perform their duties responsibly. “We need extra resources and not a steady stream of new tasks all the time. Politicians need to take note of this,” adds the Justice and Security Inspectorate. The Immigration and Naturalisation Service IND reports that it is struggling with huge variations in the influx and a method of financing that is not in line with this and thus argues for more stable financing. The NVWA states that principals manage based on budgets, which means they have limited room to make risk-oriented choices themselves.

The main bottleneck for Rijkswaterstaat is that the budgets for development, management and maintenance have not grown at a sufficient pace to keep up with use and increased requirements. The Dutch House of Representatives has been informed that choices must be made without additional resources. The Judicial Institutions Service (DJI) puts it like this: “The balance between challenges and resources has been disturbed over the years.” DJI states that it is close to reaching its capacity limits for housing litigants (especially TBS and Youth). The National Archives speaks of insufficient capacity at government organisations that are “custodians” of archives, as a result of which these have not yet been transferred to the National Archives. The Cadastre Agency lacks structural funding to continue to manage its developed facilities and services. The Statistics Netherlands (CBS) states that it has insufficient scope itself to stay on top of socially relevant statistics without a principal.



### Example related to Bottleneck 2 from the Progress Reports

#### Fragmented assignments

Digital government service Logius and the National Office for Identity Data (RvIG) report that the lack of focus is putting pressure on implementation. They especially criticise the fragmented and poorly integrated and unsustainable assignments: “In practice, many new and often poorly integrated assignments come up for implementation. This creates complexity in implementation and places pressure on the development of sustainable solutions.



## BOTTLENECK 3

### **Sizeable interdependence between public service providers in data exchange, outdated ICT systems**

The increasing complexity of society and working in chains makes cooperation all the more necessary. Good data exchange between public services is essential in this respect. The implementation of this data exchange is difficult in practice, as can be seen from the Implementation Progress Reports.

One explanation for the deficient exchange of data is the outdated IT systems, which are unable to

communicate with each other sufficiently. But there is also plenty of reference made to the privacy legislation (GDPR), which hinders the exchange. Sharing data of individual citizens across organisational boundaries requires a legal basis. The impression among experts is that the GDPR is often interpreted too strictly. In that case, people prefer to be on the safe side (“it is not allowed”) rather than putting the effort into investigating what is allowed.



#### **Example related to Bottleneck 3 from the Progress Reports** **Limited Data Exchange**

The CIZ reports that there is no legal basis to exchange data with the municipalities and health insurers. Currently their clients have to provide the same information over and over again. Other forms of data exchange are also problematic. The CBS reports that they do not have access to important data sources because they are held privately (mobile phone, energy, bank transactions). It should be noted that there is insufficient motivation to put this on the agenda. The Netherlands Vehicle Authority (RDW) has established that the main bottleneck is that there are insufficient opportunities to share data between government agencies and the business community. The RDW therefore advocates expanding the legal options for the provision of data access from manufacturers and other market parties. The Cadastre Agency states that it is hindered in data sharing by complicated processes and governance. The National Archives has archives with restrictions on public access, which causes delays because the restrictions have to be assessed. It argues in favour of expanding access by applying the, “open, unless” principle. Municipalities are struggling with uncertainty about the application of the GDPR and lack of coherence in legislation in the information domain, such as the Public Records Act and the Open Government Act (WOO).





### Example related to Bottleneck 3 from the Progress Reports **Legacy IT**

Tax authority employees state that they are hindered in performing their work properly by outdated ICT systems. The Benefits service also talks about the “dependence on complex and sometimes outdated IT systems and their interweaving with Tax authority systems.” Earlier, the SVB and the Police also issued a message about the limitations of their ICT systems regarding external

communications. The IND states that the continuity of business operations is at risk and that a multi-year plan and stable financing are required for the development of decision support systems. It is the same for the DJI. It has too few resources for the management and maintenance of information systems; one example of this is in the field of medical files and finding places for “litigants”.



## BOTTLENECK 4

### Tension between customisation and a standard approach

Laws and regulations must ensure all citizens and companies are treated equally. In practice, however, not all cases are the same: the circumstances of citizens and companies differ. The uniform application of laws and regulations does not take the circumstances of those involved and the intention into account. Citizens, companies, as well as those implementing the policies, experience this practice as unfair. In recent years, partly as a result of implementation problems, there has been a call for more customisation. Many meaningful initiatives have emerged around this theme. However, citizens expecting to receive tailor-made solutions also leads to problems. It is not always feasible and/or affordable.



#### Example related to Bottleneck 4 from the Progress Reports Customisation

The Tax authority states that the organisation has ended up in a complicated situation because politicians have now stated that the Tax authority must provide much more customisation for claiming and collection, while the amendment of systems and work instructions has not yet been completed. Current laws and regulations also leave no room for customisation on occasion.

The Progress Reports show many examples of the need for customisation. The Council for the Judiciary finds that the aforementioned Healthcare Insurance Act (ZVW) fine offers too little room for the human dimension. The CAK also

recommends abolishing this surcharge for defaulters in health care premiums. The surcharge no longer fits in with the current social zeitgeist. The Benefits service speaks of “a lack of discretionary space”. The UWV even names legislation that can disproportionately affect benefit recipients. In its Progress Report, the IND states that it frequently encounters dilemmas where justice clashes with the regulations.

A large number of public service providers have now set up programmes and committees to consider the question of how, for whom and under what circumstances customisation can and should be offered.



## BOTTLENECK 5 Staff shortages

The predicted shortage of personnel is becoming increasingly tangible. Public service providers have an ageing workforce. Thus, there has been an increasing outflow towards retirement, and this will continue in the coming years while the supply of new personnel will be smaller than before. In virtually all sectors and occupations, the demand for labour exceeds supply. The issue of the distribution of scarcity now arises.



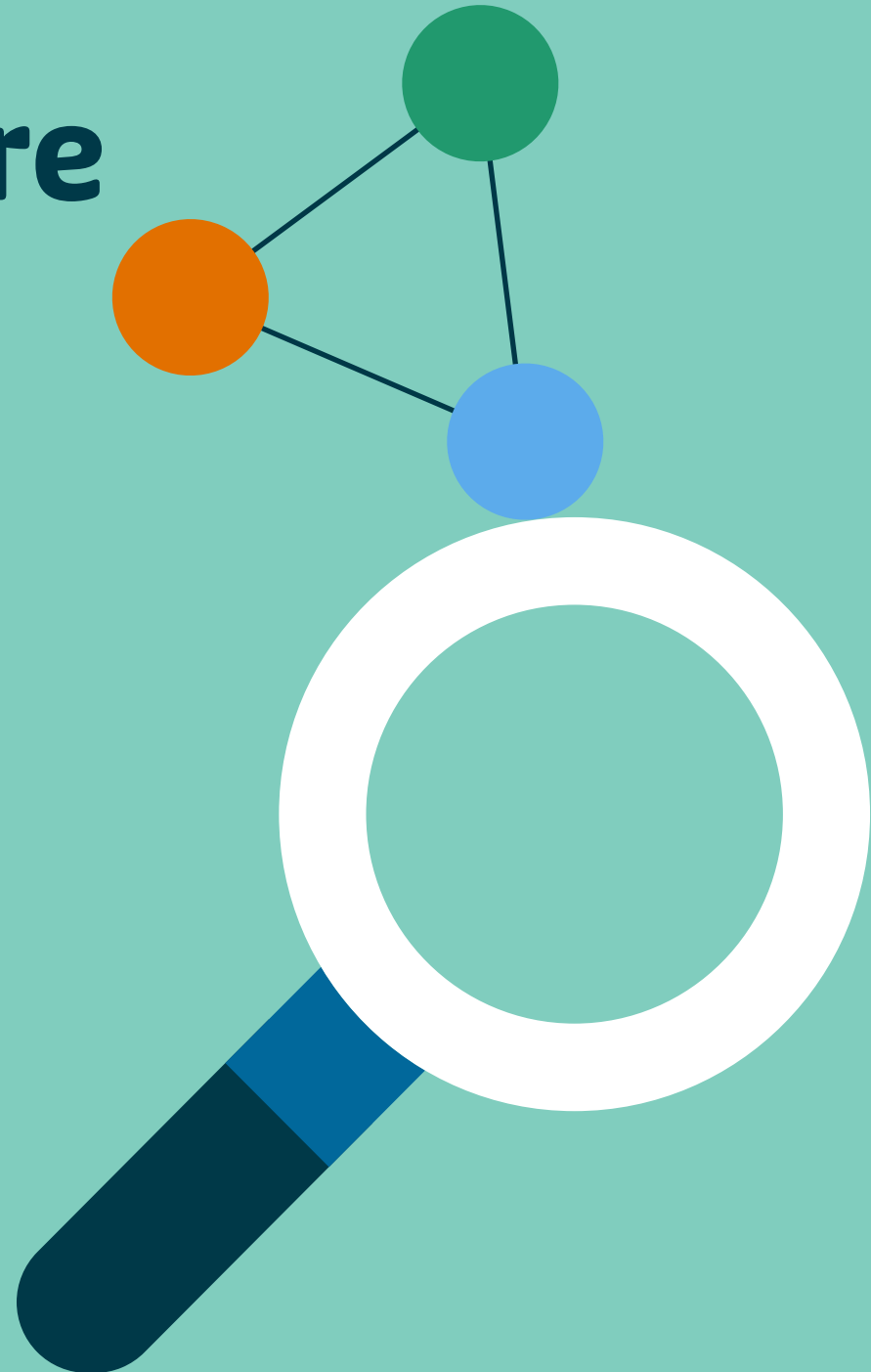
### Example from the Progress Reports **Too few employees**

Recruitment problems are raised in many Progress Reports. Justice and Security Inspectorate notes that there is a shortage of places for young people in judicial institutions due to a lack of staff. Sickness absence among youth protectors is high due to the heavy workload. The DJI reports that it is dealing with high outflow, high workload, and difficulty recruiting staff. This puts safety under pressure: the limits of the capacity for housing “litigants” (TBS, Youth) are approaching quickly. Logius and RvIG are struggling with structural shortages in the labour market, which is increasing the pressure on its existing employees who are therefore changing jobs. The Kadaster and DUO are also noticing

this shortage of people, especially in the field of digital government processes and IT. The Rent assessment commission even reports the limited personnel capacity as their most urgent point, partly in light of the forthcoming regulation concerning mid-market rent: the work to meet the statutory deadlines is four times higher than desirable. The Dutch Whistleblowers Authority states that it lacks the required investigative capacity to meet legal deadlines. Municipalities note in their reports that an increasing variety of expertise is needed, including very detailed expertise due to the complexity of tasks. At the same time, there is a shortage both in terms of specialists (energy, climate) and support (ICT, legal).

PART 3

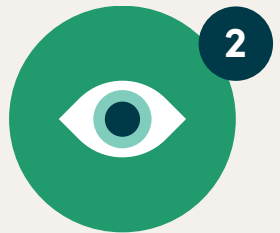
# Trend-based picture of public services: a first impression



# Main findings



**1 There is a growing group of citizens** – often low income and poorly educated – **that is dissatisfied with the service**, especially when it comes to complex life events (income, housing, debts). Just by looking at the average satisfaction of citizens and businesses it can easily be seen that this group remains out of sight.



**2 Policy is not sufficiently aligned to implementation and society:**

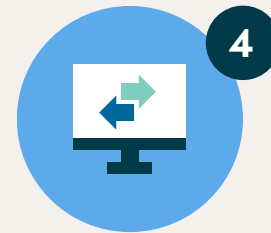
A. **The political debate** about implementation is **media-driven and focused on incidents**. There is no attention paid to the fundamental questions around the provision of public services. And implementation is not mentioned.

B. Departments agree: **incidents and short-term thinking dominate**, the main focus is on supporting the minister. The principal's responsibilities and the task owner's advice are both inadequate, sufficient knowledge and a strategic agenda are often lacking, and there is compartmentalisation.

C. The common reflex of specifying regulations and deploying more policymakers in response to implementation problems is not the solution. **It starts with better and less policy.**



**3 Implementation work is becoming increasingly labour-intensive**, while **the labour market is being squeezed ever-tightly**. Talent management in the government is falling short.



**4 The digitisation approach is falling short** as long as no substantial simplification of primary processes is done beforehand.

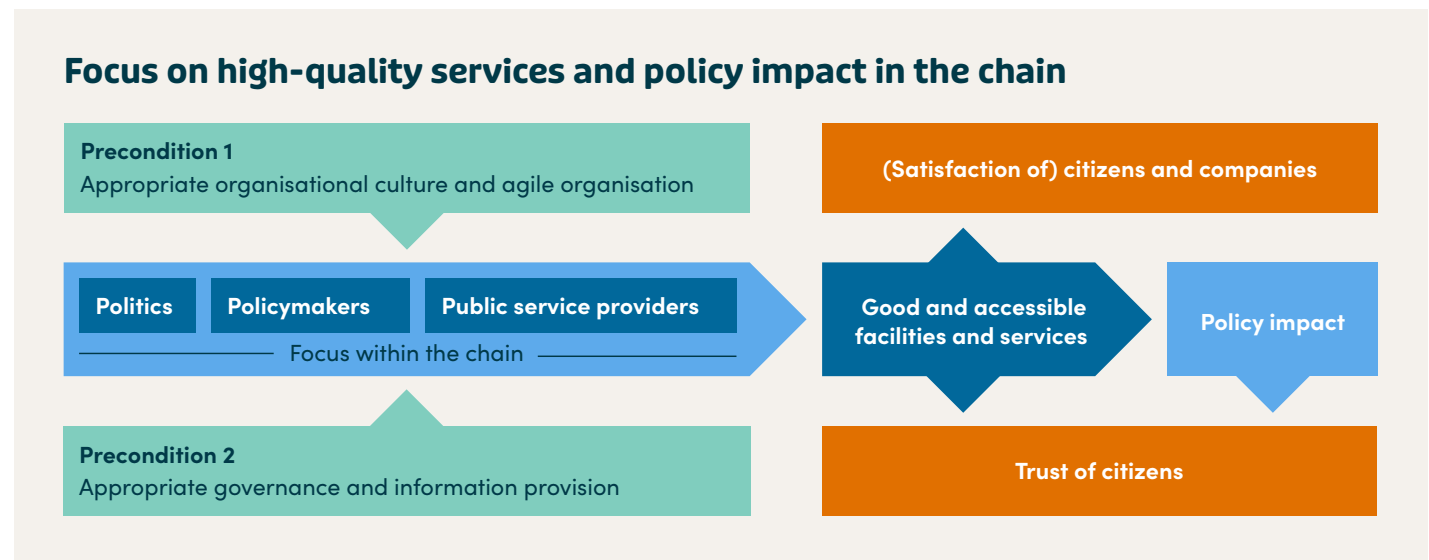


**5 Social safety promotes innovations**, improves performance and helps retain employees: vision and space, that's what it's all about. Some departments, agencies, services and ZBOs score well, others are lagging far behind.

This section provides a trend-based picture of public services. It serves as substantiation for the proposals in Part 1 and provides insight into how the bottlenecks in Part 2 arose. It is based on a large amount of research carried out by universities and research institutes within the framework of this State of our public service delivery report.

*“The chain can only be as strong as its weakest link. The key is to ensure every link delivers quality and is optimally connected to the previous and subsequent links.”*

The organisation of this chapter is illustrated with the aid of the diagram below. A number of elements can be distinguished in this. To begin with, these are the government’s achievements in terms of satisfaction and trust. To deliver performance, it is crucial to look at the focus within the policy chain. There are also a number of fundamental preconditions distinguished to ensure good and future-proof services, namely: appropriate governance and information provision, an appropriate organisational culture, and agile organisation.



## Performance and impact: group with limited ability to act is dissatisfied, the quality of measurements must be improved

What is the experience of citizens and businesses when it comes to the services, and how much confidence do they have in the government? At first sight, while the Implementation Progress Reports (Part 2) show that there is a high need in a number of cases, the perception of citizens and companies appears to be fairly positive: on average, they assess the services provided by the government with a figure that lies between 6 and 7 with outliers up to an 8 (Kantar & Pieterse, 2022).

Research by TIAS/Tilburg University (2022) has made it clear that most Public Service Agencies conduct customer satisfaction surveys, but that it is often unclear how and exactly what was measured and with whom. This means it is not always clear what the “customer opinion” is exactly.

Our research into satisfaction<sup>5</sup> shows that the average figure masks the fact that there is a large group that is unsatisfied: 14 percent of the respondents are negative about the services provided by the government (Kantar & Pieterse, 2022). This group is also increasing in size (Kantar, 2022). It is a group with a limited ability to act,<sup>6</sup> often with a lower income and a lower level of education.

Satisfaction is logically greatest for “positive/easy” life events. When contacting the government after the birth of a child, upon retirement, or when applying for a Certificate of Good Conduct, more than 90 percent were satisfied.

On the other hand, the rating is lowest when filing a complaint (39%) and for lawsuits or disputes (43%). This is understandable of course: these are events of a negative nature in which something has often already gone wrong. Citizens want their feedback and complaints to be taken seriously (Kantar & Pieterse, 2022). If the management pays little active attention to customer signals and complaints<sup>7</sup> the actions taken are placed under a magnifying glass. Too often the service delivery concepts are based on personal assumptions rather than the established wishes and needs of the customer. Customer service is often set up with the starting point being the system (providing the correct answers in a process and providing information within the legally applicable terms) rather than first taking the target group’s environment into account which begins with actually listening to citizens. Complaints management needs to be professionalised. Research by KU Leuven also shows that organisations can profit from systematically managing online reviews from citizens (for example, on Google Review, Facebook and Yelp) and using them to improve services within their own organisation.

In addition, respondents are dissatisfied with more complex events, the impact of which is greater on vulnerable groups in society. These include events that require people to have considerably more contact with the government than normal: unemployment, incapacity for work and help with debts. As contact with the government increases and the number of

organisations people contact increases, the chance that things will go wrong somewhere also increases: authorities sending out different signals, conflicting parallel procedures, etc. “Help with debts” is such a life event that requires relatively frequent contact and often with several organisations (Kantar & Pieterse, 2022).

With regard to the digitisation of the contact with government, many citizens and businesses are satisfied with the efficiency and convenience of digital services. But again there is a group for whom that general satisfaction does not apply. This group contains citizens who are less proficient in languages and less able to use computers and smartphones and who struggle with digitisation and finding information. They state that they have a greater need for personal contact with the government (Kantar, 2022; Brede maatschappelijke heroverweging (In Dutch), 2020).<sup>8</sup>

The areas of research show that trust in government agencies and the level of satisfaction with the quality of government services go hand in hand: the higher one is, the higher the other is (TIAS, 2022). Confidence in “the government” varies widely: confidence in politics and the cabinet is low, while confidence in democratic institutions<sup>9</sup> and government organisations is significantly higher. The OECD Trust Survey (2022) shows that only half of the Dutch population believe their government will improve a poorly performing government service if enough citizens complain about it. Also, only one in two Dutch people expects Public Service Agencies to embrace innovative ideas if they can improve public services (OECD, 2022).<sup>10</sup>



### Good examples The Doorbraakmethode®

The Doorbraakmethode® is a method developed by the Instituut voor Publieke Waarden that, based on the problems experienced by a particular household, conducts research into how the laws and regulations can be used to help said household across the full breadth of what is on offer. As a result, solutions have already been found for more than 1,800 households without violating the regulations, but by looking at the right combinations and exceptions.

A number of ministries, together with municipalities and Public Service Agencies, have now taken the initiative for [the Maatwerk Multiprobleemhuishoudens programme](#) in order to achieve breakthroughs in a similar way.



## The formation of gaps, compartmentalisation and incidents versus the central challenge

In their joint memorandum to the formateurs (November 2021), the Council of State, Court of Audit and the National Ombudsman stated that the excessively strict separation between legislation/policy and implementation leads to many problems. The complexity of laws and regulations – the biggest problem of policy implementation – is partly the result of political compromises. Meeting the demands of all the political parties involved takes priority, which is certainly not the best or simplest/most feasible solutions. Moreover, the observed gap widens because those who formulate the policy (politicians and ministries) sometimes have only a limited understanding of the social environment of the target groups for whom the policy is intended.<sup>11</sup> Distrust and fear of abuse of regulations by citizens leads to far-reaching checks on users, which also contributes to the complexity. The National ombudsman (in the 2021 annual report, for example) found that citizens with low incomes and lower education levels are more likely to be confronted with the most complex laws and regulations, such as social security laws and benefits. These regulations are not always understood by the target group, which means they cannot comply with them.

There is a feeling among public service providers that they – those implementing the policies – are involved far too little and far too late in the development of policy. The Public Service Agencies in particular have a great deal of knowledge about the approach that works and which does not.

The observations about the emergence of complex laws and regulations are not new. However, the question is whether demonstrable results to reduce complexity have already been achieved. Doubts about this were regularly expressed during discussions and sessions concerning this report. The 2021 annual report of the Regulatory burden advisory board (ATR) seems to confirm these doubts. The ATR assesses the consequences of all proposed laws and regulations in terms of regulatory pressure for citizens and companies, as well as the organisations that have to implement the laws and regulations. The ATR discovered in 2021 that it had more questions about workability than ever before. “Good, enforceable and consistent legislation does not get enough attention,” says Broeksteeg. “...no matter how many ideas the Dutch House of Representatives has to increase the attention paid to legislation, the ideas do not seem to lead to results due to various factors.”



### **Politics and departments: incidents are more important than knowledge and long-term thinking**

The political debate on implementation is dominated by incidents. Analysis of the news carried out by the Public Service Agencies<sup>12</sup> shows that negative news stories and, in particular, reports on national television, lead to parliamentary questions. Although it is important that parliament investigates incidents, the attention paid to this is at the expense of the political debate on more fundamental implementation issues such as: Is the policy system as a whole working? What is going well? What is not going well? And how could we do it better?<sup>13</sup> Moreover, the Dutch House of Representatives lacks sufficient knowledge about implementation. And so the parliamentary Van der Staaij Working Group argues<sup>14</sup> in favour of improving contact between the Dutch House of Representatives, ministries and Public Service Agencies in order to “... receive and discuss useful information, for example to learn from implementation practice”; at the same time, a substantial strengthening of official support for parliament is also required.

The political debate on implementation has repercussions in the ministries. As a result, we now see a strong focus developing towards supporting the minister and preventing damage from parliamentary or public opinion as a result of implementation incidents. Naturally this one-sided conception of tasks has a major impact on the role of the departmental principal and the departmental task owner of the Public Service Agencies (for an explanation of the role of the principal and task owner, see the next page).<sup>15</sup> Due to a strong focus on short-term thinking, incidents and accountability, the attention paid to knowledge is declining, notes the Science, technology and innovation advisory board (AWTI) in 2021. One example of this is the statement by a former secretary-general who stated that policy directorates (the principals of the public service providers) have largely become hands-on clubs and that a knowledge and strategy directorate must be set up to ensure the long term.<sup>16</sup> This demonstrates that there is still a lack of attention being paid to strategy and the long term, as van Twist already noted in 2007.<sup>17</sup>

### **The administrative response to implementation problems: more policy capacity and more regulations**

The temporary parliamentary commission about public service agencies described the reflex of drawing up more regulations to deal with incidents (which sees the Dutch House of Representatives and the policy principals draw up stricter and more complex regulations in response to problems in implementation) resulting in stricter monitoring by ministries.<sup>18</sup> Additional policy often increases the number of policy officials at the ministries. Over the past five years, the number of employees in ministry policy departments and support services has grown much faster than for public service providers and supervisory authorities (see [Appendix 3](#)). The flexible shell is not included in these figures. Part of the extra capacity at the Tax authority consists of, for example, hiring external employees. Moreover, the structural shortages in the labour market placing a growing burden of public administration on scarce personnel is undesirable. Employees who join the government are not available for the care, education and the market – sectors that also feel the scarcity.

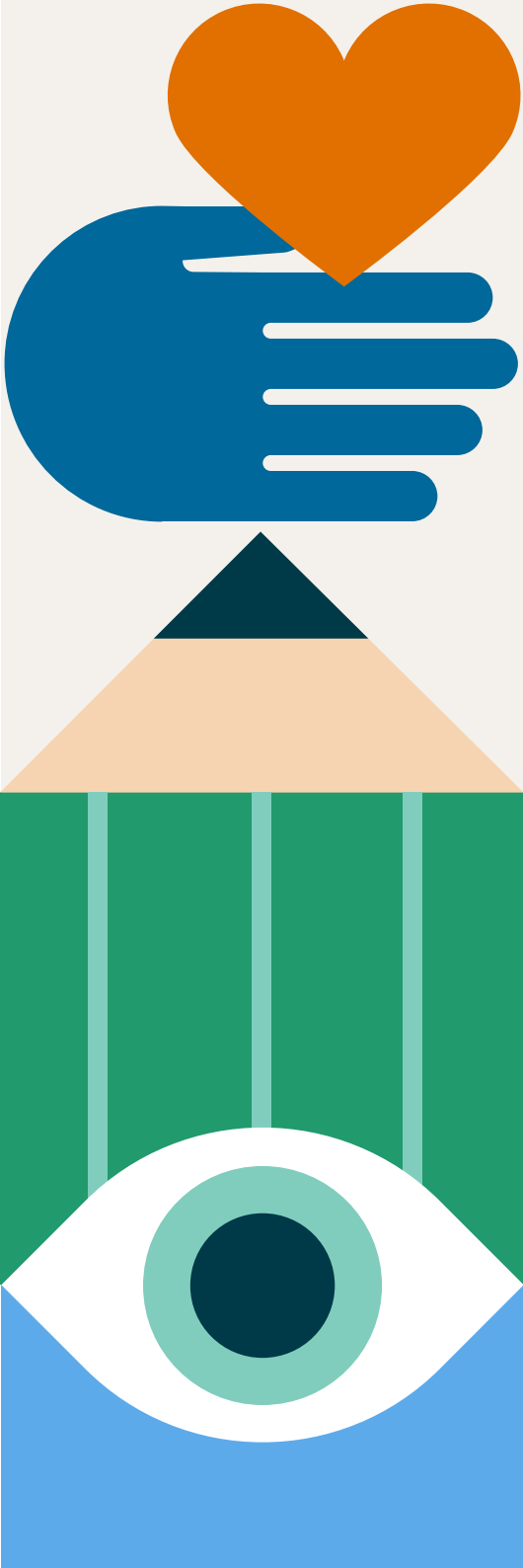
In response to the implementation issues in recent years, public service providers, partly at the behest of politicians, are offering more tailor-made solutions to citizens and companies. Customisation requires serious consideration in order to temper high expectations, to recognise underlying dilemmas, and to prevent an unrealistic burden on the civil service.<sup>19</sup> Customisation in itself is of course worth pursuing, but it is not the solution to all problems. Where implementation problems arise from complex laws and irrevocable sanctions, other measures are required, or as the National Ombudsman puts it: *tailor-made implementation is no solution for bad policy*.<sup>20</sup> The road to simplification starts with recognising that forming a judgement will always be necessary. But also recognising that customisation cannot be an alternative to automatic decision-making. Those who don't oversee complexity simplify things. Those who see through complexity can make things easy again.<sup>21</sup> (*In Dutch*)

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***“Tailor-made implementation is no solution for bad policy.”***

De Nationale Ombudsman

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#### Good examples 4

### Successful crisis management: made-to-measure without customisation

The Allowance Fixed Costs (TVL) and the Temporary Emergency Measure Bridging Employment (NOW) regulations are a good example of a pragmatic solution that quickly came about due to equal collaboration between policy (SZW) and implementation (UWV). The actual challenge was to prevent a disruptive number of redundancies and bankruptcies as a result of the COVID-19 crisis in March 2020. The regulation was set up to be simple for quick implementation. Ministers created political support for an improvisational and coarse-grained approach with all the associated risks because it was a necessity. “For once it was allowed: a board that states and accepts margins of error as part of the solution and does not respond with endless attempts at refinement,” summarises Noordegraaf, ‘t Hart & Van Dorp about the success.<sup>22</sup>

Customisation also has an unintended side effect for the Public Service Agencies: a lot of staff is required to solve the bottlenecks that arose earlier, as well as to apply the customisation. This, together with the increasingly complex laws and regulations, could be part of the explanation for the IPSE<sup>23</sup> about the increase in labour that has been observed at a number of large public service providers.

### National Government compartmentalisation: not the societal challenge but the organisation is leading

A major obstacle to good policy is the compartmentalisation of the National Government. Cooperation across the boundaries of the organisation in a compartmentalised service is not self-evident. Apart from a few good examples and initiatives, the unwritten regulation is more often that of non-intervention. ‘t Hart notes that the organisation of the civil service, and in particular the ministerial responsibility, can be an obstacle for civil servants to act in an integrated, task-oriented and cooperative manner.<sup>24</sup> As an alternative, the advantages of the Swedish model are regularly pointed out in which relatively large Public Service Agencies are managed by small policy departments and where ministers take joint responsibility for decisions. The departmental compartmentalisation has an effect on the management of Public Service Agencies. Cross-organisational or domain-transcending cooperation is rarely an explicit part of the task of Public Service Agencies. So they are not judged on that.

## Appropriate governance and accountability information

Politics, policy and Public Service Agencies together shape public services. An important question is how the parties involved relate to each other: how do they fulfil their role, and on the basis of what information do they communicate with each other? It requires discussion between politicians, policy and Public Service Agencies, also referred to as the triologue.

### Poor provision of information...

The impression of the quality of the implementation formed by the Public Service Agencies themselves, as well as by politics, policy and society, stands or falls with the availability and quality of information about the implementation. There are quite a few signs that this information leaves much to be desired.

IPSE notes<sup>25</sup> that good figures to analyse the development of the productivity of public service providers are only available to a limited extent. Erasmus University and ICTU<sup>26</sup> analysed the legally required five-yearly evaluation of ZBOs in recent decades and note that these evaluations, if they are carried out at all, are often of a perfunctory nature. Moreover, the evaluations are rarely discussed in the relevant parliamentary committee. This is in line with the earlier observation that more attention seems to be paid to incidents than to fundamental questions of policy. An analysis of the public service provider annual reports carried out by Deloitte shows that those implementing the policies and for who accountability takes place via

the documents of the parent department – the agencies and services – score worse than other organisations, in particular the ZBOs.<sup>27</sup> In general, Deloitte notes that annual reports should pay more attention to things that go wrong: “An annual report is not an opportunity to pat yourself on the back.”

The increased emphasis on accountability information is perceived as a burden by Public Service Agencies. Some of those implementing the policies are required to report extensively every quarter; for others, it’s an annual commitment. During reflections and clarification sessions with those implementing the policies, the desire for less, but better accountability was expressed more than once. This creates room to look to the future together, to the type of service that people jointly strive for and the choices that go with it in terms of people, resources and technology.



### ...and the discussion falls short

The right questions must be raised within the Triumvirate (see page 39) and with politicians during the discussion about public services. Is the policy system sufficiently capable of contributing to solving social problems, or are interventions necessary? This discussion must take place with an understanding of everyone's role (political, principal, task owner, public service provider) and an awareness of the joint task. Sufficient room needs to be given to naming what is not going well, to have different opinions, and to contradict each other.<sup>28</sup>

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### *“There is only limited implementation experience at the top of the departments.”*

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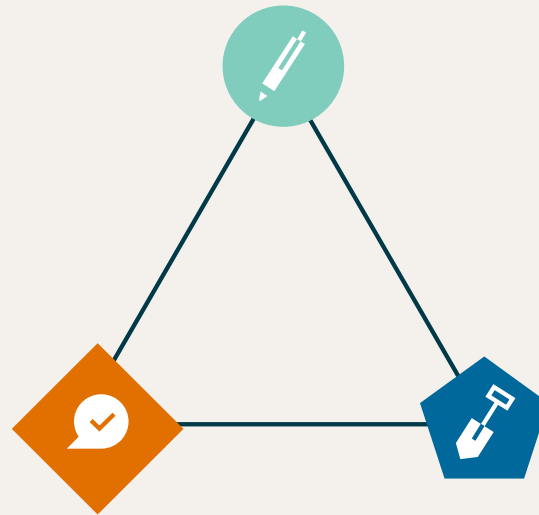
In their analysis of implementation accountability, Overman, Schillemans et al. (2022) point out that over the years this has increasingly taken on the character of reward or sanction. They also note that the expertise of ministries to ask pointed accountability questions is the most vulnerable element in implementation accountability. An analysis of the departmental task owner advice by EUR and ICTU<sup>29</sup> shows that managerial sensitivity is the most important competence when recruiting employees. The question is whether this has helped the implementation. This approach seems to confirm the departmental culture described earlier, which is mainly aimed at keeping the minister out of trouble. The quality of task owner advice falls short

due to the dominant position of the principal, but also due to a lack of seniority among employees. There are simply not enough auditors and business experts working there, and it is generally difficult to find new employees.

Many of the interlocutors, including in the discussions carried out by Van der Wal (CAOP, 2022, to be published), note that interaction between the ministry and the Public Service Agency is more effective if the top of the department has implementation experience. An inventory by ICTU shows that slightly more than 40 percent of the secretaries-general (and their deputies) have experience at government Public Service Agencies, and less than 20 percent of the general directors<sup>30</sup> There is only limited experience in implementation at the top of the departments. Discussions with the top level of the Public Service Agencies<sup>31</sup> showed that political and departmental interest is low, as evidenced by the low level of enthusiasm for consultation and working visits. Recent analysis of the performance of top departmental officials shows that they demonstrate a willingness to collaborate with citizens, fellow authorities and other stakeholders in society, but that the urgency of doing so systematically loses out to the priority they place on supporting their own organisation and providing advice to the minister: “everything inside and above seems more urgent”.<sup>32</sup>

# The Triumvirate

The relationship between departments and public service providers is sometimes described as the [Triumvirate](#), and they have the following roles:



## The principal (Director General)

- Responsible for providing a clear policy assignment.
- Budget holder.
- Directs and monitors policy performance.



## The contractor (Public service provider)

- Responsible for professional, lawful and efficient implementation of the assignment.
- Conducts efficient and effective business operations.
- Provides information about the implementation of the task.



## The task owner (Secretary-General)

- Monitors the continuity of the task organisation.
- Supervises the operational management of the installation.
- Responsible for the design and operation of the control model.

*The secretary-general is supported by task owner advice.*



## A suitable organisational culture and agile organisations

Ministries and public service providers must be sufficiently equipped to carry out their tasks and to improve them where possible. Sufficient staff is an important precondition, as is the agility and strength to adapt to a changing society.

### **The structural shortages in the labour market and financing limit the clout of those implementing the policies**

In the Implementation Progress Reports, many Public Service Agencies state that services are in danger of being restricted because it is difficult to retain the existing staff and to recruit new staff. In addition, the workload is high. The shortages in the labour market are now twice as bad as they were a year ago: in the second quarter of 2022, according to the UWV,<sup>33</sup> the labour market was experiencing labour shortages for 75 percent of the occupational groups. This means there are at least four times as many vacancies as there are jobseekers who could fill the vacancies. As a result of the ageing population, the shortages in the labour market are increasingly taking on a structural rather than cyclical character (see the recent SER advisory report).<sup>34</sup>

The greatest shortage still concerns IT professionals, but the shortage is also increasing steeply for other professions that are very important for implementation, such as lawyers, economists, technicians, accountants, bookkeepers and managers. In a study into the ever-growing shortage of IT professionals in

52 government and public organisations, Professor Wilthagen of Tilburg University warns of reduced services in the future (social disruption, uncertainty and legal inequality).<sup>35</sup>

An analysis carried out by the Intelligence Group<sup>36</sup> confirms the above picture. Moreover, the differences between the various Public Service Agencies appear to be quite diverse. Larger Public Service Agencies such as the Tax authority, UWV, Police and the Waterways and Public Works Agency are seeing success with their recruitment: they have “a mature recruitment strategy”. But other public service providers, logically the somewhat smaller organisations, could implement improvements when looking at the analysed vacancy texts and the requested skills. But the solution to the very urgent labour shortage problem can only partly be found in better recruitment.

The need for personnel will also have to be reduced. This is only possible through the introduction of labour-saving innovations and a reduction in the complexity of the tasks that Public Service Agencies are faced with.

In their research into the finances and effectiveness of Public Service Agencies, De Kruijf et al.<sup>37</sup> noted that bottlenecks exist in the relationship between remuneration, performance and the delegation of tasks to those implementing the policies.



The lack of stable or long-term budgets makes organisational development and long-term improvements such as innovations more difficult to achieve. The researchers also noted that ICT costs are an increasing burden on the budget of ICT-driven organisations. If those charged with implementing policy have several ministries as principals, different regulations can apply to each department, which reduces their effectiveness.

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***“IT is now often an inhibiting factor in policy adjustments.”***

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### **Outdated IT systems and limited data exchange**

Since the late 1970s, the development of the application landscape within the government has grown from just a few central (mainframe) systems to an enormous diversity of central and decentralised applications within all sorts of separate domains. The complexity of the IT landscape and the associated IT services has increased enormously thanks to a lack of meaningful frameworks, increasing cooperation between government layers and chain partners, and well-intentioned political drift at both national and European level. The result is that citizens and companies do not know how to find their way and that IT is often an inhibiting factor for policy adjustments.

Future-proof IT requires a fundamentally different approach. It is very important that the digitisation agenda monitors the reduction of complexity and follows the old adage: first organise, then computerise, then automate. The digital agenda (WaU-spoor 2),

in which agreements are mainly made about the digital infrastructure, comes too soon in that respect. It starts with making agreements between organisations about processes and cooperation, based on (joint) social challenges. It is only then that a blueprint of the digitisation frameworks is formed in which working from standards is the norm. Finally, efforts must be made to reduce the complexity in the system landscape across all levels of government.

However, the exchange of information between public service providers is an even bigger bottleneck. Widlak<sup>38</sup> has shown that there is a lack of insight into the data flows. Data is not stored in one place and is sometimes used for a purpose other than that for which it was collected. The exchange of data means that a change in a given organisation will affect the other organisations. This effect also applies to incorrect data, which is sometimes very difficult for citizens and businesses to correct. Widlak makes various recommendations to improve the information management of the Dutch government and refers by way of illustration to the Belgian Kruispuntbank ([see page 18](#)) as the central point for organising the exchange of data.



### **Innovating, improving performance, retaining staff: the working climate is decisive**

The organisational culture is sometimes an obstacle to optimal performance, as the [2019 Work Research](#) showed.<sup>39</sup> The most important factors appear to be:

- Lack of space for the professional (regulatory pressure, procedural focus),
- Uncertainty about what the organisation stands for (vision, mission-driven),
- Lack of openness,
- A sense of insecurity when it comes to making mistakes,
- Deficient cooperation and external orientation, and
- Insufficient learning ability.

The Government Innovation Barometer 2021<sup>40</sup> of the ministry of the Interior and Kingdom Relations shows that government organisations (including ministries, agencies, services and ZBOs) with a strong innovation climate innovate more often and cover a broader spectrum (products, services, processes, communication). Innovations help create more public value in terms of quality, efficiency, employee satisfaction, citizen influence and the achievement of political objectives. Achieving higher productivity often goes hand in hand with improving the quality of services, as research by IPSE also confirms.<sup>41</sup>

Important aspects of a good innovation culture include: how cooperation occurs within and outside the organisation, and the presence of a vision regarding the direction of the organisation. This last factor matters most if you want to create an innovative climate. Social safety revolves around the question of how the organisation deals with errors and whether there is sufficient room for experimentation. According to analysis carried out by Haagse Beek, in addition to a good innovation climate and biotope, there is also a need to improve the innovation infrastructure. A shared vision for innovation, more central management of the various components, commitment and exemplary behaviour by management, and the structural release of capacity are necessary to shape the innovation infrastructure.<sup>42</sup>

It is very important for employees to feel safe in the organisation in many respects. temporary parliamentary commission about public service agencies found that employees working in Public Service Agencies sometimes do not feel sufficiently safe to report bottlenecks (TCU, 2021, page 3). An analysis of the Work Research 2022 by EUR and ICTU shows that social safety<sup>43</sup> has a positive effect on the organisation's agility: the ability to learn and improve.

Social safety also has a positive effect on the social involvement of employees. It also reduces the extent to which employees are inclined to leave. Research by USBO<sup>44</sup> and ICTU<sup>45</sup> shows that a good working climate goes hand in hand with better performance, both internally (the satisfaction and involvement of employees) and externally (the effectiveness, efficiency and legitimacy experienced by employees). The quality of management plays a substantial role in the productivity and effectiveness of organisations. In an analysis of government management practices, the University of Groningen shows that organisations scoring well on talent management, rewards, performance monitoring and goal setting also score well on employee satisfaction and involvement, as well as on team performance and learning capacity. Talent management concerns matters such as attracting talent and the way in which under- and over-performing employees are dealt with.

The scores of government ministries, operational organisations, agencies and services on talent management are below average compared to the market sector.<sup>46</sup> These low scores are worrying in view of the labour market bottlenecks. The only exception is the ZBOs, which score comparable to the market sector.

In many of the aforementioned areas of research into innovation, social safety and talent management, organisations that are somewhat more distant from politics, such as ZBOs and collective regulations, score slightly higher than organisations that are closer to politics (departments, agencies and services). But the greatest variation actually occurs within these groups: some ZBOs score exceptionally well, while some are clearly lagging behind, while the same applies to policy centres, agencies and services.

One of the most important recommendations of the SER<sup>47</sup> concerning the labour market shortage is to cherish employees: it advocates, among other things, being a good employer, good management, and the prevention of administrative burden.

# APPENDIX 1 Overview of Organisations\*, their participation in The state of our public service delivery report, and the availability of an Implementation Progress Report

Participants in The state of our public service delivery report

Implementation Progress Report\*\*

## Care

CAK	Yes	Yes
CIZ	Yes	Yes
CIBG	Yes	Yes
RIVM	No	N/A

## Social domain

Sociale Verzekeringsbank	Yes	Yes
Uitvoeringsinstituut Werknemersverzekeringen	Yes	Yes
Dienst Uitvoering Onderwijs	Yes	Yes
Belastingdienst	Yes	Yes
DG Toeslagen	Yes	Yes

## Justice and security

Centraal Justitieel Incassobureau	Yes	Yes
Centraal Orgaan opvang asielzoekers	Yes	No
Immigratie- en Naturalisatiedienst	Yes	Yes
Justis	Yes	Yes
Nederlands Forensisch Instituut	Yes	Yes
Politie	Yes	No
Openbaar Ministerie	No	No
Koninklijke Marechaussee	Yes	No
Dienst Justitiële Inrichtingen	Yes	Yes

## Physical domain

Staatsbosbeheer	Yes	No
Rijkswaterstaat	Yes	Status of the infrastructure

## Documents

RDW	Yes	Mail bottlenecks
Centraal Bureau Rijvaardigheidsbewijzen	Yes	Yes
Rijksdienst voor Identiteitsgegevens	Yes	Yes
Logius	Yes	Yes
Kadaster	Yes	Yes
Kamer van Koophandel	Yes	No
Nationaal Archief	Yes	Mail bottlenecks

## Inspection and supervision

Inspectie Leefomgeving en Transport	No	N/A
Nederlandse Voedsel- en Warenautoriteit	Yes	Yes
Nederlandse Arbeidsinspectie	No	N/A
Inspectie Justitie en Veiligheid	No	N/A
Inspectie van het Onderwijs	No	N/A
Inspectie Gezondheidszorg en Jeugd	No	N/A
Autoriteit Consument en Markt	No	No
Agentschap Telecom	No	Annual report

## Living

Huurcommissie	Yes	Yes, not public
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## Other

CBS	Yes	Mail bottlenecks
RVO	Yes	Yes
KNMI	Yes	No

\* ZBOs in the table: ACM, CAK, CBR, CBS, COA, CIZ, Huurcommissie, Kadaster, KvK, SVB, Staatsbosbeheer and UWV. Agencies: Agentschap Telecom, CJIB, CIBG, DJI, DUO, IND, Justis, KNMI, Logius, NA, NFI, NVWA, RvIG, RVO, RIVM, Rijkswaterstaat. Services: Belastingdienst and the Koninklijke Marechaussee. Other organisations: Police and Openbaar Ministerie.

\*\* Although the Huis van de Klokkenluiders, DTV, DUS-I and the municipalities did not participate in the original Implementation Progress Reports, their Implementation Progress Reports have been included in the analysis in Part 2.

## APPENDIX 2 Areas of Research for the benefit of The state of our public service delivery



### Services and policy impact

- Productivity analysis service providers IPSE Studies
- Investigate citizen perspective on implementation Tias Tilburg University
- Digital cage and system qualities Kafkabrigade
- Customisation as standard NSOB
- Tailor-made thinking aid for policymakers Argumentenfabriek
- Investigate customer-friendly service concepts Freshmark
- Experiences with giving feedback and submitting complaints to the government Kantar
- Learning targets feedback management ICTU Stichting Gouden Oor
- Online Citizen Reviews of Public Services Leuven University Instituut voor de Overheid
- Experienced service quality by citizens and companies Kantar



### Focus within the chain

- Learning from policy and implementation successes – “That’s how it can be done” Utrecht University, USBO
- Trend Analysis: Public Service Agencies in the news LJS Nieuwsmonitor & Taalstrategie
- Basic monitor Public Service Agencies University of Leiden
- The top looks ahead University of Leiden
- The professionalism of top officials Utrecht University



### Organisational culture and agility

- Government Innovation Barometer ICTU
- Financial leadership of Public Service Agencies Radboud University
- Learning process ‘The state of IT’ CIO-netwerk Manifestgroep, ICTU
- The recruitment position of 38 Public Service Agencies Intelligence Group
- Work research CBS, ICTU, RUG, Leiden University, USBO
- Innovation in implementation Haagse Beek
- Data ethics in implementation Expertisecentrum Data-Ethiek



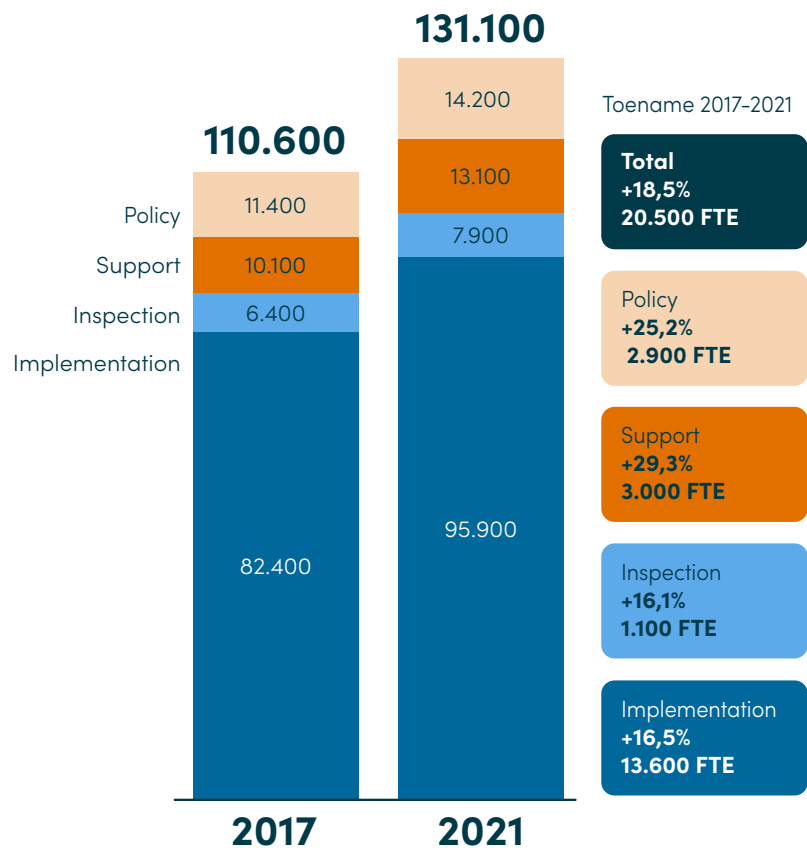
### Governance and information provision

- Analysis of the backgrounds of employees of the task owner consultancy Erasmus University Rotterdam, ICTU
- Qualitative analysis annual accounts of Public Service Agencies Deloitte
- Status Report of implementation accountability Utrecht University
- Learning from evaluation – research into ZBO evaluations Erasmus University Rotterdam, ICTU
- International Social Security Scandal Case Comparison ICTU
- International comparative research into the relationship between politics, policy and implementation in other countries CAOP

[See also staatsveerzorg.nl/onderzoeken](https://www.staatsveerzorg.nl/onderzoeken)

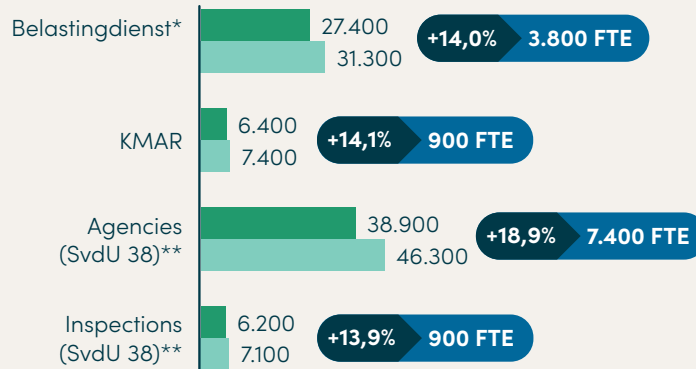
# APPENDIX 3 Full-time jobs for the national government and Public Service Agencies in 2017 and 2021

**Full-time national government jobs by type of activity**  
(including agencies and services)\*\*\*\*

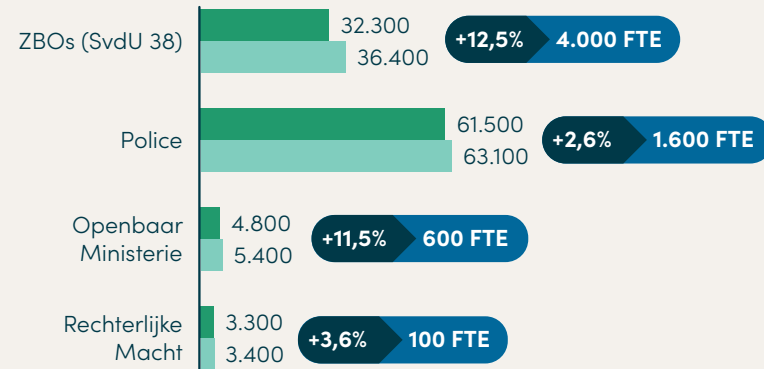


**Full-time jobs 38 Public Service Agencies** 2017 2021 Increase

**Agencies and services** (part of national government)



**Other Public Service Agencies** (not part of national government)\*\*\*



Sources: unless stated otherwise, the data comes from P-Direkt and has been processed by the Ministerie van BZK (Policy information, DGOOV). The figures for marked organisation types (SvdU-38) relate to the organisations included in The state of our public service delivery report, which means they do not concern all agencies and services. \*After 2017, the Belastingdienst was divided into Douane, DG Toeslagen and the remaining part of the Belastingdienst, with respectively 18%, 5% and 77% of the total number of FTEs in 2021. \*\*From the Ministerie van Financiën48, data from individual agencies and services that were missing have been retrieved manually based on annual reports and other documents; in a limited number of cases they have been interpolated or extrapolated. \*\*\*This concerns public service providers that are not part of the national government. \*\*\*\*Represents a subdivision of the number of full-time national government jobs, classified according to the main activity of the relevant organisations or organisational units and is therefore not a representation of the positions of employees.

## APPENDIX 4 Register of footnotes

- 1 As can be seen from the graph in Appendix 3, the number of civil servants (including executives) increased from 110,600 to 131,100 between 2017 and 2021.
- 2 A good example is an amendment service offered to members of parliament during the discussion of the tax plan package. Officials provide technical assistance in drafting an amendment. A draft amendment is always delivered with the legal text, the budgetary consequences (if applicable), the technical explanation, and a quick scan of the implementation consequences of the amendment for the Belastingdienst. As a result, implementation is involved at (tax) policy-making at an early stage.
- 3 [tweedekamer.nl/nieuws/persberichten/kamer-laait-wetsvoorstellen-toetsen-door-wetenschap](https://tweedekamer.nl/nieuws/persberichten/kamer-laait-wetsvoorstellen-toetsen-door-wetenschap). See [parlementenwetenschap.nl/instrumentarium/wetenschapstoets-van-voorgenomen-beleid/](https://parlementenwetenschap.nl/instrumentarium/wetenschapstoets-van-voorgenomen-beleid/) (In Dutch) for an overview of scientific tests performed, see the 2021 Toeslagen Implementation Progress Report from the Director General of Toeslagen from the Ministerie van Financiën.
- 4 Versmissen, K. en A. Soerjadi (Expertisecentrum Data-Ethiek). [Data-ethics in implementation](#) (2022). (In Dutch)
- 5 Based on six areas of research: [Quality of services as experienced by citizens and companies & additional analyses](#) by W. Pieteron (Kantar & Pieteron 2022), (In Dutch), [Experiences of giving feedback and submitting complaints to the government](#) (Kantar, 2022), (In Dutch), How citizens view implementation, Universiteit Tilburg /TIAS (2022, to be published) (In Dutch), OECD Trust Survey (OECD, 2022), (In Dutch), [Online Citizen Reviews of Public Services](#), KU Leuven, (2022). (In Dutch)
- 6 Ability to act: an umbrella term for the ability to make a plan, to take action, to persevere with actions, and to deal with setbacks.
- 7 Learning objectives and feedback management. (In Dutch) Stichting Gouden Oor & ICTU. (2022, to be published).
- 8 A better government for citizens and businesses ([Societal review no. 13](#)), 2020. (In Dutch)
- 9 <https://www.scp.nl/actueel/nieuws/2022/09/01/uitdaging-komende-politieke-jaar-houd-kritische-burgers-aangehaakt>.
- 10 In an international comparison, the Netherlands is still one of the leaders with these percentages.
- 11 Broeksteeg, H. Legislation as the last option.. Het Montesquieu Instituut (2021). (In Dutch)
- 12 Ruigrok, N. et al, [Public Service Agencies in the news \(LJS Nieuwsmonitor en Taalstrategie\)](#), 2022. (In Dutch)
- 13 The Staatscommissie parlementair on the parliamentary system has observed that, "...the Dutch House of Representatives in its task as co-legislator pays too little attention to the quality, enforceability and practicability of the law, and this has already been noted in the context of the Parliamentary Self-Reflection of 2007-2009 (In Dutch), and established by various parliamentary investigative and inquiry committees" ([final report from the Implementation Status Committee on the Parliamentary System](#)). (In Dutch)
- 14 Working group for strengthening the work of the Dutch House of Representatives, [Strengthening the work of the Dutch House of Representatives, More than the sum of the parts](#) (2021), The Hague. (In Dutch)
- 15 Based, among other things, on: Steering model JenV, Directie Eigenaarsadviesing, (2022), The Hague. (In Dutch)
- 16 See The top looks back: <https://www.kennisvandeoverheid.nl/leren-van-het-verleden/de-top-kijkt-om> (In Dutch)
- 17 From Van Twist e.a. in in The balance between encapsulation and divestment, NSOB (2007). (In Dutch)
- 18 The disconnect between service desk and policy, TCU 2021, page 8. (In Dutch)
- 19 Hendriks, W. M. Huiting, C. van den Berg en M. van Twist (NSOB), Customisation as standard? The Hague, (2022). (In Dutch)
- 20 Citizens can't wait, Annual Report 2021, Nationale ombudsman (2022), The Hague. (In Dutch)
- 21 Kafkabrigade, Research system qualities (2022). (In Dutch)
- 22 Noordegraaf, M., P. 't Hart & EJ van Dorp, "That's how it can be done" – first progress report (2022). (In Dutch)

## APPENDIX 4 Register of footnotes

- 23 Blank, J.L.T. & AAS van Heezik (Stichting IPSE), Implementation trends in perspective – a comparative analysis of the productivity trends of Public Service Agencies (2022), Delft. *(In Dutch)*
- 24 [https://www.linkedin.com/pulse/nieuwe-rondes-kansen-een-agenda-voor-de-rijksdienst-open-paul-t-hart?trk=public\\_profile\\_article\\_view](https://www.linkedin.com/pulse/nieuwe-rondes-kansen-een-agenda-voor-de-rijksdienst-open-paul-t-hart?trk=public_profile_article_view).
- 25 See: <https://www.ipsestudies.nl/nieuws-algemeen/gebreekige-verantwoording-prestaties-uitvoeringsorganisaties/>.
- 26 Thiel, S. van (Erasmus University) and F. van der Velde (ICTU), Learning from evaluation: [a study of ZBO evaluations](#) (2022), The Hague. *(In Dutch)*
- 27 The annual reports were assessed on the basis of the criteria of the Kordes Trophy, such as describing the goals and vision of the organisation, risk management, operational management and social policy.
- 28 As part of Track 4 of the Work on Public Service Delivery, [round table discussions](#) are organised to gain more insight into the role of the principal.
- 29 Thiel, S. van (EUR) & Z. Rouwhorst (ICTU), [Task owner advice: spider in the web or caught between a rock and a hard place?](#) (2022), The Hague. *(In Dutch)* See also: ABDTopconsult. Improve operations! Roles in the management of Public Service Agencies in the Central Government Agency (2017), The Hague. *(In Dutch)*
- 30 Slightly less than 20 percent of the SGs, pSGs and DGs have experience at municipalities and/or provinces.
- 31 Wal, Z. van der, The top looks ahead, (2022, to be published), The Hague. *(In Dutch)*
- 32 Top civil service professionalism, [thesis by Erik-Jan van Dorp](#) (september 2022). *(In Dutch)*
- 33 UWV, [Stressindicator](#) (2022). *(In Dutch)*
- 34 SER, June 2022: Certainty for people, an agile economy and recovery of society. *(In Dutch)*
- 35 [A study by AG Connect](#), Binnenlands Bestuur en iBestuur in 2022. *(In Dutch)*
- 36 [A study into the recruitment position of 38 Public Service Agencies](#), Intelligence Group (2022, to be published). *(In Dutch)*
- 37 De Kruijf, J.A.M, F.G.H. Hartmann and M. Visser (2022). Public Service Agencies under pressure? *(In Dutch)* Finances and the strength of Public Service Agencies, Radboud University. *(In Dutch)*
- 38 Widlak, A., Overview and lower limit: digital government in brief, July 2022. *(In Dutch)*
- 39 Ministerie van BZK, [WORK research: lessons for policy](#) (2019), The Hague. *(In Dutch)*
- 40 De Groot, S. en S. Vrieling (ICTU), [Government Innovation Barometer](#) (2021), The Hague.
- 41 Blank, J. and A. van Heezik (Stichting IPSE), Implementation trends in perspective – a comparative analysis of the productivity trends of Public Service Agencies (2022), Delft. *(In Dutch)*
- 42 Spaan, M. (Haagse Beek). [Working together on innovation](#), (2022), The Hague. *(In Dutch)*
- 43 In this specific study, social safety is defined as: appreciating talents, asking for help, discussing problems and accepting colleagues.
- 44 Borst, R. and M. Noordegraaf (USBO), Working on the work climate (2022, to be published), The Hague. *(In Dutch)*.
- 45 Groeneveld, S. Social security as a condition for a government that works. (2022, to be published), The Hague. *(In Dutch)*
- 46 Garretsen, H., M. Laméris and J. Stoker (RUG), Management Practices and The state of our public service delivery report (2022, to be published). *(In Dutch)*
- 47 <https://www.rijksfinancien.nl/open-data>



## APPENDIX 5 Glossary

English	Abbreviation	Dutch
Regulatory burden advisory board		Adviescollege toetsing regeldruk
Science, technology and innovation advisory board		Adviesraad voor wetenschap, technologie en innovatie
Radiocommunications agency		Agentschap Telecom
General Court of Auditors		Algemene Rekenkamer
Public Records Act		Archiefwet
Authority for Consumers and Markets		Autoriteit Consument en Markt
Tax authority		Belastingdienst
Dutch online registry for healthcare professionals, such as physicians and 12 other professions		BIG register
CAK		CAK
Industrial Relations Observatory		CAOP
Statistics Netherlands	CBS	Centraal Bureau voor de Statistiek
Central agency for driving proficiency	CBR	Centraal Bureau Rijvaardigheidsbewijzen
Central Judicial Collection Agency	CJIB	Centraal Justitieel Incassobureau
Central Agency for the Reception of Asylum Seekers	COA	Centraal Orgaan opvang asielzoekers
Central Information Unit on Health Care Professions	CIBG	Centraal Informatiepunt Beroepen Gezondheidszorg
Care Needs Assessment Centre	CIZ	CIZ Care Assessment Center (WLz)
Director General of Social Security and Integration		DG Sociale zekerheid en integratie
Director General of Benefits		DG Toeslagen
Director General of Public Health		DG Volksgezondheid
Judicial Institutions Service	DJI	Dienst Justitiële Inrichtingen
Dutch Ministry of Education, Culture and Science	DUO	Dienst Uitvoering Onderwijs
Breakthrough method		Doorbraakmethode

English	Abbreviation	Dutch
Customs and Excise		Douane
Tariff (DTV) is a comprehensive web-based tariff system for customs-administration authorities in European Union (EU) countries	DTV	Douane Tarief Voorziening
Higher Institutions of State		Hoge Colleges van Staat
Dutch Whistleblowers Authority		Huis van de Klokkeluiders
Rent assessment commission		Huurcommissie
ICT Organisation	ICTU	ICT Unie
Immigration and Naturalisation Service	IND	Immigratie- en Naturalisatiedienst
Government Innovation Barometer		Innovatie Barometer Overheid
Health and Youth Care Inspectorate		Inspectie Gezondheidszorg en Jeugd
Justice and Security Inspectorate		Inspectie Justitie en Veiligheid
Living Environment and Transport Inspectorate		Inspectie Leefomgeving en Transport
Inspectorate of Education		Inspectie van het Onderwijs
Institute for the Government		Instituut voor de Overheid
Institute for Public Values		Instituut voor Publieke Waarden
Intergovernmental Data Strategy		Interbestuurlijke Datastrategie
IPSE		IPSE
The screening authority		Justis
Cadastre Agency		Kadaster
The Kafka Brigade Foundation		Kafkabrigade
Chamber of Commerce	KvK	Kamer van Koophandel
Royal Dutch Meteorological Institute	KNMI	Koninklijk Nederlands Meteorologisch Instituut
Royal Military Police		Koninklijke Marechaussee
Central Database		Kruispuntbank
Leuven University		KU Leuven

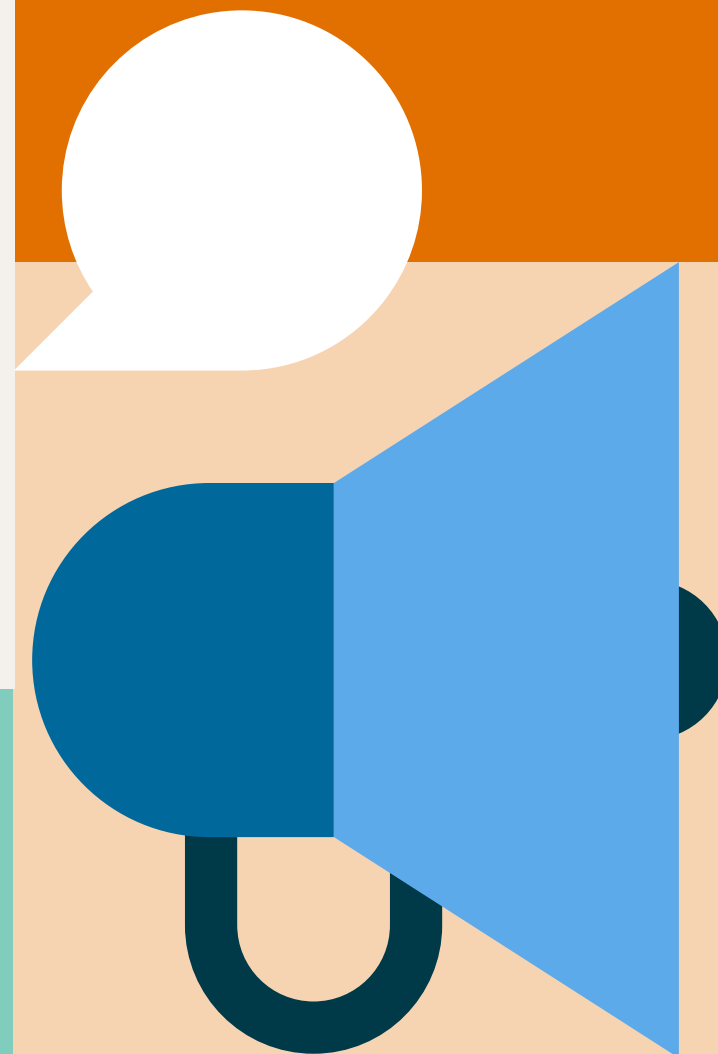
## APPENDIX 5 Glossary

English	Abbreviation	Dutch
Digital government service Logius		Logius
Home Office		Ministerie van BZK
Ministry of Finance		Ministerie van Financiën
Ministry of Justice and Safety		Ministerie van Justitie en Veiligheid
Ministry of Social Affairs and Employment	SZW	Ministerie van Sociale Zaken en Werkgelegenheid
Council of Ministers		Ministerraad
National Archives		Nationaal Archief
National Ombudsman		Nationale ombudsman
Netherlands Forensic Institute	NFI	Nederlands Forensisch Instituut
Dutch Labour Inspectorate		Nederlandse Arbeidsinspectie
Dutch Food Safety Authority		Nederlandse Voedsel- en Warenautoriteit
Network of Public Service Providers		Netwerk van Publieke Dienstverleners
NOW scheme (Temporary Emergency Measure Bridging Employment)		NOW-regeling (Tijdelijke Noodmaatregel Overbrugging Werkgelegenheid)
Dutch School for Public Administration	NSOB	Nederlandse School voor Openbaar Bestuur
Netherlands Food and Consumer Product Safety Authority	NVWA	Nederlandse Voedsel- en Warenautoriteit
Organisation for Economic Cooperation and Development	OECD	OECD
Dutch Public Prosecution Service		Openbaar Ministerie
Targeted support to multi-problem households programme		programma Maatwerk Multiprobleemhuishoudens
Council of State		Raad van State
Council for the Judiciary		Raad voor de Rechtspraak
Netherlands Vehicle Authority	RDW	Rijksdienst voor het Wegverkeer
Judicial power		Rechterlijke Macht
National Office Benchmark Group		Rijksbrede Benchmark Groep
National Office for Identity Data	RvIG	Rijksdienst voor Identiteitsgegevens

English	Abbreviation	Dutch
Central government		Rijksoverheid
Waterways and Public Works Agency		Rijkswaterstaat
National Institute for Public Health and the Environment	RIVM	Rijksinstituut voor Volksgezondheid en Milieu
Social Insurance Bank	SVB	Sociale Verzekeringsbank
State of Execution		Staat van de Uitvoering
State Forestry Organization		Staatsbosbeheer
State parliamentary committee		Staatscommissie parlementair
Golden Ear Foundation		Stichting Gouden Oor
SVB		
Ministry of Social Affairs and Employment	SZW	Ministerie van Sociale Zaken en Werkgelegenheid
Benefits Agency		Toeslagen
TVL (Allowance Fixed Costs)		TVL (Tegemoetkoming Vaste Lasten)
House of Representatives		Tweede Kamer
Institute for Employee Insurance		Uitvoeringsinstituut Werknemersverzekeringen
Leiden University		Universiteit Leiden
Utrecht University		Universiteit Utrecht
Department of Government and Organisation Science	USBO	Departement Bestuurs- en Organisationswetenschap
Employee Insurance Agency		UWV
Flemish Growth Package		Vlaamse Groeipakket
WaU track 2		WaU-spoor 2
Work on Public Service Delivery	WaU	Werk aan Uitvoering (WaU)
Open Government Act		Wet Open Overheid
Long-term care act	WLZ	Wet langdurige zorg
Social Support Act	WMO	Wet Maatschappelijke Ondersteuning
Independent administrative body	ZBO	Zelfstandige bestuursorganen
Healthcare Insurance Act	ZVW	Zorgverzekeringswet

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**Staat  
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