

► Strategic approach

► d. Service quality and assessment



RATIONALE

Local administrations find themselves at a new stage where bureaucratic solutions have been replaced by dynamic models based on continuous improvement, orientated towards creating a new receptive and transparent Administration at the service of the general public.

Madrid City Council, conscious of this new reality, and in its desire to offer residents greater accessibility and participation in public policies, has embarked on a series of actions directed at implementing a new Management Culture.

This philosophy of continuous improvement is based on one fundamental principle: that of providing top quality municipal services. To achieve this it is essential that the municipal authorities come closer to the general public and tailor the services provided to the demands and requirements of the public. This makes it necessary to establish how public services are being provided, which services the public require, how they want these to be provided, and what the best practices are in managing the City Council's departments.

Only with systems that can ascertain, assess and publicise how the City Council is managing and providing public services is it possible to adopt the right decisions, based on objective data and information, and orientate efforts towards improvement, both from the external point of view, bearing in mind the perceptions of the public, and the internal viewpoint, optimising the processes of the different administrative units.

For this reason Madrid City Council has started up a series of integrating actions associated with promoting and implementing Quality management in the Corporation, to thus contribute to defining effective and efficient policies which benefit the general public and the entire City Council organisation. This will shape an Administration which is flexible and effective, capable of guaranteeing the maximum standard of quality for the users of its services and administrative functions.

Within this Strategic Approach come actions directed at providing Madrid City Council with the necessary instruments to bring Administration closer to the general public, achieving improvements in the functioning of the whole organisation and guaranteeing transparency in managing resources and public services. Leadership, on the one hand and collaboration and participation with public servants on the other, constitute key elements in achieving this.

▼ Service quality and assessment

1. Madrid City Council Quality Plan.
2. City Observatory.
3. System of Key Indicators.
4. System of Management Indicators.
5. System of Service Charters.
6. Public Perception Assessment System.



▶ 1

Madrid City Council Quality Plan

MAIN ACHIEVEMENTS

Objectives

- To develop, consolidate and publicise the Madrid City Council Quality Plan as a frame of reference within which the actions and measures for improvement are determined and organised. These actions are the ones that the different administrative units consider ideal to potentiate quality in municipal services and achieve public satisfaction.

Time scale

- March 2003 – May 2007.

Target audience

- All the administration units of the municipal departments (government departments, district and regional government departments).
- Madrid City Council public servants.
- Residents (physical and legal persons and other organisations which receive municipal services).

Drivers

- Directorate General of Quality and Citizens' Advice Bureau.

Benefits

- Having a framework instrument which serves as a benchmark, organising and coordinating all actions and initiatives proposed and taken in Madrid City Council within the sphere of quality and innovation.
- Establishes and promotes the introduction of a quality-based culture in the different administrative units of the City Council, orientated toward continually improving municipal services.
- To present the City Council Administration as a dynamic organisation, committed to continuous improvement and capable of adapting to the new needs and demands of the public.
- To achieve greater satisfaction and involvement on the part of municipal employees in so far as they are involved and are key players in the implementation of the Quality Plan.

- Design of the Madrid City Council Quality Plan: principles, bases, objectives, content, managing unit.
- Design and implementation of the Institutional Projects which comprise the plan: objectives, methodology, activities, regulations, communication plan, training, dissemination:
 - Institutional Quality projects: Citizens' Advice Bureau, City Observatory, Service Charters, Assessment of Public Perception Systems, Suggestions and Complaints System, Key Indicators System, ISO 9000 Standards: 2000, Model EFQM – CAF, Process Improvement, Quality Training, Exchange of experiences, Best Practices and Quality Recognition.
 - Other Institutional projects. Electronic administration, *ayre* Intranet, Management Indicators and Data Protection System.
- Coordination and support for sector-based projects.
 - Some sector based projects: Agency for Employment, Madrid Tax Office, Security, Emergencies and Madrid Health.
- Publication of the Madrid City Council Quality Plan.
- Publication of the Plan's Results (May 2004 – May 2007).



2

City Observatory

Objectives	<ul style="list-style-type: none"> To provide significant and relevant information on how the Quality Services function, combining internal management indicators with information on levels of satisfaction with these services as manifested by the general public.
Time scale	<ul style="list-style-type: none"> June 2005 – May 2007.
Target audience	<ul style="list-style-type: none"> All the administration units of the municipal departments (government departments, district and regional government departments). Residents (physical and legal persons and other organisations which receive municipal services). Madrid City Council public servants. Other Public Administration departments.
Drivers	<ul style="list-style-type: none"> Directorate General of Quality and Citizens' Advice Bureau.
Benefits	<ul style="list-style-type: none"> Obtains information on the standard of quality of services provided to residents by the Madrid City Council. Develops a powerful methodology and a number of instruments which are easy to use for evaluating municipal services both qualitatively and quantitatively. Reinforces the culture of City Council departments orientated towards the public and their needs. Stimulates the involvement of the general public in running the City Council, thus producing positive feedback on the quality of the services they assess. Transmits the image of the Madrid City Council as an Administration which is run according to objective and transparent criteria with a clear orientation towards results.

MAIN ACHIEVEMENTS

- Development of a culture which evaluates the services provided, always orientated towards the public and the results obtained.
- Increased transparency in the management of Madrid City Council services.
- The City Observatory was created as a collegiate body, as a result of *the Mayor's decree of 24th July 2004*.
- A methodology set up to identify the needs and expectations of the general public and measure Rates of Satisfaction with the quality of services.
- Utilises synergies which assess municipal services through the following:
 - The System of Key Indicators.
 - The System of Management Indicators.
 - The System of Service Charters.
 - The System of Assessment of Public Perception.
 - The System of Suggestions and Complaints.



3

System of Key Indicators

Objectives	<ul style="list-style-type: none"> To have a set of indicators which are of key importance in decision making, due to their importance for the general public and their usefulness in monitoring municipal action.
Time scale	<ul style="list-style-type: none"> April 2006 – March 2007.
Target audience	<ul style="list-style-type: none"> All the administration units of the municipal departments (government departments, district and regional government departments). Residents (physical and legal persons and other organisations which receive municipal services). Other Public Administration departments.
Drivers	<ul style="list-style-type: none"> Directorate General of Quality and Citizens' Advice Bureau.
Benefits	<ul style="list-style-type: none"> Makes the Madrid City Council strategy operational. Orientates the organisation towards strategic objectives. Facilitates the deployment of strategic objectives in their corresponding areas of action. Makes it easier to monitor key indicators. Improves communication of municipal departments with residents, offering them a set of indicators which are easy to interpret, relevant and updated.

MAIN ACHIEVEMENTS

- Training and action-based sessions for representatives from government departments involved in the key Indicators System project.
- Design of the Strategic map with the definition of 28 strategic objectives and identification of 76 strategic indicators.
- Definition of 18 Areas of Action and identification of 225 actions indicators.
- Dictionary of Key Indicators, containing the description of 307 items.
- An inventory of initiatives set up to achieve the strategic objectives.
- Data on the evolution of the 301 key indicators collected over the last four years.
- Design, development and implementation of the Web application for the Key Indicators System.



4

System of Management Indicators

Objectives	<ul style="list-style-type: none"> To assess the Budget Programmes by monitoring and inspecting their objectives and indicators, making the Municipal Budget a true instrument of planning and management control in the Madrid City Council.
Time scale	<ul style="list-style-type: none"> May 2004 – May 2007.
Target audience	<ul style="list-style-type: none"> All the administration units of the municipal departments (Government departments, District and Regional government departments). Residents (physical and legal persons and other organisations which receive municipal services). Madrid City Council public servants. Other Public Administration departments.
Drivers	<ul style="list-style-type: none"> Directorate General of Budgets. Directorate General of Quality and Citizens' Advice Bureau.
Benefits	<ul style="list-style-type: none"> Provides the municipal departments with tools for management planning and monitoring, and for assessing the Budget Programmes from the different viewpoints of efficient, effective and quality public services. Standardises the guidelines for defining budget objectives, activities and indicators. Motivates collaboration and exchange of best practices between the different units of Madrid City Council in drafting the budget. Increases the value of the budget as an instrument which details the goods and services provided for residents to meet their needs.

MAIN ACHIEVEMENTS

- A change in the model used to produce and run the Municipal Budget, passing from a traditional approach over to a model orientated towards reaching the objectives laid down in the Programmes, providing the Madrid City Council management with greater transparency.
- Diagnosis of the initial situation in order to identify best practices and areas of improvement in drafting and managing budgets.
- A methodology guide to provide homogeneous criteria for pinpointing objectives, activities and indicators for the Budget Programmes.
- Production of a Catalogue of Indicators to unify criteria on planning and assessment.
- Support for change management through the following:
 - Programmes presenting the Methodology Guide.
 - Creation of a technical assistance unit to draft the Budget.
 - Training of 328 public servants with responsibility for drawing up budgets.
- Templates with objectives and indicators, and dictionaries of specific indicators for District Budget Programmes.



5

System of Service Charters

Objectives	<ul style="list-style-type: none"> To motivate the System of Service Charters in the Madrid City Council as an instrument for informing the general public of the commitments taken on and the services provided by the different units of the City Council, as well as assessing the quality of municipal management by setting management indicators and quality standards.
Time scale	<ul style="list-style-type: none"> June 2004 – May 2007.
Target audience	<ul style="list-style-type: none"> Residents (physical and legal persons and other organisations which receive municipal services). All the administration units of the municipal departments (government departments, district and regional government departments). Madrid City Council public servants.
Drivers	<ul style="list-style-type: none"> Directorate General of Quality and Citizens' Advice Bureau.
Benefits	<ul style="list-style-type: none"> Creates a municipal Administration which is sensitive and receptive, guaranteeing maximum quality for the services provided. Broadens residents' knowledge of municipal services and the standards of quality with which the municipal authorities commit themselves to providing them. Increases the added value of the Madrid City Council units in so far as the Service Charters are an instrument of communication for the public. Increasing resident participation in improving management and municipal services. Objective information readily available for efficiently assessing the quality of the services provided. Promotes the commitment of municipal employees to a culture orientated towards the public and continuous improvement.

MAIN ACHIEVEMENTS

- The Mayor's Decree of 15th November 2005 which regulates the Service Charters System.
- Methodology of Production and Implementation for the Service Charters in the Madrid City Council.
- 25 groups set up and trained to draft and manage Service Charters in a number of units in the Madrid City Council.
- Map of Service Charters.
- Integration table of associated Commitments and Indicators.
- Characteristics and content determined for the website specific to Service Charters.
- Common design of leaflets.
- Production of Service Charters.
 - 13 Service Charters approved: 010 Linea Madrid, the Tax Payers' Ombudsman, SAMUR (emergency ambulance service), Suggestions and Complaints for Madrid Health, Promoting Associations, Sports Services, Fire Brigade, Municipal Police, Children's Hotline, Sports classes and schools, Sports Competition Events, Sports Medicine, Tax Payers' Help Desk and Addictions Institute.
 - 7/9 Service Charters in the process of production: Citizens' Advice Bureau, Madrid Line, clinical tests, tourism, home helps, occupational health examinations, social benefits (glasses, prostheses and similar), consumption (Board/Inspection/OMIC – Municipal Consumer Information Office).

6

Public Perception
Assessment System

Objectives	<ul style="list-style-type: none"> To have an active and continuous evaluation system for assessing the demands and expectations of residents as regards their satisfaction with services and their view of quality of life in the city of Madrid for the purpose of promoting a policy of receptive municipal management and continuous improvement.
Time scale	<ul style="list-style-type: none"> May 2003 – May 2007.
Target audience	<ul style="list-style-type: none"> All the administration units of the municipal departments (government departments, district and regional government departments). Residents (physical and legal persons and other organisations which receive municipal services). Other Public Administration departments.
Drivers	<ul style="list-style-type: none"> Directorate General of Quality and Citizens' Advice Bureau.
Benefits	<ul style="list-style-type: none"> Having a structured system which links up studies undertaken by the different municipal administration units in order to obtain an overview of residents' perception of service quality, both municipal and public in general. Having the necessary instruments to reliably ascertain how the public perceive the municipal services they receive. Identifying the areas of improvement where measures need to be taken in order to reach the highest standards of quality in the provision of public services. Involves residents in the process of continuously improving Madrid City Council's services in an environment where their opinions, priorities and suggestions contribute to motivating how the organisation functions. Projects the image of a municipal administration which is accessible, approachable and constantly ready to listen to the public through direct and easy communication.

MAIN ACHIEVEMENTS

- Creation of Public Perception System as an instrument to ascertain and evaluate residents' needs and their degree of satisfaction, and identify areas of improvement in the provision of services.
- Signing of a Collaboration Agreement between the Madrid City Council and the Ortega y Gasset University Institute of research to produce the City Observatory.
- Production of an Opinion Poll on Quality of Life in the City and Satisfaction with Public Services 2006.
- A range of different studies produced which assess public perception, such as:
 - Opinion poll on Satisfaction with the 010 Telephone Service.
 - Study on Citizens' Satisfaction with Linea Madrid 2005 and 2006.
 - Study on Satisfaction with the (in-person) Information and Assistance Service 2006.
 - Opinion Poll on the Health of the City of Madrid 2005.
 - Opinion poll on User Satisfaction with the Tax Payers' Ombudsman's Office 2006.
- Creation of the Bank for Studies on Assessment of Public Perception to make full use of the information from all the studies run, regardless of the organisation promoting them.