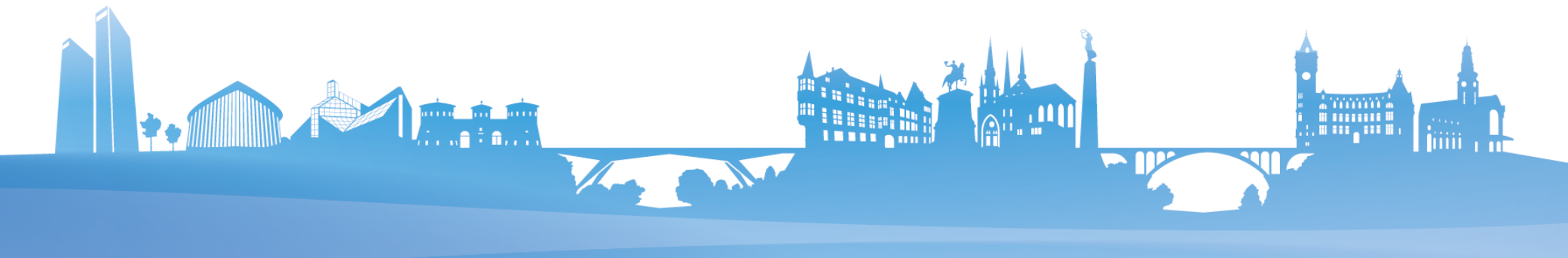


## 8<sup>th</sup> Quality Conference

Session: Strategic thinking in a future-oriented public administration

Title: «*Quality of public services monitoring as a part of integrated management system for local governments* »

Piotr Wierchoslawski  
Krzysztof Pakonski  
POLAND



1

Why and how did we come up with **the project?**  
**Objectives** and **products**

2

**Methodology** and Quality of Life&Public Services  
**Indices Catalog**

3

**STRADOM system**; strategy; programs; tasks; risks;  
information security; auditing; warehouse; reports

4

Project **output** and **outcome**  
**Availability** of the tools for **other local governments**

1

## Why and how did we come up with **the project?** **Objectives** and **products**

# Why and how did we come up with the project?

Over the last decade, the public finance law in Poland has become more stringent. **Public administration bodies have to:**

- 1 Have **internal audit** procedures in place
- 2 Define **measurable goals** and objectives
- 3 **Monitor and evaluate progress** in reaching objectives
- 4 **Meet COSO requirements** for internal control system
- 5 **Implement risk management** procedures and document that works
- 6 **Develop IT security management system and audit it annually**

## Problem:

*How to successfully implement all required tools without losing sight of the LG mission – i.e. providing quality service to citizens*

# Objectives of the project have been defined in the 2 following sentences



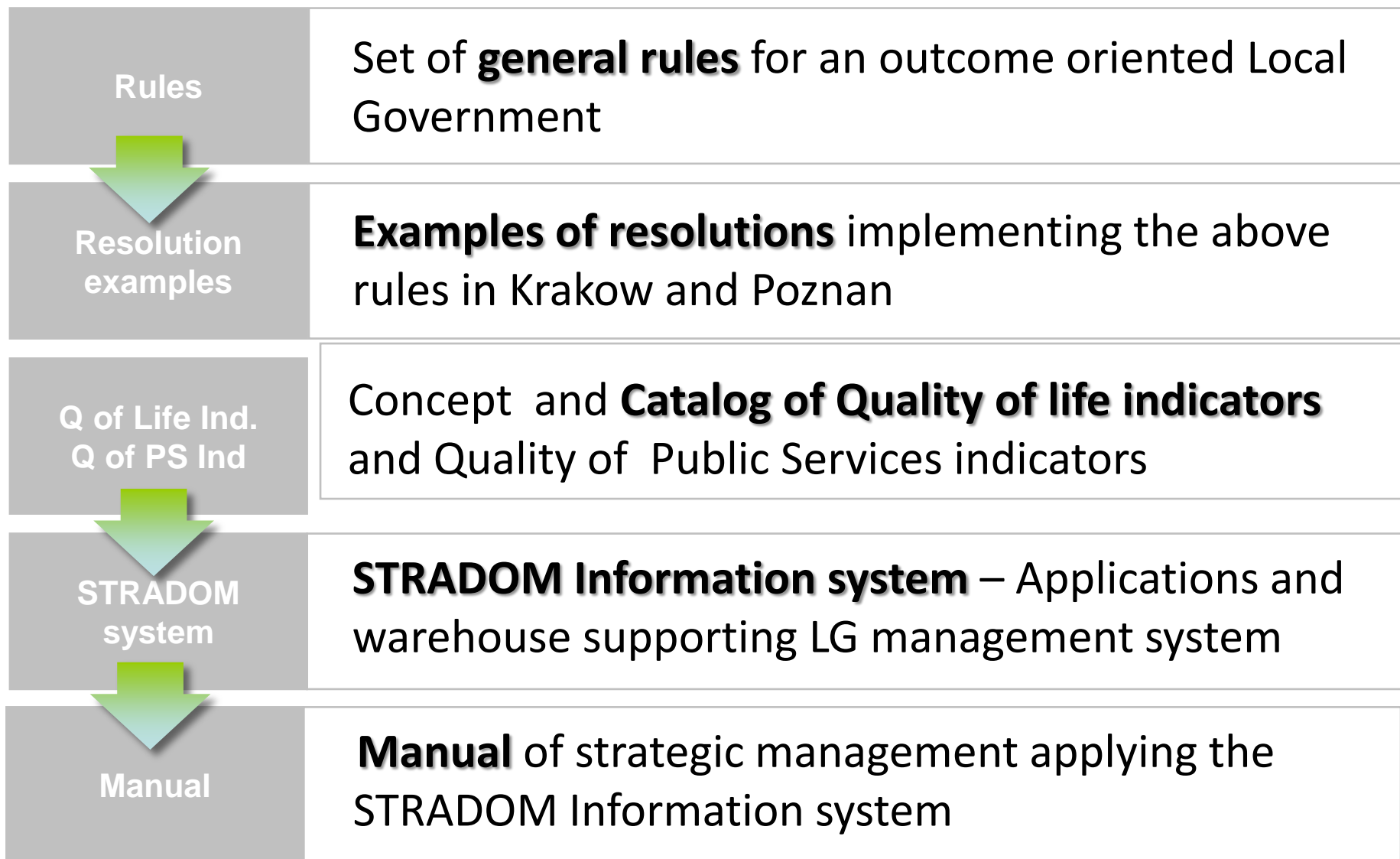
G1

**Shape public services in communication with the addressees – customers and monitor quality together with them, making changes, if necessary.**



G2

**Gather and use information on the needs, strategic goals, programs and operational activity for the evaluation, as well as improving the effectiveness and efficiency of local government**

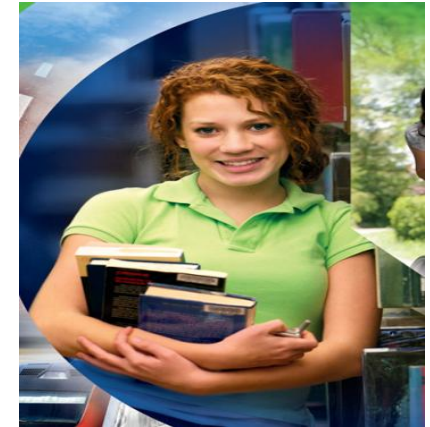


2

## Methodology and Quality of Life&Public Services Indices Catalog



# Concept and catalog of strategic indicators; quality of life & quality of public services



## Concept of

- life/management areas
- public services
- **QL and QPS indicators**



## Key steps to

elaborate a local  
**Catalog of QL and  
QPS indicators**



## Catalog of QL & QPS indicators:

- Contextual
- Strategic
- Objective
- Subjective

## Survey tools



**Examples how to  
apply the catalog  
of QL & QPS  
indicators in LG  
body to improve  
the decision  
making process**



# Different types and sources of QL and QPS indicators



## Catalog of QL & QPS indicators:

A set of measures defined for each life / management area in order **to diagnose** its condition and **assess** the execution of activities.

1

**Contextual indicators** - we have no decisive impact on their value

2

**Strategic indicators** – we take responsibility for their value

3

**Objective indicators** – typically based on public registers and statistics

4

**Subjective measures** – social surveys

# How QL & QPS indicators can improve the well - being of citizens

QL & QPS indicators can be used to

1

**Diagnose the current state** of l./m. areas, propose direction of changes and activities, identify risks & challenges

2

Set **mesurable results** at the level of Development **Strategy objectives**

3

Set **mesurable results** of Strategy **programs objectives** – ‘so that....’

4

Set **mesurable results** of **public services** at strategic level

5

**To raport** to decision makers and citizens **on the state of the city**, as well as **evaluation of programs, services and policies**



## Products



- Infrastructure and other **projects**
- Service & maintenance **tasks** in municipal budget

## Outputs Measured with



- **Effectiveness, efficiency indicators** for services & maintenance
- **Timelines, cost and quality** for project products

## Outcomes Measured with



- **Quality of Life indicators**
- Strategic project progress &
- **Quality of Public Services indicators** changes

## Expected influence on

- **Well-being** of citizens and residents
- Satisfaction with **quality of life** in the city

# From outputs of tasks to Quality of Life

## ➤ Outputs of tasks

- Kilometers of roads in good maintenance
- Tons of garbage collected in a selective manner
- Number of preventive health tests provided to inhabitants

## ➤ Outcomes of public services

- Safety of the streets
- Percent of drivers who rate street conditions as good
- Percent of citizens who rate cleanliness of the streets as good
- Percent of citizens who rate waste management as good
- The mortality rate from cardiovascular disease - men per 100 thousand.

# From outputs of tasks to Quality of Life

## ➤ Outputs of tasks

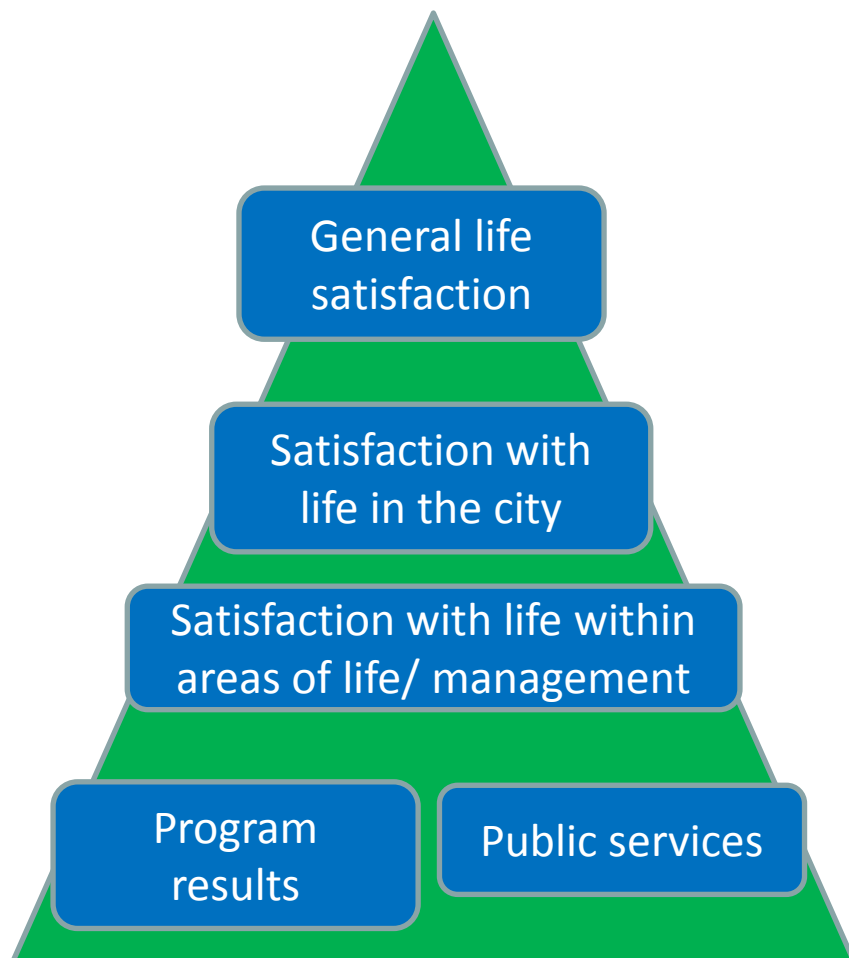
- Construction of suburban railway stations
- Construction of parking places in P&R system
- Liquidated coal furnaces
- Termomodernisation of public buildings
- Green areas in the city

## ➤ Outcomes of programs

- Percent of inhabitants using public transport
- Percent of citizens who rate comfort of public transport as good
- Air pollution index
- Electricity consumption per 1 inhabitant
- Gas consumption per 1 inhabitant
- Percent of inhabitants with access to green areas 15 minutes walking distance from the residence



# Impact of local government's activities on well-being and life satisfaction



1

**Strategic indicators** show **results of programs & quality public services**

2

**Subjective indicators** demonstrate **level of satisfaction** with services in all areas and **importance** of each of them

3

**Life satisfaction in l./m. areas impacts satisfaction with life in the city**

4

**Satisfaction with life in the city impacts, among others, general life satisfaction**

# Involvement of citizens in the monitoring process



- Every year we realize social surveys of quality of life and quality of public services
- The objective and subjective indicators are presented to the citizens on a web site: [www.mjup.krakow.pl](http://www.mjup.krakow.pl)



- The opinions of citizens are taken in consideration during developing analyzes of management areas
- The opinions of citizens are deepen during the social consultations or qualitative research to support decision making process



3

**STRADOM system**; strategy; programs; tasks; risks;  
information security; auditing; warehouse; reports

# STRADOM information system supports:



multiyear &  
annual  
**activity  
planning  
+ financial  
planning**



**Monitoring +  
evaluation** on  
both strategic  
& operational  
levels



**Management  
of risk +  
internal audit  
+ information  
security audit**



**warehouse** of  
above data  
+ municipal  
**accounting  
data + set of  
reports**

# PROGRAMS

– major strategy implementation tool



Defined as outcome statement:

**GOAL**  
by **ACTIVITIES**  
so, that **MEASURABLE RESULTS**

1

Strategic, outcome indices for progress evaluation

2

Planning and costing facilities

3

Risk identification, evaluation and management

4

Progress and evaluation reports

# Program of sustainable transport development – outcome statement example

.66/Ventures/VenturesQRap.aspx?ProgramId=249

▼ ↺ 🔍 Szukaj

☆ 📁 ⬇️ 🏠 🗨️ ☰

## Przedsięwzięcie wieloletnie typu Program

**goal**

Rezultat

**by**

Poprzez

*Plan the development of transport according to sustainable development rules*

transportu.

1. *Optimisation of the zone and the network of public transportation*
2. *Integration of city transport network with trains*

realizacji podróży samodzielnymi osobowymi 4. Integrację transportu miejskiego z transportem regionalnym m.in. w zakresie taryfowo - biletowym,

**So, that**

**Indicator**

**weight**

ele

**Expectation**

Nartość  
Bazowa

1. *Contribution of PT journey is at least 60% in 2024*
2. *All planed transfer spots are ready and working*

*PT journeys against all journeys executed in the city*

*number of transfer spots increase indicator*  
przesiadkowych

0,30

**base value**

0,439

0,58  
(2013-1

0,15

**Incre - ase**

0,04

0,04  
(2013-1

(100% = 25)

20

# Program –

## List of tasks + planned resources and expenditure

Typ zadania		Nazwa działania	Numer działania	Limity WPF			
		<b>Expenditure / plan</b>					
		Wydatki poniesione / planowane			Rok		
task nr	task name	2014	2015	Ws	<b>total</b>		
▼ GK/CHA	Realizacja programu unijnego "CHALLENGE"	38 610,85	25 732,18 63 650,00	102 260,85			
▼ GK/ST10.2/12	Budowa przystanków Szybkiej Kolei Aglomeracyjnej	524 930,17	224 971,00	749 901,17			
▼ GK/ZST	Realizacja programu unijnego "Zintegrowany system transportu publicznego w obszarze aglomeracji krakowskiej"	195 875,89		195 875,89			
▼ ZIKIT/ETL	Realizacja programu unijnego "Rozbudowa linii tramwajowej KST etap II B wraz z układem drogowym (ul. Lipska- ul. Wielicka)"	339 400,57	90 344,55 393 323,00	732 723,57			
▼ ZIKIT/ST10.1/11	Budowa przystanku Szybkiej Kolei Aglomeracyjnej przy ul. Balickiej	6 221 743,00	7 631 405,00	13 853 148,00			
▼ ZIKIT/ST2.3/99	Budowa Trasy Zwierzynieckiej i Pychowickiej (węzeł "Ofiar Katynia" - węzeł "Ruczaj")		599 400,00	599 400,00			
▼ ZIKIT/ST2.4/05	Budowa Trasy Łagiewnickiej (węzeł "Ruczaj" - węzeł "Łagiewniki") wraz z linią tramwajową		2 180 001,00	2 180 001,00			
▼ ZIKIT/ST6.11/12	Modernizacja torowisk tramwajowych wraz z infrastrukturą towarzyszącą		39 626 779,00	39 626 779,00			
▼ ZIKIT/ST6.2/04	Budowa linii tramwajowej łączącej ul. Brożka oraz Kampus UJ wraz z systemem sterowania ruchem i nadzoru	49 095 551,56	100 000,00	49 195 551,56			



# BUDGETARY TASKS

## – performance budgeting tool















### STRADOM system supports:

- 1 Dictionary of product categories
- 2 Output measures and performance indicators
- 3 Planning and costing facilities
- 4 Operational risk evaluation and management
- 5 Progress and evaluation of output reports

# Dictionary of product categories (classes)

– offers set of indicators for each category

		<b>symbol</b>	<b>Name of class</b>	Jednostka miary	Proces
		10	<b>Disposition, order, regulation</b>		
		20	<b>Products in KPA process</b>		
		21	<b>Application</b>		
		22	<b>Administrative decision</b>		GR 1
		23	<b>Administrative resolution</b>		GR 1
		24	<b>Certificate, testimonial</b>		GR 6
		25	<b>Complaint, charge</b>		GR 3
		26	<b>Tax, duty decision</b>		
		30	Plany, Dokumenty wewnętrzne		
		40	Dokumenty kierowane na zewnątrz		
		50	Ewidencja, dane, akta spraw		
		60	Informacja i komunikacja		

**Measures  
Indicators**



# List of indicators offered for product category 22

– each can be selected for monitoring

Powrót

+ Dodaj			Odswież			
			Symbol	Na <b>Name of Indicator</b>	Jednostka miary	Fo <b>Formula</b>
			<input type="text"/>	<input type="text"/>	<input type="text"/>	<input type="text"/>
			W4_22	de <b>Canceled decision Ind.</b>	procent	$(M5\_22)/(M3\_22)$
			W6_22	wy <b>Decision issued within 14 days</b>	rocent	$(M8\_22)/(M3\_22)$
			W7_22	wy <b>Decision issued within 30 days</b>	rocent	$(M9\_22)/(M3\_22)$
			W8_22	wydanych do 6 miesięcy	procent	$(M10\_22)/(M3\_22)$
			W9_22	wydanych do 12 miesięcy	procent	$(M11\_22)/(M3\_22)$
			W10_22	wskaźnik wydanych decyzji powyżej 1 miesiąca	procent	$((M3\_22)-(M8\_22))/(M3\_22)$
			W3_22	te <b>Decision issued in time Ind.</b>	rocent	$(M4\_22)/(M3\_22)$
			W5_22	de <b>Average number of days Ind.</b>	rocent	$(M7\_22)/(M6\_22)$
			W11_22	średnia liczba dni na wydanie decyzji	ilość dni	$(M12\_22)/(M3\_22)$

# List of measures used in category 22 formulas

– each can be stored in the system

Decyzje, Zarządzenia  
Zadania  
WPF  
Programy  
Projekty  
Ryzyka  
Raporty  
Planowanie  
Słowniki  
Administracja

Wersja 2015.30

☐ Tryb testowy

Powrót

Dodaj

			Symbol	Name of measure
			M4_22	Number of decision issued in time
			M5_22	Number of decision canceled in UMK
			M6_22	Number of decision canceled in SKO liczba decyzji dla których organem odwoławczym jest SKO
			M7_22	Number of decision issued within 14 days
			M8_22	liczba decyzji wydanych do miesiąca Number of decision issued within 30 days
			M9_22	liczba decyzji wydanych do 60 dni
			M10_22	Number of days for issuing all decisions
			M11_22	liczba decyzji wydanych do 12 miesięcy
			M12_22	liczba dni na wydanie wszystkich decyzji

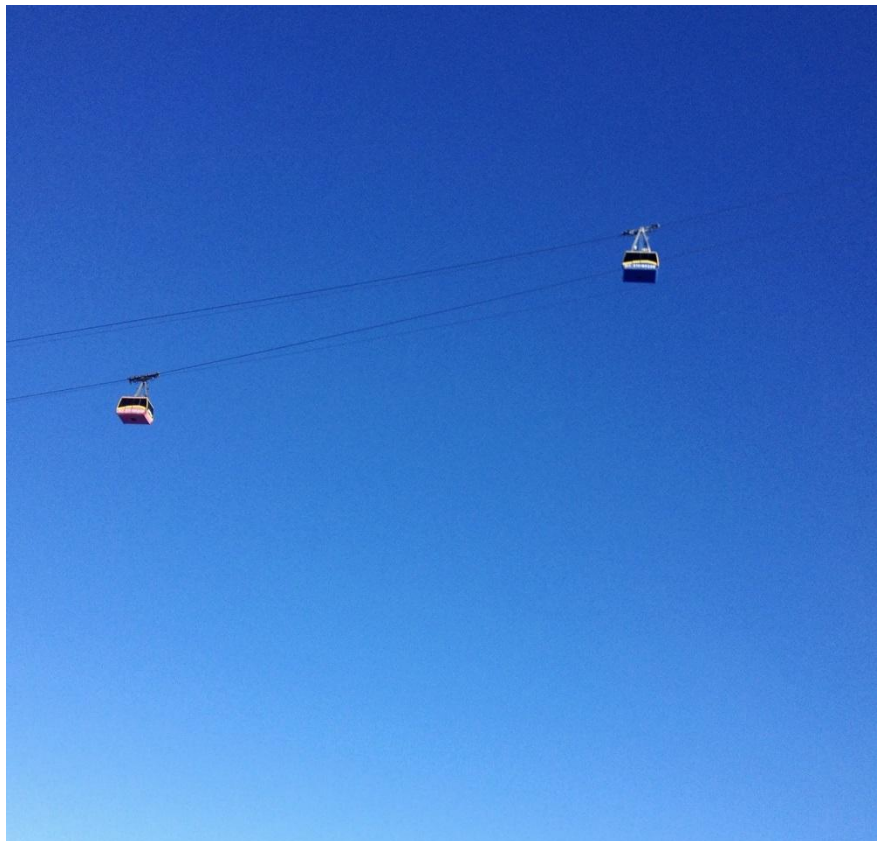
# TASK EVALUATION SHEET

– presents indicator values in chosen period and calculate the rate

Symbol wskaźnika celu	Nazwa wskaźnika <i>Indicator name</i>	Jednostka	Waga w <i>Weight in task</i>	Wartość nakomita	Wartość za <i>Period value</i>	Wartość <i>Base value</i>	Odchylenie od wartości bazowej	Odchylenie wartości wskaźnika od wartości bazowej w poprzednim roku	Ocena <i>Evaluation Rate</i>
<b>ZA ( Ocena na poziomie jednostki to średnia arytmetyczna ocen wszystkich zadań w jednostce )</b>									0,90
<b>Wykonywanie zadań audytowych w UMK i koordynacja audytu wewnętrznego w miejskich jednostkach organizacyjnych</b>									1,42
W6_71	W6_71( wdrożenia rekomendacji/ zaleceń )	procent	0,250	80,000%	69,512%	68,000%	-1,512%		1,13
W4_71	W4_71( opóźnienia przygotowania sprawozdań )	ilość dni	0,010	15,000	54,000	40,000	-14,000		0,44
W5_71	W5_71( akceptacji rekomendacji )	procent	0,250	90,000%	80,625%	70,000%	-10,625%		1,53
W11_71	W11_71( średniej z ocen )	ilość sztuk	0,100	4,800	4,690	4,000	-0,690		1,86
W12_71	W12_71( średniej pracochłonności zadania )	godzina	0,100	240,000	259,730	336,000	76,270		1,79
W3_AWK	W3_AWK( opóźnienia sprawozdań wstępnych )		0,290	10,000	26,400	35,000	8,600		1,34
<b>Audit Jakości, działalność doradcza i rozwój narzędzi</b>									0,39
W11_71	W11_71( średniej z ocen )	ilość sztuk	0,300	8,500	7,452	7,000	-0,452		1,30
W1	W1 ( Pracochłonność jednostkowa )		0,400			3,000			0,00

# RISK MANAGEMENT

## – thread evaluation & action taken



### STRADOM system supports:

- 1 Dictionary of risk categories
- 2 Strategic risks – long term program goals failed
- 3 Operational risks – budgetary tasks objectives failed
- 4 Information security risks – info assets damaged, corrupted etc.
- 5 Map (register) of risks evaluated as medium or more

# Risk map for Krakow City Hall (operational risks) – presents all risks evaluated as medium or higher

**RISK FIELD:** *Budgetary task*

Jednostka *UNIT* *Environmental Dpt.*

Powrót

Anuluj ryzyko

Przeciągnij nagłówek kolumny i upuść tutaj aby pogrupować po kolumnie

+

**ADD**

Numer	Produkt	Risk name	Risk name in dictionary	Wskaźnik	Ocena istotności	Niezależna ocena	Ocena stopnia	Nr zadan
kd/ow					Risk evaluation by owner	Risk evaluation by auditor	Audit result	Audit engagement number
KD/OWM	Opinia on cutting of trees	Opinia zostanie delivered to late	B1. TIMING FAILED	W9_81 (Percent of opinions issued to late)	4	medium	choose	

20



# Risk map for Krakow City Hall (Information security)

— presents all risks identified and evaluated in IT area

**RISK FIELD:**  **Information assets**   
**ASSET CATEGORY:**

Anuluj ryzyko

Przeciagnij nagłówek kolumny i upuść tutaj aby pogrupować po kolumnie

+ Dodaj

Asset category	Risk name	Nazwa ryzyka wg słownika	Vulnerability	thread	Wpływ na ciągłość dz.	Wpływ na bezpieczeństwo	Wpływ na dostępność	Wpływ na integralność	Wpływ na poufność	Decyzja	Risk evaluation
apli											
Aplikacje użytkowników > aplikacje pakietu rozszerzonego	Brak identyfikacji potencjalnych incydentów na podst. bieżącego monitorowania logów aplikacji, które są wykorzystywane do prowadzenia rejestrów publicznych.	E3 brak zapisów kontroli zabezpieczeń, brak przeglądów	brak wykonywania zadań wynikających z dokumentów określających politykę bezpieczeństwa informacji,	błąd administrat	3	3	2	1	2	16	1
Aplikacje użytkowników > aplikacje pakietu rozszerzonego	Niewystarczająca zawartość logów (na podst. wymagań Rozporządzenia ws. KRI)	E2 braki, wady zabezpieczeń w SI wymaganych przez właściciela	niewłaściwie skonfigurowane aplikacje, usługi lub systemy operacyjne,	błąd administrat	2	3	1	1	2	24	2
<b>Business applications</b>	<b>Business continuity loss</b>	<b>D7. no SLA contract signed</b>	<b>Lack of change management proc.</b>	<b>Application out of service</b>		3	2	2	2	96	5



# INTERNAL AUDITING

## – evaluation and consulting on control system



### STRADOM system supports:

1

#### Risk based audit plans

- Internal audit
- ISO 27001
- ISO 9001
- .....

3

#### Audit engagement planning – risks to be tested

4

#### Collection of audit results on the risk map (register)

5

#### Data on implementing recommendations



# Definition of an audit engagement

## - Identification of risks to be studied and examined

*Internal audit plan -2015*

Cel zadania:

*Audit engagement nr IA\_2/2015*

Obszar ryzyka:

Zadania typu B

*Guidelines for IA\_2/2015*

Zapisz

Powrót

Anuluj ryzyko

*Add marked risk to the engagement*

Przeciągnij nagłówek kolumny i upuść tutaj aby pogrupować po kolumnie

+ Dodaj								
			<input type="checkbox"/>	Numer zadania budżetowego	Nazwa ryzyka	Nazwa ryzyka wg słownika	2014	
							Ocena istotności właściciela ryzyka	Ocena stopnia materializacji ryzyka
				gk				
			<input type="checkbox"/>	GK/UCP	niespełnienie przez MPO warunków umowy	F4 niepowodzenie lub niewykonanie planowanych działań	6	-- Wybierz --
			<input type="checkbox"/>	GK/UCP	Brak określenia odpowiedzialności w zakresie realizacji wymogów ustawowych	G1 wady, braki w zakresie uprawnień, odpowiedzialności	4	1/AW/2014
			<input checked="" type="checkbox"/>	GK/UCP	Nie wszyscy właściciele odpadami		5	1/AW/2014

*Risk marked for assignment*

# Audit recommendations are recorded and their implementation is supervised

**Niezależna ocena istotności: 4**

[← Powrót](#)

+ Dodaj

			<b>Recommendation</b>	<b>Recommendation description</b>	<b>Implementation date</b>	<b>Evaluation date</b>
			<input type="text"/>	<input type="text"/>	<input type="text"/>	

Rekomendacja

Opis Rekomendacji

\*\*Data wdrożenia

Ocena wdrożenia  -- Wybierz --

**Evaluation result**

**Evaluation date**

4

## Project **output** and **outcome** **Availability** of the tools for **other** local **governments**

# Output and Outcome of the project

(in brief)



## OUTPUT

**New information-based tools supporting integrated local government management.**



## OUTCOME

**LG** has better insight into stakeholder preferences and tools to **act more professionally i.e. effectively, efficiently and transparently.**

# Output = what has been achieved

(more details)



- **Hard data** and **public opinion** presented in QL & QPS Catalog
- **Outcome** (measured by QL & QPS ) and **costs monitored** in programs
- **Output** results **evaluated** (by effectiveness and efficiency indicators) in **budgetary tasks**
- **Risks identified** and **evaluated** for programs, products and information assets
- Risk based **audit plans developed** and **recommendations recorded**
- **Information security audit planned** and **implementation of recommendation** recorded and **evaluated**
- Set of standard **static and dynamic reports**

## The STRADOM system:



- **Integrate financial & non financial** information
- Show how **resources and actions influence results**
- Focus and explain **key risks** at all levels of management



## Advantages of the set of tools developed by the project



- **one integrated system** for strategic data, public dialog, activity & financial planning, risk management, auditing data and improvements.
- **import of current data from local accounting systems**
- many **reports** converting collected and imported data into information **valuable for management**.
- knowhow & experience in **dictionaries and registers**

## Availability of the tools for other local governments

- STRADOM is **available by web browsers** and when installed in a service centers it **can be used by many local governments**.
- Local **financial planning and accounting systems can be easily integrated** using STRADOM interfaces
- **Demo version** of the system **and instructional films** are **available** in Polish, but other language versions can be prepared on demand.

# Innovation = SET of tools integrating:

Public dialog +  
measurable  
goals and  
objectives

- strategic and operational management based on measurable goals formulated in public dialog

Risk analysis,  
management  
and information  
security

- risk management system in programs, budgetary tasks and information security

Results  
evaluated,  
auditing and  
continuous  
improvement

- **monitoring of effects and results**
- internal audit and other assurance activities (ISO 9001 and ISO 27001 audits)



## Pitfalls – lesson learned

- Time - successful integration will take at least twice much time then planned.
- Continuous needs - specify priorities and remember that in one moment the development has to stop.
- Opponents and leadership - some of process owners don't want to take ownership of process adaptation to the new tools and process results... - show that it's possible!

## Success factors

- Flexibility - Scrum (agile method) efficient and user-friendly tool,
- Determination – need of involvement of key players to the team and strong support of the CEO
- Motivation - Project manager has to have resources to gratify team members,
- Cooperation – within the staff (internal experts) and with external experts.

## Challenges

- Inspire the managerial thinking - mentality problem on staff level – not all the coordinators are ready to take responsibility of results.
- Ensure data quality - several hundreds individuals enter data directly to the system – quality of data depends on self discipline & constant attention,
- Leadership – dreams about stronger involvement of politicians and public managers.

## In front of us

- Tools are implemented, but staff members and organization will have to learn how to use them efficiently at least 2 or 3 years – data alone do not improve performance.
- We dream that some media help us to share with citizens information from STRADOM and organize mutual evaluation of progress based on hard data and recorded survey.