caf

Conference Proccedings

International Conference
on Implementation of the Common
Assessment Framework in Local Authority

March 28 - 29, 2008
Divani Apollon Palace & Spa
Voula - Athens - Greece

www.caf-localgov.gr

MAYORS WELCOME SPEECH

The Common Assessment Framework (CAF) is a simple and effective tool for the organisational and administrative evaluation of public sector entities. It is a European administrative innovation and, at the same time, a new means of self-assessment of the operation of Local Government organisations. CAF aims at presenting the particular features of each Local Government Organisation that applies it and at becoming a tool of performance improvement of the Municipality at the citizen's service.

This conference is the outcome of the intermunicipal partnership of the Greek Municipalities of Argiroupoli, Voula, Nea Penteli and Peristeri and of the comparative CAF application to them. The forenamed four Municipalities coordinated by the Municipal Enterprise for the Development of Voula and financed by the "THISEAS" programme run by the Hellenic Ministry of Interior, Public Administration and Decentralisation, proceeded to a comparative analysis of their strengths and weaknesses in the provision of municipal services and the citizens' service. Particular emphasis was placed on the diversity of the four local communities that participate in this project and on how different CAF application models can be produced to meet citizens' expectations.

This project is completed with the organization of an International Conference, which aims at understanding and highlighting, at European level, the conditions in which the Common Assessment Framework (CAF) can become a useful and easy-to-use tool for the effective operation of the Local Government Organisations and of Public Services in general.

Distinguished Greek and foreign speakers with a wide experience in innovative local government and general public sector practices will participate in the proceedings and present the latest developments in this field.

Mayors
Dimitrios Efstathiadis, Mayor of Argyroupoli
Georgios Mantesis, Mayor of Voula
Konstantinos Kosovitsas, Mayor of Nea Penteli
Andreas Pachatouridis, Mayor of Peristeri

AIM & MAJOR TOPICS

The main objective of the International Conference is to develop a better understanding and designation of conditions in European level, under which the Common Assessment Framework can be a useful and enjoyable tool for the more effective operation of Local Authorities Organizations and more generally for the improvement of the Public Services.

MAJOR TOPICS

· *Common Assessment Framework in Europe of 2008*

Friday, March 28, Time 10:00

· *Common Assessment Framework - Local Authorities - Covernment Policies*

Friday, March 28, Time 13:00

· *Common Assessment Framework Cases Presentation*

Friday, March 28, Time 17:00, part A'

Saturday, March 29, Time 09:30, part B'

· *The Future of Common Assessment Framework*

Saturday, March 29, Time 12:00

WELCOME SPEECH, DEP. MINISTER Mr. CHRISTOS ZOIS

Ladies and gentlemen,

as Deputy Minister of Interior I wish to welcome the participants of your conference to Greece and warmly congratulate the organizers of this international initiative held under the aegis of the Ministry of Interior. It comes as a follow-up of the policy we have launched in order to change the mentality in Public Administration and establish quality and performance measurements.

Greece awarded the first quality and performance prizes in December 2007. As political leadership we have thus signalled the beginning of a new effort; an effort of responsibility for a powerful, competitive, quality and performance-oriented state that will provide better services and make the citizens' daily life easier.

The Common Assessment Framework is indeed a European administrative innovation, a useful tool for the assessment of Public Administration and Local Government services, the fullest use of available resources, the reinforcement of transparency, the fighting of bureaucracy and corruption and in general the improvement of performance of public services in the best interest of citizens. Through the Common Assessment Framework we aim at a more effective Public Administration with more extensive and qualitative work and fewer operational needs. Our efforts focus on humans, public employees, Public Administration and Local Government executives. We ought to provide them with the necessary means to fulfill their ethical mission with a high sense of responsibility.

The operational programme "Politeia" ("State") in Greece saw the implementation of projects that contributed to the introduction of new regional administration and organization systems. Law 3230 of 2004 and joint political decisions established competitiveness and performance rules and measurement indicators for public services. Said indicators concern the simplification of procedures, the measurement of citizens' satisfaction, the meeting of case-resolution deadlines by services and other issues.

Public Administration must pass from the era of findings and ascertainments to that of results. Our political choices are essentially an imperative of society itself. We believe in a public sector that moves quickly, takes prompt decisions, assimilates new, innovative strategies and mainly aims at the achievement of common interests.

I am deeply convinced that the quality issues of public services must and can integrate in the agenda of the operation of Public Administration and Local Government. For this reason I consider your conference particularly timely. With these reflections let me congratulate the organizers once again and wholeheartedly wish you every success with the proceedings of your conference. We will follow your findings with great interest.

I N D E X

I N D E X

COMMITEES

Scientific Commitee of the International Conference

Chairman
Spyridon Lioukas, Professor of Admin. Science of Economic, University of Athens

Members

• Dr. Nikolaos Michalopoulos, Head of the Directorate of Quality and Efficiency of the Greek Ministry
  of Interior Affairs, Hellas, Greece
• Vrasidas Leopoulos, Associate Professor of the National Technical University of Athens
• Dr. Miltiadis Kavrakos, Director of the Municipal Enterprise for the Development of Voula, Athens,Greece
• Stefanos Paschalidis, MBA, General Director of the Municipal Enterprise for the Development of Argyroupoli,
  Athens, Greece

Honorary Commitee of the International Conference

• Mr. Vassilios Andronopoulos, Secretary General of Public Administration and e-government, Ministry of Interior
• Mr. Leonidas Kouris, Prefect of East Attica
• Mr. Dimitris Efstathiadis, Mayor of the Municipality of Argyroupoli
• Mr. Georgios Mantesis, Mayor of the Municipality of Voula
• Mr. Konstantinos Kosovitsas, Mayor of the Municipality of N. Pelteli
• Mr. Andreas Pachatouridis, Mayor of the Municipality of Peristeri

Organizing Committee of the International Conference

• Anastasopoulou Sofia, Municipal Enterprise for the Development of Voula
• Egissegian Mari, Municipality of Voula
• Fraktopoulou Evanthia, Municipality of Voula
• Lazaridou Isidora, Municipal Enterprise for the Development of Argyroupoli
• Vlachos Nikolaos, Municipal Enterprise for the Development of Voula

Friday, March 28, 2008

09.00–9.30	Registrations
09.30– 11.00	**Welcome speeches**

*Welcome speech of the Prefect of East Attica, Mr. L. Kouris
*Welcome speech of the Mayor of Municipality of Voula, Mr. G. Mantesis
* Welcome speech of the Mayor of Municipality of Argyroupolis, Mr. D. Efstathiadis
* Welcome speech of the Mayor of Municipality of N. Penteli, Mr. K.Kosovitsas
* Welcome speech of the Mayor of Municipality of Peristeri, Mr. A. Pachatouridis

11.00   **Opening speech of the conference**
**Mr. Vasilios Andronopoulos, General Secretary of Public Administration and
e-Goverment, Ministry of Interior**

11.30   **A' SESSION:**
COMMON ASSESSMENT FRAMEWORK IN EUROPE, 2008

**CHAIRMAN: Leonidas Kouris, Prefect of East Attica
Secretary: Georgios Mantesis, Mayor of the Municipality of Voula**

11.30 – 11.45   **Dr. Andre Filipe Ferreira da Cunha Aleixo, Portugal**
CAF- the first step towards an institutional total quality management
approach at Camara Municipal do Porto, the second largest Municipality in Portugal

11.45– 12.00   **Dr. Miltiadis Kavrakos, Municipal Enterprise for the Dev. of Voula, Greece**
Intermunicipal Application of CAF– an innovative tool for the operation
of the Local Government.

12.00 – 12.15   **Elisa Marjatta Vuorinen, Finland**
Development Project for operations & productivity management (Toti)

12.30 – 12.45   **Even Fossum Svendsen, Norway**
CAF in the education sector

12.45   Questions - Comments

13.00   Coffee Break

13.15   **B' SESSION**
COMMON ASSESSMENT FRAMEWORK - LOCAL AUTHORITIES
- GOVERNMENT POLICIES

**CHAIRMAN: Dimitris Efstathiadis, Mayor of the Municipality of Argyroupolis
Secretary: Stefanos Paschalidis, General Manager of Municipal Enterprise
for the Development of Argyroupolis**

13.15 –13.30   **Dr. Michalis Christakis, Gen.Secetary of Municipality of Amarousion, Greece**
The Common Assessment Framework as a Tool of Qualitative
Upgrade of the Administrative Mechanism in the Local Governments of Europe

13.30 – 13.45	**Dr. Gordana Zurga, Slovenia** CAF as a Strategic Quality Tool in Public Administration of the Republic of Slovenia

13.30 – 13.45   **Dr. Gordana Zurga, Slovenia**
CAF as a Strategic Quality Tool in Public Administration of the Republic of Slovenia

13.45 – 14.00   **Brigitte Keller, Germany**
Towards an ongoing improvement process with the help of self assessment

14.00 – 14.15   **Stefanos Paschalidis, Municipal Enterprise for the Dev. of Argyroupolis, Greece**
Innovation in the application of CAF. The example of Argyroupolis

14.15- 14.30   **Tomasz Papaj, Poland**
CAF, as a method of evaluating the quality of human resources management, in the public offices in the Polish region of Silesia. Research results

14.30 – 14.45   **A. Adolfo Ortega Lorente, Spain**
Cooperation between central government and rural communities developing CAF in leader + groups

14.45 – 15.00   **Dr. Wilbirg Mitterlehner, Austria**
CAF as a part of quality management

15.00   Questions - Comments

17.00   **C' SESSION**
COMMON ASSESSMENT FRAMEWORK – CASES PRESENTATION PART A'

**CHAIRMAN: Spiridon Lioukas, Professor of Admin. Science of Economic University of Athens
Secretary: Andreas Kasdaglis, Chairman of the Municipality Council of Voula**

17.00 – 17.15   **Dr. Jose Lino Ramos, Portugal**
The contribution of the Common Assessment Framework to the improvement of the front-office

17.15 – 17.30   **Maria Liatiri, responsible for the Communication in the Project**
Team for the Application of the CAF, for the Municipality of Ilion, Greece
The experience of the Common Assessment Framework
Application in the Administrative Services Division of the Municipality of Ilion

17.30 – 17.45   **Nikolaos Vlachos, Municipal Enterprise for the Development of Voula, Greece**
The application of CAF in the Municipality of Voula

17.45 – 18.00   **Evi Lappa, Programming – Development in Communication
Technologies, Municipality of Panorama Thessaloniki, Greece**
Innovative qualitative and immediate sercie to citizens

18.00 – 18.15   **Indre Buteniene, Lithuania**
Using CAF in Klaipeda City Municipality Administration (Lithuania) as a tool to improve result-based management

18.15 – 18.30   **Jose Ochoa Berganza, Spain**
CAF in Navarra (Spain): Implementation in small towns

18.30 – 18.45   **Martin Stainer, Czech Rep.**
Benchlearning project between Czech municipalities

18.45 – 19.00   **Vitomir Pretnar, Slovenia**
The use of caf for starting changes in the Municipaly Radovljica

19.00 – 19.15   **Marta Helena Azevedo & Ana Cecilia Fernades, Portugal**
CAF at Seixal City Hall: a milestone to excellence

19.15 – 19.30	**Nikolaos Papatheodorou, Head of the Independent Quality and Efficiency Department Region of Western Greece** Pilot Application of the Common Assessment Framework (C.A.F.) in the Region of Western Greece
19.30 – 19.45	**Jan Sledsens, Belgium** General quality measurement and quality development in the public centre for social welfare (OCMW) of Grobbendonk by using CAF
19.45 – 20.00	**Ivana Truccolo, Italy** Using CAF for libraries and biomedical organizations in Italy
20.00	Questions - Comments

Saturday, March 29, 2008

09:00	**C' SESSION** COMMON ASSESSMENT FRAMEWORK – CASES PRESENTATION PART B'

CHAIRMAN: Vrasidas Leopoulos, Associate Professor of the National Technical University of Athens
Secretary: Grigorios Konstantelos, Vice Mayor for Management & Economics of Municipality of Voula

09.00 – 09.15	**Ingeborg Maes, Belgium** Total Quality Management in the City of Ghent (Belgium)
09 15– 09.30	**Sofia, Simoni–Eustratiou Municipality of Zografou, Greece** CAF application in the Municipality of Zografou
09 30– 09.45	**Ana Margarida Laranjeira, Portugal** CAF enforcement in the regional administration of the Azores- Challenges and Strategies
09.45 – 10.00	**Danilo Orlandini, Italy** The actions of an Health Authority with CAF criteria: the Society results criterion
10.00 – 10.15	**Aggeliki Koukouna, Municipality of Nea Penteli, Greece** First CAF application in the Municipality of Nea Penteli
10.15 – 10.30	**Dorin Simion Rusu,Romania** Using CAF in prefecture of Sibiu Country. Path dependency vs. Innovation
10.30 – 10.45	**Sofia Dimitriou, Depury Mayor for Administrative, Apostolos Rallis Euaggelia Panagopolou, Municipality of Petroupoli, Greece** Administration as a tool of organizational changes
10.45 – 11.00	**Paulo Alves Machado, Portugal** Alcochete Municipal Museum
11.00 – 11.15	**Zoi Leontakianakou, Limited Company for the Development of Peristeri, Greece** The application of the Common Assessment Framework in the Municipality of Peristeri
11.15 – 11.30	**Avgitsou Evgenia, Prefecture of Kavala** The application of the Common Assessment Framework in the Prefecture of Kavala
11.30 – 11.45	**Prof. Anastasios Karasavoglou, T.E.I. of Kavala , Greece** The application of the CAF in the Municipality of Xanthi – Some preliminary findings
11.45 – 12.00	**Andreas Nefeloudis, Municipality of Amarousion, Greece** Quality systems in the "Group" of the Municipality of Amarousion
12.00 – 12. 15	Coffee Break

| 12.15 | **D' SESSION** |
| | THE FUTURE OF COMMON ASSESSMENT FRAMEWORK |

**CHAIRMAN: Dr. Nikolaos Michalopoulos, Head of the Directorate of Quality and Efficiency
            of the Ministry of Interior Affairs, Greece
Secretary: Dr. Miltiadis Kavrakos, Manager of the Municipal Enterprise for the Development of Voula**

12.15 – 12.30	**Maximilian Biwald, Austria** CAF & BSC in the Vienna City Administration
12.30 – 12.45	**Peter Weyns, Belgium** CAF - Ariadne self assessment of an ITC-project
12.45 – 13.00	**Monika Jurkovicova, Head of Quality Department, Slovakia** Quality management in the public administration in the Slovak Republic
13.00 – 13.15	**Dr. Manfred Elmecher, Austria** CAF in Austria's Finance Administration
13.15 – 13.30	**Georgios Stamboulis, Enterprise Consultant – Chief EFQM – Organotechniki S.A ,Greece** Internal coherence of the CAF model
13.30 – 13.45	**Nina Hadzimulic, Slovenia** CAF - An instrument of proactive performance
13.45 – 14.00	**Nick Thijs, European Institute of Public Administration EIPA Maastricht, Holland** The use of organizational performance information for organizational improvement CAF -self evaluation and organizational improvement
14.00 – 14.15	**Henryka Piekarska, Doctor of Social Sciences,Poland** The improvement process of the quality management in the Tax Office in Sierpc
14.15 – 14.30	**Filippos Lefkatis, Municipality of Latsion, Cyprus** Introduction of the Quality Operation System ISO 9001:2000 at the Technical Service of the Municipality of Latsion – Nicosia
14.30– 16.15	**Conclusions. Round Table Discussion**

A' SESSION
COMMON ASSESSMENT FRAMEWORK IN EUROPE, 2008

ANDRE FILIPE FERRIERA DA CUNHA ALEXIO
Head of the Unit of Strategic Planning, Klaipėda City Municipality Administration

«CAF – the first step towards an institutional total quality management approach at Camara Municipal do Porto, the second largest Municipality in Portugal»

Keywords: Organizational Culture; Total Quality Management; Continuous Improvement; Competences; Involvement; Customer; Benefits/Results.

Introduction: a main premise

Our main premise in the present article is that the implementation of CAF at Cβmara Municipal do Porto (CMP) wasn't only a very consistent and decisive first step towards an institutional total quality management approach: it has been, for the past 3 years, the nodal point in a wider net of continuous improvement planning strategies and quality management measures, in what has been a much broader process of significant organizational culture change.

Brief Contextualization: the City of Porto and its Municipality

Located in the North of Portugal, Porto is the second largest city in the country – according to the Portuguese Census 2001, it has 233.465 inhabitants and is the centre of a broader Metropolitan area with 1.9 million inhabitants. Porto stands out as a city of History (with a remarkable testimony over the past thousand years), Patrimony (of outstanding universal value, as recognized by the UNESCO in 1996), Knowledge (60.000 students in 47 Higher Education institutions and 60 Research, Technology & Development centres) and Culture (endowed with a high quality network of cultural equipments, new publics for cultural and civil society initiatives, as well as a strong Cultural tradition).

Porto's Municipality is a Local Government organisation whose mission is to define the main political strategies relating the city's urbanism and socio-cultural organisation and management, ensuring the regular satisfaction of the population's collective needs through the implementation of a wide range of public services. To accomplish that set of goals, it has been attributed to each of the several Municipal Directions a relatively autonomous management authority, enabling them to operate in particular strategic key-domains of public life, such as the Fire Department, Youth and Education, Studies and Planning, Juridical Affairs, Public Roads, Environmental Affairs and Public Services, Culture, Financial and Patrimonial Affairs, Human Resources Management, Police, Information Systems, Tourism, and Urbanism.

CMP's main clients are both external (citizens in general, inhabitants of the city, local and non-local public and private entities as well as the entrepreneurial sector) and internal (human resources allocated to all the various management boards). In 2007, it had 3234 civil servants and its net income was EUR 22.7 million.

Municipalities in Portugal have been facing a set of incremented responsibilities linked to greater technical complexity. Recent years have also brought new and diversified scenarios to these local government entities, largely broadening the matters under their competence and mainly stressing the conception of a public service focused on the quality of the service rendered to the citizen. In this context, the challenges faced by CMP imply a significant performance improvement in current functions and, simultaneously, the creation of organisational conditions for integrating new competences, thus leading to changes in local administration. This vision has led CMP to the definition of one of its strategic goals - the modernisation and agile development of Municipal Administration.

CAF as a First Step

The first phase of the continuous improvement and adherence to new organisational values, based upon an incremental model, was the "CMP at the Mirror" project, which meant the carrying out of self-assessment through CAF in 2004/2005, in all of the services (approx. 3300 employees), followed by the implementation of improvement actions, thus leading CMP to be the first Portuguese Municipality to successfully achieve the European Foundation for Quality Management's first level of excellence – Committed to Excellence.

The implementation of CAF, as a self-assessment tool, aimed at undertaking an institutional diagnosis as preparation for continuous improvement process. In accordance to several holistic views of CAF (Staes, 2007; Staes, Thijs, 2005; Engel, 2002), the main reasons for following the CAF path were related to the organization wanting to identify its main strengths and areas of improvement; to introduce and develop in its staff an acute sensitivity to quality issues; to involve the workers in the management of the organization; to motivate them in accordance to that former goal; to reach valid inputs into ongoing improvement activities; and mainly to underline a first diagnosis as the start of a strategic planning process.

CAF was implemented in the entire organisation from November 2004 to June 2005 and included communication strategies, evidence collection, several questionnaires and the global evaluation of the process. The structure followed a "top-down" approach, led by the political representative for Human Resources (HR), followed by the HR Director. Subsequently, a coordination team composed of five HR members followed by 12 self-assessment teams – one for each Municipal Direction. There were 64 workers directly involved in the implementation of CAF. Senior and middle management were excluded from the teams, although they were also actively involved in the project. Successful aspects included the senior management's commitment to the process, the decision to implement CAF in the entire organisation, the official recognition of the workers involved, their responsibility, commitment and skills, the structure of work meetings and the relevance of electronic communication.

The assessment of the CAF project by all teams involved resulted very positive: 80% of all parties involved regarded this initiative as good or very good. Results also clearly show that this initiative turned out to be a surplus not only for each individual, since it fostered the development of socio-professional competences, but also for the organisation, whereas enabling a comprehensive scanning for the organisation's strengths and improvement areas (which led to more than 70 intervention areas – more or less demanding and extensive – in the aforementioned 12 Municipal Directions).

EFQM 1st Level Excellence as the logical sequence

Compared to a fully developed Total Quality Management model, the CAF is a "light" model, suitable especially to get an initial impression of how the organisation performs (Ochτa, 2004). It is assumed that any organisation that intends to go further will select one of the more detailed models - e.g. Speyer or EFQM models (Graundzol, Gershon, 1997). The CAF has the advantage of being compatible with these models and may therefore be a first step for an organisation wishing to go further with quality management (Goster, Squines, 2003).

As a direct result of CAF, several intervention areas were identified in each Municipal Direction and globally in CMP, thus also meeting the strategic goals and priorities of the Municipality. After weighing several criteria, namely the impact of each improvement action and the conditions for its implementation, three global actions were selected for a transversal and global implementation in the organisation. These actions were subsumed in the application to EFQM's first level of excellence and focused on different core intervention areas. The improvement actions, implemented according to EFQM's RADAR methodology, were the following:

      1. Defining the vision, mission and strategic goals for each Municipal Direction;
      2. Conceiving and implementing a customer opinion and satisfaction survey;
      3. Creating and implementing know-how retaining mechanisms.

The evaluation of the process for the implementation of improvement actions also revealed considerably high levels of satisfaction.

What CMP sought to achieve through this first approach to Total Quality Management was the basis of Excellence in Public Administration sustaining individuals' development, the definition of an involving strategy, the rationalisation and simplification of processes and all that adds value to services and, consequently,

to customers. It should be remarked that a culture of continuous improvement, through the permanent search for excellence and the introduction of innovative practice, has emerged from this process and from the involvement of the entire organisation it has activated. Successfully recognized in January of 2007, the participation of CMP in the EFQM was widely facilitated by the backtracking to the CAF experience, mainly by taking advantage of the working dynamics and attitudinal dispositions generated by the process.

Customer / Employee Satisfaction Surveys: Knowledge by Measurement

One of the main contributions CAF brought to the process of continuous improvement in CMP derives from its focus on a culture of intervention based on knowledge and the imperative of basing that knowledge on solid measurement methods, tools and procedures – reflecting; thus, a wide emphasis, prevalent in all of Europe, on both performance measurement and a clear intention to make local governments more customer-focused and responsive to their citizens, as well more proactive in terms of HR management and development (Osborne, Gaebler, 1992; Kettl, 2000). Having constituted a first approach to extensive data collection concerning both external and internal satisfaction (customers and employees), CAF has set a new agenda for CMP in this domain – from that starting point on, the organization has begun regularly surveying its customers as well as its employees in an effort to rigorously assess their (changing) needs and gauge their satisfaction with the quality of the services provided. Every year, since 2006, CMP administers these surveys, including this procedure in the management cycle and ensuring that the information collected is integrated in the internal evaluation system, the annual strategic planning for every unit along with its periodical review.

Backtracking to the CAF experience, we find that even the methodological, technical and sampling adjustments that have been deployed over these last 3 years can be perceived as a valuable learning process and as an opportunity to develop a renewed interest in continuous monitoring of service quality.

Integrated Performance Evaluation System in Public Administration (SIADAP):

CAF as a proactive tool of integrating external systemic change

SIADAP, or Integrated Performance Evaluation System, became legally mandatory for Local Administration, in 2006, and it represents a wide legislative change that sets its roots in the "New Public Management" paradigm: public service responsibility and accountability, good governance, emphasis on results, the systemic and integrated evaluation of both organizations and individuals, differentiation based on merit and excellence, etc. SIADAP clearly sets its goals on the articulation of the evaluation processes with a sustained HR development program (involving job training programs), the promotion of effective communication between distinct organizational hierarchies and levels, the oriented mobilization of the employees in accordance to the mission assumed by the organization; the rigour and transparency of assessment methodologies and criteria; the recognition of collective and individual merit and excellence as a strategic element of maintaining high performance levels.

Backtracking to the results of CAF, it was plainly evident that most of the units in CMP lacked a clear definition of their Mission, Vision and Strategic Goals; the overcoming of this presented itself as a fundamental step to, in the one hand, make sure that all the services developed an acute notion of how they could henceforth subsidize the global definition of CMP's mission and, on the other, to make sure that all the employees had a clear idea of what their role in a particular unit consisted of and how they could contribute to the continuous improvement of the services rendered. It's fair to say that the CAF process set the basis for a vital alignment of the global strategic goals of the Political level with the strategic and operational goals of the several units (and sub-units, in a movement that harmonically descended all the way to the definition of individual goals set for employees in all levels of the organization). CAF gave, in that way, a prominent contribution to the sustainable resolution of what Kotter refers to as one the fundamental contradictions between the collective and the individual dimensions of any organization: the hermeneutical disparity of goals and objectives (Kotter, 1992). It has also been a landmark, due to its holistic scope, in the process of tuning CMP with the concept of MBO – Management by Objectives (Drucker, 1955) - fully embedded on the main intervention areas stressed by the results of the customer needs surveys conducted. In a word, it has contributed to the full deployment of Strategy as a mediating force between the organization and its surrounding environment (Mintzberg; 1991), proactively contributing to the effectiveness of CMP's adaptation

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and maximization of the benefits brought on by external change – in this case, legislative.

ISO 9001:2000 certifications: CAF as a the kick-off to process management

It's relatively consensual to state that the principle behind all the management tools introduced in European Local Administrations - e.g. Balanced Scorecard, ISO 9001:2000, the model of Business Excellence - is that the results of activities are measured and followed by adjustments (Vestmann; 2006). The management system is monitored, developed, and improved with the help of management reviews, the system of non-compliances, internal and external quality audits and subsequent improvement efforts, and improvements based on the findings of personnel and customer surveys. In CMP, the interiorization of these concerns started with CAF, which led to the introduction in everyday management procedures of a renewed and more integrated perspective on the seminal importance of constant and rigorous monitoring of means and results. The CAF experience has also enabled CMP employees with new competences in the areas inter-departmental communication and information flows, auditing methodologies, evidence collection and documental management.

Before the first implementation of CAF only two units in CMP were certified by ISO 9001:2000; since then, 9 other units (from HR services to the Studies and Planning sector and Municipal Archives) have successfully acquired its certification.

Best-Practice Awards and Nominations: the notorious side of Quality

Standing out as probably the most notorious – to the wide public – aspect of engaging on a TQM organizational commitment, the nominations and achievements in Best Practice Awards constitute nothing more than the "tip of the iceberg" of a necessarily more extensive and day to day labour oriented by the principle of continuous improvement. The main reason why it's relevant to link this aspect to the more structured implementation of CAF and TQM processes is that these are, in themselves, examples of Good Practices. In the last decades, Portuguese Public Administration has been severely penalized in the eyes of both the public and the media. In a broader context of growingly unfavourable perceptions, the fact that external, independent and idoneous institutions – both from the public and the private sector – recognize the merit and excellence of the work developed by several units of CMP constitutes a relevant tonic for the rising of the self-appreciation, self-esteem and motivation levels of the organization's employees (of all ranks). Relating to this aspect, CMP has gathered several citations for public and private awards (the One Stop Shop, the Internal Mobility of Employees project, CAF and EFQM, the Eco-line project, the Alcohol Regulation, etc.), echoing a basic (self) recognition of not only what remains to be corrected and improved but also of what is already and currently performed with excellence. And, once again, the CAF experience has played a key role in the creation of this frankly favourable attitudinal disposition.

Conclusion: CAF as a Tool for Organizational Culture Change

The implementation of CAF can only be perceived as a mere first step towards a TQM commitment by CMP if we look at it superficially: what it has more deeply provoked is a quite significant organizational culture change (OCG). Following the main guidelines of OCG (Cummings, Worley, 2005; Kotter, 1995), it's clear that CAF has:

a) main-framed a whole ensemble of measures and interventions relating the formulation of a clear strategic vision for CMP;

b) activated a solid display of top-management commitment;

c) modelled change at all levels of the Municipality (including its highest);

d) contributed decisively to the modification of CMP in order to support and encourage real and sustained ways of thinking and acting;

e) made significant contributions to new ways of organizational socialization (defining competences, profiles, skills and attitudes relevant to all functional dimensions of CMP);

f) operated in strict observance of the ethical development and legal sensitivity principles required to build good governance and public accountability.

The main reason why this process has turned out this way consists in a very simple logic: it was based not on an external imposition, but instead on a very serious commitment to bring out and underline the quality

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factor that already existed in the organization, articulating it with the best possible news ways of thinking, analysing, planning, acting and assessing.

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MILTIADIS KAVRAKOS
Dr. Mechanical Engineer, Director of the Municipal Enterprise for the Development of Voula

«Intermunicipal Implementation of CAF – A tool for the operation of an innovative local government»

SUMMARY
An innovative Local Government offering qualitative services to citizens is what we are still trying to achieve. This paper deals with the introduction of new procedures in the Greek Local Government with new methods of service provision to citizens. The following stakeholders will be involved in the planning of the proposed procedures and in the evaluation of the municipal services provided to citizens:

  • Elective citizens
  • Citizens/constituents
  • Employees
  • Organisations of citizens or constituents
  • Private organizations, academic institutions, and other entities

The paper will focus on a comparative analysis of improvement projects carried out in the Municipalities of Argyroupoli, Voula, Nea Penteli and Peristeri and the main conclusions drawn from the comparative analysis of the Common Assessment Framework (CAF) implementation in the forenamed municipalities.

I. INTRODUCTION

Law 3230 / 2004 [1] establishes the "Target-oriented Administration" standard, and praises the effective efforts and initiatives of Public Administration and Local Government entities to provide qualitative services to citizens.

Improvement incentives are established for Public Administration entities, including local government. One criterion is the successful implementation of the Common Assessment Framework (CAF) through the evaluation procedure of employees and the citizens' active participation in the planning and improvement of public services.

An association between targets set and support methods and strategies, as well as the identification of practices entailing weaknesses and performance shortcomings is sought.

II. THEORETICAL FRAMEWORK

The term Innovation comes from the Latin term innovare - which means "do something new". Innovation may refer to the procedure or transformation of an idea into a marketable good or a service, a new organization form of the enterprise, a new or improved operative production method, a new way of product presentation (design, marketing) or even a new service provision method [2].

The "Target-Oriented Administration" concerns the achievement of specific and predefined quantitative and qualitative results. The improvement of the effectiveness of Public Administration, the upgrade of services and the better and quicker service of citizens require the processing of new service provision methods. Said methods should set specifications, strict operation standards and measurable productivity and effectiveness objectives.

Local government must be judged and graded based on whether it meets the citizens' requirements, while incentives will be foreseen to improve its performance. For the Greek Public Administration and Local Government this new approach is innovative.

Another very important element of the theoretical approach of the local government new service provision methods is e-government, which aims at using information and communication technologies to enhance quality and accessibility of public services.

The European Commission with the i2010 Action Plan on e-government [3] & [4] sets the following priorities:
1. Access for all
2. Increase the effectiveness of public services – decrease administrative burden
3. Electronic assignment of public contracts
4. Application of electronic identification systems and key-tools such as:
   - interoperative e-ID management systems for access to public services
   - electronic authentication of documents
   - electronic filing
5. Increased participation in the decision-taking democratic procedure

III. THE LOCAL GOVERNMENT THAT INNOVATES AND OFFERS QUALITATIVE SERVICES TO CITIZENS – AN OBJECTIVE

Reference is made to the introduction of new procedures in the Greek local government with new service provision methods for citizens. The basic conclusions drawn from all the work done by the self-evaluation groups of the Municipalities of Argyroupoli, Voula, Nea Penteli and Peristeri point to the necessity to record the citizens' needs, complaints, ideas and proposals, but also those of all stakeholders through research projects and an evaluation mechanism of the development of the services provided throughout the Municipality.

This evaluation will be a component of the qualitative control system, with emphasis on the management of resources, using indicators.

The aim is an integrated system documenting the cost and quality of the services provided by the Municipality, the profitable performance of the budget and the results of all administrative improvements and introduction of innovations.

The following stakeholders will be involved in the planning of procedures and the evaluation of services:
- Elective citizens
- Citizens/constituents
- Employees
- Organisations of citizens or constituents
- Private organizations, academic institutions, and other entities

According to the important conclusions of the 4th European Quality Conference held in Tampere, Finland [5]
- "Stakeholders* must be involved in the initial stages [of planning of public policies and projects] – planning should not be performed by an elite and later simply delivered to the remaining citizens"
- "Broadening our viewpoints by taking into consideration the users' opinions on services is now necessary to measure quality"
- "Reforms take a lot of time. Therefore, it is often difficult for them to adapt to the political short terms".

IV.   COMPARATIVE PRESENTATION OF IMPROVEMENT PROJECTS IN THE MUNICIPALITIES OF ARGYROUPOLI, VOULA, NEA PENTELI AND PERISTERI

Improvement projects resulting from the Common Assessment Framework application are presented in detail below in regard to each CAF criterion for all 4 Municipalities.

CRITERION 1- LEADERSHIP
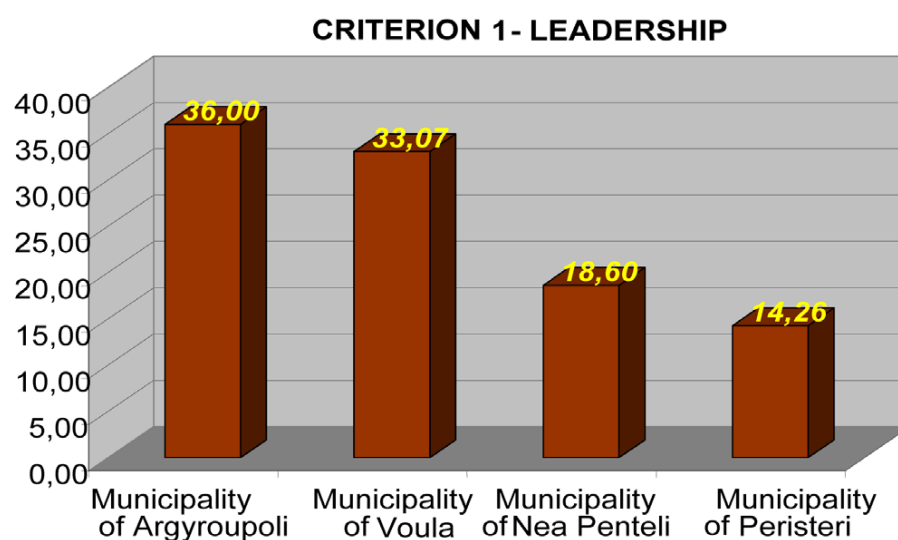
Graph 1

Improvement Project
• Recording of strategic planning procedures and commitment (decision of the Municipal Council) to the participation procedure of those involved in running the entity.

CRITERION 2- STRATEGY & PLANNING
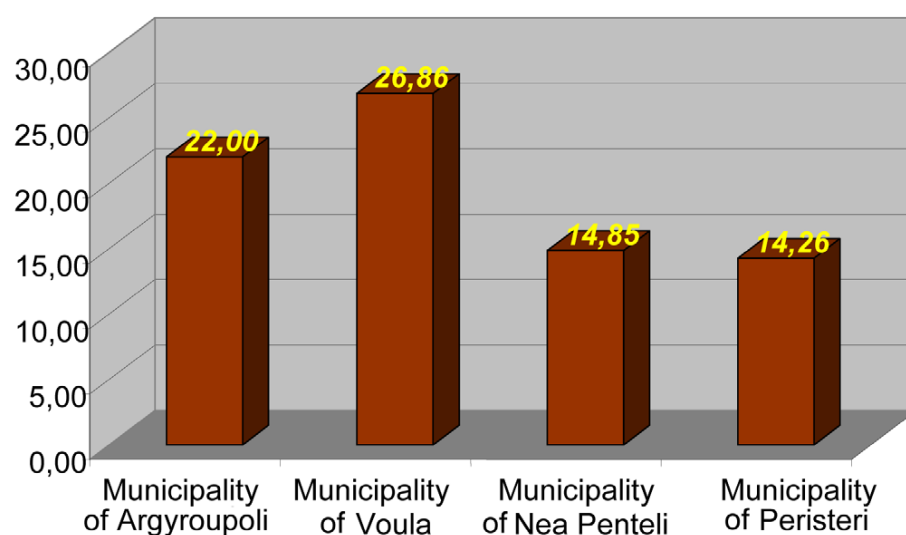
Graph 2

Improvement Projects
• Employing Special Scientific Staff for the permanent application of Total Quality Management and the systemic Strengths and Weaknesses (SWOT) Analysis
• Systematic evaluation of employees

CRITERION 3 – HUMAN RESOURCES
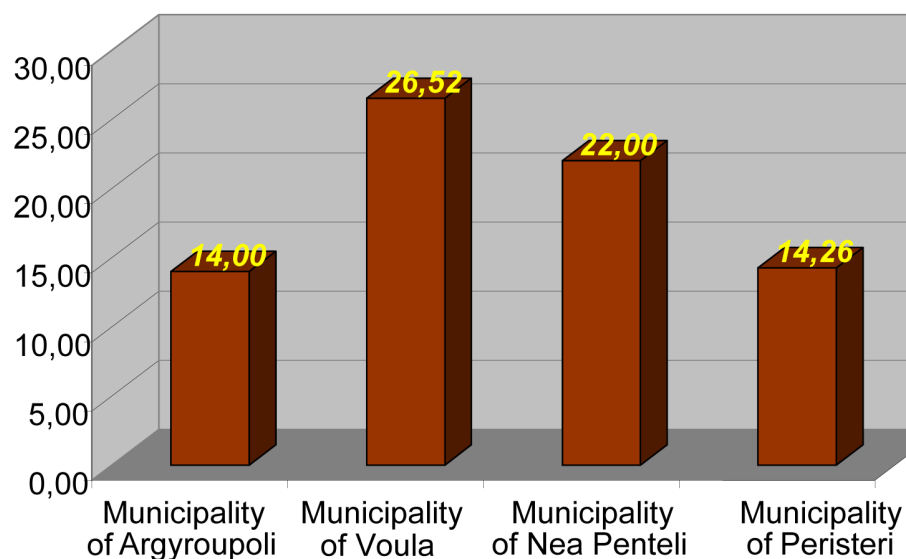
Graph 3

Improvement Projects
• Continuous education and training.
• Encouragement of employees to use new technologies
• Common definitions of targets of directors/chiefs - subordinates
• Development of internal channels so that employees can be correctly informed in due time.

CRITERION - 4 – PARTNERSHIPS & RESOURCES
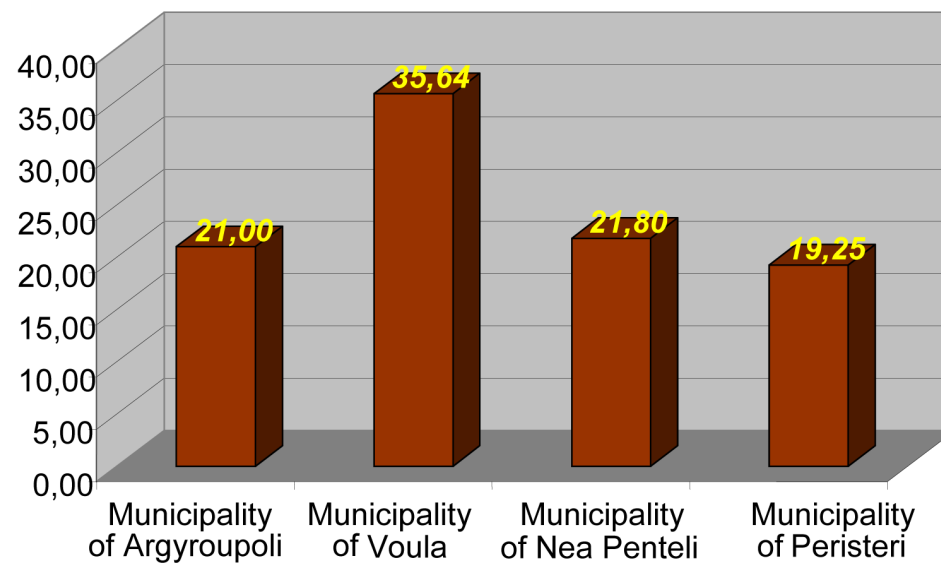
Graph 4

Improvement projects

• Setting up an Independent IT Division and recruiting qualified labour force
• e-consultation

CRITERION 5-PROCEDURES
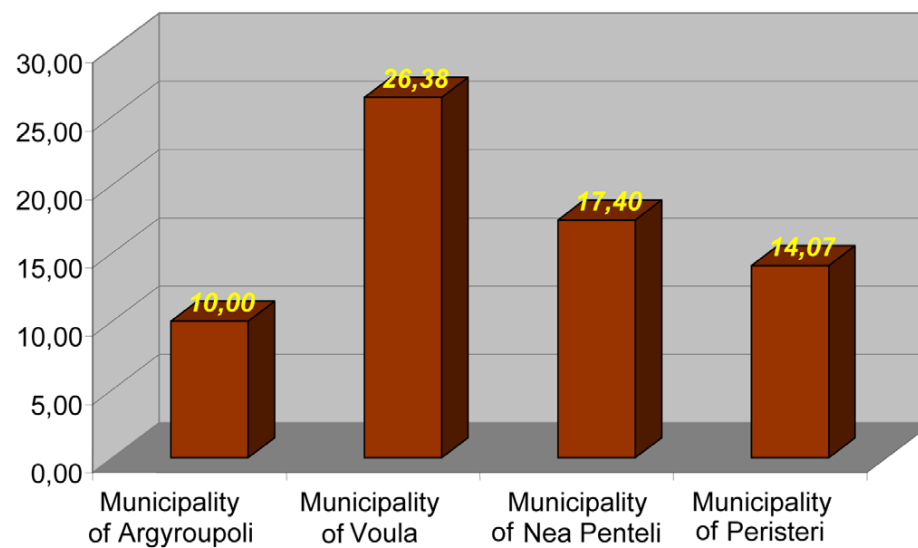
Graph 5

Improvement Projects
• Application of Business Process Reengineering – BPR.
• Organisation of one-stop services.

CRITERION 6-CITIZEN-ORIENTED RESULTS
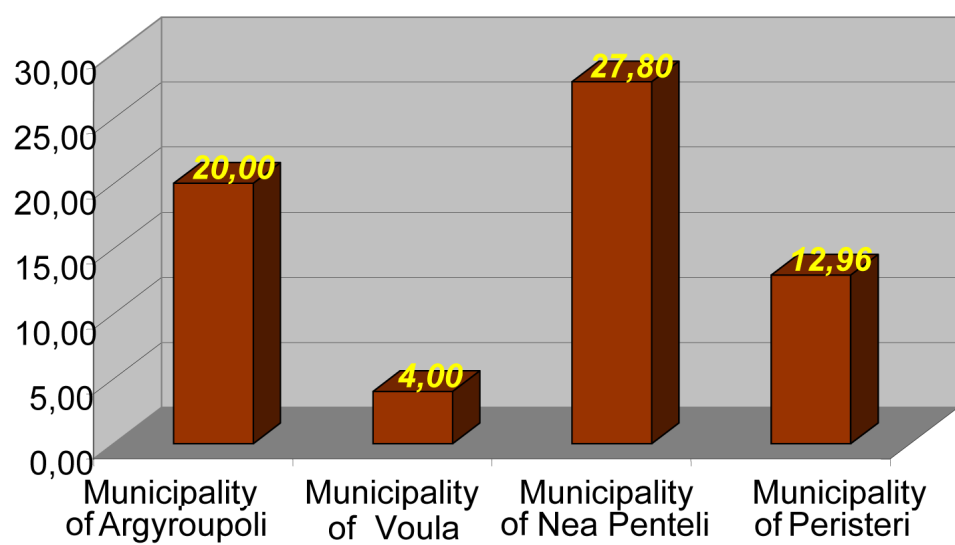
Graph 6

Improvement Projects
- Establishing Results Measurement Indicators according to CAF
- Electronic services.
- Systematic implementation of citizens-related research projects.

CRITERION 7- RESULTS FOR HUMAN RESOURCES
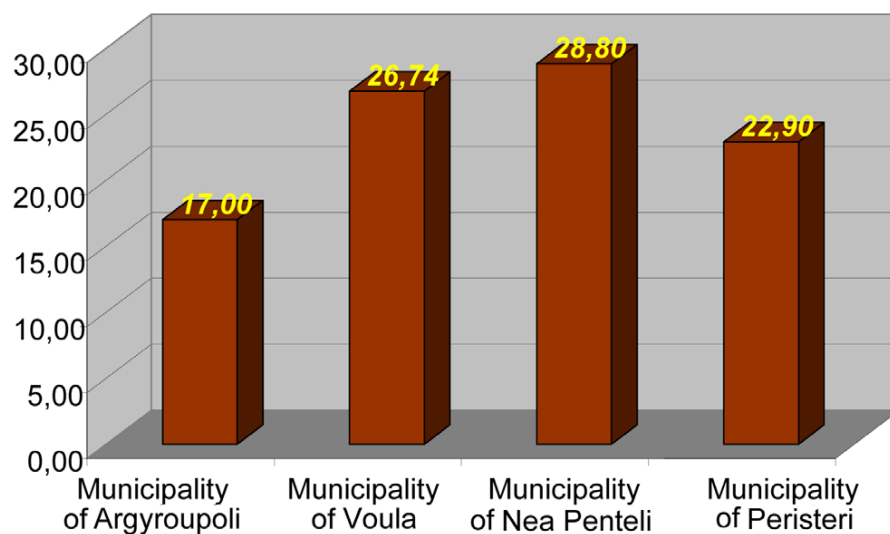
Graph 7

Improvement Projects
- Establishing Measurement Indicators according to CAF
- Reward system of employees at personal and team level

CRITERION 8- RESULTS FOR SOCIETY
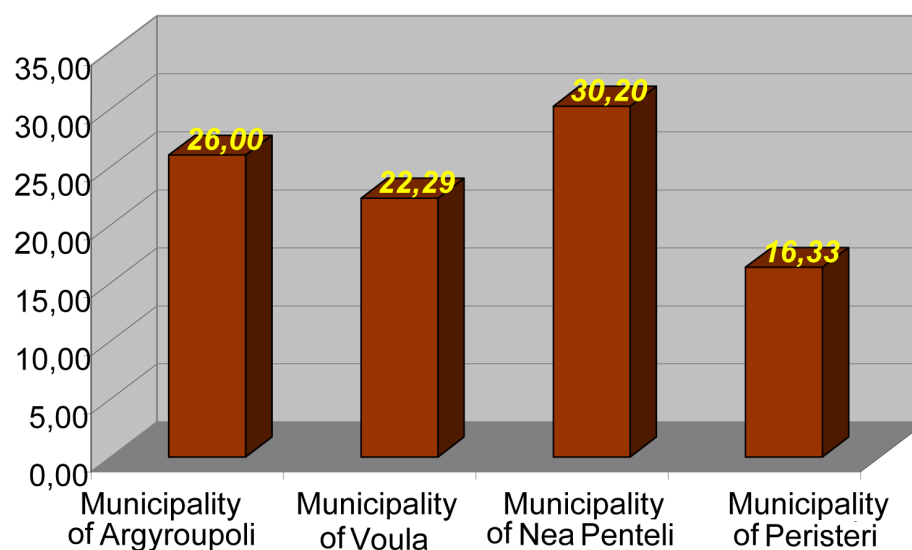
Graph 8

Improvement Projects
• Measurement system with comparable performance indicators - data
• Quality Office – CAF office belonging to the Municipality's organisational chart

CRITERION 9- MAIN RESULTS
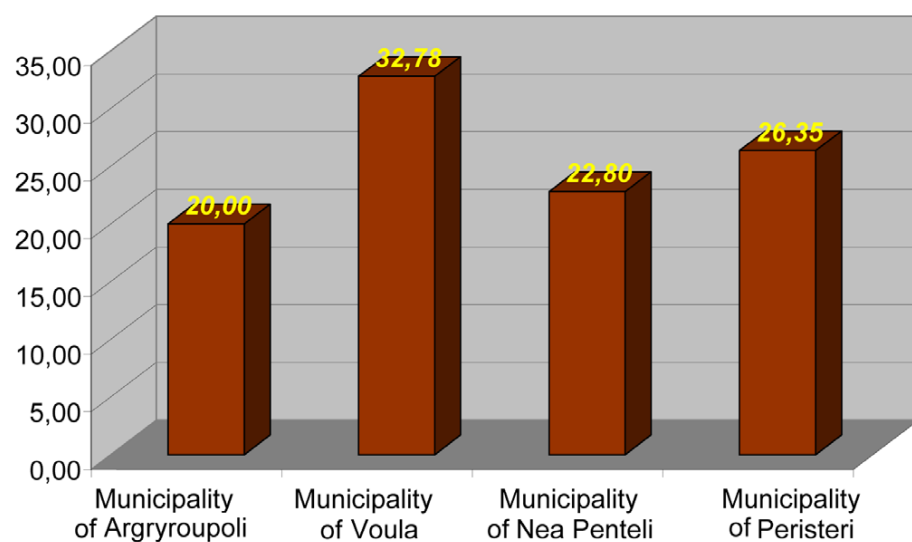
Graph 9

Improvement projects
• Full adoption of Information Technologies.
• Development and certification of quality standards
• Wider and more systematic use of new technologies in all services.

V. CONCLUSIONS

The main conclusions drawn from the comparative analysis of the CAF implementation in the 4 Municipalities apply to the current situation of local government in general, which is characterized by the following

1. Lack of targeted orientation, measurement of results and evaluation of economic factors and quality of services provided to citizens

2. Lack of a substantive evaluation of the employees' performance based on the work produced.

Most of the improvement proposals by the Local Government Organisations that participated in the programme in regard to a specific criterion contribute to the promotion of solutions related to

1. The enforcement of education and training of human resources

2. The establishment of "one stop services". To a great extent this proposal is based on the success of Citizen's Service Centres (KEP)

3. The adoption of electronic government systems. The positive experience of the "Syzefxis" network and the need to promote a global plan for process reengineering and automatisation of critical transactions between citizens/ enterprises and the Local Government must be stessed.

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6. Websites
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(b)   http://www.gspa.gr/
(c)   http://www.efqm.org/
(d)   http://www.argyroupoli.gr/
(e)   http://www.dimosvoulas.gr
(f)   http://www.peristeri.gr/

ELISA MARJATTA VUORINEN
Senior Project Manager, City of Turku, Finland

«Operational and Economic Management Scheme (TOTI)»

1.Introduction

By a decision made on 27 January 2003 § 17, the Mayor has appointed a Management Group and Secretariat for the City's Operational and Economic Management Development Scheme. The intention of this decision is to improve the quality of City management (transparency and speed of reaction) by developing data systems so that they correspond to the future challenges faced by the City. In practice, the scheme is

limited to the management of support systems – financial, personnel and logistic functions. The point of departure was to resolve the challenges posed by operational and financial management by competing and commissioning an extensive operational management system, i.e. the ERP System ((Enterprise Resources Planning).

This preliminary point of departure has been revised and specified in more detail since the overall picture of operational and financial management and the City's own situation has been better perceived and understood. Over time, the content and focal points of the Operational and Economic Management Development Scheme (later TOTI) have changed and become more specific. As preparations progressed, an understanding has been confirmed that the project should be viewed on various operational levels as an entirety with respect to support systems assisting management processes and management; of these, systems solutions form only one, although an important element. Data storage solutions are required for this purpose, into which the basic systems for municipal support and service processes will be integrated. The basic systems for the operations of the administrative branch and municipal enterprises have to a great extent been built to meet the requirements of these operations, and there is no real interaction among them. Similarly, the refinement of the information they contain to support management and decision-making has been rather minimal.

Nevertheless, for extensive data systems solutions to be successful and effective, some sort of consolidation of functional modes and models, i.e. processes, is always required in addition to definition of the functional requirements and objectives, before the actual acquisition of systems. Progress must therefore be in stages, from the current situation to operational and technical needs for change and development and setting of objectives for the future, which will serve as a basis for the selection, implementation and commissioning of systems solutions. The point of departure and goal for the project plan is to make this process possible.

Elected officials and City management need long-range and consistent information for future planning. The diversity of the City's service structure and information systems require the creation of new tools for the understanding and management at City level of the entire strategic and operative system. At the same time, tools are required for the operations of administrative units and municipal enterprises, as well as for the management of processes, for monitoring and reporting and for supporting development. On this basis, City Office officials have been working on the TOTI scheme since the latter part of 2005.

This project plan provides a preliminary, general picture of the project background, objectives, stages and resource needs for the coming years. The project manager to be appointed for the scheme will compile a more specific working version of the project plan following the launching of the project.

Peer development between cities has clearly shown that there is an extensive need for operational and financial management and development of process management, as well as further refinement of existing information. The integration of operational information into financial information, the automation of cross-administrative functions and reporting, are clearly visible common needs for all actors, and development work is already widely in progress or being initiated in a number of cities.

2. Objectives
2.1 Key objectives and benefits
Principal objective and target group:
T implement technical resources supporting strategic and operative management and information management for the senior management and elected officials of the City concern, as well as for all management levels of the sectors and administrative units, and if necessary also for every management level of the bodies belonging to the City.

Result:

The concrete result is the creation of an operative and financial data management tool (the "Management Portal", based on the supporting DataWarehouse), which is defined by the management itself and supports management. The purpose of this portal, whose specifications are defined by the various official levels of the City, is to provide a tool for day-to-day management, data consolidation and analysis as well as for reporting. The portal will also be used to achieve better and more real-time readiness to respond to questions and requests issued by staff, city residents and decision-makers. Understanding and control of the whole system will also facilitate comparisons with other actors in municipalities and stakeholder groups.

Long-term benefits:

- simplification of the various stages of strategic and operative annual planning in electronic form (e.g. planning, monitoring, reporting)
- automatic production of various reports and statistics
- collection, consolidation, presentation and reporting of financial, personnel and sector-specific operative information electronically in a common system, which will also facilitate
flexible utilisation of historical data
- creation of the information system and operative platform required by and supporting contractual control and process management
- management of the City concern requires the automatic display of external information / linking it with the decision, while also exporting the necessary statistics in a specified format to external data archives
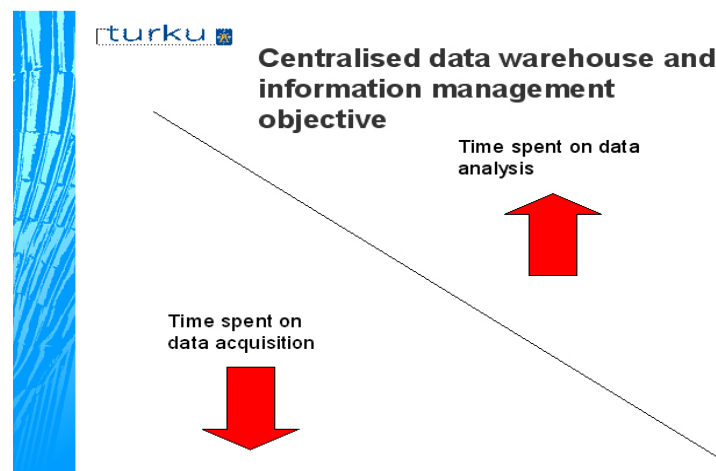
Means:
Implementation of the DataWarehouse and a Management Portal for the presentation of the information contained in the data warehouse. Current and possibly lacking management-supportive information management solutions will also be assessed. The modelling of the information and reporting required to assist strategic and operative management and monitoring will be implemented by piloting and verifying the solutions reached. What is most important for the future is that the portal will hold updated, consistent and correct information both on the principle city support services, and on the operative data systems of the administrative units and municipal enterprises. From the perspective of the City's common operative models, this will support definition of the target processes, clear procedural instructions and common operational concepts in the future, as well as uniform use of information systems.
Consequently, the scheme should be felt to be closely related and linked to the entity comprised of City management and development in the following ways:

1. Definition of management information needs
In order for the objectives and benefits to be realised, there is a need to assess the functions relating to City management and management-supportive information, and also to model and develop reporting. The operative and data models of the DataWarehouse and portal, and their information contents and view modes will be defined by user group. The TOTI project also involves assessing and developing the current state of central common management-supportive operational processes currently under development. If operations and technical solutions are not jointly implemented in a coordinated manner, there is a risk that the operative and financial management perspective will continue to be lacking completely, while at worst the overall picture will become even more fragmented and the City's technical solutions will become increasingly separate. Operations currently to be developed in the City include, e.g.:
- strategic planning and monitoring
- financial administration (e.g. objectives set by financial planning and financial service centre)
- personnel administration (e.g. recruitment, competence management, substitute management)
- development of procurement and logistics functions
- process administration and management

2. Implementation of management-supportive information system solutions
The DataWarehouse and portal is connected according to defined needs to the City's internal, existing information systems, which may include, for example, data systems that serve principal City support processes (e.g. financial administration, personnel administration and salary calculation) and the operative information systems of administrative units and municipal enterprises (e.g. health care functions, nutritional care and student administration system). At later stages, and where possible, the portal may be linked with external information resources, for instance, national statistics databases (e.g. the Association of Finnish Local and Regional Authorities, Statistics Finland) and Tax Administration, as well as possibly other databases (e.g. regional databases of municipalities).
The City's centre of Information Management coordinates the central updating, replacement and/or development requirements for the operative and financial management of the City. With respect to the TOTI scheme, it is vitally important that the comprehensive cover, commensurability of content and quality of various information systems is assured, in order to ensure that information in different databases can be controlled to produce a solution that supports operations and financial reporting. management-supportive information systems include, e.g.:
- Strategic planning and monitoring systems
- Financial systems
- Procurement systems
- Personnel administration systems
- Contract registers
- Process management systems

• Various systems used for cost and function accounting, and for maintaining price lists and product registers
• Various control and monitoring systems for operative functions

2.2 Defining management information needs

The target group for the scheme will be the elected officials of the City of Turku, as well as the management of central administration, administrative units and if necessary subsidiary bodies. The scheme will be used to further refine information required for management so that it meets the needs of management. In practice, this means that the information in the numerous different information systems should be at the disposal of all levels of management for operative and financial planning, monitoring, reporting, analysis and comparison. It should be possible to utilise the information both within the City and also regionally and nationally. One of the most important and demanding tasks of part A of the definition stage of the TOTI scheme is to decide what actual information the City management needs in the management portal to support decision-making (strategic, sector and operative level)is .

It is very important in terms of the control and success of the scheme to form an overall picture of the City's management system and to gain an understanding of the future vision of the management system. The definition of the information required for supporting management and decision-making forms the groundwork for the entire scheme, while IT implementation will enable information utilisation and development of management support systems.

Classification of information needs according to Common Assessment Framework (CAF)

Objectives
• Strategies
• Operational targets and their implementation

Resources
• Personnel
• Finances
• Premises
• Technology

Action
• Performance indicators
• Partnerships

Results
• Personnel results
• Customer and citizen results
• Social results

2.3 The role and significance of the DataWarehouse solution

The DataWarehouse is required as an instrument for the utilisation of information. The DataWarehouse means a database, which will collect information from the basic systems of various application areas into a consistent system that facilitates reporting and analysis in support of decision-making. The DataWarehouse will also store historical information. Information received from external sources may also be transferred into the DataWarehouse, and from there the information can be transferred outside the system.

Data warehousing is the right solution when there are a number of systems that contain the information, but there are differences e.g. in the information system technologies, data structures and saving formats, and in data processing rules. Data searching, refinement and consolidation using the DataWarehouse is much more flexible and effective than in situations where separate event handling systems are used. In connection with the implementation of the DataWarehouse solution, a variety of models will be modelled, which will support good planning of the data warehouse and future information management.

The DataWarehouse will be modelled to general standards and based on good practices. In this way, the monitoring and reporting information defined by management can be submitted easily and flexibly from the DataWarehouse to the different levels of City management. The DataWarehouse solution also provides excellent support for ad-hoc reporting and information analysis, as well as facilitating the conversion of data into information. DataWarehouse has a number of analysis instruments, some of which are intended for simple analysis, while some may be used to perform very detailed analysis using statistical methods. A logic check is conducted on all information produced for the DataWarehouse, and it will also be automated. Carrying out this check may, however, often prove to equally laborious as the modelling of management monitoring data and indicators and the construction of reporting models.
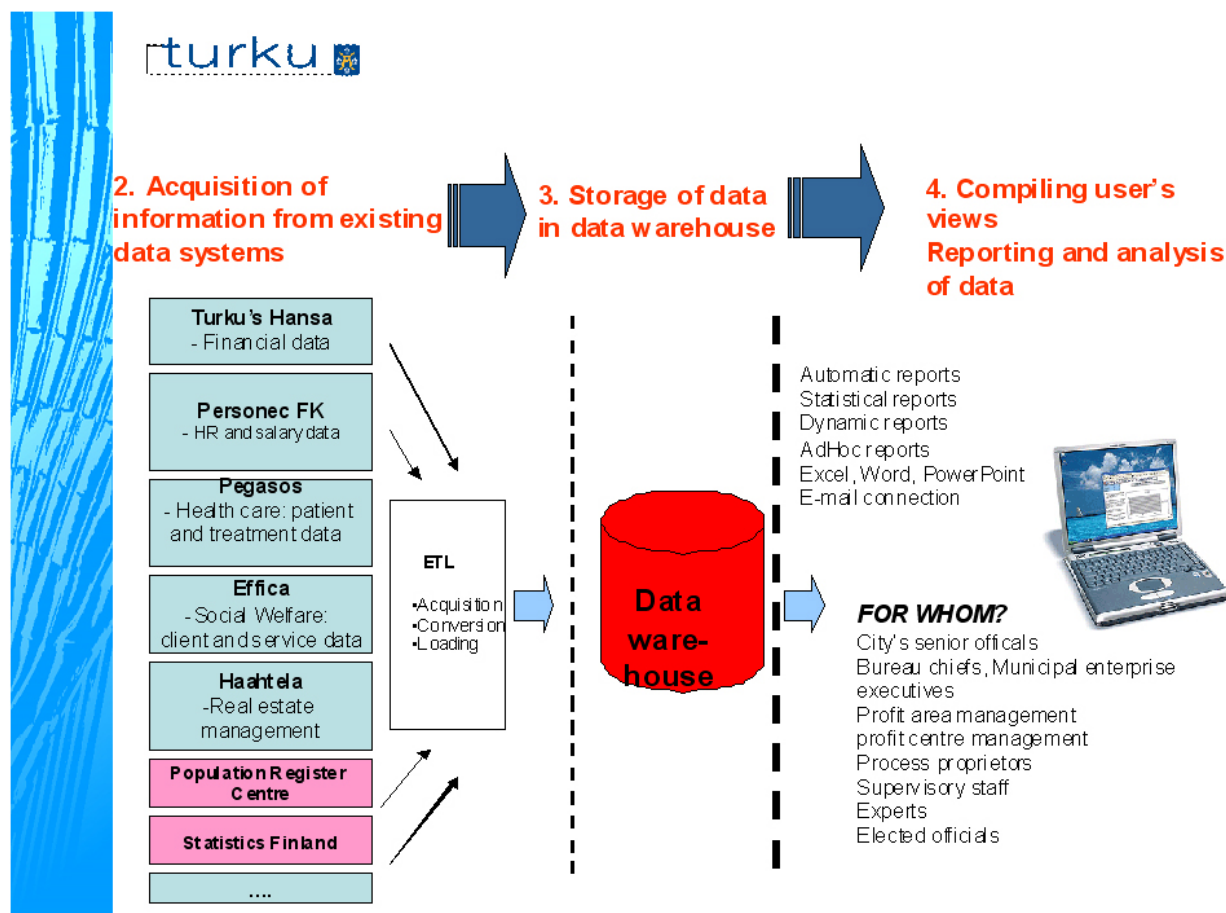
3. Progress of the project and sub-projects
3.1 Sub-projects and their content
In the TOTI scheme, it is proposed that development work be implemented as two functional sub-projects, both of which are closely linked.

A Operational models for management and management needs

B Technical requirements of the DataWarehouse and portal and data interfaces with other information systems

3.1.1 A. Operational models for management and management information needs
In particular:
• Contractual control in accordance with the service strategy and support for process management , and in this way, e.g. ensuring the real-time nature of the data, uniform quality and correctness of the data fed into the DataWarehouse and management portal.

• The modelling of information required by the various levels of management (to be implemented for example, through target group specific workshops):

- management-related operational models and indicators will be defined and developed (current / future models)

- the management-supportive information required by the operational models will be defined

- the operational and financial reporting models required by management will be designed and piloted, e.g. content, periods, format

- functions for increasing and supporting electronic working and documentation will be designed and developed

• It will be ensured that the existing (and future) management-supportive information in central information systems is sufficiently reliable and comprehensive

• The central information systems and/or information system changes that are lacking will be charted, and the necessary proposals for further action based on needs will be made (ensuring the transfer of lacking management-supportive information into the DataWarehouse and management portal).

• Modelling and piloting of functionality and content of the DataWarehouse solution needed for supporting management

• Modelling and piloting of functionality and content of management portal

3.1.2 B. Technical requirements of the DataWarehouse and portal and data interfaces with other information systems

In particular:

• City DataWarehouse and portal architecture, and IT requirements, e.g.

- arranging competive bidding for IT solutions and procurements, contracts

- Planning and support for piloting and commissioning of DataWarehouse and portal

- Charting of operative information systems containing the information requirements of City management, and any development requirements for these (correctness of information and interfaces, and mutual compatibility), charting of data coding.

- planning maintenance and support of future City-level DataWarehouse solution and portal

4. Potential for boosting efficiency of operations

The following basic scenarios function as the foundation for the scheme for developing the City's operative and financial management solutions:

A. If the creation of various different operative and financial management solutions within the City's administration are permitted

• Common objectives, ground rules, principles, instructions and rules for the development of operations and information technology are lacking

• The development needs for operations and information systems are not controlled in a corporate manner

The consequences include, e.g.:

- A variety of operation development projects that differ and are separated from one another in respect of objective and point of departure, will be launched in the administrative units, even though the problems in the background are common, and common solutions may be possible

- This will result in a variety of different, non-commensurable system solutions created for administrative units and various functions, that cannot be integrated into one another, and therefore cannot be utilised on a wider scale on the City level – in this way, no transparency will be achieved for operations throughout the City level, but only within each unit

- The separate system architecture will be further extended, which will be reflected in procurement, maintenance, use and personnel expenses cost increases tied up with the information systems

- City-level information collection and analysis for monitoring, forecasting and planning is based on the personnel's work This is on a case-by-case basis, slow and ineffective because consolidated data resources are lacking, and the amount of personnel input can still not be significantly reduced in the future

- Seen in relation to the University of Applied Sciences' 4T portal solution, the investment expenses are estimated at approx. EUR 8-13 million in about 5 years over the whole City level and the operating costs will be at least EUR 3-4 million annually
- The City of Turku's very decentralised separate system architecture already costs more than the architecture and solutions used by the reference cities Tampere, Espoo and Vantaa, which are one degree more centralised, i.e. we get less for the same money

B. If common operative and financial management solutions are implemented for the City (proposed TOTI scheme)

• Common goals, ground rules , principles, instructions and rules for the development of operations and IT solutions will be created

• Common operating models, processes and systems for the implementation of control and monitoring will be created

Consequences include, e.g.:

- Common processes and solutions for common problems will be defined and implemented
- Common and homogeneous, extensively utilisable, integrated system solutions will be created, which will ensure transparency on different levels of operations may be assured
- The expansion of separate system architecture and the related cost increases will be prevented
- By utilising common tools, information resources and automation, there will be a shift from personnel-intensive, case-based information collection to information analysis
- Personnel input can be released in stages e.g. through retirement
- Investment costs will be approx. EUR 3-5 million in around 5 years covering the whole City, operating costs approx. EUR 0.5-1 million on an annual level
- The greatest potential for benefit lies in preventing new costs and increases in the above-mentioned costs

At the moment, an average of 1 person work year / administrative unit and 3-4 person work years in the City Office's financial centre is spent on the production of financial administration reports and compiling the budget using the current operating models.   Correspondingly, approximately 8-10 person work years are required for personnel administration reporting in the whole organisation. By making these functions more effective, a rationalisation potential of around 35 person work years, or approx. EUR 1 million, can be achieved. Nowadays this input is focused, due to the current information system and lack of common practices, to around 90 per cent on compilation tasks, when it should be spent on information analysis. By avoiding the creation of separate operative and financial management system solutions, and by implementing common solutions, the benefit potential is at least EUR 10-15 million within the next five years.

5. Division into stages and piloting

The project will be implemented by sub-projects in such a way that there will be a strong link between sub-projects and the decisions of the sub-projects will support one another. The division into stages and piloting will require strong management of thematic entities and project management. It should be possible for the stages and schedules of the sub-projects to run at different times once the charting work and decisions have been completed. This will ensure flexible and even rapid progress of the scheme and its sub-objectives. It should be ensured that the best practices and ways of working evolving during the scheme are implemented in practice throughout the City, and that the management is committed on all levels to their dissemination and introduction.

The testing and commissioning stages will be piloted, following which planned and scheduled City-wide introduction will be realised. Piloting will be used e.g. to ensure the effectiveness of any new operating concept and/or the usability of the new information system. This will provide greater clarity on any further development needs relating to operational or information systems. The piloting process will reveal needs for personnel resourcing, improving competence and communications, and training. Piloting will also en-

able the tested sections to be more widely utilised in the City (according to prioritised needs, and according to a separately agreed method and schedule). The following bodies have expressed willingness and need for piloting:

Social & Health Care Office (SOTE). The common management processes for these two administrative units, and the consolidation of information supporting these, should be closely linked with the service process unification and development, and also with the information systems supporting these and management information needs. In co–operation with the piloting body, e.g. strategic service contract and service provision contract management will be planned and implemented, as well as the support of process management through central processes, right through to the operative service providers.

Water Works. The support systems and information needs of the municipal enterprise will be planned and implemented in co-operation with the piloting body.

Construction site production process, the information needs of the central process and cross-administrative sub-process management would be planned in co-operation with actors involved in the construction site production process. The process-based management support systems and information needs will be planned and implemented in co-operation with the piloting body.

All of these can not be implemented simultaneously in the same scope, rather the targets and needs should be prioritised and progress specified in accordance with the priority decisions made.

6.Organisation
6.1 Personnel and outsourced services for the scheme
Since the scheme has a very extensive content and concerns the entire City organisation, and is of long duration, it should have a fixed-term project organisation. The scheme will appoint a full-time Senior Project Manager and Secretary, as well as 2-3 Project Managers for implementing the tasks of sub-projects A and B, the number of personnel at the scheme's initial stage being four or five (4-5) persons.

The main principle for personnel resourcing is that the Senior Project Manager and Secretary, as well as the Project Managers will be hired using the project funds as fixed-term appointments and from the current City personnel. During the preparatory and implementation stage of the scheme, the handling of tasks by persons appointed from the administrative units (e.g. work groups) will be arranged in such a way that no vacancies arising are filled permanently, unless otherwise considered necessary. The goal is to ensure that the City's internal special competence will be widely utilised in the different sub-projects, and that the scheme ensures that the competence of the City's own employees is improved and maintained in the future.

It is especially important to understand the scheme as being a strategic project. Consideration should be given to the scope and objectives of the scheme, as well as the commitment and committing of management and participation in the scheme, which is vital for its success. Without these considerations, the scheme will not have the prerequisites for success.

Other important factors as regards the success of the project are the participation and possibilities for influence of sector management groups / municipal enterprises and the participation of personnel in the various stages and work groups of the scheme.

External special expertise and support will be acquired if necessary and justified. The expertise relating to the overall management of the scheme may, and should be acquired, e.g. for change management, quality and risk management, definition of target processes and expert IT services.

The scheme implementer and administrator is the City of Turku.

6.2 Steering committee

For project monitoring, control and approval of principles concerning the entire City a steering committee appointed by the Mayor is required. As the scheme is being used partly to develop the City's management systems and methods, and the IT solutions supporting them, the project will require unreserved senior management support and strong commitment to the project. The Project Manager will operate as the steering committee secretary and presenting official.

6.3 Management group

The steering group of the scheme will appoint a management group, with the Project Manager acting as chairperson. The task of the management group is to support the Project Manager, who is responsible for the overall management of the scheme and for facilitating the implementation of the scheme's objectives. The members of the management group will be selected in such a way that they represent the City's central management-supportive operational processes and the project pilots.

EVEN FOSSUM SVENDSEN
Deputy Director , Nord-Trondelag County Council Administration, Norway

«CAF in the education sector»

1. The mission

The County Council pointed out in their inauguration declaration for the period of 2003 – 2007, that the upper secondary schools should be the best in the country. They made clear that the goals should be reached by the use of quality, innovation and entrepreneurship. This was our mission!

In dialogue with the politicians, it was decided that a quality system for education sector should be designed, and the use of the CAF model should become compulsory. The system was designed in 2005, and put into action early in 2006.

2. The implementation strategy

According to Peter Senge (1990) the methods are essential for achieving organisational learning. With this as a backdrop the implementation strategy and process was designed. Working in a network was our way of establishing common learning and comprehension in the schools.

The self-assessment groups in each unit (the schools and department of education), were carefully put together demanding participation from the management level, administrative level (economists, technical personnel, office executives) and educational level (teachers, pedagogical leaders, teacher union representatives). This group got the responsibility to carry out the self-assessment and work with the other tools in the quality system. Participation in the groups was voluntary and based upon long-term commitment. The SAGs or quality groups represent the schools in the network in a two-year perspective.

The groups will not have any formal or managerial status in the schools, but rather work as quality "consultants" for the management, who need to consider their different suggestions for actions or projects.

The strategic objectives of the implementation process or network, is to provide knowledge, comprehension and skills to the participants according to the work with quality. The process will train the participant in the quality system, and make the units prepared to run the quality work by themselves after two years. Gatherings in the network are also a platform for discussion and reflection, and also a response to the work in the schools and individual guidance.

The network meetings are simultaneously milestones for the progress with the work with the different quality tools and ensure keeping the PDCA cycle active. In all, there are 4 two-day network meetings during

the year. The implementation process is scheduled for two years.

In addition to the mentioned ingredients of the network, there is a focus on training in the different tools and working through the PDCA cycle two times, including 3 CAF-assessments. The cycle is spread over one year to fulfil the local acquirements of yearly evaluation, planning and reports.

Collaboration with the teachers union was essential when carrying out the implementation strategy. A possible challenge was the negative response from teachers when confronted with an operational quality system and quality model. Therefore the head-representative for the teachers union on county level was drawn into the work at an early stage, and participated in the process as member of a support group.

The department of education, as the secretariat of the Director of Education, decided to participate in the quality process in the same way as the schools. The importance of "taking the medicine" together was confirmed by the generic approach of the CAF model. The department is also in charge of the quality work in the sector, and provides knowledge and resources to the implementation process. The department of education received "Committed to Excellence" for their quality work in 2007, and the local "School-owner price" from the Norwegian Association of Local and Regional Authorities (KS) in 2008.

At last, we also focused on the social aspects of the networks, while the participants were staying together at least 16 days/8 overnights through the two-year period. Social dinners, wine-tasting etc. were elements used for bringing the participants closer together and making them more open to handling discussions and transparency in dealing with each other's results and work.

3. Quality system

The system was designed upon the PDCA cycle drawn up by Shewhart (1939) and Deming (1982). It was important to link the system to the existing planning and evaluation structure in the county administration. The system itself consists of somewhat 15 concrete development tools, taking the organisation through the cycle, starting at the point of assessment.

The strategic objectives behind the quality system are to take care of the development- and learning processes, uncover weaknesses and provide better practice. The system should also have the ability to be implemented successfully in the different schools. The need for simplicity was therefore essential. The system describes the different milestones in the cycle, and places them into a yearly continuous plan. The tools of the system, starting with the essential steps to perform a CAF assessment, would also help the schools analyse the results from the assessment, pinpoint the possible strategic effects of the different actions, and help the organisations to prioritize and choose the most important actions – according to the uncovered challenges.

In addition to the tools for handling the development activities according to the PDCA cycle, there also exist tools for mapping the processes of the organisation, mapping the stakeholders and balancing their needs, designing and performing consumer polls and developing service declarations.

4. CAF and tailoring of the examples

First, the CAF model was not introduced as a single tool, but rather one among other tools in the quality system. The borders of the CAF-work would therefore seem unclear for the users because of this holistic approach. The first round of assessment was made with the use of the CAF 2002 version. The assessment groups from the schools reacted somewhat negative to the language used and the strong organisational focus needed to understand the aim of the different sub-criteria.

On the background of this the work with clarifying and adjusting the examples was started. During this work the CAF 2006 was launched. The examples and the textual part of the model made it much more understandable, and therefore solved many of the mentioned challenges. The work with the Norwegian CAF 2006 version started right after the launching of the original version, and was tailored for Norwegian

conditions. The author of this paper was invited to contribute to this work, and during this process the possibilities to see the CAF model from a school point of view and give input according to this, was possible.

The result of the new Norwegian CAF 2006 version was received with raised enthusiasm. The clearness and didactical form of the examples suited the school-representatives much better. But still, we decided to carry on the adjustment work.

Today we have a version of CAF with more school-tailored examples ready.
Also, as the initial tool of the quality system, the schools have to establish a documentation index, or evidence bank, as a preparation for the CAF assessment. On county level we have gathered all the documentation-lists of the schools, and made a merged platform of documentation to help out in the work to establish a broad and relevant document base.

To undertake the national standards and demands in the law of education, we provide an appendix to the CAF-examples containing documentation or evidence which always should be taken into consideration during the CAF assessment. Also we make sure that local strategic objectives and documents of common importance are present, in addition to the national results from the students- and teacher polls and economic state reports.

On this basis we have now tried out a "School – CAF" in 2008 without destroying the principles of the model – just clarifying it.

5. Sustainable quality

Learning from others – benchlearning, was introduced at an early stage. In the network, there is a strong focus on learning from each other. In every meeting there is presentation of cases, and a lot of time is spent on commenting on the different contributions from the participants. We have also introduced other possibilities for benchlearning such as EIPA's CAF database and conference cases from CAF Event and 4QC. Collaboration with other schools using CAF throughout Europe is also quite relevant. A group of 5 persons participated at the 4QC in Tampere, and shared their experience at the following process meeting, and a group of 3 persons attended the 3rd. CAF Users Event in Lisbon for the same purpose.

As pointed out by Pollitt, Bouckaert & Løffler (2006), the need for long time strategies and commitment are essential for implementation of quality tools. The need for keeping the cycle moving and following up the activities are some of the things that we therefore have taken quite seriously.

A yearly date for all the units to deliver their CAF assessment scores has been selected. The assessment reports are now used (after a decision from the county council) in the annual "Quality report" from the education sector. The county council will from now on use this report to pinpoint the overall strategic objectives of the sector. The Director of Education has also used the assessment results in the management dialogue with the units to ensure the importance of following up uncovered weaknesses. After the implementation period, following-up seminars and annual CAF/quality introductions for newcomers are to be arranged.

The balance between administrative steering and responsibility for quality and development in the units is delicate. The sector is organised in a two-level model, where the schools are given extensive responsibility and delegation. The role of the Director of Education is to provide tools, resources and knowledge, in addition to monitoring the results and following up the units. The schools are given solutions to take care of their own quality and development, delivering results, and, on this foundation, having the opportunity to develop accountability for quality throughout their organisations.

6. Results

On the basis of two years work in 13 units, we can now see some good results. The results are not remarkable, but rather as expected, according to the quality focus and the efforts made. General tendencies are that there is an increase on all CAF criteria from 2006 to 2007, and from 2007 to 2008 (see figure 1). The average score is now above EIPA average with good limits.

Figure 1. CAF scores 06 - 08
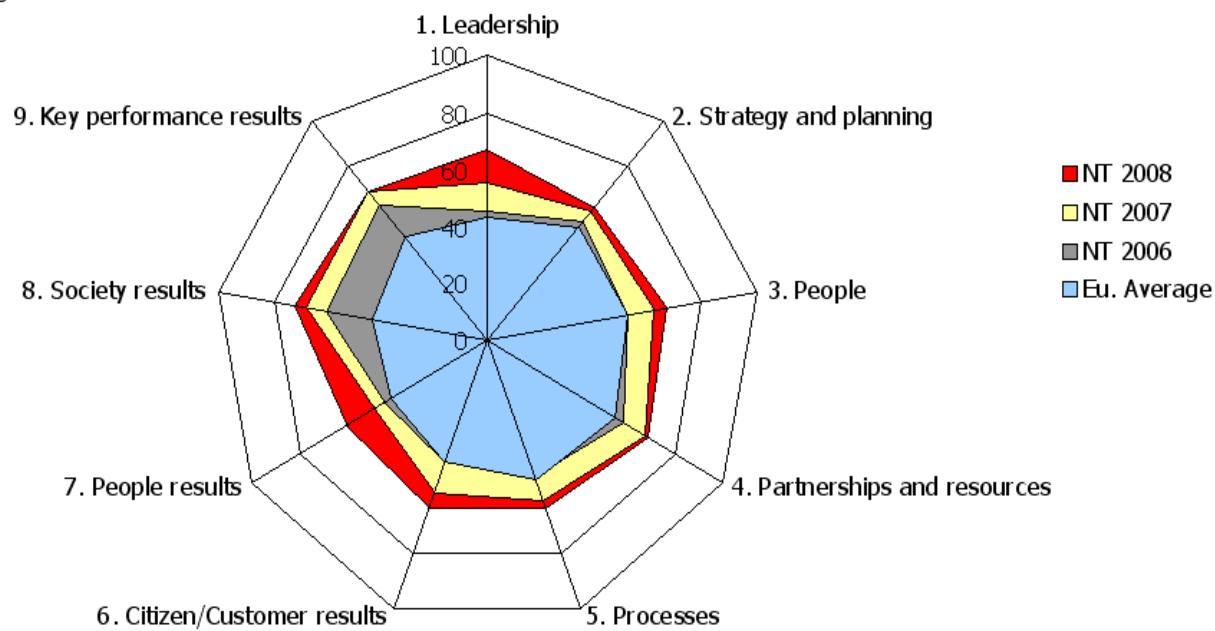
The overall forces of the units in Nord-Trondelag are first of all the high performance in the society results, partnerships and resources, key performance results and leadership. The weaknesses uncovered in 2007 are located among the following criteria: 7 - people results, 1 - leadership, 6 - citizen/customers results, 2 – strategy and planning, 5 – processes.

The most significant development increase from the work of the first year (2006 – 2007) are found in the criteria 6 – citizen/customer results, 3 – people, 5 – processes and 1- leadership. The actions which were launched in these areas focused on building up the strategic objectives of the organisations, vision, mission and conscience related to quality. In the people criteria, it was actions related to routines on handling and involving the employees and also working out work-descriptions in different fields. Actions related to citizen/customer results criteria, were mostly directed towards the pupils – the most important customer in the schools. In this field most actions had to do with involvement and dialogue with the pupils.

For the last year of development work (2007 – 2008), we find the most significant increase in the following criteria: 7 – people results, 1 - leadership, 6 – citizen/customer results, 3 – people. We can see the close connection between the weaknesses from 2007 (criteria 7, 1, 6,) and the increase found in 2008. The same increase is not quite present according to the last two criteria of weaknesses (criteria 2, 5). See figure 2.

Figure 2. Challenges and bettering
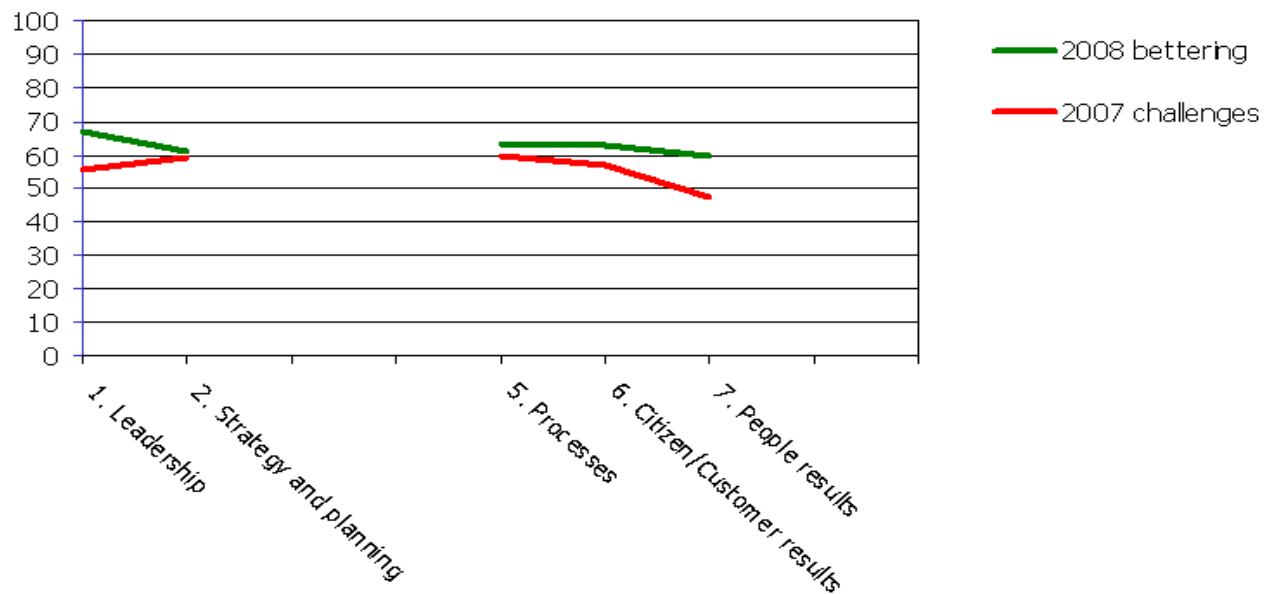
The scores from 2008 show that the level has been raised, although the new example-version has led to a more accurate base of assessment and much higher consciousness among the SAG representatives. Signs from the work told us that this round of assessment would lead to a devaluation of the scores because of this. It seems to be the case that the quality work itself has been able to forward this devaluation and in fact produce higher performance results. The differences between the criteria seem now to be somewhat flattened, if we take the average results into consideration. If we look at the results from the different units, there is a large dispersion between them although they have the same backdrop, both in training and as an organizational point of view.

Figure 3. Dispersion 2008
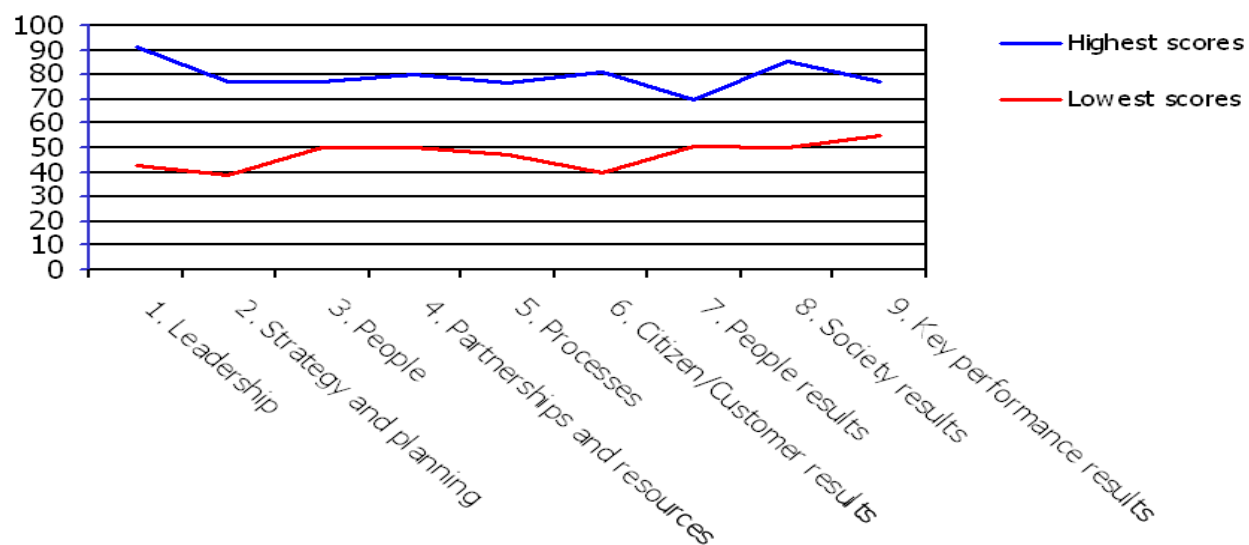
Seeing the whole period of quality work overall, there has been a positive trend of bettering the perfor-

mance in all fields. Since the first CAF-assessment in 2006, it has been worked with improvement actions at a large scale. Between 5 – 10 actions have been launched in every unit each year. The most significant improvement for the whole period (2006 – 2008) has been found in the leadership criteria, citizen/customer results, people results and the people criteria.

Figure 4. Development between years
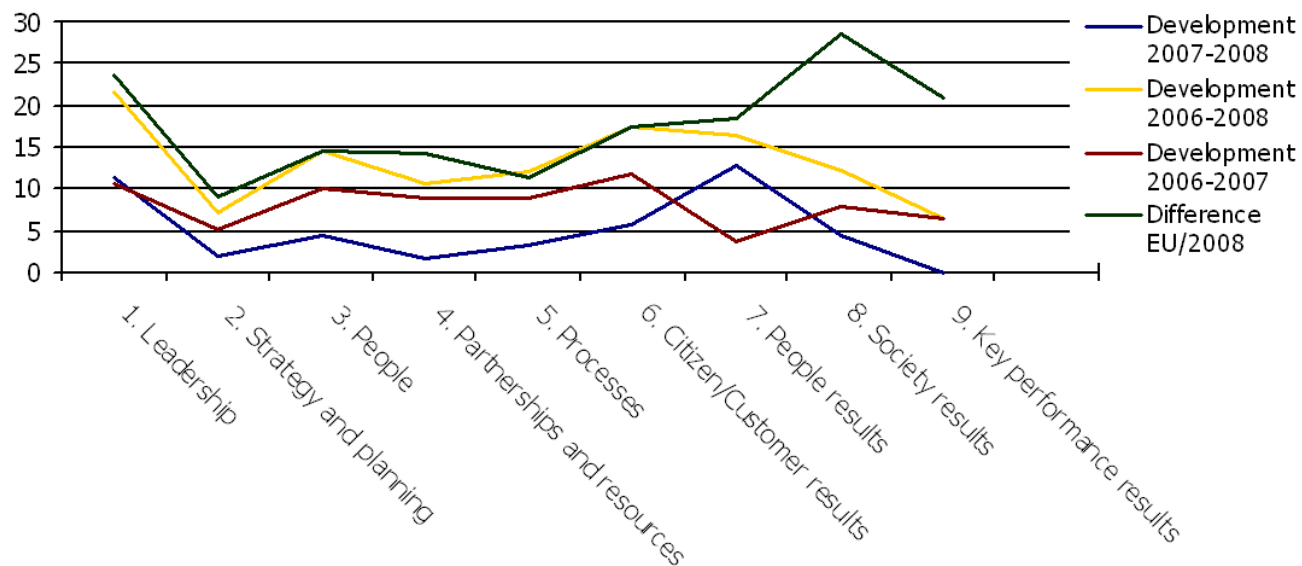
6. Conclusion

Both on individual and organisational levels there have been changes. During the work the engagement, learning environment and the performing skills have been raised tremendously. The insight into own organisation and the knowledge of forces and weaknesses have been described by the participants as very important and useful for the further work with development. The involvement of people has given the schools the possibility to show more engagement in the improvement actions, and comprehensiveness for the need of change. The total focus on change and improvement in the sector has also coloured the quality work. Discussions on the political level and even in the newspapers have led to a focus on the change processes among the employees.

Although there has been no revolution, just the first steps towards more correct quality, we can clearly see an education sector in change. The implementation strategy and -process have been critical factors so far to establish comprehension and skills to carry out the quality work. The CAF model has been most important for focusing on quality and providing knowledge on the organisational status. With strong emphasis on development, the work with keeping the PDCA cycle moving has been most important to provide results.

The launch of the tailor-made CAF examples for the upper secondary school, has led to a stronger focus on the mission of the schools and more precise comprehensiveness of the model. Although it has been a mild top down approach launching the mandatory appendix of documentation/evidence, the reception in the schools has been quite positive. The fulfilment of the claims in the educational law, taken care of within the tailor-made examples and the appendix of documentation/evidence, will help the schools further in the work with both quality assurance and quality development.

The tailoring of CAF is not necessary, but will ease the entry of quality work, clarify the CAF-model and incorporate local needs at the same time. We think the efforts made will give us quite advantages also in the future.

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B' SESSION
COMMON ASSESSMENT FRAME WORK - LOCAL AUTHORITIES - COVERNMENT POLICIES

Dr. MICHALIS CHRISTAKIS
Gen. Secretary of Municipal of Amarousion, Greece

«The Common Assessment Framework as a Tool of Qualitative Upgrade of the Administrative Mechanism in Local Government in Europe»

• CAF as a Quality Framework – CAF criteria

CAF is the single European performance self-evaluation model of all municipal and public services with the only objective to improve the level of service rendered to citizens.
CAF sets common criteria for all European Public Administration entities in order to handle the diversity of administrative systems in EU member states.

Specifically, CAF:

• helps develop contacts, communications and exchange of experience between public administrations of member states.
• It is a fundamental prerequisite for establishing European and national quality awards.
• It introduces concepts of public management and Total Quality management in municipal administration.
• It enhances the participation of the staff of public and municipal services in the self-evaluation process and in all efforts to improve the performance of municipal services.
• It reinforces the knowledge about the current status of services with real data and information.
• It is based on the following theory: "what is not measurable is not considered".
• It is a study on how to improve performance and the level of service rendered to citizens.
• It does not concern the evaluation of policies, but the evaluation of administrative operation for the implementation of policies.
• It is in no way related to the evaluation of the staff of the public and municipal organisation.

CAF implementation is based on 9 criteria:

Criterion 1: Leadership
Criterion 2: Strategy and Planning
Criterion 3: Human Resources Management
Criterion 4: External Partnerships and Resources
Criterion 5: Management of Procedures and Transformations
Criterion 6: Customer/citizen-oriented results
Criterion 7: Results for human resources
Criterion 8: Results for society
Criterion 9: Main results

• The Role of EIPA in the Promotion of CAF.

The operation of the European Institute of Public Administration (EIPA) as a tool for facilitating constructive dialogue and better understanding between member-states of the EU, but also between European bodies and institutions, is now recognized as a vital structural element for the smooth coexistence of the different parts of the European house. The interconnection of supranational power entities in the EU and its member states is so complex that the establishment of institutions such as EIPA becomes an imperative and their role is expected to increase in the near future.
The foundation of EIPA in 1981 almost overlapped with the kick-off of the General Secretaries' institutionalized meetings in the Public Sector. In the framework of these meetings and considering the mutual interest

in disseminating the experience gathered and best practices, CAF (Common Assessment Framework) was created as a single tool for the modernization of public administration at European level.

After introducing the first reviewed CAF pilot version in 2002, EIPA took over the supervision of the CAF Research Centre, to which the role of implementation coordinator of the assessment model and progress evaluator were assigned. EIPA aspires to transform the CAF Research Centre into an effective tool for the correct implementation of the assessment framework and its enlarged use in other public administration sectors.

Specifically EIPA intends through CAF to:

• Enhance further development and promotion of CAF, as well as disseminate best practices in the European public sector.

• Be a point of reference for gathering data and information on CAF implementation but also on research for its improvement.

• Reinforce endeavours to improve quality in administration in the different European countries that need it.

It must, however, be noted that CAF will be able to fulfil the role that EIPA wishes to assign to it, only if CAF member-states support it.

• CAF implementation in Greece

The Ministry of Interior has designed a series of actions that aim to implement the Common Assessment Framework in all public services. In the framework of a smooth transition to the new system, the Ministry of Interior has already undertaken the following initiatives:

> • Quality and Performance Divisions have been set up in Ministries and Regions.

> • 13 one-day conferences were held in the different regions of Greece with the participation of managers; meetings were also organised in other services of the public sector, while, in cooperation with the National Centre for Public Administration and Local Government (EKDDA), training programmes are promoted all over the country.

> • The Common Assessment Framework was sent in the form of a circular letter (A.P. DIPA/sheet 1/6787/6.4.2005) to all public services in due time.

> A series of projects for the implementation of the Common Assessment Framework in certain Regions (Crete, Epirus, Western Greece) were financed through the POLITEIA programme.

> • The financing of the first CAF intermunicipal network in Crete has already been approved through the "THESEUS" Development Programme.

> • The Ministerial decision No. DIPA/9381/9.5.2006 (Official Gazette Issue A´ 583) established the National Quality Award of public services to reward successful efforts and initiatives and offer incentives for improvement.

> • Operation of the "Quality Network in the Greek Public Administration" in which Regions, Municipalities, hospitals and other public services that have either been certified or apply Total Quality Management principles and techniques participate to date.

> Since 2000, when CAF appeared in Europe for the first time, it has been successfully applied in our country in five public services representing all levels of public administration with positive results.

> Particular emphasis is laid upon the correct documentation of the scoring given by the employees involved to each subcriterion and criterion for the evaluation of the organisation's activity. Scoring must be documented and accompanied by a series of official data concerning the design of specific activities, the realisation of their implementation programme, the supervision of its implementation procedure and the organization of comparative studies of similar activities with national and international organizations of the same kind, so that scoring may also take the form of a comparative assessment in line with the internationally accepted operation standards of an organisation.

• European Quality Network, Q-Cities, and the Role of the Municipality of Amarousion

Thanks to CAF implementation the first European intermunicipal network for quality issues concerning services was set up. It is called "Q-cities" and is now recognised by the European Union. It stands a good

chance of obtaining substantial financing in 2008 (and thus our Municipality will receive financing as well). "Q - CITIES" focuses on the exchange and promotion of innovative ideas and best practices in the sector of citizen services and the improvement of the performance of Municipal Services.

36 European cities have signed the "Quality Oath" and committed themselves to implementing systems that will improve the performance of their municipal services. The signatories are the following Municipalities:

Amarousion, Athens, Chalandri, Ag. Paraskevi, Kifissia, Melissia, Nea Penteli, Voula, Ilion, Petroupoli, Vrilissia, Neo Irakleio, N. Makri, Ag. Anargyroi, Chaidari, Peuki Palaio Faliro, Panorama, Xanthi, Mesologgi, Kiato, Ag. Stephanos, Anoixi, Rethymno, N. Ionia in Magnesia (Greece), Fonte Nuova (Italy), Nicosia, Limasol, Latsia, Lakatamia, Strovolos (Cyprus), Ploesti (Romania) Porto (Portugal), Umea (Sweden) Ghent (Belgium), Oisterwijk (Netherlands).

The VISION of the municipal authority of Amarousion is the improvement of citizens' daily life, the reinforcement of social cohesion, environmental protection through concrete measures, energy planning, economic development and fostering Amarousion as an attractive destination for tourists in the sector of business activity, culture, sports and entertainment.

The Municipality of Amarousion is the only Municipality of our country that has introduced and applies a quality system in order to be consistent with its mission and vision. This quality system is based on:

      I. The application of the ISO 9001:2000 quality system

      II. The application of EMAS environmental management system and

      III. The application of the "Common Assessment Framework" measurement system.

The Municipality of Amarousion applied ISO for the first time in 1996 and was certified according to standard 9001:1994 in 1999. Subsequently, in 2002 it was certified according to standard 9001:2000, while it successfully underwent inspection for the same standard in 2006.

A new inspection of the same standard is scheduled for April 2008, while annual internal controls are now being performed in relation to procedures that have been introduced; the communication department of the Municipality also conducts surveys on the level of satisfaction of our constituents with the services provided.

The system includes about 80 different procedures, which are reviewed and adapted to the new reality and demands of the system and the current legislative requirements in order to obtain a certificate of managerial competence for the management of EU resources for the new programmatic period 2007-2013. No Municipality in Greece will henceforth be able to claim resources from the European Union to implement projects in its area without this certification.

At the same time our Municipality implemented the environmental management system, EMAS, in conformity with the related regulation of the European Parliament and the Council of Europe, for which it was inspected and certified by the Ministry of Environment in 2006 as the first Greek Municipality to apply it.

Finally, our Municipality applies the Common Assessment Framework (CAF), the European standard measuring the performance of public administration and local government services according to the specifications of the EU, the European Institute of Public Administration (EIPA), the Intergovernmental European Unit for Administrative Innovation and the Hellenic Ministry of Interior. Amarousion is the first Municipality that performed the first experimental CAF implementation in 2003 and is also the first to have applied CAF for a second time.

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GORDANA ZURGA
Dr. ,Undersecretary, Ministry of Public Administration, Slovenia

«CAF as a Strategic Quality Tool in Public Administration of the Republic of Slovenia»

Abstract:
The Common Assessment Framework (CAF) is one of the most important quality tools in the public administration of the Republic of Slovenia, for continuous improvement of its functioning as well as of its services and therefore, achieving sustainable quality.

CAF was extensively introduced in Slovenia already in 2002; since then usage of CAF is increasing steadily as CAF was defined as strategic direction in Slovenian public administration modernisation. CAF is incorporated in different strategic documents and / or initiatives. Furthermore, in the Reform Programme for Achieving the Lisbon Strategy Goals (2005), the application of CAF is given an important role for achieving a growth in institutional competitiveness.

In the paper Slovene approach to the implementation of the CAF and projects in this regard will be described, with a special attention to its implementation in Administrative Units – public administration organizations which perform state functions at the local level.

1. APPROACH

Activities in the area of quality and business excellence in Slovene public administration are characterized with the combination of 'top down' and 'bottom up' approaches.

The 'top down' approach is being used in particular in the activities of the Ministry responsible for public administration and guidance of the Government of the Republic of Slovenia. It is aimed at (co)-preparation of different strategic and development documents relating to the quality of performance of Slovene administration, development of joint basis, methodological tools and frameworks, as well as the institutionalization of good practices and quality standards into the legislation. The Ministry of Public Administration applies the efforts for higher quality and efficiency also to the individual and connective spheres of the functioning of Slovene public administration, such as, for example, e-administration or removal of administrative burdens.

The 'bottom up' approach denotes activities in the introduction of systems and tools that will bring quality into individual bodies/organizations of public administration. Foremost, in relates to the introduction of systems of quality management according to ISO 9000 standards, or according to principles of business excellence, for example CAF and EFQM. In the environments where more managerial and organizational knowledge is present, other organizational models are used as well. It should be stated here, that bodies of public administration decide independently for themselves which road to quality improvement they choose, however, it is expected that in such pursuit they will be proactive.

The public administration organizations in general follow the strategy of 'incremental adjustment' – it means that the changes in an organization are introduced according to the step by step method. This strategy follows a rational approach, is based on a continuity and continuous adjustment of basic competences and processes of the organization. It supports the all encompassing quality management for the improvement of such organization. Main characteristics and advantages of this strategy are: conformity of the organizational structure with its basic competences, adjustment of activities to the cultural norms of the organization, implementation of corrections and adjustment of deviations in regard to the accepted standards, and incessant search for opportunities to improve, be it within the organization or without.

2. STRATEGIC DIMENSION OF CAF

Since 2002 when CAF was extensively introduced in Slovenia, CAF was defined as strategic direction in Slovenian public administration modernisation and was incorporated in different strategic documents and/or initiatives.

In the Further Development Strategy of the Slovenian Public Sector 2003–2005 CAF was included within the first of seven priority tasks in the area Quality management within administration and orientation of public administration towards users.
In Slovenia's Development Strategy (2005), in action plan for 2005 and 2006 under the third development priority An efficient and less costly state CAF was exposed together with the EFQM model as a tool for systematically raising the quality of the public administration's services.

Furthermore, in the Reform Programme for Achieving the Lisbon Strategy Goals (2005) it is stated: "Slovenia wants to achieve a growth in institutional competitiveness by introducing business excellence in the public administration. The objectives we wish to achieve are the introduction of a strategic planning system as a basic management tool in the public administration, the introduction of management tools, and the application of the Common Assessment Framework (CAF) and inclusion in the European Excellence Model (EFQM). The measures for the achievement of these objectives are: (i) adoption of regulations for quality assessment and strategic planning (2006/2007); (ii) building support (methodological support and information support) for the strategic planning system (2006/2008); (iii) management education and training."

3. RESPONSIBILITY FOR QUALITY

Intensive development in the area of quality in Slovene public administration was observed especially from the year 1999, when in the Ministry of Interior, then responsible for public administration, the Quality Committee began its activity, the main purpose of its activity defined as effective, citizen friendly, recognizable and responsible public administration.

On the other hand, the main responsibility for quality of actions and services under their jurisdiction rests with the bodies of public administration which are responsible also for achievement of results. Regardless of different level of quality of their performance, we can see that each one of them has accomplished a certain progress, primarily in the area of its mandate and in the execution of services within their jurisdiction. Principles of legality, of legal certainty and legitimate expectations and pursuant legal principles, are important part of their performance, since it is impossible to achieve quality in public administration without integrating these principles in their daily performance. Important contribution to the quality of performance represents also the Decree on administrative operations which defines basic standards for provision of public services. Ways, in which various public administration bodies approach their endeavour for the higher quality, vary: they may entail different sets of standards, and because of that, they result in a different level of mastering the quality of their services. In this strive for quality, the Ministry of Public Administration offers to the bodies and public administration organization its support, guidance and various methodological frameworks.

4. ROLE OF THE MINISTRY OF PUBLIC ADMINISTRATION

One of four basic goals of Ministry of Public Administration is:
"A high-quality and efficient functioning of the public administration, which includes the establishment of a quality system in the public administration, efficiency and quality at all levels of the governmental and administrative decision-making with minimum backlogs, and a rational functioning based on a substantive reduction of costs and the number of employees in the civil part of the state administration."

The Ministry of Public Administration develops common bases, different methodological tools and frameworks, and incrementally incorporates good practices and quality standards into the legislation. The ministry is aware how important is to recognize and communicate the achievements therefore it organizes annual conferences of good practice and other forms of transference of knowledge and experiences. It en-

courages bodies and public administration organizations to actively participate in joint efforts in all areas.

Special attention of Ministry of Public Administration goes to Administrative Units where the most of citizens' contacts to the state administration are exercised. Fifty-eight Administrative Units (AU) are covering the whole territory of Slovenia and execute administrative procedures at local level. AU are organizations of the same kind what gives additional space and impetus for their comparison and benchmarking.

In the continuation the most relevant CAF related support activities of the Ministry of Public Administration are described.

4.1 Support activities to CAF implementation

Several support – CAF related – activities are being performed by Ministry of Public Administration, e.g.:
• Seminars offered by the Administration Academy of the ministry; including tailor-made seminars;
• Advisory meetings of Ministry of Public Administration at PA organizations, organized upon their demand. At these meetings approach to quality management in the organization is discussed as well as possible solutions regarding the organization's 'starting' position – CAF is a strongly recommended quality tool;
• Promoting CAF at conferences, sharing knowledge and experience; providing Slovene translation of CAF and guidelines, CAF webpage, etc.

		2002	2003	2004	2005	2006	2007
Enablers	Leadership	3,0	3,2	2,8	3,4	3,3	3,4
	Strategy and planning	2,8	3,1	2,8	3,4	3,4	3,6
	HRM	2,9	3,1	2,9	3,3	3,4	3,5
	Partnerships and resources	2,7	3,3	3,2	3,5	3,6	3,8
	Process and change management	2,8	3,1	3,0	3,3	3,4	3,5
Results	Customer / citizen-oriented results	2,7	3,3	3,2	3,4	3,5	3,6
	People results	2,3	2,7	2,6	3,0	3,0	3,3
	Society results	2,3	2,9	2,6	3,2	3,1	3,3
	Key performance results	2,5	3.1	3,0	3,5	3,4	3,6
	Average	2,7	3,1	2,9	3,4	3,3	3,5
	No of SA	9	22	23	23	28	4

In the table total of 109 self-assessments (SA) for 61 public administration organizations are included. In the period 2002 – 2007, 26 public administration organizations (20 AU) performed their SA once and 26 (25 AU) twice, 6 public administration organizations (all of them AU) performed their self-assessments three times, 2 four times (both two AU) and one (AU) even five times.

In spite of the fact that the points achieved in the self-assessment do not count as much as the action plan that was accepted by the public administration organization for realization of changes and improvements of quality of performance and services, these results are nevertheless monitored and published on the web-site of the Ministry of Public Administration. This is due to the fact that we wish to identify the users of CAF, and thus enable the broadest possible use of benchmarking. We also invite the public administration organizations that have already used CAF to register at the European Institute for Public Administration EIPA, and in this manner contribute toward the realization of goals for the use of this tool on the European level as well.

4.2 Methodological support to the Results side of the CAF Model

Methodologies to assess satisfaction of customers and employees in Administrative Units were developed in the year 2000, under the auspices of the Quality Committee. Both methodologies were primarily developed to support the implementation of quality management systems in Administrative Units. In 2002, annual assessment of customer satisfaction became obligatory for the public administration organizations, after it was tested in fourteen Administrative Units in 2001.

Thus, from the year 2002 all Administrative Units perform annual assessment of customer satisfaction; comparative data is available on the website of the Ministry of Public Administration.
In the year 2006 monthly assessment of customer satisfaction was introduced, the so-called "quality barometer", whose purpose is even faster response by public administration bodies to the feedback information of their customers. The results of quality barometer are published on the e-administration portal.

Following the principle of continuous improvement of quality, all three methodological tools already received their update: updating of annual assessment of customer satisfaction in Administrative Units in the year 2006, and in the year 2007 updating also of the annual assessment of Administrative Units employees' satisfaction and of the monthly quality barometer.

All three methodologies are used in the Administrative Units to describe results related to their customers / citizens and employees and enable also following trends and quality improvements over time. Lately, they are being incorporated in the future effectiveness measurement system for Administrative Units. New measurement system for Administrative Units which is being developed fully supports the results side of the CAF model: the overall appraisal for AU consists of appraisals for Customers / citizens (CAF, Criterion 6), Employees (CAF, Criterion 7), Performance Results (CAF, Criterion 9) and Social Responsibility (CAF, Criterion 8). All four appraisals are calculated upon a set of subcriteria and indicators of a different weight; for example: Customers / citizens further consists of Customer satisfaction part being supported by 9 subcriteria and 11 indicators, and of Customer orientation part supported by 5 subcriteria and 7 indicators.

4.3 Pilot project on CAF-based external evaluation of Excellence in Public Administration

In the year 2007 pilot project 'System of Assessment of Excellence in Public Administration' was implemented. The project was financed by the Ministry of Public Administration, and undertaken by the Faculty for Public Administration, in cooperation with the Metrology Institute. The purpose of the project is to develop and establish a system of external assessment of quality in organizations of Slovene public administration, based on the CAF model and the Decree on administrative operations with respect to standards of operation with clients by public administration organizations.

This pilot project is not important only for the external verification of organization's results, but for the stimulation of learning and transfer of good practices as well. Alongside of the development of the assessment system, there is a development of a network of trained assessors who will use the knowledge and experiences acquired in this project, in their own organization as well as disseminate them into other environments.

Decision of the Ministry of Public Administration regarding the continuation will be based not only on the results of the pilot but also on different other parameters, such as financial and other resources needed, different EFQM Levels of Excellence, results of other pilot projects on external evaluation performed under the patronage of the CAF Expert group of the Innovative Public Services Group – IPSG and possible EU Guidelines in this regard.

5. CONCLUSIONS

Common Assessment Framework – CAF is important quality tool in the public administration of the Republic of Slovenia. At the national level, its systematic promotion and implementation began already in 2002, at first by translating CAF into Slovene language and establishing of support activities at the ministry

responsible for public administration and after that, by positioning CAF into strategic documents and initiatives at the state level.

Number of CAF users in Slovenia is increasing steadily as the usage of this quality tool meets needs at national as well as at organizational levels:

– At the national level it supports implementation of the TQM principles as well as the incremental method and philosophy of continuous improvements of the functioning and of the services;
– At the organizational level it supports the management of these organizations, basically due to following reasons:
• It offers an organizational model for managing the organization;
• Enables organizational diagnostics and then focusing on improvement actions in the range that suits the management in the circumstances given (duration, resources available, …);
• Enables monitoring and demonstrating the improvements;
• Motivates employees, and last but not least
• Builds the bridge towards more advanced and demanding TQM tools and approaches.

Ministry of Public Administration will continue its activities in this regard and will pay additional attention to introducing new ways of supporting Public Administration organizations on their path towards improving the quality and achieving business excellence.

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BRIGITTE KELLER
Landratsamt Ebersberg, Germany

«With the Assistance of Self-Assessment for a Continuous Improvement Process»

1. Continuous Improvement Process
As early as 1995, the Bavarian county of 125,000 inhabitants in the fast-growing region east of Munich (at the time, under the motto "Landratsamt 2000" or "State Council Office 2000") began its continuous improvement process. In contrast to many other administrations, Ebersberg proceeded with an overall strategy, meaning that the topics of electronic management, information and communication, organization development, personnel management, community outreach, new   governance models and cooperation between policy and administration were treated simultaneously. From the outset, these strategies factored in all parts of administration and policy in the adjustment process.

Bürgerorientierung
Unsere Service-Offensive
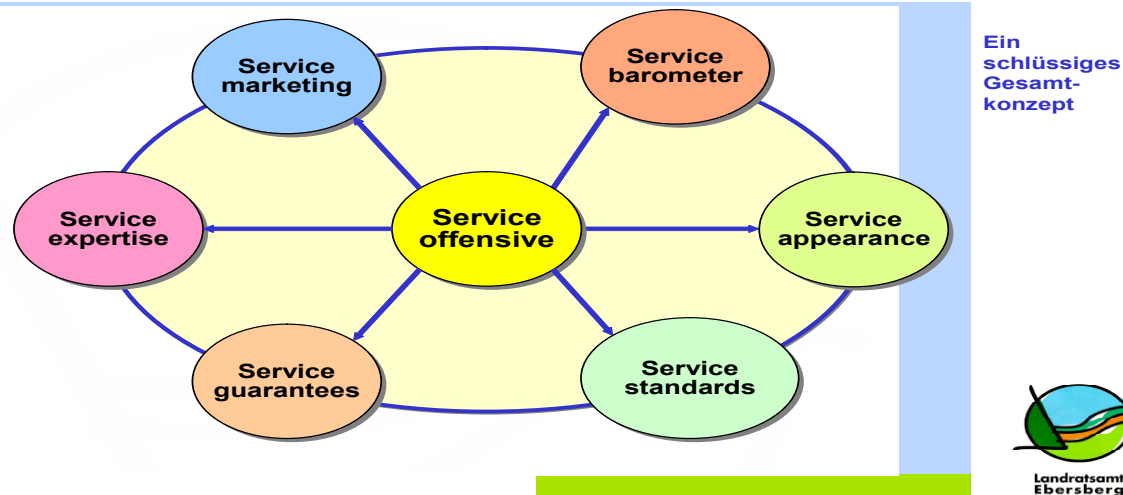
The State Council Office's "Service Offensive" ensured that citizens were always the focus of administrative processes. For this initiative, the State Council Office has already been distinguished with the Innovation Prize from the Bavarian State government in 2000. Thus, administrative reform was obtained and represented very compellingly both at the internal and external level in terms of the continuous improvement process.

Slide 1: "Service-Offensive"
A number of reform instruments were compiled and implemented. In the domain of management, regular high-level personnel training courses and coaching were introduced, employee discussions were held and different systems with achievement-oriented benefits were used. An overall concept should provide guidelines for action and moderators trained with the goal of introducing quality management to the specialist areas. Agreements regarding goals were made and controls should examine whether the goals were reached or not. Economic procedures were supported with the help of cost and performance calculations and this was the first district in Bavaria to have fiscal accounting replaced by commercial record keeping. A suggestion scheme which is called MiVO – MiVo stands for "Mit Ideen Verwaltung optimieren," or "improving administration with ideas" – should bring about improvements in efficiency in the administration. Questionings should provide information regarding the development of the organization. In short: the State Council Office has striven to gradually and continuously develop itself further and to secure the individual levels of development.

2. CAF for Determining Location
The difficulty was maintaining the overview of the reform instruments that were assigned. The instruments were there, but they had to be merged into a modern administrative control design. The office management did not know whether all of the areas of administration and all employees were aware of the reform instruments. Individual feedback procedures confirmed that the degree of diffusion was very different in the different administrations. This was the reason why the State Office Council wanted to introduce an instrument for quality management. With CAF, a simple instrument which the administration could use was identified. Meanwhile, CAF has been used twice since then: in the year 2002 and in the year 2007. Each time, the strengths and weaknesses of the administration were determined and a plan of action provided for the implementation of the reform fields that were identified.

3. Service Guarantees for Higher Customer Orientation
Because of the management goal of citizen orientation, the State Office Council placed particular emphasis on the former. In addition to many standards for product production, service warranties were also

introduced. Thus, our administration guarantees waiting periods, working periods, and decisions within different areas.

The vehicle certification authority visits over 30,000 customers annually; this is the part of the administration which cares for the highest number of visitors, whether to provide a car permit, to implement a change, or to register a car. This resulted in the following service warranty:

Slide 2: Service Guarantee Vehicle Registration Office

"We hope that you are satisfied with us. If there is an exceptional wait that you experience with us that exceeds 10 minutes, then we will pay for a car wash for you."

Another service warranty was introduced in the building authorities. Here, every year there are approximately 1,000 building requests received. In a process optimization procedure, the joint underwriting process was drastically shortened, meaning that running times were significantly reduced. At the same time, it was established that approximately 80% of the requests submitted are "simple" and can thus also be approved in a shortened procedure. The result was the "turbo group." Its assignment was to process the simple cases more quickly. These assignments are all done by one person. It was quickly evident that this worked and thus in the building administration there developed the next service guarantee, which was developed by the employees themselves:

Slide 3: Service Guarantee Building Authority

"If your contact person does not confirm your request in writing within 4 working days, you will receive a coupon from us for the planting of a houseplant."

For very complex procedures, there is a project manager who acts as a constant partner for the owner. Thus even in very complicated licensing procedures which may involve numerous specialized authorities, there can be an assured time framework for the development of the procedure.

The citizen interviews made it clear that a partner for requests and citizen complaints was missing. For the question about whether the citizens knew whom they could turn to if they were dissatisfied with their specialist, 80% of those questioned answered "no." Therefore, the contact point for citizen requests was created. It is located directly within the State Office Council's reception area order to emphasize the significance of this "Complaint Office" to the citizens. This location is supported with a phone number that is free for callers. All contacts are noted and evaluated annually. The areas in which there are problems for several years or ideas from those lodging complaints are invited to participate in a discussion with the State Office Council. Then there are improvement measures decided on there. For example, this can be better signage, the removal of barriers, or the creation of increased parking opportunities for visitors. In addition, even the smallest ideas are implemented: thus, there are play areas for children in many places in the State Office Council and places to get beverages.

Slide 4: Service Guarantee of the Citizen Request Office

The service guarantee reads: "If complaints received are not answered within 4 working days, then the person lodging the complaint receives a stamp set with 10 stamps."

The recent CAF process has discovered another field for service warranties: the employee. In the future, EDP's response times to problems will be measured. In the event that a printer does not function, the PC cannot be switched on, or the screen remains black, if feedback to the user does not take place within a quarter of an hour, then the user receives a meal ticket for the cafeteria as remuneration. Therefore, now the second-most important aspect of the example of particular value, after citizen orientation, is placed on the employee.

4. Continuous Improvement Process

The State Office Council, meanwhile, has made itself a recognized service provider, even among the population. It is the continuity and persistence, the path of "small steps" which has made it possible for the organization to advance to a change in culture over the many years of reform. CAF is committed to securing that no field of reform is neglected or forgotten.

The employees stand behind the reform process and support it actively; they have decided to recognize CAF as an internal quality certification procedure.

The example gives the employees direction: "Whosoever stops becoming better has ceased to be good" and our employees' recognition is that: "There is no bad result. A result which seems to be bad is a good result because it demonstrates where the potential for improvement exists. And thus, even after the implementation of the CAF process of 2007, the State Office Council is still on the path of continuous improvement with a new position established for 4 to 5 years and beginning the cycle of continuous improvement from the beginning.

You can find more information on the homepage www.lra-ebe.de. You can send questions to our e-mail address brigitte.keller@lra-ebe.bayern.de .

STEFANOS PASCHALIDIS
General Manager of the Municipal Enterprise for the development of Municipality of Argyroupolis, Greece

«Innovations in the CAF implementation - The case of Argyroupolis»

1. The project
The Common Assessment Framework (CAF) was applied in the Municipality of Argyroupoli in the context of the Intermunicipal Project "IMPLEMENTATION OF THE COMMON ASSESSMENT FRAMEWORK FOR THE SELF-EVALUATION OF LOCAL GOVERNMENT ORGANISATIONS in selected Local Government entities of the Region of Attica". The Municipalities of Argyroupoli, Voula, Nea Penteli and Peristeri were in charge of the execution of the project. The project was implemented from November 2006 to July 2007 and its deliverables included the Evaluation Reports and the intermunicipality documentation.

2. Innovations in the Application of the Common Assessment Framework
The implementation of the Common Assessment Framework in the Municipality of Argyroupoli included three innovations, which aimed at integrating new technologies and modern administration practices into the CAF standard model. These innovations were the following:
1. Digitalisation of the CAF Documentary Material
2. Application of a SWOT analysis to the CAF criteria
3. Standard Comparative Analysis Method

2.1. Digitalisation of the CAF Documentary Material
The first innovation is the digitalisation of documentary material/proof per criterion and its interconnection through a simple excel file. It included the following steps:
• Initially a Data Bank was designed and
• The documentary material was digitalised per criterion, subcriterion and question
• Thereafter the databank entries were interconnected with the documentary material
• Finally, a compact disk (CD) was created; it accompanies the Report as a final deliverable. Thus, the documentary material is not only directly accessible through the physical file but also from the compact disk (CD).

The basic structure of the digitalised documentary material per criterion is illustrated in the following table:

CAF DOCUMENTARY MATERIAL									
CRITERION	SUB CRITERION	QUESTION	A/A OF DOCUMENT	TITLE OF DOCUMENT	page	page	page	page	page

Example: Supporting material

1/1/2/ε/Operational Plan for the Provision of Social Services /1/2/3/4/5

regards CAF Criterion 1 (Leadership), CAF Subcriterion 1 (Clear Direction in the Organisation), question 2 (degree of definition of framework of values), is ε i.e. the 5th piece of evidence for this question, is entitled "Operational Plan of Provision .... " and has 5 digitalised pages.

The benefits from the application of the first innovation are the following:

• Easy access to documentary material

• Simplification of the implementation control mechanism

• Reduction in the cost of the CAF second implementation

• Back-up of physical file

Application of a SWOT analysis to the CAF criteria

The second innovation consisted in the performance of a Strengths-Weaknesses-Opportunities-Threats (SWOT) Analysis according to the General Report on CAF implementation. It is as follows:

Graph 1.

Municipality of Argyroupoli – CAF-based SWOT Analysis - 2007	
Strengths	Weaknesses
Leadership	Strategy and Planning Partnerships and Resources Results for human resources Main Results
Results for Society	Human Resources Procedures Citizen/Customer-oriented results
Opportunities	Threats

In the final report the graph illustrated above is accompanied by an explanatory text justifying the qualification of each criterion as Strength, Weakness, Opportunity or Threat respectively.

The main benefit from the application of the second innovation is to provide elected office holders with an easy-to-use tool through which they can have an overview of the CAF implementation results at a glance.

Standard Comparative Analysis Method

For the comparative analysis of the results stemming from CAF implementation in the Municipalities participating in the project, we applied a new standard and innovative methodology, which provides another particularly interesting insight into the CAF Total Quality Management model approach.

This methodology was developed by Stefania Dramountani, employee of the Ministry of Interior, Public Administration and Decentralisation, graduate of the National School for Public Administration and MBA holder, in the framework of her postgraduate thesis entitled "Common Assessment Framework. The inclusion of Deming's PDCA cycle in Public Administration and Local Government".

2.3.1. Methodology

Methodology focuses on the study of a function of the first degree ($y = \alpha x + \beta$) for every entity that implemented CAF.

This function is produced through the Least-Squares method and normalizes the results of the 9 CAF criteria.

Orientation of function (plus or minus sign of coefficient α)

The plus or minus signs (+ or -) of coefficients α (inclination of curve) are compared below for the approach of the Municipality, which is more customer/citizen-oriented, to become clearer.

According to the methodology adopted, the lower the negative inclination of the curve (or the higher the

positive inclination) is, the more customer/citizen-oriented the Municipality is.

Absolute value of coefficient α (its difference from zero)

It is known that coefficient α (orientation coefficient) is the first producer of the function, i.e. of its pace of transformation. For the best (theoretical) CAF function α = 0 applies, since y = 100 is a straight line. In the optimal CAF function all criteria take the maximum score or are developed in a balanced way. The higher the negative (or positive) inclination, the quicker the pace of transformation in the y = αx + β function of each Municipality.

Thus, the lower α is in absolute values (closer to 0), in the functions under consideration, the more balanced and symmetrical the development of CAF implementation seems to be in each Municipality's criteria.

Deviation of the Current Situation from the CAF Optimum Level

Finally, the deviation of each Municipality from the CAF optimum level is introduced using geometry. We consider that the CAF optimum level is the area under the highest CAF function, which is y=100. In other words, the area formed by the rectangular parallelogram (ΑΒΓΔ), which includes the 9 criteria on the x axis and the y=100 straight line. This area, which is the area of CAF optimal function, equals 900, since it is the product of two vertical sides, i.e. 9 times 100 (for each criterion the side on the x axis is considered to be equal to 1; thus, for all 9 CAF criteria, it equals 9).

Then the area occupied by the current status of each Municipality with the same type of area of the rectangular parallelogram is calculated as follows:

Score for each criterion = length of a side

Number of a criterion – number of previous criterion = 1 = length of the other side.

Thus, the area of the current CAF status for each entity is the sum of the scores of each criterion, since the length of the other side in all products always equals one (1).

Consequently, by adding the scores of the criteria of each entity and by detracting the total from 900 we find the deviation (as area) from the optimal CAF level.

2.3.2. The application of the methodology in the Project

The application of the method to the four entities participating in the Intermunicipal Project is graphically illustrated below:
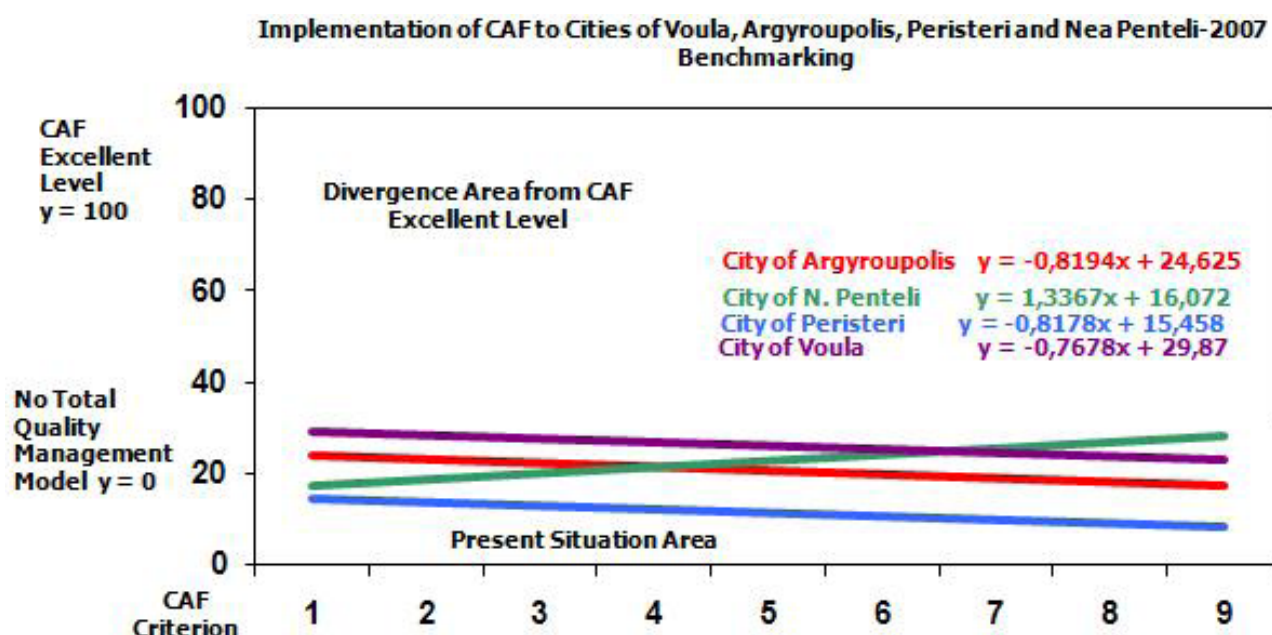
Graph 2.

According to what was mentioned above, by applying this methodology to the project the following results were obtained:

Municipality	CAF function	Current status	Deviation from optimum CAF
Argyroupoli	ΥΑ = -0,8194x + 24,625	185 (20,53%)	900-185=715
Nea Penteli	ΥΝΠ = 1,3367x + 16,072	205 (22,76%)	900-205=695
Peristeri	ΥΠ = -0,8178x + 15,458	102 (11,37%)	900-102=798
Voula	ΥΒ = -0,7678x + 29,87	234 (26,03%)	900-234=666

Table 1.

The four Municipalities are classified, according to the orientations (plus or minus sign of coefficients α) of their curves, as follows:
1.3367 > -0.7678 > -0.8178 > -0.8194 or respectively
Nea Penteli > Peristeri > Voula > Argyroupoli
Thus, among the four Municipalities Nea Penteli seems to be more customer/citizen-oriented although differences are relatively small. The Municipality of Peristeri follows while Voula and Argyroupoli almost coincide. Among them Nea Penteli is the only Municipality where the inclination of the function has a positive sign; therefore, its development as to the first five CAF criteria (requirements) relatively lags behind. This is normal as Nea Penteli only recently became a Municipality. Therefore, there are differences in the first five criteria between Nea Penteli and the other Municipalities, which have a longer history and are more experienced.
At the same time it is more customer/citizen-oriented. This conclusion reflects reality, since Nea Penteli does not "suffer" from urbanisation or gigantism the other Municipalities suffer from; furthermore, it used to be a Community until recently and therefore it is clearly closer to the citizen.
The slightly negative inclinations in the other three Municipalities show their effort to organize themselves better (which seems to pay off). However, this effort is also accompanied by a slight lack of openness, since their results in the field of customer/citizen-orientation are far from satisfactory.
Finally, in all four Municipalities functions have an inclination. This confirms the unbalanced development of the 9 criteria according to the CAF model and can be an initial "guide" to establish priorities with reference to the actions the Municipalities will choose to take, in order to reach the optimal CAF level, given that the adoption of projects or actions that develop the 9 criteria in a balanced way helps reach the optimal CAF level without any shortcomings.

The classification of the four Municipalities based on the inclination of the y = αx+β function in absolute values is the following:
0.7678 < 0.8178 < 0.8194 < 1.3367 or respectively
Peristeri < Voula < Argyroupoli < Nea Penteli
The forenamed order leads us to the conclusion that Peristeri is the Municipality with the most balanced development of the 9 CAF criteria irrespective of the fact that it has not covered a longer distance towards reaching the optimal CAF level. At the same time Nea Penteli will have to give priority of actions regarding the first five criteria (requirements) of the CAF model in order to achieve a more balanced development of the model.
Finally, the inclinations of functions of all 4 Municipalities are considered relatively small and the general picture speaks in favour of a balanced development of the 9 CAF criteria.

The ranking of the four Municipalities based on the Deviation of the Current Status from the Optimal (theoretical) CAF Level is as follows:
Voula < Nea Penteli < Argyroupoli < Peristeri
because 666 < 695 < 715 < 798

Indeed, in regard to the implementation of the CAF in the four Municipalities, the Municipality of Voula seems to have covered the "longest" distance towards achieving the optimal (theoretical) CAF level, while the Municipality of Peristeri ranks last in this endeavour. The percentage covered by the four Municipalities varies between a maximum 26.03% (Municipality of Voula) and a minimum 11.37% (Municipality of Peristeri).

Obviously efforts must be made to select suitable projects and actions in order to improve the performance of all four Municipalities, as, irrespective of the forenamed classification, their performance is poor. In particular, for the Municipality of Peristeri, the implementation of CAF in criteria 6 and 8, which calls for the involvement of citizens, would produce much better results and the four Municipalities would eventually be almost at the same level.

Provided the four Municipalities implement the model's orientations by choosing suitable projects and actions, repeating the implementation of CAF after 2-3 years would enable us to perform a comparative analysis both horizontally (between Municipalities) and vertically (comparison of the results of the previous and the current CAF implementation in each Municipality).

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TOMASZ PAPAJ
Ph.D, Śląskie Voivodeship and Karol Adamiecki University of Economics in Katowice, Poland

«CAF as a method of evaluating the quality of human resources management in the public offices in the Polish region of Silesia. Research results»

Introduction

The paper has been an attempt to evaluate the quality of human resources management in the offices of local public administration using the Common Assessment Framework (CAF) method. Citizens expect good quality services. The quality of such services depends largely on the personnel of offices. Therefore, appropriate personnel management can add to the improvement of service quality.

1. Research Methodology for Evaluation of the HR Management Quality Using CAF

The studies included town/city halls in towns/cities of the poviat status from one of the largest Polish regions, i.e. Silesia Offices of urban poviats within the Slaskie Voivodeship have been selected primarily because they operate within one of the largest Polish agglomerations, providing services for approx. 2.7 million customers. The studies focused on the evaluation of the HR management quality of the local public administration. The studies attempted to verify the following research hypothesis: In the town/city halls in towns/cities of the urban poviat status from the Slaskie Voivodeship, the quality of HR management is low. Consequently, in the field of HR management there is much room for improvement.

Information for the studies has been primarily collected with the answer questionnaire using the research methodology of the Common Assessment Framework (CAF), version 2006. The studies were carried out in 2007 by Karol Adamiecki University of Economics. The quality of HR management was determined by evaluation of the level to which a given CAF criterion has been implemented. Levels were evaluated using an expert method.

The purposive sample was selected from the entire general population of the offices of local public administration comprising of town/city halls, gmina offices, poviat starostys and offices of the marshal of the voivodeship throughout Poland. The questionnaire was sent to all (19) urban poviats in the Slaskie Voivodeship.

Answers were sent back by 8 towns, i.e. 42% of the respondents. The offices in these towns/cities constituted an empirical population.

Out of nine CAF criteria, two were chosen for the studies, both concerning HR management, namely: "People" and "People Results". Each of the aforementioned criteria consists of several sub-criteria and detailed questions.

The HR management quality evaluation was based on the sub-criteria implementation progress. Each sub-criterion with related detailed questions, to which an appropriate score was assigned, was subject to self-assessment. The score was assigned based on the adopted point scale.

The studies used the classical point scale. Below we present a classical assessment panel for Enablers and Results.

Table 1 - Criterion "People" acc. to CAF - classical assessment panel.

Phase	Enablers Panel	Score (in points)	Επίπεδο
	Level	0-10	Not applicable
Plan	We have a plan to do this.	11-30	Very low
Do	We are implementing/doing this.	31-50	Low
Check	We check/review if we do the right things in the right way.	51-70	Medium
Act	On the basis of checking/reviews, we adjust if necessary.	71-90	High
PDCA	Everything we do, we plan, implement and adjust regularly and we learn from others. We are in a continuous improvement cycle on this issue.	91-100	Excellent

Source: Own study based on Wspólna Metoda Oceny - CAF 2006 (The Common Assessment Framework), Civil Service 2006, pp. 36-37.

Table 2 Criterion "People Results" acc. to CAF - classical assessment panel.

"Results" Panel	Score (in points)	Level
No results are measured and/or no information is available	0-10	Not applicable
Key results are measured and show negative trends and/or results do not meet relevant targets.	11-30	Very low
Results show flat trends and/or some relevant targets are met.	31-50	Low
Results show improving trends and/or most of the relevant targets are met.	51-70	Medium
Results show substantial progress and/or all relevant targets are met.	71-90	High
Excellent and sustained results are achieved. All relevant targets are met. Positive comparisons with relevant organisations for all the key results are made.	91-100	Excellent

Source: Own study based on Wspólna Metoda Oceny - CAF 2006 (The Common Assessment Framework), Civil Service 2006

The results allowed for drawing conclusions on the quality of HR management in the selected offices of urban poviats.

2. Results of the Studies
The results have shown that the HR management quality for the "People" criterion is medium, while for the "People Results" is low. Considering partial scores of the criteria included in the studies, we received a total of 49 points , which places the organisations at a very low level (see Table 3).
Consequently, there is a large potential for people results, especially regarding monitoring and measurement of these results.
The studies made it possible to positively verify the initial research hypothesis.

Table 3 - Results obtained in verification of the research hypothesis based on the studies of the offices of local public administration against individual CAF criteria and sub-criteria.

CAF Criterion/Sub-criterion	Score (in point)	Level
3. People	56	medium
3.1 Plans, manages and improves human resources transparently with regard to strategy and planning.	59	medium
3.2 Identifies, develops and uses the competence of employees, aligning individual and organisational goals.	49	low
3.3 Involves employees by developing open dialogue and empowerment.	59	medium
7. Results in "People Results"	41	low
7.1 Measurement of people satisfaction and motivation.	44	low
7.2. Indicators of people results.	37	low
Average from items 3 and 7	49	low

Source: Own study based on the authors' studies: Jakość zarządzania zasobami ludzkimi w urzędach terytorialnej administracji publicznej (HR Management Quality in the Offices of Local Public Administration). Karol Adamiecki University of Economics, Katowice 2007.

Figure 1 presents averaged results for the HRM sub-criteria based on the answers from the offices included in the studies.

Figure 1 - Implementation level for the criterion: Plans, manages and improves human resources transparently with regard to strategy and planning.
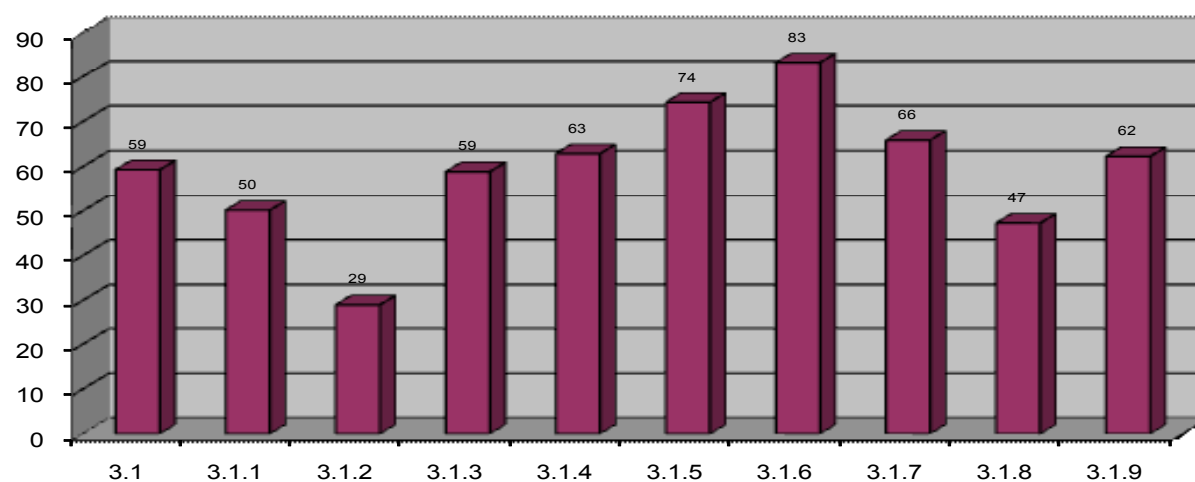
Średnio = Average
Source: Own study

Among the sub-criteria, our attention is particularly drawn to the high implementation level in 3.1.5 and 3.1.6. They relate to developing and agreeing on a clear policy containing objective criteria with regards to recruitment, promotion, remuneration, rewards and the assignment of managerial functions, as well as ensuring good environmental working conditions throughout the organisation, including taking care of health and safety requirements. These areas are governed by legal regulations. We observe a low level in sub-criterion 3.1.2 Developing and communicating the HRM (human resources management) policy based on the strategy and planning of the organisation, which may indicate that many things are done to implement the HRM, yet a documented HRM policy is missing.

Figure 2 - Implementation level for the criterion: Identifies, develops and uses competencies of employees, aligning individual and organisational goals.

3.2.
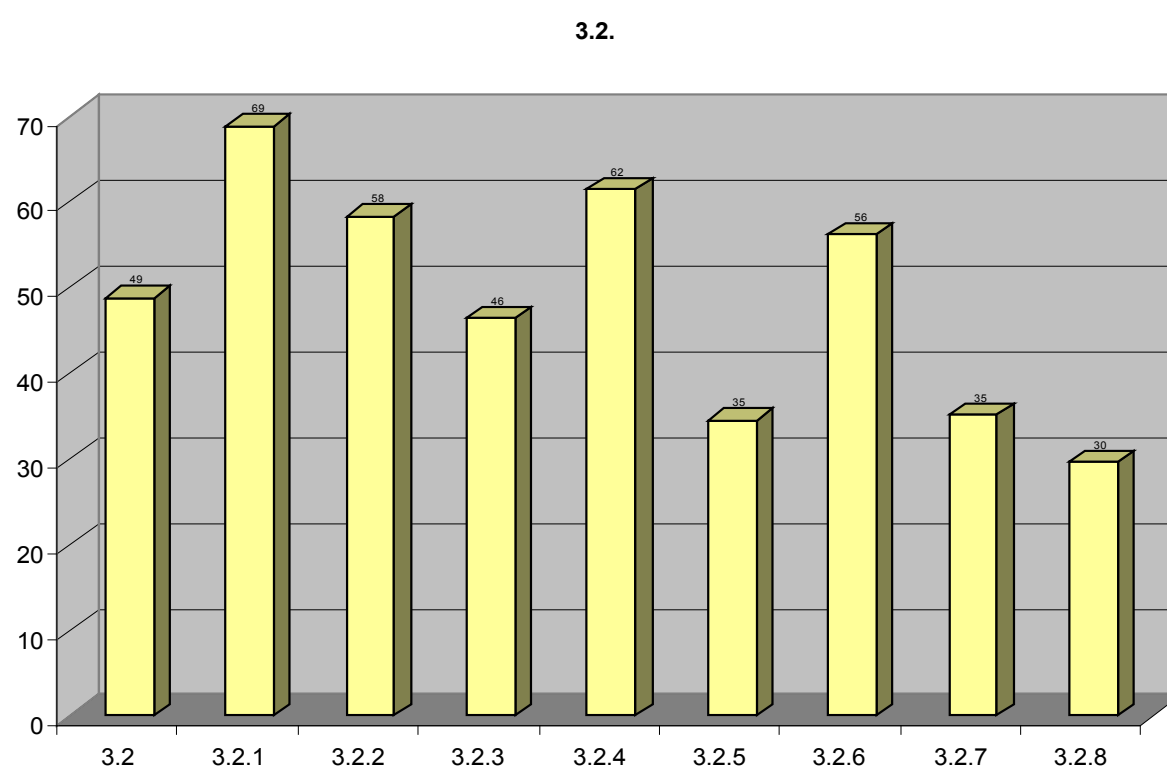
Średnio = Average
Source: Own study

Within the sub-criteria, we observe a medium level in 3.2.1 and 3.2.4. The issues covered by these items refer to identifying current competencies at the individual and organisational levels in terms of knowledge, skills and attitudes, as well as supporting and assisting new employees (e.g. by means of mentoring). It is considered important that the personnel is competent and that new employees are introduced to the specificity of work in the office.
Sub-criterion 3.2.8 Assessing the impacts of training and development programmes in relation to the costs of the activities through monitoring and the provision of cost/benefit analyses received a very low score, which shows that the cost/benefit analyses for training results are rare.

Figure 3 - Implementation level for the criterion: Involves employees by developing open dialogue and empowerment.

3.3.
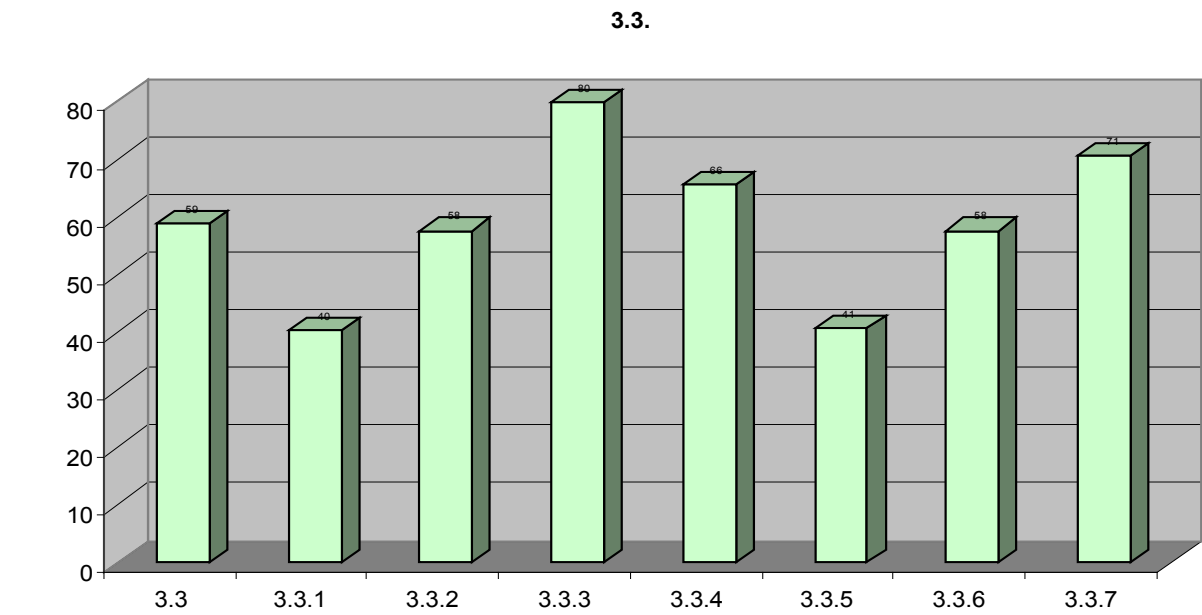
Średnio = Average
Source: Own study

On the other hand, sub-criteria 3.3.3 and 3.3.7 i.e. involving employees in the development of plans, strategies, goals, the design of processes and in the identification and implementation of improvement activities and consulting with the representatives of employees (e.g. trade unions) received a high score. This proves that the offices actually undertake improvement activities, and that they attach great significance to the role of trade unions in human resource management. The results confirm that the offices perform poorly in terms of promoting a culture of open, non-hierarchical communication and dialogue and the encouragement of team working (sub-criterion 3.3.1).

Figure 4 - Implementation level for the criterion: Measurement of people satisfaction and motivation.

7.1.
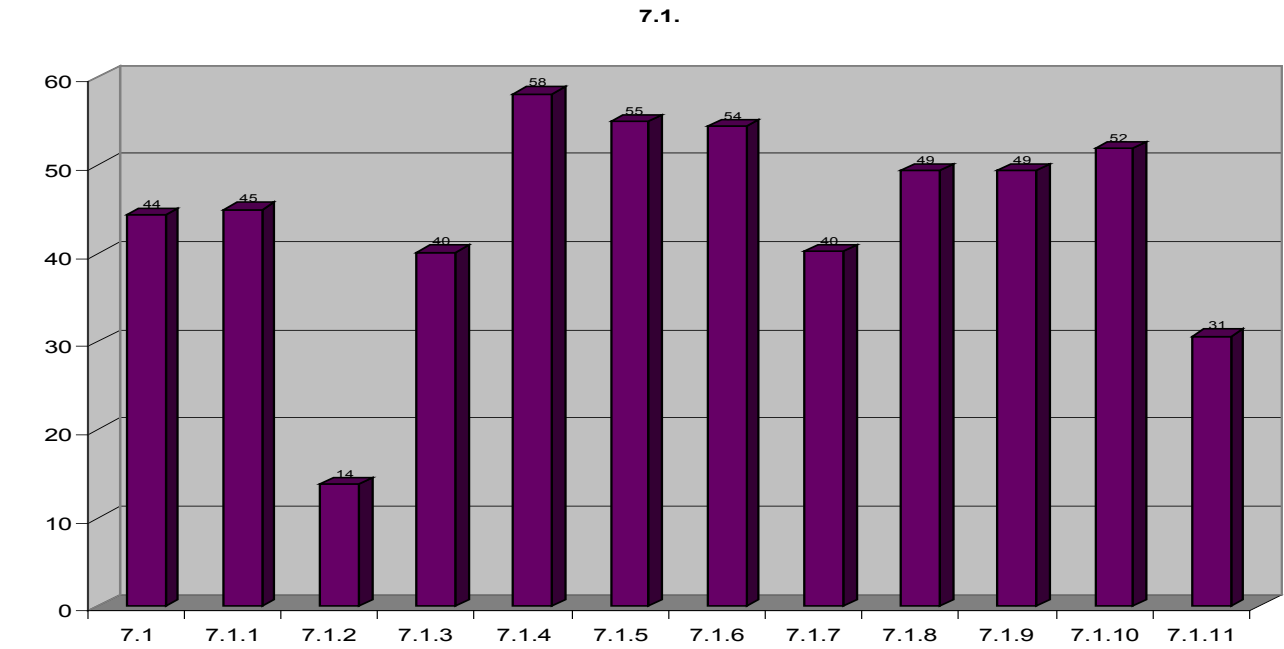
Średnio = Average
Source: Own study

The implementation level for three sub-criteria (7.1.4, 7.1.5 and 7.1.6) was evaluated as medium. Therefore, the organisation's top management and middle management's ability to steer the organisation and communicate, as well as rewarding individual and team efforts and the organisation's approach to innovation are medium. A very low implementation level was observed for criterion 7.1.2. concerning the level of employees awareness of conflicts of interest.

Figure 5 - Implementation level: Indicators of people results.

7.2.
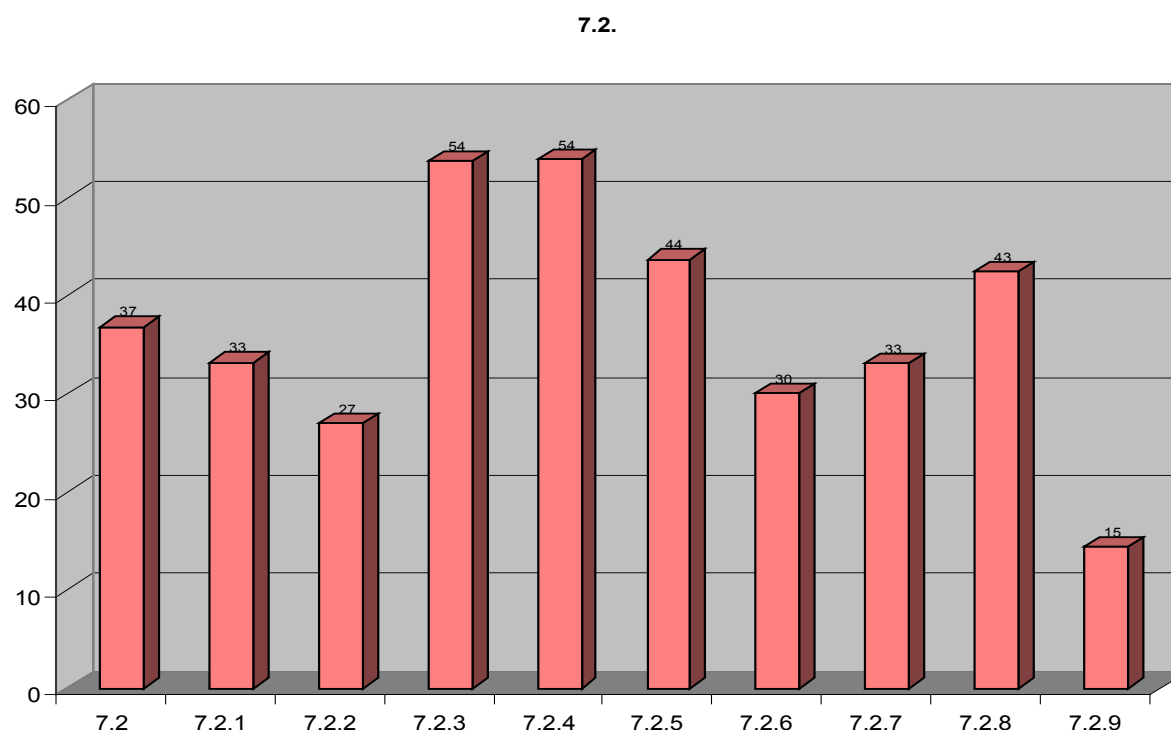
Średnio = Average
Source: Own study

We observe a satisfactory average score for sub-criteria 7.2.3 and 7.2.4, i.e. levels of using high information and communication technologies by employees, as well as indicators regarding skills development (participation and success rates in training activities and effectiveness of training budgets). We may conclude that authorities have still a lot to do as regards information technologies. We can mention, for instance, the project of the System for Electronic Communication of Public Administration (SEKAP) whose launch in 54 offices of local public administration of the Śląskie Voivodeship is planned for March 2008.

The studies also show that the number of reported possible conflict of interest cases is small (sub-criterion 7.2.9.). We may assume, however, that the underlying reason for this satisfactory result is the organisational culture, which does not favour disclosing such conflict of interest cases.

3. Recommendations

After reviewing the reference books, examining numerous documents and based on the results of our studies, we have arrived at the following recommendations:

1. Consolidate systemic solutions for more effective management of human resources in the offices of local public administration. This approach can be reinforced by the tools such as an Assessment Centre or an Audit of on-the-job competence and employees' competence. A recommendable solution (of an anti-corruption character) for the offices is the submission of declarations of means by all employees of local government offices.

2. Strengthen the position of employees of local government offices and improve the recruitment procedures for clerical posts.

3. Develop job descriptions and job hierarchies in the offices of local public administration.

4. Try to:
- prepare job descriptions for clerical posts;
- prepare a hierarchy of clerical posts;
- evaluate employees of local government offices;
- motivate employees of local government offices;
- build teams and encourage teamwork.

5. Use the opportunity offered by EU financing under Program Operacyjny Kapitał Ludzki 2007-2013 (PO KL; Human Capital Operational Programme for 2007-2013), which supports development of human resources as part of "Good Governance" . The aim of "Good Governance" is to improve operations of local public administration and the quality of public services by using CAF and other methods.

6. Work with local public administration on initiatives aimed at promoting good practices in local government administration by benchmarking and bench-learning.

Conclusion

In the offices of local public administration, there is much room for improvement in the field of HR management. A valuable tool for showing improvement opportunities is the CAF method. In the authors' opinion, it should be used to a larger extent in the public administration sector.

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ADOLFO ORTEGA LORENTE

Inspector of Services , Undersecretary of Agriculture, Fisheries and Food, Spain

«Cooperation between central government and rural communities developing CAF in Leader+ groups»

ABSTRACT

Leader+ is one initiative financed by EU structural funds designed to help rural actors considering long-term potentials of their local region, focusing on partnership and experience exchange networks.

Local Action Groups are non-commercial local-level organizations in which private actors and local authorities helped by regional and national administrations plan and execute rural development projects.

This paper shows how the Spanish Ministry of Agriculture, Fish and Food, paying authority and overall responsible for the funds management, works as well as a Leader+ facilitator concerned in promoting CAF as a valuable tool for the Local Action Groups to overtake the former approach recorded in the database of Leader+ good practices.

RURAL DEVELOPEMENT

In April 2007 the Spanish Ministry of Agriculture, Fish and Food issued the National Strategic Plan for the Rural Development and some months later the National Framework.

Rural Development strategy for Spain 2007-2013 will be focused in the attainment of the objectives of Lisbon strategy stated as Europe becoming "the most dynamic and competitive knowledge-based economy in the world capable of sustainable economic growth with more and better jobs and greater social cohesion, and respect for the environment by 2010". It will be driven as well by the Goteborg strategy "A Sustainable Europe for a better world: A European Strategy for Sustainable Development", proposed by the European Commission. It will be implemented according to the axes outline of COUNCIL REGULATION (EC) No 1698/2005 of 20 September 2005 on support for rural development by the European Agricultural Fund for Rural Development (EAFRD).

Objectives

As it is clearly stated in the regulation, support for rural development shall contribute to achieving the following objectives:

(a) improving the competitiveness of agriculture and forestry by supporting restructuring, development and innovation;

(b) improving the environment and the countryside by supporting land management;

(c) improving the quality of life in rural areas and encouraging diversification of economic activity.

AXES

This way rural development is to be based in four axes

Axis 1 Improving the competitiveness of the agricultural and forestry sector

Axis 2 Improving the environment and the countryside

Axis 3 The quality of life in rural areas and diversification of the rural economy

Axis 4 Leader

CAF will be a tool to be used in axis 4 Leader in a prospective way. The definition of the Leader approach (Article 61) is as follows,

The Leader approach shall comprise at least the following elements:
(a) area-based local development strategies intended for well-identified sub regional rural territories;
(b) local public-private partnerships (hereinafter local action groups);
(c) bottom-up approach with a decision-making power for local action groups concerning the elaboration and implementation of local development strategies;
(d) multi-sectorial design and implementation of the strategy based on the interaction between actors and projects of different sectors of the local economy;
(e) implementation of innovative approaches;
(f) implementation of cooperation projects;
(g) networking of local partnerships.

Leader is based on Local action groups which are described in Article 62 as
1. A partnered local development approach shall be implemented by the local action groups satisfying the following conditions:
(a) they must propose an integrated local development strategy based at least on the elements set out in Article 61(a) to (d) and (g) and be responsible for its implementation;
(b) they must consist of either a group already qualified for the Leader II or Leader+ initiatives, or according to the Leader approach, or be a new group representing partners from the various locally based socioeconomic sectors in the territory concerned. At the decision-making level the economic and social partners, as well as other representatives of the civil society, such as farmers, rural women, young people and their associations, must make up at least 50 % of the local partnership;
(c) they must show an ability to define and implement a development strategy for the area.
LAGs are bottom up organizations (Figure 2) to drive development from a local point of view that make investments and enterprises longer, better accepted and more suitable.
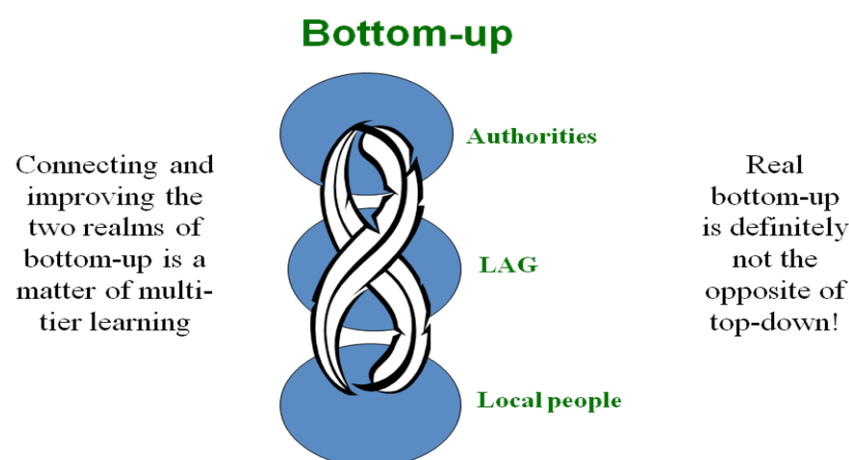
Figure 2

Local action groups (LAGs) are controlled by managing authorities which functions are:
2. The Managing Authority shall ensure that the local action groups either select an administrative and financial lead actor able to administer public funds and ensure the satisfactory operation of the partnership, or come together in a legally constituted common structure the constitution of which guarantees the satisfactory operation of the partnership and the ability to administer public funds.
Other aspects that are clearly established are the place and projects:
 3. The area covered by the strategy shall be coherent and offer sufficient critical mass in terms of human, financial and economic resources to support a viable development strategy.
4. The local action groups shall choose the projects to be financed under the strategy. They may also select cooperation projects.

TECHNICAL ASSISTANCE

COUNCIL REGULATION (EC) No 1698/2005 of 20 September 2005 on support for rural development by the European Agricultural Fund for Rural Development (EAFRD) allows LAGs to be helped by technical assistance and it can be supported by the EAFRD. The whole regulation lays in Article 66, Funding technical assistance; Article 67, European Network for Rural Development; and Article 68 National rural network.

SPANISH APPROACH

The resources that are assigned to the axis 4 (Leader) should contribute to the achievement of the high-priority objectives of the axes 1, 2 and, mainly, 3, but also to the horizontal high-priority objective of governance improvement. These resources should also mobilize the endogenous development potential of rural areas (Table 1)

The funds channelled through axis 4 allow combining the three objectives (competitiveness; environment; quality of life and diversification) in the context of a local community strategy of development based on local characteristics and necessities.

In Spain the methodology LEADER will be applied, at least in 10% of the EAFRD (double the minimum of 5% settled down by the community regulation). The Autonomous Communities will be able to increase, in its case, this percentage.

Autonomous	Communities	Land % in rural areas
	Rural	Urban
Andalusia	88, 09	11, 91
Aragon	97, 18	2, 82
Canaries	66, 44	33, 56
Cantabria	88, 14	11,86
Castilla- La Mancha	98,07	1,93
Castilla y León	97,67	2,33
Catalonia	85,49	14,51
Comunidad de Madrid	57,05	42,95
Comunidad Foral de Navarra	95,62	4,38
Comunidad Valenciana	73,88	26,12
Extremadura	98,50	1,50
Galicia	88,13	11,87
Illes Balears	77,98	22,02
La Rioja	91,14	8,86
Pavs Vasco	70,57	29,43
Principado de Asturias	89,88	10,12
Región de Murcia	82,94	17,06

Table 1

AXIS 4: LEADER

Based on the indicators analysis, the specific objectives of this axis are:
- Use the structure of existent local action groups and their associations.
- Application of local action groups experience in other areas.
- Improvement of local governance.
- Mobilization of endogenous development potential of rural areas.
- Encouragement cooperation between private and public sectors.
- Promotion of cooperation and innovations.

LEADER methodology will be applied, at least in 10% of the EAFRD. This way local action groups will be provided with a similar percentage of funds to the previous program. Autonomous Communities could increase, in their case, this percentage.

Autonomous Communities will also decide in their respective programs whether they apply the methodology Leader in one, two or the three axes. Previsions are that more than 80% of axis 4 funds will be dedicated to measures included in axis 3.

Groups' composition will be defined in the National Framework assuring in an explicit way the participation of farmers' unions.

LAGs are organizations where local authorities become one of the main actors and in many cases the main star. In the following table there is a description of rural world in Spain considering the areas under urban and rural communities.

Table 2 shows the European, funds programmed for each Autonomous Community. National and regional budgets are shown below.

EAFRD	Convergence (€)	Total (€)
Andalusia	1.881.743.314	1.881.743.314
Aragon		402.373.867
Canaries		153.281.169
Cantabria		75.732.777
Castilla- La Mancha	924.453.819	924.453.819
Castilla y Leσn		722.935.642
Catalonia		272.593.501
Comunidad de Madrid		69.570.170
CF Navarra		112.304.036
Comunidad Valenciana		161.729.969
Extremadura	779.839.945	779.839.945
Galicia	856.486.112	856.486.112
Illes Balears		44.874.297
La Rioja		51.107.275
Pavs Vasco		78.138.143
Principado de Asturias	295.146.049	295.146.049
Regiσn de Murcia	205.974.501	205.974.501
RED RURAL NACIONAL		125.633.212
TOTAL (EUROS)	4.943.643.740	7.213.917.799

Table 2

Spanish General State Administration (2007-2013)	3.036.100.000 €
Autonomous Communities: Aprox. (estimated)	4.800.000.000 €

Considering how things have been changing in the past, clearly expressed by Bernd Schuh in Figure 3, the Spanish approach to new Leader programs is concerned in how LAGs are managed and how this management could be improved.

From LEADER II to LEADER+ and further...

Figure 3

CAF (Figure 4) has been considered a very suitable model and tool to promote among LAGs because of three main reasons.

• It is a long time developed and tested model.
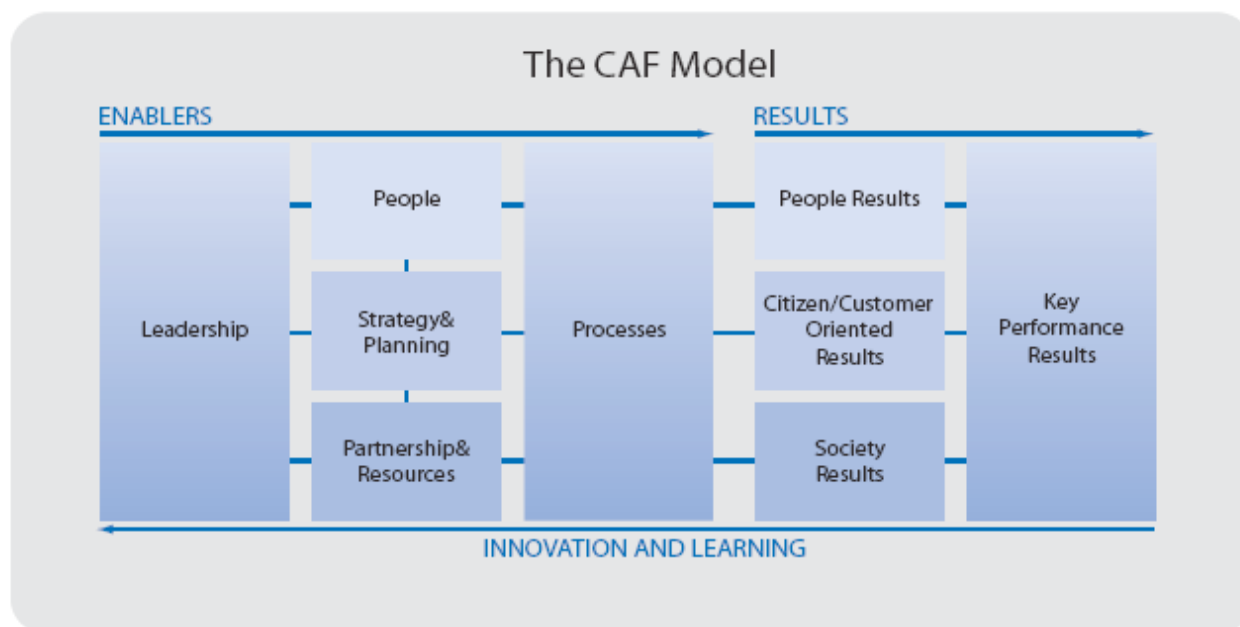
Figure 4

• Spanish local authorities and mainly those in small municipalities, as rural municipalities, are using it and there exist know-how.

• Private – public nature of LAGs drives normally to problems on the public face and funds control of activities. CAF seems to be an easy access to public world for private sector people.

Resources for the networking units

Table 3 gives some examples of the financial and human resources that some national networking units have at their disposal to carry out their actions:

Member States	Number of LAGs	Total cost of the Leader+ national networking unit for the whole period (Total public expenditure)	Cost of the national networking unit per LAG for the whole period	Human resource involved
Austria	56	EUR 1,270,000	28 571 EUR	No full time but experts of the companies involved in the consortium: 1,150 hours done by 2 experts
Germany 2002-05	148	1.6 million EUR	8 581 EUR	6 people
Belgium	Nat: 20 FL: 5 WA: 15	National: EUR 1,425,665 Flanders: EUR 264,965 Wallonia: EUR 1,160,700	Nat.: EUR 71 283 FL: EUR 52 993 WA: EUR 77380	Flanders: 1 person working 50%, 1 person working 60% and 2 consultant at one day a week during 45 weeks Wallonia: 6 part time jobs representing 2 full time jobs
France - national level	140	EUR 8,00 million	EUR 57 143	3 full time jobs + 4 part time jobs + trainees + external consultants and partners
Ireland	22	approx. EUR 1,2 million	EUR 54 545	3 full time jobs + a part time job
UK	57	about EUR 2,3 m	EUR 40 351	6 part time jobs + external experts (over 2.300 days on the whole period)
Sweden	12	about EUR 1.6 m	EUR 133 333	4 part time workers: 1 for 60%, 1 for 50%, and 2 for 30%

Leader+ networking in Spain.

The main characteristics of Leader in Spain

There are 18 Leader+ programs in Spain: one national and 17 regional ones.

The Leader+ National Program supports Local Action Groups which are located in two or more autonomous regions. It finances also networking activities carried out by the Promotion and Animation Unit (Cılula de Promociσn y Animaciσn).

The 17 Leader+ regional programs are implemented in respective autonomous regions and meant for the local groups whose total territory is situated within one region. The regional programs allow for actions 1, 2 and 4 and not for action 3 since the network activity is supported by the national program.

While the Local Action Groups are selected by committees composed of national, regional and local authorities' representatives, the project selection is carried out by the LAGs themselves. However, the cooperation projects financed under regional programs require a joint approval of the regional authorities and the Spanish Ministry of Agriculture, Fisheries and Food. In the case of the LAGs foreseen in the national program, the formal approval is given by the Ministry, which, however, consults the relevant regional authorities for opinion.

There is also in Spain another Leader type initiative, called PRODER, which has a common support regime as well as identical methodology and networking instruments. The 12 PRODER schemes (with 162 local programs) are included in the Structural Funds' programming for rural development, managed on the regional level and financed by national and Community funds. Moreover in Galicia there are 10 Leader type local programs (AGADER), financed only by national funds.

LAGs level has been chosen to conduct pilot in experienced groups as far as they are used to work on PDCA cycles (Figure 5).

PHASE	ENABLERS PANEL	SCORE	LEVEL
	We are not active in this field. We have no information or very anecdotal.	0-10	0
PLAN	We have a plan to do this.	11-30	1
DO	We are implementing / doing this.	31-50	2
CHECK	We check / review if we do the right things in the right way.	51-70	3
ACT	On the basis of checking / reviews we adjust if necessary.	71-90	4
PDCA	Everything we do, we plan, implement, check and adjust regularly and we learn from others. We are in a continuous improvement cycle on this issue.	91-100	5

Figure 5

Key points concerning the network
- Important number of LAGs (145)
- presence of Leader like areas with identical methodology and networking instruments (162 PRODER + 10 AGADER in Galicia).
- 1 national program + 17 regional programs --> 17 managing authorities + the central Ministry for Agriculture

History of how the official Leader+ networking unit has been set up in Spain

The Ministry for Agriculture adopted the criterion to include networking within the national Leader+ program. Subsequently, Royal Decree number 2/2002 established the definition and start-up of a rural development promotion and organisation cell, whose aim is to promote networking in rural areas.

Within the process of creating the national Leader+ program, joint consultations were carried out. These also concerned the national definition of the areas to be covered by action three and of the organisation of the network. Furthermore, in order to define the objectives of the networking unit to be set up, the Ministry for Agriculture consulted the groups by way of surveys. An advisory committee was also created and met to agree upon the general objectives of the network.

The selection of the structure carrying the Leader+ networking unit was then made directly, the contract having been awarded to the state-owned enterprise Tragsatec, which is regarded as an Administration resource and which presented all the required characteristics. One of the Leader network's main features is benchmarking and bench-learning capabilities (Figure 6).

Bench learning Cycle

5.EVALUATE
progress and **repeat**

1. PLAN
(what, how, when, with whom)

BENCH LEARNING CYCLE

4. IMPLEMENT
the good practices in your organisation

2. COLLECT, MEASURE AND COMPARE
interesting procedures, strengths and results

3. ANALYSE
areas for learning
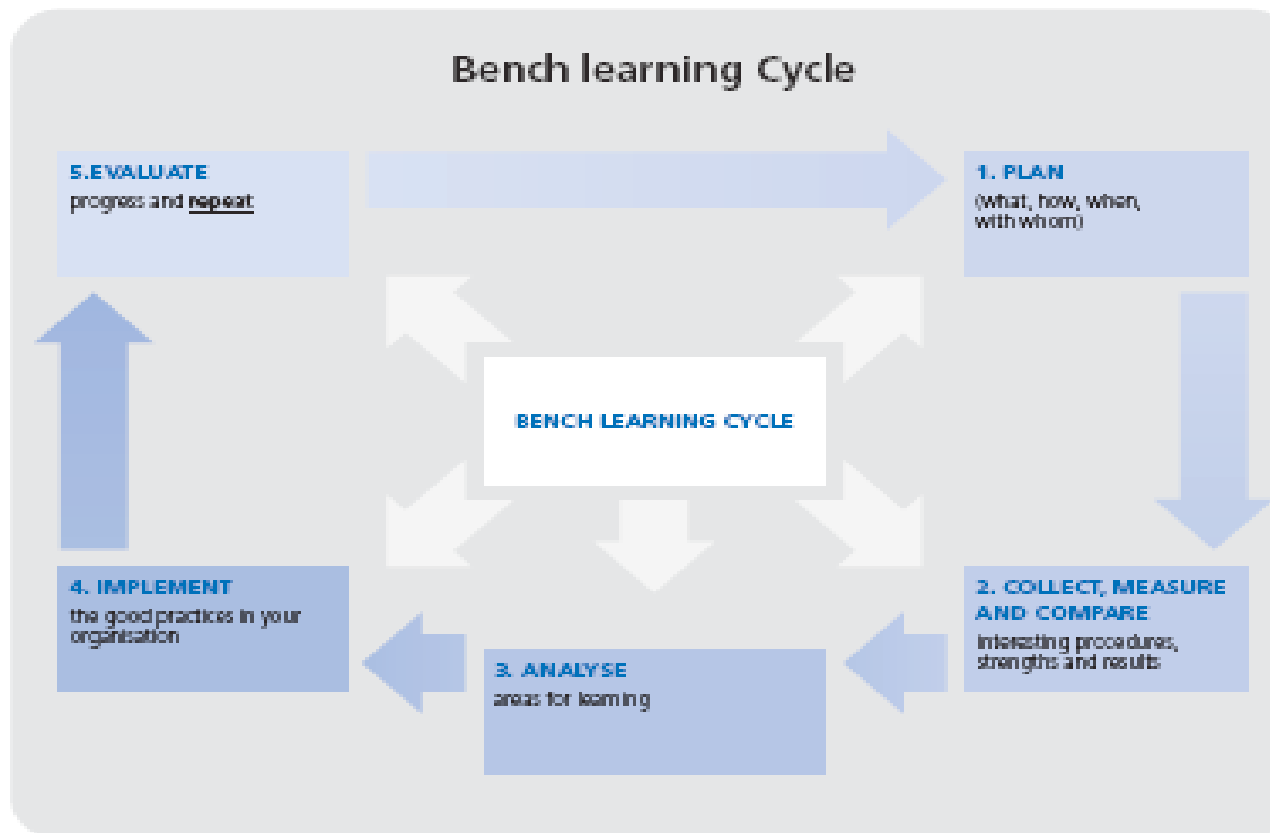
Figure 6

Resources and results. Financial resources:

The Leader+ official networking unit spent 7,5 million euro for the entire period which represents just over 51700 euro per LAG. ,

The allocated budget was deemed to be sufficient.

Technical resources

- Up to date new technology equipment including a sufficient server for the exclusive use of the Rural development promotion and organization cell, the corresponding Internet connections, software, an e-mail server with 30 user licenses for users;
- On-line telephone help-line for consultations from groups, associative networks, institutions and private individuals in general;
- the use of external expertise in the various thematic areas addressed at workshops and seminars;
- the use of external resources for designing, page makeup, copying and distributing the magazine of the LEADER+ Rural development promotion and organization cell. This quarterly magazine has a circulation of 18,000 copies for each issue.

Human resource
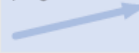
The Leader+ networking unit employs 6 full-time staff plus 3 temporary staff. Their education levels are graduate engineers, university graduates, agricultural engineers, geographers, sociologists and econo-mists.

Network results can be realigned in order to be measured according to CAF scoring table (Figure 7). Furthermore LAGs results laying in network systems may help scoring processes easier.

RESULTS PANEL 1

RESULTS PANEL 1	SCORE	LEVEL 2002
No results are measured and / or no information is available.	0-10	0
Results are measured and show negative trends and / or results do not meet relevant targets.	11-30	1
Results show flat trends and / or some relevant targets are met.	31-50	2
Results show improving trends and / or most of the relevant targets are met.	51-70	3
Results show substantial progress and / or all the relevant targets are met.	71-90	4
Excellent and sustained results are achieved. All the relevant targets are met. Positive comparisons with relevant organisations for all the key results are made.	91-100	5

Results Panel 2

SCALE	0-10	11-30	31-50	51-70	71-90	91-100
TRENDS	No measurement	Negative trend	Flat trend or modest progress	Sustained progress	Substantial progress	Positive comparison with relevant organisations for all results
SCORE						
TARGETS	No or anecdotal information	Results do not meet targets	Few targets are met	Some relevant targets are met	Most of the relevant targets are met	All the targets are met
SCORE						

TOTAL/200

SCORE/100

A Spanish LAG association, the REDR. History

The first LEADER I LAGs were created in Spain in 1991. In 1993, the first Regional Networks (such as the one of Andalusia) were formed, as the associated LAGs felt the need to have a spokesperson to represent them to Public Administrations. Subsequently, in 1995, the Spanish Network for Rural Development (REDR) was constituted. It is a non-profit association (private entity) comprising various regional networks and many associated Leader+ LAGs, later joined by Development Groups from the PRODER Leader like national program. In 1999, REDR joined the association of 'informal' networks from other Member States in the European Leader Association for Rural Development (ELARD). This budget available enables the association to have three employees: a manager and two technicians

Financial and human resources

This Spanish association of LAGs has an annual budget of about EUR 275,000.

Up to 2005, all of the funding came from membership payments. As of 2005, the association has been receiving funds from the Spanish Ministry of Agriculture. REDR also participates in public tenders issued by other entities and institutions who provide funding.

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WILBIRG MITTERLEHNER
Dr. Amt der Oö. Landesregierung, Austria

CAF as a part of quality management in the district office Rohrbach

Rohrbach is one of the fifteen districts in Upper Austria. It comprises 42 local communities, which size var-
ies widely from 500 to 4.000 inhabitants. 58.000 people live in the district Rohrbach.
The head office is responsible for performing administrative functions for the province, but also acts on
behalf of the Federal Administration.

What we do:
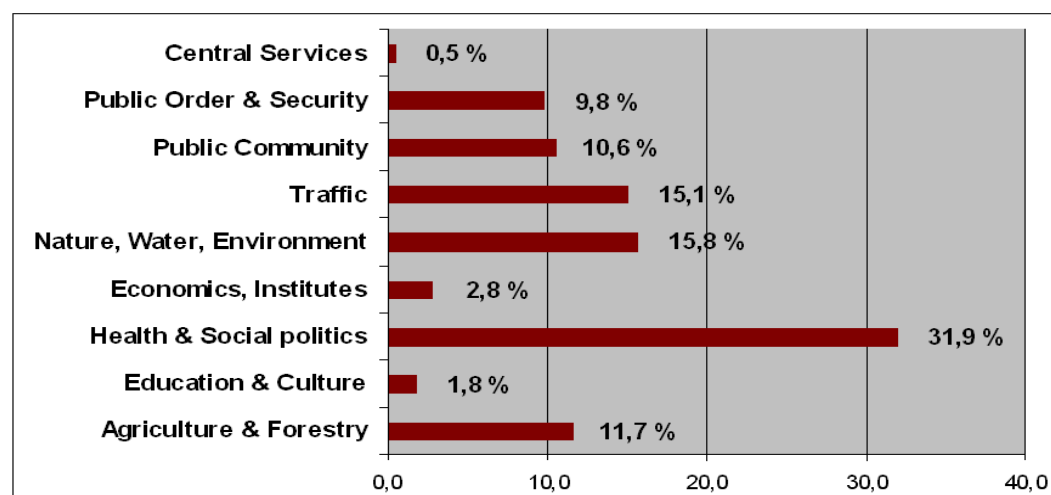
We are a citizen and service-orientated administrative authority.

Why CAF?
In the last years we have used a lot of instruments for customer orientation, employee development and organisation development, but we had no useful instrument to measure quality in our office.
Four years ago, we started the network project "Learning from and with one another" with two other district administrations, Eisenstadt-Umgebung and Zell am See.
One tool of this project was the working with CAF.
In 2004 we used CAF for the first time. The boss of the KDZ, Mr. Dr. Bauer, supported us.
We compared the results and learned from the strengths of the others.
In December 2007 we used CAF once more. This process was moderated from DI Peter Reitinger from our government in Upper Austria.
CAF is a part of our quality management and supports the process of continuous improvement. An over-view of demands on modern administration is given and we can improve our organisation through a self-assessment, but it is also a good support for the leadership working.
The connection between measures and results becomes visible.

A general condition for a self-assessment is an open conversation culture in the organisation. The col-leagues need information about their own office and it should be an aimed selection of the assessment group. The duration of the assessment is at least 2 days and an external moderation is recommended.

Stages of the self-assessment:
1) Preparation of the self-assessment process:
• communication of the self-assessment project of all colleagues
• information to the assessment team – a half day introduction
• gathering of supporting documents and evidence
• discussion with special concepts of modern administration (glossary)

2) Carrying out the self-assessment:
At first the project members undertake an individual assessment. In a workshop the members present their individual scores under each sub criterion, the final scoring is the mean value, for some criteria there was a group assessment.
A process of dialogue and discussion is necessary and an important part of the learning experience.
Strengths and areas for improvement are shown, supported by relevant evidence.
The CAF-workshop identified potential areas of improvement.
An experienced external moderator leads through the self-assessment, his assistance recorded the results of the self-assessment and noted the keywords and the strengths and weakness indicators, but also the improvement activities.

3) Analysis, interpretation, conclusion:
The results of the assessment are discussed in the project team and presented to all employees.
A comparison with other organsations but also with the average valued seems interesting.

Our experiences with the self assessment are very positive.
The self-assessment group should be as representative of the organisation as possible, employees from different sectors, functions, experience and levels within the organisation are included, the boss of the organisation should be also in the self-assessment group.
Groups around 10 participants are generally preferable to secure an effective informal working style.
It is recommended to assess one criterion from the enablers criteria in common. This will give the group a better understanding of how the CAF self-assessment operates.
The sequence for assessment of the nine criteria can be established by the self-assessment group. It is not necessary for this to be in strict numerical order.

In the CAF is a list of relevant examples included, to help provide assistance in identifying appropriate evidence, but it is not necessary to meet all the possible examples, only those relevant to the organisation.

The whole CAF application process should be completed in 3 months (including the preparation, the self-assessment, the drawing of conclusions and the formulation of an action plan). Taking more time raises the risk of reduced motivation and interest of all parties involved.

Benefits of self-assessment:
• effective identification of the strengths of the organisation and the areas where improvement has to be made
• identification of relevant improvement actions
• increased level of awareness and communication throughout the organisation
• people started to become aware and interested in quality issues
• people developed a better understanding of the organisational issues/problems
• self-assessment gave rise to new ideas and a new way of thinking

C O M M U N I C A T I O N is one of the most important success factors of a self-assessment
and the improvement actions that follow.
Our way to positive results:
In the last years we have taken many measures aimed at further quality improvements.

Our results are:
- high service- and customer orientation
- organisation development – less bureaucracy
- the administrative actions are more efficient and effective
- Public Relations – proactive information policy
- staff development
- culture of open communication and dialogue
- from Input to Output

Measures of customer orientation:
- training and education of staff
- customer forums and meetings with the citizens
- Citizen service point
- development of complaints procedures

From Input to Output:
Our organisation implements the mission and vision from our own office, but also from our government office, aligning on public polices and goals and other stakeholder necessities.
Our strategy is transleted into plans, objectives and measurable targets.
- Since 2000 we use the cost and performance accounting
- Controlling - Benchmarking between the 15 district offices in Upper Austria since
- process of continuous improvement

Staff orientation/Staff development:
- annual staff appraisal
- regular staff meetings, open conversation
- constant information for the employees – transparency
- flexible working hours, part-time employment
- high satisfaction level with the job
- Best Practice workshops

Marketing/Public Relations:
- Working group to the subject "public relations"
- many brochures, public shows, open day
- Mission Statement, Corporate Identity
- Corporate Design, Logo

- developing a concept of marketing
- taking part in the activities of professional associations, representative organisations and interest groups

CAF was mainly used by our administration to analyse our continuous improvment process. In particular, CAF helped us to answer the question of where are we not yet active? As a result of our positive experience with CAF we intend to continue using this method in

C' SESSION
COMMON ASSESMENT FRAME WORK - CASES PRESENTATION PART A'

JOSE LINO RAMOS
Dr., Councillor, Citizen Support, Administrative Modernisation and Legal Administrative, Affairs Departments, Portugal

«The contribution of the Common Assessment Framework to the improvement of the front-office»

1. The need for change

As institutions close to the citizens, the local authorities are able to identify needs for change as they emerge. The local leaders of the Sintra Municipality realised early on that there was a need for the Local Authority to be reorganised with a citizen-centred philosophy based on principles of quality and flexibility.

The first evidence of a way of thinking structured in a quality strategy came in the early 1990's, and restructuring the organisation of the municipal services was to be the first step towards a modern and flexible citizen-centred type of management.

Changes to the macrostructure sometimes affected organisational and social aspects of the organisation in complex ways, and were followed by a period of self-regulation, supported by consistent administrative modernisation and human resource policies.

The creation of the Citizen-Support Office, of the Department of Administrative Modernisation and the Auditing and Quality Office was a result of a strategic decision taken by the Sintra Municipal Council to intensively develop the management of its services to the public, simplify its processes and continuously monitor its performance.

2. Reasons for the use of the Common Assessment Framework

The pilot version of the Common Assessment Framework was presented in Lisbon during the 1st European Union Public Administration Quality Conference held in 2000, and was disseminated as a management tool specifically constructed to support the institution of quality in the public sector.

The Sintra Municipal Council was one of the first Local Authorities in Portugal to use the first version of the CAF as part of its administrative modernisation strategy.

Sintra adopted the Common Assessment Framework because it is a tool for improving the performance of organisations with continuous self-assessment, mobilising quality and supporting a citizen-customer centred public service.

It is also an opportunity to make continuous improvements as enables the:

• Monitoring and measurement of the efficiency of processes and services provided;

• Comparison of policies with the objectives and requirements of the citizen-customer;

• Subsequent reporting of results, thereby verifying them.

• Encouragement of the creation of improvement programmes, which in their turn will make an important contribution to the establishing new objectives to satisfy the client's requirements.

The comparability of results from organisations with the same mission and with naturally similar objectives

in terms of strategy is one advantage of this methodology and encourages the promotion and sharing of good practices between organisations.

3. The path of self-assessment at the Sintra Municipal Council

In 2001, the local authority began its first exercise in structured and consistent self-assessment according to the criteria for methods and results indicated for the Common Assessment Framework.

The "Creating Value for the Local Citizen" project was developed using this methodology and its main objectives were to improve both the service provided to local citizens and the quality of the local public services, which would involve extensive changes both to functional structures and to the back-office of the organisation.

The "Creating Value for the Local Citizen" project was structured in 6 areas:

    1 - Organic restructuring;
    2 - The reengineering of processes;
    3 - The flexibilisation of the critical processes;
    4 - Managerial autonomy;
    5 - Change management;
    6 - Interaction with the local citizen.
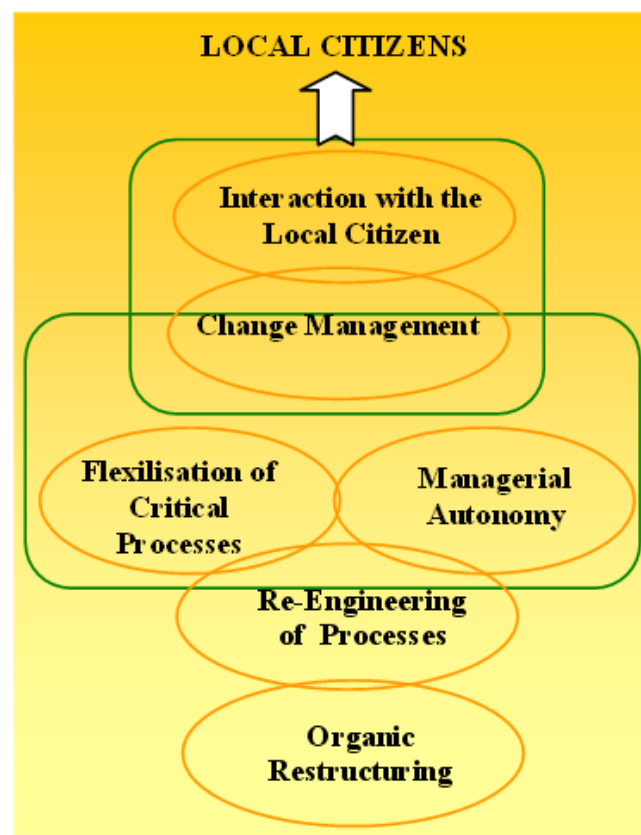
Chart 1

Organic restructuring was used to determine both the structure of the organisation and the attributions of each organic unit, as well as forms of co-operation which would improve the quality of the services provided to local citizens.

The management of the processes was based on the principles of re-engineering. Work began to identify the processes with the greatest impact on the satisfaction of local citizens, and the key processes which may condition the fluidity of these processes were considered to be critical processes.

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It is thought that an excellent front-office is only achieved with an efficient back-office.

Re-engineering mainly focused on the effectiveness and efficiency of processes, and then flexibilised the critical processes with the intensive use of information technologies.

Light, flexible structures were created - the Municipal companies - to improve the productivity of the organisation and the quality of the services provided to the citizen. The management of a series of activities by private entities increased fluidity, speeded-up decision-making, optimised resources, minimised the cost of the service and improved the quality of the services provided.

The partnerships, decentralisation, the delegation of competencies and the development of outsourcing also played a vital role here.

The organisational changes introduced by this project required careful management to prevent natural individual and organisational resistance from jeopardising previously defined objectives during the transition period.

The active participation and engagement of staff within the organisation was encouraged with the support of extensive training programmes.

Interaction with the local citizen takes place in five areas:
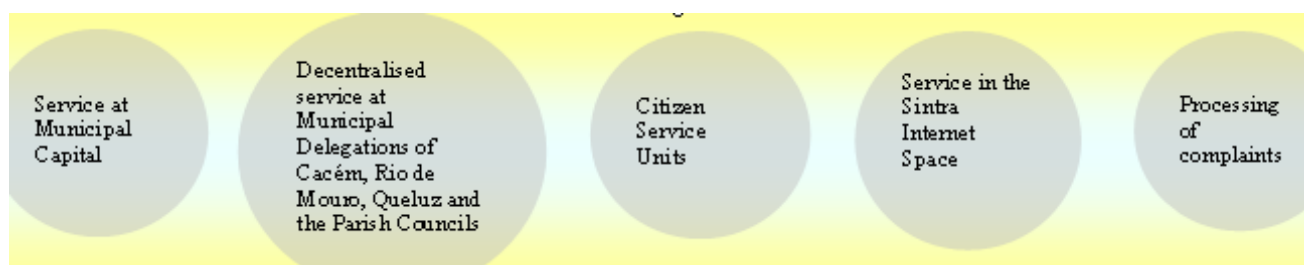
The self-assessment process was resumed in 2002 and 2003, and an exhaustive survey of the council's activities was carried out, providing more input for strategic management and planning.

In 2005, a public session was held with the citizens-customers using the council services and staff within the organisation. The indicators adopted for assessment were:

Citizens-Customers   Staff

- General Satisfaction
- Satisfaction with service
- Waiting time
- Quality of services

- General Satisfaction
- Satisfaction with working conditions
- Satisfaction with Levels of Competence
- Levels of Motivation and Morale
- Engagement of staff in the Organisation

General Analysis

Satisfaction with Service Provided

General Satisfaction
Directors, Department Heads, Chief Officers and Technicians

General Analysis
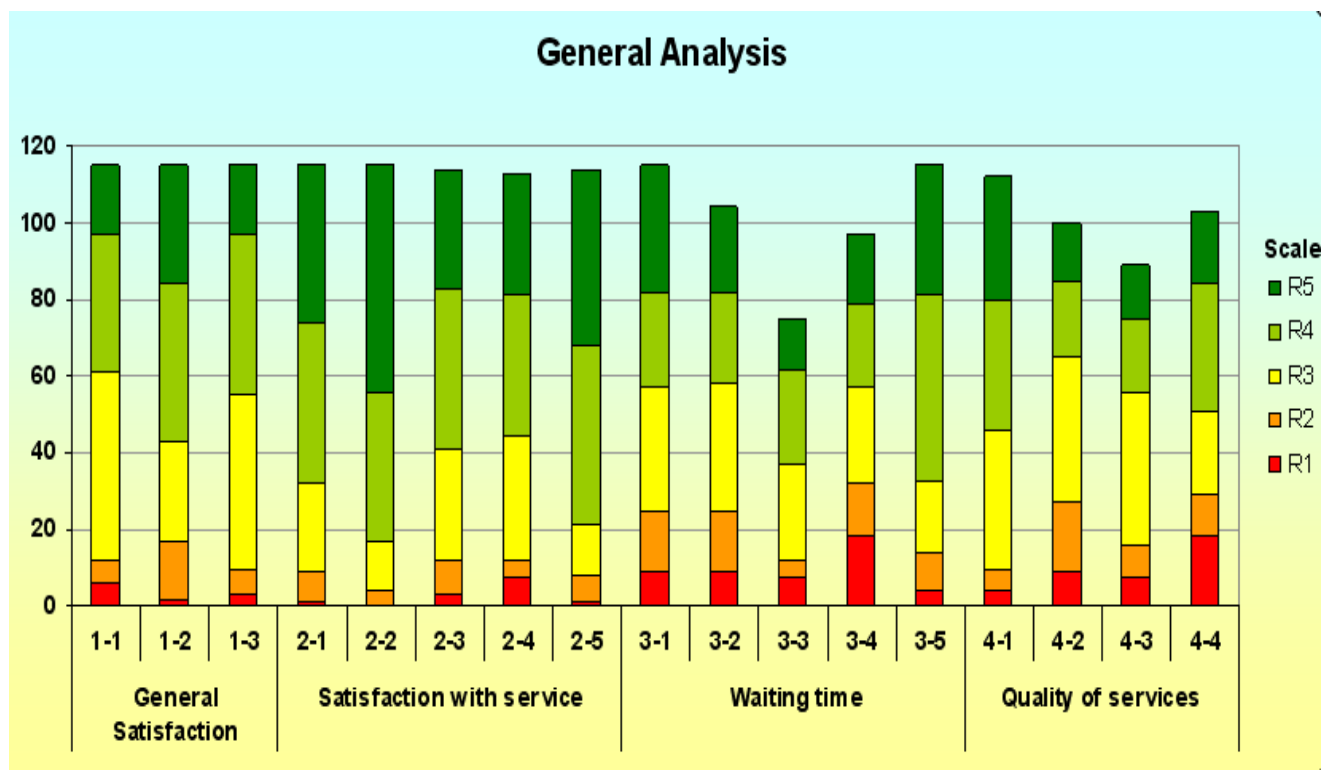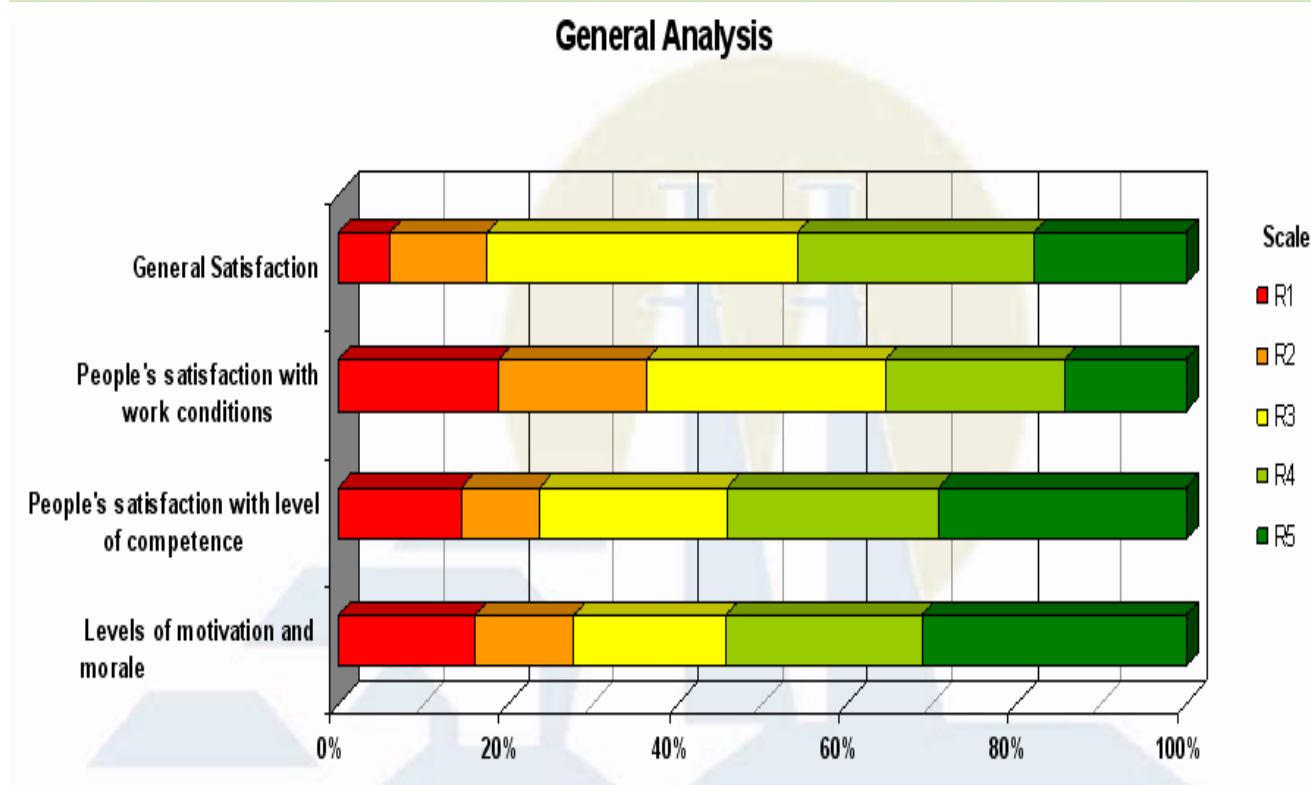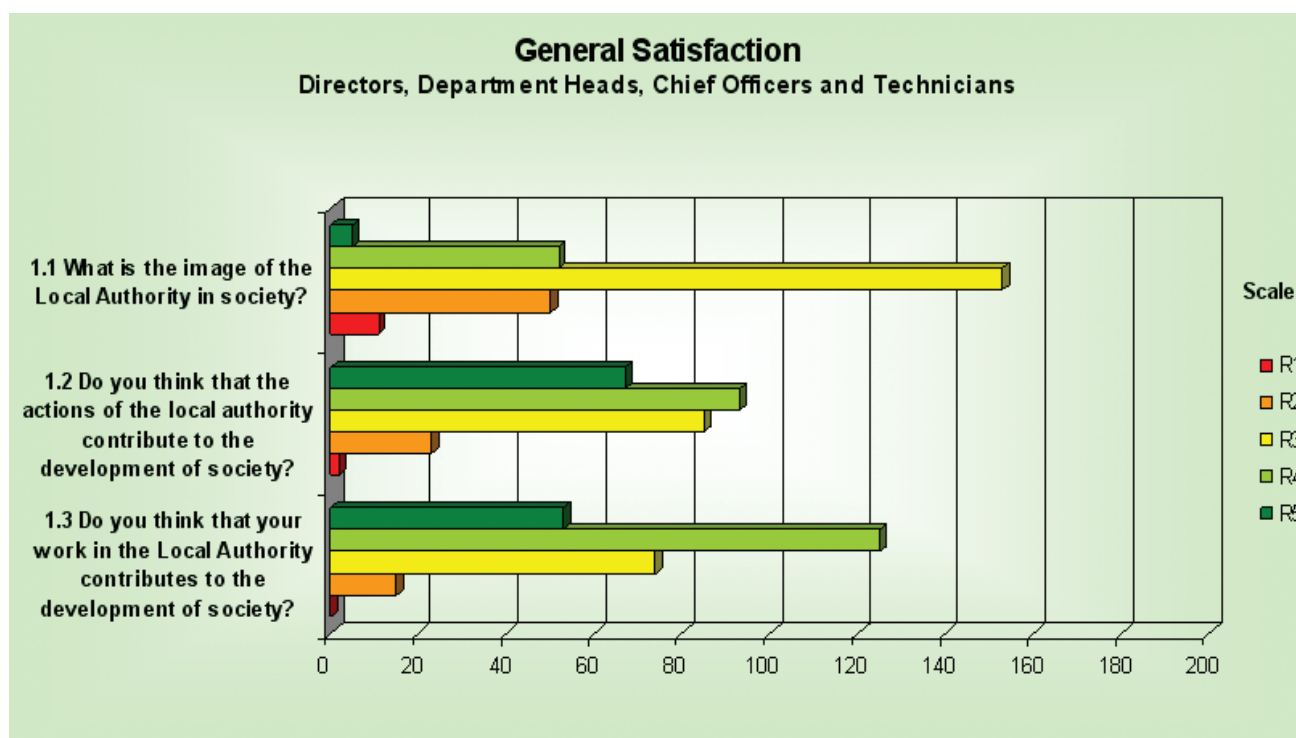
These exercises made it possible to clearly identify strong points and areas for improvement.

This public session formed the basis for a plan of action, and the managers decided to prioritise the proposals of the improvement plan with respect to:

- The involvement of staff serving the public
- Time taken to respond to complaints
- Training of staff serving the public
- Lack of participation by staff in improvement projects

Weak points	Proposals	Priority
Involvement of staff serving the public	➢ Close link between staff serving the public and the organic units which manage processes through periodic meetings to monitor procedures, in which these staff members play an active role in the re-engineering processes. ➢ Clarification of those who distribute, guide and assess the function of serving the public ➢ Acceptance by staff serving the public of the importance of their role in constructing the image of the Local Authority. ➢ Dissemination of the service to the public as a priority compared to the back-office functions.	1st
Time taken to respond to complaints	➢ Acceptance by every level of the hierarchy that complaints are an opportunity for improvement ➢ Definition of appointed interlocutors in every organic unit whose priority is to respond to complaints. ➢ Periodical meetings between the GAM back-office and the organic units which manage processes. ➢ Systemisation of solutions found and their translation into good practice.	1st
Training of staff serving the public	➢ Continuous retraining of staff serving the public in behavioural and quality areas. ➢ Training programmes with simulation of practical cases.	1st
Lack of participation by staff in improvement projects	➢ Creation of mechanisms which permit the systematic collection of the opinions of staff members, particularly through periodic work group meetings. ➢ Valuing individual participation, and its incorporating into measures for continuous improvement. ➢ Action of the leader as mobiliser and communicator of the contribution of individual action to collective objectives. ➢ Development of activities which reinforce the work team's feeling of belonging	1st

In 2006, another self-assessment exercise was carried out to find out how much of the Improvement Plan had been implemented and in 2007, another session was held with the citizens-customers to gain a clearer idea of the way the improvement programmes impacted on the quality of the services provided and the redefinition of the improvement programmes:

Problem	Evidence
General Results	
Less co-operation in the improvement process at the Cacém Delegation	4% less than the other delegations
Waiting time is considered excessive: - for responding to presential requests (13.4% of answers) - for services provided by telephone (14.5% of answers) - for responding to complaints (18% of answers)	Classification of waiting time
Inadequate resolution of problems: - When presented in writing (14.5% of answers) - When presented by e-mail (11.1% of answers)	Classification of the quality of services
Inadequate location of services (17.2%)	Classification of the location of services
Need for debureacratisation	Comments presented in open question time
Service: Increased supply of services	
Dissatisfaction with matters related to the Urban Planning Department	

Strong Points	Weak Points
✗ Increasing involvement in processes which promote the improvement of services.	✗ Less co-operation in the improvement process at the Cacém delegation.
✗ Improvement in the general satisfaction of citizens, particularly in relation to council services.	✗ Waiting time is considered excessive: for response to presential requests; for services provided by telephone and for response to complaints.
✗ Empathy with the staff member in attendance.	✗ Inadequate resolution of problems: when presented in writing; when presented by e-mail.
✗ All service units have positive results.	✗ Inadequate location of services.
✗ Excellent CLAII results.	✗ Need for the debureaucratisation of services.
✗ Significant improvement of the results of the Queluz Municipal Delegation	✗ Service: Increased supply of services.
	✗ Dissatisfaction with matters related to the Urban Planning Department
	✗ Disparities in the results of each delegation.

✗ Increased use of e-mail in communications with the local authority	✗ Supply of services to the public unable to accompany the population dynamic.
✗ Reinforcement of partnerships to increase the supply of services in municipal service area.	✗ Service location is less attractive due to lack of parking facilities.
	✗ Excessive legal formality in the documentation of processes.

Opportunities	Threats

4 – Obstacles encountered and ways of overcoming them

During the self-assessment exercise which supported the implementation of the "Creating Value for the Local Citizen" project the following obstacles were identified:

• Both individual and organisational resistance to change processes;

• The time spent on training, particularly in technological and behavioural areas;

• The financial cost;

• The physical dispersion of the municipal installations.

Guidelines supporting structural changes were expressed very clearly as a way of overcoming resistance to change processes. These guidelines are laid down in the Regulations for the Organisation of Municipal Services and in the Great Options of the Plan, of importance being: management by territorial and socio-logical objectives; structural flexibility based on continuous co-ordination; making leaders responsible; the growing autonomy of the services, based on the monitoring of activities and the continuous assessment of performance.

The time spent on technological and behavioural training was vital for the change process because it en-abled staff to gain a very sound knowledge of information and communication technologies, based on standards which combine knowledge, individual abilities, attitudes and behaviour.

The financial cost was considerable, but was minimised by the use of financing from national and Commu-nity funds. Costs which were not eligible for those funds were borne by the local authority.

The Sintra Municipal Council also had an additional difficulty caused by the physical dispersion of its instal-lations (with 42 different administrative buildings), which was partly a result of the decentralisation strategy for the vast municipality of Sintra.

The strategy adopted to deal with this problem was to link all of the buildings into a network and to use applications which would support the harmonisation of procedures.

The dedication of the leadership was highly important for this whole process and was to prove decisive for the self-assessment process as a whole.

5 – The improvement of the front-office

The application of the Common Assessment Framework began at the Citizen-Support Office because it was an organic unit providing services to the public, an area defined as a priority by top management. However, the managers were soon involved in the management of the processes which involved services to the pub-lic, and the application of the Common Assessment Framework was extended to include other processes which interact with the critical processes.

The front-office gave great impetus for the introduction of the quality system in the local authority due to its role in supporting the relationship of local citizens with the municipality and the organisation and manage-ment of a permanent service for the public, and for receiving and in forwarding suggestions and complaints. Its role as a link with the citizen, make it an ideal element for identifying the constraints which still exist between the administration and the citizen.

The self-assessment approach proposed by the Common Assessment Framework is decisive in this task because it makes it possible to systematise a vast amount of information as to the satisfaction of citizens with the services provided by local administration.

The organisation of the Citizen-Support Office takes into account the dynamic required to meet the needs of the citizen, with 7 units serving the public in the municipal capital, and another 12 units serving the public in the delegations of the more densely populated parishes: Cacım, Mem Martins and Queluz.

The Office referred to also provides services to the public in the Parish Offices which are geographically more distant from the capital of the municipality and the municipal delegations.

As well as providing local administrative services, the Municipal Delegations also have the Citizen Service Unit (PAC), which resulted from a co-operation agreement established with central administration. The sup-port of immigrants through the Local Centre for the Assistance and Integration of Immigrants (CLAII), and the residential register for European Union citizens in partnership with the Portuguese Foreign Office (SEF), are other services that the Citizen-Support Office offers to the vast foreign community in the Municipality of Sintra and to citizens of the European Union who have chosen Sintra as their residence.

These services are the result of co-operation agreements established with the entities responsible for these

areas at central administration level.

The units providing free access to the internet are another important area because they make it possible for citizens to communicate with the local authority free of charge at the 100 Internet units in 75% of Sintra's parishes.

The processing of complaints and suggestions is also an important area of interaction with the local citizen.

The Observatory for Participation and Citizenship contributes by systematically assessing complaints and suggestions, and the results are presented in activity reports submitted to the Municipal Assembly.

Complaints are seen as an opportunity for improvement, and for this reason an analysis is made across all areas to provide management with the latest information on the needs of citizens for human and material resources to be provided to satisfy these needs:

Complaints by methods used in 2007

Complaints Book 3%
Post 8%
Telephone 28%
E-mail 31%
Presential 28%
Fax 2%
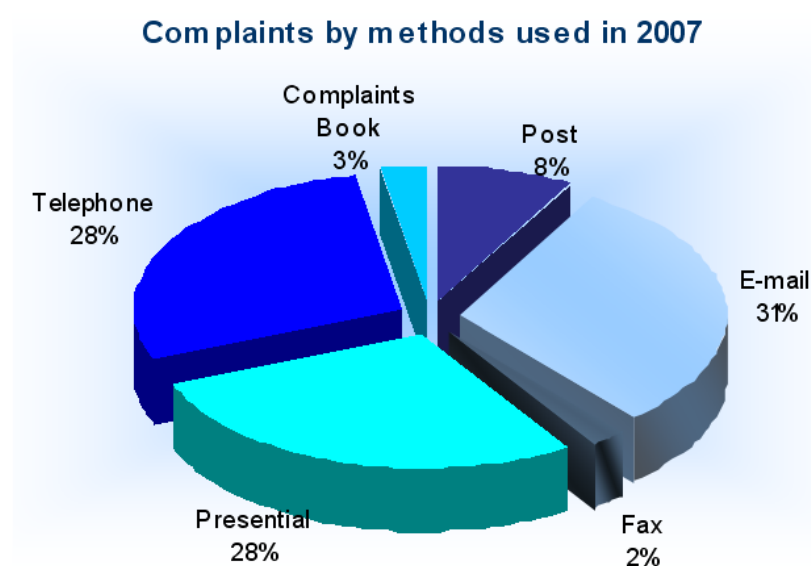
Chart 8

• Methods used to make complaints were analysed and in 2007, an increased in the use of formal means was found (presential, by post and using the formal Complaints Book), as opposed to telephone or fax. The use of e-mail had decreased which was justified by the drop in the total number of complaints compared to 2006 (-2,53%), though citizens still prefer the use of this vehicle for submitting complaints.

Via e-mail in 2007

Complaints 26%
Information 74%
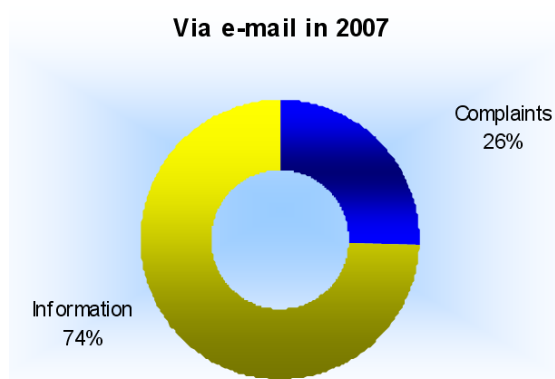
Chart 9

• Of the 3,500 e-mails received in 2007, only 26% were formal complaints. Almost all requests for information received an immediate answer.
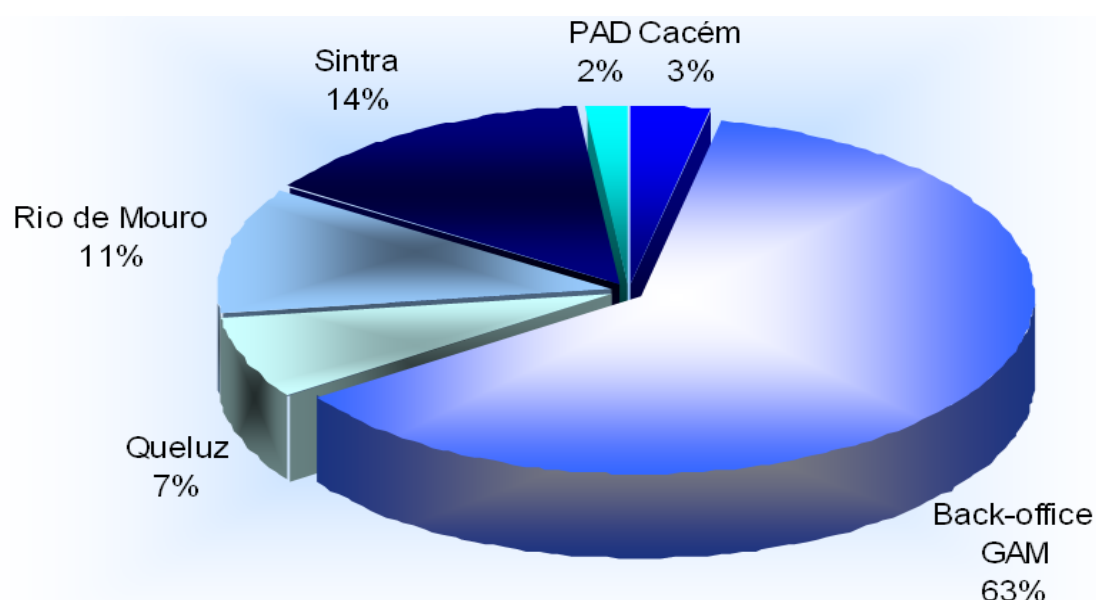
• 37% of the 2,808 complaints received at the different service units were submitted presentially, while others preferred submitting complaints on paper, and by telephone and e-mail, complaints which were dealt with in the back-office.
• Only 2% of complaints made by telephone were received in the Municipal Delegations, which are designed to provide more presential support.

Parishes	Resident Population	Complaints 2007	Relative Proportion
Agualva	38.317	153	0,4%
Algueirão-Mem-Martins	62.557	587	0,9%
Almargem do Bispo	8.417	85	1,0%
Belas	21.172	153	0,7%
Cacém	22.380	157	0,7%
Colares	7.472	31	0,4%
Mira-Sintra	6.149	113	1,8%
Montelavar	3.645	158	4,3%
Pêro Pinheiro	4.712	24	0,5%
Queluz	27.913	74	0,3%
Rio de Mouro	46.022	17	0,0%
Santa Maria e S.Miguel	9.274	14	0,2%
S. João das Lampas	9.665	232	2,4%
São Marcos	15.005	382	2,5%
S. Martinho	5.907	80	1,4%
S.Pedro de Penaferrim	10.449	88	0,8%
Terrugem	4.617	137	3,0%
Casal de Cambra	9.865	104	1,1%
Massamá	28.176	170	0,6%
Monte Abraão	22.041	49	0,2%
TOTAL	363.755	2.808	0,8%

Many other types of data are analysed such as waiting time.
Interaction with local citizens presently takes place through the following areas:

Service in the Municipal Capital

Decentralised service in the Municipal Delegations and Parish Offices

In 2007, 110,919 citizens were served by an average of 12 staff members, which means that each staff member serves 37 people per day and 5 per hour

PAC, SEF and CLAII services

PAC and SEF services were sought by 18% of service users
596 immigrants sought CLAII since it opened in September 2007

The local authority supports the costs associated with the 100 free Internet units, contributing to the combat of info-exclusion and promoting electronic communication with the Municipality

Free Internet Access Units

Processing of complaints

Quality awareness-raising programmes for all leaders began the work to involve staff in the continuous improvement process, and in the last four-year period, programmes were designed specifically for staff working directly with the public.

This intensive training plan made it possible to match people to the requirements of the new profiles, taking their aptitudes and competencies into account. Training programmes with a highly practical orientation are promoted and are excellent opportunities for recognising and anticipating difficulties.

Management has specifically invested in continuous training, including an increased number of pro-grammes on very specific themes, with fewer teaching hours. Investment in the improvement of services provided and in human capital (training) increased by 255% (figures at present prices).

1996/1999: 36 staff members
Rate of technical know-how 19.5%

2004/2007: 47 staff members
Rate of technical know-how: 38%

7.417 € of investment per staff member

50 Training programmes

+ Investment

Approximation | Integration

Little training | A lot of training

Exclusion | Distancing

- Investment

+ Investment

Approximation | Integration

Little training | A lot of training

Exclusion | Distancing

- Investment

78 Training programmes

41 hours of training per staff member

31 hours of training per staff member

2.907 € of investment per staff member

The evolutionary analysis shows that in under a decade, the organic unit responsible for the Local Authority front-office increased its human resources by 23% due to an increase in the supply of services, their greater dispersal through the territory and the extension of opening hours to meet the needs expressed by citizens-customers both in the public sessions and in the suggestions, complaints and data collected by the thematic observatories. Staff have become significantly more specialised, reflecting efforts to match the right staff member to the right job and the investment made in monitoring the relationship of local citizens with the municipality.

The ratio of the number of staff per thousand inhabitants is presently 7, which shows that services have become more efficient.

The result of the analyses of sessions with staff within the organisation are widely disseminated, while those for the citizens-customers are presented in public sessions to all staff members whose duties involve serving the public. In these sessions, partial results divided by service location are also presented in order for subsequent monitoring and training to take the specific needs of each team into account. Healthy competition is encouraged and best practices are disseminated during these sessions.

The "Creating Value for the Local Citizen" project laid the foundations for Total Quality management, where the response to the demands and expectations addressed to local authority management works in partnership with the citizen to identify areas and opportunities for improvement.

The application of the Common Assessment Framework provides valuable support for this process as it makes it possible to continuously check whether the dynamism of the council's activities is responding to the explicit and implicit needs of its citizens.

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MARIA LIATIRI
Team for the Application of the CAF for the Municipality of Ilion,Greece

«The Experience of Implementing the Common Assessement Framework in the Administrative Services Secretariat at the Municipality of Ilion»

FEATURES OF THE MUNICIPALITY OF ILION, ATTICA

The Municipality of Ilion is one of nine municipalities of Western Attica, and the second largest in size and population. It borders the municipalities of Agioi Anargyroi to the East, Peristeri to the South, Petroupoli to the West, and Kamatero to the North.

It was founded in 1858 as a small, model settlement of the area known as Ilion-Troas. The settlement, which went by the name of Kato Liosia for several decades, and Community of Nea Liosia since 1925, wit-

nessed difficult years, with numerous problems (irrigation, pasture, cultivation, infrastructure, population boom, etc.), which persisted after the Community became a Municipality, in 1963.

King Otto's selection of the name Ilion Troas was owed to the fact that European cartographers placed the ancient Municipality of Troon at the same site. The new settlement was given names from the Iliad, which are still in use today.

The renaming, by decision of the Municipal Council, of Nea Liosia to its original name of Ilion, which took place in 1994, was a landmark in the Municipality's history.

Its demographic development shows major growth in recent years, and it is among the Municipalities that received the majority of the internal migration wave during the 50's and 60's. It is indicative that, according to the official census of 1951, the Municipality of Ilion had 5,460 residents. This figure multiplied almost six-fold in 1961, reaching 31,810 residents, with 56,127 in 1971, and 72,427 ten years later, in 1981. The 1991 census recorded 78,029 residents. Nowadays, the net population exceeds 120,000 residents. It is, in essence, the second largest Municipality of Western Attica, both in terms of area and population. A basic point of reference, mutual to Ilion and the neighbouring Municipality of Agioi Anargyroi, is the parkland area of Pyrgos Vasilissis (Antonis Tritsis Park), a great expanse of green and an urban hub of leisure, situated between the two municipalities, forming a natural border between their residential quarters.

The Municipality's Identity

Prefecture:	Athens
Region:	Attica
Municipal Departments:	1
Total Area*:	9,250 acres
Population* :	80,859 residents
Population Density*:	8,742 residents/sq.klm
Distance from the Centre:	8 km
Centres of influence:	Leoforos (Avenue) Thivon, The Centre of Athens, Peristeri - Aigaleo
Major traffic routes:	(K-B) Leoforos Fylis, (B-N) Leoforos Thivon
Transport links:	Urban Transport – the centre of Athens, the centre of Piraeus, Metro: Ag. Antonios, Municipalities of Western Attica.

These days, the Municipality of Ilion is a modern city with a human face and a net population approaching 120,000 residents.

All the necessary infrastructures that ensure a good quality of life for the residents are in place. All modern citizen services are in operation, and major anti-flooding and reformation works have been constructed.

As mentioned above, the Environmental Awareness Park "Antonis Tritsis", the largest in Attica, is within the borders of the Municipality of Ilion.

Also within its borders are the "Mitera" Foundation and the "National Institution for the Rehabilitation of the Handicapped".

The following schools currently operate in the Municipality:
- 8 Pre-School facilities, serving 500 children.
- 29 Kindergartens, attended by 1,200 children.
- 22 Primary Schools, 14 Gymnasiums (Lower Secondary School), 9 General and 4 Technical Lyceums (Upper Secondary School), attended by 11,500 children.

The following have been founded with the Municipality's support:
- 17 Sports Associations
- 9 Cultural Associations
- 9 functioning Churches, providing important religious and social support services.

- 20 sports' facilities have been constructed.
- There are dozens of squares and green areas.

The Municipal Authorities are housed in an ultra-modern building, and its activities include numerous developmental, social, sports and cultural projects.

It has modern infrastructures, with 4 Legal Entities and 2 Public Enterprises.

Methodology of CAF Implementation

The efforts to implement the Common Assessment Framework (CAF) began following an open call for applications for the National Quality Public Services Award, Legal Entities of Public Law (NPDD), 1st and 2nd degree Local Government Organisations (OTA), by the Ministry of the Interior's General Secretariat of Public Administration and Electronic Government, and on the basis of the Municipality's desire to take part in innovative Administrative processes and introduce the philosophy and principles of Total Quality Management in the Municipality of Ilion. The objective of this endeavour is to improve services with the sole purpose of meeting citizens' expectations and needs.

Given the lack of relevant experience, and the absence of a Quality and Performance Department in the Municipality's Service Organisation, it was agreed that the best solution would be to begin with a pilot implementation of the CAF in a single Secretariat of the Municipality – the Administrative Services Secretariat. The Project Team for this first implementation was staffed by management and employees of the Division in question, and supervised by the Vice-Mayor of the Divisions of Administration and Finance, Mr. Dionysis Patsouris.

Questionnaires were filled in by all Division employees, and citizens of the Municipality who came to the Division building during March-July 2007.

The CAF implementation was performed in 4 stages, as described below:

Stage 1:

(Definition of Implementation Field – Staffing the Team)
- The CAF Implementation Field (scope) was established (in the Administrative Services Secretariat)
- Project Team members for CAF implementation were selected.

Stage 2

(Distribution of tasks – definition of the Team's internal operation)
- Two team members attended the seminar entitled "Performance and Evaluation of Administrative procedures" at the National Centre for Public Administration and Local Government.

Stage 3

(Gathering – Processing documentation data, compiling the evaluation report, and scoring)
- Questionnaires were distributed for completion, and interviews were conducted with all employees
- Questionnaires were distributed for completion, and interviews were conducted with citizens
- Questionnaires were processed, scoring documentation was gathered and sorted, a discussion was held between Team members, sub-criteria and criteria were scored.

Stage 4

(Compiling report on measures for improvement)
The criteria and sub-criteria were rated by consensus following dialogue between Team members, and on the basis of the documentation material gathered and presented.

The questionnaires distributed to Division employees were not filled in in the presence of Team members, nor were personal interviews conducted, which resulted, in our view, in poor scoring of certain sub-criteria, due to lack of understanding or incorrect assessment of certain questions. In those cases, the Team, on the basis of supporting materials, decided to re-adjust the scores upwards, giving a final overall score of 64.7.

CAF Implementation & Management Competence

As is widely known, according to the provisions of Law 3614/2007 on management, control and implemen-

tation of developmental interventions during the Programming Period 2007-2013, all beneficiaries of actions implemented through NSRF entrepreneurial programmes must verify their management competence in accordance with the new "Greek Standard", which is expected to come into force from 01.01.2009. Actually, all Municipalities in the country, with the appropriate infrastructure and capacity to implement projects, will need to adopt Total Quality Management standards.

During the transitional period up to the issuance of the new Standard, the competence of potential beneficiaries will be verified by the Special Services, which undertake management tasks under the 4th Programming Period.

Management competence will be verified following tenders, through which potential beneficiaries will be invited to submit applications for the verification of their management competence, which will be granted following the evaluation of their implementation, and inspection visits, where necessary.

Thorough examination of the relevant document – statement of compliance by the Institution, shows a number of corresponding criteria between the transitional management competence verification system (and, in the near future, the Greek Project Management & Administration Standard) and the Common Assessment Framework. The similarities in the criteria are such that we can safely surmise that implementing the CAF in a Local Government Organisation (or a public organisation, in general) may substantially facilitate its adaptation to current legal requirements for basic operation according to Total Quality Management standards.

More specifically, we will attempt a comparative analysis of certain criteria and sub-criteria of the CAF, against the respective criteria for management competence.

Before moving on to specific similarities in the criteria we must, however, emphasise the general concept of applying Total Quality Management standards, which is integral to the CAF itself. The operation of a public organisation on the basis of such standards – almost unheard of five years ago – is now compulsory by law. The inducement provided by the CAF to adopt such standards functions as a wake-up call, and prepares an organisation for new challenges.

Looking at criteria 1 and 2 of the CAF, pertaining to Governance, Strategy and Planning, there are questions that examine whether the organisational structure serves the attainment of targets, whether the operational framework favours project management, and whether strategy and planning are actually implemented, and to what extent. An organisation's satisfactory operation against the above CAF criteria ensures, to a high degree, its immediate compliance with the Organisational Structure criterion of the "Declaration of Compliance" for management competence, which demands, in turn, that an approved organisation chart and departments with specific responsibilities regarding project planning, project maturation, tender management, etc., should be in place, and that responsibilities and duties of the organisation's various departments, in general, be clearly defined and divided. Compliance with the above two CAF criteria also secures the organisation's compliance with management competence requirements, as regards the criterion of planning projects – actions.

Criteria 4 and 5 of the CAF (Partnerships and Resources – Procedures) examine the degree of transparency demonstrated by the organisation's administrative and financial activity, the use of innovative financial planning systems and modern financial control and accounting monitoring methods, the way information is managed, the use of new IT and Communication technologies, the extent to which specific procedures are managed by specific employees, and the coding of procedures. Operation on the basis of the above enables an organisation to comply to a high degree with criteria 3 (Procedures Manual) and 4 (Material and Technical Infrastructure) on management competence, as there are criteria demanding the existence of a procedures manual, requesting the use of a specific accounting system for the financial management of projects, requiring that legislation be closely observed, projects be electronically monitored and connected to databases, etc.

In addition, the details contained in criteria 8 and 9 of the CAF (Results concerning society – Main Results) with regards to planning, funding and implementing international development initiatives, operational efficacy and performance, developing quality standards and creating partnerships with third parties, orient an organisation towards a more modern management approach. Reference is made to an extrovert and resolute mentality and method of operation, necessary for the implementation of jointly-funded programmes, whose ultimate objective is to improve quality of life for city inhabitants – a project that constitutes the primary goal of a local government.

With the experience of the first implementation of the Common Assessment Framework in our Municipality, we ascertained the value of its contribution in terms of all factors previously described. Its implementation taught us new concepts of quality and modernisation, contributed to instilling a culture of innovation and change in the management and employees, and helped familiarise the staff with modern management tools and conditions. Thus, we believe that the process of verifying the management competence of our Municipality, as a final beneficiary of NSRF 2007-2013 programmes, will be a lot smoother, as many of the requirements have been identified through the CAF, and are either already in force, or in the planning stages.

Conclusions

In today's ever-changing social and economic conditions, in an environment of high expectations and modern management tools, Local Government, with the support of its institutional framework that constantly broadens its role and the unique knowledge it holds on the local needs of each small or large community, is called upon to act as the fundamental factor for development, prosperity, modernisation and quality of life improvement for all those living and working in the area.

It is our belief that the Municipality of Ilion, with its excellent and dedicated human resources, the extensive experience of its political leadership in managing public matters, its conscious citizens, its desire for constantly improving the quality of its services and the broad perspective it applies to new challenges and change, may move successfully towards the future and define its goals and strategies.

Important steps have already been taken towards adopting advanced quality assessment methods, the most important step being the decision to apply the Common Assessment Framework in the Municipality of Ilion for the first time.

Furthermore, in terms of actions for improvement, to which we committed with the implementation of the Common Assessment Framework, we have already taken the following actions:

• All employees of the Secretariat now have access to the Internet.

• The town twinning process is in the final stages.

• The Municipality's website, which offers extensive information and numerous links to its visitors, has been upgraded.

• Lists of all certificates required per procedure have been compiled, and posted in appropriate locations for the citizens' information.

• The number of employees attending seminars, conventions and expositions has increased.

• Our participation in this convention is the practical expression of our desire to develop a network for collaboration and sharing experience.

• The first draft of a comprehensive entrepreneurial programme for the Municipality and its Legal Entities is in the final stages, and will include an analysis of the internal and external environment, as well as record and analyse the citizens' needs.

• The process of upgrading many of the computer programmes that support citizen services is underway.

• The implementation process to verify the Municipality's competence as a beneficiary on the NSRF 2007-2013 Entrepreneurial Programmes is underway, and facilitated significantly by the know-how we gained through the implementation of the CAF, as demonstrated in detail above.

The Management also lays considerable emphasis on establishing a management system with targets and annual action reviews at the end of each year, a system which we believe will be implemented successfully during 2008, and will be very well received by the Municipality's employees.

Certainly, along with its strengths, the Municipality of Ilion also displays certain weaknesses. Traces of a bureaucratic mentality, insufficient know-how on the part of the employees and their difficulty in using all mediums and opportunities offered by modern technology, a lack of research into citizens' needs, the lack of a website that can offer electronic services to the public, and the absence of an electronic priority numbering system in the Citizen Services waiting areas are among them.

Some steps forward are, however, taken. Many of the above issues are in the process of being resolved. The important thing is the mentality and the attitude of the people that make up the Municipality of Ilion, its management, its employees and its residents, which is fresh, dynamic, active, and open to change and new challenges.

The first implementation of the CAF in our Municipality's Administrative Secretariat gave us great pleasure; it is now our immediate priority to apply it to all Municipal services, its Legal Entities and its enterprises. Through this effort, we have laid strong foundations for constant development, and commit to improving municipal services even further, so as to prove what we, at the Municipality of Ilion, believe in: the services provided by a public organisation can and must be based on a vision.

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NIKOLAOS VLACHOS
Mechanical Engineer (National Technical University of Athens), MSc, Municipal Enterprise for the Dev. of Voula,Greece

«Common Assessment Framework and Quality - The case of the Municipality of Voula»

1. INTRODUCTION
PRESENTATION OF THE MUNICIPALITY OF VOULA
The Municipality of Voula is in the south of Attica; it borders the Municipalities of Glyfada, Vouliagmeni and Vari, as well as the Saronic Gulf to the west. Administratively it belongs to the Prefecture of Eastern Attica and the Region of Attica. It is a rapidly developing municipality, the population of which keeps on growing very rapidly. According to the 1991 census its resident population amounted to 17,998 inhabitants while it rose to 25,532 inhabitants in 2001. Today it is calculated that inhabitants are over 40,000.
During 1982-2004 the municipal authorities of Voula constructed important infrastructural projects, thus transforming it into one of the most modern and beautiful Athenian suburbs. The municipality gradually developed considerable social, cultural and environmental action in an effort to embrace its citizens and

modernize all aspects of life in Voula.

In the context of this endeavour to further develop and modernize itself the Municipality decided in 2006 to participate as a leading partner and coordinator in the intermunicipal initiative concerning the development of a common assessment framework in the Municipalities of Voula, Argyroupoli, Peristeri and Nea Penteli.

2. COMMON ASSESSMENT FRAMEWORK – THE MODEL

Definition

The Common Assessment Framework (CAF) is a total quality management tool influenced by the European Foundation Quality Management (EFQM) Excellence Model and the "Speyer Model" of the German University of Administrative Sciences Speyer.

Main aspiration and support

CAF is offered as an easy-to-use tool to help public entities all over Europe to use total quality management techniques and improve their performance. CAF provides a self-evaluation framework, which is conceptually similar to the main Total Quality Management models, in particular EFQM, but has been especially created for organizations of the public sector taking into account their differences.

CAF has four main objectives:

1. introduce Total Quality Management principles in public administration and, through the use and understanding of self-evaluation, progressively shift it from the sequence of "Planning-Execution" activities to a complete quality circle made up of Programming, Execution, Control and Feedback.

2. facilitate self-evaluation of a public organization, so as to record the current situation adequately and plan improvement action,

3. be a "bridge" between the different models used in quality management,

4. facilitate comparable learning among organizations of the public sector.

Structure

The CAF structure is illustrated below:
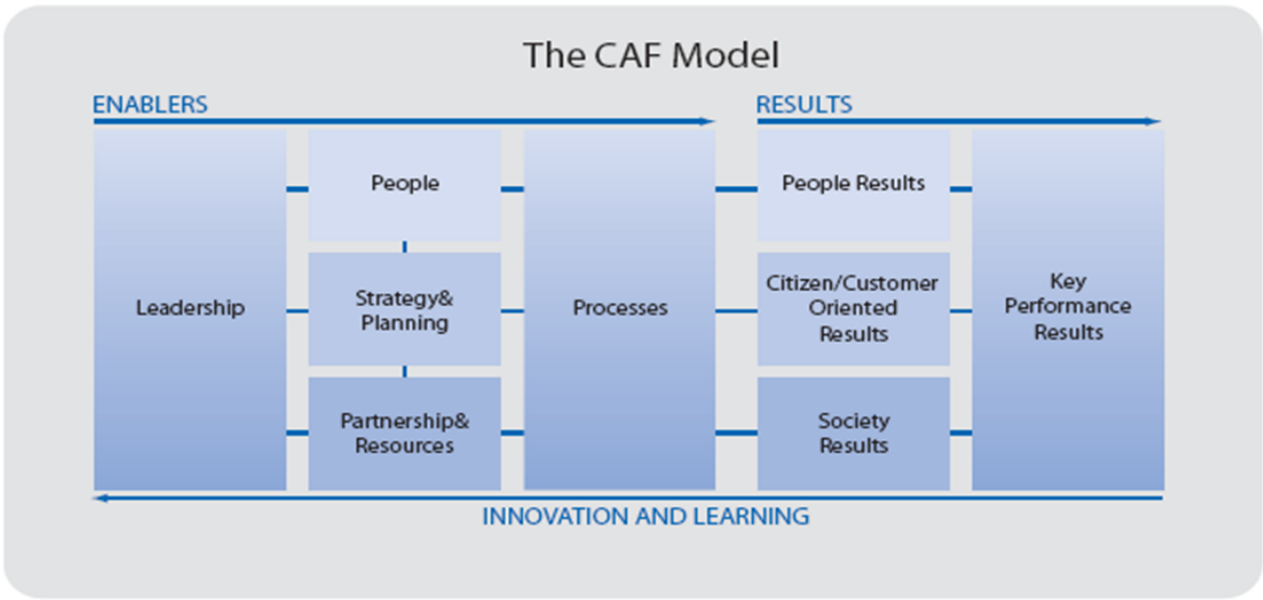
DIAGRAM 13. CAF IN THE MUNICIPALITY OF VOULA

The Municipality of Voula and the Municipal Enterprise for the Development of Voula (MEDV) have taken preliminary action concerning the introduction and establishment of a Total Quality Management system. In order to upgrade quality and effectiveness of the Public Administration and the services offered to the

public, they set the following objective: to apply the Common Assessment Framework (CAF) in a great number of sectors in the Municipality.

The action plan for the implementation of the Common Assessment Framework concerns the implementation of an assessment system of the Municipality's operation aiming to diagnose the strengths and weaknesses and choose the best solutions in order to improve the performance of the services provided. The main objective is to improve citizens' service and the aim is to record the current situation and plan improvement action.

To implement the Common Assessment Framework the following action was taken:

3.1. Setting up a Project Management Team.
The Municipal Enterprise for the Development of Voula took over the implementation of the project. A project management team was set up to implement the project. Its main tasks included coordination, guidance, production and reproduction of material, but, mainly, monitoring and overall responsibility of the project.

The organisation of the project is illustrated in the following drawing:
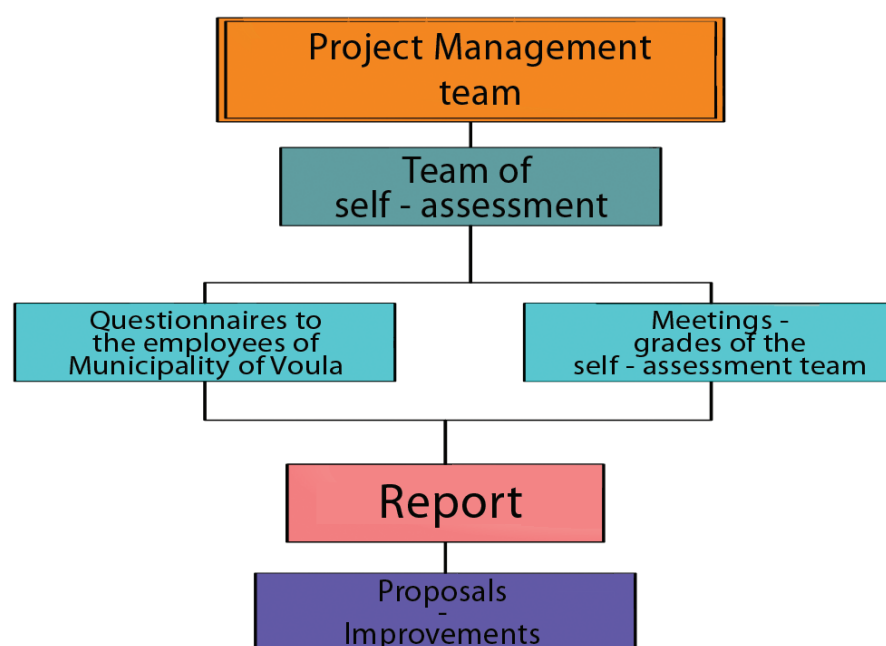
DIAGRAM 2

The methodology adopted was the following:

• Analysis of each criterion of the Common Assessment Framework.
• Gathering pieces of evidence for each subcriterion of all criteria. This task was up to the executives of the different departments.
• Interviews with the Directors of the Departments undergoing self-evaluation in order to record their efforts and actions in regard to the CAF principles and their business plans.
• Presentation of evidence for each subcriterion.
• Analysis and thorough discussion on evidence, as well as on the administrative practice adopted by each Department, for each subcriterion.
• Submittal of personal scoring for each criterion and subcriterion – consensus effort – average – diagrams.
• Drafting an Evaluation Report.

3.2. Definition of a self-assessment team involving employees from different operating units of the Municipality

The specific activities/services/legal persons of the Municipality of Voula that underwent evaluation are the following:

• Administration and Finance Division
 - Administration Department
 - Finance Department
• Technical Services and Urban Planning Division
• Department of Projects and Contract Works
• Mayor's Office
• Municipal Enterprise for the Development of Voula

3.3. Training of the personnel that participates in the self-assessment team

The self-evaluation team of the Municipality of Voula attended a special seminar entitled "Evaluation and Performance of Administrative Procedures" organized by the Institute for Further Training of the National Centre for Public Administration and Local Government. During this seminar the Ministry of Interior, Public Administration and Decentralisation (General Secretariat of Public Administration) informed participants of the Common Assessment Framework objectives, its structure, the analysis of each criterion and subcriterion and the evaluation process.

The average score for each criterion stems from the decision taken by the self-evaluation team and the questionnaires answered by the majority of employees at the Municipality of Voula and is illustrated below.

CAF IMPLEMENTATION IN THE MUNICIPALITY OF VOULA
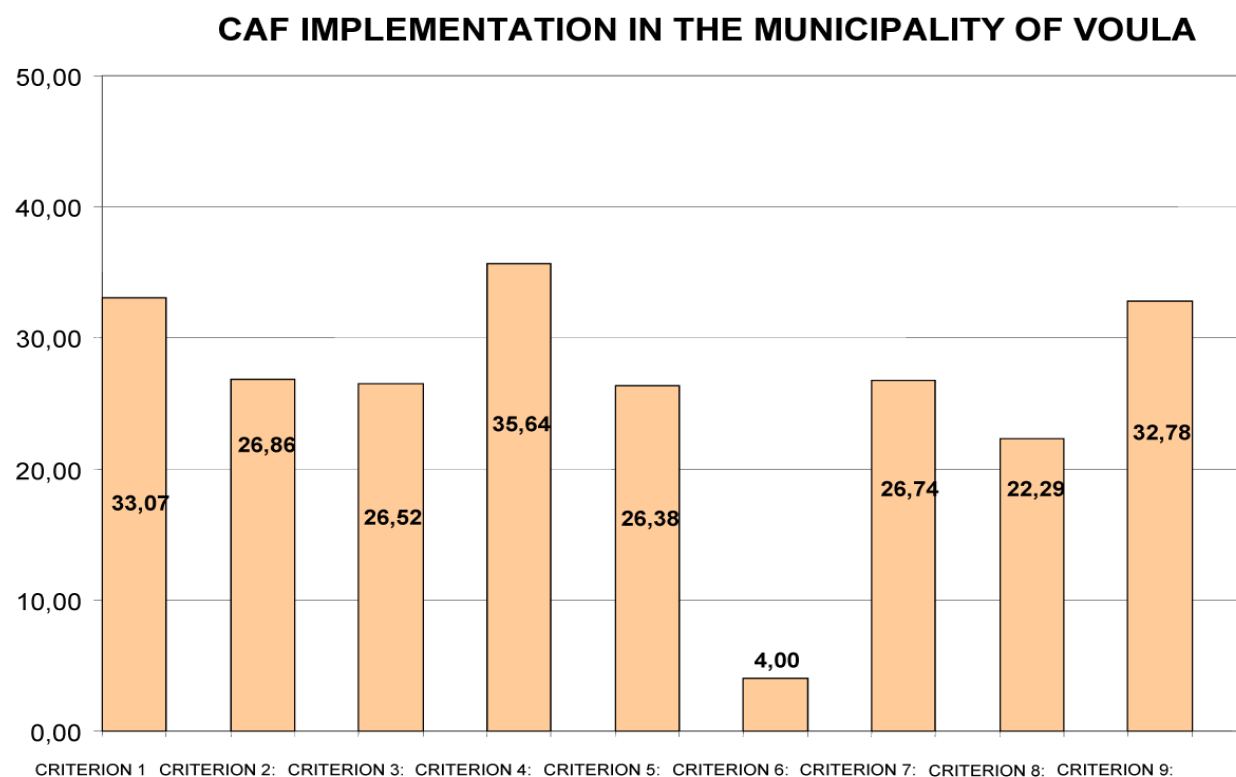
DIAGRAM 3

The lowest scores are obviously given to the criteria for which CAF demands results. Specifically speaking, under criterion 6 the citizen/customer-oriented results received a four (4), while under criterion 8 "results for society" received the next lowest mark.

The criterion where performance is good according to the Self-Evaluation Team is Criterion 4, especially as regards external partnerships at intermunicipal level with the Region of Attica, the Managing Authority of the Third Community Support Framework of the different Ministries and other public and private entities. Criterion 1 concerning "Leadership" is the criterion that has received the next highest score, mainly because leadership has been found to provide opportunities for initiatives and to be open to innovative ideas; human resources and individual needs were also characterised by flexibility, thus providing fertile ground for a target-oriented administration.

It would be useful to use the results stemming from the self-evaluation procedure at the Municipality of Voula in the following framework:
• Prioritising improvements: The final evaluation report and, mainly, the timetable of improvement projects will be regularly and carefully examined by senior managers in order to identify the main findings of the work performed so far, the fields where further action is called for, and the type of action to take (development of internal action, change of organisation chart, assignment of projects and services on the re-organisation of procedures to external collaborators).
• Development and implementation of an improvement plan: While, according to CAF, self-evaluation is the beginning of a long strategic improvement, evaluation has inevitably placed in the foreground some sectors that can be rectified relatively quickly and easily using the current resources of the Municipality. By improving these sectors the reliability of the improvement plan will also increase, while the investment in time and training will immediately pay off. The participation of the persons that performed self-assessment in the improvement activities will be particularly useful.
• Progress monitoring and repetition of self-evaluation: Since an improvement plan has been drawn up and the implementation of reforms has already started, it must be made clear that changes have a positive effect and do not unfavourably affect the projects that the Municipality of Voula performed effectively so far. Importantly the leadership committed itself in public, during a special event on CAF, that self-evaluation will be repeated within the next decade.

4. Improvement measures
The improvement projects for the Municipality of Voula are presented below. As can be observed, they are divided into three main categories with regard to time and implementation cost.
1st category
This category includes projects that can be immediately implemented at a minimum cost and that entail important improvements in the Municipality's performance and productivity.
2nd category
This category includes projects that need middle-term planning and addressing an external consultant – contractor at a relatively low cost
3rd category
This category includes projects that need a long-term planning to be implemented, i.e. after the Municipality of Voula has completed its modernization, is able to meet technological requirements and has achieved the administrative organization that local governments need to have today. Their implementation timetable may be limited to three-four years but their cost is rather considerable. Actually, in certain cases, more numerous and specialized studies are needed to define cost.
Improvement measures are illustrated below per criterion and category:

CRITERION 1: LEADERSHIP

1st category of improvement projects
• Periodical communication of the leadership's objectives to the Municipality's employees
2nd category of improvement projects
• Analysis of constituents' needs
• Creating an interconnection system between strategic objectives and internal procedures in the Municipality.
3rd category of improvement projects
• Seeking to implement standard targeting systems

CRITERION 2: STRATEGY AND PLANNING

1st category of improvement projects
• Development of a system of indicators for the Municipal Enterprise for Development of Voula (MEDV)
• Setting up a preventive internal control system
3rd category of improvement projects
• Systematic evaluation of employees
• Establishment of models measuring the performance of services provided by the Municipality of Voula

CRITERION 3: HUMAN RESOURCES

1st category of improvement projects
• Planning how to tackle problems related to human resources
2nd category of improvement projects
• Planning employees' further training
• Encouraging employees to use new technologies
3rd category of improvement projects
• Improvement of working environment

CRITERION 4: PARTNERSHIPS AND RESOURCES

1st category of improvement projects
• Reinforcing intermunicipal cooperation
• Management of constituents' complaints / proposals
2nd category of improvement projects
• e-consultation
3rd category of improvement projects
• E.R.P. (Enterprise Resource Planning) management systems

CRITERION 5: PROCEDURES

1st category of improvement projects
• Development of manuals on the Municipality's procedures and project management.
2nd category of improvement projects
• Organisation of "one-stop shop" services.
• Application of evaluation indicators.
3rd category of improvement projects
• Monitoring the Municipality's financial planning, its general actions and measuring the attainment of its targets.

CRITERION 6: CUSTOMER/CITIZEN-ORIENTED RESULTS

1st category of improvement projects
• E-services.
2nd category of improvement projects
• Carrying out research concerning citizens systematically.

3rd category of improvement projects
• Application of indicators.
• Extension of the Youth Information Centre

CRITERION 7: RESULTS FOR HUMAN RESOURCES
1st category of improvement projects
• Employee reward system at individual and team level
• Participation of employees in the implementation and review of the administration's targets
2nd category of improvement projects
• Carrying out research concerning the Municipality's employees systematically.
• Application of indicators.

CRITERION 8: RESULTS FOR SOCIETY
2nd category of improvement projects
• Reinforcing transparency in the Municipality's operations.
3rd category of improvement projects
• Systematic research on whether the needs and expectations of the local community are met. Creating indicators in order to have comparable performance data

CRITERION 9: MAIN PERFORMANCE RESULTS
2nd category of improvement projects
• Development and certification of quality standards
• Systematic monitoring of financial checks/inspections, highlighting results.
3rd category of improvement projects
• Monitoring system for the financial demands of the entities involved.
• Evaluation and documentation of the management of the Municipality's resources.
The leadership of the Municipality of Voula will follow the natural flow of the improvement measures identified and the implementation of Category 1 and 2 projects as soon as possible. By the end of 2010 Category 3 projects will have been included, as well. It is certain, however, that this planning will be updated within the next decade.

5. CONCLUSIONS
To summarise the basic conclusions on the overall work performed by the self-evaluation team and the leadership's behaviour in the Municipality of Voula, it is necessary to record citizens' and all stakeholders' needs, complaints, ideas and proposals through research projects and an evaluation mechanism related to the development of the services provided by the Municipality. This evaluation will be part of a quality control system focusing on the management of resources using indicators. The ultimate objective is an integrated system which will document the cost and quality of the services provided by the Municipality, budget performance and the results of all administrative improvements and introduction of innovations.

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EVI LAPPA
Lawyer – Msc in Communication Technologies, Head of Department,
Planning-Development, Municipality of Panorama Greece

«Municipality of Panorama Innovative, Qualitative and Immediate Service to Citizens»

The Municipality of Panorama is part of the Urban Agglomeration of Thessaloniki and extends 12 km north-east of the town. The real population amounts to approximately 23,000 inhabitants and the Municipality is mainly a residential area.

It is an area of outstanding natural beauty (AONB) and a green area where the inhabitants of Thessaloniki often choose to spend their leisure time, as it is surrounded by a woodland, which is part of the widespread forest of Seich Sou.

The infrastructure projects under way in Panorama have effectively contributed to creating a functional, beautiful and better environment through actions and soft interventions aiming to highlight and exploit the natural beauty of the surrounding landscape.

From the very start of its first mandate, 9 years ago, the Administration set as its primary objective to provide quality in the constituents' daily life through the effective and immediate service of citizens guaranteed by integrated and innovative municipal services.

Immediately after taking office the Administration clearly announced its original political objective to the municipal services. It consisted, as mentioned above, in ensuring a qualitative daily life to the citizens of Panorama. To this end it provided a strategic policy and invited all the services executives to have a fruitful and creative cooperation in order to transform the main objective into general sub-targets, which each service would undertake to implement.

In meetings between the Administration and the Executives, the services related to the daily life of citizens and the problems to tackle were identified. Problems include delays in service, conflict of competences between services, as well as dispersal of competencies, lack of effectiveness control of the services citizens come into contact with.

The full picture resulting from the forenamed identification and the considerations made were very helpful and substantially contributed to pinpointing the general objectives for each administrative unit.

Let us mention, for example, the Technical Services Division, which is made up of two Departments, the Department of Technical Services and the Cleaning – Green Department. A general objective of the Department of Technical Services was to repair damage within 48 hours from receiving a citizen's call. For the Cleaning Department a general objective was to respond to all queries related to daily life within 24 hours from submission.

As to the specialization of targets per employee, the need to reallocate competencies per employee and increase both technical staff and logistics in both Departments was identified.

At the same time the impossibility to monitor the course of implementation of the objectives and mainly the difficulty in evaluating the effectiveness of offices rendering service to citizens were identified. We found that services acted independently from each other, there were great differences between departments in regards to timing and service of citizens, hence creating an unclear and negative picture to citizens addressing the Municipality.

The forenamed simplified targeting process and diagnosis of needs was carried out in a pleasant collaborative environment between colleagues – municipal employees and the Administration. This procedure helped our Municipality create and adopt a services provision model for serving the citizen's daily needs through a daily follow up using the method of a statistical sample referring to the constituent's satisfaction.

In the context of the application of the forenamed model the Citizen's Service Office was set up in the year 2000 and has successfully operated ever since. This office aims to guarantee quality in the service rendered to citizens on a daily basis and reduce the users' waiting time, while improving transparency and consistency of services.

The Office is hosted in the Town Hall and recruited by 3 employees, whose main tasks include answering all citizens' phone queries or requests related to cleaning, green, technical services, stray animals, abandoned vehicles etc., immediately recording them using a computer and any suitable or special software, forward-

ing them to the competent services and checking whether they have been taken care of. Finally, they should phone back the citizens that addressed the Municipality within a reasonable time from their first contact and ask them whether their requests have been fully satisfied.

Basic office equipment comprises a phone centre with a great number of lines at the service of our fellow citizens, three networked computers, software which is tailored to the needs of the Municipality of Panorama, a facsimile machine and a copier.

Software is made up of "forms", which contain all the Municipality's services rendering service to citizens, the names of the competent heads of department and authorised employees for each question.

Each "form" provides the employee with the possibility to record the citizen's identification data communicated over the phone, his/her request, address, phone number and a full description of the request.

The tasks involved while processing citizens' requests are performed in the following order:

The office's daily operation starts at 7.00 a.m. and ends at 15.00 p.m.

The citizen calls, the office employee who answers the phone line asks what the request is about in order to record it in the form of the relevant office, fills in the citizen's full details in the software record, which automatically records the data on the specific date and time.

In cooperation with the citizen, the employee tries to have a brief and accurate description of the request (e.g. burned out light bulb in the Epiros park, abandoned vehicle at Pythagoras st., recycling bins at Venizelos st. etc.) .

Each request is forwarded to the competent office. At the end of each working day the list of requests recorded and referred to the different offices are printed out and delivered to the heads of each department on the same day.

A copy of each list is given to the Mayor's Office for the Mayor to have an overall picture of the requests.

A copy of the list of requests related to a specific question is also given to the deputy mayor in charge of that question. Deputy mayors supervise whether the requests submitted to the services they are responsible for are immediately processed.

The employees of the relevant office authorised by their head of department process the citizens' request on the same day or, if the number of requests is excessive, within the latest 2 days.

Two days after the delivery of the daily list of requests, the employees of the "Citizen's Office" check whether and to what extent the requests included in each list were satisfied. The check carried out is a sample check over the phone; check results are entered and classified by the "Citizen's Office" and represent statistical data on quality and service promptitude in the Municipality of Panorama, as well as on citizen satisfaction.

If some requests are delayed for reasons beyond the Municipality, due to the nature of the request or for other external reasons or for reasons connected to services outside the Municipality, the "Citizens' Office" employees are immediately informed of the impediment by the competent Head of Department and, in turn, inform the citizens concerned.

In any case the question is also dealt with by the Mayor's Office, the collaborators of which immediately communicate with the service responsible for the problem and endeavour to solve it immediately even if the Mayor him/herself has to intervene.

It is also up to the "Citizen's Office" of Panorama to serve citizens in cases of emergency (such as tackling bad weather conditions) and has successfully performed this task as well.

Let us also add that the Municipality is often affected by snowfall in winter because of its altitude.

In such emergency cases we follow the following practice:

In collaboration with the Aristoteleion University of Thessaloniki, our Municipality has placed a Local Meteorological Station in the yard of the Town Hall. This Station provides 2-3-day-ahead weather forecasts for Panorama, which are received by the Citizen's Office on a daily basis.

Let us also mention in this connection that in September every year the Municipality starts drafting the Annual Snow Removal Plan, which is a full guide containing an ideal distribution of geographic areas, equipment and labour force to tackle any condition in the event of snow. Planning is detailed and thorough so that all employees know exactly what to do every minute.

According to this plan, the Citizen's Office informs 2-3 days beforehand based on the forecast that it will snow and the whole mechanism gets ready for action.

The "Citizen's Office" remains open 24 hours a day and receives requests/enquiries from citizens. Said requests are recorded electronically in the form called "Bad weather-Snowfall". The request is noted down and processed immediately since the Citizen's Office is in constant contact with the responsible heads of department, who warn the drivers of the machines (small or big snow removal machines) or relevant employees to go to the location where it is necessary to intervene. If, for planning or organizational reasons, central road arteries must be cleaned before secondary roads, when snowfall is very intense, requests are satisfied immediately afterwards.

During snow removal and bad weather conditions, 3 open lorries of the Municipality are parked outside the Town Hall; they are on standby, waiting to receive instructions from the Citizen's Office employees every half an hour for simpler requests (such as transporting salt to neighbourhoods), and process them immediately.

Furthermore, outside the Town Hall, during bad weather conditions, there is a special 4X4 vehicle of the Municipality and taxis hired by the Municipality, which are directly informed by the Citizen's Office employees to transport fellow citizens in cases of emergency (e.g. transport of pregnant women, old or sick people to hospital, airport etc.).

The results gathered during the approximate 8 years of the Citizen's Office operation have shown that citizens are particularly satisfied with both promptness and quality of service.

In particular, the follow-up phone call to confirm quality of services has been impressively embraced by citizens.

The statistical sample received every year during the follow-up phone call has produced the following findings:

- The target of reducing the response times of our services to 24-48 hours has been achieved at an annual rate of over 85%!
- Satisfaction of our fellow citizens reached 95%!
- The quality of our services reaches an annual rate of over 85% !
- The application of new technologies continuously improves and has reached 75%.

The forenamed facts are not only an incentive for our Municipality but also a challenge to modernise all our services using the most advanced and modern means of public management in local administration.

The Municipality of Panorama drew up the first Operational Action Plan in 2003 for the three-year period 2003-2005.

Having already had a broad experience in setting strategic and operational goals and, in particular, an administrative customer/citizen-oriented philosophy, it tries to improve its services constantly and simplify procedures by using all available means and, mainly, its human resources through team partnerships with the participation of all employees.

Next month the drafting of the new Operational Plan will be completed according to the terms and specifications established by the Ministry of Interior.

Our Municipality's administrative philosophy also comprises the concept of transparency of processes, which implies respect to the customer and taxpayer. To this end the Municipality reports to the Administration on an annual basis and has an open dialogue with citizens. It renders an account to citizens in regards to responsibilities arising from the use and administration of the resources it manages.

At the same time with the drafting of the Operational Action Plan, our Municipality has recently started the certification process of its services according to ISO 9001:2000 guaranteeing documented procedures and, mainly, management efficiency, which is needed to manage resources stemming from the National Strategic Reference Framework Structural Funds.

A very important step in the development of our Municipality is our Municipal Council's recent decision to implement the Common Assessment Framework in all the services of our Municipality. We do hope that our Municipality's philosophy, our experience so far, our successful path in questions connected with qualitative service to citizens and, mainly, team work and the active participation of all, elected office holders and employees, in establishing and implementing these goals will favourably contribute to the application of the Common Assessment Framework. For the Municipality of Panorama the CAF implementation will be a self-knowledge exploration journey on the way to Total Quality Management.

Living in the age of Innovative Public Services promoted both by the European Union and the Greek Min-

istry of Interior, our Municipality has realised that shifting to Total Quality Management is a powerful tool of growth, competitiveness and qualitative services, it creates multilateral opportunities for progress and prosperity and effectively contributes to the improvement of the citizen's quality of life.

All of us serving at the Local Government, both as elected office holders and as employees, need to constantly keep in mind that the centre of action and the driving force for every infrastructure project and every new initiative is always the citizen.

INDRE BUTENIENE
Head of the Unit of Strategic Planning and Monitoring, Department of Economics and Strategy, Klaipeda City Municipality Administration, Lithuania

«Using CAF in Klaipeda City Municipality Administration (Lithuania) as a tool to improve result-based management»

1. Lithuanian Policy regarding Total Quality Management in Public Administration and spread of methods in institutions
Compared with the experience of old EU member states, the Lithuanian public administration institutions began applying models and methods of Total Quality Management (TQM) in their practice only lately. But the demand for TQM application is growing. The Lithuanian law of Public Administration provides an article on Quality management, which declares that Quality Management is exercised on governmental and institutional level and the main instruments are strategic planning and monitoring. The necessity to improve quality of public services by applying methods of Total Quality Management (TQM), such as Common Assessment Framework (CAF) or European Foundation Quality Model (EQFM), is foreseen in the Lithuanian strategy of the development of public administration (adopted in 2004) .

According to Lithuanian law, implementation of TQM methods is not obligatory. Institutions of public administration have freedom of choice (CAF is recommended). In 2007 Ministry of Interior ordered a survey of public institutions with a purpose to estimate a spread of TQM methods, to ascertain difficulties and limitations the organizations experience in the process of application, to clarify reasons that urge public administrations to implement TQM methods. 155 institutions of public administrations participated in the survey. Results of the survey showed that 45 of them (29 per cent) already apply or plan to begin applying methods of TQM in their practice. The conclusions of the survey showed that the main obstacles while applying TQM methods usually are the following: a greater working load, lack of motivation of employees, lack of sponsorship and shortage of information about the process of implementation. The reasons why public administration institutions still hesitate to implement quality management methods are various: lack of experience, funding and human resources, implementing of TQM is not obligatory, lack of political support, negative attitude of employees and top-management, doubts about benefits .

The most popular TQM model in Lithuania is ISO 9000 – 21 per cent of the interrogated institutions implement or plan to implement ISO 9001:2000 standards and 70 per cent are already certificated by Lithuanian or foreign accreditation organizations. The second most popular model is CAF – approximately 10 per cent of the interrogated institutions responded they apply or plan to apply CAF. Today there are nine public administrations in Lithuania, which showed interest to implement CAF: Communications Regulatory Authority, Environmental Protection Agency, Lithuanian Institute of Public Administration, Public Institution Central Project Management Agency, State Social Insurance Fund Board, Kaunas City Municipality, Kazlu Ruda Municipality, Klaipeda City Municipality and Vilnius City Municipality. Five of them have already performed self-evaluation.

There are four administrations of municipalities among institutions that apply or plan CAF (it is quite a small number as compared to administrative distribution which calculates 60 municipalities in Lithuania). Kaunas City and Kazlu Ruda municipalities have already carried out the assessment, and prepared improvement plans, Klaipeda City Municipality is still in the process.

With the aim to disseminate the application of TQM among Lithuanian public administrations, the Govern-

ment decided to put promotion of TQM on priority of operational program for the Development of Human Resources for 2007-2013, funded by European Social Fund . To fulfill tasks of the fourth priority "Enhance administration capacities and increase efficiency of public administration" the implementation of Quality Management systems in 130 (14 per cent) institutions of public administration (municipalities and governmental level institutions) if foreseen. The plans seem to be very progressive and optimistic.

2. Description of organization of Klaipeda City Municipality

Klaipeda is the third largest city in Lithuania with approximately 185 thousand inhabitants. Klaipeda is the only Lithuanian seaport on the Baltic Sea. Klaipeda has a well-developed industry and a good recreational potential.

Klaipeda City Municipality consists of representative institution (the City Council), the executive institution (the director of the Municipality Administration), and the Controller's Service that execute the rights and obligations of local authority and public administration.

The Klaipeda City Council consists of 31 members. According to the Lithuanian Law of Local Self-Government, the tenure of the Council is four years. The Mayor of the Municipality is elected by the City Council. Members of the City Council form eight Council Committees: the Committee of Finance and Economics, the Committee of Education and Youth Affairs, the Committee of City Economy, the Committee of Strategic Development, the Committee of Municipal Property, the Committee of Social Affairs, the Committee of Territorial Planning, and the Committee of Control. The purpose of the City Council committees is to perform a preliminary analysis of the issues submitted to the Council, to provide conclusions and proposals, and to control how the laws, the decisions by the City Council, and decrees of the Mayor are carried out.

The Controller's Service is a municipal control and audit institution accountable to the City Council.

The Administration of Klaipeda City Municipality is a municipal public administration institution, which consists of structural units and of civil servants performing public administration functions, who are not included in the structural units. The head of Municipality Administration is Administration Director. The Administration Director and two Deputy Directors are civil servants of political vote of confidence whose candidacies are proposed by the Mayor and confirmed by the City Council for the tenure of the City Council.

The Municipality Administration consists of four departments: Social Department, Department of City Economy, Department of Urban Development, and Department of Economics and Strategy. Five structural divisions are directly subordinated to the Director of the Administration: the Division of Finance, Legal Division, the Division Personnel, Accounting and Internal Audit Services; nine structural divisions are subordinated to the Deputy Director of the Administration: the Chancellery, Civil Registry Division, Public Information Service, Public Procurement Service, Information Technologies Division, Maintenance Service, Melnrag and Giruliai Neighborhood, Conscription Staff (the latter is not treated as a structural division).

The Municipality Administration has 374, 5 approved staff positions: 230 civil servants, 144,5 employees working under employment contracts and paid from the municipal budget.

The Municipality has 122 budgetary institutions under its subordination – general education schools, preschool education and supplementary upbringing institutions, sport centers and schools, cultural institutions (museums, theaters, Concert Hall etc), Social Support centers and so on. There are approximately 7000 employees working in budgetary institutions.

The approved Klaipeda City Municipality budget for 2008 comprises 355 million litas (approximately 100 million euros). The largest share of the budget expenses – 57,7 per cent – goes to implementing the education function, 8,2 per cent – for implementing social services function.

3. Experience of Klaipeda City Municipality Administration: step by step to Quality
3.1. Reasons that made us to choose CAF

Klaipeda City Municipality administration became the third municipality that decided to implement CAF in 2007. What caused the interest in evaluation systems and TQM in the administration of Klaipeda City Municipality? The main reasons were organizational difficulties in implementing the principles of strategic planning and result-based management.

Klaipeda City Municipality was one of the first municipalities in Lithuania to adopt ten years Strategic Development Plan of the City (in 2001). In the efforts to ensure a consistent implementation and monitoring,

a decision was made to prepare a mid-term planning document, which would include the actions of a long-term plan. On 24 July 2003, the Klaipeda City Council adopted Decision No. 1-243 approving the procedure of strategic planning by Klaipeda City Municipality, which sets out the regulations for preparation and implementation monitoring of a mid-term (three years) planning document. Three years strategic plan consists of operational programs that have a direct relation with the municipal budget..

But when the implementation started functioning in practice, it became obvious, that the procedures of strategic planning in the Municipality Administration, was not smooth. According to theory, strategic planning is one of substantial constituents for implementing models of quality management, because it requires to define measurement indicators for the actions of an organization. Measurement indicators are very important to ensure qualitative services. From 2003, two years after adopting the long-term Strategic Development Plan, the Division of Strategic Planning and Monitoring was established in the Municipality Administration in Department of Economics and Strategy, and a consistent monitoring of the Strategic Development Plan started. The analysis indicated the need of adjustments in the Plan and the main problem was that action implementation indicators were problematic; most of them are formulated in a way that fails to reflect a realistic action implementation status and to measure the achieved advance. A lot of actions of the Plan were just sonorous declarations without any possibility to measure progress. The necessity arose to determine points of reference for the action implementation indicators and to adjust the Plan. The formulation of measurement indicators turned to be a very complicated task.

When analyzing the implementation of strategic planning procedure it became evident, that the main obstacles for strategic planning in the Municipality are: the lack of understanding of the organization as a single organism even on top management level; the lack of competence of the staff to formulate the performance measurement indicators (inputs-outputs-outcomes); poor communication and incompatibility of actions among divisions of the organization; the lack of self-dependence of department directors in managing budget assignations for department programs.

It was understood that the organization needed a deeper assessment to grasp and overcome the problems mentioned above. It was discussed with top-management which way to choose. Everybody understood the need for quality management methods. Many employees had preconceived fear of ISO standards – they seemed to be too expensive and too complicated for our organization. Then the Division of Strategic Planning proposed an idea to the director of administration to use CAF as a tool for a more comprehensive analysis and preparation of an improvement plan. The information about CAF was received at the National Conference on Quality of Public Services in Vilnius (June 2007). There were discussions and conversations with organizations which have already started implementing CAF.

CAF was chosen, because it is defined as Quality management tool appropriate for public sector; it is not expensive and seems to be not so complicated; its holistic criteria cover all aspects of the organization; it can be implemented rapidly; it provides a possibility to measure progress over time by periodic assessments; it involves staff into improvement process; it gives an opportunity to promote and share good practice within different areas of an organization and with other organizations.

Afterwards, the strategic objective "To create municipality administration system more convenient for business and residents" was included into a new edition of Strategic Development Plan (confirmed by the City Council in September, 2007). This part of the new edition document foresees the improvement of internal administration of the municipality and its institutions by applying advanced management principles: to implement principles of TQM and a result -oriented management in the work of the Municipality.

3.2. Working out a self - evaluation plan

It was decided to start with introducing CAF method to top management of administration – the Lithuanian Institute of Public Administration was asked to organize a short seminar about TQM in public sector and CAF. CAF was introduced as an attractive model.

Then the strategy of implementation CAF was discussed – it was decided to perform self-evaluation exclusively in the framework of the Municipality administration, not touching the field of budgetary institutions business. It was decided that the spread of CAF in budgetary institutions should be left for the future (except for those budgetary institutions that would show their own initiative). A possibility to carry out evaluations in separate departments was discussed, but since the departments of the Administration do not possess

the necessary level of autonomy to allow treating them as autonomous organizations with certain missions and significant responsibilities for human resources and financial processes, the idea was rejected.
 The initiative to implement CAF was introduced to the Board of City Council and approbation was given. A task to complete self–evaluation using CAF in 2008 was put on the Administration's operational program. Later the decision was made to form an evaluation group (including more participants from top management) and to start the process by comprehensive training by guidance of the Lithuanian Institute of Public Administration. The evaluation group of ten members was formed. The head of Strategic Planning and Monitoring Division became project leader. Employees from Finance Division, Personnel Division, Internal Audit Service, Social Department, Department of the City Economy, Department of Urban Development, Department of Economics and Strategy and Deputy Director of the Administration were asked to be involved in the project. With the aim to increase knowledge and understanding of the concepts of TQM in general and self-assessment with CAF in particular, a representative of stakeholders – a member of the City Council was asked to join the team and she kindly agreed. It was also decided to invite representative from the Lithuanian Institute of Public Administration as a moderator.

3.3. Expected results

CAF team of Klaipeda City Municipality Administration is still in the process performing self-assessment. Our expectations about implementation benefits of this TQM method are following:
- the results would let us gain better understanding of our organization, deeper identify strengths and weaknesses of our organization and to see how far away (or how close) we are from a perfect public administration organization;
- we would gain capacities to work with data and objective evidence about our organization;
- our teamwork and organizational culture would improve while performing self-assessment together;
- we would see what kind of new working styles are needed in our organization;
- the results would let us to compare our situation with other municipalities in our country and abroad;
- we would work out and confirm an improvement plan.
- the experience gained through self-assessment would let us better understand TQM and disseminate its methods in our budgetary institutions.

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JOSE OCHOA BERGANZA
Director, Fundación Navarra para la Calidad , Spain

«CAF in NAVARRA: Implementation in small towns»

Abstract:
The Community of Navarra , one of the smallest region in the Spain of the devolution, exhibits very positive quality indicators (number of certificates and organisations awarded by EFQM in the different levels of recognision) both in its private and public sectors.

The regional government has created different entities to promote, train and financially support the quality implementations of local authorities. The Parliament , in a law issued in 2006, defined as objectives that a "services chart" and quality models (including CAF) will have to be implemented by all the public entities prior to 2009.

Most of the region's smaller cities (or their associations for specific services) use the Beste Consulting methodology consisting of "Light" strategic analysis/CMI used to define "live" objectives , and using CAF autoevaluation in order to detect areas of improvement correlated with these objectives. The final step of this methodology is the writing of a "services chart" report offered to citizens.

The conclusion of 3 years of implementation of this methodology is very positive: It appears to be adequate for the management of small local authorities both for keeping them in the system for a years or to move them on to more sophistication (deeper strategic plan, EFQM model)

1.- Navarra Highlights

In the north of Spain, in the crossroads of the famous medievalpilgrimage route to Compostela, the St.James way, and in the site of the dramatic annual running of the brave bulls during the local festivals, a small autonomous region of 605.000 citizens, one of the 17 ones following the country's model of decentralization. It is recognised for their public and private advanced managerial practices: Navarra.

As far back as the Early Middle Ages, this region held a position of leadership and innovative, operating as an independent kingdom from 824 untill the 1512 A.D. During this time, the right of its citizen were very solid to the point that the king of Spain had to swear his respect to the written "Fueros rights" as a condition to being accepted as a king of the region. Thanks to these historical traits, Navarra today has a higher level of autonomy than other Spanish regions.

Either for this reason, or possibly due to the close relationship between the public administration and citizens, or to the results oriented managerial structure of its social network (leaded by an important automotive industry around VW plant), the end result is one of the highest level of GNP (Gross National Product) per capita of the 25 UE countries, keeping systematically one of the highest increase in this GNP per capita in the recent years.

2.- Indicators of Navarra's quality

Bearing in mind the quality rewards than the organisations of these regions got in the recent years, somebody could correlate the high activity of innovative models implementation with the high level of citizen welfare.

Taking into account the limited number of citizens, the quality most popular quality indicators show very high values in
• EFQM rewards, both at recognised R2E or committed C4E levels . Very valuable are the quantity of organisations certified at the first step of Commitment,   indicating a solid implementation of TQM practises in the Region (see Chart 1)
• ISO 9001/2000 and ISO 14001/2004 certificates. Also should be noted that 65% of total energy consumption of the Region comes from non CO_2 generators in the Region, being practically all of it (58 %) coming from wind generators (See chart 2)

3.- The support for local administrations managerial improvements

The high activity of the management's improvements in Navarra Region local administration is supported by three main organisations (created by the Local Government) :

• The Navarra Foundation for Quality: created by the Government in 2000 and managed by 110 regional organisations (both public and private). Its mission is the PROMOTION of efficient managerial practices for all kind of organisation. It is also the regional delegate of EFQM .
• The INAP(Institute for public administration): reporting to Internal Affair Dptm., it deals with TRAINING of

public employees in advanced managerial methods. In its yearly programs a CAF courses are included.
• The Department of Quality and Modernization, reporting to Local Administration Dptm.: Mainly supporting with resources the towns and associations of towns in their management & hardware updating programs. (In this 2008 they subsidize 75% of external cost for implementation of CAF. (See Ref 2)

At the beginning of 2006 the Regional Parliament has issued a very important law with the quasi unanimous agreement of all the political parties, being a novelty in Spain. Its name suggests everything: " Evaluation and guide for public administration". Just an reference to the medium term target of this law: "… By the beginning of 2009 all the Navarra public organisations will be required to operate with a "services chart" and a quality system, either ISO or EFQM or CAF" (See Ref 1)

4.- Managerial alternatives for local organisations in Navarra

The scenario of local organisations of this region presents three levels of complexity and managerial capacity:
• The capital and its surroundings, called as the "Comarca de Pamplona", accumulating the half of the regional population, composed by the Capital and 50 towns, associated for specific services (water supply and sewage, transportation, social aid, etc.) in the so called "Mancomunity of the Comarca"
• Five medium-sized towns with a total of 60.000 citizens
• A multitude of 216 small villages with fewer than 4.000 citizens/each, wich accumulates the 41% of the regional population.

The Parliament created a Commision to conduct the implementation of the previously mentioned law . It basically recommended the implementation of the different managerial models in function of the services / size involved in the exercise of each public entities:

•The ISO families , for technical branches (Maintenance, scientific police, littering services, etc.)
•Adoption of EFQM model , for the whole operation of medium /big towns or their associations
•Adoption of CAF model , for small cities / their associations .

5.- CAF package applied in Navarra

Based on a very successful experience of Beste Consulting, local Company, in applying the CAF evaluation methodology to its private business (Avanvida Group), most of the CAF application in the small local cities in the region follows this process and scheduling, which perfectly fulfils the requirements of the Parliament's law :

1st month: Select the area to improve. It is preferably to first start with the one/ones in direct contact with citizens (Social services, police, call center,…) before include the whole organisation in the exercise.
Train of all personnel of the area selected, in CAF, processes and "services chart".

2nd month: Nominate the team members and leader that will develop all further work in the package. Develop especific training to them.

3rd month: Define the mission, vision, values . Develop the PROCESSES MAPPING.

4th month: Define the objectives to be reach through a "light strategic plan" based on direct inputs of the citizens and employees, or (if the team support the sophistication) through a more elaborated BSC (Balanced score card) chart .

5th to 8th month: Apply a matrix with the CAF subcriteria (Results in horizontal, enablers in vertical and fixing each objective in the corresponding cross-point) to guide, based in the areas's suggestion, the detection of areas and indicators for improvement, related to those objectives.
Prioritize the areas of improvement detected (done primarily by the team leader) and definition of action

plans and responsibles.

In order to motivate the organisation (mainly in the first exercise) is suggested the first targets were reachable in a short term.

        Implement the improvements /control their progress.

At the end of the period : Write the "services chart paper" (preferably designed clear and atractive by a specialist in communication) … and present it both internally to the entire organisation (by the process team) and publicly (by the town mayor).

12th month: Revision of results…and restart the process from the point "Defining light strategic plan"

Troughout this program, the consultancy's presence in the city offices (via process team meetings) is 1,5 hours/twice a month, for a total of 24 hours .

6.- Results of this operational CAF package in Navarra

The program was innitiated in 2005 promoted by INAP, based in BESTE Consulting experience and partially financially supported by the Local Administration Department.

In 2006/ 2007 the number of organisations having applied it are (depending of the area/whole organisation selected):

• Local villages and their associations:
- Covering all of the process map ………. 4 towns
- Covering only social services……….……..2 towns and 3 town association
- Covering only local police………….….......1 town
- Covering only schools for 0-3 years…….1 town

• Others
- Private residences for elderly……….…. ...1
- Centres for diseable&elderly ………… …15 (All from Avanvida Group)
- Public Open University………….…….….. 1

In this 2008 the local organisations implementing this methodology are:
- Covering all their process map……….... 2 towns
- Covering only social services…………... 3 towns
- Covering only local police………….….....1 town
- Covering only local call center….…….......1 town
- Covering only schools for 0-3 years …... 2 town

7.- Conclusions of CAF Package implementation in Navarra

• The employees of non complex, non highly motivated small towns ONLY accepts an operational model wich helps them to reach their PERCEIVED BY THEMSELVES targets. Therefore a sophisticated strategic plan or a complex total quality model is virtually useless for them.

• The CAF subcriteria use their own language and is easy to understand, and therefore helps the employees to define more specifically the actions so as to reach their objectives.

• The exercise should finish with clear and positive reflection in the citizens everyday's life: The external "services chart" is the final conclusion of the CAF Package.

• It is obvious but nevertheless important that the employees receive some positive results as soon as possible, preferably if the fellow citizens or elected officers can recognise those results.

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Attached:
--Chart 1: EFQM REWARDS at the end 2007: Extracted from "V Excellence report in Spain" issued by CEG Madrid 12 March 2008
-- Chart 2: ISO Certifications at the end 2006 : Extracted from official ISO 2006 certifications survey in the web http://www. iso.org/iso/survey2006.pdf
-- Matrix CAF/ Objectives : Model of the aplication of CAF model in a CAF package for a small towns in Navarra.

MARTIN STAINER
Dr., EDUKOL training and consultancy association, Czech Rep.

«A benchlearning project between Czech municipalities»

EDUKOL is training and consultancy association, aiming to implement positive changes in the Czech society concerning the improvement of conditions for a successful and respectable life. Since 1994, we have taught topics of human resources management and European Union issues both in the public administration and in the private and non-profit sector. We also offer consulting and professional services in the above mentioned domains. We have realized several "European" projects thanks to which we can promote and implement innovative elements in the domain of the public administration quality improvement, the support of starting entrepreneurs and work with groups endangered by social exclusion (prisoners, migrants, mothers taking maternal leave). Thus we enhance the growth of social economics in the Czech Republic.

The municipal and regional authorities have been increasingly employing concepts related to the increase of the emphasis placed on the enhancement of the quality of the offered services and the comprehensive improvement of the public administration services. These tendencies are supported by the Czech government which adopted a resolution concerning National Policy of Quality Support (NPQS) in 2000. Within this policy, the concepts concerning the improvement of society's life have been gradually promoted and the follow-up projects also concerning quality support in the public administration have been realized.

The CAF method – Common Assessment Framework – is the most frequently applied method of quality support in the public administration. The number of authorities which have commenced to implement it represents several tens of authorities and this number is fortunately increasing year by year. (Let us not discuss the question whether the growth rate is sufficient.) Lately, the authorities have been able to receive a substantial support from Czech Society for Quality which implemented the NPQS project. The participation in the project enabled the authorities to cooperate with experts both on the level of the introductory education in quality with regard to the self-assessment methods according to the CAF model and also the consulting assistance and the external examination of the realized assessment.

With regard to the fact that our company closely cooperates with many public administration institutions, we often heard opinions expressing certain hesitancy. On the one hand, these opinions were expressed by the representatives of the authorities who wanted to participate in quality improvement but did not know how, or were aware that they were often the only ones with such opinions within their authority. If they tried to find out more detailed information at "more experienced" colleagues (especially town secretaries), they were usually told that Czech Society for Quality offers assistance but this assistance is limited both in

terms of the width of cooperation and in terms of time. After the first year, the organization is abandoned to a certain extent in its efforts and must build the whole capacity for the realization of the qualitative changes from its inner resources.

On the other hand, we met those secretaries or members of transition teams who clarified the issues they face while striving to implement the CAF model (or any other quality model). Let us quote at least the most typical issues: 1. Lack of interest or incomprehension of the importance of these activities on the part of the political management of a town; 2. Loose approach of employees towards the concepts of quality improvement bordering with anxiety about their own work or about changes of their job contents based on the discovery of possible reserves; 3. a quite formal attitude ("non-attitude") of the representatives of our state towards the promotion of the concepts of improvement of the society as a whole which does not enable the representatives within the authorities to argument more simply; 4. the general devastation of social values when people are more and more often confronted with the fact that they will never be evaluated for their first quality work and service in the same way as crooks and those who use various benefits within the valid legal system and who erased the word "employment" out of their dictionary.

All this made us think about how to face the revealed situation and to attempt to find a solution which would help those institutions who are serious in their efforts. The adequate opportunity was then provided to us by Operational Program called Development of Human Resources of European Social Fund in which we found, as the last item (!) within the supported types of activities, "enhancement of competitiveness by implementation of quality management systems and standards of quality, safety, and health protection at work". We used this opportunity and submitted the projects concerning the Olomouc and subsequently Moravian-Silesian Region.

What can our projects bring to our partner authorities? We commenced with the idea that we can use experience of some authorities which have their own experience with the CAF model and merge them together with the authorities which only think about the implementation of the model. It may sound trivial but everybody who has their own experience with quality implementation according to some applied method can confirm how important and useful it is to be able to share one's experience with somebody who can add something, whose opinions may be the same or with whom one can confront their views. The projects are therefore structured to give sufficient opportunities for the exchange of good practice and mutual discussion, both within the realization of common educational activities of transition teams or within the individual education at work provided by instructors/counselors who have direct practical experience with the operation of municipal authorities (which positively turns out to be the basic precondition for success).

During the realization of the projects, two rounds of self-assessment were carried out at twelve municipal authorities and followed by external evaluation. Although an objection can be raised that the evaluations carried out during two years cannot be compared to a larger extent, it can be stated that the evaluation results and the formulation of action transition plans clearly show the results of benchlearning as a process representing a platform for the exchange of information and the realization of education.

It can be stated, with a slight skepticism, that at the present moment we are not able to provide an exhausting list of things which project participants managed to mutually realize and subsequently share. Primarily, we are not able to do this because we managed to interconnect several authorities to such extent that we are not able (and frankly, we do not have any such ambition) to check what is going on between them within the created conditions for cooperation. And in addition to that, we are not able to say what is going on in terms of individual relationships. We tried to bring closer colleagues from various municipal authorities and we can certainly claim – which pleases us very much – that they consult things among themselves nowadays.

Every method of quality management carries certain difficulties. If we look at the way in which the evaluations at the authorities take place, what is the structure of individual evaluating teams and also the fact

that the implementation of quality management methods is rather a pioneering work at many authorities, it is understandable that there are various solutions and approaches during the implementation of quality models, such as CAF, that certain recommendations are understood in a different way, etc. The model itself then only serves as a certain working concept where many solutions are individual. Benchlearning can function here as a certain unifying element which helps the evaluating CAF teams to solve tasks related to self-evaluation.

Benchlearning itself should be based on a fixed framework, on a created platform which offers space for discussion of good practice and its transfer among individual participants in the educational process. In the above mentioned projects targeted to the implementation of the CAF model on municipal authorities, this framework was represented by individual educational activities which covered various domains of the CAF model. These were further supplemented by education in other fields where these additional educational activities could be crucial in attempts to achieve first-quality results in self-evaluation according to the CAF model.

The educational part of the project was thus divided into six educational segments altogether. Influenced by Jan Amos Komenskú and his pedagogical principles, we arranged the order of discussed topics so that we commenced with general things and then moved on to specific things, and we also chose the progression from simple things to more complex things. The entrance to the common education began with the intro-duction of basic information on quality, historical development, description of individual methods of quality management with the increased regard to the CAF method. Further, we focused on issues of team work, negotiation and management of changes in an organization in the process of the realization of improvement plans. The other points in our education covered the compilation of action change plans, the realization of external evaluation and the realization of surveys of employees' and citizens' satisfaction rates.

The last above mentioned issue of surveys of citizens' satisfaction rates at was strongly focused on because within the projects we pledged to our municipal authorities that we would uniformly realize and evaluate such a survey in each participating town. With regard to the fact that some authorities have already had their own experiences with this issue, we wanted to build upon it and synthesize all positive elements so that one universally applicable model would be produced which would allow the benchmarking compari-son of results of citizens' satisfaction rates. A mere observation of trends, without a relevant sociological erudition, can bring many visually attractive results, but it remains questionable how valid and reliable these results are, how relevant they are and what we subsequently derive from them. Therefore, a unified methodology of the realization of surveys of citizens' satisfaction with the functioning of the authorities was designed and realized in twelve participating towns. Even here, we used the method of benchlearning and learned due to transfer of experience what specific things are important and should be focused on at sur-veys of satisfaction and how to realize them. On the other hand, it was obvious that certain procedures of an authority show methodical faults. It was possible not only to reveal them, but also to prepare a proposal of such a solution which would ensure better informative value of the survey. The uniform methodology of citizens' satisfaction rates was thus created to show the possible way to go which could bring more cred-ible results and other possibilities of quality improvement of offered services.

The above mentioned example clearly shows that the identification of good practice is crucial for the whole process of benchlearning. On the other hand, benchlearning worked positively even then, in a sense that it helped identify a good practice which was wrongly adopted, and benchlearning helped to improve this fact. It may sound strange but we managed to prove that benchlearning can be a method which improves cases of good practice! Therefore, we can claim that during the process of the realization of projects benchlearn-ing significantly influenced the process of our planned activities and the involved participants and proved to be an appropriate supplement to quality management tools.

We work with self-assessment groups and all our measures are focused on the direct applicability of ac-quired knowledge and skills. What helps us to perform is the fact that we have a project team in each region

which represents all self-assessment groups. In this working body, we discuss in detail both the contents of educational courses and the whole process of the project. Here we also plan individual teaching of self-assessment groups by means of external experts.

The integral part of the self-assessment process according to the CAF model is also the external evaluation of self-assessment reports which was carried out during the realization of the process. Based on the experience of the involved authorities, the external evaluation framework was designed for these purposes and an individual methodology of the external evaluation according to which all evaluations were carried out. It could be objected that the new methodology is not necessary because in case of the national price of quality the external evaluation is carried out according to the internal process by a group of evaluators; this evaluation is, however, focused rather on appreciation issues and it was not our priority to use it due to one additional reason. This reason was represented by the concept implemented in the foundation of projects which are based on the mutual open cooperation of the involved authorities. The external evaluation should therefore be carried out by the most competent persons, i.e. by members of evaluating teams of the involved authorities. For the external evaluation of twelve participating authorities, a team consisting of four external evaluators was formed. These evaluators shared their experience and input with the members of the CAF teams and compiled their views into "Report of the External Evaluation of the Self-Assessment Report". The report also has a prescribed uniform format and informs about the conclusions of the evaluation.

During the realization of both projects, we tried – since the very beginning – to remove barriers of cooperation of the involved towns and to make accessible all documentation concerning the realization of the project including self-assessment reports of individual authorities and also external evaluating reports for all involved self-assessment groups. The involved authorities can therefore become inspired by the contents of the Internet pages of the project, but they can also learn from mistakes of the others. With regard to the fact the above mentioned projects were focused on the mutual education of members of the self-assessment groups, one of the activities within the project was focused on the external evaluation, too. The evaluators presented their evaluation here and could also bring forward their additional specific recommendations which could enrich the involved persons with the "view" of an evaluator not only to the evaluation itself, but also to the authority as a whole. These issues were naturally discussed among all participants of the workshop.

Apart from the process of evaluation itself, we were also interested in the fact whether the evaluators would agree in certain issues – faults in general, or whether their evaluations would be rather mixed. The final presentations therefore showed which course the individual evaluations had taken. In many aspects, the authorities did not have any big problems and the evaluation demonstrably proved the correctness of their procedures. On the other hand, the general view of the evaluations would enable formulate certain domains which still are problematic even for more experienced authorities, having used the CAF model for two or three years. It mainly concerns the reserves in the criteria of Management, Strategy and Planning, and last but not least Processes.

The participants themselves could provide the best information about the importance of the realized projects. With regard to the fact that we appreciate any feedback very much and try to maximally find out about the correspondence of our ideas with the wishes of those to which the project is targeted, it can be stated that we managed to create a very good working atmosphere in which we can constantly see for ourselves that the given projects are highly important.

The participants of our projects attended approximately 100 teaching hours where they have the opportunity – apart from the enhancement of their professional qualification in the domain of managerial and other skills with the aid of benchlearning – to further work on the improvement of quality of their authorities. We could not have achieved such success if we had not worked with enthusiastic and initiative people who consider the necessity to work on the improvement of quality of their authorities to be their priority, despite

the often disapproving surroundings. Let those people – and all those who take a similar stance to their surroundings – be honored and praised.

VITOMIR PRETNAR
Sociologist, MA, Head of department for general matters, Slovenia

«Application of the European model Common assessment framework for public sector (CAF) for implementing changes in Municipality Radovljica»

Abstract

Municipality Radovljica is one of the first municipalities that used the common assessment framework (CAF) model for implementing changes into its administration. The approach was first based on training and a workshop organized by the Administration Academy, after which there was a self-assessment group formed. The group prepared a list of activities as the basis for the action plan. In the process of training, the significance of quality in the framework of CAF was emphasized as the first step. At the second stage, a simulation of self-assessment and, finally, a workshop for the self-assessment group were arranged. On the basis of two tools, the Municipality will prepare its action plan. The Municipality can gain experience about quality from the companies in the region and the tradition of the old production plants at Kropa. The purpose of application of the CAF model was for the Municipality to improve the key performance results and the attitude of its employees to customers, at the same time achieving a better work atmosphere for its employees.

1. Introduction

In Slovenia the first self-assessment with the help of the European assessment framework for public sector CAF was carried out within a pilot project in 2002, with nine public sector organisations participating. At the beginning also Municipality Maribor joined the project, however, later it did not participate in the project so it was finished without the participation of municipalities. Since then in Slovenia more than 50 administrative organisations assessed themselves on the basis of CAF model.

The positive example of Municipality Radovljica was followed also by the Urban Municipality Ljubljana administration and pursuant to the decision by the mayor college in 2005 it started the implementation of the pilot project at the City Inspectorate.

2. Opportunities and threats of self-assessment under CAF model

In autumn 2005 Municipality Radovljica became a user of CAF model as the first municipality in Slovenia in order to implement changes and improve the operation of municipal administration. In a few years the administration transformed from a uniform administrative body into a department organisation which resulted in the need for more coordination among departments and between departments and management. A more flexible organisational structure was required, which would be able to respond to changes in the environment and focus on more efficient and effective performance while ensuring a more efficient flow of information, flexibility of individual employees and more identification with their work mission.

The Municipality applied CAF model in order to methodologically assess the situation in the administration and to acquire the basis for arguments for better commitment, efficiency and response by the employees. With this in mind Municipality Radovljica decided to apply the model and attended two presentation seminars and one workshop for self-assessors under CAF model.

After the completion of the training the mayor appointed the head of the project and a self-assessment group which carried out self-assessment and prepared the basis for the action plan of changes and improvements in the municipal administration of Municipality Radovljica.

During the implementation of the CAF model into the work of municipal administration of Municipality Radovljica the following characteristics were shown in the training processes, which enable or hinder successful implementation of the model:

• Assessment should be based on evidence, however, this evidence is often not accessible and employees do not know it. During the self-assessment stage in Municipality Radovljica it was also established that a lot of things are carried out in a transparent way, however, some cases are not sufficiently documented or not documented at all. Consequently, some CAF model criteria are difficult or even impossible to be monitored and compared.

• The most difficult stage of the model implementation is to reach a consistent orientation and consent about measures. This requires a lot of efforts by the management, who has to reconcile the expectations about changes with realistic possibilities.
• Links between objectives and supporting strategies are often weak. There is a big danger that not the right levers are applied for the achievement of the set objectives.

• The activities, aimed at improving, should focus on the areas which were assessed as the worst. These areas have to be coordinated with the strategy of the organisation. For example, if the objective of the organisation is to improve key performance results, the activities have to be focused on that area even though the organisation may have bad results in the area of employee satisfaction.

• During the assessment stage as well as later improvements it is very important to keep, and even increase if possible, the organisation cohesion by involving the employees into the processes of improvement. We should reach beyond the borders of departments and other internal organisational units and ensure the flow of information and good practice.

3. Training for the application of CAF model in Municipality Radovljica
During the workshops, organised by the Administration Academy several approaches had been tested and it was found out that the two-stage approach is the most efficient: seminar – workshop for all employees and workshops for the self-assessment group. Training for the application of CAF model in Municipality Radovljica was conducted in this way.

During the first stage all the employees got to know CAF model with the help of theoretical-empiric methods and combination of a seminar and a workshop. The second stage of training was conducted in the form of a workshop for the self-assessment group who assessed the municipal administration on the basis of all nine CAF model criteria.

Most trainings for the application of CAF model showed that the most optimal are mixed groups with twenty to thirty employees, consisting of heads and employees. Such heterogeneous groups are recommended so that the employees are able to get to know the advantages of the flow of information and good practice already during training. On the other hand the creative atmosphere, which requires a certain level of trust, requires groups of people who are organisationally linked and involved in joint processes.

Particularly the practical aspect of the model application was important for the participants of the training for the application of CAF model. Therefore in addition to understanding the model elements mainly its dynamic component was emphasised during the training process. According to the model structure this is one of its most important characteristics as it includes PDCA cycle of innovation and learning by taking factors into account and measuring of the results.

Presentation of the model Understanding of the structure Understanding of terms Assessment aspect	➡	Understanding of processes Model applicability Problem approach Social aspect
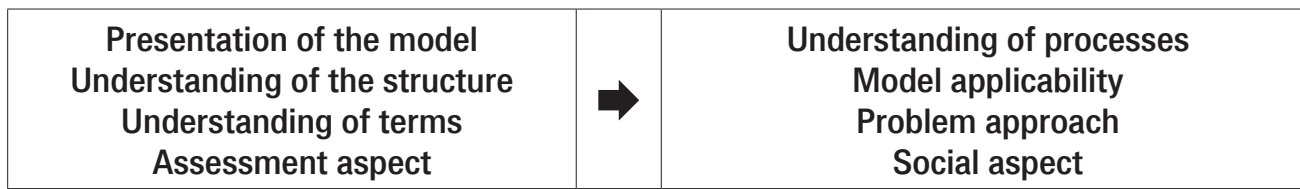
Figure 1: From static to dynamic component of training

The dynamic component of training during a workshop means the closest approach to the real situation in the organisation as the organisation is a constantly changing formation, developing in accordance with its internal rules, which may be influenced more significantly only in the long term. The possibilities for influencing are shown by correctly defined CAF model factors.

4. Nail-making cooperative Kropa as a tradition of quality in Municipality Radovljica

Municipality Radovljica decided to apply CAF model as a tool for constant improvement which will support its efforts on the way to excellence. The economy of Municipality Radovljica is an important generator of ideas and the Municipality can use them in its efforts.

When looking for good examples, we can look back into the history and have a look at the problems and experience of first production plants at the beginning of last century. This was the beginning of mass production which brought about also the problem of the quality of products. The first experience from that period laid the foundations for ISO 9000 standards and EFQM excellence model which has been changing until the present form. Document First nail-making and iron-craft cooperative in Kropa and Kamna gorica, entitled Guidelines for the heads of departments, dates back to the period from 1920 to 1930 (Ambrož).

The guidelines describe focusing on meeting employee needs and employee satisfaction while also meeting the expectations of the buyers of products. The guidelines deal with quality in a comprehensive way as they deal with the issue of business processes as well as with employee satisfaction as the result of smooth, quality and successful work. They also pay attention to the efficiency of business processes and reduction of costs, as well as neat records, prevention of accidents and protection of working equipment and tools.

Elements of excellence model are found in the guidelines in the following principles:
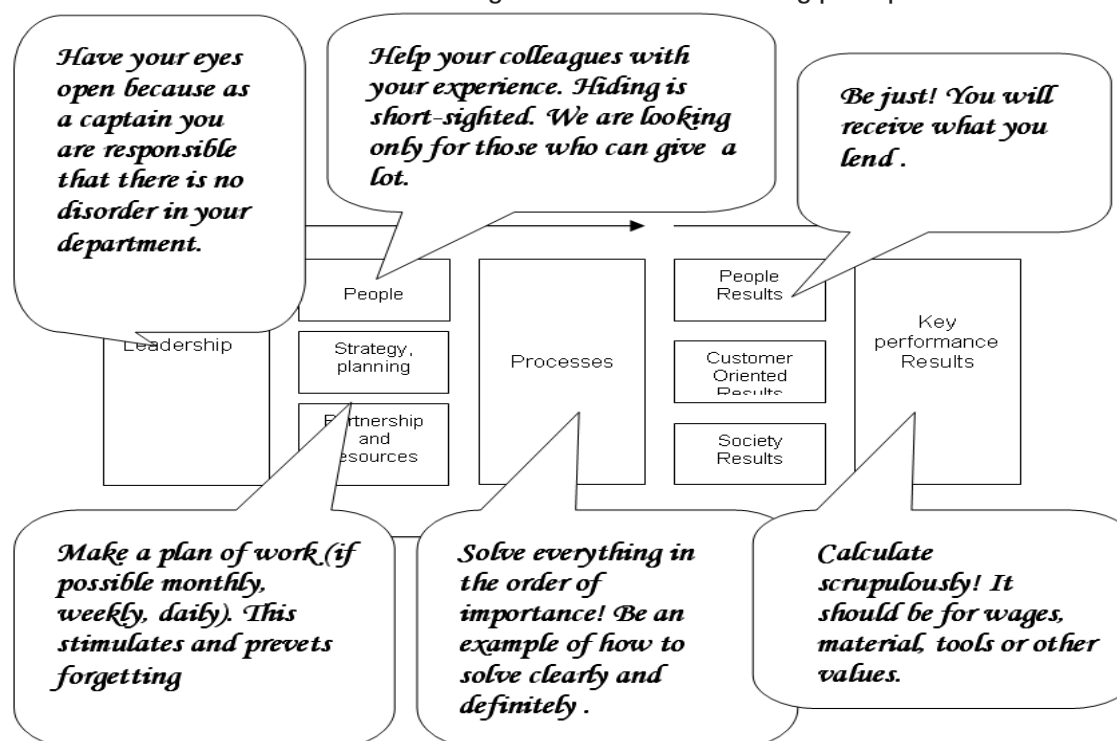
Figure 2: CAF model and principles of the First nail-making and iron-craft cooperative in Kropa

It interesting to note that the idea about team work appeared already then, and a nice Slovene word SOTRUDNIŠTVO (co-effort) was used for it. At that time, that is the time of industrial revolution, also E. Deming started to use the category of community at workplace.

The above example shows that the environment often provides approaches to quality improvement which have been tested in the past. They are not only archaic remains of a time, but they can be a source of inspiration and noble tradition and also municipal administration of Municipality Radovljica may continue it in its own way.

5. Main objectives of the municipal administration of Municipality Radovljica, resulting from self-assessment under CAF model

When the group, appointed by the mayor of Municipality Radovljica appointed from among the members of the municipal administration, carried out the self-assessment, the head of the project formed the main objectives on the basis of advantages and weaknesses of individual criteria and the municipal administration will try to achieve them according to the findings of the self-assessment:
- open and kind municipality for all citizens, established code of conduct for civil servants, constant striving for higher quality of services;
- developing and enhancing partner relationships with external stakeholders, with Administrative Unit, local communities;
- drawing up the administration operation and vision as a special document – bottom-up approach;
- informing all employees about the conclusions of programme and topical colleges – minutes in electronic form, appropriate flow of information;
- making all employees aware of the importance of the administration efficiency;
- employee self-initiative and expertise;
- employee loyalty – professional as well as working;
- collective and team work, more connections among departments, communication among and within departments;
- even better information and better transfer of information among employees and enhanced involvement of all employees;
- openness of employees – to their superiors and vice versa and among them as well;
- even more efficient colleges, also small inter-department colleges;
- minutes with decisions and appointments of people, responsible for individual tasks, tasks which have not been realised, are repeated and numbered during the next college;
- more emphasis on training and education of all employees, also heads;
- introduction of criteria for encouraging innovations, useful suggestions;
- further updating of information systems;
- establishing indicators for measuring improvement and citizen and employee satisfaction, measuring and drawing up statistics;
- open discussions with employees;
- annual discussions – heads of departments;
- invitations to the mayor.

The above objectives are the basis for preparing the action plan which will make the mentioned objectives operational.

6. Preparation of the action plan

The action plan will define which measures have to be taken in order to achieve the set objectives. It will define the fields where action has to be taken and the fields which require changes and improvement. It will also lay down the ways of taking the measures, types of measures, persons responsible and deadlines.

According to EIPA Institute action plan can be prepared in two ways:
- by crossing the significance of strategic orientation included in CAF model criteria with self-assessment points;
- by weighing the significance of the organisation strategies and the difficulty of the implementation of objectives in the action plan.

Both ways have their advantages and disadvantages. The first way is based mainly on individual assessment of measures by the management, whereas the second way is based on the approach of several criteria and cooperation of employees. The organisation decides for the way on the basis of available resources and other assessments.

7. Conclusion

Self-assessment under CAF model has several advantages, however, there are also some threats. We may opt for an external assessment which is carried out by somebody else and we just apply it in accordance with our knowledge and abilities. Or we may undertake self-assessment and start the difficult journey, full of doubts, missed ways and learning on the basis of our own mistakes. As the organisation is the world we know best as we live in it, self-assessment is an opportunity to get to know it even better and try to understand and improve it together with the others we share this world with and create it. And such was also the experience of Municipality Radovljica when applying CAF model.

During self-assessment criticism threshold was very low as everybody applied their subjective experience and some people were not ready to admit that to a certain extent they are also responsible for the situation in the administration nor share this responsibility with the management. It is very important to be aware that each individual can contribute in his/her own way to the improved performance of the organisation.

Group dynamic principles were also present in the self-assessment group, which affected the behaviour of individuals in relation to the others in the group. The mechanism of self-censorship and awareness of responsibility for self-assessment to others were also active. On the other hand from this aspect the self-assessment group experience in Municipality Radovljica is also positive. It resulted in an increased responsibility of an individual to the group as during assessment they were also exposed to critical assessment by other members of the group. In this way a certain balance was created in the group, and self-assessment approached certain objectivity.

In municipal administration of Municipality Radovljica the analysis and assessment of the organisation with the help of CAF model triggered an important process which automatically leads to the generation of improvements. Provided the municipality maintains the appropriate dynamics and commitment to realise the action plan it is on a good way to achieve the objective of improving key performance results, kinder attitude of the administration to the customers and better work atmosphere for the employees. It should be noted that it would be interesting if also the Municipality bodies and the Municipal council decided to apply the model.

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MARTHA HELENA AZEVEDO
ANA CECILIA FERNANDES
Municipality of Seixal, Portugal

«CAF at Seixal City Hall: a Millestone to Excellence»

The municipality of Seixal (Portugal), which was founded in 1836, lay in the south side of Tagus River and is located in Setubal's Region, that is composed by 10 Municipalities. It has 95,5 squared kilometres of area and a total population of approximately 160 000 inhabitants.

Seixal City Hall has a total of 1638 workers and is conducting a transversal project of reengineering of processes.

In what concerns CAF projects, since 2000, Seixal City Hall develops organisational practices of self-assessment based on CAF, on a sector and regular basis.

These diagnostic processes are integrated on "Quality Awards" launched by SRMA – Setubal's Region Municipalities Association. Tottaly, 17 applications, from 14 services and 10 awards, what made Seixal City Hall the most awarded Municipality of Setubal's Region.

Figure 1. CAF implementation and Quality Awards history
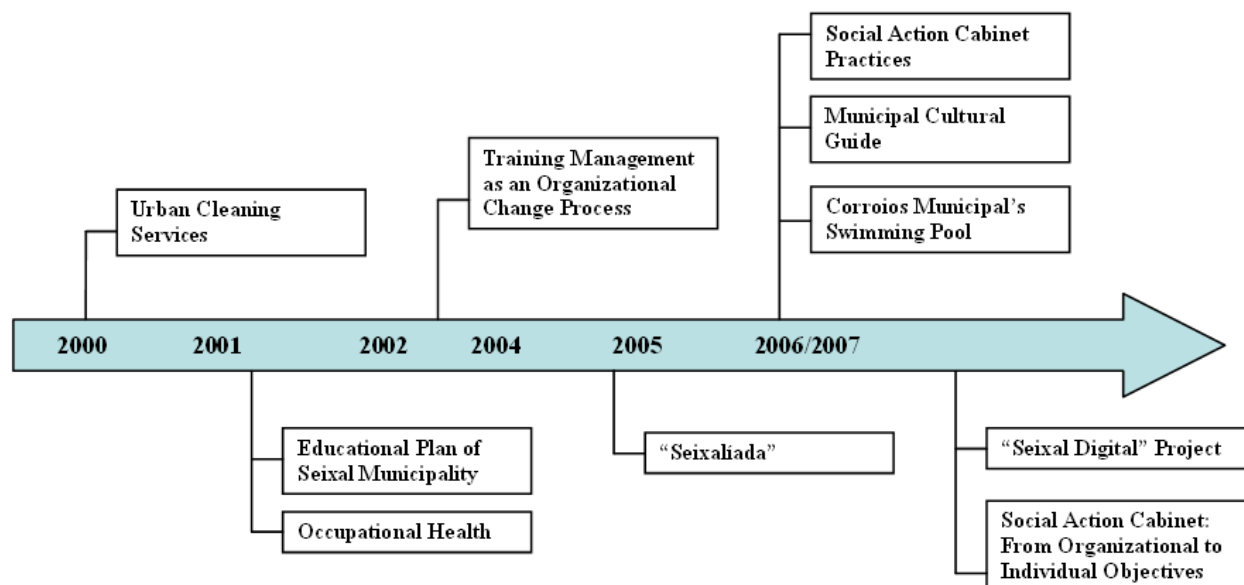
In this timeline, it's possible to see the diversity of areas of the Municipality which applied CAF and its projects: at Urban Services, Education, Human Resources (with Occupational Health and Training Management), Sports, Social Action, Culture and New Technologies.

One of the latest CAF experiences took place at Social Action Cabinet, that was created in 1998, is having an employee's number continuous growth (5 workers in 1998 to 29 in 2007) and is composed by a multi-skilled team, which work in several intervention areas: Elder People, Disabled People, Disadvantaged People, Children and Youth, Gender Equality, Violence Victims, Individual and Familiar Social Intervention, Institutional Support and Social Net.

The project "From Organisational to Individual Objectives", came from a diagnostic with several conclusions:

• On a national level, Portugal had, in 2006, the implementation of a new system of performance evaluation in the public services;

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• On an organisational level, people were dissatisfacted with the former performance evaluation system, had doubts about the new system and don't take the new system on trust.;
• In result, Social Action Cabinet strategically decided to develop an improvement activity – apply CAF for the definition of organisational and individual objectives, which was an innovation in what concerns the use of CAF, because it was a project totally oriented to the inside of the organisation.

It was defined as main strategies a closer participation of each person of the Cabinet, shared information and a consensus process, developed in 3 key-stages:

• Reflection Session: for the definition of the strategic and general objectives;
• Workshops: for the definition of the organisational and individual operational objectives;
• Individual Negotiation Meetings: for the validation of the individual performance objectives.

The most important results were: people's effective openness to the change process of performance evaluation, working practices aligned with the organisational objectives (knowing better what to do, why and how), results-oriented actions, with tangible measurement indicators.

Based on CAF's punctuation old system (1 to 5 points), this project obtained the following points in the main criteria:

Table 1. Punctuation

ENABLERS CRITERIA		RESULTS CRITERIA	
Leadership	3,00	Citizen/Customer-oriented Results	2,50
Strategy and Planning	4,33	People Results	3,00
People	4,33	Society Results	2,00
Partnership and Resources	3,67	Key Performance Results	2,00
Processes	4,33	TOTAL	29,17

The more strong results were in the criteria "Strategy and Planning", "People" and "Partnership and Resources".

Inwards, the results of 7 years of CAF's application pointed to efficiency and efficacy increases and a breakthrough on working methods: not only for the people, but with them, improving, with its holistic approach, stakeholders satisfaction.

2008 brings a major quest: apply CAF to the whole organisation, merging knowledge and experience acquired by the different services.

This assignment came from a community of practice that, informally and highly motivated, focused the importance of extending self-assessment through all organisation. As a result of this bottom-up proposal, CAF is a strategic objective in the Administration Annual Action Plan.

This implementation uses, inevitably, the strategies defined by CAF's model, but in this case, with the attention that the target dimension is the entire organisation with its 72 services and 1638 workers.

Firstly, were carried out benchmarking and benchlearning actions, was created a training plan to all workers and top management, was constituted a team composed by elements from all the key-services, were conducted briefings and strategic meeting with top management, was defined a communication plan with several actions and channels on a regular basis to all the stakeholders and also a "step-by-step" approach: apply CAF per area.

It will begin with the area of Human Resources, patrimony and Social Action, as it's the area with most services functioning through CAF at services focused on ISO 9001:2000 certification.

NIKOLAOS PAPATHEODOROU
Head of the Independent Quality and Efficiency Department Region of Wester Greece

«Pilot Application of the Common Assessment Framework in the Region of Western Greece»

Introduction
Regions were set up for the first time as decentralized units of the Greek public administration in 1997. Their progressive organization, evolution and adaptation to the European acquis and the gradual attainment of the Lisbon agenda objectives (2000), with the review of the Lisbon targets (2005) and of the European administrative convergence, also obliged Greek Regions to meet the need for a gradual adoption of innovative total quality administration systems.
By following the long-term course of progressive convergence and cooperation of the public and private sector, citizens are also seen as potential customers by the public administration, which means they are respected and efforts are made for them to be served in the best possible way. As citizens all the more often come into direct contact with the lowest and medium level of hierarchy, continuous self-evaluation of the organisation and progressive improvement of the services provided are imperative and absolutely necessary.
The Region supervises three (3) Prefectures, seventy-two (72) municipalities and two (2) communities. The Pilot Application of the Common Assessment Framework (C.A.F.) in the Region of Western Greece was performed for the first time in three (3) important services (Administration Division, Civil Status Division for Foreigners and Immigration and Project Maintenance Control Division) in the Region of Western Greece during 2005 – 2006. The effort was included in the adoption of a new concept and practices of governance by focusing on the vital units of the administration. The main objective was to familiarise the Services of the Region of Western Greece with the total quality applications, obtain know-how and gradually improve the administrative capacity of the entities that implemented the pilot application and, in this case, the Project Maintenance Control Division (DESE).
The progressive qualitative improvement of the services provided, the optimisation of internal procedures and the general modernisation of its service provision networks are also a challenge for the Project Mainte-

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nance Control Division, a service of paramount importance in the western national road axis.

1. The application of the implementation procedure of the Common Assessment Framework (C.A.F.) in DESE.

This paper refers to the Project Maintenance Control Division, a vital unit of the Region of Western Greece, which is responsible for emergency events, road maintenance, traffic signs and signals, as well as lighting of a nodal national road network, which is approximately 1,000 kilometers long, i.e. among the longest in the Greek territory. It is also responsible for dealing with traffic connections, petrol stations and other facilities in the Region's road network. It is made up of the Road Maintenance, Signs – Signals – Lighting, Equipment & Management Department and the Administrative and Financial Support Office based in Patras, Prefecture of Achaia. In the other two prefectures of Aetoloacarnania and Ilia, its work is supported by construction sites.

DESE – as a mainly Technical Service - is basically recruited with technical staff but the overwhelming majority of its staff are secondary school graduates, as illustrated in the graph below (Graph 1.1.). 124 employees, i.e. 112 men (90.3%) and 12 women (9.7%), work at DESE.
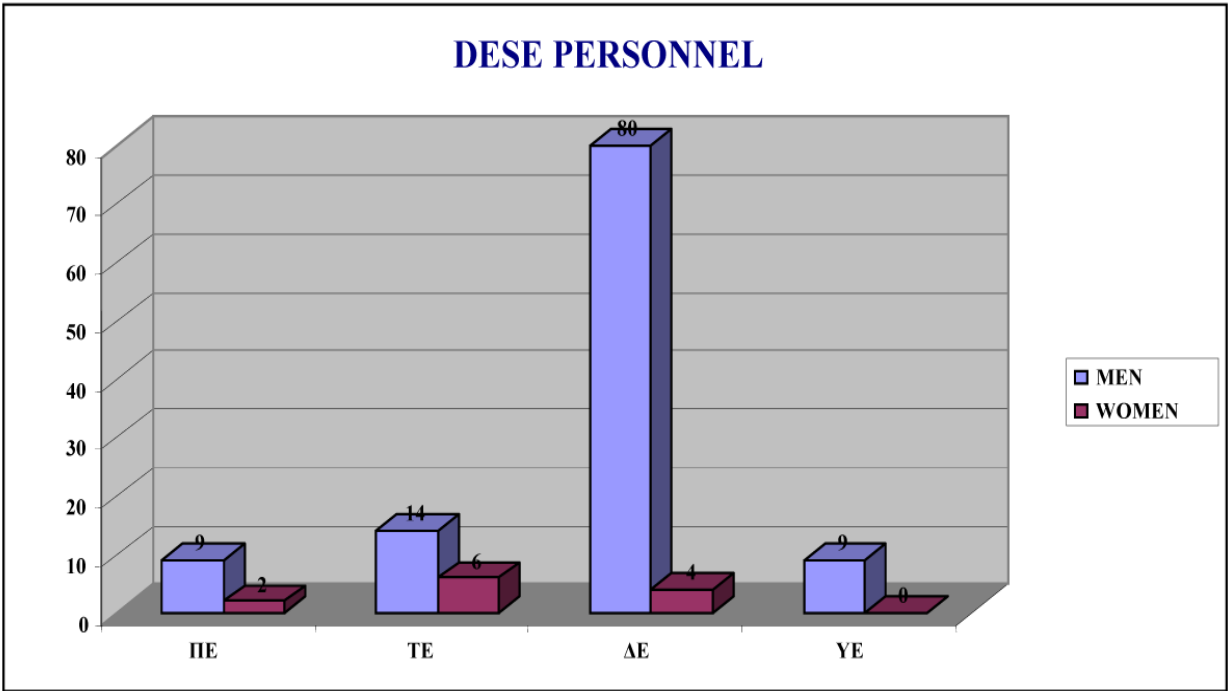
Graph 1.1 DESE Personnel

Due to the importance of issues dealt with by the Department responsible for the maintenance and safety of the road network within the region (considerable length of the national road, numerous dangerous points along the road surface, annual report of accidents etc.), we have decided to implement the Common Assessment Framework (CAF) first in this Department. The project was implemented in three different phases, according to the CAF model, as described below and illustrated in Drawing 1.1..
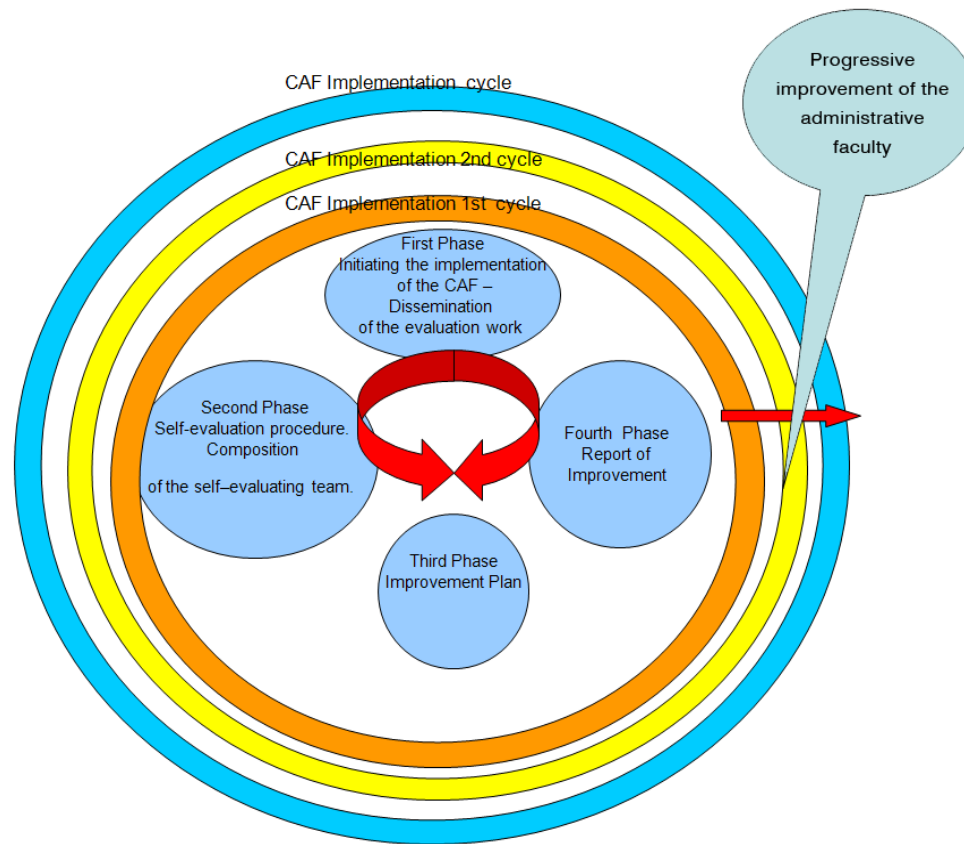
Drawing 1.1.   CAF implementation cycle

2 First Phase – Initiating the implementation of the CAF (Issuance of decision. Self-evaluation planning. Dissemination of the evaluation work)

The implementation of the CAF was initially welcomed hesitantly by the majority of employees; however, the commitment shown by the heads of department and senior executives was quite satisfactory. The employees' hesitation decreased after the organization of a meeting representatives of all departments participated in. At that meeting employees were informed and became aware of the benefits that could be drawn from the CAF application.

3. Second Phase – Self-evaluation procedure (Composition of the self-evaluation team, Organisation of further education/training, Self-evaluation process, Drafting of a Report containing the self-evaluation results)

A self-evaluation team was set up and included experienced executives of the Department covering all competences, while a member of the Administration Team of the overall CAF pilot application in the Region was appointed as its Chair.
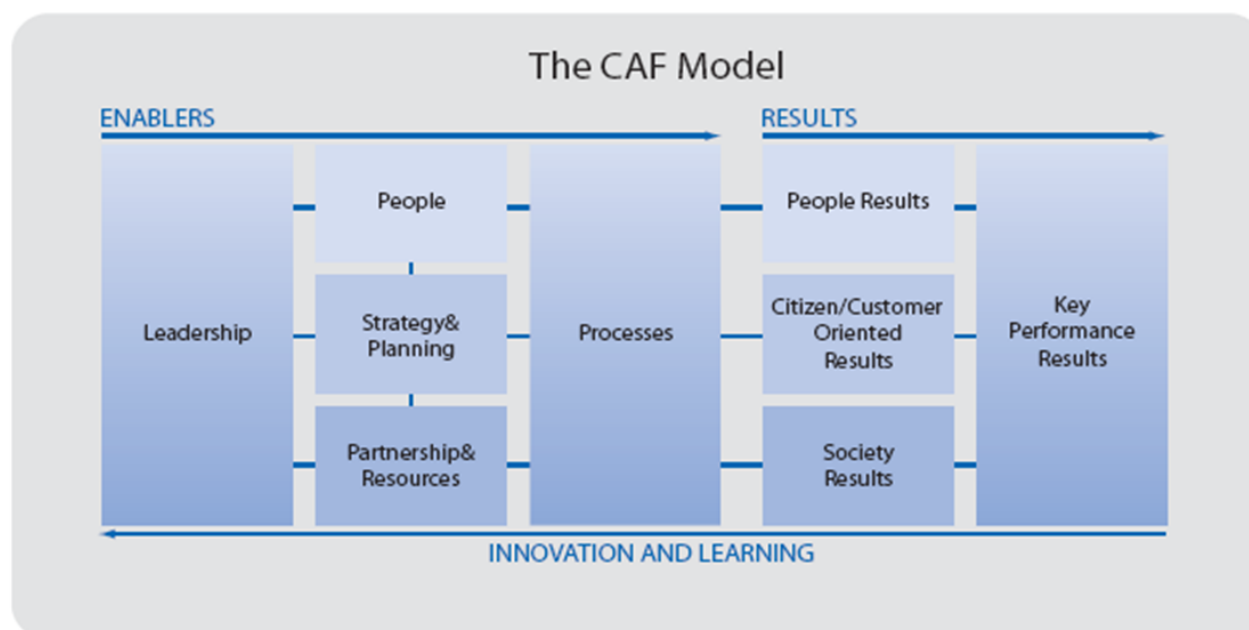
Drawing 3.1. CAF implementation model

After the self-evaluation team was trained and the necessary consensus was reached, the self-evaluation procedure continued (documentary material was gathered, questionnaires were filled in by a representative sample of employees, suppliers and external collaborators) according to the CAF implementation model (see Drawing 3.1.). A Report containing a description of the self-evaluation results was also drawn up and is analysed below according to the operation-related requirements and the results reported.

3.1. Requirements

According to the Report on Self-Evaluation Results, it is necessary to adjust the vision, mission and values of the Department to the changes of the external environment and modern demands, as well as transform short-term and long-term targets into concrete action. Furthermore, the impossibility to adjust the Department's organisational structure to citizens' needs and the inadequate use of new technologies are identified. Working conditions are reported to be relatively satisfactory, while employees show a lack of motivation to develop their personal skills.

Also there is a gap in the strategy and planning of the Department, as employees are convinced they cannot apply any special strategy or planning. The Service is reported to be aware of the present and future needs of the Department and the citizens, but it is almost impossible to implement a specific strategy and take effective action.

Human resources management is reported to be relatively satisfactory; however, the development, motivation, education and improvement of the Department's personnel are inadequate due to the lack of an effective long-term strategy and planning.

The fundamental collaboration relations developed with citizens, suppliers and external collaborators are reported to be satisfactory. The administration's main activity is the management of finances, technology and fixed assets. However, the management of the knowledge and use of new technologies in order to improve effectiveness and productivity is inadequate.

It implements the current improvement plans of administrative procedures with some reservations and a certain delay, while it provides satisfactory services to citizens and external collaborators. Its main shortcoming concerns the planning and management of new administration/management modernization methods, as well as innovations.

3.2. Results

The results achieved by the organization for its citizens are considered to be satisfactory if compared to Greek public services. Its public image is relatively good, according to the findings of the citizens' question-naires and the number of complaints, objections, proceedings etc..

While the labour force of the organization is found to be relatively satisfied with the administration system, there are improvements as to motivation, promotions, performance and development of skills, as well as participative procedures.

The community's perception and opinion about the organization is satisfactory. We have also found that the improvement of all other criteria will directly contribute to the increase in citizens' satisfaction and to a favourable change in the community's opinion about the organization.

The organisation's performance is considered satisfactory and relative progress has been recorded in regard to the achievement of objectives and the performance of tasks. However, there is still room for improvement in the sectors of control and self-control, motivation, introduction of new technologies, per-formance and effectiveness, quality and the personnel's participation in the organisation's actions (see Graph 3.2.1.).

It is almost certain that the overall improvement of all C.A.F. criteria and subcriteria will directly contribute to an increase in citizens' satisfaction and the improvement of the organisation's image.
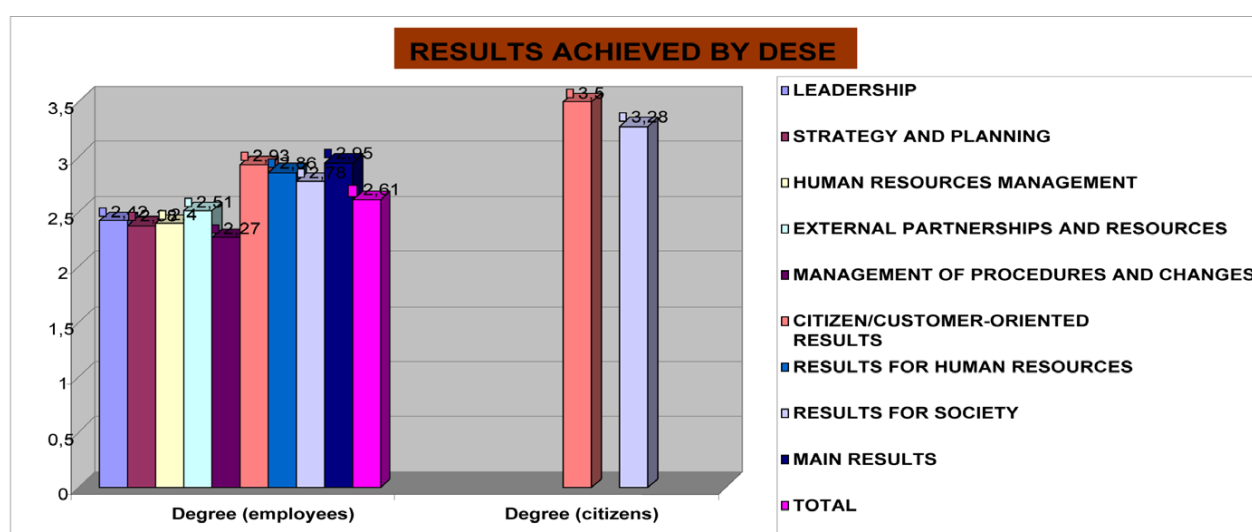
Graph 3.2.1. Results achieved by DESE

4. Third Phase - Improvement Plan – Priorities (Improvement plan, Dissemination - Imple-mentation of improvement plan, Planning of next self-evaluation)

According to the Final Improvement Plan of DESE, clear priorities were established with a three (3) year long implementation timetable:

The current use of an e-protocol, salary software and, in particular, an e-file on the implementation progress of maintenance public projects carried out by DESE will have to be completed – enriched with the current information control system under way (e.g. with the implementation of the Integrated Information System of the Region in the framework of the Information Society and, concretely, A1 Protocol Information Subsys-tem and A7 Information Subsystem for Public Works Management and Maintenance).

Implementation of a study to identify educational needs. Organisation – in cooperation with the Administra-tion Division and the Regional Training Institute of Western Greece – of training actions, based on DESE employees' real educational needs, aiming at improving the effectiveness of the Service's operation.

Study – implementation of an information system for the inspection and control of the management of cases, focusing on the internal operation of the Service, which could also be integrated into the Operational Programme POLITEIA.

Simultaneous implementation of the new target-oriented administration model in DESE and the best possible completion of the related Improvement Plan. An effort to establish general and specific measurement indicators for the performance and effectiveness of DESE.

Study and implementation of an integrated jobs planning system (description of tasks – job specialisation – job evaluation) for the Region of Western Greece (this project is necessary for all Greek Regions), which could be integrated into the POLITEIA O.P..
Study – application of a standard planning – organisation and work flow methodology in DESE, which could be integrated into the POLITEIA O.P..

Implementation of a project to measure citizen's satisfaction with the services provided by DESE. Implementation of a users' satisfaction measurement mechanism – Evaluation of the application.
Study of technical and operational specifications of a standard emergency phone centre network in the whole road network of DESE, which could be integrated into the POLITEIA O.P. or Information Society.

Drafting an exhaustive and comprehensible Charter of Citizens' Rights for citizens.
The public recognition and establishment of the service through the development of advertising campaigns of its activity, using internet, the mass media, printed media, posters etc.

Pilot implementation of the Citizens' Panel aiming at cooperation – exchange of ideas – control etc. between public and private sector.

Repeat the implementation of the Common Assessment Framework (C.A.F.) in three (3) years' time.

The Improvement Plan proposed was discussed by the DESE Heads of Department, the Self-Evaluation Team and the Project Administration Team for the Region of Western Greece. After discussing at length and answering pending questions, they agreed upon the CAF integrated implementation to be completed by December 2008, after its targets have been disseminated and the DESE personnel have been adequately informed thereof. The self-evaluation that will be performed again in 2009 will enable DESE to find whether progress has been accomplished and redefine itself as a public entity which learns from its mistakes and shortcomings and improves itself.

Conclusion

An operational unit, such as DESE, is a subsystem of a multi-dimensioned administrative – social – economic and environmental system DESE is inextricably linked with. Numerous public entities are involved in the achievement of the ultimate objective, which is the completion of a safe national road axis. DESE can substantially contribute to the overall effort to optimize results, improve services and, generally, citizens' quality of life, as well as reinforce national, regional and local economy.
The CAF based self-evaluation offers DESE the opportunity to improve the level and content of the services provided, satisfy and motivate its personnel by actively involving it, promote team work and innovative ideas and identify all strengths and weaknesses, with the aim to establish the implementation of quality management.

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JAN SLEDSENS
Director of the Public Centre for Social Welfare (OCMW), Belgium

«General Quality measurement and Quality Development in the Public Cente for social welfare (OCMW) of Grobbendonk by using CAF»

1. Setting of the organisation
Grobbendonk is situated in the Dutch speaking part of Belgium in the province of Antwerp. It is a green community of 10,700 inhabitants where in the past many people used to work in the diamond industry. Grobbendonk has a long history in social health care. As early as the 15th century (1437) a house, originally built as a shelter for elderly women, was subsequently turned into an orphanage and in the end became a rest home; a so-called rust-en verzorgingstehuis – RVT (Rest and Nursing Home) Since 1976, the Social Welfare Council has seized every opportunity to always tailor services to the needs of the local community. The Public Centre for Social Welfare (OCMW) of Grobbendonk currently offers a wide range of services. Besides having a well-developed social service system, the OCMW puts the emphasis on two pillars: home care and residential care for the elderly.

Home care services include an extensive cleaning service employing around 15 people, a smaller family care service, an odd-jobs service and a meals-on-wheels service.

Rest and nursing home "De Wijngaard" provides care to 15 dementia patients and to 43 elderly people who

can no longer be cared for at home.

The provision of services is based on a strong vision endorsed by both OCMW board and management and its staff. Expert individualised, tailor-made care whereby the end user's privacy is greatly respected, linked to the development of a climate of open communication, constitute some of the themes emphasised in the OCMW's mission statement.

2. Quality care within the organisation

Before the mission statement of the OCMW became a fact, the organisation had had quite some experience in the field of quality care. Ten years ago, a staff member of the rest home was appointed part-time as quality coordinator.

Before the quality decree on welfare and care provisions came about in 1997, the rest home had already drafted its first mission statement and vision, following which improvement projects were launched, existing operations were closely examined and first procedures were developed.

In 2003, the OCMW Board appointed a half-time quality coordinator for the OCMW, thus underlining the importance of quality care in services. The OCMW's mission statement and vision were drawn up, and the quality manual on family matters and that on the rest home (RVT) were combined.

3. Why the CAF?

To make a good start with a systematised quality approach, a reference, i.e. a "zero measurement", was needed. We could choose from a number of possible measurement systems such as the balanced score card, the EFQM model, the Common Assessment Framework (CAF) etc. We had already heard of various systems and we thought the EFQM model in particular would be appropriate. However, we never got round to applying it. Only when during the 2001 Quality Conference we learned of the CAF, we warmed up to the idea of making an assessment.

In the end we opted for the CAF assessment model because this measurement instrument has been especially developed for organisations in the public sector. We chose to carry out the self-assessment ourselves because we considered a self-assessment more effective than an external audit (better awareness of what one discovers oneself), the cost was low and staff involvement was greater.

In late 2003, the OCMW secretary and the quality coordinator followed a short course on the CAF at the Public Management Institute in Leuven (Belgium)

4. The 1st self-assessment process in 2004 - 2005

4.1. The board's motivation

Before the operations of an organisation can be screened, it is vital for the board to endorse the idea. Therefore, the quality coordinator first contacted the chairman. After explaining the system, she was quickly given the green light to also explain it to the board members.

At the board meeting of February 2004, the CAF system was presented in a Power Point presentation of the Public Management Institute.

The strong points of the system, such as its simplicity, scientific character, limited budgetary impact and speed very much appealed to the board members. The board gave the go ahead to start preparations and carry out the measurement within the organisation.

4.2. Composition of the self-assessment group

The composition of the self-assessment group had to be as representative as possible, which was the task of the secretary and the quality coordinator. The list of proposed candidates was submitted to the OCMW chairman for approval. The composition of the group was again determined within the OCMW Board and the VOK . There were a total of 11 members: the OCMW chairman, 2 board members, the OCMW secretary, the quality coordinator of the OCMW, the head of social services, the director of the rest home, 2 social assistants, the senior nurse of the rest home, and the cook of the rest home (formerly responsible for the kitchen).

The members were personally contacted and invited to participate in the self-assessment.

4.3. Training of the self-assessment group

The next step was training the self-assessment group. Everyone roughly knew what the CAF was but the finer details had to be further explained. The first self-assessment meeting (on an afternoon) was fully dedicated to a deeper analysis of the subject.

"What does quality mean for each of us? What does quality mean for our organisation?" After a brief history of quality care in our own organisation, the CAF was discussed in the overall context of quality thinking.

The evolution of quality care and the different views in this regard were set out and an overview was given of the existing models for assessing organisations and the reasons why the OCMW of Grobbendonk had opted for the CAF.

This was followed by an explanation of the CAF model. The different criteria as well as the methodology based on two scoring tables were also addressed.

Finally, the members of the self-assessment group were told what would be expected of them.

4.4. Development of an assessment session

A session would proceed as follows: the members of the group were asked to carefully read two criteria including the relevant sub-criteria and assign scores. At the meeting each sub-criterion was read again and interpreted afterwards. To increase understanding, examples from the manual were sometimes read and explained. Most of the time the participants produced examples and facts themselves. Each meeting was led by the quality coordinator and the OCMW secretary. The coordinator wrote down all the organisation related facts the participants had identified in the meeting ,while the secretary recorded new ideas emerging during the brainstorming.

Concrete examples from the organisation were immediately fed into the computer and projected onto a screen so that they could help in assigning or adjusting scores. Each person was given the opportunity to adjust the assigned score. After each sub-criterion had been discussed, the scores were written on a flip chart. The highest and lowest scores were left out of consideration. Finally, the group agreed on a common score to be assigned.

There were 5 sessions over a period of 3 months. The last session ended festively.

4.5.The processing of the results of the self-assessment

4.5.1. Around 60 items for improvement and a list of priorities

Step 1: In the CAF report, all sub-criteria and their scores were classified in rising order, thus making up a first list. Behind each sub-criterion, items for improvement and ideas of the group were listed.

This resulted in an overview of the 10 lowest scores, which absolutely needed to be addressed, and the 10 highest scores.

Step 2: About 60 items for improvement were gathered. Each member of the VOK drew up a list of priorities from among these items, taking into account the policy note and the long-term plan of the OCMW. These were written on a flip-chart and linked to the list of priorities of the self-assessment group. This resulted in 30 items to be worked on.

Step 3: In this last phase, each VOK member gave a score from 1 to 10 to the 30 items (1 = highest priority, 10 = lowest priority). This led to a final classification whereby the first 10 items to be worked on (action points) were considered priorities.

The priorities were linked back to the sub-criteria so as to maintain the character and outcome of the CAF, resulting in an overview of the first 10 sub-criteria that had the lowest scores and therefore had to be given priority.

Subsequently, a timetable was drawn up for these actions points.

4.5.2. Feedback

The results and timetable of priorities were presented (using PowerPoint):
- as advice to the OCMW Board on 14 March 2005.
- to the self-assessment group on 9 May 2005.
- to the relatives of the residents of the rest home at the annual family evening on 17 May 2005.
- to all the staff members of the organisation on the annual quality care info afternoons on 6 and 13 October 2005.

4.6. Action plan and policy

Within the VOK, concrete actions were developed for the 10 priorities. Since they were announced in March 2005, 6 of the 10 improvement projects had already been launched and/or completed.

The OCMW's policy planning has been adjusted on the basis of the CAF results. A number of items for improvement on the list of priorities have been systematically embedded in the organisation's operations. Further to the CAF, the staff is becoming even more familiar with the quality care principles.

5. The 2nd self-assessment process in 2007

The methodology we used for the second CAF was similar with the assessment in 2005.

The coordinator and the OCMW secretary followed an extra training on the CAF 2006 at the Public Management Institute in Leuven. In this renewed model some adjustments were installed, such as a new score and more transparent examples, accompanied with the sub-criteria.

Although the CAF 2006 prescribes the use of the new score, we used the old one in order to compare with the first results.

5.1. Motivating the OCMW board

After the municipal elections of October 2006 the OCMW board was totally renewed (7 at 9) so the quality coordinator first had to instruct the new members on the principles of quality assurance and the CAF.

5.2. Self-assessment group

After the assessment in 2005 some critics advised us to take low-educated personnel in the self-assessment group. The composition of the group was again determined within the OCMW Board and the VOK . Now there was a total of 12 members: the OCMW chairman, 1 board member (as an observer), the OCMW secretary, the quality coordinator of the OCMW, the head of social services, the director of the rest home, 2 social assistants, the senior nurse of the rest home, 1 cook of the rest home, 2 cleaning-persons and 1 person of the caring staff.

5.3. Training of the self-assessment group and the process itself

The training and the instruction of the group was identical with the first assessment.

We didn't change the method and used the CAF-brochure as a guideline during the sessions. We also had the opportunity to use a specific designed e-tool for registration of the facts and the new ideas. The input was immediate projected onto a screen so that it could help the group members in assigning or adjusting scores.

After four meetings in two months (March and April) we completed the assessment.

5.4. The processing of the results and feed-back

After the 2nd CAF we saw that 24 sub-criteria had a better score then in 2005, 3 had a lower score, 14 items of improvement were listed.

The assessment group got the first opportunity to see the results of the assessment. Later in September 2007, at a meeting of the OCMW Board, the results of the 2nd CAF were illustrated by the quality coordinator. One month later everyone of the staff was informed.

From January till June 2008, the coordinator comments the points of improvement and the new ideas to several working groups in the OCMW, f.i.: the cleaning personnel, the group of nurses, the kitchen personnel, … Afterwards, each group can compose its own priority list. At the end the quality group (VOK) reduces it to one list with 10 priorities witch will be used to adapt the policy of the organisation.

The priority-list will be translated in an action plan that will be approved by the OCMW Board.

6. Some critical comments

- Composing the self-assessment group requires consultation. Good representativeness is important and there is always the danger of subjectivity.
- Giving examples regarding the sub-criteria in the CAF brochure is not always easy.

- The initial resistance among managers and policy staff to function in one group is real.
- Scoring: how to assign a score? When do you score 1 for instance? If you can give one example or two, or do you have to give three? Or do you score 3 with 3 examples…
- Facts and examples are sometimes formulated too carefully.
- In our case, it would have been better if the criteria regarding HRM and leadership would have been the last ones to assign scores to; at the end, the group is more relaxed .
- In a working group, influencing is something to watch out for.
- Strong supervision is absolutely necessary to make sure that everyone in the group has his/her say.
- A shared job has advantages: in our self-assessment group the supervision was the task of 2 persons. In this way one could take notes while the other led the discussions.

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IVANA TRUCCOLO, KATIA BIANCHET & PAOLO DE PAOLI
Centro di Riferimento Oncologico Aviano, National Cancer Institute, Italy

«Using CAF for Libraries and Biomedical Organizations in Italy»

Introduction

Our communication aims at giving some hints about a feasible "library's route to quality".

Our experience is ongoing but we think that it can be of some interest for those "growing'organisms", like every library is(1), really wishing to improve some part of themselves, being actually alone,

without a specific support - internal or external- to their "Quality adventure"

Our needs for quality were:

• To think over the state of our library after seven years full of innovative projects, awards, administrative troubles, new user requests, etc…

• To improve our daily routine through these projects, awards, etc…i.e.,to transforme the energy of the "statu nascenti" – typical of creative phases - into a "daily routine energy" necessary to work everyday in a satisfactory way for staff, financers and users.

1) Our initial questions

Our initial questions were:

Since our library seems to have "quality parts", how can we check the health of the whole organization? What tool can we use?

Are there any inexpensive experts available?

Could we find a way of benchmarking that is also compatible with our features?

A way that is compatible with daily routine ?

And finally, a way useful for continuing the path towards quality, not only for getting a certification?

2) Quality in the library world

We knew, through extensive literature consultation that, starting from the 1990's, also Libraries would begin to deal with the organizational culture of quality.

Many studies and applications, referring to different approaches,were starting to be implemented

Among them, self-assessment models in Italy as well (10) even I the most important applications are in Spanish,South American, Dutch, Belgian and Australian libraries.

But we weren't able to find an"easy-to-use" tool for truly starting a route to quality

Futhermore, it's not easy starting a quality process in the sector of the Italian National Health Service's libraries (SSN, i.e. Servizio Sanitario Nazionale), where the rule is:
• Poor recognition of the libraries (about 260, according a survey conducted by the BDS association (Bibliotecari Documentalisti Sanita, 2000)
• No formal recognition of the profession and skillness of biomedical librarians (about 510, only 7% skilled, above cited survey)

3) Favourable factors for our library's route to quality
Some factors made possible a specific quality project for our Library and its start up (January 2005):
• A previous personal interest in topics and experiences related to "quality of health services(11)" An intensive, even if late, investment in education about quality carried out by the Continuous Medical Education (CME) Service of our Institute - ISO oriented - starting from 2004 and devoted to all staff...
• Some fortuitous and pragmatic meetings with quality experts of the quality assurance world and, above all, of the EFQM approach (10;12;13).

4) The context: Our Institute
• The CENTRO DI RIFERIMENTO ONCOLOGICO, Aviano (PN) (CRO) is one of the eight Italian Cancer Comprehensive Centers for Care and Research - namely IRCCS – recently joined in a network named "Alleanza Contro il Cancro (ACC)", Alliance Against Cancer
• CRO is located in the Northeast of Italy: 150 beds, approx. 650 person staff including clinicians, researchers, nurses, technicians and administrative staff

5) The context: our Library's mission and profile
• The CRO Scientific Library is a Unit of the Scientific Direction of the Institute, specialized in oncology and related fields. Since its inception (1984) our library was devoted to every category of the Institute's staff, open to the public, and attentive to patients' needs and users' satisfaction.
• It's a medium-small size library:
• Staff: 3 fte employees, 2 of them professionals, 3 people granted for 3 specific current projects
• Some figures: about 6400 periodicals both print and online; 7000 books both for scientific and non-scientific community; about 15 different current databases not free; budget of 300.000,00€ approx. (2007)
• Services: Document Delivery – about 2.000 articles sent and 1500 requested; many educational activities, CME-oriented and not-; very involved in the management of the CRO staff's scientific production (i.e. articles/IF, grey literature archives, Institutional Open Acc Repository with ISS etc)
• Many current collaborations with important Institutions
Some features of CRO library
http://www.cro.sanita.fvg.it/biblioteca/set_bibliotecascientifica.htm
a. A deep involvement, as coordinator, in the project of creating an Italian Database of Informative Resources for patients and citizens granted by "Alleanza contro il Cancro" <http://www.e-oncology.it/>, the network of Italian Cancer Institutes
b. This is the continuation of a multicentric collaborative project of information for cancer patients "Azalea", Internet accessible 2003-2006 - www.azaleaweb.it- : discontinued despite of the users success (14)
c. CRO is the main actor in the "evaluation of quality information of the material", above all in Italian, for patients, their relatives and citizens (according to International Guidelines)
d. Constant participation in collaborative Italian projects and networks, e.g. BIBLIOSAN, http://www.bibliosan.it/ the network of Biomedical Care and Research Institutes' Libraries (about 60) supported by the Italian Health Authority for sharing traditional and electronic resources
e. A "natural" disposition to surveys and statistics concerning services offered: a set of "core" data are annually gathered and published in the Library's section of the CRO Annual Scientific Report downloadable from the CRO website <http://www.cro.it/>. These data - related to the traditional and non-traditional resources and services of the Library - turned out to be very useful for filling the Results section of our "Self-Assessement Report"

f. User satisfaction surveys

• On 1986 the first survey, distributing a questionnaire to all Institute users, about "Needs of the users of the CRO Scientific Library"

• On 1996 another survey, in a very difficult period, to verify the core services…

• On 2003 we realized a general survey among all staff of the Institute (print + e-mail questionnaire)

• Nearly every year we check the use and perceived usefulness of the current periodicals

• On 1998, 2002 and 2004 specific surveys related to "Library for Patients" topics

6) Some concepts about quality

Browsing the large literature reflecting the history of quality, some concepts have been giving us particular suggestions. Among these:

a) QUALITY is free…

"Quality is free" is the title of a famous book written by Philip B. Crosby (known for the motto "zero defects" as well). The explanation of this statement is that succeeding in bettering the production quality improves efficiency, because rejects and waste material are eliminated. This, together with other factors, can better the efficacy, that is, achieving the aim for which a product or service was born.

b) Furthermore the quality concept suggests the ideas of:

• doing something better

• doing something at the best

• doing something better than before

• doing something better than other people

• benchmarking

• acceptability threshold

c) "Excellence is obtained when all the people who participate in the productive process are involved and motivated to pursue it".

Therefore, excellence is achieved when, in a coordinated activity that is oriented towards the aims of the organisation, each person is able to do his/her work in a creative manner that is "his personal" manner.

This concept, like that of Continuous Quality Improvement(9), comes from the "Total Quality" concept (13;17): they merge then into the more recent model of EFQM.

Many of the previous concepts have been often implemented in our daily library practice: we have been used to find the best solutions to every problem in a chronic, even if changing, situation of poor resources and increasing user needs. But, along with some good practices in some fields, we usually keep on working in a slower way (steam-engine like) in other ones!

7) A feasible "Route to Quality"

Our "library's route to quality" started thanks to the "nearly by chance" discovery of the CAF model, deeply inspired by the EFQM-model, and its application in Italy, the project "Percorsi di Qualitü" i.e. "Routes to Quality"

CAF , the Common Assessment Framework, built by European Institute of Public Administration (EIPA) is a Self-Assessment Tool just for helping Public Administrations of Europe to improve themselves throug self-assessment. "Routes to Quality" was a project managed by the Italian Education Agency of FORMEZ and promoted by the Italian Pubblic Administration Department through Worshops and other initiatives (2005). This project started after the European CAF Event, organized by the Italian Presidency in Rome on November, 2003, which aim was to promote the knowledge of the CAF among European public administrations. "Routes to Quality" involves the diffusion of the CAF at national level as well as the assistance to its implementation and the launch of a Quality Prize for Public Administrations by using the CAF both as self and external assessment tool

There were 5 Laboratories of "Routes to Quality" supported by Quality Experts for each sector/level of the Public Administration in Italy: Schools, Universities, Local municipalities, counties, regions, State, Health Services and Hospitals.
We participated to this last Laboratory.

8) The CAF simplified model inspired by the EFQM-model: 9 criteria and 27 sub-criteria for checking the health status of a Public Organization

Both in the CAF model and in the EFQM model, there are nine criteria: five of these – Leadership, Human Resources management, Strategy and planning, Partnerships and resources, Process and change management – are called "Enablers", that is, they aim at "putting an organisation in condition" to implement its "mission" and pursue its objectives. The other four –, People results, Customers/citizen-oriented results, Society results, Key Performance results – are called "Results", that is, they are the real objective of the assessment of quality in an organisation. The Results Criteria indicate exactly what an organisation has been able to attain.

Their quality is determined by the results of the Enablers, which in turn, through a mechanism of feedback, improve the latter on the basis of what is indicated by the former. the model, which recognises the use of different approaches to reach a sustainable level of excellence in all the aspects of the service, is based on the following premise:

"Excellent results with regard to Performances, Customers/citizens, People and Society are attained through Leadership, which guides the Strategies and Planning of an organisation. Results are achieved through People, Partnerships, Human Resources and Processes".

9) CAF is a TOOL also for libraries/CAF can be a TOOL also for our library

• Criteria 1-5 deal with the Enabler features of our Library: these determine how it performs
• Criteria 6-9 deal with the Results of it
An example of Criteria and Sub-Criteria 1: Leadership
Criterion 1: Leadership
How leaders and managers develop and facilitate the achievement of the mission and vision of the library? Etc…
1.1: Give a direction to the organisation
1.2: Develop and implement a system for managing the organisation
1.3 Motivate and support the people in the organisation and act as a role model
1.4 Manage the relations with politicians and other stakeholders (Sub-Criteria)
And so on for each Criterion…

10) The Self-Assessment process in our Library

In our libray the Self Evaluation process started on 2004 October (Formez Workshop in Venice) but the real start up was on February 2005, after the first meeting in Rome. In this period we made a "quality project for the library" (January 2005) wich turned out to be very useful as a guide for the whole process.
Between February and May, we carried out some important initiatives:
1. Some meetings for making aware to all staff the Self Evaluation process
2. A formal act by the Institute stating our involvement in the process
3. A Self-Assessment Committe - composed of three people - and a Support Group were established
4. A personal interview to the most important stakeholders - financers, users and staff (about 35 interviews) – conducted by an external interviewer trained to library topics
5. An anonymous questionnaire distributed to the library staff (up to 8 people, including temporary staff) to test the "good working conditions" throughout the library
6. An anonymous questionnaire to the staff about the Enablers factors

Using the Enablers and Results Panel, going from right to left - i.e. from the Results to the Enablers Factors - the Self-Assessment Committe elaborated the data awarding a score to each criterion and sub-criterion as well. As we have already told, we used the set of data related to the key factors of the library for filling the

Results Panel, taking advantage of the deadline of the Institute Annual Report (on March).

Our Self-Assessment Report – Results Report + Enablers Factors Table - : just a detail

Registro di valutazione dei risultati

	Confronti con altri: • ci sono comparazioni positive al proprio interno e/o • con organizzazioni esterne di rilievo	Nessun risultato	Risultati sporadici, senza trend e/o prestazioni non soddisfacenti	Confronti favorevoli relativamente a circa il 25% dei risultati	Confronti favorevoli relativamente a circa il 50% dei risultati	Confronti favorevoli relativamente a circa il 75% dei risultati	Confronti favorevoli per tutti i risultati
	3. Punt. Confronti	0	1	2	3	4	5
	4. Tot. Ris. (1+2+3):3	3					
Copertura	Grado di copertura : • i risultati sono relativi alle aree pertinenti	Nessun risultato	Copertura sporadica	I risultati riguardano il 25% delle aree e attività pertinenti	I risultati riguardano il 50% delle aree e attività pertinenti	I risultati riguardano il 75% delle aree e attività pertinenti	I risultati riguardano la totalità delle aree e attività pertinenti
	5. Tot. Copertura	0	1	2	3	4	5
Punteggio totale (4+5):2	2,5						

The following step was to identify the main findings of the self-assessment, i.e. the areas in which action is most needed, and the kind of action requested.
The CAF tool and the Formez experts offered us an help in this phase as well.
The weak points were related to the accessibility, usability and visibility of information resources for the different categories of users: researchers, clinicians, nurses, technicians, psychologists, chemists, managers and patients…

Improvement Plan
Some specific projects were designed: one of them is the adhesion to SBN, National Bibliographic Service to make effective the mission of "Supporting the Continuous Medical Education of healthcare workers (nurses, technicians, students in nursing and allied fields etc…" with adequate, accessible material and services…Nowaday this project is a reality, obviously always ongoing http://sol.units.it/SebinaOpac/Opac?sysb=cro. On 2007 we participated to a survey carried out by the CME Sevice to check the user satisfaction of this action.

Some developments
• The elaboration of the "Library Self Assessment Report" and the Improvement Project were supported by FORMEZ experts
• Our example was contagious and soThe whole Institute, as well as the Units ISO oriented, were interested in participating to this Route to Quality
• Actually, the following year, the whole Institute made a Self Evaluation
• With the CRO Self Assessment Report , called "Application", we participated to the Quality Award of Italian Public Administration (PA)
• As a result, a Team of quality experts evaluators made a site visit on Spring 2006
• The Team wrote a detailed Evaluation Report of the CRO Institute where the week areas (Processes and

benchmarking above all) and the strong ones were pointed out.
• The Institute got a score of 250-300
• It has been classified among the fourty out of 286 Italian quality awarded Public Administrations in 2006 and…this is just the beginning!

Conclusions
1. At the beginning of its self-assessment, every organization locates itself in a low or intermediate position in each criterion (as we can see in the next figure by EIPA)
2. According to the PDCA cycle, the process of self-assessment has to lead to the implementation of an improvement project focused on the critical points
3. In the further self-assessments, and improving actions implementation, the score in every criterion may improve.
 And so on…towards the excellence

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C' SESSION
COMMON ASSESMENT FRAME WORK - CASES PRESENTATION PART B'

INGEBORG MAES
Strategic Planning and TQM, City of Ghent, Belgium

«Total Quality Management in the City of Ghent (Belgium)»

1. Introduction

1.1 The city

Figure 1

The city of Ghent has 4.216 full time staff members (excluding the Departments of Education and the department of the Local Police) and is one of the key employers in the region.

Some statistical data:

Overall surface:	15.643 ha
Population number:	233.510 (on July 1st, 2007)
Overall employment:	151.017 jobs

1.2 The administration

The mission of the City of Ghent is stated as follows:
"Ghent, a creative city
playing a pioneering role
in the development of
a sustainable and open society
through continuous merging of all creative forces.".

There are five basic principles which should provide a sound foundation for the mission, this is a focus on:
1. Knowledge, innovation and creativity
2. Social sustainability
3. Economic sustainability
4. Ecological sustainability
5. Communication and active participation

The strategic planning process in the Ghent administration is build around these items as follows:
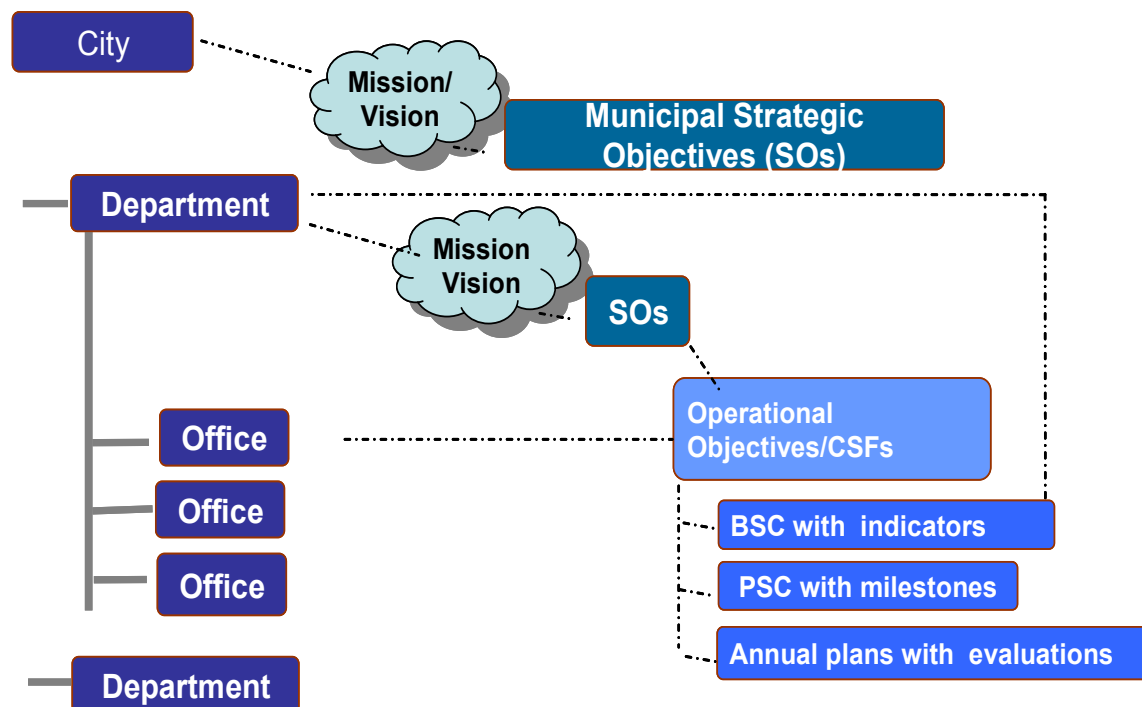
Figure 2

The service delivery is focused on various policies, clustered into 13 departments. Every department endeavours proper objectives and has proper expertise to achieve the strategic goals stipulated by the city.

The following departments are involved: Department of Population and Welfare, Department of Culture; Department of the Environment and Health; Department of Urban Planning; Department of Economy, Department of City Promotion and Sports; Department of Education, Department of Staff Services, Fire Department; Local Police Force; Department of Finance, Department of Facility Management and the Department of Human Resources .

The last three, so-called "supporting" departments, are destined to support our employees and other municipal services.
Based on their objectives, the external departments focus on the citizens/customers.
The Department of Staff Services regroups a series of cross functional objectives.
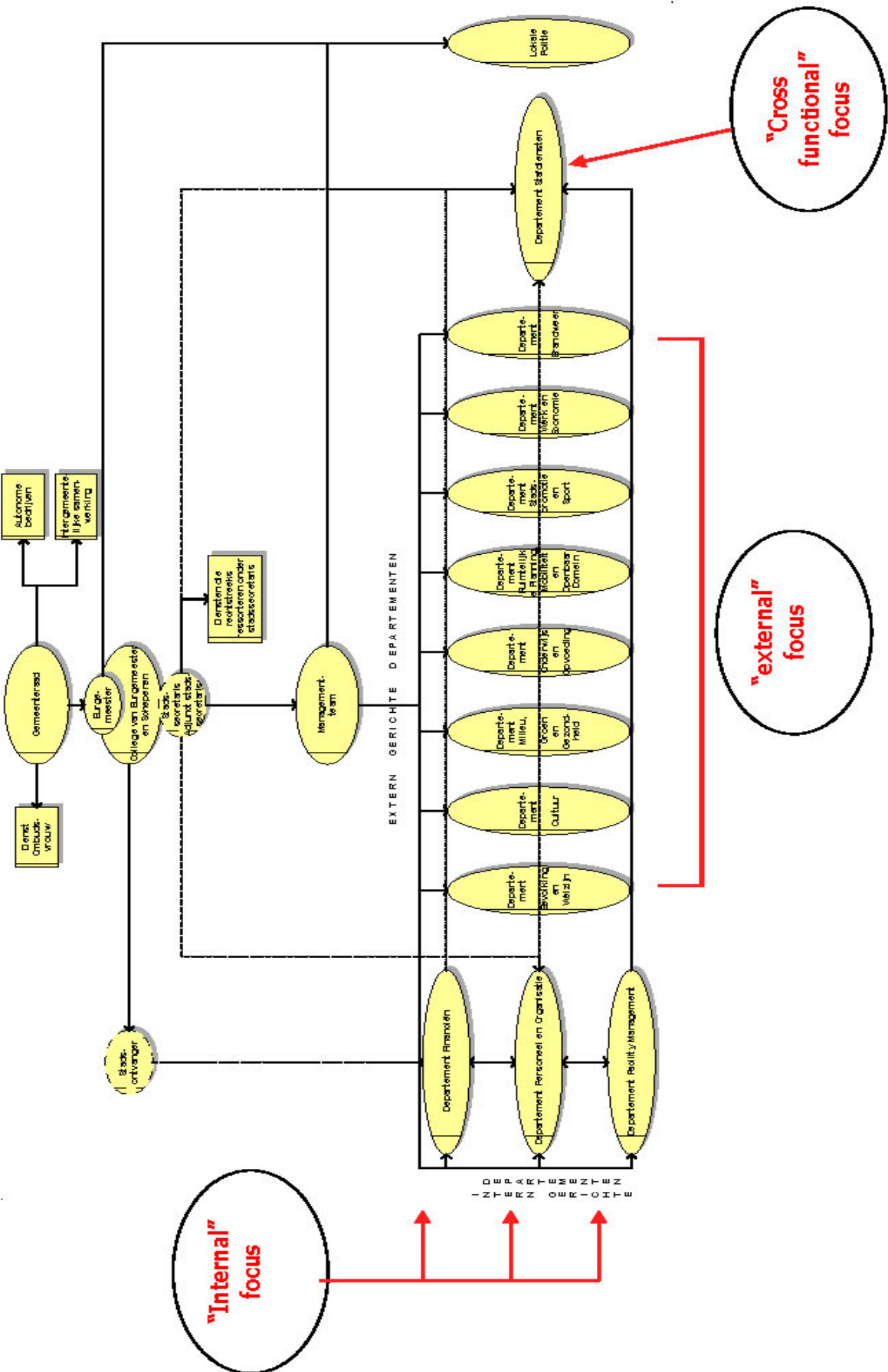
This figure illustrates the above:

2 Total Quality Management

2.1 Introduction

The City of Ghent is not unfamiliar with Total Quality Management. Already in 1982, the former Co-ordination Office instructed a programme entitled "public contacts", pursuing the enhancement of the quality of service as a major objective. By 1991, this Office had already arranged various additional education courses and also initiated the training programme "Efficiency of service and internal organisation", explaining Total Quality Management (TQM) principles and methods. Irrespective of these training programmes, improvement actions were also taken by other offices.

Concrete examples are the customer-oriented website (www.gent.be), awarded on repeated occasions and GENTINFO, a central information centre for citizens.

A permanent dialogue was initiated between the Office for Strategic Planning and TQM and the competent Deputy Mayor in preparation of the policy document Total Quality Management 2003-2006.

Ultimately, in April 2003, when a central Office for Quality Care was officially created, we wanted to avoid putting a new top-down pressure on our colleagues. Taking into account the complexity and diversity of the municipal administration, each department was allowed to take proper initiatives and determine individual priorities.

The Office for Strategic Planning and TQM only wants to stimulate, co-ordinate and support, considering the other departments as internal customers.

However, we take the lead in the co-ordination of the strategic planning process, which was originally initiated as a bottom-up project. This was recently consolidated on city level and fine-tuned with the ambitions of politicians.

In the beginning of 2003, when the policy document was formulated, inspiration was found in a population survey, questioning the inhabitants' perception and interpretation of the notions 'quality' and 'service'. The main purpose of this inquiry was to provide useful information which could help to develop the city quality policy.

First and foremost, the formal support of the politicians was required. To this effect, the policy document for quality care 2003 - 2006 was approved by the City Council in April 2003. and an ambitious training programme was set up for al the levels of reasonable leaders and the quality-coordinators.

2.2 General approach to quality

To pursue a quality policy on a city level, we need a supporting structure, taking into consideration the complexity of services and the diversity of various departments. The following description illustrates the contrast between the political leadership and the managerial role of the managing staff.

the policy level, the City Council determines the basic principles and policy guidelines. Priority is given to determine the vision, mission, strategic and operational objectives within the departments. The results have been consolidated on the city level.

the strategic level, Total Quality Management is stimulated, co-ordinated and supported by the Office for Strategic Planning and TQM. The overall task, the mission statement is described as follows: 'To supply the required systems and techniques, allowing every department to obtain first-class results in order to satisfy the citizens/customers and the social partners as well as the proper staff members, on the most efficient way.'

the operational level, a significant role is assigned to the 14 quality co-ordinators within the City of Ghent, performing an individual task within their specific department or service. The overall task of the quality co-ordinators is to support the heads of department as regards to the application of Total Quality Management in their department. They usually are part of the department staff and report directly to the head of department.

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In consultation with their management team, the heads of department determine the implementation process of Total Quality Management within their respective departments and they also define the priorities.

This approach should make sure that Total Quality Management is integrated, followed up and co-ordinated into the entire organisation. The key guidelines of the city quality policy as well as the concrete approach and the intended results were formalized in the policy document Quality Care 2003 – 2006 and are continued in the policy note TQM 2007 – 2012. The key guidelines will be extensively highlighted during our presentation. In this document we limit ourselves mentioning them:

1. Total Quality Management
2. Quality Office
 * stimulates
 * co-ordinates
 * supports
3. Application of generic models: CAF + BSC
4. PDCA cycle
5. Board of Mayor and Deputy Mayors determine the policy whereas the Departments and offices initiate, put TQM into practice and determine their own priorities
6. Internal and external communication
 + training   are crucial (in cooperation with the 3 offices in charge)
7. Attention for 3 balances:
• short term – long term
• top-down - bottom-up
• external– internal focus

2.3 Different roles

Total Quality Management (TQM), particularly implies that every department, every municipal office pays attention to the quality of its service. These efforts are not limited to the final result, but during the entire service process. Quality care should be integrated into the daily service function.

Another significant element, the common assessment framework for public services (CAF), is the reference framework in which quality projects and initiatives are situated. The CAF model is not only used as an instrument of self assessment, but also as a framework.

The Balanced Scorecard is used as an instrument to assess the objectives within a strategic planning cycle.

The role of the Office for Strategic Planning and TQM is to coach, to give advice and to provide support.

The Office for Strategic Planning and TQM is responsible for the implementation of the total quality care policy and consequently bears the complete responsibility for the support of the quality co-ordinators in stimulating, preparing and following up the improvement initiatives.

Within the City, there are 14 quality co-ordinators, each performing an individual task within their specific department or service. Each quality co-ordinator gives a proper application to his/her role, bearing in mind the culture of the involved entity. They are the direct contact of the Office for Quality Care, which is informed of the required support by means of their annual quality action plan.

Since the Office for Strategic Planning and TQM approaches the entire organisation in a logical way as a client, it does not have a threatening image. It is considered as a supporting service, helping other departments to achieve their own objectives.

In order to exchange experiences and acquire ideas, the Office for Strategic Planning and TQM has set up a number of internal task forces with respect to e.g. CAF, BSC and surveys. Likewise, external networking are set up with different public services.

If the Office for Strategic Planning and TQM has acquired sufficient expertise, and when the staff can make time for an assignment, e.g. an external consultancy bureau will not be called in. If not, the matter will be discussed and considered with the quality co-ordinator.

As a matter of fact, we appealed to an external consultancy bureau for guidance during the first CAF self-

evaluations and for support during the development of the first Balanced Scorecards.

As mentioned before, a full-accepted policy document for Total Quality Management is essential for the results achieved.

Other critical successful factors for the implementation of Total Quality Management:

• Training with respect to quality care on every level of the organisation

• Annual drafting and follow up of quality action plans

• Act as a learning organisation, using the expertise of external consultants and networks. Afterwards, it is possible to coach the internal quality projects on an independent way.

2.4 Results

By means of quality action plans, the quality care issue is embedded in the corporate planning process. Consequently, the entire organisation pays attention to quality care. The diagram below illustrates the relation between the different levels of the organisation and the strategic planning process.

The results can be visualised by means of the strategy card of the Office for Quality Care. When looking at the strategic objective "development of a knowledge centre for creating and unlocking instruments, expertise and information to coordinate and assess the municipal policy", we immediately find the related operational objectives, CSF's, indicators and target values.

Similar steering charts will be further implemented in the entire organisation.

Some examples of the coaching by the Office for Strategic Planning and TQM:

• All departments expressed their substantial contribution with respect to the follow up of the objectives, formulated in a proper mission, vision and strategic objectives. They function as a substantial guideline for the operational actions of the services.

• 2 departments and 4 services have assessed themselves by means of the Common Assessment Framework. They were able to focus their actions on the high priority points of improvement.

• 5 departments and 2 services have accepted the challenge to develop a Balanced Scorecard in order to manage their objectives in a systematic way and to make their most important activities measurable.

• Several services have conducted a survey, destined to assess employee satisfaction.

• Several customer satisfaction surveys (e.g. the musea in Ghent, survey and measurement of the quality of the service delivered at the contact points for citizens.,…)

• Complaints management in the whole city administration

2.5 Obstacles

Some obstacles we faced in implementing TQM in the organisation:

• The action should always be suited to the word: we have to recognise the importance of quality, but need to allocate sufficient means and most importantly, make time.

• People are not always easily convinced that the gains exceed the efforts.

• We have to admit that working with external consultants is a real challenge to translate the well-intentioned advises towards the internal culture.

3 Conclusion

Before 2003, the Office for Strategic Planning and TQM was called Office for Change Management and is not entirely unknown within the organisation. On the contrary, an appeal could and can be made to the significant expertise of the change management.

In participating at various network meetings, there is a continuous knowledge exchange with other organisations.

We are working according to the principles of the learning organisation. In other words: by keeping an open mind for renewal and improvement, we make sure that we do not stick to one sanctifying system. We use a mixture of instruments, adapted to the needs of the internal client.

Respect (in the largest meaning of the word) for the other departments of your organisation is crucial. Do not act as a "godfather", who enforces the execution of his decisions, but consider the rest of the organisation consistently as your internal client.

SOFIA SIMONI - EUSTRATIOU
Mayor's Special Consultant, Municipality of Zografou, Greece

«Employment Promotion Centre (CAF) of the Municipality of Zografou»

CAF was used to conduct a holistic analysis of the organizational performance of the Municipality of Zografou, aiming to improve the quality of services provided to citizens and users in general, in order to attain a high consumer protection level and ensure at the same time that the right to information of those who receive and use services would be reinforced.

CAF was offered as a total quality management tool to improve our performance and shift towards a complete quality circle made up of programming, execution, control and feedback.

During this initial self-evaluation stage CAF was used as a measurement tool starting from scratch.
The evaluation of our performance focuses on the identification of strengths and weaknesses to be improved and the respective improvement actions, aiming to use total quality management techniques to improve our performance initially in the three Divisions of Financial Services, the Technical Service and then in the whole organisation.

• We wish CAF to become a permanent internal procedure of the Municipality and the base for drafting our operational programme, as defined by Ministerial Decision No 18183/2-4-07 (Official Gazette Issue 534/B'/13-4-2007 and Official Gazette Issue 759B/14-5-07).
• Our objective is that the programming and monitoring procedures, as well as that of measuring the results of actions become a permanent internal function and procedure within which the labour force playing a specific role each time will participate, at all stages, in the upgrade of services provided to citizens.

Criterion 1: Leadership
In the public sector, leaders are the main connecting ring between the public organisation and the political leadership in the management of their common responsibilities. In a representative democratic system, elected politicians make strategic choices and set the objectives they wish to attain in the different fields of public policy.

The leadership of public organisations and agencies helps politicians define their policy by giving advice on the analysis, the timeframe or vision, and is also responsible for implementing the policy. Thus, a distinction is made in the public sector between the role of the political leadership and that of the administrative leadership.

In the public administration system of Local Government Organisations the administrative and political leadership determine their mission and jointly contribute to the implementation of their vision.

At regular informal and formal meetings of agencies/entities entrepreneurial objectives are set in a context of effective communication between stakeholders and within an established framework of values and codes of conduct as shown by the internal operation of the Municipality. Effective communication, trust and the common will to materialise the vision are reflected upon the content of the Municipality's budget and its revisions stemming from the current needs, as well as upon the improvements and corrections made to attain strategic objectives.

• The effort to concretise specific operational targets is considered satisfactory. However, the implementation of targets must be improved, as all possible income of past years which has not yet been paid to the Municipality (pending income) must be taken into consideration in the assets of the budget; clearly they create an optimistic picture, which is feasible by 50%. But why aren't they included in the middle-term strategic targets?

At the same time subsidised projects providing the necessary financial resources are often a solution or even improve the definition of the vision.

Criterion 2: Strategy and planning

All employees of the Municipality of Zografou and all stakeholders have participated in the development and definition of the vision, the mission and objectives of the Municipality of Zografou . From the bottom to the top of the hierarchy participation and decision-making processes are actually governed by democratic procedures, freedom of expression and full awareness of the entrepreneurial environment and the dynamics developed within it and outside.

• There is direct two-way information with all the services of the Municipality, legal persons, sports associations, cultural associations etc. within the Municipality's territory. All stakeholders are informed through direct personal contacts. Legal procedures are also made known through the collective bodies and the Municipality's competent committees following the Municipal Council's related decisions. Meetings, conferences and conventions, thematic exchanges of all kinds are open to all participants.
• At the same time, the Municipality of Zografou takes innovative action, conducts specific surveys on the regular collection and evaluation of information through European programmes and initiatives, guarantees the necessary resources for any changes, constantly adapts itself to the demands of the entrepreneurial environment and implements innovative action.

To implement the strategy and planning, priorities and timetables are set, the necessary procedures are designed according to the stakeholders' expectations and needs and the opportune organizational structure is put in place. However,

• For objective reasons the personnel is sometimes not enough for the attainment of the strategic and entrepreneurial targets, especially when the competent units are entrusted with too many responsibilities and tasks and timetables and priorities are pressing.

Criterion 3: Human resources

The Municipality of Zografou recognises the employees' required skills and knowledge at individual and organisational level. Therefore, the development of the Municipality is very good in all sectors.

• The Municipality of Zografou promotes to a great extent an open communication and dialogue culture and encourages team work. The resulting work environment favours the birth of ideas and proposals by employees, as well as the development of related mechanisms.
• However, the more the entity is developing, the more its needs for personnel are rising. Thus, a lack of sufficient and adequately qualified human resources (recruitment, distribution, development) is often witnessed, which thwarts the implementation of projects and the matching of projects and responsibilities.
• What is important is that surveys and opinion polls on the personnel's ideas and attitudes are systematically performed and the work environment is positive albeit not measurable. Modern scientific measurement methods and their introduction in public administration are going to improve the Municipality's services for the citizens' benefit.

Criterion 4: Partnerships and Resources

• The Municipality of Zografou has strategic partnerships with important partners, such as suppliers, project contractors, other services and hierarchically superior authorities. In this context it takes into account the nature of the relation, defines each partner's responsibilities in the management of partnerships, and also performs checks, such as the regular monitoring and evaluation of procedures, results and the nature of partnerships.

At the same time the Municipality is very active and organises partnerships for specific projects; it also develops and implements joint projects with other public entities.

• Transparency characterizes the Municipality's decision taking and development (e.g. through press conferences and the release of information on the internet).

• It actively encourages citizens/customers to organize themselves, express their needs and demands and energetically supports groups of citizens. Transparency at the Municipality of Zografou was certified by the CENTRE EUROPEEN DE TRANSPARENCE (European Transparency Centre), whereby it complies with the transparency principles in the handling of local matters, through legality sampling checks of the Municipality's functions.

Besides the established procedures for filing complaints or asking questions in written or oral form to our services or by e-mail through the Municipality's website, we have taken improvement action by developing a modern Municipal Electronic Portal for the Municipality of Zografou to render the promptest possible service to our constituents and enterprises, and achieve the automation of procedures concerning transactions between the Municipality's personnel and the constituents or enterprises of Zografou.

Criterion 5: Procedures

At the Municipality of Zografou the regulatory part (such as laws, regulatory acts, operational provisions etc.) is to a great extent codified in the procedures determining the functions of the Organisation of the Public Sector.

• The management system of citizens' complaints is made up of a series of services, including the filing of a complaint at the Register Office or the Municipality's website and the final reply by the competent employee or the Municipality's political leadership or the Municipal Council. However, there is no organised citizens' information policy with suitable information mechanisms.

• The Municipality of Zografou actively promotes learning from the innovations of other public organizations at national and international level.

Stakeholders participate in innovation producing procedures, such as pilot applications of new services and e-governance solutions. The Municipality constantly endeavours to ensure the necessary resources for innovation.

Criterion 6: Customer/citizen-oriented results

• Through training structures, cooperation with local associations, such as cultural associations, associations of parents and guardians, non governmental organisations that cooperate with the Municipality on environmental issues, such as recycling, cultural events, festivals, special conferences etc., the Municipality of Zografou has direct contact with the local community and makes all our co-citizens participants.

The customers-citizens' participation, the use of local knowledge and the local environment, the take-over of initiatives at local community level with citizens' involvement and participation in daily life and life quality issues, correct information on their role in planning and decision making processes are deemed to be satisfactory. Who knows better the deficiencies in school buildings? Who can better highlight abandoned cars? Who can contribute more to the better function of the neighbourhood? How can the citizens' original opinion be expressed and the sense of safety be assimilated if citizens do not act? How will "social cohesion" be reinforced if we do not know the person living next door and do not deal with the pavement or the grate of the sewage drain in front of our house? It is certainly very disappointing that 8 out of 10 citizens state that in the event of a problem in the neighbourhood they will contact the competent authorities or let the competent authorities do their job" and only one out of seven will "take action".

• Following the evaluation of the quality of our services by groups of citizens who participate in the operation of the Public Organisation, but also by individual citizens having daily interaction with our Municipality, who amount to more than thousand persons a day according to measurements, without including recordings of telephone calls, we consider the citizens' opinion about the Municipality services positive.

• At the same time, there are different one-stop services, such as Citizen Services Centres, some offices in the Finance Services, Urban Planning, Municipal Roll. Certainly the use of new technologies with In-

formation Society programmes will further improve conditions in Public Administration and in one-stop services.

• Citizens' access to our services is considered to be very easy. There are special provisions for Persons with Disabilities, proximity to public means of transport.

Criterion 7: Results for human resources
• The administrative culture is based on fair treatment in public organization and understanding its employees' personal needs, by offering flexible working hours and the possibility to balance family life and personal matters.
• As to the personnel's satisfaction with administration and the administrative systems, the top and middle management is found to be able to direct public organisation and communicate.
• Although the working environment is deemed satisfactory, the implementation and development of an integrated political management of immobile assets (facilities) that meet the current and future operational needs of the Public Organisation better must be set as a priority.
• Our Municipality is surrounded by Universities and numerous post-graduate theses are written in the framework of the Municipality. Thus the demands of citizens who contact our services are not only limited to daily life issues. Citizens are decisive for the entity's profile; the level of citizens living and working in the Municipality of Zografou is very high; thus the expectations and demands, as well as the environment of the public organization, will also be high-level.

Criterion 8: Results for society
• The Municipality of Zografou adapts to the changes of the community/society and positively meets the quality objective, i.e. it meets the needs and expectations of the local community through its active participation at regional, national and international level.
• This is done by using know-how and expertise to benefit the local population. Through the implementation of development programmes, research, recording, study and evaluation of development possibilities of the area, management and implementation of Community Initiatives, reinforcement of intercommunity cooperation, local planning mechanisms and development institutions of Local Self-Government.
• By promoting local cooperation between the private and the public sector. By promoting the development process and protecting the environment at the same time. By managing and implementing social policy and employment programmes within its field of action.
• In particular it supports socially vulnerable population groups.
• It sees to the protection of the environment and applies innovations by using alternative sources of energy. ("Interconnected Photovoltaic Self-Generation System at the indoor Gym of Ilisia" Operational Programme Competitiveness, Measure 6.5 of the Ministry of Development «Interconnected Photovoltaic Self-Generation System at the Park of Goudi" Operational Programme Competitiveness, Measure 6.5 of the Ministry of Development.

Criterion 9: main results
• In terms of our strategy and programming measured against the needs and demands (external results), and the results achieved by the organization in terms of administration and its improvement (internal results), our performance is deemed very good.

• The participation of all stakeholders in the operation of the Public Organisation during the decision-making process is deemed satisfactory even at operation level.

• The management of resources and auditing procedures followed by the Public Organisation are rigorous and effective.

• Although the participation of Public Organisation in Quality Standards is deemed to be positive, we believe that the initial introduction of ISO into the financial service will facilitate its operation.

The operation of the Public Organisation and the quality of the services provided to citizens constantly improves thanks to the use of technology and the introduction of innovative methods in its operation. One-stop services and fighting bureaucracy enable us to perform in conformity with the principles of good public administration.

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ANA MARGARIDA LARANJEIRA
Director of Modernization and Finance Management Service,
Regional Administration of the Azores, Portugal
HELIO JOSE DIAS
Collaborator, Portugal
DELIO FRANCISCO BORGES
Collaborator, Portugal

«CAF enforcement in the regional administration of the Azores
Challenges and Strategies»

The Azores
Geographic Reality
The Azores is a Portuguese archipelago, composed of nine islands. Situated in the Atlantic Ocean, half way between Europe and North America, its most easterly island is 1.000 Kms from the Portuguese continent and its most westerly island is 1.600 Kms.

Population
The archipelago has around 239.000 inhabitants, 18.359 of which work in the Autonomous Regional Public Administration. Administration workers represent 18% of the workforce in the region.
Autonomous Region
The Autonomous Region of the Azores is one of two autonomous regions in Portugal. As an autonomous region, it has its own legislative and government institutions.
Historically, the main institutions have had their headquarters on three of the nine islands according to the principle of three polarity, commonly accepted since the beginning of the autonomy process.
Azores Regional Government
The IX Regional Government of the Azores is composed of eight departments which have headquarters on three islands. Seven of the eight governmental departments have peripheral services on other islands.
Regional Public Administration
The arquipelagic reality of the Region induces a strong emphasis on the organization and on the functioning of its public administration. The organisms and services are dispersed over the nine islands and on each one of the islands there are necessary infrastructures to support any activity. The ports and airports are two good examples.

Development Strategic Vectors
A recent study entitled "Strategy for the Quality in the Autonomous Region of the Azores" identified three axles of priority intervention or strategic vectors: Companies, Public Service, Citizenship.
Let us give here a perspective of the "Public Service" vector.

The Regional Plan for Quality Promotion in Public Services
In its program, the IX Regional Government of the Azores (2005-2008), stipulated, as one of its basic objectives of administrative modernization, the improvement of the quality of services given to the citizen.
Based on these proposals, several projects and initiatives are being developed, in order to change the existing model of the organization of regional administration of the Azores.
The new management model of regional administration is based on three pillars:
1st) Management of human resources;
2nd) Organization of services;
3rd) Evaluation of services.

1) The Administration of human resources

The Administration of human resources has its support on:

- Central Personal Database

Since May 2005, the regional administration of the Azores has had a database of human resources information. The Central Personal Database is installed in the Regional Directorate for Organization and Public Administration under the Vice-Presidency of the Government. This database is "fed" monthly by decentralized databases sent by the remaining departments, organisms and services of regional administration.

At any given time it is possible to know how many people there are, who they are, gender, age, qualifications, professional group, career details and any other category that individuals may to.

- Island Chart of Public Servants

All employees of regional administration services resident at each island have been integrated on their respective Island Charts of Public Servants.

This new configuration provides a larger mobility of employees within each island. It allows a better distribution of human resources, moving people from services where they are surplus into other services

- The Qualification Management Process of Public Servants

Under the banner of Regional Directorate for Organization and Public Administration, there is a division responsible for the vocational training of public workers who belong to the common careers of regional and local administration.

The Center of Formation of Public Administration of the Azores (CEFAPA) offers, annually, a vocational training program in areas of management, computer science, accounting and law, among others.

In recent years, in order to accompany the new philosophy of action of the Regional Government of the Azores, as well as assisting the information which has come from the daily relationship with services, students and instructors, DROAP, through CEFAPA, has been trying to adapt its offer to the search, by offering specific vocational training to specific needs identified by the top leaders of the services.

In 2008 it is expected that an evaluation of the effectiveness of the vocational training courses, will begin so that its impact on services and workers can be measured.

- The Public Employment Stock Market of Azores (in portuguese BEP-Anores)

In order to achieve the goals drawn up, the Regional Government published the Regional Legislative Ordinance n.º 50/2006/A, of December 11, that creates the Public Employment Stock Market of Azores.

BEP-Anores is available on-line from 1st March 2007 at http://bepa.azores.gov.pt, publishing all notices of the opening of personnel tenders, offers of public jobs, as well as the results of the former.

Services are forced to consult the requests of employees' mobility and/or the publishing mobility offers, as a previous condition to the resource of the recruiting expresses of personnel.

As soon as possible, a curricula vitae stock market for anyone interested will be created, with work offers for several sectors of activity in the Azores.

2) Services Organization

During the process of restructuring the previous structural model of regional administration of the Azores, the creation of central services was also considered.

The Regional Legislative Ordinance n.º 49/2006/A, of December 11, also enables the constitution of central services.

Central services will be created at island level, attending the socio-economic needs of each one, tends as purpose the functional organization of the regional administration workers.

The concentration of tasks, actually dispersed by organisms and services, will allow the liberation of human resources for deficient organisms and services of such capital.

The creation of central services for centralized remuneration processing by Island Charts of Public Servants, as well as for administration of vehicle fleets (drivers and vehicles), are two good examples.

In the future, this process will permit the externalization of some services developed at the moment by regional administration. This will permit the stimulation of local economy.

3) Services Assessment

The Assessment on Regional Public Administration Services

As for this pillar, the Regional Plan for the Promotion of Quality in Public Services came to foresee the self-assessment as a fundamental step in the pursuit of processes of continuous improvement in the services. Three evaluation principles were considered: evaluation by citizens (evaluation questionnaires made available to citizens), auditing and self-assessment.

Resolution nºl 119/2003, of October 2, later altered by Resolution nºl 120/2006, of September 21, concerning self-assessment it came to establish the strategy of implementation of CAF in the services of Regional Public Administration and to strengthen the constitution of Quality Promotion Groups (in portuguese NPQ), one for each department of the Regional Government. These NPQ, among other tasks, were created to accompany this process internally.

The Orientation nºl 2/2006 - IX Regional Government, of January 27, stipulated the compulsory nature of all of the services apply CAF as a tool of organizational analysis. In effect, self-assessment teams were created in all of the organisms and services of regional administration.

The option for the tool CAF had to do with the fact that this tool is scattered for the public administrations of the European Union.

For education and health services (schools, hospitals and health centers) and because of their specificities, it was establish exceptions in what concerns to the self-assessment tools. In Education it was created a project denominated "Qualis - Evaluation of Schools" that adapted the CAF tool to the school reality. In Health sector, it was decided that they should continue with their specific tools.

The role of different participants on the CAF implementation process

The Vice-Presidency of Regional Government (VPGR) through Regional Directorate for Organization and Public Administration (in portuguese DROAP)

The VPGR, through DROAP (VPGR / DROAP), as the department with competences on organization and public administration, is responsible for the general coordination of the process, in particularly:

• Accompany the implementation of this process, permanently coordinating with the Quality Promotion Groups (in portuguese NPQ);

• Make available a group of instruments that allow the apprehension of knowledge by all the parts involved in this process, such as: the CAF manual for Regional Administration; make available support documents on the website www.vpgr.azores.gov.pt; elaboration of unfolded and other documents; maintenance of an electronic address to support a permanent connection between NPQ and VPGR / DROAP, collecting suggestions and opinions, as well to receive reports;

• Promotion of seminars, workshops and specific vocational training, envolving the majority of leaders and collaborators, participants of this process;

• Publicise, at specific forums and share information of CAF implementation process with homologous organisms of central portuguese and european administrations.

Quality Promotion Groups (NPQ) role

NPQ are essential pillars and strategic links for purposes prosecution. Therefore, they developed tasks, such as:

• The survey, follow-up and to give dynamism to CAF implementation process, from CAF teams creation to the prosecution of improvement plans;

• Support CAF teams, gathering and contacting with them frequently;

• Report, quarterly, to top management and VPGR/DROAP, information about the self assessment process and execution of improvement actions.

Self-assessment teams role

The CAF teams are responsible to self-assessment on their services and organisms.

These teams, depending of self-assessment ambit (organism, service or group of services), shall:

• Establish an execution schedule of the self-assessment process and submit it to superior consideration;

• Plan and execute, evidencing in every moment (recordings, reports), all of the stages considered in the schedule;

• Proceed to self assessment based in CAF criteria and sub criteria;
• Elaborate the improvement plan;
• Program the next moment of self-assessment;
• Elaborate the final report and submit it to superior (top leader) approval;
• Present the final report and the result of its work to all collaborators.

Self-assessment process scope

The self-assessment process using quality management tools is, at the moment, a widespread process in all regional administration services.

At present moment, 117 CAF teams were created, 54 of which in 2006 and 63 in 2007. 459 collaborators of regional public administration are integrated on those CAF teams. CAF teams established in 2006 did the self-assessment exercise with CAF-2002 version and CAF teams created in 2007 did it with CAF-2006 version.

CAF Vocational Training

Because the majority of CAF team members didn't have the necessary qualification to proceed with this process, it was prepared. a vocational training plan.

As result, 20 editions of the formation "The implementation of CAF in the Azores Public Administration Services", were carried out, with 363 CAF team members, 168 in 2006 and 195 in 2007.

In April 2007 it was organized the workshop denominated "CAF in Regional Public Administration of Azores - Challenges and Strategies", with 163 participants representing all CAF teams and Quality Promotion Groups.

That event counted with the participation of European Institute of Public Administration and the Portuguese representative in the European Group of Innovative Public Services.

CAF self-assessment results

CAF teams results that applied CAF-2002 version

54 organisms and services that created CAF teams in 2006 applied CAF tool - version 2002. Of that, 50 already elaborated their final reports and began to implement the improvement initiatives proposed. Many of these initiatives are already accomplished.

The final average score obtained was 11,1 in a scale of 0 to 45.

The criteria whose average score is lower are 8 "Impact in the society" and 6 "Results guided for the citizens/customers". On the contrary, the criteria whose global average score is higher are 4 "Partnerships and Resources" and 1 "Leadership", by this order.

Comparing means criteria with results criteria we can concluded that, on average, organisms and services obtained better scores in the first ones (1,38 versus 1,16 in a scale of 0 to 5).

CAF teams results that applied CAF-2006 version

63 organisms and services that created CAF teams in 2007 applied CAF tool - version 2006. Of that,15 already concluded the process and began to implement the improvement initiatives proposed.

The final average score obtained was 261 in a scale of 0 to 900.

The criteria whose average score is lower are 9 "Key-Process Results" and 8 "Impact in the society". On the contrary, the criteria whose global average score is higher are, also, 4 "Partnerships and Resources" and 1 "Leadership", by this order.

Comparing means criteria with results criteria we can concluded that, on average, organisms and services obtained better scores in the first ones (37 versus 19 in a scale of 0 to 100).

Considering the score difference among means and results criteria, we can conclude that regional public administration services only now are starting to comprehend the importance to evaluate and quantify their practices.

Improvement Initiatives Implemented

Of the 316 improvement initiatives proposed by CAF teams during self-assessment process, 94 are concluded and 150 are in execution.

E. g., the majority of services have determined their missions, visions, values, and strategic objectives, in a management perspective, with the collaboration of their workers. They also started to work on the results indicators.

Some services have implemented new electronic tools to manage their resources (human, material, finance).

Services have elaborate procedure and welcome manuals, qualifications plans, among others.

Some services improve their internal and external communications, using new electronic software such as e-mail, newsletters, electronic forums, correspondence management systems.

Most services started to make inquiries to internal and external clients and to collaborators, measuring their satisfaction.

Majority of services started to assemble evidences on a daily basis.

Main objectives achieved

CAF implementation on organisms and services of regional public administration of Azores has been extremely important for the overall collaborators' involvement in processes of continuous improvement. Services began to become aware of their strong points and improvement areas. Most of the improvement initiatives accomplished, as a result of self-assessment process, have been coming to generate evident improvements on services delivery. It has been evident the need of manage by processes and by evidences. This process has allowed top and middle management, a vaster knowledge of their organizations, in order to supply better public services to the citizens.

DANILO ORLANDINI,
MD, Reggio Emilia, Italy

«The actions of an Health Authority with CAF criteria: the Society results criterion»

Activities and projects of the Reggio Emilia Health Authority (REHA with regard to CAF-criteria and the REHA uses the CAF in order to systematize actions, and benchmark planning and results with other CAFs(or similar models)-user Health Authorities(HA).

This model has been used by the health authority as a self-assessment of the members of the top management (29 managers).

Table 1: SelfASSESSMENT
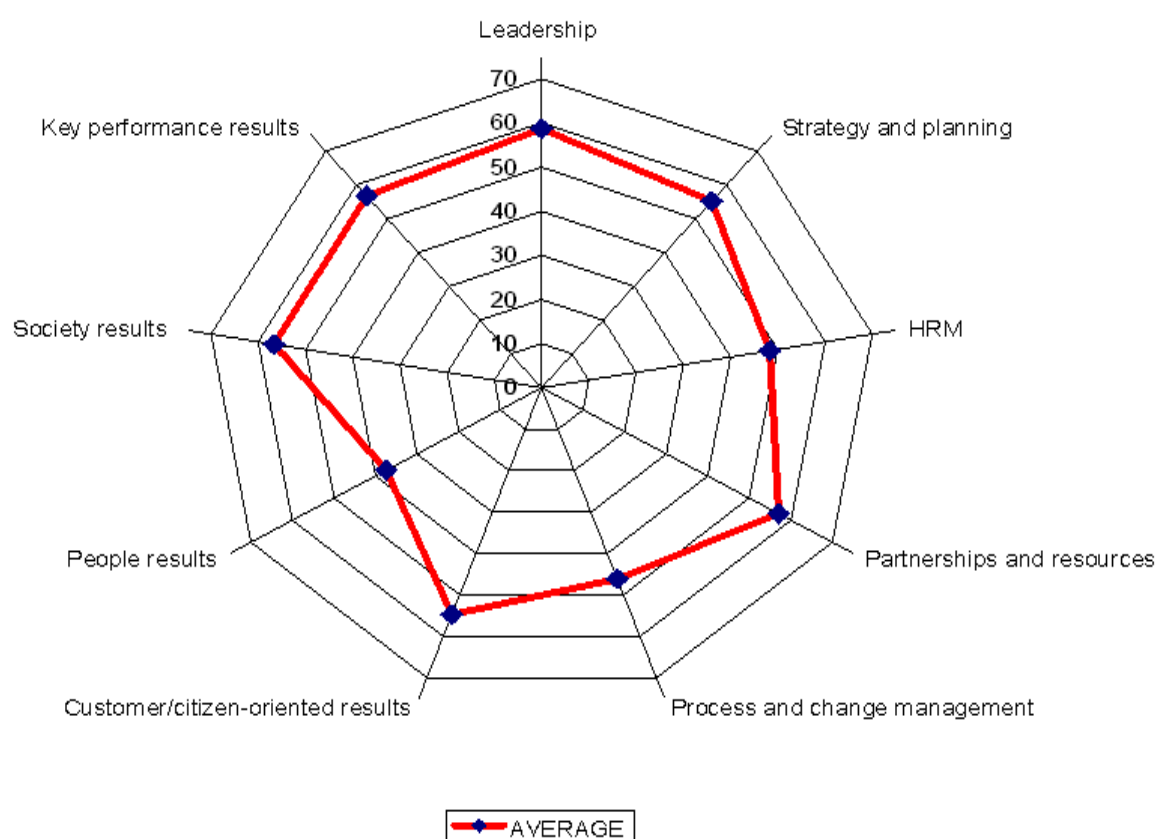
The results of the self-evaluation show particularly problematic criteria relating to personnel; the directors of various Italian health authorities have given a mandate to the Reggio Emilia Health Authority to coordinate work groups to deal with criteria 3 and 7, and have produced a document applying these criteria to a health organization.

The mandate was later given with regard to criterion 8, considered strategic for optimizing the methodologies and tools that foster dialogue with society, to appraise the global impact of the health authority activities and to compare the different experiences.

This work was carried out with the assistance of experts from the areas of public health, customer satisfaction, communications, quality, clinical effectiveness unit, all in order to "open some windows" given the amount of space available for defining an innovative experimentation in formal procedure.

Health includes not just understanding the absence of illness, but also social well-being and individual resources.

State of health differences are inevitable, but some of these can also be avoided. And some of the principal determinants causing these state of health differences could be identified:

• natural and biological variations

• harmful behaviors freely chosen by the individual

• advantages deriving from the virtuous behavior of certain groups

• harmful behaviors that are not freely chosen

• status due to lifestyle and/or inappropriate work

• inadequate access to health and other public services

• natural selection or social mobility related to health status (sick people are at a lower level on the social scale)

The influence of social conditions on health status is greater than genetic factors or habits; social conditions are determined by different variables. Such variables refer more to social policies and to income distribution

mechanisms and knowledge; equity is one of the main determining factors of health that could be influenced by the opportunity to use health services.

The health authority carries out direct interventions on health status as well as interventions that work indirectly on factors that are determinant and relevant to health status, through the health promotion.

Activities used to promote health should be considered as programmed activities as they are part of the health authority's mission; as such, they should be excluded from the scope of the reference, which should include only what has an indirect impact on health status and is not part of programmed activities.

Nevertheless we must remember that health interventions have always had a direct effect on the health condition of the individual; however the same interventions could have some indirect effects on the population and on changes in behaviour. As a result, it is very difficult to clearly separate the direct from the indirect impact.

The health authority can achieve specific targets by proposing and/or participating in projects that have as their objective results which are correlated with the health status of the population.

It is essential to separate activities with direct influences from activities with indirect influences on the health status of the population and recognize the ties between them which allow their influence on the health status, in order to add mechanisms to monitor social stress.

The areas of intervention in which experimental social-health interventions can be distinguished in order to influence the health status of the population are numerous:

• the environmental impact (also tied to the respective use of resources)

• the impact on the local economy (social statement, wearing jobs, the early decline of productive capacity, …)

• social responsibility (lifestyles; welfare–birth rates, early diagnosis of tumors, mental health, etc-; clarification of the tools used to appraise if the values have translated into actions and how the resources are used)

• equal opportunity (territorial distribution of services and equal access, disability, the phenomenon of loss of autonomy and self-sufficiency, migratory flows, …)

• the internal society of the health authority (the way in which the health authority has developed the culture of professional work and professionals participate in the health authority's social responsibility)

Also the results, whose measure and analysis provide indirect and direct impact of the interventions carried out by the Health Authority on society, are numerous:

• Results relating to direct interventions on community health status:

service offering

waiting lists

reduction in mortality rates

effects of screening (positive and negative)

• Results relating to interventions of community health campaigns as a whole

Promotion of the knowledge necessary to correct lifestyles

Support for inappropriate and dangerous behaviors

Nutritional habits

• Results relating to interventions of health campaigns for certain segments of society (with possible context/objective specific examples)

families	separations, divorces, custodies, adoptions
age classes	autonomy and disability
genders	preparation for birth
race	integration
minorities	information
disabilities	accessibility
companies	controls, codes of conduct

• Results related to the environment

participation in programs to improve environmental impact (ex: Agenda 21)
security
viability
equipment handling (ex. number of vehicles in use)
partnership with civil protection
waste disposal
informational campaigns on the historical, artistic and cultural heritage and cultural initiatives

• Results related to the community social integration and cohesiveness

development of alliances and partnerships
Community image/perception
campaigns to promote volunteering culture
results related to socio-economic development
campaigns for social assistance opportunities
social impact
empowerment
code of ethics
donations (corporate or private)
consumption (food)
impact on the local economy: supplies and contracts to local companies or social cooperatives

• Results related to political-cultural development/growth
  policies of equity
  policies for equal opportunities
  involvement and sharing of objectives, processes and actions
  voluntary service
  democracy and transparency
  identification of stakeholders
  personal rights
  advisory committees
  donations (organs)
  employment of the handicapped
• Results related to the development and production of knowledge
  innovations
  evaluation of results and communication
  knowledge of the use of services
  knowledge of health determiners
• Results related to the health system as a whole
  social responsibility in the use of resources
  international cooperation
  national and regional standards
  excellence
  best practices

Also appropriate is rendering structured reports of all the activities that the health authority has in the field and measuring the effect on the population, emphasizing the results regarding health and the impact on lifestyles; the health authority should monitor internal policies to verify adherence to the values declared, with tools that can be used to appraise the actual intervention; these values should be calibrated based on community development; the health authority is a partner in a social health project.

Besides the traditional tools used for the preparation of "accounting reports" the Health Authority has developed a tool for "social reports" directed at illustrating institutional actions and strengthening the network of connections existing between the health authority, and the regional and local health authorities.

Fig.1: 2006 Mission Statement textbook

The "mission statement" illustrates institutional activities carried out by the health authority, in order to create the conditions necessary to "provide transparency" to the institutional actions, allowing subjects "external" to management to be able to directly appraise the health authority activities, which are directly

and indirectly connected to the pursuit of institutional goals, and to contextually appreciate the results achieved through them.

The mission statement document is directed to a "political" target (ex: mayors), however it is written in a language that is easily understood by citizens (above all civil and patient groups).

It is drawn up in a manner that is shared and participated in by many operators from different services; in the document there are no definite or specific indicators that confront individual subjects (ex.: equity, effectiveness); rather one must interpret indirect indicators.

The meaning of "mission" in terms of a statement could be reasonably assimilated with the meaning of performance in the CAF model: criteria no. 9 could be the "key results of the mission", and this meaning would influence the interpretation of all other criteria (reading the model from right to left) beginning with the results relevant to society.

If the mission of a health organization is to improve the society's well-being, then all the results should be placed in chapter 9; the CAF model is a systemic ordering tool, thus it is not sufficient to show results, but it is necessary to evaluate relationships, and how the health authority's actions are perceived: the results relevant to personnel, patients, and society are in the majority committed to improving mutual relationships (bi-directional communication with stakeholders), while key performance results are focused on well-being.

For example the objective of drug addiction services is to improve the health condition of the patient (this is an objective of its mission, therefore its impact and performance). If at the same time the drug addiction services seek to make the clinical requirements of their mission correspond with community expectations, without causing conflicts with the surrounding environment, such as the district in which the services operate, then we are dealing with a relational objective, that is a Society Result (SR).

Results related to society are almost always tied to the essential levels of assistance (LEA), i.e. the minimum benefits guaranteed by the Health Authority to all citizens, and therefore to the mission; thus it is difficult to separate these results from performance ones; consequently there are few subjects which are not included in LEA (wages, pollution, waste, linked economic growth) and are not substantially different from those of any other kind of business. Perhaps, by applying the criteria of society results of the model to these subjects alone, the possibility of completely analyzing the results tied to the mission and to the perceived importance of the activities carried out would be reduced.

The SRs define or derive from the relationship with the community, helping to define the meaning of the health authority choices for the community, how they can make changes, and what communication tools are available to them. There are two different SRs: those which have an impact on the condition of society and those which improve relationships.

The relationship objectives, which rarely correspond with mission ones, must however be made explicit, as well as clear and traceable in the activity process. Objectives should be verifiable through actions carried out as part of the health authority activities, which can be used to achieve or influence the SRs, although these are not the expected results. The SR sought should be declared, as should be the process and the approach (the planning of the flow of actions) necessary to achieve it.

Objective indicators are more difficult to label in the SRs because they are for the most part tied to the mission; indicators of perception are more strictly related to the results relevant to society (subjective indicators).

Objective indicators are measurable events, which in the end can be compared with a unit of measurement; subjective indicators (usually connected to satisfaction) can also be very complex: the use of the instrument can be considered an indicator in itself, independently of the result.

For example the civic audit or the audit for the application of service cards, which are monitoring services by third parties carried out by civil and patient groups (mixed advisory committees), are an indication of the relationship with society; some of the characteristics and results of these audits are consistent with the definition of SR.

The cultural growth of the community creates a receptive attitude towards change possibilities: the degree of consensus and trust on the part of the public and the public image of the health authority help to achieve significant results as far as social well-being is concerned.

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AGGELIKI KOUKOUNA
Municipality of Nea Penteli,Greece

«First CAF application in the Municipality of Nea Penteli»

The Municipality of Nea Penteli is in the north of the Basin of Attica, bordering Mount Pentelikon. The current population amounts to approximately 9,000 inhabitants. In June 2006 it became a Municipality. The Municipality of Nea Penteli was the smallest Local Authority, which, pursuing its effort to offer better services to citizens, to identify constant improvement opportunties, develop administrative and management capabilities and increase the performance of the services provided, decided to apply the Common Assessment Framework (CAF), for the first time, to two offices of the Municipality (Administrative Services Division and Financial Services Division) and the Mayor's office. By participating in the CAF, the Municipality aims at recording the operation of the Municipality's services from scratch in order to highlight the fields that need to be improved, so that, on the basis of a series of procedures, the strategic planning may be redefined and the necessary organizational infrastructure and logistics may be planned, in order to achieve a quality and performance upgrade of the services provided to citizens. The questionnaires were filled in by all permanent 11 employees, who have a global overview of all evaluated services due to frequent changes of tasks.

CRITERION 1: LEADERSHIP
Under this criterion, the activities of the Municipality's leadership, which aims to provide services with a clear orientation, by developing its mission, vision and values in order to develop and implement an effective performance- and reform-oriented administration system, are described. It was found that the leadership has values and a vision. These values and vision are, however, developed informally, in a fragmentary way and without any real planning. The same holds true for the communication of strategic objectives to the employees entrusted with their implementation. The official and political leadership of the Municipality does not give any systematic or clear guidelines to employees about the targets set and the results to be attained. We propose the following:
1. Establishment of a regular procedure through which timely two-way information and organized cooperation between administration and employees will be guaranteed.
2. Direct definition of competences and assignment of specific tasks to each division.
3. Development of a registration mechanism of the citizens'/constituents' viewpoint and satisfaction about the quality of services provided.
4. Well-thought-out re-organisation of the administrative structure of services and their adaptation to the new environment after Nea Penteli has been transformed into a Municipality, following a joint meeting by the heads of department and the political leadership.

Recruitment of services with: the employment of permanent and trained personnel, detachments, transfers.

5. Appointment of heads of department, distribution of competences per division and per employee, distribution of responsibilities.

6. Application of a control and monitoring system of the processes followed as to the effective exertion and implementation of the tasks assigned to each Department. Processes will be controlled by the heads of department, while coordination will be up to the departments and will be ensured through the systematic and regular cooperation of the heads of department.

7. Encourage employees to take initiatives and submit proposals to improve the operation of their departments.

8. A more complete advertisement of the actions and services offered by the Municipality; also aim to achieve the widest possible participation of citizens in the planning of actions.

CRITERION 2: STRATEGY AND PLANNING

Under this criterion, the Municipalities' activities to gather information on the current and future citizens' needs, as well as to review and update the strategy and planning taking into account the citizens' needs and available resources are described. It was found that the Municipality's annual strategic plan and the definition of the financial management priorities and timetables in order to implement it are mainly up to the political leadership, while other employees of the services play a secondary role; this strategic plan is reflected in the budget and in the draft annual technical plan. The following is proposed:

1. Drafting the Municipality's programme and strategy to evaluate the cost of the changes needed to cover operational cost and save budget resources or search for different sources of financing.

2. It is very important for the success of these changes that the staff participates in their planning by submitting or implementing proposals. However, the labour force must be associated with the main planning sectors beforehand and competences must be rationally and fairly allocated. The implementation of the CAF actions requires the Municipality to strengthen its labour force by recruiting new employees and appointing managers of departments: 1) Carrying out statistical research projects. The creation of a Citizen Inquiries Reception Office with the following competences is proposed: a) gathering, recording, classifying phone inquiries, letters of protest or complaints of citizens transacting with the Municipality, b) referral or sending to the competent department c) controlling the course of inquiries d) keeping an Inquiries Registration Book and e) archiving inquiries. 2) Carrying out research to measure citizens' satisfaction for the services provided and to receive citizens' proposals for modernization and innovation. 3) Evaluation of technological opportunities and readjustment of strategic planning to include changes and assimilate innovative policies. 4) Evaluation of the tasks performed by employees in connection with the results produced and their consequences.

CRITERION 3 : HUMAN RESOURCES

The Municipality needs to plan, govern and improve its human resources transparently in order to draw up its strategy and establish its objectives taking into account its mission and the current and future needs of citizens. We propose the following:

1) Plan the Municipality's strategy and at the same time develop human resources.

2) Joint definition of objectives by high and low-ranking personnel

3) Organise human resources through direct reorganisation of hierarchical structures.

4) Equally-allocated tasks with an equal and fair treatment of all employees and a balanced distribution of staff in the different departments.

5) Timely planning in order to recruit services with permanent staff.

6) Reinforce the supervisory and guiding role of the heads of department and control of processes and results.

7) Promote internal and external mobility of employees.

8) Modernise and upgrade the computer system accompanied by the staff's education and familiarisation with new technologies with the assistance of the head of the IT department.

9) Improve work places to enable employees to perform their duties without any problems, in an untram-

melled and effective manner, and reinforce the employees' feeling of safety and satisfaction with a re-organisation of the available facilities.

10) Provide employees with all the necessary equipment and guarantee access to new technologies to everybody.

11) Establish a research system to keep track of the staff's satisfaction with working conditions and set measurement indicators.

CRITERION 4: PARTNERSHIPS AND RESOURCES

Under this criterion the Municipality's actions to develop and implement the main cooperation relations with other services and the supervisory authorities, to develop and implement partnerships with citizens, as well as manage resources, information, knowledge and technology, are described. The following data are presented: The importance of the Municipality's partnerships with its main partners is acknowledged to a certain extent but not entirely. The main partners include other public services and organizations, the supervisory authorities and the Municipality's regular and occasional suppliers. Partnership results are not checked, nor are they systematically and fully evaluated. Furthermore, the responsibilities and competences of each side in the development of partnerships are not clear. We propose the following:

1) develop the Municipality's critical partnerships with its main partners.

2) develop partnerships with other Local Government Organisations in order to exchange knowledge and administrative information

3) systematically check and evaluate the results of the Municipality's partnerships with suppliers.

4) reinforce commitment to special partnerships and joint projects with other public entities in order to guarantee mutual profit and participate in joint programmes so as to ensure resources and financing.

5) organise the citizens' participation in the decision-making process on the Municipality's operation. Broaden partnerships with other entities.

6) evaluate new technologies in order to offer enhanced and better information to citizens.

7) reinforce the commitment to conveying knowledge and experience to younger employees.

8) organize the internal flow of knowledge and information and the administrative information and document distribution system by keeping an updated registry. Keeping a Document/Inquiries Registration Book.

9) Integrated policy for the introduction of new and innovative information technologies and communications and related training of the staff.

10) improve facilities and the working environment to make it safer, more functional, profitable and satisfactory for employees. Promote health at work and create a separate smokers' room on all floors.

11) guarantee a free working environment for employees to develop team partnerships by establishing opening hours for the public and abiding by them.

CRITERION 5: PROCEDURES

Under this criterion, the way the public administration defines, designs, manages and improves the administrative procedures followed and constantly orients them towards the citizen – customer is described. There are no printed guidelines, nor is there a description or analysis of the procedures followed. Employees are only informed orally.

Measurement indicators for monitoring, evaluating and improving administrative procedures receive a negative score. Citizens' participation in designing and improving services is limited. We propose the following:

Plan and allocate resources according to their contribution to the attainment of targets set.

Establish a system of measurement indicators for monitoring and evaluating administrative procedures and managing citizens' complaints.

Establish a system of measurement indicators for the performance of the procedures followed.

Use internet applications, e-government and electronic means of communication.

Allocate resources to plan and implement innovative actions.

CRITERION 6: CITIZEN-ORIENTED RESULTS

Under this criterion, the results obtained by a public entity in its effort to meet the citizens' needs and expectations are examined and evaluated using measurable indicators.

The Municipality treats every citizen – client equally, in a friendly and fair way; thus everybody is particularly satisfied with the services provided by the employees and the administration. The Municipality responds to all requests and queries. This does not stem from official recorded data but from the direct contact with citizens. Citizens' participation in designing the services provided is not particularly active. Every piece of information supplied by the Administration is qualitative, up-to-date and timely. There are no data on unfinished cases, complaints, service delays and indicators of other statistical data. We propose the following:

Organize a system of measurements with indicators regarding the Municipality's public image.

Establish a system of procedures with indicators in order to be able to use citizens' proposals for organizational improvements

Establish a system of measurements with indicators for the effective use of new innovative methods in processing citizens' files

Set up a citizens' information centre in order to establish a two-way communication between administration and citizens.

CRITERION 7: RESULTS CONCERNING HUMAN RESOURCES

Under this criterion the results obtained by a public organization in its effort to meet its personnel's needs and expectations are examined, as are the labour force satisfaction measurement results. The overall activity of the Administration within its limited borders is positive and so are its relations with its constituents – citizens and the social entities of the area. The Administration usually achieves its objectives; however, no employees or teams of employees have been rewarded for their commitment to date. There is considerable room for improving the procedures followed in the daily operation of the administration and important modernization efforts are made. The building hosting all the different offices of the Municipality is small. However, employees do not participate very actively in the decision making regarding the Municipality's operation. Due to the limited number of employees duty rotation is not possible. No conflicts have been caused so far due to conflicting individual interests of employees. We propose the following:

The immediate need to allocate competences to departments and employees clearly and reinforce the supervisory role of the heads of department at the same time.

Develop the staff's skills, knowledge and possibilities depending on the targets set and recruit new staff for departments according to their operational needs.

Implement a staff performance measurement system using indicators

Draft a study on the suitability of the Municipality's building in regards to its operational needs and the employees' satisfaction with their work environment

Reinforce the internal mechanism of dialogue - communication with employees so as to facilitate their participation in the decision making process

CRITERION 8: RESULTS CONCERNING SOCIETY

Under this criterion, the results obtained by the public organization in its effort to meet the community's needs are examined. There are no measurable indicators for citizens' satisfaction. Citizens residing in the area of Nea Penteli have considerably benefited from the shutdown of the suburban quarries in the '70s and their living conditions have improved. Since the '70s the social structure has also changed considerably. In the environmental sector the Community – Municipality was the first to create teams of volunteers who contribute to Civil Defence (fire safety– fire protection, snow removal etc.), have formed a Protection and Remodelling Association for Mt Pentelikon (SPAP), struggle to remove illegal extractions of marble, participate in recycling and energy-saving programmes, and the innovative fire prevention-tracing programme in cooperation with the National Technical University of Athens. The Community has had extremely satisfactory relations with other Local Authorities and the competent Ministries. The management of resources and the participation in environmental protection is positive but can be further improved. We propose the following:

Readjustments in the operation of the Municipality to meet the changes in the social environment

Plan an evaluation system with indicators measuring citizens' satisfaction with the results of the Municipality's policy.

Reinforce the Municipality's policy and save resources for the protection of the environment.

Increase the support of persons with disabilities.

Develop broader partnerships with local social and economic entities.

CRITERION 9: SOCIAL PERFORMANCE INDICATORS ESTABLISHED BY THE PUBLIC ORGANISATION

This criterion examines the objectives set by the public organization in regards to the external and internal results and from the cost-effectiveness point of view. The Community in its previous form of operation, with a limited number of employees hardly meeting its real needs, tried to achieve its short-term aims. Due to the lack of measurable data the cost of services provided has not been calculated. Financial management was not found to be negative. The observations made by the Court of Auditors or certified auditors are taken into consideration in the operation and financial management and are fully respected. Until recently the operation of the Community authority and decision taking was person-centred, i.e. centred on the President – Head of the Community; the Community Council usually agreed with him, thus decisions were almost always taken unanimously. Following the latest developments, administrative improvement and the introduction of innovations are top priority. Therefore, employees are continuously informed and participate in educational seminars. The Administration's aim to enable every employee to work in front of a computer has been achieved and has considerably improved performance. Given that the area of the Municipality is mainly residential and the development of enterprises is not permitted, requited duties are not foreseen and consequently the Municipality's income – own resources - is rather low. It thus bases the implementation of its budget on its regular income, extraordinary subventions and financing of different projects through different programmes. There is no room for loosing any subvention or income. We propose the following:

Establish a targeting system and a performance measurement system of the Municipality concerning the attainment of its objectives

Establish a comparative measurement system with other entities

Review the political administrative improvement and introduce innovations in the Municipality

Effectively manage resources and plan an increase in the Municipality's own resources by the services provided

Draft studies on the targets attained focusing on the basis of a cost-benefit analysis.

CONCLUSIONS

Useful and important conclusions arise from the CAF early implementation stage in the Municipality of Nea Penteli. The correct evaluation of these results and their thorough study will be the first step towards the implementation of a Total Quality Management System. The first CAF application overlaps with a decisive change in our Municipality: its transformation from a Community into a Municipality and the transition stage involving the employees' and services' adaptation to the new functional needs this important change has produced. The application regards the period until the summer 2007, which unfortunately marked Nea Penteli with a devastating fire that broke out on 16 August and burned an extended green surface. This fire dangerously approached the residential fabric of our town and spread terror and despair not only to the residents of our area but also to all the inhabitants of the city of Athens, who were petrified to see another precious peri-urban source of oxygen surrendering to the flames and ecological destruction. This event once again stressed the need for timely planning and to take action for the protection of the environment, taking into account the particularities of the area. It also highlighted preventive planning issues, including the submission of proposals, identifying and prioritizing needs, as well as the need for our services to be evaluated by our citizens. After processing the CAF questionnaires, we understand that there is a great number of important strengths and weaknesses at organizational level. In our effort to improve the situation, both the leadership's will to implement the actions proposed, and financial assistance and availability of resources to finance the upgraded infrastructures will play a key role. An organised administration system is needed and new mechanisms must be created for the identification, recording and measurement of functions and results. Highlighting and recording our organizational weakness will lay the foundation for processing and

covering existing gaps, by using the improvement actions proposed in order to implement a Total Quality Management and process control system by analyzing measurable cost-benefit indicators at all levels.

DORIN SIMION RUSU
Consultant on EU Affairs, Prefecture of Sibiu Country, Romania
RARES MACREA
Public Manager, Prefecture of Sibiu Country, Romania

«Using CAF in Prefecture of Sibiu Country. Path Dependency vs Innovation»

Introduction

The Prefecture is the representative body of the Government within the territory, at county level. Inspired by networks theories and institutionalism , the Prefecture of Sibiu County aimed to carry out internal structure reforms in order to minimize path-dependency and to generate 'disruptive innovation' in services delivered at county level. These reforms focused on maintaining governance coherence while introducing a high degree of flexibility in solutions of the services delivered. The main goal of the Prefecture is to increase the quality and the array of the services delivered to the citizens/clients through continuous development of the people within the organization and constant innovation of the activities carried out. In applying the CAF, the Prefecture succeeded in identifying key areas where intervention was crucial at county level and the actions that have led to the targeted improvements. The paper shows the results one year after the implementation.

Project background

The Prefecture of Sibiu County as representative of the Government at local level is dealing both with central and local governance issues in a regulatory and legislative environment that sometimes proves to be inadequate for the challenges that come with the job. Therefore, sometimes is needed to find innovative solutions to present and urgent problems, especially in the eve and aftermath of the accession to the European Union. By implementing CAF the Prefecture of Sibiu County tried do exactly that, in a traditional bureaucratic administrative system, where the notion of civil service refers to a group of people under a clear set of laws and with a distinct set of privileges and obligations and with clear-cut competencies, different from those of elected officials and different from those of actors of the private sector. Being part of the National Modernization Network in Public Administration, the Prefecture of Sibiu County aimed, as a follow-up to Annual Modernization Plans, by implementing CAF, to optimize the structure, activities, processes and results within the institution, to identify the problems as well as the proper solutions to solve them, improve strategy and action plans while re-design the internal/external communication.

The whole process started in the summer of 2006. In charge of the project was Public Manager Rareş Macrea, strongly supported by the Prefect of Sibiu County - Ion Ariton, and backed by a team formed by seven people. The team was technically assisted in its effort by Steluța Buluceanu and Valentina Rusen from CUPAR – Central Unit for Public Administration Reform. The members of the team were appointed through a normative act issued by the Prefect and included a public manager and executive civil servants. After the analysis was complete the action plan in order to improve the activity and processes within the institution was drawn.

The process and the results

The process consisted in 4 phases: internal organization, evaluation, results interpretation and implementation. After there was strong top management commitment to do the CAF the whole CAF procedure was applied. During the meetings within the evaluation process, while reaching consensus and debating significant points of consensus and difference there was quite a difficult time in reaching consensus on the selected criteria due to reticence of the self-evaluation group, sometimes, to push things too far in reform proposals. Moments of "we will not be able to do this because it will not be accepted" came up quite often during the discussion. However, at the end of the process, the following priority actions resulted for the

Prefecture of Sibiu County:
      1. Internal capacity building through networking solutions at county level
      2. Development of performance benchmarks for the departments of the institution
      3. Development of IT&C services
      4. Implementation of document management IT system

We will explain each of the priority actions, with more details on the first one:

1. Internal capacity building through networking solutions at county level
Drawing on policy networks theory and institutionalism, by using CAF, the Prefecture of Sibiu County developed a strategy based on building an alternative form of intervention (other than the usual one) within the long term development of the county: governance seen as specific form of interaction between the state and civil society that is not based on traditional hierarchical forms of coordination . The aim was to create a real change in the structure of the polity of the Prefecture that will be reflected in the relationships between the state and the society of Sibiu County: achieving collective action in policymaking through actors sharing resources and forming flexible relationships in an ongoing process of policy networking. A policy network is described

"by its actors, their linkages and by its boundary. It includes a relatively stable set of mainly public and private corporate actors. The linkages between the actors serve as channels of communication and for the exchange of information, expertise, trust and other policy resources. The boundary of a very given policy network is not primarily determined by formal institutions but results from a process of mutual recognition dependant on functional relevance and structural embeddedness"

The challenge resides in overcoming the traditional top-down mechanisms of policy and polity creation by introducing policy networks that stretch beyond the traditional, formal and official institutional arrangements at county level and focus on informal, decentralized processes and relationships in policymaking between public institutions and non-public actors. Thus, the bet was on the actors sharing of trust, ideas, beliefs and values, as the core of interactions and cooperation in different projects. Using the already existing formal policy networks and believing that bringing informal actors in policy networks makes a difference and presents itself as an opportunity to strengthen the ties between the nodes of the networks .

The policy domain that appeared clear to be in need of such a solution was the European Funds accession and absorption capacity at the level of local administration within the county of Sibiu. There was clear deficit in achieving a high rate of absorption due to the following reasons: the lack of training and expertise within local public administration, the lack of partnerships (and the required level of trust) necessary in building sustainable development projects, the reticence of local administration in dealing with a top-down approach from the government to implementing EU funded projects (down-right rejection of hierarchy and suspicion of political bias), and the overall lack of strategic planning in developing projects.

Therefore, the Prefecture of Sibiu County felt that it had to take a more central role in this process and it decided to create a special European Funds Unit that had the role of being a catalyst in the policy networks that were to be developed but without imposing any hierarchy that would create a barrier within the networks. It was the first of its kind in the prefectures of Romania. It was the most debated priority action and it was the most resisted one in implementation, even by part of the top management. From a strict legal competence point of view, it was argued, that it was necessary to do something like this, despite the fact that it was clear that the situation within the county required such an action. Under the traditional motto "if it's not required by the centre or some other official institutions, we do nothing", the opponents argued that since is not officially our business to do consulting and get involved in creating networks, then implementing this priority action has no sense, regardless of what resulted from applying CAF. However, in the end, the top management decided that the priority action should be implemented and decided to modify the internal structure of the Prefecture and created the European Funds Unit, directly under the control of the

Prefect, as seen in Figure 1 and Figure 2 below:
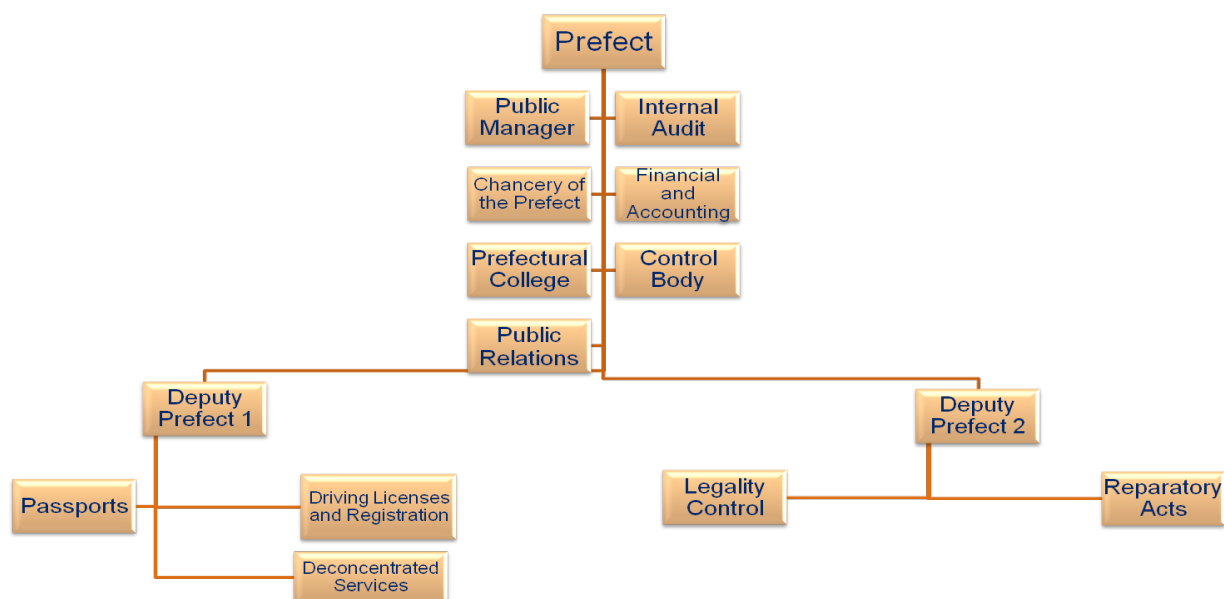
Figure 1 Internal Structure of the Prefecture of Sibiu County
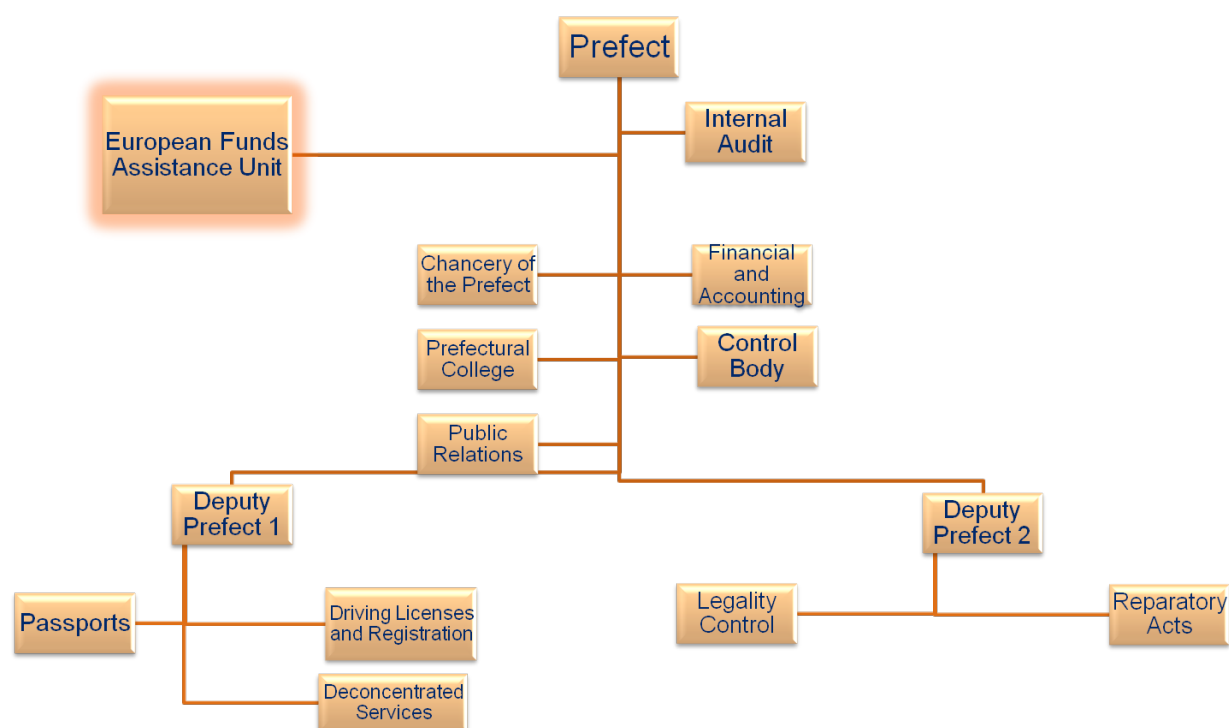
Figure 2 Internal Structure of the Prefecture of Sibiu County after CAF

2. Development of performance benchmarks for the departments of the institution

It appeared clear that there were no performance indicators for the departments of the institution and that it is crucial for the institutional performance that such indicators must exist. Hence, each department developed its own performance indicators based on which benchmarking should be done.

3. Development of IT&C services

It appeared clear that without improving the IT&C infrastructure the Prefecture of Sibiu County it will not be able to significantly improve the services that it delivers to its clients/citizens. Hence, a whole range of acquisitions of technical equipment were done. Also necessary training for the staff to handle the equipment was provided.

4. Implementation of document management IT system

This was the second most resisted action to implement by almost the whole staff and it took the longest time to actually do - more than one year. Moving from paper management of documents to an electronic system provoked a series of serious debates within the institution. The resistance to implementation was fierce and it actually it required a written order form the Prefect and its personal involvement to convince the lower levels of management to accept the electronic system to be implemented and actually used by the staff.

Lessons learned

Project innovation consists in policy design at the level of the prefecture in Romania by developing a network centered policy having the scope of devolution of responsibilities in a move towards removing hierarchy from partnerships and building trust among actors involved in accessing EU funds, thus ensuring more flexibility and freedom in applying rules and procedures and developing more flexible approaches between local public administration and private actors letting them to take on a more strategic aspect at the centre of activities than they had to date. The solution is suitable for path dependent institutional and regulatory environments that deal with European funds.

What we have learned:

1. The need and outmost importance of real participatory management within team work in identifying positive while critical aspects of the institution which normally are underestimated or not discussed within day to day transparent communication processes.
2. Real and working bottom - up approach is essential for a successful implementation of the CAF.
3. Strong commitment from the leadership of the institution is crucial in the sustainability of the results achieved by implementing CAF.

But the main obstacle was (1) path dependency and resistance to structural change, followed by the (2) reticence of the self-evaluation group, sometimes, to push things too far in reform proposals. As in other cases , policy network theory does not have such a strong explanatory power regarding resistance to change and other ambiguities and deficiencies in implementation.

Nevertheless, it is clear that the success of CAF in hostile and resistant to change environments, especially path dependant public administration, requires the stubbornness and dedication of the CAF team to see the priority actions implemented and carried trough all the way, backed by the commitment of leadership of the institution to see that actual reform of the services provided to the citizens takes place.

SOFIA DIMITRIOU
Deputy Mayor for Administrative, Municipality of Petroupoli, Greece
APOSTOLOS RALLIS
Head of the Data Processing Office, Municipality of Petroupoli, Greece
EVAGELIA PANAGOPOULOU
Director for Financial Services , Municipality of Petroupoli, Greece

«Administration as a tool of organizational changes»

Petroupolis is a Municipality of Western Attica which is amphitheatrically built and whose name is linked with the rock found on the fringes of Mountain Poikilon (petra in Greek means "stone").
It became a Community in 1946 with 1,612 inhabitants. In 1972 it became a Municipality, which, according to the data of National Statistics Office for the year 2001, had a population of 51,064 inhabitants, whereas, according to the PPC connections, the total population is over 70,000, with approximately 7,500 pupils.
The urban area covers about 6,600 square kilometers, out o which 240 square kilometres are green areas (3.6% of the total surface), its largest green area being the peri-urban grove around Mountain Poikilon.
The town of Petroupolis has linked its name with the conversion of the old mountain quarry into a theatre. Petra Theatre was first built in 1983 with metal rows of seats and a capacity of 2,000 spectators. The project was fully supported by the then Minister of Culture Melina Merkouris and Minoas Volanakis, a great translator and director specialized in ancient Greek plays.
The "International Petra Festival" has hosted many famous artists such as Peter Stain, Peter Brook and companies such as the Bolshoi Ballet, the performances of which have been enjoyed by a great number of distinguished guests, such as the Prime Minister of Canada, Pierre Trudeau, the Prime Minister of Sweden, Olof Palme, and the Prime Minister of India, Indira Ghandi.
Later, in 1985, the current open-air theatre made of concrete, with an all seated capacity of 4,000 spectators, was built. It is the biggest suburban theatre of Athens.

The Municipality
The Municipality as a Group includes the following entities:
• The Local Government Organization
• Six supervised Public Entities responsible for
    - Culture
    - Sports
    - Nursery Schools
    - Social Welfare
    - Elderly Daycare Centres (K.A.P.I)
    - Municipal Conservatory
• A non-profit Municipal Enterprise which is governed by private law.
The Local Government organization is divided into four (4) Offices and eight (8) Divisions.

Aim
Our aim is a more effective and better performing operation of the Municipality to the benefit of both its citizens and employees.

Objectives
Our objectives are the following:

• Harmonious operation of the Municipality services, which can be achieved through the right communication between the different divisions and departments of the Organization.
• Improvement of the services provided to citizens, based on their needs and expectations.
• Reduction of administrative costs with quality service delivery at the same time.

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• Rational management of financial resources with respect for the citizens' money and
• Improvement of the work environment with the introduction of new leadership methods.

Expected Benefits

The expected benefits can be divided into two categories:
The expected benefits for citizens, which can be summed up in:
• Quality services.
• Easy access to the Municipal services and transparency in every activity.
• Rational (proper) management of financial resources
• Understanding the citizens' expectations and demands
• Citizens' participation in the drafting of certain Municipality programmes (e.g. environment, destruction of green areas etc.) and

Expected benefits for employees:

• Opportunities for personal evolution
• Improved working environment.
• Better working conditions.
• Better communication.
• Understanding their personal problems.
• Interest in their work.

In an effort to achieve the objectives mentioned above and with the aim to constantly improve the performance of the Organization, it was decided to use the Common Assessment Framework as a tool for self-evaluation and comparative learning through best practices.

CAF was implemented in the Technical and Financial Services Division and aimed at recording the current situation, diagnosing their strengths and weaknesses and choosing the best solutions to improve them.

To carry out the evaluation, the standard 2006 CAF questionnaires were used and distributed to thirty (30) employees of all the departments of the Divisions in question irrespective of their educational level.

The evaluation period amounted to three (3) months, from April to July 2007, and the evaluation group was made up of chosen workers and employees of the Organisation without resorting to an external consultant.

During self-evaluation, the Divisions of Technical and Financial Services of the Municipality were examined.

The evaluation group was made up of eleven (11) people:

• The Mayor
• The Deputy Mayors for the Financial, Technical and Administrative Services with Mrs Dimitriou, deputy Mayor, responsible for Administrative Services issues, as Chairman (Head) of the group
• Two (2) directors of the Divisions under examination
• Two (2) Heads of departments (one from each Division)
• Two (2) employees of the Divisions in question
• The head of the independent Computing/Data Processing Department of the Municipality
        The extensive participation of elected office holders in the group shows their strong will to implement a quality management model, administrative changes and development through comparative learning.

Description of the evaluation procedure.

Preparation
To implement the evaluation according to the CAF, the following action plan was drawn up and applied:
1. A political decision concerning the implementation of CAF in the Divisions of Technical and Financial Services was taken by the Municipal Council (MC Decision No. 100/07)
2. A Self-Evaluation group was formed with the participation of employees from the Divisions undergoing

evaluation and elected office holders (Mayor's Decision No. 177/o7). With the same decision the Head of the Group was appointed.

3. Information concerning CAF was collected and the project under way was analyzed.

4. The personnel participating in the team was trained.

5. A representative sample of employees from the Divisions undergoing evaluation was chosen to participate in the CAF implementation.

6. The personnel participating in the project was informed of CAF principles.

Evaluation

1. The necessary documentation material was collected.

2. The Municipality employees with the use of a relevant questionnaire carried out an evaluation of the Municipality's Divisions of Technical and Financial Services per criterion and sub criterion.

3. The filled in questionnaires were processed.

4. The self-evaluation group repeatedly met in order to process and evaluate the documentation material, find through consent the scoring level, draw the final conclusions and codify proposals for improvement.

Future Actions.

1. Identification of priorities and areas for improvement

2. Planning the procedure for the implementation of rectifying actions

3. Drawing up an Action Plan.

4. CAF implementation follow up and repetition of the Divisions' self-evaluation.

During the implementation of the evaluation model, the main principles the evaluation would be based on were established at the first meetings of the Evaluation Committee.

It was decided to fully abide by the Evaluation Guide, irrespective of the result.

Our main concern was to become aware of our own performance using total quality control criteria and not just reproduce the impression we had about ourselves.

The analysis and understanding of quality cycles and the lack of measurement indicators applied in Strategic Administration systems, based on which we would assess ourselves, vis-ŭ-vis the current institutional – bureaucratic system, left little room for optimism.

The lack of proof/evidence in many question categories led the evaluation group to give a lower score than that the group would have given spontaneously.

Table 1 in the following page illustrates the results per criterion along with the total self-evaluation score. The definition of the results and self-evaluation score was based on the classical scoring method.

Self – Evaluation Results

1: Leadership	24,57
2: Strategy and programming	24,33
3: Human Resources	19,92
4: Partnerships and resources	40,82
5: Procedures	18,25
6: Citizen/customer-oriented results	28,57
7: Results concerning human resources	25,34

8: Results concerning society	10,00
9: Main results	10,00
Final Score (average)	22,42

Table 1
Averages per Assessment Criterion
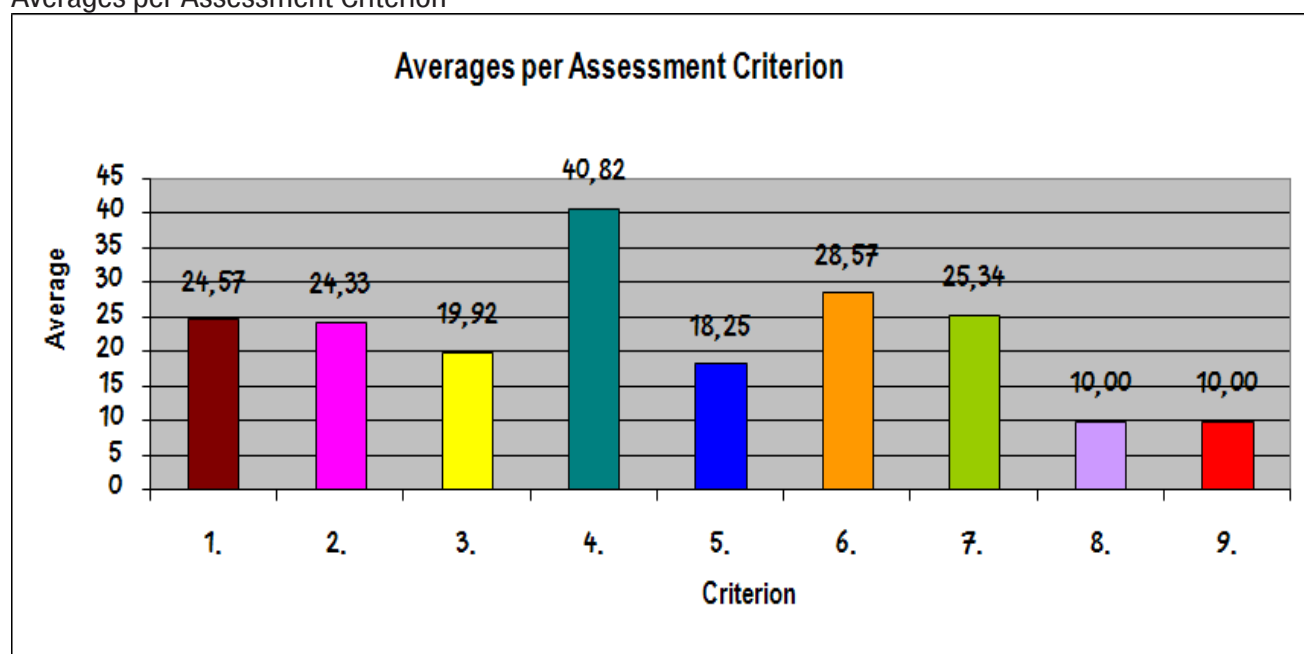
Total Self-Evaluation Scoring : 22,423
Chart 1

Conclusions of the first implementation.

In this first evaluation, CAF was considered a measuring method of the Divisions undergoing evaluation, which started from a zero basis. An eleven-member self-evaluation group was formed for its implementation.

Thanks to the 5 criteria established for the operational requirements of the divisions and the 4 criteria concerning the results of their action, the great number of sub-criteria and questions per sub-criterion, the Group dealt with issues the Services nor its executives had ever tackled in the past.

Self-evaluation was linked to proof/documentation. We were able to identify the areas for which there was proof certifying the level of our performance, possibilities and results. At the same time, we could also pinpoint the areas for which we lacked documentation and were only based on our own estimations.

The lack of a well-structured implementation of the targeting system established by Law 3230/2004, the absence of indicators and measurements, the lack of proof concerning citizen/employee/community-oriented results, led the Group to provide these subcriteria with the lowest score, although there was strong circumstantial evidence speaking in favour of a higher score.

The total self-evaluation score amounted to 22,42 and was calculated according to the C.A.F. standard scoring system.

The most important benefit of the CAF application was the self-awareness gained by the Divisions that underwent evaluation, which have become familiar with concepts, such as vision, mission, strengths and weaknesses, opportunities and threats, and now consider them important parts of their operation.

It was understood that:
o Programming, implementation, inspection, control, revision of the objectives set, comparison with other Services, comparative learning and feedback of current practices using new comparative data are necessary requirements for any action.
o There is a need for introducing a targeting system with concrete measurement indicators, which will be regularly evaluated and assessed.
o The development of openness procedures through the operation of an Office of Citizen Services and the implementation of the "e-Government Portal" project is imperative in order to record citizens' real needs, complaints and views on the services rendered.
o There is a need for developing policies in favour of the participation of employees in all procedures and decisions, as well as policies aiming at the improvement of training, further education and professional skills of executives. Policies must also be developed to enhance team work, innovative ideas, recognition of employees' commitment and reward.

Improvement proposals and planned action.
This self-evaluation procedure enabled us to record certain improvement proposals per criterion. These proposals were first codified, then integrated into pillars of priority and strategic action and, finally, formed the action plan for 2008, part of which is described below.

Action 1: Opening the Office of Citizen Services (GED)
Description: In the framework of this action, a suitable remodelled place will host the Office of Citizen Services, the necessary infrastructure and logistics will be purchased and set up for the two employees that will be recruited. Then the activities carried out by the office will be recorded and analysed. Finally, procedures, internal and external communication forms and electronic registration and processing of requests will be developed.

Responsible for the Action: Administrative Services Division

Action Group:
Computing department, Administrative Service (employees working in GED).

Aim:
Qualitative improvement of the services rendered to citizens and, more specifically, the registration of requests and events, the satisfaction or not of citizens' requests, monitoring of the time within which a request was met, identification of delays and reinforcement of the decision-making process through an inquiry/request analysis.

Budget:
Man-hours of the action group needed to shape the space and purchase logistics exceed seven thousand (7,000.00) euros.

Starting Date:
First fortnight of March.

Estimated Duration:
Two months for the pilot operation and three months for the productive operation.

Action 2:
Implementation of the Law 3230/04 for the introduction of an Administrative system with targets and measurement indicators

Description: Implementation of the procedures foreseen in the Target-Oriented Administrative System as described in Law 3230/04 and the circulars referring to:
• Targeting Methodology (DIPA (Quality and Performance Division)/F.4/oik.26397/2005),
• Development of a Strategic Administration System (DIPA/F.4/oik.5270/2007)
• Methodology for the identification of Indicators measuring the Effectiveness and Performance of the Administration (DIPA/F.4/oik.7323/2006)
• Drafting and submission of Action Stocktaking Reports and Reports on the results of different evaluations and measurements (DIPA/F.4/oik.20260/2006).

Responsible for the Action: Heads of the Divisions of all Services.

Action Group:
Heads of Divisions and Departments of all Services.

Aim:
• A more effective operation of the Services and the personnel's better response to modern needs and new administrative standards and
• Effectiveness and performance measurement.

Measurements aim at evaluating the services rendered. Evaluation focuses on offering a better service to citizens, increasing citizens' confidence level and the degree of satisfaction of their needs, enhancing transparency, improving the use of available resources and administration to the citizens' best advantage.

Budget:
Man-hours of work groups

Starting Date:
May 2008.

Estimated duration: Four months for the first implementation.

Action 3:
All Municipality Divisions take action with special work groups in order to support and develop actions promoting and advertising the operations and the services they offer in the Municipality's website.

Description: In the framework of this action, each Service must appoint a small work group, which will on a permanent basis collect electronic material and publish it in the Municipality's Website.
These data must include information concerning the operation and the services rendered to the citizens, as well as model applications, necessary supporting documents and fill-in information.
This group will check the validity of the data on the website, will be responsible for its content update and will recommend any necessary changes.

Responsible for the Action: Heads of Division of all Services.

Action Group:
Divisions of Services, Press Office (person responsible for updating the website)

Aim:
Providing citizens with valid and up-to-date information concerning the actions and competences of services, using internet, which is an economic means of information.

Budget:
Man-hours of work groups.
Starting Date:
May 2008.

Estimated duration:
Two months

Action 4:
Recording – Description of all municipal operations – procedures.

Description: Form work groups which will be assigned the recording of all municipal operations at procedural level with simultaneous institutional documentation and description of the administrative procedures per department and per type of transaction, in all the Divisions of the Municipality.

Responsible for the Action: Heads of Division of all Services.

Action Group:
Work groups appointed for each Service by the Head of the Service.

Aim:
Fully record, document and describe all administrative procedures – operations to monitor the necessary operational resources, interactions, facilitate restructuring, as well as training in the event of new employees. Furthermore, codify operations and procedures followed and facilitate institutional update.

Budget:
Man-hours of work groups.

Starting Date:
May 2008.

Estimated duration:
Five months

Action 5:
Restructuring of the training system.

Description:
Restructuring of the training system and expansion of the current further education programmes and of their distribution method (physical presence, e-learning, multimedia, etc.).

Responsible for the Action:
Heads of Division of all Services.

Action Group:
Work groups appointed for each Service by the Head of the Service.

Aim:
Restructure the training system in order to help human resources evolve, develop their personal skills and improve the services rendered to citizens.

Budget:
Man-hours of work groups.

Starting Date:
April 2008.

Estimated duration:
Two months.

Conclusion
We have just embarked on this journey of reform, which will help us move from the institutional-bureaucratic model to a target- and result-oriented strategic model.

The achievements may now seem insignificant if only the final score is taken into account. However, this score is the result of the existence or lack of documentation and measurements during evaluation. The lack of documentation does not necessarily mean absence of successful actions and practices of the divisions undergoing evaluation. Besides this is reflected upon our impression concerning citizens' and employees' satisfaction, but also upon the difference of approach of the management model applied from that of the target-oriented Administration, in relation to quality, effectiveness, understanding (internal and external) citizens'/customers' wishes, changes and innovation.

The know-how obtained from this first evaluation, in combination with the participation of the Municipality's representatives in conferences to acquire experiences and knowledge through comparative learning, our participation in the Q-Cities network and our oath to provide quality services to Citizens are firm steps forward on the path of reform.

PAULO ALVES MACHADO
Councilman, Alcochete Municipal Museum, Portugal

«Councillor of the Modernisation Affairs of Alcochete City Hall»

1. Introduction to the Alcochete Municipality
The Portuguese Municipality of Alcochete, with a total area of 129.0 kmÇ and a total population of 14,347 inhabitants is the smallest municipality of the Lisbon Metropolitan Area. The municipality is composed of 3 parishes and is located in the district of Setïbal, on the left bank of the river Tagus. The present mayor is Luis Franco, elected by the Unitarian Democratic Coalition.

The actual site of today's Alcochete was already occupied during Roman times with a clay production facility. Its name is thought to derive from the Arabic word for oven for reasons not yet understood. It became a vacation site preferred by the Portuguese royalty and the future king D. Manuel I was born in the village in 1469. It has experienced major development due to the construction of the Vasco da Gama Bridge in 1998. The largest outlet mall in the Iberian Peninsula is just outside the town. Alcochete is also known for its salt

pans and the bullfighting tradition.

On January 10, 2008, Portuguese prime-minister Josı Socrates announced that Alcochete has been selected as the site of the new airport serving Lisbon, the Portuguese capital.

2. Alcochete Municipal Museum (AMM)

The Alcochete Municipal Museum (AMM) is a City Council Institution that incorporates the Municipal Museum, the Salt Museum and the Museum of Sacred Art.

AMM opened its doors in 1988; it integrates the Portuguese Museums Network since 2001. In 2007 it was distinguished by the Public Services Quality Award of the Setubal Municipalities Association (AMSR). The Museum as no financial autonomy and it integrates the Municipal Divison of Social and Cultural Affairs of Alcochete.

The AMM team has eleven workers, with different functions and professional categories, from general historian experts; art historian expert; Archaeologist; Anthropologist, conservative technician and Public Attendance.

3. Setïbal's District Quality Prize

The Setubal Municipalities Association (AMSR) has been undergoing one of the most successful experiences in Portugal concerning the application of the CAF referential. Regarding that, AMSR stimulates the local municipalities to participate in a Regional Prize for Quality in Public Services that is already in its 7th edition and uses the CAF model as evaluation tool of the several candidates since its release, in 2000, to the actual 2006 version.

Over its seven editions, the project has already allowed the presentation of 64 candidates, all of them using CAF's methodology in order to perform evidence assessment. The advantage of CAF's application, the Quality Prize in Public Services, lies in the possibility of evaluation of projects of different natures, in which the distinctive factor is the methodology and organizational support developed by competitors. This allows the competition between different types of organizations, ensuring genuine competitiveness on the several areas in which the mission of the Public Service is materialized.

The experience of the Alcochete Municipality has begun in 2001, when it concurred with other projects such as Public Attendance Services, Municipal Libraries and others. Since then we already participated with six different candidatures, most recently with the Municipal Museum, in the last edition of this Prize in 2006-2007.

4. The challenge: getting a project team together; the CAF project in the Museum.

In the Alcochete Municipality we are genuinely concerned and committed with municipal modernisation and development. That's why we embraced this idea of the Regional Prize for Quality in Public Services, as an opportunity to "do better" for Public Service.

The Prize application implied the elaboration of a self-evaluation report, produced internally, and subsequently evaluated at the evidence level, through the visit of the team of auditors of the Prize to the premises of the Municipal Museum.

The team of 5 workers (Project Team), led by the Museum's Coordinator, was crucial to the development of the application and the self-evaluation report. This Project Team was responsible for internal organization of the documentation supporting the application and also the elaboration of the defence arguments for each criterion in review, during the visit to be conducted by the team of auditors from the Prize.

This multidisciplinary team had, naturally, the assistance and support of all essential workers of the Municipal Museum.

For this project we also had the support of a consulting team, provided by AMRS, the promoter of the Prize, which provided the necessary means for internal awareness towards the challenges of the application, decoded concepts and gave presentation and drafting suggestions regarding each of the sub criteria subject to assessment.

In parallel, the autarchy proportioned every team member a CAF internal training action that had the duration of forty two hours, in a total of six days, in which bench marketing and bench learning techniques were developed. This was achieved through research of comparative examples concerning the nine CAF criteria

usage by public and private entities. Good and bad examples: cases of apprenticeship through failure were also considered crucial. We have detected other entities' failures in the fields of leadership, process development and, above all, client quality perception.

This comparative exercise was the most profitable in terms of apprenticeship gains for the Museum, in what concerns to CAF, especially because this structure already detained a vast experience of comparison with other realities, mainly throughout its inclusion in the Portuguese Museums Network, which happened in 2002. More than discovering new tools, it was the recognition of good practices already in use by the organization, not only internally but also by the entity that undertook the evaluation as well as the partners to whom the good practices have been disclosed.

In order to improve the candidature and its report elaboration, we established a very precise assignment plan containing the diverse steps to be developed. In that plan, actions, objectives and responsibilities were carefully identified. The application process began in May 2006, and the actual project development, accomplished alongside the consulting team, happened from October 2006 to January 2007, amounting to a total of sixteen weeks of joint venture.

During this stage, the diverse criteria and sub-criteria were distributed per process 'owner'. The process 'owners' had the task of consolidating evidences aimed at the justification of the good practices adopted or already implemented in the museum. The examples shown in the CAF brochure were used and compared with the museum's reality at the time. Using this methodology, the accomplishment of proposed measures was standardized.

Every sub-criterion was target of intervention, namely through the gathering of information that was collected in the application report and also used as evidence in the evaluation audit. In the end, a support document was created. This document made possible the successful argumentation and defence of the project before an external evaluation team which was composed by four elements: two senior auditors and two in-training auditors.

In the audit evaluation report, besides highlighting the strengths and items to improve, the evaluation team also included suggestions for the successful development of our strategy. We are now following the course of continuous improvement; we now act according to the results obtained. It is a long road, in search of the Vision we long to conquer.

We want to emphasize that, in this whole process, the team spirit and dedication revealed by the team during the course of the application much contributed to the attitude and behaviour change within the museum work group. On the other hand, the team has clearly recognized the importance of written information – mainly after the investigation of archives and registries existent at the time – as well as the need to develop a clear planning policy. These are now key elements for the fast and effective execution of every proposed objective in the regular activity of this cultural equipment.

Finally, a special word regarding the result obtained in this competition, which has enhanced the process approach typology developed, in regards to the identification of key processes of support and management.

It has, subsequently, created a next objective of this cultural structure, which much concurs to the concretization of its Vision: the ISO 9001:2000 certification of the museum which documental core creation is already in progress.

5. CAF apprenticeship and internal performance evolution
We are better now, that we can say for sure!

The evolution within the team's organizational thought was obvious during the 4 months in which the team prepared itself for the auditors visit, building a solid argumentative defence in the self-evaluation report, regarding organizational performance, with the CAF referential. Of the referred evolution, we highlight:

a) The recognition of the leader and his task within the organization;
b) The development of a common organization culture, based on the defined policy and strategy;
c) The conviction that without an effective planning each of the organization areas evolution would not be possible;
d) The union among team members, as well as the other staff members;

e) The apprenticeship accomplished by all the team, related to the defined communication channels;

f) The perception that the CAF referential teaches how to develop and reinforce personal abilities, directed to the team's effectiveness and efficiency.

We will now identify, without getting into too much detail, some of the advantages felt while applying CAF, in terms of Enablers and Results:

I. Concerning Leadership:

The reinforcement of leader recognition, as he himself became aware of his potentialities and of the boundaries inherent to his role

The support and political sustenance of this project, as well as the proactive attitude shown by the political leaders resulted in a communication effort with all the involved parts (individual and institutional publics, Portuguese Museums Network, among others), which was mainly facilitated by the Leader.

II. Concerning Strategy and Planning:

The importance of defining objectives and materializing them in clear intervention policies was recognized, regarding the elaboration of solid plans of action and the ensuing result monitoring, aiming for the satisfaction of all the elements involved in the Museum.

III. Concerning People:

The importance of every member the staff was acknowledged, and not only of those who detain technical authority in the hierarchic structure. Only through everyone's dedication is it possible to materialize the organization's Mission. In that sense, recognizing people's competences, their potential and also their fragilities, was also part of the apprenticeship CAF gave us.

As measures to implement, we identified: the elaboration of motivation plans for all the Municipal Museum team; the necessity of implementing work post rotation in the various processes identified, such as the public service. At last, we identified the necessity of proceeding to the systematic survey of internal training necessities, always aiming to generate value within our human resources.

IV. Concerning Partnerships and Resources:

One of the relevant aspects considered and not properly valued was the partnership, since 2002, linking the Alcochete Municipal Museum and the Portuguese Museums Network as a network of recognized national and international prestige.

This protocol was, in fact, considered a 'good practice' already followed by the organization.

Moreover, the museum also only has properly registered partnerships, and identifies the responsibilities and tasks of each partner, as well as the existence of records of all the events that have taken place in the museum. These aspects were considered as good organizational practices.

Finally, the resources mobilized in partnerships, the needs and the trade-offs which were developed with partners over the past few years were also significant gains that the CAF put into evidence, taking into account the activities undertaken and the pleasing results obtained at the level of public satisfaction.

V. Concerning Processes:

The procedure approach applied to the large groups of activity within the museum was valued by the audit team. The differential approach allowed the identification of three types of processes: Key-processes (direct contact with the public); Support Processes (which support the key processes) and process management (support to the implemented system and to the political plan and strategy).

The CAF highlighted the importance of people's accountability for the processes, creating a character called the 'owner' of the process as well as the importance of the whole procedural circuit. Until then little or nothing was reproduced by the people, giving highlight to the concept of procedural inputs and outputs.

The CAF also allowed the recognition of the importance of evaluating the effectiveness of procedures through measurable indicators, bearing in mind the continuous improvement the museum had been achiev-

ing. This improvement had not, nevertheless, been given its fair importance.

This was also acknowledged by the auditing team as one of the strengths of the application of the Museum to the Prize, because it truly reinforces the development of the knowledge of people within the organization.

After CAF's application, the approach by processes has been consolidated through bench learning with public and private entities inside and outside the museological scope.\

VI. Concerning Citizen/customers- oriented Results:

The CAF permitted a real improvement of the existent client satisfaction survey documentation, according to the various processes in consideration. At the same time, it made possible the creation of input documentation, which systematizes the innumerous activities promoted by the museum, as well as a categorization of client satisfaction regarding the representations and levels of achievement of the museum's services.

VII. Concerning People Results:

It is important to highlight the formalization of methods of opinion gathering, using questionnaires or by means of record of contents from formal meetings. These methods systematize practices that in the past were characterized as informal and non-evident.

VIII. Concerning Society Results:

In this process, some very important measures were taken in this field, such as a systematic survey of parameters as important as organization visibility, association with academic structures, and education for patrimony, among others. Innovation is, in this case, fundamentally related to the research and consolidation of evidence of the good practices that emerge from daily routine.

IX. Concerning Key Performance Results:

The most important gain felt concerning Key Performance Results was characterized by the strength of the measuring devices that have consolidated the accomplishment of objectives. The museum direction now has monitoring and supervision instruments to ensure the accomplishment of the plans made in the beginning of each year. Never has this kind of instrument, until the CAF process, been designed with the desired precision.

6. New challenges: ISO 9001:2000 Certification

The final process of certification of the museum which is now happening is, we can say it confidently, inheritance of a project started with the usage of the CAF as a tool for the self-evaluation of organizations.

Although the intention to do something similar existed in Alcochete Town Hall, it was, in fact, AMM, as a distinguished organic structure, that has clearly directed itself in the path of accomplishing a quality management system that could be evaluated by an independent entity.

Therefore, AMM intends to validate the good practices that concern to the ISO 9001:2000 referential. This pretension was brought about by the necessities detected during the CAF exercise, which made perceptible the evolution of operational and information gathering methods generated from the evaluation dynamic, based on a referential of excellence. We can surely say that the most valuable asset that emerged from the CAF usage was the characterization of the Mission and organizational policy of the Museum, the establishment of objectives to be attained regarding the necessities detected and a whole range of pertinent information gathered through the audit report.

It is our intention to obtain the validation of the management system already implemented during the next trimester. This represents a commitment of the Town Hall's executive: the endeavor for the continuous improvement of the structures and services of Alcochete.

7. Most important aspects / Conclusion

The CAF is a good management tool, which:

a) Disciplines work, redirects the staff's behavior towards systematic evidence gathering;

b) Promotes planning without being tied only to operative concepts, promoting the individual valorization of the group and its leader;

c) Demands an increased care in regards to data gathering to evaluate the process performance, means of excellence towards effective improvement;

d) Makes the comparison between organizations with different aims possible. Reveals the true importance of operative functionality, of ideas of leadership put into practice in a policy and strategy consistent with the mission and vision of the organization.

As such, we invite you to see Alcochete Municipal Museum for yourself. We want Europe to know about our truly positive experience, which was only made possible through the application of the Common Assessment Framework.

International Conference on Implementation of the Common Assessment Framework in Local Authority – Athens 28, 29 March 2008

ZOI LEONTAKIANAKOU
PANAGIOTA SAKKA
Limited Company for the Development of Peristeri, Greece

«Impementation in the Municipality of Peristeri»

In February 2007, representing the Limited Company for the Development of Peristeri in the Project and Evaluation Group for the implementation of the Common Assessment Framework (CAF), my colleagues and I participated in the relevant seminar which was organized. I must admit it was a remarkable experience, through which I gained new knowledge, which was very valuable for my work. Since then, I have been implementing what I learnt, on a daily basis, and continuously observing its efficacy.

The CAF is a very valuable programme; however, one needs to be involved in it to understand just how much it can offer to both Public and Local Administration.

When we were chosen to participate as a group, our understanding was very limited. The seminar, however, helped us get into the spirit of the programme and understand its benefits. Our teachers were highly qualified and showed us new ways of thinking and perceiving the organisation of Public Administration. We became aware of the fact that public administration can become efficacious only through the implementation of Total Quality Management.

The project started with the selection of the Municipal Department that would implement the CAF. These departments were:

     1) MAYOR'S OFFICE

     2) DIVISION OF FINANCE

     3) DIVISION OF ADMINISTRATION SERVICES

     4) ENTERPRISE FOR THE DEVELOPMENT OF PERISTERI S.A.

Following that, a project and assessment group was established; that is, the people who would man the programme and who came from the different municipal departments involved.

Our first action as a group was to determine the municipal employees who would answer the questionnaires. Our objective was that most of the employees filled them in for us to have a reliable result.

Initially, it was difficult to convince our colleagues to answer the questionnaires. For most of them we used the technique of an interview since it was hard for them to understand some questions and they feared that

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their answer would not be appropriate. Through the interviews, by explaining very patiently, we managed to have a large number of answered questionnaires.

The next step was to collect documentation data and to compile a list of those. This step was particularly time-consuming; however, every time we found new data, we were motivated and inspired anew to move forward and to seek as much documentation as possible.

So, after collecting the data, we compiled a list and then assessed each department using a scale of 0 to 100.

The criteria used to assess completed questionnaires were the following:
      1) LEADERSHIP
      2) STRATEGY AND PROGRAMMING
      3) HUMAN RESOURCES
      4) PARTNERSHIPS AND RESOURCES
      5) PROCEDURES
      6) RESULTS CONCERNING HUMAN RESOURCES
      7) MAIN RESULTS

We will describe the assessments made in each department per criterion used.

MAYOR'S OFFICE

Leadership practised by the Mayor and his associates, through the codes of approach and contact in force, marks and specifies the guidelines for communication with the citizens and anybody else who approaches the Mayor's Office to obtain services.

1) LEADERSHIP
Areas of effective operation
Differences arising at the level of employees are solved informally thanks to the intervention of the Mayor and his associates.

The organisational structure and synthesis are excellent.

The Office is open for 14 hours on daily basis, and offers its services to all and any interested party.

Areas for improvement
Computerization of services offered and classification.

Implementation of an electronic registration and follow up system using IT and Communications Technology Methods.

Modernization of the communication methods so that they may carry out pending demands faster and better.

Expansion of the functions and office applications in view of the best possible satisfaction of citizen needs.

Establishment of a participative procedure aiming to implement original systems of definition of objectives (i.e. provisions of Law No 3230/04).

2)STRATEGY AND PLANNING
Meetings and consultations between the Mayor and the members of all entities based in the Municipality constitute a point of reference for the operation of the Mayor's Office.

As to contracts between Nomos intracom and Athinaiko Praktoreio S.A., access to legislative data and information and teleannouncements is guaranteed.

Areas of effective operation
Possibility to use the Internet through which all operators involved would be able to communicate and collaborate.
Direct citizen contact with Mayor's Office, on a daily basis and in great frequency.

Areas for improvement
Necessity to create additional consulting agencies and committees aimed at the better and faster service of citizens.
Improvement of the procedure used to achieve objectives in conformity with the provisions of L. 3230/04 and assessment of the results.
Use of the statistical, social and financial aspects relevant to the citizens, in view of enjoying further benefits and ensuring development.
Review of interior regulations and modification of articles of association of both the legal entities and the municipal enterprises.

3)HUMAN RESOURCES
The Mayor's Office shows interest and concern about citizens regularly; particular concern is shown to the personal needs of citizens that fall into special categories.

Areas of effective operation
Keeping the balance between the professional and personal life of the employees working at the Office.
Speed and quality in the way services are rendered.
Regular meetings take place at the Mayor's Office between the Mayor and the Association of municipal employees, the agenda covering all issues that may arise from time to time.

Areas for improvement
Necessity to train the staff members of the Office as well as all the municipal employees and to impose modern ways of attending courses (e-learning, communication and learning multimedia).
Development, improvement and specialization, on a daily basis, of interpersonal abilities and skills of the staff with regard to their communication approaches.
Necessity to raise financial resources for the education and training of the municipal employees.

4)PARTNERSHIPS AND RESOURCES
In view of providing transportation services to the citizens, the Municipal Management elaborated, jointly, with the Development Association of Western Athens and the Development Company, the design and operation of a broad and satisfactory Municipal Transportation Network.
In addition to services provided at the Mayor's Office 14 hours a day, citizens may also call 1963, 24 hours a day, with any questions or issues regarding the Municipality.

Areas of effective operation
Participation of citizens and entities in the decision making process.
Direct communication with the Mayor's Office, electronically or on site, for issues that concern the citizens.
Collaboration with administration bodies.
Transparency of procedures regarding the financial management of the Municipality.

Areas for improvement
Use of modern technological methods.
Improvement of the services provided after the personnel has been trained.
Selective collection and appropriate use of information beneficial to citizens.

5)PROCEDURES

The Legal Department of the Municipality is subject to the Mayor's supervision; it follows up on all legal matters relating to the creation and operation of the municipal services, including legal entities and municipal enterprises.

Areas of effective operation

14-hour Office service
24-hour service via the 1963 line.
e-mail operation
Operation of three Citizen Service Centres (KEP)

Areas for improvement

Establishment of "one stop" services.
Implementation of assessment indicators for the services provided.
Collection of accurate statistical data.
Implementation of scientific management methods and Total Quality Management.

6) RESULTS CONCERNING HUMAN RESOURCES

Mayor's Office focuses on offering fast and quality services to citizens.

Areas of effective operation

Speed and quality of services provided
Maintaining the balance between working conditions and personal life of staff members.
Interest and concern for the personal needs of people that fall into special categories.

Areas for improvement

It is necessary to set internal indicators to measure the degree of satisfaction of human resources, such as the number of unjustified absences, participation in educational programmes and the willingness to work beyond the regular timetable, etc.

7) MAIN RESULTS

Direct information to citizens through the web page of the Municipality of Peristeri, www.peristeri.gr, and transparency of the financial management of the Municipality, of the relevant legal entities and of the municipal enterprises.

Areas of effective operation

Direct information to citizens.
Transparency in financial management.

Areas for improvement

Pre-set and measurable objectives.
Formal target-setting procedure in accordance with Law 3230/2004

DIVISION OF FINANCE
1)LEADERSHIP

Leadership is the most important factor for regular and effective management, ensuring control over the operations and a comparative assessment vis-ŭ-vis the initial objectives set.

Areas of effective operation

Providing certain services to the citizens in one day.
Computerisation of the service.

Establishment of operation rules by the Directors.
Information of employees about educational seminars.

Areas for improvement

Implementation of management system in accordance with Law 3230/2004
Establishment of meetings between the management and the employees.
Definition of behaviour limits.
Minimization of the time needed to issue an administration act.

2) STRATEGY AND PLANNING
The placement of employees who are qualified for the job to superior positions is important to the Department.

Areas of effective operation
Publication of the balance sheet.
Regular evaluation of the employees.

Areas for improvement
Introduction of a measurement-monitoring-performance evaluation method.
Broader participation of citizens in proposals and partnerships.
Encouragement of the employees to submit their proposals in writing.
Tracing the proper strategy by the Management of the Division.

3) HUMAN RESOURCES
This particular service focuses on its employees and stesses that they are its most important resource.

Areas of effective operation
Service Councils for the promotion, carrier evolution and transfer of employees.
Recruitment through public competitions (ASEP), on the basis of merit.
Support of new employees.

Areas for improvement
Few employees attend seminars.
Team work is not encouraged.
Cost-benefit estimation is lacking.
Recording vacancies and filling them with people who qualify in public competitions (ASEP).
No infrastructure for persons with disabilities to access the department.

4) PARTNERSHIPS AND RESOURCES
Every year the budget is established on the basis of objectives set by the Management; however, there are no internal controls, that is, neither inspections nor cost-benefit analyses.

Areas of effective operation
Systematic recording of all the legal and regulatory provisions and information of employees thereof.
Easy access for the citizens through the municipal transportation and the underground.
The upcoming relocation of the department to the new building of the Town Hall will allow disabled access.

Areas for improvement

Introduction of management technologies through strategy and operation objectives.
Access to data basis and e-learning.
Broader use of the internet.
Internal controls through inspections and cost-benefit analysis, as well as comparative analyses with other entities should be established.

5) PROCEDURES

The basic administrative services of the department are constant and known to the employees who have their roles and competences assigned as described in the organization chart.

Areas of effective operation

Existence of a duties log.
Information, such as laws and decrees, is codified and accessible to any employee.
Property tax certificate issued by a "one stop shop"; the prospect is to expand this measure.

Areas for improvement

Implementation of an efficacy measurement - evaluation and monitoring process.
Recording citizen proposals.
Communication of such proposals via the internet.
Study of statistical data and analysis of the tendency for error.
Analysis of risk and success factors.
Assurance of resources in order to implement innovative procedures.

6) RESULTS CONCERNING HUMAN RESOURCES

It transpires from the questionnaires that the activity of the Service is good for the broader social environment; the same applies for the Organization.

Areas of effective operation

Recording of employees' absences.
Responsiveness to investigations with regard to personnel.
Overtime in special cases only.

Areas for improvement

Performance measurement of the employees.
Link between personal performance and quality of services.
More sufficient use of Information and Communication Technology.
Productivity measures.
Greater participation in educational seminars.

7) MAIN RESULTS

Audits are effective; however, the Management does not participate in the least in neither the development nor the certification of quality policies and standards.

Areas of effective operation

Use of a duplication system.
Income from receivables and municipal taxes.
Effective audit procedures from the Court of Auditors, the Chartered Accountants and publication of balance sheets.

Areas for improvement
Introduction of innovation and IT and Communication Technology

ADMINISTRATION SERVICES SECRETARIAT
1) LEADERSHIP

The management framework at the Secretariats of the Municipality of Peristeri appears to be incomplete as regards its employees. The ambiguity in question is traced to issues such as the lack of measurable indicators and shortages in material and technical infrastructure.

Areas of effective operation
Policy of willingness to support initiatives focused on the individual, on the part of the Leadership.
Willingness to motivate more employees to follow suit, and submit innovative proposals.

Areas for improvement
Adopting performance measurement indicators, and recording results.
Providing information on training seminars, and rewarding employees who attend.
Official and documented meetings.

2) STRATEGY AND PLANNING
The implementation of Strategy and Planning at the Municipality of Peristeri relates more to participating in European Programmes than accomplishing its mission.

Areas of effective operation
Requirements and expectations are recorded.
Strategy and planning directly related to the programmes in operation.

Areas for improvement
Extending strategy and planning to all Management objectives.

3) HUMAN RESOURCES
There are objective criteria regarding human resources management, connected to staff duties.

Areas of effective operation
Direct communication with the Management of the Municipality.
Skills and knowledge are recognised.
Meritocracy and transparency in recruitment practices.
Equal treatment for disabled employees.

Areas for improvement
Introducing contemporary training methods.
Measuring employee and citizen satisfaction.

4) PARTNERSHIPS AND RESOURCES
The Public Organisation invites employees and citizens to submit proposals or complaints, with a view of improving services.

Areas of effective operation
Transparency in financial management.
Strong partnerships for implementing programmes.
Online gateway for submitting complaints.

Areas for improvement
Renovating facilities and equipment.
Introducing new technologies.
Obtaining specialized knowledge.

5) PROCEDURES
The Municipality of Peristeri is redefining and organising its procedures, offering customer/ citizen-oriented services and products, and developing innovative procedures in conjunction with citizens.

Areas of effective operation
Organization that documents all basic management procedures – operations.
The Municipality's website.
Organising programmes under "INFORMATION SOCIETY", aimed at implementing innovative procedures.

Areas for improvement
Performance evaluation indicators for management procedures.
Performance-based evaluation and review of procedures.
Citizens' participation in the design and improvement of services provided, and methods of citizen communication with Public Administration.

6) RESULTS CONCERNING HUMAN RESOURCES
Overall, the Municipality of Peristeri does not employ performance indicators for its Human resources.

Areas of effective operation
Immediate service to citizens.
Distribution of tasks.
Effective management procedures.
Satisfactory housing for the service.
Employees facilitated in case of personal problems.
Staff absences are recorded.

Areas for improvement
Supplying all departments with Computers.
Performance indicators.
Rotation of duties.
Rewards.
Employee participation in the decision-making process on the operation of the service.

7) MAIN RESULTS
The Municipality sets clearly defined objectives for external and internal results.

Areas of effective operation
Effective financial controls and appropriate use of financial resources.

Areas for improvement
Achieving objectives with the lowest possible cost.
Developing quality policies and standards.
Comparative measurements with other institutions.

LIMITED COMPANY FOR THE DEVELOPMENT OF PERISTERI S.A. (AN.AN.E.PER.)
The Limited Company for the Development of Peristeri S.A.is an enterprise of the Municipality of Peristeri, and two of its principal functions are managing European programmes and the Municipal Transport Network.

1) LEADERSHIP
Areas of effective operation
Its legal form allows flexibility in management.
The small number of employees favours teamwork.
Operational programmes are designed according to citizen needs, and following dialogue with social institutions.
Innovation is a prerequisite for participation in the programmes.

Areas for improvement
Establish a framework for resolving differences, employee participation in decision-making, rewarding permanent collaborations and procedures for achieving objectives.
Apply CAF regularly.
Establish bi-monthly meetings between management and employees.

2) STRATEGY AND PLANNING
One of the company's departments is that of European Programmes, which collects information on the regular implementation of plans. The Board of Directors convenes regularly to make planning decisions, taking the shareholders' needs into account.

Areas of effective operation
Strategic planning by general consensus.
Operation performance measured as part of the programmes.
Staff training is a priority.
Systematic monitoring for areas in need of change.
Securing funds is a prerequisite for implementing changes.

Areas for improvement
Systematic evaluation method with the implementation of risk and opportunity criteria.
A results-based system for evaluating staff duties and improving strategies.
Methods for measuring performance.
Applying total quality management standards.
Change and innovation management system.

3) HUMAN RESOURCES
The company's Organisation has documented human resources requirements. The hiring process is in compliance with Law 2190/94.

Areas of effective operation
Flexibility in resolving differences.
Knowledge passed on to newer employees.
Clear and transparent recruitment procedures.

Areas for improvement
Greater employee participation in seminars.
Create a department to train new employees.
Dialogue and communication must be conducted on a formal level.

4) PARTNERSHIPS AND RESOURCES
In the course of its operation, the company forges partnerships with other institutions either for its operation or for participation in European programmes. Partners are selected following an evaluation of the services they offer.

Areas of effective operation
The use of modern technologies.
Teamwork.
A modern building with disabled access.
Appropriate management of infrastructures, use of space, and of Peristeri Exhibition Hall.

Areas for improvement
Regular evaluation of programme implementation.
Evaluation of complaints and performance of opinion polls.
Introduction of innovative financial planning systems.
Development of internal communication channels.
More systematic use of modern technologies.

5) PROCEDURES
The Limited Company for the Development of Peristeri S.A. establishes and substantiates its principle management procedures without employee participation in the planning and decision-making process. It also offers appropriate and accurate information to citizens on matters of interest.

Areas of effective operation
Citizens are well-informed about the services provided.

Areas for improvement
Establish an e-government system.
Apply procedure and performance target indicators.
Citizen participation in the planning process.
Complaint management system.
Apply innovations.

6) RESULTS CONCERNING HUMAN RESOURCES
Employees are aware of the company's goals, and duties are correctly divided, but on an informal level, which makes it harder to measure management efficacy.

Areas of effective operation
Employees are supported through personal problems.
Employees may work voluntary overtime.
All employees receive the same treatment.
Records of attendance are kept.

Areas for improvement
Indicators for measuring performance and evaluating employee conduct.

7) MAIN RESULTS
Areas of effective operation
The company's operation in relation to its objectives is very satisfactory, and costs are kept at the lowest possible level.
Strict financial controls are in place.
Financial resources are correctly managed.
Relevant institutions'participation is adequate.
Partnerships with other institutions.
Extensive use of IT and Communication Technologies.
Efficient operation based on the same income and funding sources.
The financial requirements of all institutions involved are fully met.

Areas for improvement
Establish measurement data in terms of the quality of services provided.
Participe in the development and certification of quality standards policies.
Comparative measurement system.
More systematic budget management.

Having taken the results of the COMMON ASSESSMENT FRAMEWORK implementation into account, the leadership of the Municipality of Peristeri plans to implement these measures in the next three years. The programme will be updated by the end of 2008.

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EVGENIA AVGITSOU
Prefect's Office, Prefecture of Kavala, Greece

«The Application of the Common Assessment Framework in the Perfecture of Kavala»

1. Introduction
The Prefecture of Kavala entrusted the Technological Research Centre of Eastern Macedonia and Thrace (TRC EA-Th) with the project "Advisory Support Service for the Application of the Common Assessment Framework (CAF) in the Prefecture of Kavala".

Following the decision by the Prefect of Kavala the Divisions of Rural Development and Food, Transport and Communications, Heath and Urban Planning were defined as application fields, while the Administration and Personnel Division was entrusted with the coordination of the project implementation.

2. Methodology (Description of the project implementation methodology)

2.1 CAF model

PREREQUISITES   **RESULTS**

Leadership	Human resources	Procedures	Results concerning human resources	Main results
	Strategy and planning		Customer-citizen oriented results	
	External partnerships and resources		Results concerning society	

INNOVATION AND LEARNING
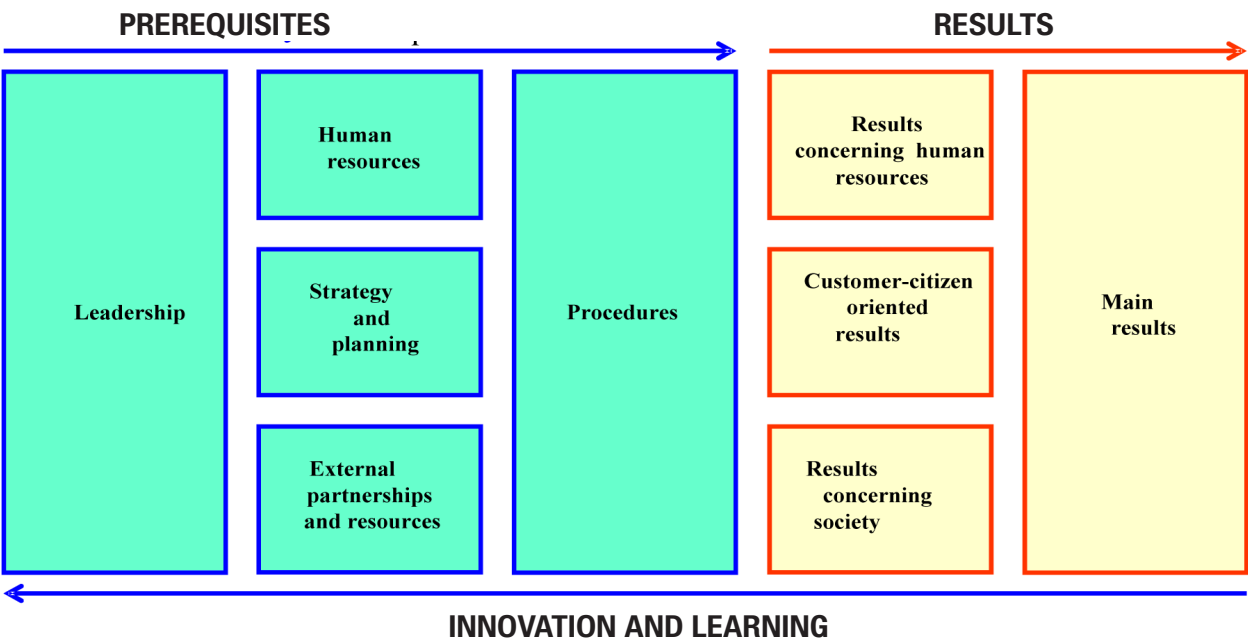
Graph 1

2.2 Team building

During the first stage of this application two teams were built: the assessment team and the self-assessment team. The assessment team was made up of the members of the TRC EA-Th while the composition of the second team was representative of the aforementioned divisions. Finally, a member of the project coordination Division (Administration and Personnel Division) was appointed as its representative.

2.3 Information / Education

During the second stage of the CAF application, the assessment team drew up the project implementation programme.

The implementation programme started with the information and education procedure of the personnel of the forenamed divisions. This procedure included the CAF educational presentation (one-day seminar) to the members of the self-assessment team and the distribution of informative material in printed and digital form.

2.4 Self-assessment procedure

Thereafter, a questionnaire was drafted; it included questions for every sub-criterion of the CAF model according to the pattern provided by the Ministry of Interior and was the basis for discussion between the assessment/self-assessment team members.

This questionnaire was distributed to the Divisions of the CAF application field and was filled up by some employees selected by the Divisions. A selection criterion for the sample was the achievement of validity as to the representative and objective nature of the answers provided.

Due to the satisfactory CAF application in other entities of the public sector in the European Union, the communication and participation of human resources were judged as a fundamental factor for the effectiveness of the project. With the Divisions' encouragement the questionnaire was answered following a consensus procedure.

The scoring of the questions included in the questionnaire was based on a 0-5 scale. The replies to questions of the 6.1 and 8.1 sub-criteria by the employees were assumptions on the results they expected from similar measurements.

2.5 Data evaluation (strengths/areas to improve)
During the next stage, the evaluation of the data gathered was implemented, i.e. the advantages and disadvantages of the divisions were highlighted for every sub-criterion and were grouped per criterion based on the methodology used for the presentation of assessment results of the EFQM business excellence model.

2.6 Improvement measures
At the final stage, a report on improvement measures, where disadvantages were grouped and listed, was drafted.

The scoring of the importance and feasibility of each improvement measure was based on a 1-10 scale. Improvement measures were classified according to the score they obtained resulting from the a x b multiplication (where a stands for the importance score and b for the feasibility score) .

It must be noted that a consensus procedure between the assessment/self-assessment team members was followed for the classification of the improvement proposals.

3. Evaluation Report
Some of the common results per criterion are indicatively listed below.

3.1. Leadership
3.1.a Advantage
• The leadership of the entity has defined a framework of values and behaviour patterns for its employees although this is not clearly stated nor systematically reviewed (SC 1.1)
• Contacts with the official and political leadership are constantly made; however, these contacts are not systematized in order to plan and implement the targets set (if any) (SC 1.4)
• Services develop and keep partnerships with citizens, non governmental organizations, stakeholders, enterprises and other public entities at a relatively satisfactory level (SC 1.4)

3.1.b Disadvantages
• Services do not seem to have assimilated their mission, vision and strategic objectives (SC 1.1)
• In Services, proposals for administrative improvements and the introduction of innovation do not seem to have been strongly and systematically encouraged. No proof of the management system of these proposals was presented when proposals were submitted (SC 1.3)
• The exertion of the supervisory role and the improvement of the control and monitoring possibilities of the Services operation are not sufficiently based on Information and Communication technology (SC 1.2)

3.2 Strategy & Planning
3.2.a Advantages
• The resources allocated to meet long- and short-term priorities and pressures on the part of "stakeholders" are considered to be balanced to a marginally satisfactory extent (YK 2.2)
• Services evaluate the need for reviewing the strategic and business planning, as well as for reorganization without being clear whether this is done systematically (SC 2.2)
• The implementation of strategic and business objectives, if any, is assigned to the competent units (SC 2.3)

3.2.b Disadvantages
• There is no evidence of systematic monitoring of needs for changes of either direct or flexible adaptation to the entrepreneurial environment of the Organisation. Such actions taken in cooperation with or together

with the "stakeholders" (SC 2.4) are not mentioned.

• The Services' "stakeholders" are not recorded systematically (SC 2.1)

• The operation of Services is not evaluated or reviewed by applying risk and opportunity criteria. Critical operation factors are neither recognised nor systematically monitored (SC 2.2)

• Total Quality Administration standards are not applied to services besides CAF. It must be noted that the development procedure of the quality management system started according to ISO9001:2000 in the Prefecture of Kavala (SC 2)

3.3 Human Resources
3.3.a Advantages
• It is mentioned that there is an open climate of communication and dialogue in Services, which is also encouraging team work. (SC 3.3)

• Services see to meeting the special needs of persons with disabilities. (SC 3.1)

• The abilities, knowledge and skills of people and organizational units are recognized and evaluated to a certain extent, which is however considered satisfactory (SC 3.2)

• The submission and forwarding of reports, initiatives or proposals of employees is not generally thwarted in Services. (SC 3.3)

• It is observed that senior employees or/and directors of the Organisation generally provide help and guidance to younger employees in order to fulfill their tasks effectively (SC 3.2)

3.3.b Disadvantages
• There is no concrete policy for the development of human resources that takes into account the more general strategic orientations of the Service (SC 3.1)

• It is referred to that job rotation is sometimes encouraged. However, it is not clear whether this is due to immediate service needs or to a precise policy promoting employee rotation in different positions (SC 3.2)

• Educational activities are not monitored on the basis of a cost-benefit analysis (SC 3.2)

• No target-oriented administrative system is in place in Services. The targets set are not defined according to measurement indicators (SC 3.3)

3.4 Partnerships & Resources
3.4.a Advantages
• The distribution of resources in the Services is not connected to the importance and size of the organization or other determining factors of the units the organization is made up of (SC 4.3)

• The building infrastructure is considered satisfactory, i.e. it meets the employees' and service users' access needs (special structures for persons with disabilities etc., meeting rooms etc.). (SC 4.6)

• In the development of partnerships, Services make sure that responsibilities and competences are distributed as clearly as possible. (SC 4.1)

3.4.b Disadvantages
• Available information and knowledge is monitored and evaluated to a relatively satisfactory extent. Reservations are, however, expressed on whether information and knowledge are connected with the strategic planning of the Service, which has, nevertheless, not been clearly formulated as mentioned above
(SC 4.4)

• Comparative analyses with other public entities dealing with financial management are not carried out
(SC 4.3)

• There is a significant margin to increase the use of modern technologies in the daily operation of Services
(SC 4.5)

• The importance of strategic partnerships of services with their main partners (such as suppliers, other services, supervisory authorities etc) is not determined systematically (SC 4.1)

3.5 Procedures

3.5.a. Advantages
• The description and analysis of the main administrative procedures – operations of Services are generally adequate. There is, however, no evaluation system of these procedures (SC 5.1)
• Services are supported by the Citizen Service Centre (KEP) of the Prefecture of Kavala, while the Prefecture is planning to provide services through internet (SC 5.2)
• The description and analysis of the main administrative procedures – operations are generally continuous and adequate. No evaluation documentation is presented for these procedures (SC 5.1)

3.5.b Disadvantages
• There is no monitoring system for innovations of other entities at national and international level, which would enable Services to be informed and use similar innovations to improve their operation administrative procedures (SC 5.3).
• Innovative accessibility modalities to the services provided, such as e-governance applications or extended hours, are not (yet) available. It must be noted that the Prefecture of Kavala is planning to provide services through internet in the near future (SC 5.2)
• Services are not equipped with a system of measurement indicators for monitoring, evaluation and effectiveness improvement of their administrative procedures (SC 5.1)

3.6 Results concerning citizens

3.6.a Disadvantages
• The effort to improve availability, precision and transparency of the information provided to citizens addressing the Organisation is considered satisfactory (SC 6.2)
• The planning of service provision procedures takes into account the needs of citizens/customers. It is not known whether direct participation occurrences have been recorded (SC 6.1)

3.6.b Disadvantages
• The number of errors of Services leading to the review of cases and recall of decisions is not measured (SC 6.2)
• There are no measurements based on effectiveness indicators regarding the use of new methods in the processing of citizens' files (SC 6.2)

3.7 Results concerning human resources

3.7.a Advantages
• Services always facilitate their employees as much as possible to tackle personal problems (SC 7.1)
• The internal dialogue-communication mechanisms, the administrative procedures followed and the administrative modernization efforts made by the Organisation are considered relatively satisfactory (SC 7.1)
• The staff may submit complaints on service-related issues which are dealt with to a certain extent (SC 7.2)
• The participation of employees in the decision-making process on issues concerning the effective operation of Services is considered to be a very important incentive (SC 7.1)

3.7.b Areas to improve
• There is no conflict – interest registration system between employees or teams in the Organisation (SC 7.2)
• The staff's performance is not measured using indicators and there is no staff motivation policy based on indicator-based measurements (SC 7.2)
• The current personnel evaluation system is not an incentive of human resources (SC 7.1)

• It is stated that, when changes occur to the operation of Services, they are generally ineffective (SC 7.1)

3.8 Results concerning society

3.8.a Advantages
• Services take up health risk and accident prevention initiatives for their employees and users/addressees (SC 8.2)
• The efforts made by the Organisation to tackle minority groups' problems are considered to be positive and generally effective (SC 8.2)

3.8.b Disadvantages
• There are no measurements based on social performance indicators for the Services. The results presented are judgments of executives who participated in the CAF procedure (SC 8.2)
• The Organisation regularly proceeds to operation changes which, however, do not generally come from a systematic analysis of social environment transformations but are rather fragmentary or may result from opportunities that arise (SC 8.1)

3.9 Results concerning performance

3.9.a Advantages
• The operation of Services is considered efficient and effective and the targets set (even informally) are generally attained at the lowest possible cost (SC 9.1)
• It is considered that the quality of services provided to citizens has improved although this is not adequately documented by available measurements (SC 9.1)

3.9.b Disadvantages
• Measurements of external results comparing our Organisation with other entities are not carried out (SC 9.1)
• The introduction of new technological applications of informatics and communication does not seem to have substantially contributed to the effectiveness and performance improvement of the operation of Services (SC 9.2)

4. Report on Improvement Measures (classification)
The common improvement measures that emerged during the consensus process are described below.
1. Develop and adopt an administration targeting system in line with the provisions of Law 3230/04. Participation of workers and "stakeholders" in the definition of objectives. Information of all employees about targets and how their achievement will be measured. Target achievement control system (Prefecture or Service level).
2. Assign to a Service executive or an external consultant the performance of comparative measurements comparing external results with other entities.
3. Assign to a Service executive or an external consultant the systematic monitoring of innovations of other entities at national and international level, so that the Service may be informed thereof and use them to improve its own administrative procedures. Assign the recognition and analysis of any obstacles thwarting the implementation of innovations in the Service and submit proposals to deal with them (Prefecture level).
4. Assign to a Service executive or an external consultant the systematic (annual) SWOT analysis on the needs and expectations of "stakeholders" according to the related measurements/research projects (concerning the needs and satisfaction of citizens/customers, staff and social entities) but also in regard to general developments (e.g. social, economic, demographic, legal and other data).
5. Entrust the planning office or an external consultant with the systematic monitoring of financing opportunities (national or European projects) in order to finance innovative applications. Setting targets for the participation in transnational projects (Prefecture level)

6. Development of e-governance applications including the electronic provision of services by the Service (Prefecture level)

7. Creation and application of a personnel information system and submission of complaints or proposals by the staff concerning administrative improvements and innovation introduction. Proposal management procedure (quality management system ISO9001:2000 or independently). Examination of the possibility to implement the improvement proposal to create intranet (Prefecture level)

8. Creation of a system of indicators (in the context of the target-oriented or independent administration) for measurements:

• Concerning the image of the Service to the public (e.g. number of citizens' complaints, citizens' level of satisfaction and trust for the image of the Service, the products and services provided, citizens' waiting time, the staff's education level, communication issues, management of the public etc.)

• The number of errors of the Service leading to corrective actions

• The effective use of new and innovative methods in handling citizens' cases

• The degree of implementation of citizens' proposals for organizational improvements

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ANASTASIOS KARASAVOGLOU
Professor of the Technological Educational Institution of Kavala, Greece

"The implementation of the Common Assessment Framework in the Municipality of Xanthi – Some initial considerations"

A. Karasavvoglou, Professor of the Technological Educational Institution of Kavala
B.. Tsiantos, Deputy Professor of the Technological Educational Institution of Kavala
Z. Kioumourtzian, Head of the Administrative Services Division of the Municipality of Xanthi
M. Spanou, Head of the Administrative and Financial Services Division of the Municipality of Xanthi
Z. Basouri, student at the Business Administration Department of the Technological Educational Institution of Kavala

Athens 2008

1. Introduction
The Technological Research Centre of Eastern Macedonia – Thrace (TRC-EM) of the Technological Educational Institution of Kavala has recently implemented the "Consultative support of the Municipality of Xanthi for the Common Assessment Framework (CAF) implementation project in the Administrative and Financial Services Division". The results highlight the operational strengths of this Division and the areas where there are weaknesses that need to be improved.

2. Description of the project implementation methodology

The CAF implementation methodology in the Administrative and Financial Services Division (AFSD) of the Municipality of Xanthi included the following stages.

• The Municipality of Xanthi appointed as project team members eight executives with important competences in the forenamed Division.

• Researchers drafted a questionnaire, which included questions for every sub-criterion of the CAF model according to the pattern provided by the Ministry of Interior and was the basis for discussion between project team members.

• The project team discussed and scored the questions per sub-criterion in the framework of the consensus process in subsequent meetings. Scoring was provided on a 0-5 scale. In certain cases we deemed necessary that questions be answered by different employees of the Division. Project team members answered the questions of sub-criteria 6.1 and 8.1 in the form of conjectures with regard to what results they would expect from similar measurements.

• The results gathered on the basis of the answers given to questions highlighted the strengths and sectors to improve for each subcriterion. The strengths stemmed from questions which scored higher or equal to 2.5 while the remaining questions gave rise to areas to improve.

• The strengths and areas to improve were grouped per criterion according to the presentation methodology of the assessment results of the EFQM business excellence model.

• Following the grouping of areas to improve, proposals for improvement emerged for every criterion.

• The importance and feasibility of each improvement proposal was scored on a 1-10 scale. Improvement proposals were prioritised according to the product of the multiplication (importance scoring) x (feasibility scoring). The priority order of improvement proposals was the project team's proposal to the Municipality of Xanthi.

3. Results per criterion

Criterion 1- Leadership
1.a Strengths

1.a.1 The leadership of the Organisation creates satisfactory relations based on mutual trust and conditions of effective communication with "stakeholders" (SC 1.1)

1.a.2 The leadership of the Organisation has defined a framework of values and behaviour patterns for its employees although it is not clearly stated nor systematically reviewed (SC 1.1)

1.α.3 Reference is made to relatively successful conflict resolution cases based on suitable instructions or adequate intervention and generally on the improvement of communication (SC 1.1)

1.a.4 The context and operation environment of the Organisation seems to favour team work considerably (SC 1.2)

1.a.5 According to evidence (events) that emerged, leadership is considered to be an example of action for the personnel to a great extent, in line with the values and targets of the Service (SC 1.3)

1.b Areas to improve

1.b.1 The leadership of the organisation does not seem to have clearly determined its mission and vision (SC 1.1)

1.b.2 There is no evidence that the leadership of the Organisation has set business plan-specific strategic targets. However, it is stressed that the drafting of the Municipality's business plan is under way and may include strategic and business targets concerning the service of the Organisation (SC 1.1)

1.b.3 The development, by the administration's leadership, of processes that take into account the strategic planning of the Organisation and the stakeholders' needs, is not documented. However, it is acknowledged that the organisation is running to a great extent according to the procedures foreseen by the legal and regulatory framework of Local Authorities (SC 1.2)

1.b.4 The Organisation's leadership exerts its supervisory role and control, and monitoring possibilities over the Services operation improve without being sufficiently based on Information and Communication technology (SC 1.2)

1.b.5 The employees of the Service occasionally attend training seminars. However, their training is considered to be fragmentary and not part of a systematic policy (SC 1.3)

Criterion 2 – Strategy and Planning
2.a Strengths

2.a.1 The Service's stakeholders are considered to be relatively fully and systematically recorded (SC 2.1)

2.a.2 Strategic and entrepreneurial objectives, if any, are generally implemented by entrusting the competent units with responsibilities and tasks (SC 2.3)

2.b Areas to improve

2.b.1 There is no documentation on the systematic evaluation of information on the stakeholders' needs by the Organisation (SC 2.1)

2.b.2 No methods for the measurement, monitoring and evaluation of performance at all levels are used in the organisation (SC 2.2)

2.b.3 There is no evidence that the stakeholders' participation during the development of strategic planning taking into account their needs is systematically aimed at (SC 2.3)

2.b.4 The systematic monitoring of needs for changes and the direct and flexible adaptation to the business environment of the Organisation are not documented. Similar actions in cooperation or together with the stakeholders were not referred to (SC 2.4)

2.b.5 Besides CAF no other Total Quality Management standards are applied in the Organisation. It must be noted that the development of a quality management system according to ISO9001:2000 is under discussion (SC 2.4)

Criterion 3 – Human Resources
3.a Strengths

3.a.1 The human resources available to produce the services provided are monitored (controlled) satisfactorily and systematically (SC 3.1)

3.a.2 The current framework foresees objective criteria concerning the administration of staff (recruitment, promotion, salaries and competences). These criteria guarantee equal and fair treatment (SC 3.1)

3.a.3 Human resources development policy sufficiently takes into account the general strategic directions of the Organisation but also the financing opportunities for the use of human resources (part-time employment, local employment opportunities etc.) (SC 3.1)

3.a.4 The Organisation's senior employees and/or chiefs and directors and in particular those of the CAF Implementation Services particularly help or guide younger employees to fulfil their tasks effectively (SC 3.2)

3.a.5 The abilities, knowledge and skills of persons and organisational units are recognized and used to a satisfactory extent (SC 3.2)

3.a.6 Educational methods are very often applied to current issues in services of the CAF implementation field, while the extent of other training techniques, such as education using multimedia, education from a distance etc., is more limited (SC 3.2)

3.b Areas to improve

3.b.1 Working conditions in the CAF implementation field Services are not considered sufficiently satisfactory) (SC 3.1)

3.b.2 There is no evidence that the Organisation intends to plan modern professional training programmes for its employees based on the current and future service and individual staff needs (SC 3.2)

3.b.3 No cases of cost-effective monitoring of educational activities have been referred to (SC 3.2)

Criterion 4 – Partnerships and Resources
4.a Strengths
4.a.1 In the development of partnerships the Service sees to the clear and preset distribution of responsibilities and competences of all sides (SC 4.1)

4.a.2 Transparency in the administrative activity of the Municipality in general and thus in its services is considered to be satisfactorily guaranteed (e.g., budget, Municipality's events etc.) (SC 4.2)

4.a.3 The financial control and accounting support methods of the Organisation are considered up-to-date and effective, while the leadership seems determined and committed to proceeding to continuous improvements (SC 4.3)

4.a.4 In the CAF implementation field services there are internal and administrative information distribution channels that function effectively in order to guarantee employees' access to the administrative knowledge needed to fulfil one's duties (SC 4.4)

4.a.5 Modern technologies are used to a satisfactory extent in the daily operation of the organisation (e.g. access to data bases, information from the internet etc.) (SC 4.5)

4.a.6 The Organisation communicates with stakeholders in different ways, including modern technology applications (e.g. website, e-mail etc). Besides the Municipality is preparing the operation of an e-government application for the near future (SC 4.5)

4.b Areas to improve
4.b.1 There is no documentation on the systematic evaluation of the Service's partnerships apart from partnerships with suppliers (SC 4.1)

4.b.2 The action of the services evaluated is considered not to encourage the citizens' active and organised participation in the decision making process (SC 4.2)

4.b.3 Although the Organisation is open to citizens' proposals and complaints, no evidence on the existence of a management system for said proposals and complaints was presented (SC 4.2)

4.b.4 The cost of provision of services – products to the public is systematically checked (except for contributory services) (SC 4.3)

4.b.5 Cases where the relation between the use of financial resources and the Organisation's strategic targets (if any) was not clear were referred to (SC 4.3)

4.b.6 The Organisation's decisions entailing a certain cost are rarely analysed on the basis of a cost-benefit analysis (YK 4.3)

4.b.7 The maintenance of equipment, means and facilities is reported be mainly repressive, i.e. it is not sufficiently profitable and effective (SC 4.6)

Criterion 5 - Procedures
5.a Strengths
5.a.1 The regulatory framework (laws, regulatory acts, provisions etc) which determines the procedures – functions of the Organisation is codified to a quite satisfactory extent (SC 5.1)

5.a.2 The description and analysis of the main administrative procedures – operations are generally continuous and adequate (SC 5.1)

5.a.3 The distribution of resources (people, equipment, financing etc.) in procedures – operations is generally proportionate to their contribution to the achievement of even informal strategic objectives (SC 5.1)

5.a.4 During the evaluation – review of the main administrative procedures – operational changes in the external environment of the Organisation, its objectives and the effectiveness of procedures are normally taken into consideration. However, there is no evidence that the evaluation - review of the main administrative procedures is systematic (SC 5.1)

5.b Areas to improve

5.b.1 In the CAF implementation field services the rationale of "one stop services" is not adopted (SC 5.1)

5.b.2 The Organisation has not created a system of measurement indicators for the monitoring, evaluation and improvement of the effectiveness of its administrative procedures (SC 5.1)

5.b.3 The services provided by the Organisation are not yet accessible through innovative mediums, such as e-government applications, or with longer opening hours (SC 5.2)

5.b.4 The factors that obstruct the development of innovations are not systematically analysed in order to be tackled (SC 5.3)

Criterion 6 – Citizen-oriented results
6.a Strengths

6.a.1 The information and advice that the Organisation provides citizens while addressing their cases are considered to be reliable, qualitative, opportune and valid (SC 6.1)

6.a.2 Citizens' cases are generally considered to be handled by the Organisation in a friendly and fair way (SC 6.1)

6.a.3 The Organisation's effort to improve availability, accuracy and transparency of the information provided to citizens that address the Organisation is deemed satisfactory (SC 6.2)

6.b Areas to improve

6.b.1 Although during the planning of service provision procedures citizens'/customers' needs are taken into account, no citizens' direct participation occurrences have been reported (SC 6.1)

6.b.2 There are no measurements based on indicators concerning the Organisation's image to the public; (e.g. number of citizens' complaints, level of citizens' satisfaction and confidence in the Organisation's image, products and services provided, citizens' waiting time, time needed to process a file, personnel's educational level, communication issues and management of the public, indicators for special categories, such as gender, age, persons with disabilities) (SC 6.2)

Criterion 7 – Results concerning human resources
7.a Strengths

7.a.1 Working hours fully meet the personal and family needs of employees (SC 7.1)

7.a.2 Overtime work is performed on special occasions with the employees' consent and, mostly, their willingness (SC 7.1)

7.a.3 Internal dialogue-communication mechanisms, the administrative procedures followed and the Organisation's efforts to modernize administration are considered satisfactory (SC 7.1)

7.a.4 The use of Information and Telecommunications technologies by the staff is considered
more than sufficient (SC 7.2)

7.a.5 The staff is considered to adequately meet the needs of citizens that address the
Organisation (SC 7.2)

7.b Areas to improve

7.b.1 The Organisation does not measure employees' satisfaction (SC 7.1)

7.b.2 It is considered that the way the Organisation is governed (at all levels) can be improved as to its effectiveness (SC 7.1)

7.b.3 A great number of the Organisation's employees are not well aware of its operational objectives (SC 7.1)

7.b.4 The employees' participation in the decision-making process for issues concerning the Organisation's effective operation is considered to be an essential incentive, which however is not applied (SC 7.1)

7.b.5 The distribution of competencies between the Organisation's employees is not always satisfactory (SC 7.1)

7.b.6 Scepticism is expressed on whether the Organisation treats all employees on an equal footing (in line with the principle of gender equality) and on whether employees' individual and collective efforts are

rewarded by the Organisation (SC 7.1)

7.b.7 The staff's performance is not measured using indicators as there is no personnel motivation policy supported by indicator-based measurements (SC 7.2)

7.b.8 The development of staff's skills is not evaluated nor used systematically (SC 7.2)

Criterion 8 – Results concerning society
8.a Strengths

8.a.1 The coverage of the Organisation's activities by mass media is considered satisfactory although it is sometimes not objective (SC 8.1)

8.a.2 The Organisation's operation considerably contributes to the improvement of the quality of life of the citizens living in the area and favourably affects the broader community and its economy (SC 8.1)

8.a.3 The Organisation's operation is considered to be open to third parties and transparent (SC 8.1)

8.a.4 The endeavours made by the Organisation to tackle problems of minority groups are considered positive and generally effective (SC 8.2)

8.b Areas to improve

8.b.1 The Organisation does not measure social entities' satisfaction (SC 8.1)

8.b.2 It is assumed that the Organisation's public image, as perceived by the social milieu and the "stakeholders", is marginally positive (SC 8.1)

8.b.3 The Organisation periodically changes its operation (SC 8.1)

8.b.4 The Organisation's work in the field of environmental protection is not considered sufficient for society (SC 8.1)

8.b.5 The Organisation periodically participates in transnational development programmes and implements transnational actions (SC 8.2)

8.b.6 The Organisation does not particularly encourage its employees but also citizens to contact it, deal with social issues or take action in civil society (SC 8.2)

8.b.7 Any special systematic actions by the Organisation for the management of resources and environmental protection (recycling, environmental standards, energy etc.) were not mentioned (SC 8.2)

Criterion 9 – Main results
9.a Strengths

9.a.1 (Internal and external) financial controls conducted in the Organisation are considered to be particularly effective (SC 9.1)

9.a.2 The operation of the Organisation, in general, and, in particular, that of CAF implementation field Services is deemed to be effective and the objectives set (even through an informal process) are generally attained (SC 9.1)

9.a.3 The introduction of new information and communication technological applications has decisively contributed to the improvement of effectiveness and performance of the Organisation's operation (SC 9.2)

9.a.4 The organisation consistently meets the stakeholders' financial requirements (staff remuneration, cost of products provided to citizens, compensation of suppliers – collaborators etc) related to its operation (SC 9.2)

9.a.5 Successful cases of the administrative improvement policy and introduction of innovations in the Organisation are referred to (SC 9.2).

9.a.6 The Organisation's budget is generally executed successfully (SC 9.2)

9.a.7 The creation of partnerships between the Organisation and third parties (other public entities, individuals, social entities) is generally considered effective (SC 9.2)

9.b Areas to improve

9.b.1 The Organisation's participation, as well as the development and certification of policies and quality standards, are limited to the application of the Common Assessment Framework for the time being, while the administration is planning to develop and run a quality management system according to ISO9001:2000 (SC 9.1)

9.b.2 No measurement data documenting the improvement of quality of services provided to citizens are kept (SC 9.1)

9.b.3 No measurements documenting that the Organisation tries to achieve targets at the lowest possible cost were reported. (SC 9.1)

9.b.4 The Organisation's operation contributes to the transparent, but not necessarily rational, management of its financial resources, since no such evidence is presented (SC 9.1)

9.b.5 The Organisation's "stakeholders" do not participate in the decision-making process to a satisfactory extent (SC 9.2)

9.b.6 No measurements on whether stakeholders are satisfied with the operation and the overall activity of the Organisation are reported (SC 9.2)

9.b.7 The performance of the current procedures – functions of the Organisation is not considered sufficiently satisfactory (SC 9.2)

4. Brief conclusions

The experience from CAF implementation in Europe and in Greece so far shows that it is impossible to apply the objective considerations stemming from the adoption of the CAF methodology. What is important is an improvement plan for locations/areas where action is called for according to CAF.

Operational programmes provide the opportunity to draw up an action plan, which will determine who, what, with what means and what timetable the proposed improvement measures will be implemented.

The application of the CAF findings in the Municipality of Xanthi can help improve the services provided to citizens, as it highlights all those areas where interventions can be made in order to improve the Municipality's operation.

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ANDREAS NEFELOUDIS
Resp. of Quality Systems in the Group of the Municipality of Amarousion, Greece

«Quality Systems in the Group of the Municipality of Amarousion»

INFORMATION ON AMAROUSION
The Municipality of Amarousion is in the North of the Basin of Attica.
Its population amounts to appr. 100,000 inhabitants.
The city is considered to be one of the most developed and well-off areas of Attica.
Although, over the past few years, the city has been transforming itself into a constantly developing business centre, where more than 1,000 enterprises are based, it also preserves its suburban character, since its neighbourhoods guarantee their inhabitants a satisfactory quality of life with sufficient green vis-ŭ-vis other urban areas.

The Municipality has developed a series of services which it offers its constituents, i.e.:
- 14 kindergartens,
- well-organised municipal transport with more than 15,000 trips of citizens a day,
- organisations offering social services,
- health care and mental and social support units

The Municipality of Amarousion includes within its borders two important areas, whose

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importance is not only local,:
- Forest Syggrou and
- Olympic Stadium

and is crossed by the most important road axes of the Attica basin:
- Kifissias avenue and
- Attiki Odos

THE MISSION AND VISION OF THE MUNICIPALITY

The MISSION of the Municipality of Amarousion is to serve citizens in a reliable and friendly way, as effectively as possibly, directly and quickly, honestly, absolutely transparently and in compliance with the legal prerequisites, by introducing new innovative services at the lowest possible cost both for the Municipality and its citizens, using more cutting-edge technologies and constantly investing in the development of its human resources.

Because

the VISION of the municipal authorities and the Municipality for the city of Amarousion includes the improvement of citizens' daily life, reinforcement of social cohesion, environmental protection and development through concrete measures, energy planning, economic development and fostering Amarousion as a centre of development in the sector of business activity, culture, sports and entertainment.

The TOOLS for the development and implementation of what is mentioned above for our city are the following:

1. Use the most advanced information technologies both in the operation of municipal services and in communication with citizens and meet citizens' demands.

2. Form an attractive and pleasant working environment that will encourage citizens to address the services of the municipality,

3. Introduce innovative administrative methods and new practices in internal operation, planning, policy implementation and contact with citizens and, finally,

4. the systematic and constant study of transformations of the external environment, changes, problems and concerns, so as to succeed in constantly adapting the Municipality's policy to these changes, based on satisfaction research projects and the definition of quality and effectiveness natural indicators.

The Municipality's main advantage is the introduction of innovation, new technological applications and quality systems in its administrative operation and with regards to the provision of services to constituents.

Information technology methods and new technologies are used in all divisions of the Municipality and efforts are constantly made to renew and modernise them.

PRESENTATION OF THE QUALITY SYSTEM

The Municipality of Amarousion is the only Municipality of our country that has introduced and applies a quality system in order to be consistent with its mission and vision. This quality system is based on three pillars to date:

The application of the ISO 9001:2000 quality system, which is extended at pilot level to the sectors of sports, culture, kindergartens, senior citizens and education

The application of EMAS environmental management system and

The application of the "Common Assessment Framework" measurement system (CAF)

In future these pillars will increase to five with

The introduction of the ISO 22000 (HACCP) standard system for the assurance of health and safety in food in the kindergartens of the Municipality and the cafeterias of schools, as well as with

The application of Law 3230 of 2004 on "target-oriented administration" in the entire group of the Municipality. This means that every year ALL Municipality's services will define quantitative objectives they must report on at the end of each calendar year.

Before presenting the basic aspects of the system in detail, reference must be made to two further innova-

tions introduced in the Municipality's operation:

1. The introduction of quality and performance indicators regarding the measurement of the performance of services. At organisational level these indicators have been introduced up to the level of "office" as administrative unit and are divided into 2 categories: quantitative indicators, which measure the quantity of services that are evaluated on the basis of a qualitative scale (e.g. good, moderate etc.) and quantitative indicators that measure the percentage of the operations performed correctly or wrongly out of all the services provided by the Municipality. In this context environmental indicators have been developed (in supplies for recycled paper, in green plantation-cuts ratio, in the consumption of electric current etc.), indicators of citizens' participation in different activities and services developed by the Municipality (cultural activities, such as dancing, conservatories, museums, events etc.), for municipal transport and circulation, for the response rate to citizens' inquiries/requests etc.

2. The establishment of the balanced scoring procedure (initially at an extremely high level), BsC, (i.e. the introduction of natural measurement indicators for the results stemming from the implementation of the vision and strategy of the Municipality) mainly in the field of business planning.

IN MORE DETAIL

The Municipality of Amarousion is the first Municipality of the country that applied ISO for the first time in 1996 and was certified according to standard 9001:1994 in 1999. Thereafter, in 2002 it was certified according to standard 9001:2000, and successfully passed an inspection for the same standard in 2006. A new inspection is planned in April 2008 to check compliance with the same standard. Currently we hold yearly internal controls of procedures and the communication department of the Municipality carries out a research project on our behalf to measure citizens' satisfaction with the services provided.

Today ISO system is applied to all divisions of the main part of the Municipality of Amarousion, which functions as a group, including several municipal enterprises, organisations and legal entities. We are planning to include in the standard other entities of the Municipality's group (the application will terminate in the next two years). The administrative data of the system are the following: operation procedures, management of constituents' inquiries/requests, internal control mechanism and troubleshooting procedure.

The system includes appr. 80 different procedures, which are currently revised and adapted to the new conditions, system requirements and modern needs and demands, which are inter alia legally foreseen for obtaining the management competence certificate for the management of European Union resources during the new programming phase 2007-2013. Without it no Municipality will be able to receive any funds from the European Union for projects in its area.

Thereafter, besides that, our Municipality applied the environmental management system called EMAS according to the requirements of the relevant regulation of the European Parliament and Council of Europe. The Municipality underwent inspection regarding compliance with EMAS and was certified by the Hellenic Ministry for the Environment, Physical Planning and Public Works as the first Greek Municipality to apply it in 2006. To date this environmental management system was applied in the services dealing with green areas, supplies and warehousing, in the transport division of the Municipal Enterprise for Circulation and in the agency for the environment, physical planning and quality of life. The system is planned to be integrated into another two municipal services, such as the municipal council's office, which consumes a considerable amount of paper during its operation, and in the National and Community funding management office.

ABOUT THE COMMON ASSESSMENT FRAMEWORK

Our Municipality applies the Common Assessment Framework (CAF), which is the European performance measurement model for public administration and local government services, according to EU specifications by the European Institute of Public Administration, the Intergovernmental European unit for administrative innovation and the Hellenic Ministry of Interior. In 2003 the first experimental application in a Greek municipality - in Amarousion - was performed and in 2007 Amarousion became the first Municipality in Greece to have applied the CAF measurement system twice.

In this context our Municipality managed to represent the Greek Local Authorities in international and European quality meetings (Lisbon, Copenhagen, Rotterdam, Tampere), as well as in forums organised every two years by the presidencies of member states to exchange experiences on the implementation of CAF at

European level (Rome, Luxembourg etc.).

Our Municipality capitalised on the experience stemming from the application of total quality systems by setting up, on its own initiative, the first European network of cities that have similar administrative innovative applications and have implemented self-evaluation systems, such as CAF. This network is called quality cities (q-cities) and 15 cities from all "neighbourhoods" of Europe participate in it.

In April 2007, the Municipal Council unanimously decided that our Municipality should proceed to the second implementation of CAF.

While preparing for the CAF implementation, our Municipality made some particularly innovative choices that diversify it from any other implementation at least in Greece.

These innovations are the following:

First innovation:
➢ The second comprehensive CAF application in the group of the Municipality of Amarousion

- which includes, besides the Municipality, all municipal enterprises (8), all legal entities (9), all organisations (3) and a limited company that manages the real estate of the Municipality.

Second innovation:

Employees' massive participation in the CAF implementation procedure; thus, a multi-member self-evaluation team was formed. 32 colleagues, one from each entity or division, joined the self-evaluation team.

Third innovation:

We chose a great number of employees to participate in the second CAF implementation because we believe that our Municipality is able to implement total quality management systems with great success if more employees take part in these innovative projects.

Thus, 25% of the employees of the Municipality's Group (appr. 250 colleagues) were chosen, trained in CAF principles and filled in the questionnaire.

Fourth innovation:

We chose to implement CAF ourselves without collaborating with any external consultant, using our previous experience and our excellent cooperation with the Ministry of Interior (in the training sector). We decided to discover by ourselves whether we were capable of building our own processing software, in an endeavour to obtain, through this self-knowledge journey, the experience of being those evaluated and evaluators at the same time.

IMPLEMENTATION STEPS
• The second implementation of CAF by the Group of the Municipality of Amarousion took place from April to July 2007.

• It was estimated that the success of the operation would stem from a more massive and extensive CAF implementation. Thus, CAF was implemented in all units the Group "Municipality of Amarousion" is made up of. The self-evaluation team was thus formed by 32 members, one from each sector of the Group.

• After forming the self-evaluation team, each one of the 32 team members (head of division/service of the Municipality) in collaboration with the director of his/her department selected 25% of the employees working in his/her sector (Municipality, Municipal Enterprise, Legal Entities or Organisation) based on age, educational criteria, work and job in the service. Thus, the employees (with any work relation) that formed the team of appr. 250 persons – employees (i.e. ΄O of the Municipality's employees) were gathered.

• These employees were trained concerning CAF principles and the questions and concepts of the questionnaire. Afterwards they were called upon to answer the CAF questions by filling in the questionnaire. Thus the self-evaluation team was acquainted with the views of 25% of the Municipality's employees about municipal work.

• The next step in the team's operation was for each member to become familiar with the detailed operation of the Municipality Group. Thus, in two separate meetings, all representatives of the divisions or services presented the structure, operation and services provided by their department using a Power Point presentation.

• The next step in the team's work was the self-evaluation procedure. Each team member (publicly) scored the questions of each subcriterion, all replies were entered in Excel tables and an average was found for every question, subcriterion and criterion, as was initially agreed upon. The most important element is that the final scoring of the self-evaluation team was close to the final scoring of the 250 "representatives" of the Municipality's employees (1.80 for the team, 1.88 for the "250"), which can be interpreted as consensus.
• The next stage in the CAF implementation was the identification of the strengths and weaknesses of the municipal operation.
• The points that scored under 1.80 (in average) were considered weaknesses. There was a whole discussion thereupon and concerns were expressed about possible issues that may have led to low scoring.
•This concern resulted in the selection of 13 subjects for which specific improvement projects were needed.

Presentation of improvement projects as they are currently studied and developed in our Municipality:

S/N	PROJECT TITLE	SCOR-ING	CLAS-SIFICA-TION	HEAD (Project Manager)	PROJECT TEAM	START-ING DATE	EXPIRY DATE
1	Expansion of quality systems in the Group, pilot application, planning, implementation	26	4				
2	Integration in the Group's services and implementation of law No.3230/2004	30	3				
3	Drafting a strategic plan on the implementation of electronic governance policies	34	1				
4	Methodology used for the codification of legislation, organisation and specifications for the formation of a special service	25	6				
5	Code of conduct of the Municipality's employees	26	5				
6	Study of a system for the management and development of human resources	24	8				
7	Information system for financial decision-taking and cost control	22	9				
8	Building specifications to facilitate access of persons with reduced mobility (PRMs) to all public buildings and services	33	2				
9	Simplification of documents, publication of a procedures guide	25	7				
10	Promotion of "social corporate responsibility" in the structures and operations of the Municipality	22	10				

I hope that with my speech and presentation of the main points regarding the development of quality sys-

tems in our Municipality I have also contributed to the exchange of concerns and good practices in this very important conference that you have organised.

D' SESSION
THE FUTURE OF COMMON ASSESSMENT FRAMEWORK

MAXIMILIAN BIWALD
Municipality of Vienna City, Austria

«CAF & BSC in the Vienna City Administration»

Connecting CAF & BSC in the Vienna City Administration had the following advantages
• Implementation of quality goals in the Contract System (parent scorecard)
• QM-measures are supported by the target-oriented BSC
• entire organisation participates in the implementation of QM by defining actions, responsibilities, implementation deadlines, etc.
• Easy export of CAF-results (e.g. to MS-Excel) for national/international benchmarking
• General support for all Municipal Departments by the Executive Group for Organisation
The Main Targets Results of this implementation were
• alignment of quality standards
• continuous improvement on all levels
• product and service quality
• efficiency and effectiveness
• staff training
• Public relations
• customer orientation
• Public-opinion polls
• Surveys
• participation in product and service design
• easier accessibility
• E-government services

PETER WEYNS
Advisor P&O (Staff & Administration), Belgium

«CAF - Ariadne self assessemnt of an ITC - Project»

Belgium
- Province Limburg : situation
- CAF : ITC-project ARIADNE : Electronic document handling

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MONICA JURKOVICOVA
MBA, Slovak Office of Standards, Metrology and Testing, Slovakia

«Quality Management in the Public Administration in the Slovak Republic»

Introduction

The topic of the implementation of the Common Assessment Framework started to appear and to be discussed in the state administration five years ago – in the environment where there was almost nothing mentioned about quality issues.

These discussions have caused various reactions of professional public and public administration employees themselves. Many of those were not able to imagine what methods to use for the raise of quality and effectiveness of their organisation's activities, how to define their customers and stakeholders, how to define key processes, how to measure their employees and customers satisfaction.

Many PA employees have not been able to imagine the whole change. Fortunately, the group of those that were not reluctant to quality and effectiveness in the public administration have chosen a change – implementation of the quality model directly adjusted to the public sector, the CAF Model (Common Assessment Framework).

At that time the CAF Model was considered to be:

• an initial tool for PAs who wants to apply quality management principles,

• a bridge across various models and methods used by EU member states, as it

provides the opportunity to compare the results achieved through application of different models,

• a tool of benchmarking between public sector organisations.

The significant moment happened in 2003. Slovak central governmental bodies as one of a few European countries have been obliged to implement the CAF Model in their organisations till 2008 (The resolution of the Slovak Government n. 900 on September 24, 2003 imposes ministers and chairmen of central administration bodies to implement the Common Assessment Framework in the public administration).

The Slovak Office of Standards, Metrology and Testing (SOSMT) is the coordinator of the state quality policy in the Slovak Republic. The main strategic quality policy document is the National Quality Programme of the Slovak Republic for years of 2004-2008 with specific objectives and activities.

SOSMT was managing the project Implementation of the CAF Model into public administration since 2003 - 2007. At the same time SOSMT implemented the CAF Model in own organisation in order to improve own internal functioning.

PROJECT SCHEDULE AND MAIN STEPS

> APPROACHING PUBLIC ADMINISTRATION ORGANISATIONS WITH A PROPOSAL TO JOIN THE PROJECT
> (JANUARY)
> ↓
> MOTIVATIONAL AND INFORMATIONAL SEMINAR FOR TOP MANAGERS – FREE OF CHARGE (FEBRUARY)
> ↓
> FORMING OF THE CAF TEAMS/IMPROVEMENTS TEAM
> (FEBRUARY)
> ↓
> TRAINIGS FOR CAF/IMPROVEMENT TEAM MEMBERS ABOUT THE CAF MODEL AND SELF-ASSESS-MENT, SCORING
> (MARCH)
> ↓
> SELF-ASSESSMENT REPORTS PREPARATION
> (APRIL - JUNE)
> ↓
> SITE VISIT
> (JULY – SEPTEMBER)
> ↓
> ACTION IMPROVEMENT PLANS SETTING
> (SEPTEMBER – OCTOBER)
> ↓
> MEETING OBJECTIVES OF ACTION/IMROVEMENT PLANS
> ↓
> INTERNATIONAL QUALITY CONFERENCE
> (DECEMBER)

The project has been improved since the beginning in different areas:
• project components – free of charge
• range of trainings – CAF Model methodology, process mapping, benchmarking, bench learning, CAF Quality Manager
• documents – brochures, application brochures, templates of self-assessment report, and templates of site visit feedback reports, etc.
• professional level of trainers, consultants and assessors
• external assessment
• level of methodological support
• support with action improvement plans
• possibility to enter a quality competition
• possibility to join the Regional Bench learning project

Main conclusions and lessons learnt:
• CAF Model is applicable in any kind of PA organisation
• Top management's support and active involvement is crucial
• CAF Model initiates communication in an organisation
• CAF Model supports an implementation of other tools
• Self-assessment is often exhausting for organisations
Main critical issues and focus of municipalities in action plans:
• setting vision,
• linkage between vision, mission and strategic objectives,
• synchronising strategic documents on different levels,
• necessity to set an Ethic code and implement it in practice,
• define ways of employees stimulation to innovation,
• define employees motivation factors,
• lack of HRM strategies,
• lack of customer feedback,
• implementation of external communication (marketing) strategy,
• sharing of common knowledge – internal communication channels,
• necessity to set a conception material of own buildings reconstruction,
• introduce measurement in areas that have specific meaning for the organisation and enable manage activities with a direct impact on customers and meeting their needs,
• introduce regular process performance evaluation,
• introduce monitoring and evaluation of initiative proposals of customers/citizens,
• searching for the appropriate bench learning partner,

SOSMT launched a new project this year - Support of Quality Models Implementation in Public Administration Organisations 2008. Public administrations have a possibility to choose from two quality models they wish to implement:
• EFQM Excellence Model
• CAF Model

Other activities related to the CAF Model:
1. National Quality Award of the Slovak Republic
The competition has been organised since 2000 and it was based on the EFQM Excellence Model. Since 2006 public administration implementing the CAF Model have had a possibility to enter the competition in three categories: central state administration bodies, regional administrations (self-government) and other organisations of public sector.

2. Top Quality Managers
The competition was established in order to appraise an effort of quality managers and their contribution to an organisational development. At the same time it highlights results achieved through quality management systems implementation and last but not least, to introduce these significant professionals from quality area to the public and raise quality public awareness in Slovakia. Leaders of CAF /Improvement teams can enter the competition since 2006.

3. International Regional Bench learning Project based on the CAF Model (Slovakia, Austria, Hungary, Czech Republic)

Reasons for International bench learning:
• many areas of activity demonstrate good practices in an organisation,
• looking for innovative and creative solutions,
• the aim is to measure the level of performance in the view of global partners,
• partners located outside the country.

PROJECT STEPS:
STEP 1: Planning the study
STEP 2: Collecting Data
STEP 3: Analysing data
STEP 4: Adapting (Improvement Process)
STEP 5: Final review (Evaluation)

STEP 1: PLANNING THE STUDY
• Initiative to realise the feasibility study on Bench learning
• Formation of a project team
• Preparation of the project schedule
• Adjustment of the Code of Ethics

STEP 2: COLLECTING DATA
• Decision on suitable bench learning partners within each country
• Linking bench learning organisations/partners in between the partner countries
• Preparation of introductory information by selected bench learning organisations information (organisation introduction, self-assessment results, strengths and weaknesses, etc.)
• Kick - off meeting: Define and link bench learning partners in selected organisations

STEP 3: ANALYSING DATA
• Exchange of the CAF Results
• Analysing the background of the partner
• Identification of best practices
• 1st/2nd site visit/workshops (agenda and structure suggested by the project team)
• Reporting results of the site visits
• Start of project to improve own organisation based on site visit results
• 3rd site visit/workshop
• Final Report

STEP 4: ADAPTING (IMPROVEMENT PROCESS)
• Communicate findings and gain commitment to change
• Set goals to close the gaps
• Develop an implementation plan and implement it
• Monitor and report progress

STEP 5: FINAL REVIEW (EVALUATION)
• Conduct post-completion review
• Assess outcomes and learning from study
• Share experiences with owners of similar processes
• Identify opportunities for further improving and sustaining performance

Common results shared and further implemented:
• common customer satisfaction measurement,
• setting internal performance indicators and common comparisons,
• implementation of Balanced Scorecard,
• update of information management systems.

4. International Quality Conference: Quality Management in PA (December 2-3, 2008, Bratislava)
It is organised annually giving a space to public administrations that are implementing quality tools to share

experience and knowledge and compare it with foreign experts experience. At the same time it is a platform for networking.

List of organisations that implemented the CAF Model in the Slovak Republic (2003 – 2008):

2003
Ministry of Health of SR, Ministry of Economy of SR, Ministry of Education of SR, SOSMT, Civil Service Office, Public Procurement Office, Slovak Hydro - meteorological Institute, State School Inspection
2004
Ministry of Environment of SR, Ministry of Construction and Regional Development of SR, Ministry of Education of SR, Public Procurement Office, Office of Intellectual Property Rights of SR, SOSMT, Civil Service Office
2005
Ministry of Health of SR, Ministry of Economy of SR, Governmental Office, Antimonopoly Office of SR, Telecommunication Office, State Reserves Administration, Nuclear Regulatory Authority of SR, Civil Service Office, Regional Office of Public Health, Municipality of Martin
2006
Ministry of Education of SR, Ministry of Construction and Regional Development of SR, SOSMT, Office of Intellectual Property Rights of SR, Postal Regulatory Office, Regional Office of Public Health, Faculty of Electronics and IT of the Slovak Technical University, Construction Faculty, Faculty of Natural Sciences, Municipality of Martin, Municipality of Levice, Municipality of Žiar nad Hronom.
2007
Nuclear Regulatory Authority of SR

2008
Municipality of Trenčín, 3 Retirement Homes and facilities of social services, Faculty of Materials, Science and Technology, Ministry of Foreign Affairs of SR (EFQM) and Ministry of Interior of SR (EFQM)

DR. MANFRED ELMECKER
Expert in the field of Quality Management, Ministry of Finance, Austria

«CAF in Austria's Finance Administration»

The organisation:

The Ministry of Finance is one of the most traditional Ministries in Austria. As the highest finance authority, the Ministry of Finance is the centre of financial and eco-nomic policy for Austria.

It is divided into a central Ministry and five subordinate regional directorates which consist of 40 tax offices, 9 customs offices and 8 large trader audit units. The total number of staff is around 11 500 people.

Table 1: Organigramm of the Austrian Finance Administration
The central authority consists of six Directorates with approximately 800 employees.
Generally, the Ministry of Finance is a modern service-oriented administration today, focusing it's services on the needs and benefits of the clients.

The reorganisation of the Austrian Finance Administration:

From 2003 to 2007, the Austrian Finance Administrations was reorganised. This re-form was the biggest change process in the history of the administration and involved nearly 10 000 employees.

The aim of the reform was to establish a more service-oriented, cost-saving, and flexi-ble organisation to perform the function of securing revenues in the most efficient way and which is able to meet the changing demands of the future. Another objective of the reform was to enhance the service function of the administration by focusing on the individual needs and demands of our clients.

• Reduction of tax offices from 80 down to 40 although most of the locations are kept in order to ensure the service concept for the clients.
• Information center units provide direct, prompt and professional information to the clients at each location.
• Enforce the implementation of e-government within the tax administration (e.g. electronic tax declaration via "Finanz-Online").
• Customer-tailored opening hours that particularly take into account regional differences.
• Highly professional quality standards in face to face and telephone contacts with customers.
• Equality of taxation by countrywide defined performance indicators and quality standards.
• Strategic and targeted annual planning of tax audits according risk-management parameters.
• Increasing activities to combat fraud following international risk analysis.

Internal and external factors made the change necessary. The internal framework of the tax administration was characterized by the fact that employees have been drasti-cally reduced without recruiting new staff, although the structural and the procedural organisation had remained the same for some decades.

Values have changed and the taxpayers now demand better service and increased transparency. Globalization is increasing and many European public organizations have made use of "New Public Management philosophy" and "Good Governance". Internet Technology is also responsible for the global change of most tax collection pro-cedures.

The objective of the reform was/is not just a structural reorganisation but the reor-ganisation of procedures, func-tions, and above all, a new "Corporate Culture".

Strategic Targets

The current "Top 5 Targets" (since 2005) for the Austrian Finance Administration are:

• International orientation of the organisation;
• Quality management;
• Tax and customs compliance;
• Strategic development of the organisation;
•Human Ressources.

For reaching the strategic quality management goals, we started to implement the fol-lowing five quality management instruments:
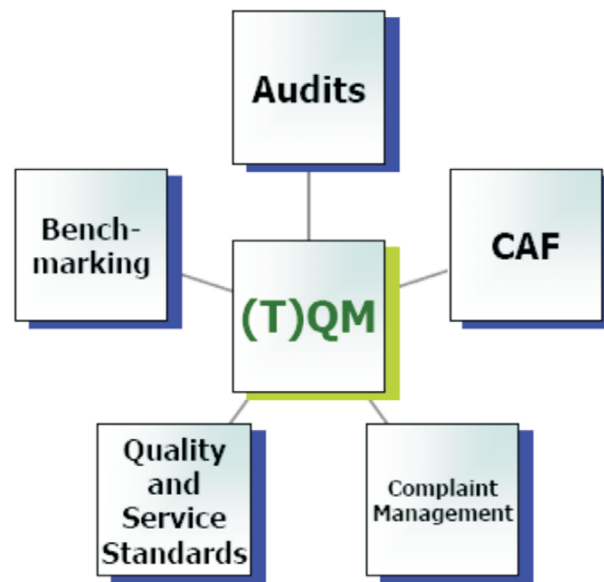
Table 2: Quality Management Instruments within the Austrian Finance Administration

CAF – Pilot project:

In the year 2006, the Austrian Finance Administration has started his CAF-experiences by a pilot project in one tax and customs office, in four regional director-ates and one department of the ministry (in the management unit).

From this seven CAF-sessions, we gained a lot of very good and practicable results:

• Good amendment to our existing QM-Instruments;
• The CAF model works on all levels of the Finance Administration;
• Adjustment of some CAF-questions;
• Implementation of QM-trainings;
• Pro-active discussion about the „own" organisation;
• Analysis of tasks, processes, etc.;
• Definition of stakeholders;
• Precision of competencies/responsibilities;
• Lack of surveys among clients and employees;
• Lack of information and communication to our staff;
• Sometimes the strategy of the Ministry is not clear for the Tax and Customs of-fices;
• Installation of learning-associations;
• Accentuation that QM is a management task.

These mentioned results lead our Top Management to the strategic decision, to imple-ment the CAF within the whole Tax and Customs Administration.

CAF – Implementation:

In our administration we manage our different units and offices and the performance targets by management by objectives. Every year the appliance of CAF is a target for tax offices, customs offices or audit units for large enterprises.

For conducting the different CAF-steps and for making sure that the CAF-results are practicable for the useres, we have trained several employees and we have founded the "CAF-group" (with a countrywide CAF-Coordinator). The members of the CAF-group act as consultants during the CAF-process.

Every year we have special CAF-activities for our top management. During this events the current CAF-results were discussed and if it is necessary, strategic decisions will be made.

In addition to the strategic quality management target, we have compiled specific CAF-objectives for the future:

• To spread the knowledge of quality management;
• To involve people into the process of changes and to show them their important role in making the organisation better;
• To get a comprehensive overview of the organisation's strengths and weaknesses (incl. bringing the most critical problems to the consciousness of the top manag-ers);
• To provide information for the strategic programming system;
• To use CAF
     - as a management/process development tool;
     - as a tool of process development;
     - as a connection of internal and external activities;
     - as a mind map in changing processes;
     - as support for individual and organizational learning.

Recapulatory we can line out, that the use of the CAF-model has activated our human ressources (we receive a lot of good ideas from our employees) and therefore the CAF is convenient helping us to become one of the best Finance Administration in Europe.

GEORGIOS STAMBOULIS
Chief EFQM, Organotechniki S.A. Athens, Greece

«International Coherence of the CAF Model»

A. INTRODUCTION
The main objective of the Common Assessment Framework application is the definition of improvement plans, which, after their implementation, will allow the Organization under assessment to improve its operation and performance in order to reach "Business Excellence".

It is obvious that in the CAF model the 9 assessment criteria are not independent; nor is their classification in enablers and results their only relation. On the contrary, among the 9 criteria and the 28 sub-criteria, one can observe strong internal interconnections, which concern the different agents involved in the operation of the Organization. The existence of such interconnections, when an improvement plan is implemented, possibly influences more than one criteria or sub-criteria. This is the reason why it is imperative to be able to recognize the relevant interconnections, which quite masterfully are characterized as red threads, and thus have the opportunity to predict the consequences of such improvement plans in the wider spectrum of the operations and performance results of the Organization.

The main agents – without necessarily being the only ones – from which the "red threads" derive and which are considered to be the corner stones of excellence are the following:
     • Communication,
     • CSR - Corporate Social Responsibility
     • Creative approach and innovation
     • Customer/citizen oriented services
     • Governance of the Organization
     • Knowledge and education
     • Human resources
     • The methodology of the implemented procedures
     • Partnerships
     • Sustainability of the results
The charts below illustrate the internal interconnections created by each and every of the forenamed agents, including comments referring to the interconnections.

B. INTERNAL INTERCONNECTIONS OF THE CAF
B.1 COMMUNICATION

1.1 1.2 1.3 1.4	3.1 3.2 3.3		5.1	7.1 7.2		9.1 9.2
	2.1 2.2			6.1 6.2		
	2.3 2.4		5.2			
	4.1 4.2 4.3		5.3	8.1 8.2		
	4.4 4.5 4.6					

Chart 1. Internal coherence of the CAF model concerning communication

Interconnection Description

1.1   Mission, vision and values statement
1.2   Management statement
1.4   External communications
2.3   Strategy and programming statement
3.2   Educational planning and development of communication techniques for risk management and conflicts of interest
3.3   Internal communication
4.1   Communication with strategic partners
4.2   Communication with customers / citizens
5.1   Process communication
5.2   Promotion of electronic (and interactive)communication with customers / citizens
6, 7, 8   Measurement of communication effectiveness

B.2 CORPORATE SOCIAL RESPONSIBILITY

1.1 1.2 1.3 1.4	3.1 3.2 3.3		5.1	7.1 7.2		9.1 9.2
	2.1 2.2			6.1 6.2		
	2.3 2.4		5.2			
	4.1 4.2 4.3		5.3	8.1 8.2		
	4.4 4.5 4.6					

Chart 2. Internal coherence of the CAF concerning corporate social responsibility

Interconnection Description
1.1   Mission, vision and values depicting the Corporate Social Responsibility of the Organization
1.3, 1.4   Relations with internal and external "shareholders"
2.1   Shareholders' involvement in the strategy and programming
2.2   Development of strategy tackling Corporate Social Responsibility issues

2.3   Strategy and programming with the involvement of all stakeholders
3.1   Transparency in strategy and planning as well as in human resources development
3.2   Human resources development
3.3   Human resources involvement in external activities (conferences, participation in social activi ties etc)
4.1, 4.2 Cooperation with social partners as well as with citizens / customers
4.3   Transparency in financial management. Resource assurance for the implementation of the Corporate Social Responsibility
4.6   Environmental issues management
5.2   Development and rendering of services aiming at meeting the customers' / citizens' needs.
5.3   Continuous relations with the citizens / customers
6.1   Citizens' / customers' perception of the Organization
7.1   Employees' perception of the Organization
8.1   Society's perception of the Organization
8.2   Social action indicators
9   Achievement results according to the specifications and objectives set

B3. CREATIVE APPROACH AND INNOVATION

1.1 1.2 1.3 1.4	3.1 3.2 3.3		5.1	7.1 7.2	9.1
	2.1 2.2			6.1 6.2	
	2.3 2.4		5.2		
	4.1 4.2 4.3		5.3	8.1 8.2	9.2
	4.4 4.5 4.6				

Chart 3. Internal coherence of the CAF concerning creative approach and innovation

Interconnection Description
1.3   Encouragement and promotion by the leadership of a creative approach and innovation culture
2.4   Programming, implementation and review of any creative and innovative activities
3.3   Creation of Opportunities for creative and innovative behavior
4.1   Development of basic cooperation relationships for the promotion of a creative approach and innovation
4.4   Making use of information and knowledge for the innovation and creative approach promotion
5.3   Innovation application in the Organization procedures with the involvement of the citizens / customers
6, 7, 8, 9 Performance measurement of the creative approach and innovation procedures

B4.   CITIZENS / CUSTOMERS

1.1 1.2 1.3 1.4	3.1 3.2 3.3		5.1 5.2 5.3	7.1 7.2		9.1 9.2
	2.1 2.2			6.1 6.2		
	2.3 2.4					
	4.1 4.2 4.3			8.1 8.2		
	4.4 4.5 4.6					

Chart 4.   Internal coherence of the CAF concerning the citizens / customers

Interconnection Description

1.4	Relationship development between the leadership and citizens / customers
2.1	Gathering information on citizens' / customers' needs
2.2	Study and balance of citizens' / customers' needs and expectations
4.2	Development of co-operation with citizens / customers
5.1	Introduction of objectives focusing on citizens / customers
5.2	Communication procedures with citizens / customers
5.3	Exploitation of innovative proposals made by citizens / customers concerning Organization procedures
6.1	Results stemming from the measurement of citizen / customer satisfaction
6.2	Results of measurement indicators linked with citizens / customers

B5. GOVERNANCE

1.1 1.2 1.3 1.4	3.1 3.2 3.3		5.1	7.1 7.2		9.1 9.2
	2.1 2.2			6.1 6.2		
	2.3 2.4		5.2			
	4.1 4.2 4.3		5.3	8.1 8.2		
	4.4 4.5 4.6					

Chart 5.   Internal coherence of the CAF concerning the Organizational Governance

Interconnection Description

1.2	Development and implementation of procedures aiming at an effective Organizational governance
4.3	Introduction and implementation of governance procedures at all levels of the Organization
9.1	Reports on economic and other performances
9.2	Reports on economic size measurements

B6. KNOWLEDGE

1.1 1.2 1.3 1.4	3.1 3.2 3.3		5.1	7.1 7.2		9.1
	2.1 2.2			6.1 6.2		
	2.3 2.4		5.2			9.2
	4.1 4.2 4.3		5.3	8.1 8.2		
	4.4 4.5 4.6					

Chart 6.   Internal coherence of the CAF concerning Knowledge

Interconnection Description

2.2	Make use of knowledge for strategic and programming purposes
3.2	Recognition, development and use of knowledge on human resources
4.4	Knowledge management within the Organization
4.5	Implementation of proper technology for knowledge management
7.1	Personnel's satisfaction measurement about knowledge improvement
7.2	Personnel Knowledge enhancement indicators
8.2	Fruitful exchange of knowledge and information with social partners
9	Make use of knowledge for general enhancement of the main Organization performance outcomes

B7. HUMAN RESOURCES

1.1 1.2 1.3 1.4	3.1 3.2 3.3		5.1	7.1 7.2		9.1
	2.1 2.2			6.1 6.2		
	2.3 2.4		5.2			9.2
	4.1 4.2 4.3		5.3	8.1 8.2		
	4.4 4.5 4.6					

Chart 7. Internal coherence of the CAF concerning human resources

Interconnection Description

1.3	Mobilization and support of the Organization's human resources
2.2	Study and balance of the human resources' needs and expectations
3.1	Programming, management and improvement of human resources
3.2	Recognition, development and exploitation of the human resources' skills
3.3	Involvement and empowerment of human resources

7.1   Measurement results linked to human resources' satisfaction
7.2   Measurement results of indicators linked with human resources

B8. PROCEDURE METHODOLOGY

1.1 1.2 1.3 1.4	3.1	3.2		3.3	5.1	7.1	7.2		9.1
	2.1		2.2			6.1	6.2		
	2.3		2.4		5.2				9.2
	4.1	4.2		4.3	5.3	8.1	8.2		
	4.4	4.5		4.6					

Chart 8. Internal coherence of the CAF concerning procedure methodology

Interconnection Description
1.2   System development and implementation for the procedural management and its assignment
     to "proprietors" as part of the management system
2.3   Introduction of proper procedures for the implementation of strategy and programming
3.3   Involvement of employees and their representatives in procedural planning
5.1   Recognition, planning, management and improvement of procedures on a constant basis
5.3   Application of innovation in procedures
6, 7, 8, 9 Measurement of the effectiveness of procedures

B9. PARTNERS

1.1 1.2 1.3 1.4	3.1	3.2		3.3	5.1	7.1	7.2		9.1
	2.1		2.2			6.1	6.2		
	2.3		2.4		5.2				9.2
	4.1	4.2		4.3	5.3	8.1	8.2		
	4.4	4.5		4.6					

Chart 9. Internal coherence of the CAF concerning partnerships

Interconnection Description
1.4   Leadership's management of the relation with stakeholders
2.1   Gathering of information aiming at understanding the stakeholders needs and expectations
2.2   Recognition and balance of the collaborators' needs and expectations
4.1   Development of critical partnerships
4.2   Promotion of partnerships with citizens / customers
9.1   Results of partnerships
9.2   Measurement indicators concerning partnership effectiveness

B10. SUSTAINABILITY

	3.1	3.2		3.3			7.1	7.2		
1.1	2.1		2.2		5.1		6.1	6.2	9.1	
1.2 1.3	2.3		2.4		5.2					
1.4	4.1	4.2		4.3	5.3		8.1	8.2	9.2	
	4.4	4.5		4.6						

Chart 10. Internal coherence of the CAF concerning sustainability

Interconnection Description
1.3   Development of the management framework
2.1   Gathering of information regarding current as well as future needs
2.2   Balance between short-term and long-term needs
3.1   Programming, management and improvement of human resources in an effort to satisfy
              the cur rent and future needs (with regard to the strategy and programming)
4.6   Continuous maintenance and use of all the facilities and equipment assurance
6, 7, 8, 9   Continuous improvement of results

C. PRACTICAL IMPORTANCE OF THE INTERNAL INTERCONNECTIONS
The interconnections mentioned and described above entail a multiple impact of the improvement plans chosen during the final stages of the CAF application in more than one assessment sub-criteria. Examples of that multiple impact are cited below:

• Communication
Developing a communication system with the external stakeholders (sub-criterion 1.4) entails notification to the stakeholders and their involvement in the drafting and implementation of both strategy and programming (2.3). It also entails systematic electronic communication with the strategic partners (4.1) and Citizens / customers, (5.2). Finally, the effectiveness of the communication with the external "shareholders" affects the citizen/customer- and community-oriented results (6.1, 6.2, 8.1, 8.2)

• Citizens / customers
The management of relations with citizens / customers by the leadership (sub-criterion 1.4) includes, amongst others, the collection and study of information depicting their needs (2.1 and 2.2), and the promotion of partnerships with them (4.2). These kinds of relations lead to the identification of the citizen/customer-oriented objectives (5.1) and procedures established so that these objectives can be attained (5.2). Finally, what is mentioned above affects the degree of citizen/customer satisfaction (6.1) and the values of the relevant measurement indicators (6.2)

• Human Resources
The mobilization and support of human resources (sub-criterion 1.3), as well as the study and balance of its needs (2.2), lead the leadership to programming, management and improvement of human resources (3.1), the definition, development and use of the personnel's skills (3.2), as well as to its direct involvement and participation in all the Organizational issues. (3.3). The above-mentioned affect the degree of employee satisfaction (7.1) and the values of the relevant measurement indicators (7.2)

• Procedure methodology
The development and implementation of an integrated management system by the leadership (sub-criteri-

on 1.2) requires the introduction of procedures for strategy building and programming (2.3) and demands the involvement of the personnel in the planning process (3.3) but also the constant recognition, planning, management and improvement of procedures (5.1). The effectiveness measurement of the procedures followed affects all the results of the Organization (criteria 6, 7, 8 and 9)

D. CASE STUDIES

Examples of improvement projects are provided below. Due to the aforementioned internal interconnections, these projects influence more than one areas of the CAF model, as resulted from its implementation in Local Government Organizations:

• An assessment implemented in a Municipality of Northern Greece made it clear that no systematic personnel training programmes are organised (sub-criterion 3.1). An improvement project included the drawing up and implementation of annual training programmes. The effect of the improvement project on other areas of the CAF model, which was also taken into consideration during the implementation phase, is the following:
 - Systematic training, mobilization and support of human resources (1.3)
 - The content of the training programme should stem from the study of the personnel' needs and their balancing (2.2)
 - Systematic training enhances the personnel's skills (3.2) and contributes to its involvement in issues managed by the Municipality (3.3)
 - An improvement of the personnel's view about work conditions in the Municipality (7.1), as well as an improvement of the results concerning human resources are expected (e.g. training hours per year) (7.2)
• In the forenamed Municipality delays were identified in the internal communication of the different services (sub-criterion 3.3). An improvement project foreseen the development of an open dialogue climate was adopted. This project:

 - Will ensure that all employees are well aware of the mission, vision and values (1.1) as well as the Administration system (1.2)
 - Will ensure that all employees are informed of the strategy, programming and possible revisions thereof (2.3)
 - Will contribute to solving problems stemming from conflict of interests (3.2)
 - Requires the drafting of internal communication procedures and their broad communication (5.1)
 - Is expected to contribute to personnel's satisfaction (7.1) as well as to the enhancement of the results concerning human resources (e.g. number of proposals submitted by the personnel) (7.2)

• An assessment procedure in a Division of a Prefecture in Macedonia made it clear that there is no specific system of collection (sub-criterion 2.1) and study (2.2) of citizens'/customers' needs. The improvement project for the development and application of such a system includes the following requirements:
 - Direct and continuous contact of the Service's leadership with citizens/customers both as private persons and as representatives of social groups (1.4), and development of partnerships (4.2)
 - Establishment of objectives and performance measurement indicators focusing on citizens/ustomers (5.1)
 - Communication procedures with citizens /customers (5.2)
 - Possibility for citizens/customers to submit their proposals (individually or through a social group representative) concerning the Service's procedures, as well as the management and exploitation procedures of those proposals (5.3)
 - Citizen/Customer satisfaction measurement system (6.1), as well as internal indicators focusing on citizens/customers (6.2)

• In another Division of the Prefecture mentioned in the previous example, a lack of functional procedures was identified – except for the issues the law provides for – (sub-criterion 1.2). The improvement project chosen focused on the development of a system of procedures. This should:

- Include identification, application, assessment and revision procedures for the strategy and programming of the Division (2.3).
- Promote employee participation (3.3)
- Provide for procedures of planning, management and constant procedural improvement (5.1)
- Include innovation (5.3)
- Introduce performance measurement indicators for the procedures introduced (6, 7, 8, 9)

E. CONCLUSIONS

The Common Assessment Framework model with the 9 criteria, the 28 sub-criteria and the 214 examples is characterized by internal coherence, which documents its holistic character and cannot be ignored. Due to the "red threads" running through the CAF model, the improvement projects adopted should not be based solely on the areas where they are identified, but on a holistic approach that recognizes interconnections and interactions between the sectors of activity and the results of an Organization. The lack of recognition of the internal interconnections and links between the areas to improve often leads to a "mechanistic" set of fragmentary improvement projects, the results of which may not be foreseeable. Therefore, it is considered necessary to be able to recognize, at the drafting stage, the interaction of improvement projects, so that their possible consequences on all the activities and operational results of the Organization can be foreseen and the integrated nature of the CAF implementation may be guaranteed.

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NINA HATZIMULIC
JOZICA VOLCANJK
Kresko Administrative Unit, Slovenia

«CAF - An Instrument of Proactive Performance»

1. INTRODUCTION

Limited financial funds, reduction of the number of employees, constant increase of quality standards on the one hand and more and more demanding customers on the other present the external factors, which the organization has limited influence on. The organization is compelled to react by introducing the changes within its premises.

Administrative Unit (AU) Krško is a decision-making body operating under state jurisdiction covering the areas of six ministries. We do not develop our own administrative services - they are arranged by the legislation. We contribute added value for our consumers and partners by the way of service performance. We have to satisfy consumers in the best possible way within the limits set by public interest.

CAF has proven to be very useful to AU Krško when it comes to encouraging the introduction of various innovations, systems solutions, preventive and proactive performance executed in all business sectors.

2. POLITICS AND STRATEGIES OF ADMINISTRATIVE UNIT KRSKO

The development of politics and strategies started in the year 2000 when the administration based on the analyses of the local events (the vision of the Republic of Slovenia – the principles of legitimacy, judicial safety, anticipation; the quality politics regarding Slovene public administration – legal, independent, politically neutral, impartial, responsible and ethical treatment) realized the necessity of forming business politics and strategic performance. CAF functioned as a milestone making us realize that the ISO standard ensures standardization of the procedures at the AU Krško. By means of CAF, a step further was made. We initiated our own development, identified our mission, elaborated our vision and started to encourage innovativeness, as followed:

• Mission: Handling administration matters concerning national jurisdiction level 1 legally and timely.
• Vision: »We are going to strengthen the position as one of the most successful administrative units in the

Republic of Slovenia by initiating our own development, effectiveness and flexibility. «
• Values:
- The quality of services: legitimacy , expertise, effectiveness, consumers' pleasure;;
- Employees' quality: employees' pleasure, good mutual relations, team work, communication openness, adaptability and prompt modification response;
-          The quality of social activities: extensive social responsibility, development of partnerships, environment friendly activities.

					Regular project PRSPO, CAF
				Regular project PRSPO	Comparing our unit with five
			Pilot project PRSPO	"Plan of activities" — implementation of services in regards to increasing number of clients, system of measures for	other comparable administrative units, measuring the success of already confirmed measures
		CAF	Clients' segmentation,	preventing inconveniences	
	Certificate acquisition ISO 9001: 2000	Vision and strategy, organizational,	internal and external system of	partners' segmentation, training period	
ISO 9001 Resolution: 2000	PDCA cycle, scheme of operations,	culture, cooperation with the environment	communication, substitution system,	system, active cooperation regarding	
Quality politics, measurable goals	mission	exchange of knowledge	internal control system	legislation modifications	
Execution and development of training period ⟶ altering the employees' mentality					
2000	2002	2003	2004	2005	2006
PASSIVE PERFORMANCE	ACTIVE PERFORMANCE		PROACTIVE PERFORMANCE		

3. THE ROLE OF CAF WHEN TRAVERSING FROM THE INTERNAL CONTROL SYSTEM INTO PROACTIVE PERFORMANCE

CAF has functioned as a tool for forming more and more ambitious goals as well as further development of business politics and strategies. Supervision or better to say passive performance was in a certain phrase transformed into preventively adjusted measures already denoting active performance orientated towards activities outside the administrative Unit Krško as well as the future.

Figure 2: Transition from internal control system into proactive performance

Passive performance	Active performance	Proactive performance
Goals are not precisely defined; the result had to be as good as possible	Goals are precisely defined, internal and external factors must be taken into consideration	Ambitious goals set on the basis of a comparison with the best
Final supervision when issuing the administrative act	Time schedule of previous and subsequent multilevel supervision	Supervision is performed as a segment inside the preventive mechanism
Employees are partially acquainted with supervision's findings	Systematical transmission of information to all employees at all levels of supervision	Employees take part in quality procedures
Employees do their job responsibly; results are analyzed at NOE level	Individuals' results are being analyzed	Each person has got individually defined objectives
Periodical survey of the measures effectiveness which were performed in case of irregularities	Current survey of measures	Preventive measures are established to hinder deviations from previously set objectives
Actions in case of objective deviation were not concretized enough	Objective deviation encourages timely defined measures with the person in charge	Objective deviations can be prevented by various measures on the basis of anticipation

4. PROACTIVE PERFORMANCE

The elements of proactive performance regarding Administrative Unit Krško can be seen from Figure 3:

Figure 3: Elements of proactive performance
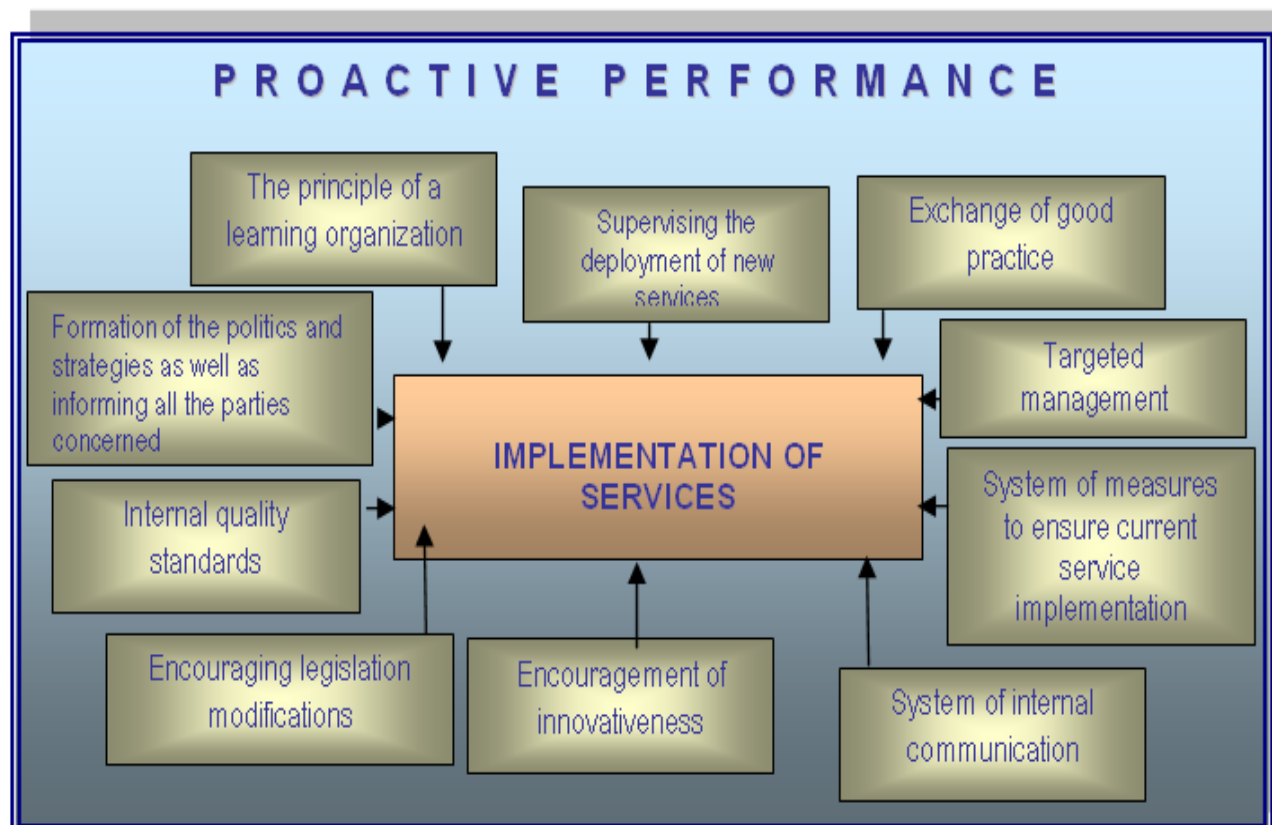
Administrative Unit Krško can be defined as a learning organization. Annual plan of on-the-job-training presents a vast section of our business plan. Planning and execution of the training period is objectively orientated (the emphasis is on acquiring new knowledge, preventing making the same mistakes, improving the quality of process implementation).

We are trying to acquire new knowledge before the modification takes place (for example: in regard to legislation). The plan of the training period is well structured and consists of the following domains: required knowledge, professional knowledge, quality and information science. The table of contents is adjusted according to the strategic orientation of the administrative unit and its annual operating scheme. Supervising the deployment of new services ensures current and professional implementation of new procedures. Their execution is discussed at semiannual surveys where the management confirms preventive measures if necessary.

Figure 4: Diagram showing activities regarding new administrative procedure

Notification of the anticipated modification in the reporter
Date:
Reporter's number:
Legislation:
Procedure:

➤ The procedure is:
  o new
  o substantially changed
➤ Employees' training for anticipated modifications:
  o deadline: _____   performed:_____
  o the following employees are informed:
  _____

Announcement in the Official Gazette
Date:
Nu. Official Gazette of the Republic of Slovenia:

➤ Employees' appointment to perform tasks:
  o deadline:_____   performed:_____
  o task will be executed by:_____
➤ employees' training period for anticipated modifications:
  o deadline: _____   performed:_____
➤ anticipation of possible scenarios and notifying the ministry with possible questions
  o deadline:_____   performed:_____
➤ arrangement of quality documentation (work directive, register, form, submission)
  o deadline: _____   performed:_____

Date of implementation
Date:

➤ Press release:
  o deadline:_____   performed:_____
➤ notification of interested persons and partners:
  o deadline: _____   performed: _____
  o interested partners: _____
➤ evaluation after three months
  o number of appeals:_____, share of confirmed appeals:_____, percentage of AU matters resolved before official deadline in regards to all AU matters: _____
  o measure:
➤ evaluation after six months:
  o number of appeals:_____, share of confirmed appeals:_____, percentage of AU matters resolved before official deadline in regards to all AU matters: _____
  o : _____
  o measure:
➤ evaluation after twelve months:
  o number of appeals:_____, share of confirmed appeals:_____, percentage of AU matters resolved before official deadline in regards to all AU matters: _____
  o measure:

Previously designed quality management model supports four various procedures, incorporates its own quality and effectiveness indexes which are used for comparing our work with the work of other administrative units. All indexes together are specified as internal quality standards of Administrative Unit Krško which can be seen in Figure 5.

Figure 5: Internal quality standards

INTERNAL QUALITY STANDARDS

Management of administrative procedures	Employees	Clients – beneficiaries of administrative services	Responsibility towards society
• 98 % administrative matters solved, • 75 % confirmed administrative provisions in regards to level 2	• The evaluation of employees' satisfaction is 4,29 • 18 % employees cooperate in AU projects • 30 % of public servants are given the grade excellent; while nobody got a satisfactory	• The evaluation of service quality is above 4,8 • At least 85 % clients do not have to wait in queues • clients' expectations about the employees' characteristics were exceeded • share of praises in the book of impressions is above 85 %	• 90 % participation in project groups out side of AU; • At least 50 % confirmed suggestions of legislation modifications • Partners' evaluation in cooperation with AU reached at least a 4

Encouraging innovativeness and its development was closely linked to implementation of tools used for ensuring quality administrative operations.
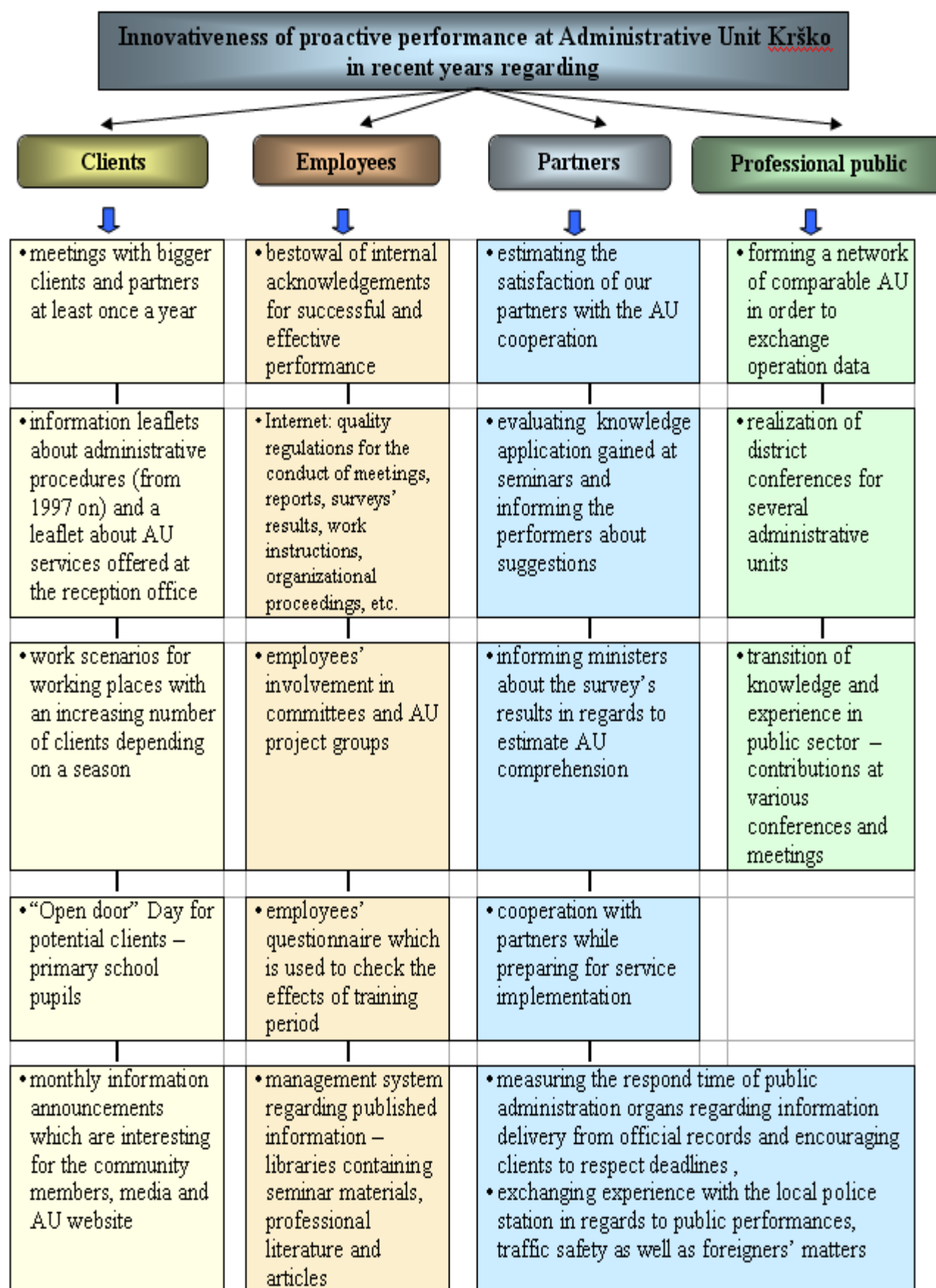
Phase 1: (2000 - 2001) – the system for quality management according to ISO standard was used to regulate the formal aspect of administrative unit development – procedures were defined and the quality management was ensured. Employees were able to propose various modifications. However, they did not do that frequently.

Phase 2: (2002 - 2003) –When the first evaluation according to CAF was performed, we realized that the creative abilities are not only linked to our management which was trying to motivate the employees in order to exceed the clients' expectations. They have already started changing the organizational culture by emphasizing co-responsibility in regards to achieving results. However, the system did not revive. Employees' initiatives were scarce.

Phase 3: (2004 - 2007) – is called "a growing up phrase". (We participated in PRSPO four times and we performed another evaluation according to CAF) Employees finally accepted quality as their every day routine. The organizational regulation has defined the criteria for improvement   as well as establishment of a board of commissioners whose task was to choose and evaluate various suggestions four times a year. The number of suggestions is increasing – the suggestions are related to the proceedings of administrative procedure management, sustaining proceedings as well as improving the satisfaction of employees and the clients.

However, the path leading towards quality and business excellence consists of many, everyday "innovations" as well.

Figure 6: Innovativeness of proactive performance at Administrative Unit Krško

Innovativeness of proactive performance at Administrative Unit Krško in recent years regarding			
Clients	**Employees**	**Partners**	**Professional public**
• meetings with bigger clients and partners at least once a year	• bestowal of internal acknowledgements for successful and effective performance	• estimating the satisfaction of our partners with the AU cooperation	• forming a network of comparable AU in order to exchange operation data
• information leaflets about administrative procedures (from 1997 on) and a leaflet about AU services offered at the reception office	• Internet: quality regulations for the conduct of meetings, reports, surveys' results, work instructions, organizational proceedings, etc.	• evaluating knowledge application gained at seminars and informing the performers about suggestions	• realization of district conferences for several administrative units
• work scenarios for working places with an increasing number of clients depending on a season	• employees' involvement in committees and AU project groups	• informing ministers about the survey's results in regards to estimate AU comprehension	• transition of knowledge and experience in public sector – contributions at various conferences and meetings
• "Open door" Day for potential clients – primary school pupils	• employees' questionnaire which is used to check the effects of training period	• cooperation with partners while preparing for service implementation	
• monthly information announcements which are interesting for the community members, media and AU website	• management system regarding published information – libraries containing seminar materials, professional literature and articles	• measuring the respond time of public administration organs regarding information delivery from official records and encouraging clients to respect deadlines , • exchanging experience with the local police station in regards to public performances, traffic safety as well as foreigners' matters	

Information about current and future needs and expectations of all the parties concerned enable the formation and notification of our politics and strategies. The strategic goal in the area of collecting information is so called "information covering" of all parties involved. Ministry of Public Administration and other national organs, parties and others provide us with information which presents a key factor to our work.

We started to exchange information with other units which were chosen on the basis of their results which were comparable to our in regards to their success and effectiveness. The person in charge attends to its currency. Our external and internal parties concerned are notified about our politics and strategies by using various communication methods such as workers' assembly, department meetings, annual personal table talks, internal ISO documentation and internet. This way we ensure the familiarity of the goals as well as the policy making of the administrative unit enabling mutual and harmonized functioning.

5. CONCLUSION

Previously depicted system was established as a result of our own initiative and employees' motivation. There was no pressure from the market neither from the state. The use of quality tools such as CAF, ISO, and PRSPO played an essential role while the success can be confirmed in view of the achieved results in the year 2007. For example:

• 98,9 % of all administrative matters were solved,
• only 0,16 % clients complained regarding the issued acts,
• in 88,24% the ministries have confirmed the regularity of our decisions regarding the complaint procedures,
• clients have appraised our services with an estimation of 4,84 on the scale from1 to 5,
• employees expressed their pleasure with an estimation of 4,2 on the scale from 1 to 5.

The quality path at AU Krško will never be completed; no matter how effective, successful and innovative we are regarding the implementation of services, our clients will still be more and more demanding, accustomed to swift, polite and professional services. Our clients will always expect more from us. The reason why all the quality models employ the expression "constant improvement" probably lies right here. Everything mentioned above presents motivation for all the employees at AU Krško and at the same time functions as a commitment for the future! Although this path can be steep and unpredictable at times, we are aware of the following:

One, who stops being better, stops being good.
Oliver Cromwell

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NICK THIJS
PATRICK STAES
European Institute of Public Administration - EIPA, Holland

«The Use of Organizational Performance Information for Organizational Improvement CAF - Self evaluation and Organizational Improvement»

Towards European public service cooperation
Following years of informal consultations, there was an increasing need within the European Union for a more intensive and formal response in order to optimise cooperation with respect to the modernisation of public services. With the creation of the European Public Administration Network (EUPAN) in 1988, the ministers and directors-general responsible for public administration have gradually focused less and less on the direct effects of European integration on their respective civil services and instead are discussing in more general terms public management problems as a whole. The preparatory work that had been performed for several years at this informal level by the public service heads of the various EU member states, led in November 1998 to a ministerial declaration containing "the general principles concerning the improvement of the quality of services provided to citizens".

During the Austrian EU Presidency in the second half of 1998, the possibility of developing a European Quality Award for the public sector was discussed in the framework of the informal meetings of the Directors-General of the Public Administration of the EU Member States. The idea as such was dismissed in view of the fact that the diversity of cultures and visions of "quality" in the public sector in EU countries would not allow for direct competition, but an alternative was developed and finally accepted: the establishment of a common European quality framework that could be used across the public sector as a tool for organisational self assessment. The discussions revealed that what was lacking in the realm of quality management, was an easy to use and free entry tool for self-assessment in the public sector that could help public administrations across the EU understand and employ modern management techniques and could be of particular relevance for those public sector organisations that are interested in trying out the use of a quality management system, are just embarking on their "journey to excellence" or those that wish to compare themselves with similar organisations in Europe.

The Common Assessment Framework (CAF) – as it was later called – should be jointly developed under the aegis of the Innovative Public Services Group (IPSG), an informal working group of national experts set up by the Directors General in order to promote exchanges and cooperation where it concerned innovative ways of modernising government and public service delivery in EU Member States. The basic design of the CAF was then developed in 1998 and 1999 on the basis of joint analysis undertaken by the EFQM, the Speyer Academy (which organises the Speyer Quality Award for the public sector in the German-speaking European countries) and the European Institute of Public Administration. First pilot tests were conducted in a number of public sector organisations and the "final" version of the CAF was presented during the First Quality Conference for Public Administration in the EU in Lisbon in May 2000. The CAF differs from the EFQM-model on a number of dimensions (sub criteria) and explicitly takes account of the specificities of the public sector. This characteristics of the CAF has been reinforced with the second and improved version of the CAF officially presented during the second Quality conference for public administrations in the EU held in Copenhagen in 2002 under the Danish presidency of the EU. In 2006 the CAF model got a new revision.

The CAF 2006 model: more then a superficial polish
In May 2000 a first version of the CAF was presented. In 2002, the Caf-model was renewed for the first time and improvements were made. The model was simplified and still more adapted to the public sector. In March 2005 the network of national CAF correspondents decided to evaluate the model for a second time. In the meantime between 2000 and 2006 approximately 900 European public sector organisations applied the model to improve their functioning.

To the main targets and ambitions still nothing has changed. The CAF is offered as a user-friendly and approachable instrument helping public sector organisations to introduce quality management techniques to improve their performances. The involvement of the employees is at the centre. The CAF provides a

framework for self evaluation. The CAF model has been designed especially for public sector organisations, taking into account their characterisations and individual characters. The four main aims are defined as:
- Introduce the principles of Total Quality Management control in public sector organisations and install a dynamic of continuous improvement;
- Promote self evaluation of public services to get a diagnosis of strong and improvement points;
- Building bridges between the different quality models;
- Promoting benchlearning (exchange of good practices) between organisations from the public sector.
The need to adapt and improve the model was the result from several studies and was discussed at the CAF users events of 2003 and 2005, and the permanent feedback of CAF users. A number of areas of improvement came to the surface: increase the coherence and simplicity of the model, increase the user friendliness by improving examples and the glossary, develop a more fine-tuned scoring system for certain users, broaden the quality approach with directives for the improvement action plans and guidelines for benchlearning. The results was a better definition of certain criteria and sub criteria, an increase of the internal consistency of the criteria, the formulations and the way of evaluating and scoring.
Despite the procedure of adapting the model was highly technical and conceptual, there was a very strong participation of 15 countries during the process of the revision. Several countries prepared sub-topics in working parties which were supported substantive by EIPA (European Institute or Public Administration) and there were a strong contribution of EFQM. The renewed CAF model looks as follows:
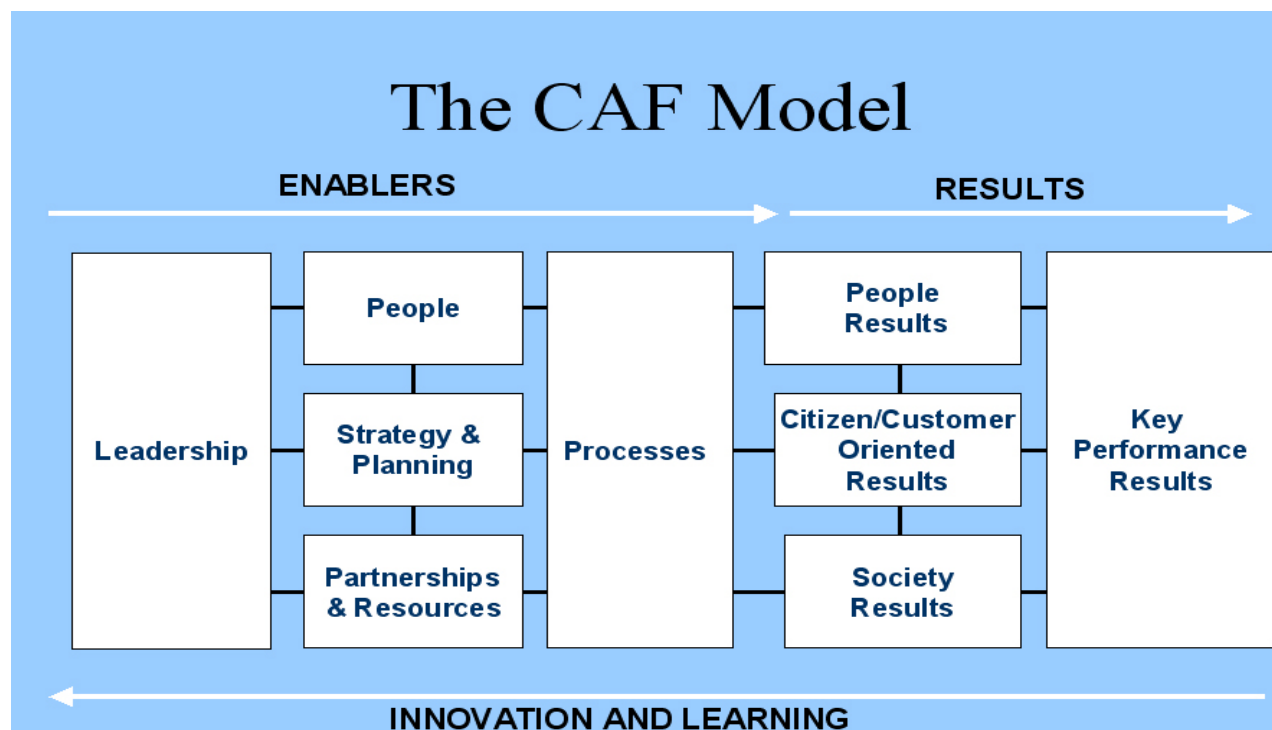
To the general structure it was not touched, however, a substantive number of modifications was carried out: 28 instead of 27 sub criteria, more attention for the component leadership, a more change management focus on the continuing improvement in the strategy and planning, attention for outputs as well as outcomes in the final results. The most visible changes are introduced to the scoring system. The development of the fine tuned scoring system illustrates the dynamics in the application of the CAF and the mixtures in the maturity of organisations using the model. Some countries and organisations wish more importance to the scoring, whereas others swear at the simplicity of the original scoring system. To slow down nobody in the development of the quality management the fine tuned scoring system has been invented. It is substantive richer, but demands more expertise and time. It is up to each organisation to determine which system it will use. The main points are for both scoring systems the same: the application of the PDCA cycle at the factors and the tendency and level in which the targets and aims are reached at the results.

A state of affaires of CAF in Europe

The CAF 2002 model has been translated in 19 languages, in the meantime now also the translations of the 2006 takes place. For all the translated versions look on the site of EIPA and the CAF resource centre (www. eipa.eu/caf). During the UK presidency the CAF community in Europe was given the task reaching 2010 registered CAF users in 2010. A database was created were CAF users can register and upload their good practice . At present 900 users from 33 countries have been registered. A doubling therefore is needed in 4 years.

Belgium (192)	Romania (22)	Lithuania (4)
Italy (141)	Estonia (16)	Luxembourg (4)
Portugal (85)	Bosnia-Herz. (16)	Turkey (4)
Denmark (80)	Finland (14)	EU Institutions (3)
Austria (48)	Slovakia (12)	Bulgaria (2)
Germany (45)	France (11)	Latvia (2)
Czech Republic (38)	Spain (7)	UK (2)
Slovenia (37)	Cyprus (6)	Netherlands (1)
Poland (37)	Greece (6)	Switzerland (1)
Hungary (32)	Sweden (5)	EU Commission (1)
Norway (18)	Ireland (4)	Croatia (1)

But of course the quantative target is one thing, the quality of the CAF application in each organisations is another and even more important ambition. To get an idea of the quality of the application the CAF resource centre carried out a research at the CAF users in the second half of 2005. In this research organizations were asked why they have chosen to use the CAF. By raising this question we looked for the reasons why organization wanted to use an organizational performance model. On the basis of closed questions a number of possible reasons that could be decisive for using the CAF were presented to the organizations. There were two different categories of reasons, internal and external reasons. On the basis of a 5 point-scale (1 not important at all -> 5 very important) organizations were asked how important the presented reasons were for using the CAF. In the table the, top 15, reasons are presented, with the mean scores and the type (internal or external). The 12 reasons considered to be the most important are all internal reasons. They have the upper hand with a clear accent on the wish to identify strengths and areas for improvement, stimulating a culture of quality management and starting with continuous quality improvement, which is exactly the purpose of a self-assessment tool. Organizations want to use CAF in the first place for themselves, the ownership is very high. On the other hand, external reasons can also be valuable in case the application of CAF responds to a demand from the stakeholders or the political level.

However, identifying and evaluating the strengths, weak points and improvement areas of an organizations is the first step, ensuring an adequate and structured follow-up is not always easy an is a matter of implementation. Organizations were asked at the actual improvement plans and activities.

A large dynamic and a lot of activities are taken place within the members states and on a more European level, stimulating and supporting public sector organizations in using the CAF model. Allowing public sector organizations to assess themselves, share their good practices and moving towards well performing, qualitatively good working organizations.

Reasons	Mean	Type
The organization wanted to identify strengths and areas for improvement	4,20	Int
To develop sensitivity to quality issues	3,63	Int
Intention to involve staff in managing the organization and to motivate them	3,57	Int
As an input into ongoing improvement activities, restructuring etc.	3,54	Int
The organization used the CAF as a first diagnosis in the start of a strategic planning process	3,53	Int
To promote the exchange of views in the organization	3,51	Int
Because the top management wanted it	3,43	Int
To prove that the organization is willing to change	3,17	Int
To promote cultural change in the organization	3,14	Int
To embed a new system of performance management/measurement	3,09	Int
Need for a quick "health check" of the administration	3,07	Int
Increased sensitivity of staff to quality	3,07	Int
Because the CAF was communicated in a convincing way	3,05	Ext
We were looking for a tool to launch benchmarking	3,03	Int
To face a growing need for accountability and strengthen the legitimacy towards all the stakeholders	2,90	Ext

HENRYKA PIEKARSKA
Doctor of Social Sciences, Poland

«The improvement process of the quality management in the Tax Office in Sierpc»

Official subordination:
Jan Borkowski – The Director of the Revenue Office in Warsaw
Jan Vincent – Rostowski – The Finance Minister
Poland

In my presentation, I will introduce the improvement process within quality management in the Tax Office in Sierpc. It is not a big office, it is one among 51 offices in mazovian region, where the capital of the country – Warsaw is situated. The dwelling-place is situated in a historic but modernized building.


Photo nr 1 The crew

There are approximately 60,000 inhabitants in our area, on the other hand the crew consist of 60 people and 80% of them with master degree, which means one clerk provides service to 1,000 taxpayers.
The Tax Office in Sierpc is one among 51 offices subordinated to the Revenue Office in Warsaw and one among 402 offices subordinated to the Finance Ministry.

The mission of the Finance Ministry is:
• to gain the incomes next to the maximum level of voluntary fulfilment tax duties,
• to ensure high quality of service to taxpayers,
• to comply with unified tax low in relation to all taxpayers.
Currently, the Finance Ministry is doing a huge project connected with introducing unified quality management system in the whole public administration, within Transition Facility 2005 programm, co-financed from the budget of UE. The manager from the Tax Office in Sierpc works actively in the Group of Quality Managers. The assignments of the crew are: preparing the quality self-book for Polish tax offices, study the standards and quality indexes. The strategic target is the improvement of Quality Working of Public Administration Offices.

Although it's hard to be well associated in this situation our ambition is to introduce the rule of Jean Baptiste Colbert (the minister of the King of France Louis the XIVth):
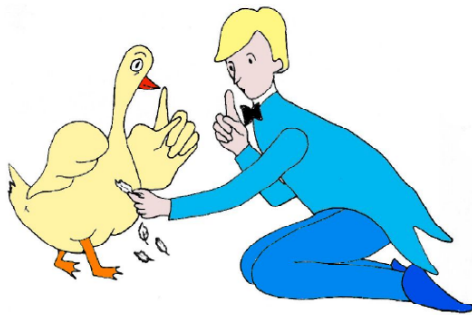
Sketch nr 1

'The art of tax collecting
is the art of plucking the goose,
maximum feathers
minimum squealing'

Earlier, tax offices were introducing quality management systems because of their own initiatives. The Tax Office in Sierpc is the example of such activities. It is the reason of participation of our employees in activities, which are executed by the Finance Department, within above project. They participate both as managers and as quality coaches.

During the preparing and introducing the systems in the Tax Office in Sierpc, we used many years' and multi-stages programm of the development quality system, which the first stage was a pro-customer orientation in service of a customer of the Office. We have done the 'front office' and a play corner for children. Our treatment of customers was awared – we have obtained the title of ' The Most Friendly State Administration Office in 2003

Photo nr 2 A play corner for children

Next stages were introducing Quality Management System EN ISO 9001:2000 (2004), CAF (2006), analysis SWOT (2006) and cooperation within benchmarking-benchlearning group (2006). We have received due to involvement of our employees the certificate from Brussels, which is the confirmation of introducing and using the quality management system in the Office according to requirements EN ISO 9001:2000, within all processes connected with taxpayers service, the fulfillment of tax budget incomes and administrative execution

Furthermore, in 2005 the Finance Ministry and Business Centre Club admited to the Tax Office in Sierpc the title of 'The Tax Office Friendly Businesmen in 2005' and also in 2005 we received the award because of maintenance high standards of service in the competition of the Cief of Civilian Service under the auspices the Prime Minister 'The most Friendly State Administration Office in 2005'. The methods of the organiza-tion and gained achievements   in the Office were introduced at the quality conferences in EU countries, e.g. at III QC in Rotterdam (2004), IV QC in Tampere (2006) and in 3rd European CAF users event in Lisbon (2007) because of the victory in the competition in Poland connected with good practise. Additionally we participated in the IOTA meeting in Birmingham (2005). Besides we also received the reward European Public Sector Award for our Office in Lucerne (2007).

The Tax Office in Sierpc inspired the idea and established benchmarking and benchlearning group CAF to bring the experience gained at international Quality Conferences in Rotterdam and Tampere and par-ticipation in IOTA activities as well as the experience of usage of CAF and ISO to polish tax administration reality.

Photo nr 3 The B-B Group

The establishing meeting of the B-B Group took place in Sierpc. There were the head directors of tax offices from Lublin, Kartuzy, Walcz and Sierpc.
The Head Director of the Tax Office in Sierpc was chosen as the leader of the group.It is the first such project in Poland.   It causes the growth of the office potential thanks to cooperation and not competition.

Establishing the cooperative group was proceeded by several years of experience of the Tax Office in Sierpc based on using EN ISO 9001: 2000, self- assessment CAF and SWOT analysis. Numerous visits of representatives of other Polish and UE offices inspired us to create a group which would exchange experience.
The experience of different countries presented at IV CQ in Tempere gave us a tool which is   a benchmarking- benchlearning group CAF.
 The assignments are:
• creating the organizational frames for the enterprise (establishing benchmarking benchlearning group),
• comparing the results of self-assessment CAF, data and information about the fields being the good sides of the organization as well as the ones requiring improvement,
• comparing the processes and practices used by the other offices belonging to the group that are considered the best in the analyzed field,
• collective training process,
• finding out and naming the factors improving and impeding the innovative processes,
• collective training, progress and improvement of professionalism of the engaged crews,
• adaptation of the best practices.
I must emphasize there were no costs of the realisation of the project.

The growth of the tax offices potential by improving the quality of the services and searching for the patterns of actions enabling gaining the best results of the organization minimizing the costs is the strategic target of good practise. The executive targets are:
• establishing the benchmarking- benchlearninging group CAF,
• comparing the processes and exchange of good practices used in the office with the ones used in the offices considered the best in the analysed field,
• collective training, progress and improvement of professionalism of the teams/crews participating in the project,
• collective work on improving procedures/practices,
• finding out and naming the factors improving and impeding innovative processes.

The effects of the project are following:
• improving the quality of the services, introducing the patterns of procedures enabling gaining the best results thanks to:
    -self assessment of the tax offices and comparison of results,
    -collective training, progress and improving the professionalism of the services,
    -the cooperation within the group aiming at experience and good practice exchange,
    -benefiting from the cooperation with the UE countries (bringing the patterns to Polish reality),
• learning on the basis of mistakes made by the others to avoid making the same ones,
    -the growth of the individual potential without training and elaboration costs,
    -gaining the public trust in administration,
    -the growth of satisfaction of customers and employees.

We control the level of the organization using the tools of CAF e.g. RADAR. The activity pro-social is our strong side.

The effects of common assessment framework are presented beneath:

Diagram nr 1 RADAR Common Assessment Framework
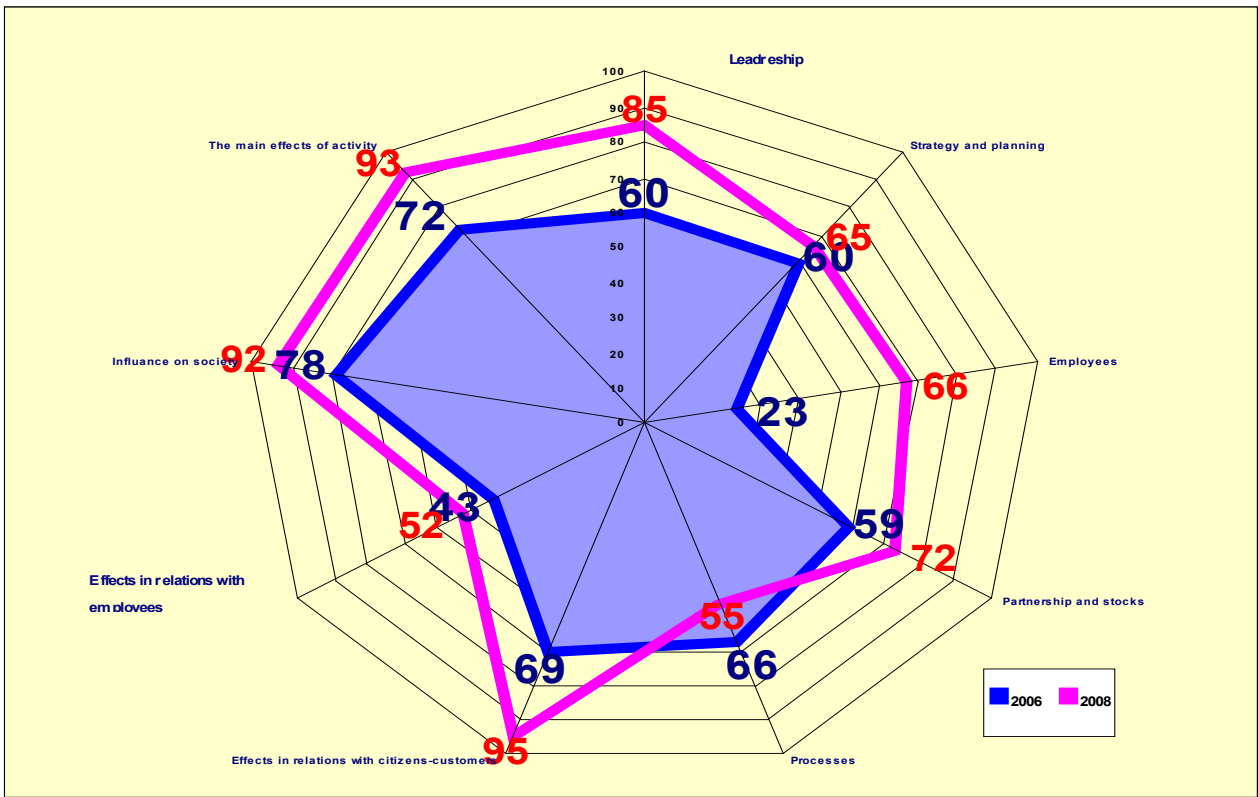
Diagram nr 2 Comparison effects of the CAF 2005 and 2007

Legend:
□ Self assessment 2005 - Sierpc
■ Self assessment 2007 - Sierpc
□ The average of the BB Group - 2007
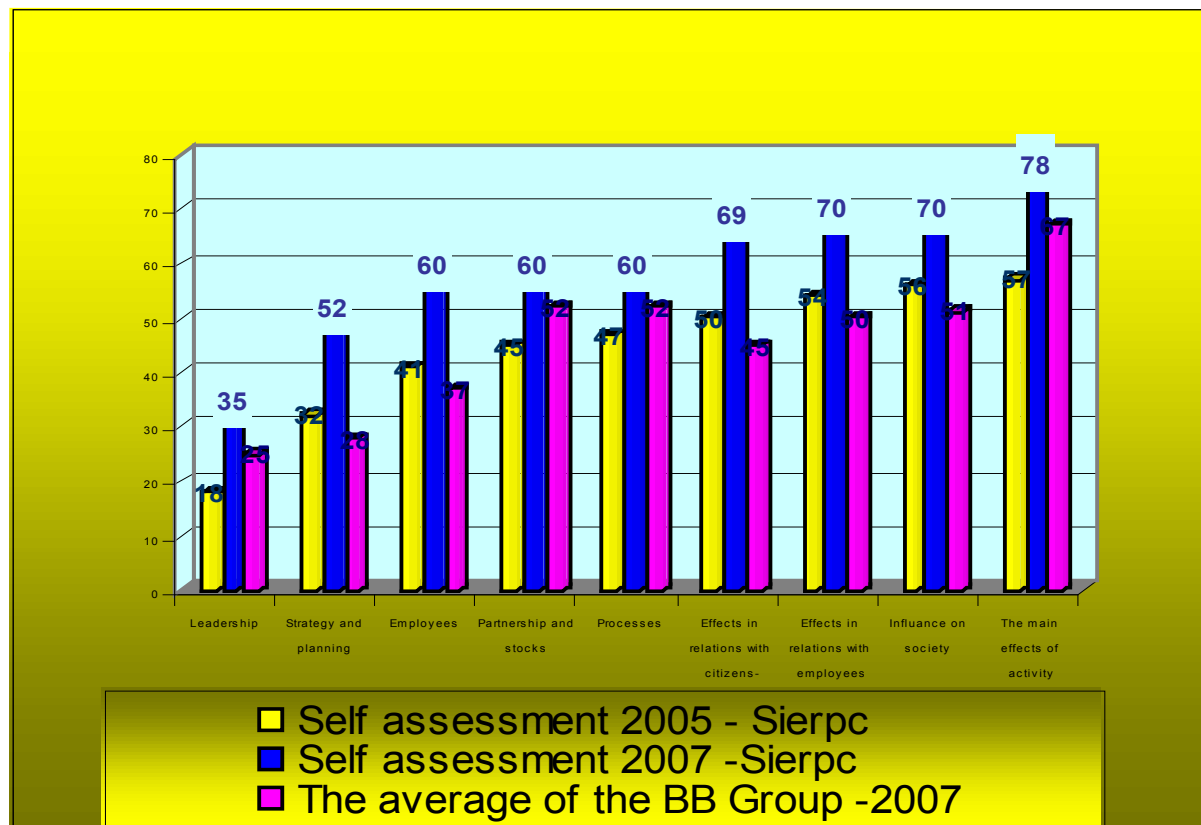
As we can see comparison of the effects of the self – assessment from 2005 and 2007 year, we can notice apparently increasing tendency. It is caused by many factors among which are far better effects in the area of employment, relation with citizens and better effects in general activity.

However we encountered a few obstacles e.g.
• psychological barriers among the crews of the offices (changing the mentality from competition to co-operation),
• equipping the offices with computers,
• problems with organization of the meetings due to overworking,
• frequent changes of law ,
• lack of motivation system supporting the development process.

Despite of above difficulties, I must admit, it was worth of our effort. Owing to it, we gained experience:
• ability of friendly and creative cooperation among the offices from different regions,
• development of organization and simplification of administrative procedures,
• development of good practices,
• ability of managing the system of changes,
• introduction and development of new informatics and communication technologies.

The public administration of UE countries is exposed to constant process of evolution. The bureaucratic model of the organisation is no longer valid in the theory of organization and managing the public administration. The professional service demands constant and systematic progress of individuals, innovations and changes.

The Head of the Tax Office in Sierpc with the assistance of the management, plenipotentiary of quality and the self- assessment team CAF were in charge of introducing the project. The project was realized in cooperation with other tax offices, with participation of supervising unit, without employing other consultants

at this level.

The project is of a pioneer character. It aims at the exchange of experience and practice from different regions and passing the knowledge gained in the assembly of UE countries. The practice shown serves the employees as well as the customers of the offices.

It motivates to take the risk of further challenges and building the organization of creative people who live and work according to the values, change their customs and creatively influence their environment.

The creator of the theory of quality management W. Rogers said: 'even if you are on the right way they will chase you away if you are only sitting still.'

I think that the collective development and openness to innovations whose tool is the exchange due to benchmarking- benchlearning, ensures the development of the organization and quality improvement of public administration.

We are aware of the fact that 'everybody must die and pay taxes' (Benjamin Franklin) but we know as well that these taxes can be collected in different ways.

We realize it is a really difficult task to change the taxpayer – so we should rather change ourselves. We must act strenuously and constantly but with respect to the situation of a man from behind the desk. Let us, as far as it is possible, be prone to compromise. Normally, let us be friendly. In 2003 I prepared some funny both friendly clerk's and taxpayer's cribs . These cribs are following:

Friendly clerk's crib
• KEEP SMILING – you have got a chance the tax-payer will also smile to you,
• DON'T BE AFRAID OF THE TAXPAYER – he hasn't come to check you; if he asks, he has some daubts,
• RESPECT TIME – ask indecisive people how you could help them,
• HELP THE TAXPAYER – you will be an authority for him,
• THERE ARE NO STUPID QUESTIONS – ask carefully so that you wouldn't give stupid answers,
• YOU ARE A PROFESSIONAL – others count on you,
• DON'T BE ASHAMED IF YOU DON'T KNOW – tell the taxpayer you'll solve the problem, take his phone number and call him back,
• LEARN THE ACCEPTED – analyse the regulations,
• SMILE FINISHING THE TALK – people who create good impressions are appreciated,
• BE A FRIENDLY PROFESSIONAL!

A taxpayer's crib
• KEEP SMILING – at the beginning,
• DON'T BE AFRAID – there are no enemies here, the forms are easy, you only have to read the following blanks,
• RESPECT TIME – earlier think over what you want to arrange here, each worker of the office is a friendly partner for you
• THERE ARE NO STUPID QUESTIONS – dont't hesitate to ask any questions you have,
• WE TREAT YOU IN A PROFESSIONAL WAY – each problem will be solved, more difficult issues will be attended by the higher unit and you will get the answer on the phone,
• NOTE ALL CIRCUMSTANCES – they can influence on the final results and decision,
• RESPECT THE DEADLINES – you will avoid problems,
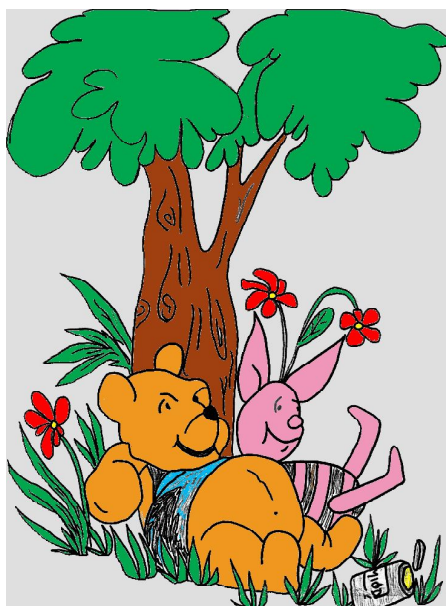• KEEP SMILING AT THE END – we like people with positive attitude.
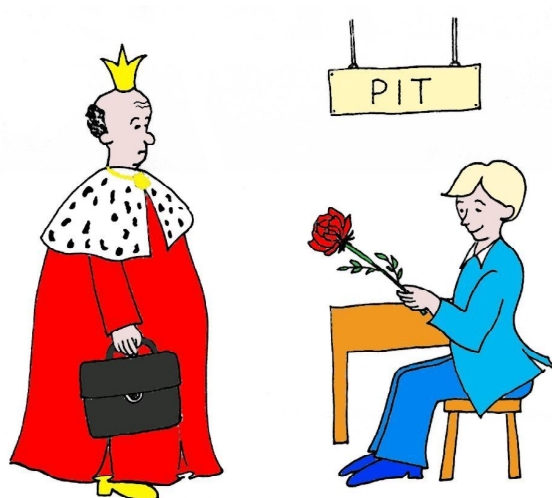
In my opinion, relations between taxpayers and clerks are very important. We, as the public service, should create the most comfortable conditions to make the stress of paying the taxes reduced to the necessary minimum.

'Client is a king'
M. Kissinger

Sketch nr 2

What is the basis of creative actions?

As Prof. Tadeusz Kotarbinski said: 'The matter is to do enthusiastically – what are you have to do!'

Sketch nr 3

It is a huge satisfaction, as employees of the Office, that such not big team of creative and open-minded people, have joined into creative a new picture of Polish tax administration. We are aware that only institution which improves management systems can build the fundation of its own future.

We aim at development of intellectual potential of the crew i order to be a partner for our customers. In creative way we concentrate on solving the problems and breaking the barriers, mainly psychological and organization-technical.

To sum up we are satisfied despite of difficult work in such social sphere (the treasury), we can put our brick in order to raise the level of public administration, propagate benefits of quality management systems CAF and ISO.

FILIPPOS LEFKATIS
Municipal Engineer, Municipality of Latsia, Cuprus

«Introduction of the ISO 9001:2000 Quality Management System in the Technical Service of the Municipality of Latsia - Nicosia - Cyprus»

1. MUNICIPALITY OF LATSIA

GEOGRAPHICAL POSITION:
The Municipality of Latsia is one of the seven Municipalities the urban complex of the broader Nicosia area is made up of. It is in South Nicosia and is the main entry connecting Nicosia with the other cities through the highway.

Today Nicosia is the only divided world capital with a dividing line due to the Turkish occupation of the northern part of the city. Therefore, the city mainly expands towards the South, where the Municipality of Latsia is located.

POPULATION:
The population of the Municipality of Latsia amounts to appr. 16000 inhabitants. A special and important feature of the Municipality is that 80% of the population was displaced by the Turkish army following the 1974 Turkish invasion of the North of Cyprus.

2. ORGANISATION OF THE MUNICIPALITY
Legally speaking, the operation of Municipalities is mainly based on the Law on Municipalities. It is rather progressive and grants different competencies to new municipalities. However, due to limited financial resources, municipalities are weak as they financially depend on the State. Particularly the Municipality of Latsia faces problems of financial resources considering that 80% of its constituents have been displaced persons since 1974 and many of them are senior citizens.

The Municipality's administration is run by the Mayor and the Municipal Council. During the last municipal elections, the members of the Municipal Council increased from 10 to 12 due to the population increase recorded.

Constituents are served by the Municipal Services, where 21 employees and different crews with 50 workers work.

MUNICIPALITY SERVICES
Municipal employees are distributed in the following Services:
- Secretariat
- Technical Service
- Public Heath and Cleanliness Service
- Municipal Treasury
- Tax Department

3. MUNICIPALITY OF LATSIA – A DEVELOPING MUNICIPALITY
Before the 1974 Turkish Invasion, the Municipality of Latsia was a village of appr. 1500 inhabitants at an 8 km distance from the capital, Nicosia.

Since 1974 it has rapidly developed in all sectors. This is proven by the new services, industries, companies, the improvement and expansion of infrastructure and, mainly, population increase, as shown below:

TABLE 1

POPULATION	
YEAR	No. OF RESIDENTS – COSTITUENTS
1974	1500
1983	8300
1995	10000
2007	16000

4. MUNICIPALITIES' COMPETENCES

One of the most important competencies of the Cypriot Municipalities is issuing development licences. Particularly in Municipalities undergoing considerable or even rapid development, licensing is not only the opportunity but also the tool for monitoring development and assurance of the constituents' quality of life and comforts.

Legally speaking, the operation of Municipalities is mainly based on the Law on Municipalities. It is rather progressive and grants different competencies to new municipalities. However, due to limited financial resources, municipalities are weak as they financially depend on the State. Particularly the Municipality of Latsia faces problems of financial resources considering that 80% of its constituents have been displaced persons since 1974 and many of them are senior citizens.

5. TECHNICAL SERVICE OF THE MUNICIPALITY OF LATSIA
PERSONNEL:

Due to different factors (state, financial, procedural etc. restrictions) the personnel of the Technical Service is too limited to meet the real needs concerning the constituents' service and the planning and implementation of new infrastructure and development projects.

The personnel consists of:
1 Municipal Engineer (specialisation: Architect Engineer)
1 Executive Engineer (specialisation: Civil engineer)
3 technicians
1 clerk

TECHNICAL SERVICE DEPARTMENTS

- Development Licensing Department (construction licences, partition licences, approval certificates etc.)
- Projects and Constructions Department (planning, constructions, repair – maintenance crews etc.)
- Document Filing - Circulation

6. DEVELOPMENT LICENSING DEPARTMENT.

This department was set up and started operating when the Municipality was founded in 1986.

Recruitment and education are carried out progressively in an effort to tackle the rapid pace of development and the increasing constituents' demands. For these reasons the Licensing Department has become very important.

MAIN LICENSING STAGES
- Submittal of an application
- Preliminary examination
- Consultation with other Departments, Services, Ministries etc.
- Final examination
- Payment notice of licensing fees
- Issuance of licence

7. CONTINUOUS INCREASE IN APPLICATIONS FOR DEVELOPMENT LICENCES.

As mentioned above, due to different geographical, financial, technical, urban planning etc. parameters, there has been an increase in applications for development licences. This trend is also illustrated in table 2 below referring to the applications status over the past few years.

TABLE 2

APPLICATIONS FOR DEVELOPMENT LICENCES			
YEAR	CONSTRUCTION LICENCES	PARTITION LICENCES	TOTAL
2003	176	47	223
2004	207	49	256
2005	212	81	293
2006	179	66	245
2007	218	79	297

8. INTRODUCTION OF THE ISO 9001:2000 QUALITY MANAGEMENT SYSTEM.

The continuous increase in the number of cases in the Licensing Department created problems and concerns at to how to deal with different issues. These issues include quality of services provided, correct implementation of law, regulations and procedures, response time to requests/applications, in Governmental Services, the possibility to prepare aggregated data and numbers contributing to making correct estimates and planning.

At the end of 2005 the Municipality decided to start the implementation project of the ISO 9001:2000 Quality Management System.

OBJECTIVE OF THE QUALITY SYSTEM IN THE TECHNICAL SERVICE:

- The implementation of the project initially focused on:

(a) Explaining procedures and stessing the importance of the ISO:9001:2000 quality management system
(b) Supervising compliance with the system by the Technical Service personnel.

9. PROCEDURES ANALYSIS OF QUALITY MANAGEMENT SYSTEM IN THE MUNICIPALITY'S TECHNICAL SERVICE.

The procedures the Municipality's efforts focus on are mentioned in brief below:

D 10: Organisation of Technical Service:
Jobs, their responsibilities and roles are recorded. This issue is considered particularly important. With constant reminders and specifications members of the Technical Service give guidelines for a better and

more effective performance of tasks.

D 20: Human resources management:

➢ Training:
Personnel "internal and external" training is scheduled mainly due to the great number of changes/amendments in laws and regulations.

➢ Evaluation:
The regular evaluation of personnel is foreseen according to common criteria.

D 30: Document and File Management Control:
This is the main procedure because it guarantees the correctness and uniformity of the work performed by the members of the Technical Service.
 Furthermore, the Service's activities continue on the right track or are restored to the right course thanks to file keeping and checking at the Technical Service.

D 40: Overview by the Service's Administration:
The Service's Administration defines quality goals through special meetings. These goals must be feasible, measurable and, mainly, accepted by participants. Only in that case everyone shall be committed to attaining said objectives.

D 50: Internal Inspections:
Internal inspection is planned by the Service's administration; it is a sample inspection. According to its outcome specific corrective action will be defined and it will decided who will perform this action according to a precise timetable.

D 60: Management of Non Complying Services:
The identification and analysis of problems will lead to corrective – preventive action.

D 70: Preventive and Corrective Action:
The effectiveness of management of the forenamed action guarantees the decrease in non complying services.

D 80: Purchase of Supplies (and Subcontracting).

D 90: Suppliers and Contracts:
It is very important to check Subcontractors because they directly affect the Quality Management System.

D100:   Equipment maintenance:

D110:   Health and Safety at Work:
The implementation of the Quality Management System also means meeting all Legislative and Regulatory Requirements concerning the operation of the Technical Service in the Health and Safety sector.

D120:   Safety Committee:

D130:   Risk assessment

As regards the application of the Quality System procedures foreseen particular emphasis was laid upon their explanation, involvement and adoption by the Service's personnel. A very helpful measure that has been used for years but has only lately been systematized and strengthened is Internal Department Meet-

ings. During these meetings complaints, problems and reports are identified and analysed and corrective action is taken to improve procedures.

10. QUALITY MANAGEMENT SYSTEM AND COMPUTERISATION.

Let me mention in particular the relation between the Quality Management System and correct data processing (computerization) in the Technical Service.

During the implementation of the Quality Management System, the application of a "strategic" computerisation plan of all Municipality Services started. With all its advantages and disadvantages, this was an opportunity for us to work together on the adaptation and initiation of procedures to meet ISO 9001:2000 requirements in the computerisation plan. Procedures, forms, checks foreseen by the quality system are assisted by the computerisation of processes and, mainly, by the regular reading of their final reports. The procedures followed can be checked more easily and quickly.

At a second stage, we hope we will soon be able to operate new geographic systems with graphic representations of procedures, arithmetic results, uses etc. They will represent the main tool used in urban planning analyses and decision-taking on the Municipality's development plans.

11. RESULTS OF THE QUALITY MANAGEMENT SYSTEM APPLICATION:

The size of the positive outcome stemming from the application of the system is associated with the continuous and intense participants' effort. This effort focuses on:

- the transition from an empirical to a systematic operation of the Technical Service.
- Guaranteeing uniformity and improvement of procedures followed and services offered.
- Applying team work and collective efforts.
- Improving the morale, enthusiasm and self-confidence of the members of the Technical Service.
- Prevent errors and reduce the number of complaints.
- use the computerization of all Municipality's services to the mutual benefit.
- More frequent communication with the administration of the Municipality. Focusing on constituents - customers.
- Rendering rapid service not only to constituents – applicants – but also all cooperating public services.

Finally, I wish to add that:

(a) The Municipality of Latsia understands it is only a small Municipality with limited power. However, due to considerable development challenges, it has committed itself to modernization in the constituents' – customers' and Services' best advantage.
(b) The results at all application levels of the ISO 9001:2000 Quality System are very good and encouraging.
(c) Furthermore, all members of the Technical Service have realized that the Quality Management System is a useful tool in tackling the increasing work load and offers prospects of continuous improvement of the procedures followed.

The culmination of the collective efforts of the members of the Municipality's Technical Service was the performance of an external check in June 2007, which received a positive evaluation from the Service. Thus, the Municipality was able to keep the Compliance Certificate with ISO 9001:2000 requirements.

CONCLUSIONS

CONCLUSIONS OF THE INTERNATIONAL CONFERENCE ON IMPLEMENTATION OF THE COMMON ASSESSMENT FRAMEWORK IN LOCAL AUTHORITY
28 -29 March 2008

During its open door meeting the Scientific Committee collected the papers of the participants at the end of the conference on Saturday 29/3/2008 (14.30 -16.30 hours) and drew the following conclusions:

Con.1. Brief account of Speakers – Thematic Units
During this two-day conference forty-five speakers were recorded and managed to transfer a wealth of experiences, ideas and, particularly, applications on a very tight schedule.

Forty-five speakers from fourteen European countries presented their good practices in the different thematic units of the conference.

- The present of CAF in Europe.
- The connection of state policies and local government during the implementation of the common assessment framework.
- The main unit, the presentation of over thirty CAF applications
- The future of CAF in Europe.

Con.2. CAF implementation – Main conclusions
The first conclusion that was drawn by all CAF applications is that CAF is a collective task. For the CAF to be implemented a team of people is required.

ASSESSMENT GROUPS must contribute to its implementation. SELF ASSESSMENT GROUPS (SAG's) work in a framework that also includes cooperation, conflicts, competition, disagreements of scientific or other nature, misunderstandings, protection against serving political expediency, as well as settlement of differences between senior and lower ranking employees and others.

Team work may prove to be a great problem and a big obstacle. According to a great number of speakers various difficulties must be overcome and different obstacles must be surmounted to mobilize and actively involve persons, employees and services. These systems are often considered to be secondary issues because hard work is required, priorities need to be reviewed or because employees fail to understand their usefulness.

Con.3. CAF & Initial training
An initial short training session is of paramount importance. The employees that will make up the SAG's must receive initial training, which may even be very brief and last just a few days. This initial training is necessary not only for the CAF implementation but also for any quality implementation system.

Con.4. CAF & Involvement of different levels of Administration
A very important conclusion that was drawn by the papers of the different countries is that different levels of administration must be involved in the implementation of quality systems. Furthermore, the political level must agree and approve the start of quality procedures. The top and middle management of the Municipality or the organization that will decide to organize a quality system, such as CAF, must also be involved and accept to participate in the quality system implementation procedure. Both the bottom up and the top down approach are required. In other words the intentions of the top administration level of the organization must be in line with those of the middle and lower management.

Different Greek speakers (such as the Municipality of Argyroupoli) felt that the middle and top management felt lonely before starting the CAF implementation. They tried to convince the political leadership to provide its full support to a project that the latter was perhaps unable to understand. When they moved on to the implementation phase, they endeavoured to persuade the political leadership to help with the communication and dissemination of the effort to all the personnel and citizens in order to involve as many people as possible; however, this endeavour was not very successful. Finally, by convincing the political leadership to come and participate in the conference, we realized that: it was the leadership to ask the executives and managers that implemented CAF to repeat it horizontally in all divisions and vertically from the political leadership to the lowest ranking employee. An important conclusion is thus the following: All those who have not yet implemented CAF must be invited to similar conferences in order to be persuaded to use it as well.

Con.5. CAF is a tool that can be used in a great number of applications.

All applications and papers presented at the conference, which were characterised by high degree of diversity, confirmed that CAF is a tool that can be used in many different applications. We have seen financial services, ministries of finance, large municipalities, such as the Municipality of Vienna, small municipalities, such as those of Portugal, medium-sized municipalities, such as the Municipalities of Argyroupoli and Voula, as well as a wide variety of services.

CAF can be applied in the sector of health, welfare, administration and finances, in the Mayor's offices, in the Municipal Enterprise, at central level, at national level, as was the case of Slovenia etc. Thus CAF implementation is characterized by a wide variety of public entities that apply it, such as large, small and medium-sized Municipalities, and a multiplicity of populations that these entities represent.

Con.6. Benefits stemming from the CAF implementation

The CAF implementation entails benefits both for citizens and society. Services improve, render better service to citizens that address them and offer much more to society.

Con.7. CAF as a trigger of a quality journey.

CAF is a trigger that generates multiple benefits. It is the lever that is pressed to make us all set off and start this marvellous quality journey.

CAF is a subsystem of a total quality tool. It is a subsystem of the total quality management tool but integrates total quality ideas into an autonomous system. It completes many subsystems, such as ISO, or the Balance Score Card, as was seen in the nice implementation of Vienna. The contract signed by the Mayor, the Vice-Mayor and the responsible Manager establishes the annual goals. CAF integrates total quality ideas but also acts complementarily at total quality level. It complements systems, such as Balance Score Card or ISO.

Con.8. Benchmarking or Benchlearning?

Benchmarking or Benchlearning were two terms that were repeatedly used during the conference.

Finally, learning is considered more important than simply comparing the performance of different organizations that implement quality systems, such as CAF. Thus, different papers underlined that benchlearning, i.e. learning through comparison, is a procedure that must be developed by those that intend to deal with CAF from now on.

Con.9. The importance of scoring

A key finding concerning the CAF implementation is that we must not focus on obtaining a high score, such as 60, 70, 80 or 90, but realize that CAF is a procedure aiming at improvement. If this is understood, if we know why we have CAF, we will be able to integrate the process of improvement and self-improvement

into our daily operation.

CAF is not a system to concentrate on in order to obtain high scores; what we must focus on is how to gradually become better.

Con.10. The future of CAF

The future of the Common Assessment Framework is its specialization in specific sectors, such as justice, self-government and education.

Another finding, which was mainly stressed by Greek speakers, is that we need a system of indicators, both general and special, in order to measure performance and effectiveness.

Con.11. CAF and Reform

We are living in the era of reform and, irrespective of the type of service, or whether reference is made to self-government, decentralization, or a large or small service, what is certain is that: reform has become a prerequisite for the survival of the public administration system.

Con.12. CAF and incomprehensible conflicts

While we are told to be innovative, we are also recommended to avoid making mistakes. Some people advise us to think long-term and in strategic terms, while others ask us when the direct results are to be expected. Some others, who may be smarter, who see public administration in logistic terms, recommend that cost should be reduced, while others who care more about administrative ethics state that low administrative moral is a matter of concern and remind us of transparency issues; others may recommend staff reduction to improve performance, while others advise us not to reduce staff but create a team in order to perform better. Some others who are more organization-oriented may try to convince us about the principle of flexibility, provided flexibility does not become anarchy, while others may advise us not to listen and respect bureaucracy and its rules. And those who are in favour of cooperation may ask: "Why don't you cooperate?" considering cooperation something simple and a given, whereas others may recommend competition in order to move forward. In the world we live in others may come and say, "you know, administrative improvement requires decentralization"; however, those who believe in centralised systems would say, "Don't decentralize! Be in charge! Concentrate all decisions on yourself!"

There will certainly be people who will say: "you know, cost domineers over us, don't look for high quality". These are only some examples that show new initiatives or new orientations that can give rise to incomprehensible conflicts, which undermine change. Although there may be ways to solve these conflicts, they may cancel organizational change and innovation, lead to the lack of transformation of our services and it must be kept in mind that organizations, our services, are full of examples of similar situations that act as limitations, as obstacles to change which often act as ways of legitimizing the current situation.

Con.13. CAF and Bureaucracy

When the administration simply accepts the current situation, it acts shortsightedly or, metaphorically speaking, it looks like a fish which discovers the water it swims in. Water is so fundamental for the life of fish that it is neither noticeable nor questioned. This is an existing visible risk expressed in the following terms at the level of administrative analysis: «bureaucratize administrative improvement and you will survive». And administrative improvement can be considered to be something dangerous that you should try to avoid. However, the many different examples provided by the papers of this conference prove the power of a utopian hypothesis.

This conference has demonstrated that administrative improvement cannot just refer to the size of bureaucracy. It ought to refer to the current system of bureaucracy, to its content. This conference proved that an administration must be capable and it is not capable when it is public. It is capable when it produces results; it needs to measure in order to learn from its mistakes. However, to learn from your mistakes you must have learned how to learn and rectify your errors; to perform any evaluation you must not be afraid of reporting.

CONCLUSIONS

Evaluation helps reporting, the result reinforces transparency.

The value and prospect of intermunicipal partnerships is a given. Reference is made not only to partnerships at this level but also at every level, at national and European level. Let me highlight that today Europe, as a geographic area, as a system of values, as a dialectic co-existence of variety and uniformity, seems to search for administrative perfection. CAF is the tool and evaluation is the antidote to administrative corruption and equalization.

Scientific Committee

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Spyridon Lioukas,
Professor of Administrative Science at the Athens University of Economics

Vice-President
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Dr. Mechanical Engineer, Director of the Municipal Enterprise for the Development of Voula

Stefanos Paschalidis,
MBA, General Director of the Municipal Enterprise for the Development of the Municipality of Argyroupoli

EPILOGUE

We all share, irrespective of our nationality, the same problems, the same concerns and aspirations. Our goal is common, the qualitatively best possible service of citizens with as many as possible tangible and comparable results. I would like to thank all our foreign guests who joined the conference as participants or visitors. I believe you will all be richer, as I will, when you leave this Conference we organized in this small town of Voula, southeast of Athens.

As to total quality in administration, let me stress two aspects. First of all, CAF is just a part of total quality. Secondly, not everything can be included in laws; articles etc. because we run the risk of seeing what we wish to avoid, i.e. the bureaucratization of the quality system, automatically come true.

An aspect that gives me satisfaction as a Mayor and as a political person in general, is that through the implementation of CAF, all politicians and persons in the General Government or the local communities, mayors etc. have as a guideline the achievement of quality in administration and efficiency and at the same time we have to encourage all employees of our local community councils to pursue also the target of quality in every aspect of their responsibilities.

George Mantesis
Mayor of Municipality of Voula

INDEX AUTHORS

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ΔΗΜΟΣ ΝΕΑΣ ΠΕΝΤΕΛΗΣ

οργάνωση: