

# ESPLUGUES TOWN COUNCIL SELF-ASSESSMENT 1998

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## OVERVIEW

The Esplugues Town Council is a local Public Administration which governs and administrates the town of Esplugues.

### *The town*

Elements of the town feature:

**The territory-** The municipality of Esplugues de Llobregat covers a surface area of 4.60 km<sup>2</sup> and is historically and geographically integrated within the Baix Llobregat region, Esplugues borders the cities of Barcelona and l'Hospitalet.

The orography of the municipality is uneven, crossed by two small rivers and intersected by four main highways. This scenario makes physical communication of the territory a Town Council priority.



**Population-** The 1998 Esplugues de Llobregat population was 46,684, with a population density of 10,148 people/km<sup>2</sup>. The population increased from 3,981 in 1950 to 29,472 in 1970 due to a high level of immigration, producing urban growth of disorganised proportions and a significant deficit of services and infrastructure. The population growth has stabilised since 1991.

**Economic activity-** Traditional agricultural activity has disappeared from the town as land has been exploited mainly for residential purposes and, to a lesser extent, industrial purposes. The service sector has gradually assumed greater importance in recent years.

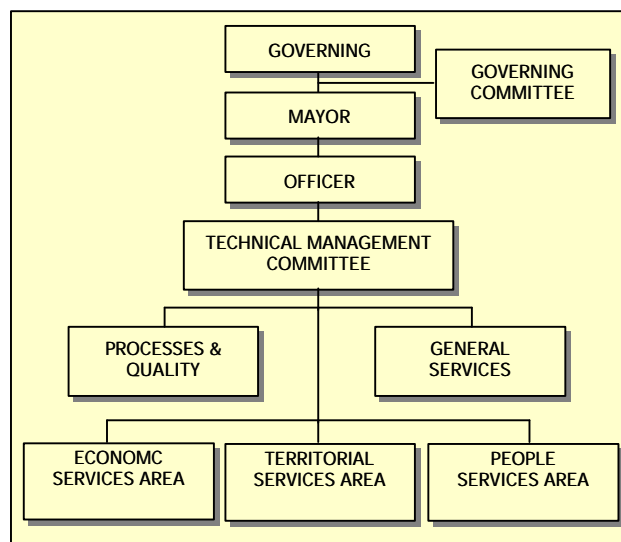
The growth potential is now limited as available land is practically exhausted.

## *The Town Council*

The Esplugues Town Council is composed of 21 councillors democratically elected every four years to represent the political parties which stand at local elections. Recent local election results have given an absolute majority to one political party.

### Political Bodies

- **The Mayor:** The Mayor is the Chairman and maximum figurehead of the Council, whose function it is to lead the local government and municipal administration and to call and chair plenary sessions of the Governing Council Committee. This Committee is a decision-making body with powers to pass general provisions of a regulatory nature and to approve resolutions within its field of competence.
- **Governing Council Committee:** The Committee is composed of all the Town Councillors and legislates on matters of greater importance, approving legal regulations of a general nature with controlling and supervisory powers over local government bodies in public sessions.
- **Governing Committee:** A decision-making body composed of the Mayor and six councillors from the governing team, the function of which is to assist the Mayor and to exercise those powers devolved to it by the Mayor and the Governing Council Committee.



### Technical-administrative bodies

- Officer Management: The highest ranking technical-administrative body of the Corporation, composed of the CEO and two Assistants.
- Technical Management Committee (TMC): chaired by the CEO, this Committee is composed of the highest ranking managers, whose mission it is to plan, co-ordinate and review all the most relevant municipal actions.
- Technical Quality Committee (TQC): A consultative body composed of the different departmental managers and employee representatives.

### Defining characteristics of the Corporation

- Full liability in matters of law and rights. As is the case with all Public Administrations, Esplugues Town Council activity is subject to legal regulations (contracting of employees and suppliers, economic-administrative activity, etc.).
- The multiple and heterogeneous services provided (see Figure 0.3.) represent a certain complexity of management.

Total expenditure figures of the 1998 municipal Budget were Ptas. 4,527,258,468, of which Ptas. 909,641,897 were allocated to investment.

The total number of employees is 273 (70% civil servants, 30% contracted under workers statute), with an average length of service of 14 years.

Esplugues Local Administration has evolved in several stages since the first democratic elections of 1979:

- 1979 - 1985: Town Council activity was centred on meeting the most urgent demands of the citizens, resulting in various services being taken on which corresponded to other administrative bodies.
- 1986 - 1991: Growth and development of infrastructure, basic equipment and significant investment.
- 1991 - 1995: Having covered the most pressing citizen needs, municipal activity was centred on improving the quality of public services. To do so, a modernisation process of the organisation was considered necessary, giving primary importance to the citizen's voice in municipal activity, and establishing as core strategic tools the implementation of Officer Management and the preparation of a Strategy Plan to guide future activity.
- 1996 - 1999: As a consequence of experience gained from the previous stage (see Criterion 1), in 1996, the Town Council decided to adopt the EFQM reference model for business excellence. The essential characteristics of the Esplugues Town Council in this new stage are: transparency, participation, and quality in the provision of services. Its qualities include; receptiveness, the capacity to respond to citizens' demands, accessibility and high quality citizen service. In short, the Corporation is oriented towards excellence, involving employees in this learning process which represents the continuous improvement of everything the Town Council does.

CATALOGUE OF SERVICES		
<b>CULTURE</b> <ul style="list-style-type: none"> <li>• Town festivals</li> <li>• Art schools and workshops</li> <li>• Arts promotions</li> </ul> <b>SPORTS</b> <ul style="list-style-type: none"> <li>• Sports activity promotion</li> <li>• Water sports</li> <li>• Health through sport</li> <li>• Sports tournaments and acts</li> </ul> <b>YOUTH</b> <ul style="list-style-type: none"> <li>• Youth information centre</li> <li>• Voluntary social work (replacing military service)</li> <li>• Promotion of activities for young people</li> </ul> <b>SOCIAL SERVICES</b> <ul style="list-style-type: none"> <li>• Service, advice and help in various public areas (children, women, senior citizens, etc.)</li> <li>• Social assistance procedures</li> </ul> <b>EMPLOYMENT</b> <ul style="list-style-type: none"> <li>• Professional training</li> <li>• Work advice and placement</li> </ul>	<b>BUSINESS SERVICES</b> <ul style="list-style-type: none"> <li>• Municipal Service for Business Information and Development</li> <li>• Promotion of local businesses</li> </ul> <b>PUBLIC HEALTH AND THE ENVIRONMENT</b> <ul style="list-style-type: none"> <li>• Promotion, prevention, education and inspection activities</li> </ul> <b>EDUCATION</b> <ul style="list-style-type: none"> <li>• Support for schools</li> <li>• Nurseries and schools for adults</li> </ul> <b>LOCAL POLICE</b> <ul style="list-style-type: none"> <li>• Citizen and Road Safety</li> <li>• Road Safety</li> </ul> <b>TOWN PLANNING AND WORKS</b> <ul style="list-style-type: none"> <li>• Town Planning, management and development</li> <li>• Public Works</li> </ul> <b>TAX OFFICE</b> <ul style="list-style-type: none"> <li>• Tax information and management</li> <li>• Collection and inspection</li> </ul>	<b>MAINTENANCE OF THE PUBLIC HIGHWAY</b> <ul style="list-style-type: none"> <li>• Parks and gardens</li> <li>• Street lighting</li> <li>• Road surfacing and sewer system</li> <li>• Urban fixtures</li> <li>• Street cleaning</li> <li>• Refuse collection</li> </ul> <b>CITIZEN SERVICE</b> <ul style="list-style-type: none"> <li>• General information</li> <li>• Complaints and suggestions</li> <li>• Telephone enquiries</li> </ul> <b>MUNICIPAL SERVICES</b> <ul style="list-style-type: none"> <li>• Maintenance of installations</li> <li>• Historic and administrative archives</li> <li>• Municipal and street markets</li> <li>• Funeral services</li> <li>• Census</li> <li>• External communication</li> </ul>

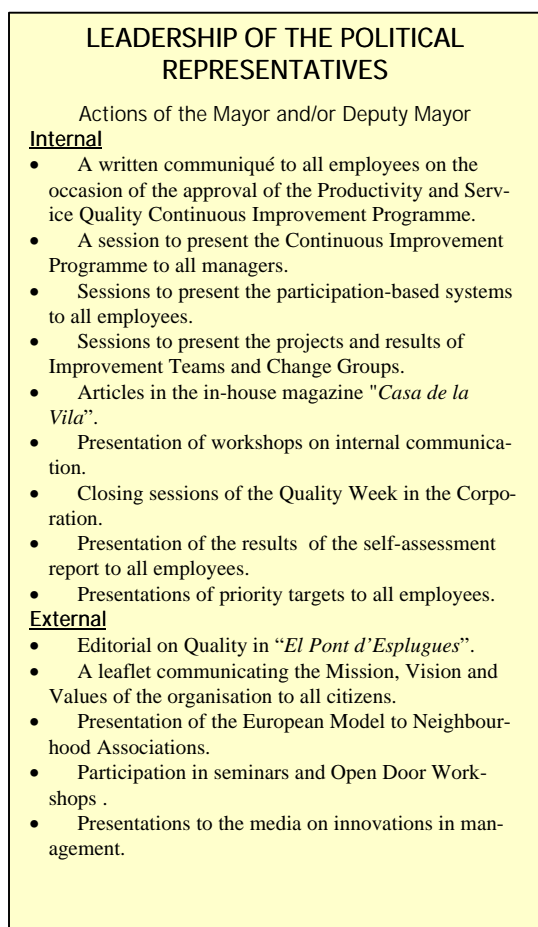
## 1. LEADERSHIP

*"Leadership i.e. the commitment of all leaders, both political and technical, is the crucial factor for success on the Corporation's path towards Total Quality".*

(1996-1999 Strategy Document, approved by the Governing Committee in June, 1996).

In the Esplugues Corporation, political leadership, though not contemplated in this document, has played an essential role in the implementation of Total Quality Management in the Corporation and in the process of culture change that this has represented.

The commitment to this process of the political representatives has been evident at all times through the approval of all proposals related to the development of the organisation's management model and through their direct participation in many events (see Figure 1.1.).



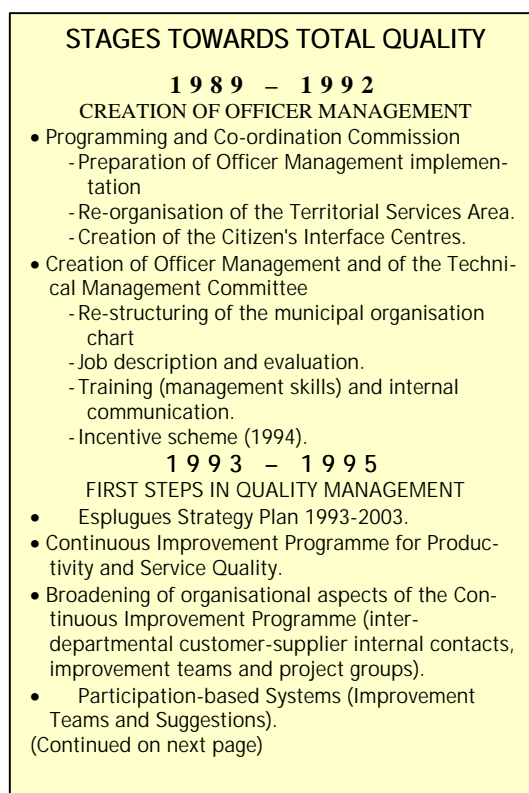
- FIGURE 1.1. -

On a technical level, leadership is the responsibility of the CEO and the management team (all the members of the Technical Management Committee [TMC] ) and of the other managers in the exercise of their respective duties and responsibilities.

### 1a. HOW LEADERS VISIBLY DEMONSTRATE THEIR COMMITMENT TO A CULTURE OF TOTAL QUALITY MANAGEMENT

#### *How leaders create a management model based on the principles of Total Quality Management*

In the Esplugues Town Council, the process of culture change began in 1991 with the implementation of the Officer management system. After several years of consolidation and various initiatives to improve the management, the current Corporation management model, clearly based on the philosophy of Total Quality Management, was created in 1996 through the adoption of the EFQM Business Excellence Model (see the stages described in Figure 1.2.).



- FIGURE 1.2. -

(Continued)

### STAGES TOWARDS TOTAL QUALITY

1996 – 1998

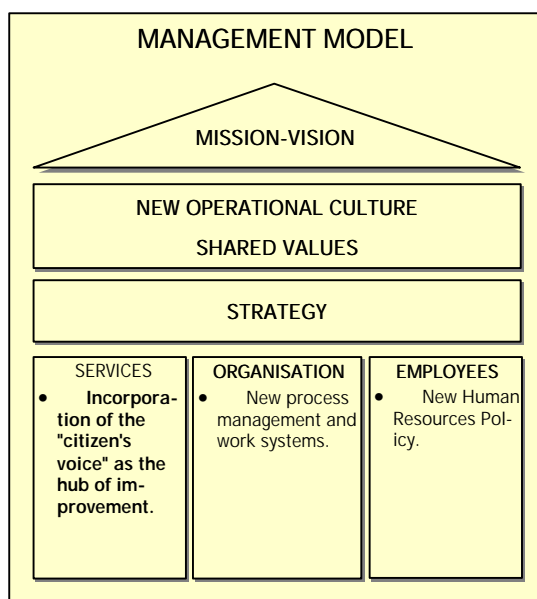
#### ADOPTION OF THE EFQM BUSINESS MODEL

- Documents of "Mission, Vision and Values" and "Strategy 1996-1999".
- First self-assessment (questionnaire approach)
  - Quality Plan 1997.
  - 1<sup>st</sup> Phase of DIANA Project (management of multi-departmental processes).
- Creation of the Process and Quality Department.
- Second self-assessment (EQA-based approach).
- Business Plan 1998-1999.
  - 2<sup>nd</sup> Phase of DIANA Project.

- FIGURE 1.2. -

The management model (see Figure 1.3.) was approved by the Governing Committee in June, 1996, and is explained in two documents:

- The Mission, Vision and Shared Values Document (see Figures 2.7. and 2.8.).
- The Strategy Document 1996-1999 (see Figures 2.9. and 2.10.).



- FIGURE 1.3. -

The management model is the expression of the Corporation's way of thinking and acting towards the fulfilment of the organisation's Vision and Mission, defining leadership as a function to facilitate

the effective implementation of the process of cultural change throughout the organisation.

The model represents a clear framework for action designed to operate independently of any changes in political objectives and even of any changes in the political make-up of the Town Council.

The model has been communicated to the political representatives as an opportunity for added value to their decisions and programmes, to the citizens as an opportunity for added value to the goods and services they receive from the Administration, and to employees as an opportunity for personal and professional development.

#### *How leaders act as role models*

To facilitate the process of change, managers efforts are concentrated on reinforcing the values of the organisation, ensuring role model consistency with these values through their behaviour and all the actions they take. Examples of this can be listed as follows:

#### Vocation to public service

- The construction of a Quality system designed in such a way that user expectations are always met by the services provided, the definitive reflection of which is expressed through the Service Commitments to the citizens (see Figure 5.10.).
- ~ Increasing and improving Corporation-Citizen interface contact centres (see sub-criterion 6b.).

#### Initiative, participation and the will to learn

- ~ The continuous learning process, led by the management team, has been the main factor in the progress of the organisation, the final consequence of which has been the adoption of the European Business Model. This process has been primarily focussed on the adaptation of best practices to the particular requirements of the Corporation and on a critical review of the process.

#### Systemisation.

- The introduction in all critical processes of a systemised PDCA-cycle work approach.

#### Teamwork

- Consensus agreement on all important decisions by the Technical Management Committee (TMC).
- The creation of different types of inter-departmental teams - with different missions - with direct participation of leaders in these teams.
- The creation of a participation-based system of defining departmental targets.

#### Trust

- Transmitting throughout the organisation the concept that a problem represents an opportunity, and showing people that the existence of a problem represents the opportunity to solve it rather than assign blame for it. The required confidence to effectively apply new work methods has been generated in this way.
- Helping to provide the necessary competence to use the new methods and techniques which are being incorporated into management.

#### How leaders optimise resources

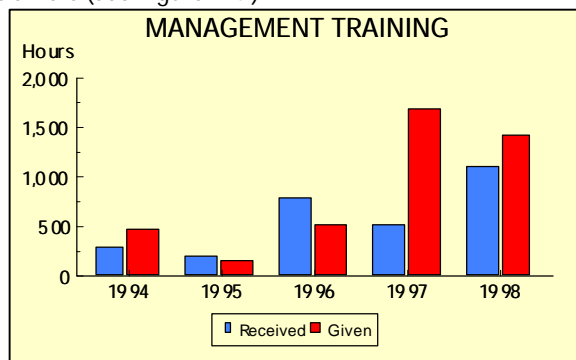
- Introducing a sustainable town culture (see sub-criterion 4c.).
- Taking different initiatives directed towards offering more and better services with the same level of human resources (see sub-criterion 3a.).
- Drawing up a four-year investment plan which has done away with the need for short and medium-term credits from financial entities.
- Promoting value-adding activities (see sub-criterion 4a.).

#### How leaders give and receive training

Training has been and continues to be a key factor in the Corporation's process of change. Since 1991, coinciding with the introduction of the officer management system, annual training plans have been prepared, and the training process has been reviewed and improved on a yearly basis.

The operational strategy has been based on the concept of the manager as facilitator and coach. In the most relevant aspects of the development of the organisation's strategy, the management team has received training first and, after adapting the received know-how to the particular characteristics of the Corporation, this knowledge has then been passed on to the other members of the management team and/or to employees. This know-how sharing process has been carried out either directly by the managers themselves

or has been designed on a joint basis with external trainers (see Figure 1.4.).



- FIGURE 1.4. -

As the organisation's management model has evolved, the focus of training activities has shifted from the initial development of management skills to the subject of Total Quality (see most relevant training received, Figure 1.5.).

MANAGEMENT TRAINING		
<u>Courses on management skills</u>		
<u>Subjects</u>	<u>Hours</u>	<u>Managers</u>
- The role of Officers in Public Administration .....	260h	7
- Evaluation of collaborators .....	24 h	36
- Effective management and motivation in work teams .....	15 h	36
- Participation-based management by objectives .....	16 h	37
- People selection techniques .....	16h	12
<u>Courses on Total Quality</u>		
<u>Subjects</u>	<u>Hours</u>	<u>Managers</u>
- EFQM Assessor Training .....	36 h	11
- Process management, benchmarking and re-engineering ...	16h	7
- Quality audits and concepts .....	24h	4
- Continuous improvement programme	24h	

- FIGURE 1.5. -

New recruits are subject to an induction programme given by the managers, with the participation of the CEO, to become familiar with the organisation's management model and better informed on the organisation in general.

#### How leaders are involved in improvement activities

The TMC members participate directly in:



- The re-design of key processes.
- Improvement teams, in a coaching role in some cases.
- The Improvement Ideas System, informing on the feasibility of the ideas and taking responsibility, when necessary, for their implementation.
- In work groups.

Incidents occurred in the various participation systems are analysed by the TMC. These systems are subject to periodical review (see sub-criterion 5d.).

#### ***How leaders make themselves accessible***

The CEO and management team promote fluent and effective communication in all directions and at all levels of the organisation, establishing communication as a key process in the Corporation.

MEETINGS SYSTEM	
Meetings system	Minimum frequency
• TMC Meetings.....	weekly
• Officer management meetings with all employees .....	2 a year
• Area management meetings (Area Director with all his/her managers).....	monthly
• Area general meeting (Area Director with all his/her employees).....	2 a year
• Departmental meetings.....	monthly

**- FIGURE 1.6a. -**

Systematic communication is maintained with employees through meetings, magazines and bulletins (see Figures 1.6a and 1.6b ). Additionally, leaders attend all presentations and closing sessions of all training activities given in municipal offices and all presentation acts of the projects and results of improvement teams and change groups (to which all employees are invited). These occasions are used to transmit information, to compare points of view and, if it comes to it, to acquire a commitment to action.

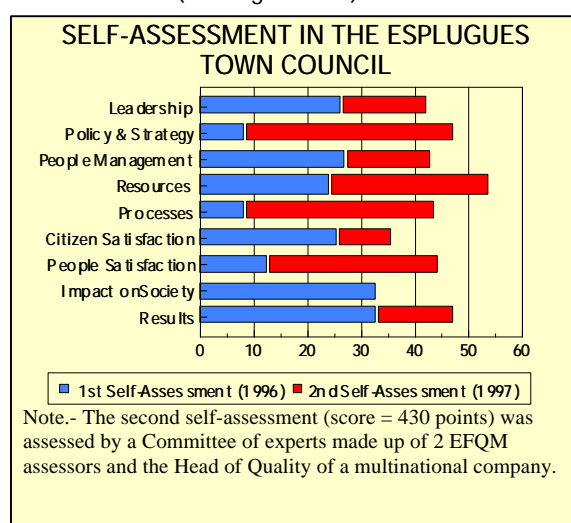
WRITTEN FORMS OF COMMUNICATION	
• "La Casa de la Vila".....	Monthly magazine (since 1991).
• "Quadern de la Qualitat".....	Monthly magazine (since 1991).
• "Casa Flash".....	Bulletin "ad hoc" (17 in 1998)

**- FIGURE 1.6b. -**

Communication is reviewed and improved principally through employee feedback. In this respect, the perception of communication expressed by employees has been positive (see sub-criterion 7a.).

#### ***How leaders review and improve the effectiveness of their own leadership***

The management team reviews and improves the effectiveness of their own leadership by analysing the organisation's progress in TQM through the annual self-assessment processes conducted in 1996 and 1997 (see Figure 1.7.).



**- FIGURE 1.7. -**

Leadership effectiveness is also reviewed through the perception of it given by employees (people satisfaction survey). To this end, the management team agreed on a leader profile and drew up the appropriate questions for inclusion in the 1997 and 1998 surveys (see results in sub-criterion 7a.).

The following actions were undertaken on the basis of the feedback from these surveys:

- An increase in the presence and participation of all management team members. In the course of the 1998 Quality Week, the management team gave a seminar open to the participation of all employees.
- Strengthen the leadership competence of middle managers. A practical course to help managers define targets and action plans on a more participative basis with their collaborators was given in November, 1998.

- Open up the involvement of middle management and union representatives in various events, visits to companies, external work groups, etc.

### 1b. HOW LEADERS SUPPORT IMPROVEMENT AND INVOLVEMENT BY PROVIDING APPROPRIATE RESOURCES AND ASSISTANCE.

#### *How leaders define priorities*

Since 1996, the TMC has used EFQM criteria-based self-assessment to establish improvement priorities which, along with political priorities or objectives, have comprised the two operational plans: Quality Plan 1997 and Operational Plan 1.998 - June 1999 (when the current political term of office finishes). The latter of these two plans was the first in which improvement targets were integrated with the targets derived from the four-year Municipal Action Plan (MAP).

These plans are complemented with targets agreed on by process and departments teams (see sub-criterion 5c.).

PRIORITIES	
<ul style="list-style-type: none"> <li>• Training in Quality.</li> <li>• Re-design of key processes.</li> <li>• Automation of key processes.</li> <li>• Inter-departmental improvement teams.</li> <li>• Service commitments to Citizens.</li> <li>• Self-assessments.</li> </ul>	

- FIGURE 1.8.-

The most prominent improvement priorities over the last two years are shown in Figure 1.8.

#### *How leaders fund learning, facilitation and improvement activities*

The CEO, with the authorisation of the decision-making political bodies, obtains and allocates the human and economic resources necessary to facilitate an appropriate deployment of TQM in the organisation.

Figure 1.9. shows the resources invested in priority areas on which TQM has been focussed .

PROVISION OF FUNDS			
Priorities	Quantity (Ptas. millions)		
	1996	1997	1998
• (1) Training in Quality and Improvement Teams.....	4.04	7.02	3.7
• Re-design of Key Processes and Service Commitments.....	4.70	15.40	8.00
• Automation of Key Processes .....	-	3.40	10.00
• Self-assessments .....	-	0.17	1.59
• People Resources (Processes And Quality Dept.) .....	20.42	21.45	22.70
<b>TOTAL .....</b>	<b>29.16</b>	<b>47.44</b>	<b>45.99</b>
• CIVIC CONTRIBUTION (Taxes + Rates).....	1844.73	1908.36	1995.90
• % of Civic Contribution	1.58%	2.48%	2.30%

- FIGURE 1.9 -

With respect to training activities, only the cost of the course fees paid by the Town Council is included in this calculation. It must be born in mind that many training actions have been of an internal nature, and many of the external courses have been subsidised by the Ministry for Public Administration and by the Barcelona Provincial Council.

#### *How leaders enable people to participate in improvement activities*

The CEO and his management team promote people participation in improvement activities by:

- Establishing the methodology of the different participation systems.
- Communicating the implementation of these systems to all employees in meetings and through the in-house magazine. The participation level obtained in the different systems is shown in Figure 3.3 (Criterion 3).
- Providing the necessary training and continuous backup through the Processes and Quality Department.
- The diffusion of participation levels and of the improvements achieved through the in-house magazine.
- An appropriate recognition policy (see sub-criterion 3d.).



### ***How leaders use appraisal and promotion systems to support improvement and involvement***

Since 1993, employee performance appraisal has been conducted on the basis of the Results Report prepared on an annual basis by Departmental Managers.

In this report, each manager not only lists the results obtained in his/her respective department but also reports on those collaborators who have contributed suggestions, those who have performed exceptionally well and those not eligible for the results bonus. In this last case, managers motivate the affected parties and come to a common agreement on those actions required to improve their performance.

The effectiveness of performance appraisal is reviewed on an annual basis by the CEO, improvements being incorporated into the system every year. Since 1996, the CEO has also analysed feedback from the People Satisfaction Survey (see sub-criterion 7a.).

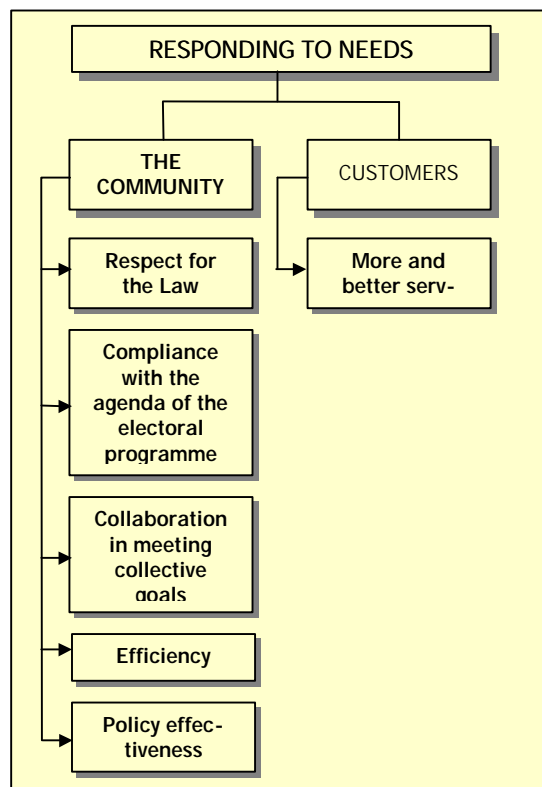
In 1998, as a consequence of this feedback, the work group on recognition, created in 1996 and led by the Head of People Resources to review and complete the incentive system) was also commissioned to redesign the performance appraisal system. The group received training on the subject prior to undertaking this task.

Employee contribution to improvement considered as exceptional is taken into account for internal promotion purposes (see sub-criterion 3d.).

### **1c. HOW LEADERS ARE INVOLVED WITH CUSTOMERS, SUPPLIERS AND OTHER EXTERNAL ORGANISATIONS**

#### ***How leaders meet, understand and respond to needs***

The mission of managers is to contribute to the creation of public value, respecting and accepting collective decisions taken through the process of democratic representation. The framework within which these managers perform is, therefore, complex. In simple terms, they are expected to attend the requests and demands of the community and of their direct customers to whom the services are addressed (see Figure 1.10.)



**- FIGURE 1.10. -**

Through political support, increased responsibility for results at all organisational levels, acquiring complementary resources and the preparation of a consensus-based management strategy with the political representatives, progress has been made in all areas of responsibility:

- Compliance with the Law (see sub-criterion 9b.).
- Compliance with the agenda of the electoral programme (see sub-criterion 9b.)
- Collaboration in meeting collective goals e.g. the involvement of the management team with Esplugues social and economic agents in the preparation of the Strategy Plan.
- Efficiency (see sub-criterion 9a.)
- Policy effectiveness (which is not the subject of this report).
- More and better services (see Criterion 6).

#### ***Relations with suppliers and other organisations***

Management team identification of supplier management as a key process has led to it being improved in such a way that suppliers provide greater value to the organisation. In this line, various actions have been taken (see sub-criterion 4c.).

The Esplugues Town Council, consistent with its mission, maintains partnership relations of co-operation and collaboration with other Organisms, either, as a result of the overlapping of functions in Public Administration, (to acquire those resources it needs to provide its services) or through its interests in supra-municipal activities. An example of this last case is the participation of the Corporation with the Regional Council in the preparation of the Baix Llobregat Strategy Plan (Geographical area where Esplugues is located).

### ***How leaders promote and support Total Quality Management outside the organisation***

The strategy of the management team is to provide all information and assistance necessary to all Public Administration Bodies to reinforce TQM, understanding that, through this policy, the Corporation will foster present and future two-way benchmarking activities to identify opportunities to improve the quality of public services.

The CEO, Co-ordinator Assistant to the CEO and various other managers have actively participated in the promotion of TQM outside the organisation (see Figures 1.11. and 1.12.).

### ***How leaders actively participate in professional bodies related to Quality***

The Corporation has been a member of the *Club Gestión de Calidad* (Spanish Quality Foundation) since 1996, its close ties with this Association being manifest through its involvement in two work groups: "Benchmarking of Public Administrations" (CEO and Co-ordinator Assistant to the CEO) and "Process Management" (Manager of the Health, Consumer and Environmental Section).

The management team also participates in other work groups:

- The application of Quality in Public Administrations" (CEO). Organised by: Barcelona Quality Network.
- "Quality and Modernisation in Town/City Councils and Provincial Councils". (CEO). Organised by: The Spanish Federation of Municipalities and Provinces.

#### **ACTIVE PROMOTION OF TOTAL QUALITY OUTSIDE OF THE ORGANISATION**

##### **1993**

- Administrative Workshops: "Measuring and Improvement of Quality in Public Services". Organised by the National Institute Of Public Administration, in collaboration with the State Department of Public Administration. Speakers: CEO and Officer Management Co-ordination Assistant
- Workshop: "Quality in Public Service". Organised by the Institute of Public Administration of Valencia. Speakers: CEO and Officer Management Co-ordination Assistant
- IV Catalan Congress of Quality Companies. Speakers: CEO and Officer Management Co-ordination Assistant

##### **1994**

- I Course: The managerial role of Officers. Organised by the Barcelona Provincial Council. Speaker: CEO.
- Course: "Quality Management in Local Administration". Organised by the Spanish Quality Association. Speakers: CEO and Officer Management Co-ordination Assistant
- Round Table "Quality in Local Administration". Organised by the V Catalan Congress of Quality Companies. Speakers: CEO and Officer Management Co-ordination Assistant
- Course "Quality Management in Services". Organised by: Technical College of Higher Education. Speaker: Officer Management Co-ordination Assistant

##### **1995**

- Round table: "Officer management experiences in Local Administration". Speaker: CEO.
- Seminar " Municipal Economic Policy and Administration". Organised by: Aserlocal. Speaker: CEO.
- Course: "Local CEOs". Organised by: Local Training Service of the Barcelona Provincial Council. Speaker: Co-ordinator Assistant to CEO.
- Seminar " Local Strategy Planning". Organised by: Central Government Office. Speaker: CEO.
- Course: "Quality Management in Services" Organised by: Technology School of Higher Education. Speaker: Officer Management Co-ordination Assistant

##### **1996**

- Course: "Local CEOs". Organised by: Local Training Service of the Barcelona Provincial Council. Speaker: Officer Management Co-ordination Assistant
- VII Catalan Quality Congress. Speaker: CEO and Co-ordinator Assistant to CEO.
- Course: "Management and Organisation Techniques for managers of the Local Autonomous Tax Management Agency" Organised by: Barcelona Provincial Council. Speaker: Officer Management Co-ordination Assistant
- Master: "European Master Program in TQM" Organised by: Technical University of Catalonia. Speaker: Co-ordinator Assistant to CEO.

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**- FIGURE 1.11-**

(Continued)
<p><b>1997</b></p> <ul style="list-style-type: none"> <li>• Seminar on: "Strategies for Improving Management in Public Administration within the framework of budgetary content". Organised by: Forum of Public Administration and the Catalan Association of Public Administration. Speaker: CEO.</li> <li>• III Seminar on Local Public Administration. Organised by: The University of Oviedo and the Gijon City Council. Speakers: Co-ordinator Assistant to CEO and the Director of the Economic Services Area.</li> <li>• Round table on: "The Management of Change". Organised by: The Spanish Quality Foundation. Speaker: CEO.</li> <li>• Workshops on: "Modernisation and Quality in Public Administrations". Organised by: Council Municipalities of the Metropolitan Area of Barcelona. Speaker: CEO.</li> <li>• MMAMB Conference on: "Quality in Human Resources Management". Organised by: Barcelona Quality Network. Speaker: Officer Management Co-ordination Assistant</li> <li>• Master: "European Master Program in Total Quality Management Organised by: Technical University of Catalonia Speaker: Officer Management Co-ordination Assistant</li> </ul> <p><b>1998</b></p> <ul style="list-style-type: none"> <li>• Participation of the CEO as a lecturer in the 'Catalan School of Public Administration'.</li> <li>• Workshops entitled: "First Workshops on the Modernisation and Incorporation of New Information and Communication Technologies in Local Public Administration". Organised by: Oleiros Town Council. Speaker: CEO.</li> <li>• Seminar: "Reform, Modernisation and Management of Change in Public Administrations". Organised by: Expansión /Institute of International Research Speaker: CEO.</li> <li>• III International Quality Congress on State and Public Administration Reform. "The experience of a Local CEO". Organised by: CLAD. Speaker: CEO.</li> <li>• Seminar: "The incorporation of Quality management concepts and techniques as drivers of improvement and modernisation of the Organisation". Organised by: Social Welfare Dept. Social Services Officer Management of the Castilla-León Regional Government. Speaker: CEO</li> <li>• Workshop for Mayors from Algeria: "Our experience in organisation". Organised by: Institute of Continuous Education. Speaker: CEO.</li> <li>• Course: "Specialisation in Human Resources Management". "Managerial function and Human Resources Management". Organised by: CEMCI (Granada). Speaker: CEO.</li> <li>• Course: "Optimisation of the self-development of Secretaries and Controllers in small and medium-sized Councils". Organised by: Catalan School of Public Administration. Speaker: Officer Management Co-ordination Assistant .</li> </ul>

- FIGURE 1.11-

(Continued)
<ul style="list-style-type: none"> <li>• Course: Quality Service in Local Administration. Organised by: The Spanish Association of Municipalities. Speaker: Officer Management Co-ordination Assistant</li> <li>• Master: "European Master Program in Total Quality Management Organised by: Technical University of Catalonia Speaker: Officer Management Co-ordination Assistant</li> </ul> <p><b>PUBLISHED ARTICLES</b></p> <ul style="list-style-type: none"> <li>• "The introduction of new management models through establishing a system of Officer management and applying Quality systems in the Esplugues Town Council". Published in: "<i>Quaderns de formació local de la Diputació</i>". Author: CEO</li> <li>• "Employee Motivation". Published in: "<i>Excelencia</i>" (Spanish Quality Management Foundation). Author: CEO</li> <li>• "New Ideas for Public Administration" Published in: "<i>La Factoria</i>". Author: CEO</li> <li>• Professionalisation of Town Councils over the last 20 years" Published in: "<i>El Far del Llobregat</i>". Author: CEO</li> <li>• Public Administration Published in: "<i>El Far del Llobregat</i>". Author: CEO</li> </ul>

- FIGURE 1.11-

- "A new figure for the revival of the City-Centre: the CEOs of public service centres" (CEO). Organised by: Barcelona Provincial Council.
- "Local Administrations and the Preliminary Plan of the Public Service Statute" (CEO and the Director of the Territorial Services Area). Organised by: The *Pi i Sunyer* Foundation.

### Participation in collaboration agreements

The Corporation signed a framework agreement with the *Universitat Politècnica de Catalunya* / Technical University of Catalonia to support the Town Council in its efforts to adapt its activities to the European Model.

### 1d. How leaders recognise and appreciate people's efforts and achievements

#### Individuals and teams within the organisation

The CEO encourages managers to give immediate recognition to the efforts and achievements of their collaborators beyond and in a complementary fashion to the recognition system of the institution.

In 1993, the Incentive Scheme was established (punctuality, attendance, availability or greater

dedication and results) which has been subject to constant review and improvements.

In 1998, on the proposal of the work group on recognition led by the Human Resources Director and made up of people from different departments and union representatives, a series of recognition methods were approved to complete the previously mentioned system and to cover, especially, all contributions to improvement brought about through the progressive implementation of various participation systems (see sub-criterion 3d.).

#### ***Recognition outside the organisation***

On the occasion of the European Quality Week celebrated in the Corporation since 1997, Esplugues extends an invitation to a representative of a recognised TQM organisation to visit the Town Hall. The guest speaker in 1998 was the General Director of Quality of the Administrative Community of Madrid, who addressed all employees of the organisation on the progress achieved in this field by his organisation.

The 1986 Honours Register of the Esplugues Town Council awards honours to recognise achievements of special merit and to those who have given extraordinary service to the town of Esplugues (see Figure 1.13.).

#### **HONOURS**

- Freedom of the Town of Esplugues.
- Esplugues. "Adopted Son".
- Appointment as Honorary Mayor or Councillor.
- Gold, Silver and Bronze Esplugues medals.
- Honourable mentions.

**- FIGURE 1.13. -**

The annual "Pont" awards were created in 1997 to reward all those people and organisations who, through their actions in or outside of the municipality, contribute to the prestige of the town.

#### **ORGANISATIONS WHICH HAVE VISITED THE ESPLUGUES TOWN COUNCIL**

- Figueres Town Council
- Elche Town Council
- Girona City Council
- Arganda del Rey. Town Council
- 2 Municipal Delegations from Chile.
- Barcelona. City Council
- Lleida City Council
- Castelldefels. Town Council
- Spanish Federation of Municipalities and Provinces
- La Roca del Valles. Town Council
- Ripollet Town Council
- Santa Coloma de Gramenet Town Council
- Administrative delegations from Chile and Uruguay.
- A Municipal delegation from Algeria.
- Industry, Commerce and Tourism Dept. (Valladolid City Council)
- Agency for the Economic Development of *Castilla y León*.
- Alcobendas. Town Council
- Delegation from the Autonomous Community of Madrid
- Post Office Authorities
- *Castilla y León*. Social Services Officer Management
- Delegation from the Ministry of Education & Arts.

**- FIGURE 1.12. -**

## 2. POLICY AND STRATEGY

### 2a. HOW POLICY AND STRATEGY ARE BASED ON INFORMATION WHICH IS RELEVANT AND COMPREHENSIVE.

Policy and strategy are formalised in documents containing the strategic planning of the organisation, namely the Municipal Action Programme and the Town Council Management Model.

#### *The Municipal Action Programme*

The Municipal Action Programme (MAP) is drawn up on the basis of the electoral platform of the political party which received the most votes in the municipal elections. However, between 1993 and 1994, the then Governing Council Members, on the proposal of the CEO, prepared the 1993-2003 *Esplugues* Strategy Plan based on a long-term perspective more in line with town objectives and to reinforce, through the use of relevant information, the legitimacy of the MAPs.

The 1995-1999 MAP currently in force is thus aligned with the objectives of the 1993-2003 *Esplugues* Strategy Plan.

The Strategy Plan is based on information originating from:

- Direct participation: more than 100 people were involved in drawing up the Plan, both on an individual level and on a representative level from various associations, institutions and companies.
- People (Citizens) surveys: 2 surveys were conducted, the objective of the first one being to complete the information required for the diagnosis of the current situation (see Figure 2.1.).

#### FIRST SURVEY FOR INFORMATION TO COMPILE THE STRATEGY PLAN

- Strong points of the town.
- Weak points of the town.
- Measures to reinforce the strong points.
- Measures to eliminate the weak points.
- Actions to ensure the success of the Strategy Plan.
- Valuation of 37 different subjects (social welfare, medical services, etc.).

- FIGURE 2.1 -

The purpose of the second survey was to value the sectorial objectives of the Plan and thus be in a position to conduct a SWOT analysis of the town.

#### MAIN DATA ANALYSED IN THE STRATEGY PLAN

1. Population
2. Education level
3. Active and working population
4. Unemployed population
5. Economic Sectors
6. Industrial Investment
7. Business licence taxes
8. Economic Indicators
9. Uses of land and housing
10. Education
11. Health
12. Facilities
13. Transport
14. Public Administration
15. Municipal Image

- FIGURE 2.2 -

1. Other data (see Figure 2.2)

#### *The Management Model*

The Town Council management model, reflected in the "Mission, Vision and Shared Values" and "Strategy 1996-1999" documents, states the principles and behavioural references of the organisation and represents the factor which differentiates *Esplugues* from other Local Corporations.

The Technical Management Committee (TMC) drew up the Management Model on the basis of:

- Analysing the suitability of different models implemented in other organisations.
- The values of the organisation which were defined from the feedback on the survey conducted on all managers (see Figure 2.3.) and from the basic principles of the European Model. Checking employees' acceptance level of these values through the People Satisfaction Surveys of 1997 and 1998 (see sub-criterion 7a.).

#### *Relevant information*

The review and improvement of the organisation's policy and strategy and its operational development



are based on relevant information. The principal information sources are:

QUESTIONNAIRE ON CORPORATE CULTURE
<ul style="list-style-type: none"> <li>• Employee behaviour to be given priority in the new culture.</li> <li>• What are the situations which generate motivation in the organisation?.</li> <li>• What are the situations which stifle motivation in the organisation?.</li> <li>• Values of the previous culture which must change.</li> <li>• Values of the previous culture to be kept.</li> </ul>

- FIGURE 2.3. -

- **Esplugues citizens:**
  - Through the Corporation's people satisfaction management system (see sub-criterion 6a.), Town Council participation in various Executive Councils and Committees (Public Security Council, Arts Committee, Youth Committee, Social and Economic Committee, Women's Rights Council, Solidarity Committee, etc.) and through meetings with public institutions and associations (Neighbourhood Associations, Trade Associations, etc.).
- **External Organisations:**
  - An overlapping of functions and responsibilities among the various government levels exists in Public Administration. In this respect, information from supra-municipal institutions (the Provincial Council, Regional Councils, Council municipalities) and from the Central and Autonomous Administration is relevant for formulating and reviewing the policy and strategy of the organisation.
- **Benchmarking activities:**
  - Benchmarking the "010 Barcelona Information" service in 1991 to define Citizen Interface Centres.
  - Benchmarking **Vitoria-Gasteiz** City Council in 1996 to design the People Satisfaction Survey.
  - As a member of the **Club Gestión de Calidad** / Spanish Quality Management Association, the Corporation has access to best practices of other organisations, from which criteria and ideas have been taken and applied in the **Esplugues** Town Council e.g. in the recognition system.
  - Other organisations have been used as a reference to establish service standard targets e.g.

time limits for responding to citizens' complaints.

- Visits to other companies: to Hewlett Packard, for know-how on process ownership and selection criteria, and to **Gasnalsa** (1997 European Quality price winner) for know-how regarding their appraisal system **361°**.
- Attendance at Congresses, Open-door workshops, etc.
- **Employees of the organisation:**
  - People Satisfaction Survey (see sub-criterion 7a.)
  - Participation and results in the different systems: departmental improvement targets and suggestions, improvement ideas, improvement teams, and the complete re-design of key processes and working teams (see sub-criterion 5d.).
- **Internal indicators:**
  - Financial indicators and results (see sub-criterion 9a.).
  - Other indicators and results (see sub-criteria 6b., 7b. and 9b.).
- **Other sources, amongst which feature:**
  - Social-demographic information obtained from the Population Census (Catalan Government Institute of Statistics) and studies conducted by the Corporation (Social-demographic study of **Esplugues**).
  - Territorial information (land register, town planning, service network, street lighting, street furniture, vegetation, etc.) through the **Esplugues** Council Territorial Information System.
  - Legal information, through subscription to official bulletins and legal publications. .

## 2b. HOW POLICY AND STRATEGY ARE DEVELOPED

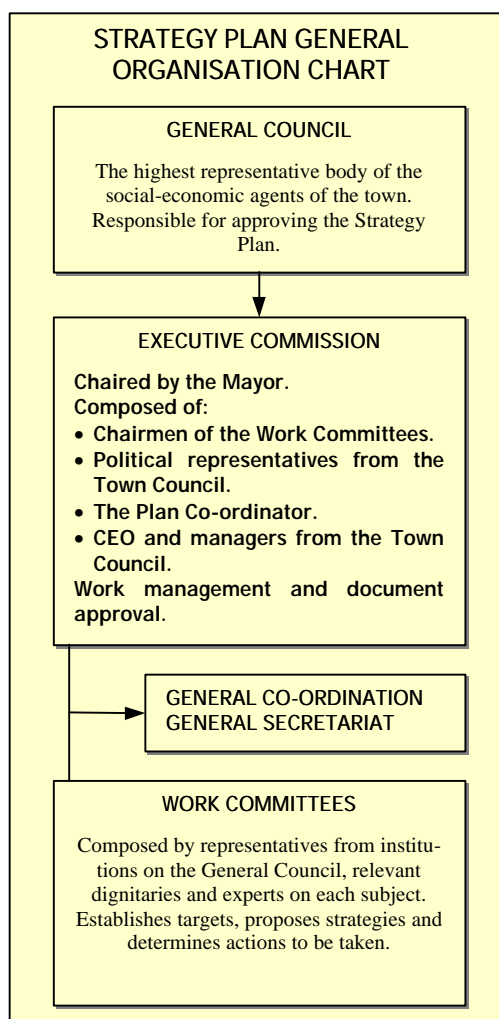
### **The Municipal Action Programme (MAP)**

Formulation of the MAP is not the responsibility of the administrative organisation, but in the hands of the political group. However, as has been stated in the previous sub-criterion, the MAP targets are aligned with the **Esplugues** Strategy Plan 1993-2003.

To draw up the Strategy Plan, the organisational structure shown in Figure 2.4. was created. The direct participation of the management team in both the Executive Commission of the Plan and in



the various Work Committees formed to develop the Plan must be mentioned here.



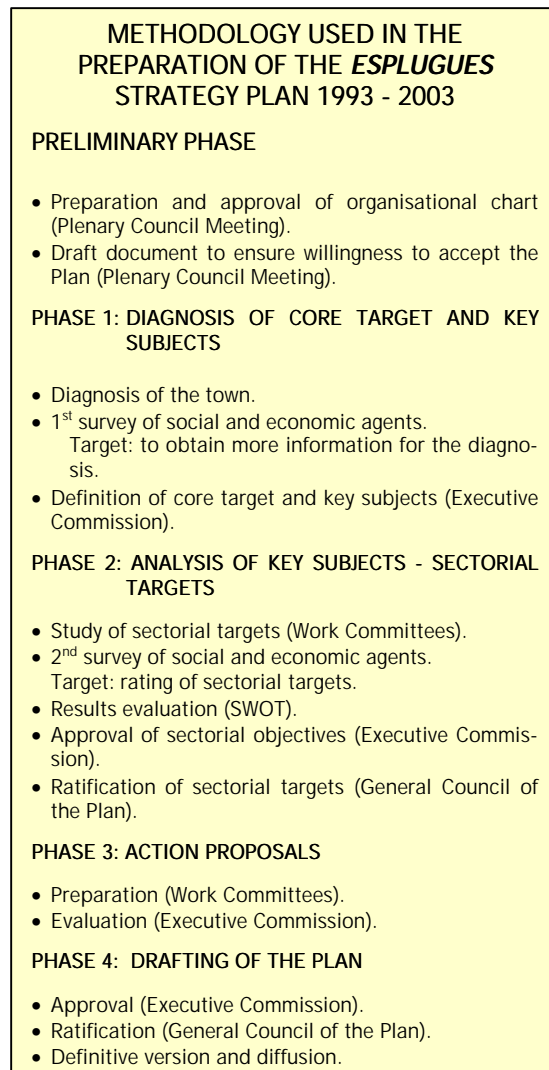
- FIGURE 2.4. -

The methodology used is outlined in Figure 2.5. Special mention must be made of the public debate organised and held to thus enable consensus decisions to be taken among all economic and social sectors.

Certain targets defined in the Strategy Plan required subsequent technical development. To this end, the Town Council created the Strategy Plan Bureau, through which the Town Communications Plan (now completed) was drawn up and the Economic and Social Council was founded.

The MAP, which reflects the commitments of the governing Council team to the citizens (see figure 2.6), is developed by the management team, who

are likewise responsible for budgeting investments and including them in the four-year calendar (Investment Plan), later including these actions in the corresponding annual plan.



- FIGURE 2.5. -

### ***The Management Model***

The Management Model of the *Esplugues* Town Council is reflected in the organisation's "Mission, Vision, and Shared Values" and "Strategy 1995-1999" documents, was defined by the Technical Management Committee, consensus agreed by the Governing municipal group in a special sitting for this purpose, and approved by the Governing Committee in June, 1996.

PRIORITIES OF THE M.A.P.		
1.- RELATED TO THE MODEL OF THE TOWN	2.- RELATED TO PROVIDING MUNICIPAL SERVICES	3.- RELATED TO THE MANAGEMENT MODEL
<b>Solidarity</b> - Improve accessibility. Remove architectural barriers. - Promote contribution to international co-operation (up to 0.7%). - Enlarge the Esplugues Workshop for Mentally Handicapped People. <b>The Environment</b> - Prepare the Local Charter for the Environment. - Selective waste recovery. - Energy Saving Campaign. - Schools Campaign. - More green areas. <b>Structural communication</b> - Complete re-modelling of the <i>Can Clota</i> and <i>La Plana</i> districts and of the <i>Solidaridad</i> Park. <b>Transport</b> - Promote the implementation of the tram system. - Consolidation of the <i>Esplubús</i> (municipal bus service). <b>Safety</b> - Prepare the Plan for Public Highway and Road Categorisation. - Deploy the "Community Police" model.	<b>A)</b> Improve Sports Centres. <b>B)</b> Increase and promote cultural and youth facilities (libraries and Arts-Social Centres " <i>Moli-Cadi</i> , etc."). <b>C)</b> Improve Senior Citizen Activity Centres. <b>D)</b> Obtain an "Official School of Languages" for Esplugues. <b>E)</b> Ensure the correct implementation of Educational Reform.	<b>A)</b> Adoption of the principles of the European Quality Management Model. <b>B)</b> Implementation of process management. <b>C)</b> Systematic use of the self-assessment model.

- FIGURE 2.6. -

MISSION
Our mission is to improve the quality of life of the citizens of <i>Esplugues</i> , to satisfy the needs and expectations of the different end-users of the services we offer, and to construct a both physically and socially welcoming and attractive town for new projects and initiatives, all this in a consistent fashion and at the lowest possible cost for the citizens.
VISION
We want to be: <ul style="list-style-type: none"> <li>• The best possible Town Council for our citizens, satisfying their needs and exceeding their expectations.</li> <li>• A united Corporation, through shared values of public service.</li> <li>• A Corporation recognised for the quality of the services it provides.</li> <li>• A Corporation which achieves its desired results at the lowest possible cost and in compliance with prevailing legislation.</li> <li>• A Corporation in which all employees have the opportunity for both personal and professional fulfilment.</li> </ul>

- FIGURE 2.7. -

SHARED VALUES
<ul style="list-style-type: none"> <li>• The predisposition of the people in the Corporation to respond to citizens' needs over and above their professional duties and personal interests.</li> <li>• Integrity of behaviour.</li> <li>• Consideration and kindness when dealing with citizens and all work colleagues.</li> <li>• The personal commitment of all people to continuous improvement through initiative, participation and the will to learn.</li> <li>• The systemisation of tasks to facilitate improvement cycles.</li> <li>• The conviction that teamwork is superior to individual contribution.</li> <li>• Confidence in the ability and will of colleagues and managers to do things rights.</li> <li>• Optimum management of resources through the appropriate inter-relation of the concepts of effectiveness, efficiency and economy.</li> </ul>

- FIGURE 2.8. -

2.7.) is the acceptance of constantly reinforced values (see Figure 2.8.) which enable the organisation to conduct its daily work in an optimum fashion.

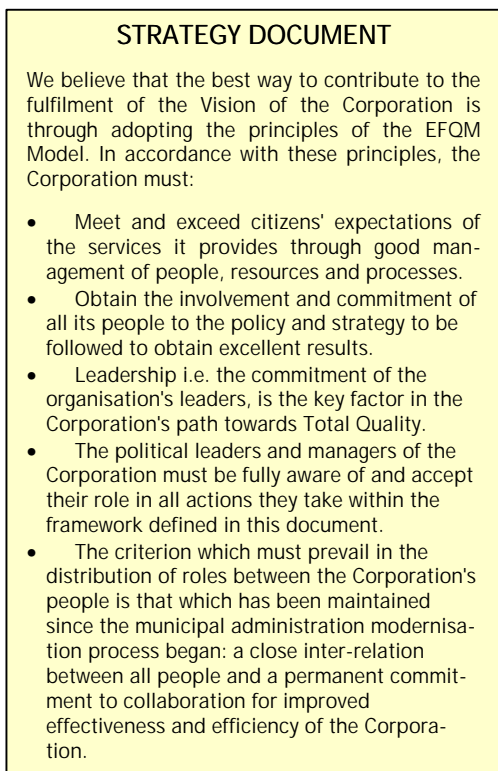
*Esplugues* Town Council is convinced that the only possible path towards successful development of the Mission and fulfilment of the Vision (see Figure

In the Strategy document (see Figure 2.9.), it is expressly stated that, within the Action Programme for the four-year period 1996-1999, the actions under-

taken must be developed in three core areas: (see Figure 2.10.).

- I. Services
- II. Organisation
- III. Employees

**The Operational Plan:** This plan states both the general and improvement targets which constitute the priorities of the organisation. The targets agreed to in the different departments are added to the plan, along with the annual training plan.



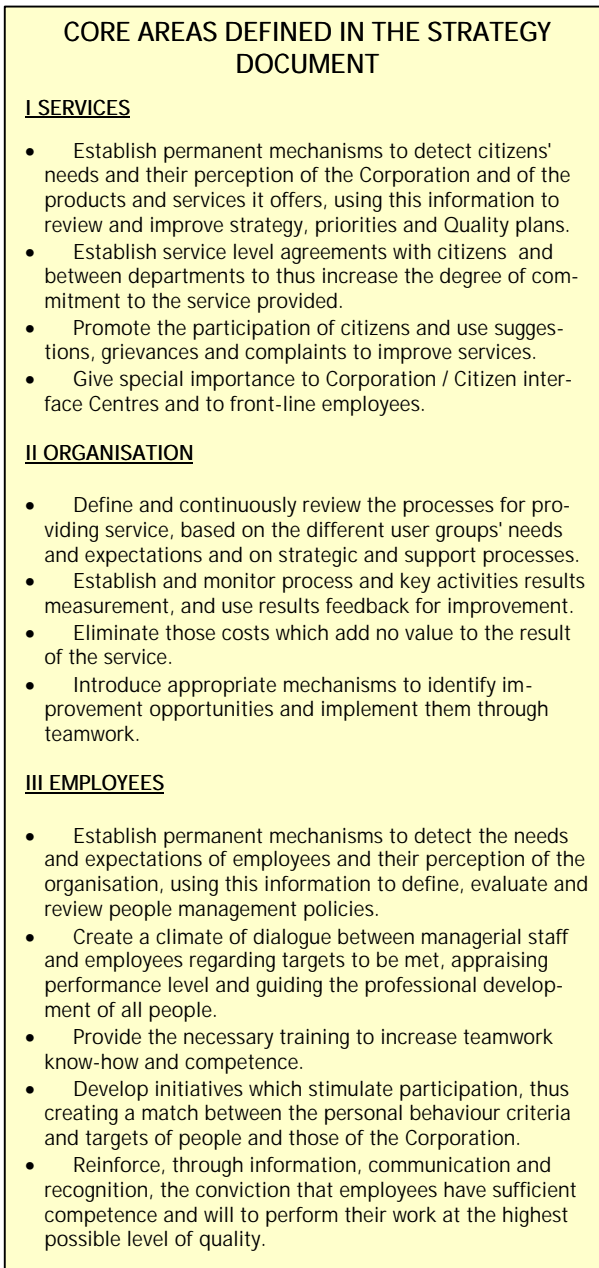
- FIGURE 2.9. -

These were identified from the results of the first self-assessment (questionnaire approach) conducted by the management team, and determines the basis for the deployment of the *Esplugues* Corporation management model.

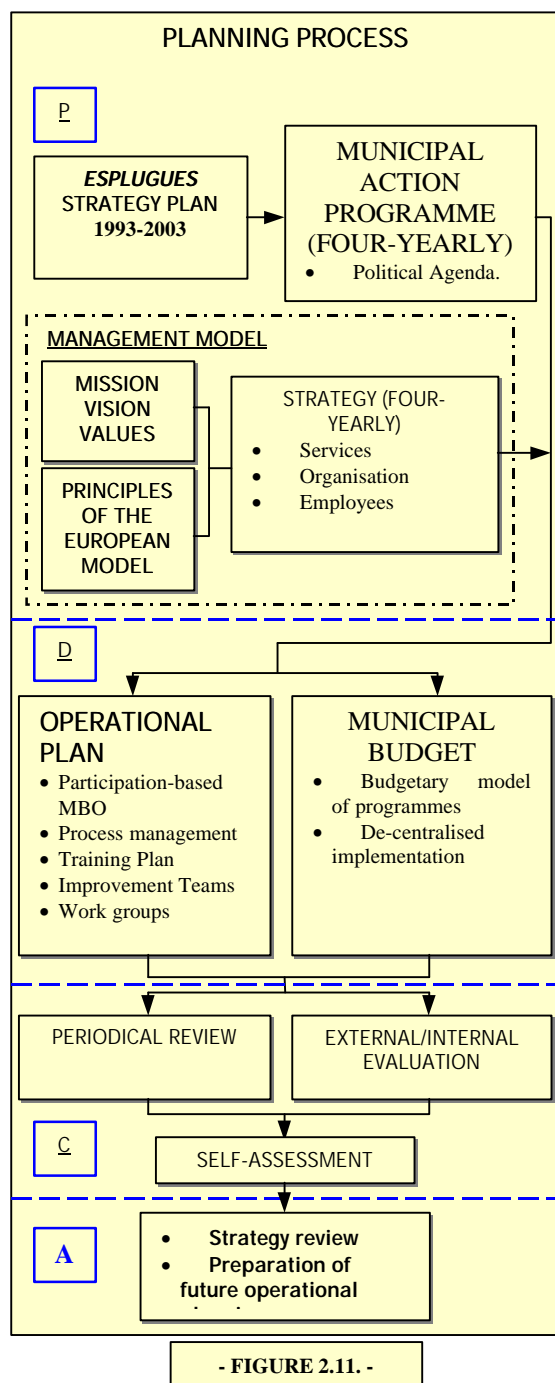
## 2c. HOW POLICY AND STRATEGY ARE COMMUNICATED AND IMPLEMENTED

### *Policy and strategy as a base for operational planning*

The policy and strategy of the organisation is implemented through the execution of the Operational Plan and the Municipal Budget, following a PDCA cycle (see Figure 2.11.).



- FIGURE 2.10. -



The general targets are defined by the TMC from the review of the MAP and guidelines supplied by the Governing team. Improvement targets are also defined by the TMC on the basis of the self-assessment conducted in accordance with EFQM criteria. Alignment with policy and strategy is assured in both cases (see sub-criterion 9b.,

compliance level of MAP and management strategy 1995-1999).

Departmental targets are defined through agreement between middle management and their immediate subordinates, with the active participation of all employees. These targets are then deployed into individual targets for each employee or into an action plan which states what responsibilities have been assigned to the different collaborators. In this way, all employees are informed regarding what is expected of them and on what criteria they are to be assessed.

The Operational Plan is approved, on the proposal of the CEO, by the Governing Committee and communicated through meetings with all employees chaired by the Mayor and the CEO. Additionally, the Plan is published in the in-house magazine "*Casa de la Vila*", and is in force until June, 1999, when the current political term of office finishes.

This procedure was reviewed in 1998 on the basis of the results of the internal audit conducted by the Quality and Process Department. The general targets previously included directly in the Municipal Budget and the improvement targets which, in 1997, formed the Quality Plan were integrated into the Operational Plan. Training activities have been undertaken for all managers to improve the target defining process and the subsequent action plans.

### The Municipal Budget

This subject is dealt with in detail in sub-criterion 4a.

The budget content is systematically communicated through the following channels:

- The Councillor of the Economic Services Area explains the budget content to all political groups with representation in the Town Council and to the Neighbourhood Associations. This meeting are attended by de CEO and the Financial Manager.
- After approval in the Plenary Session of the Corporation, the budget is published in the magazine "*El Pont d'Esplugues*" for all citizens to see.
- The budget is published in the in-house magazine "*Casa de la Vila*".
- A budget presentation meeting is held for all employees.

## 2d. HOW POLICY AND STRATEGY ARE REGULARLY UPDATED AND IMPROVED

### *Policy and Strategy*

The MAP, which essentially represents the basic agenda of the municipal government, is subject to regular review by the governing team, on its own initiative or by proposal of the CEO, on the basis of emerging needs or opportunities detected through the information sources described in sub-criterion 2a.

The TMC reviews compliance with the MAP on a six-monthly basis in accordance with the evolution of financial planning (see sub-criterion 4a.) and the results of the Operational Plan.

The Management Model is reviewed on a six-monthly basis by the TMC, with special attention given to monitoring the attainment and effectiveness of those targets and activities related to the three core areas of the 1996-1999 management strategy. Review feedback has not, to date, revealed the need to introduce any modifications. In this respect, the target attainment level is very high (see sub-criterion 9b.).

### *Operational Planning*

The planning of operations conducted at departmental level is reviewed and updated on a monthly basis by managers and their collaborators.

Cross-departmental level targets and activities are co-ordinated and periodically reviewed and updated by the Processes and Quality Department, with feedback reports given to the TMC in the six-monthly review sessions.

With respect to the Municipal Budget, The Director of the Economic Services Area, after reviewing the situation with the budget managers of the different departments, reports on a six-monthly basis to the TMC on the current situation regarding budget implementation to thus anticipate and, when necessary, propose possible modifications to the cost of programmes. These possible modifications are subject to approval by the Mayor or in the Plenary Sessions of the Corporation, in accordance with the established legal procedure (see sub-criterion 4a.).

### *System optimisation through annual self-assessment*

Since 1996, the self-assessment process offers two-fold value for the Town Council:

- It represents the best possible basis for operational planning, enabling a comprehensive and exacting analysis to be made and areas for improvement to be identified.
- It provides invaluable information for periodical updating of the organisation's policy and strategy.

Two self-assessment processes have been undertaken by the TMC since 1996. The first process was conducted using a questionnaire approach, whilst the second, in 1997, followed the same assessment approach as that of the EQA. In the latter case, the company report was submitted to a team of experts made up of two EFQM assessors and The Head of Quality of a multinational company to identify organisational strengths, areas for improvement, and to score the submission document along EFQM criteria (see Figure 1.7.).

### *Re-design of the strategy planning process*

This process, identified as a key process of the organisation, is currently being comprehensively re-designed by the TMC.

The criteria used in the re-design of the process are as follow:

- To increase the Operational Plan cycle period from 1 to 2 years for improved consolidation of implementation actions.
- To improve the co-ordination between the Operational Plan and the Municipal Budget.
- To integrate the definition and review of improvement targets into the process area (new multi-departmental approach).



### 3. PEOPLE MANAGEMENT

The policy and strategy of people management is focussed on accomplishing the Corporation's Vision of meeting the needs and exceeding the expectations of citizens at the lowest possible cost whilst providing conditions for the personal and professional fulfilment of employees.

#### 3a. HOW PEOPLE RESOURCES ARE PLANNED AND IMPROVED

The permanent targets of People Resources Planning (273 employees in 1998) have been:

- To improve people management, aligning people competence with the demands dictated by the services offered.
- Maintain the number of employees.
- Increase people satisfaction with the organisation.

People Resources planning is conducted on an annual basis by the TMC, of which the Head of People Resources is a member. This planning is integrated into the operational planning of the organisation (Operational Plan and Municipal Budget), and forms part of the strategy planning process (key process) of which the Corporation CEO is the process owner.

Information sources used by the TMC for planning are as follows:

- The evolution of the needs of the organisation.
- The needs of the different departments outlined in the annual results report of the previous business year, specifically with respect to strengths and areas for improvement and planned changes in the short and medium term as a result of new legislation, new services, new technology, new demands etc. which are to be developed by the managers of each department and their collaborators (an improvement introduced into the process in 1997).
- The results of the people satisfaction surveys, enabling the key factors for employee satisfaction and their current satisfaction in these areas to be identified.

The needs of the organisation and its departments are generally rooted in the alignment of employee competence with new service requirements (new

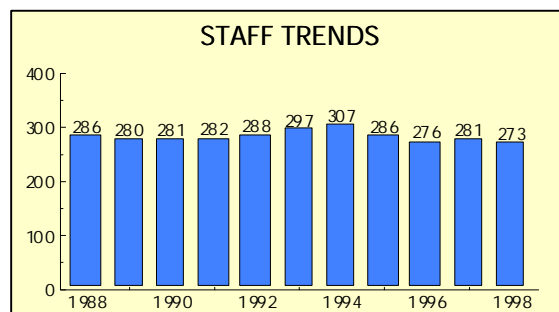
services to be developed, new timetables adapted to customer needs, etc.). In this respect, the actions

#### ACTIONS TAKEN TO ALIGN PEOPLE COMPETENCE WITH DEMANDS

- The creation of new jobs to attend new demands:
  - Itinerant workers for job overload support.
  - Service clerks for the Citizens Interface Centres (for 3 Centres in 1991 and 15 in 1998).
- Creation of new services in existing posts:
  - Budget manager in 9 posts.
  - Advanced IT users in 18 posts.
- Re-deployment of people.
  - Cleaners and kindergarten assistants re-deployed as Service Clerks and auxiliaries.
  - Administrative workers replace policemen in administrative duties.
- Internal promotion.
  - 69% of managerial staff have reached this position through internal promotion.

- FIGURE 3.1. -

taken (some of which are featured in Figure 3.1.) have enabled the Corporation to offer a wider range of services and to improve the satisfaction level of the town's citizens (see Criterion 6) whilst maintaining the same number of Town Council employees (see Figure 3.2.).



- FIGURE 3.2. -

Conclusions from the people satisfaction surveys are consensus agreed in the TMC and action plans are undertaken (see sub-criterion 7a.).

People Resources planning is reviewed on a six-monthly basis by the TMC and monthly by the People Resources Service. If significant deviation or a high incident rate is detected, the Head of People Resources proposes corrective actions to the TMC.

***How the organisation ensures fairness in terms of employment***



Fairness in terms of employment is ensured through compliance with the legal norms on access to a Public Service post. In matters of people recruitment, the Esplugues Town Council must follow strictly impartial guidelines governed by the candidate's competence and merit for the post in question. This fact is born out by the zero complaints rate regarding the decisions of the various examining Tribunals in recent years

#### ***How the organisation aligns its remuneration with policy and strategy***

The Esplugues Town Council remuneration system is governed by law. However, within regulatory limits, the Corporation has developed innovative actions to align it with the organisation's policy and strategy.

One example of this is the relative importance given to the factor of managerial competence in the job ranking exercise conducted in 1992 (in which a system of scoring based on attributes and degrees was used) and the parallel increase in the compulsory number of working hours assigned to these managerial posts. This is coherent with the strategy of manager empowerment which began in 1991 with the implementation of the Officer Management System.

The creation in 1993 of an incentive scheme to guide the organisation towards achieving its desired results was of greater significance in this respect (see sub-criterion 3d.).

#### ***How the organisation uses innovative methods to improve the way of working***

To ensure that the full potential of each employee is harnessed, the Corporation has established participation systems (see Figure 3.3.) with prior employee training to ensure the efficiency of their contribution (see sub-criterion 5d. for detailed information).

PARTICIPATION SYSTEMS	Participation (No. people)	
	Managers	Employees
Participation-based management by objectives	All	All
Process re-design and Change groups	30	47
Improvement teams	32	72
Improvement suggestions	25	67
Working teams	36	40

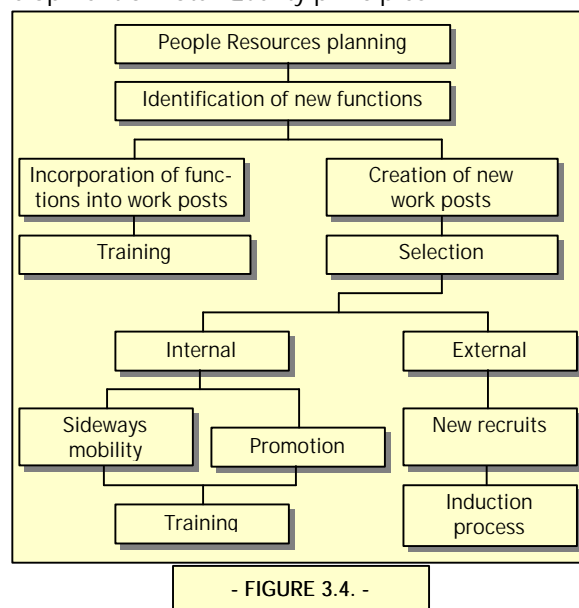
- FIGURE 3.3. -

### **3b. HOW PEOPLE CAPABILITIES ARE SUSTAINED AND DEVELOPED**

#### ***How the organisation identifies and matches people's competences with its needs***

Since 1992, job descriptions and the ideal people profiles for all work posts have been in existence in the Corporation, along with a job rating system which was applied in 1992 to all work posts and is used to give a rating to newly created posts and to review those posts into which new functions are incorporated.

Since then, the annual People Resources planning includes the identification of new functions, especially those derived from new services and the alignment of existing services with activities of greater value for the citizen, and those of a multi-skilled nature, in both cases attributable to the development of Total Quality principles.

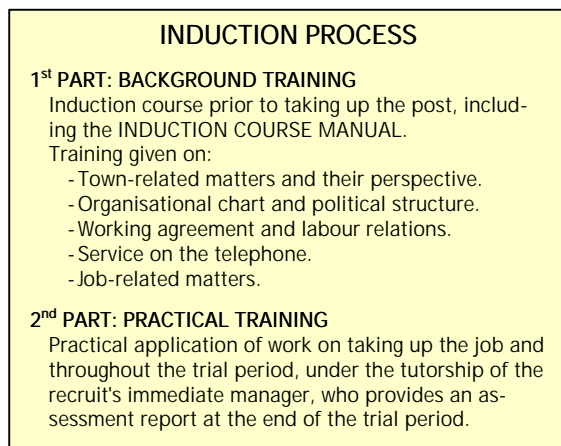


Having identified these new functions, the process outlined in Figure 3.4. is followed

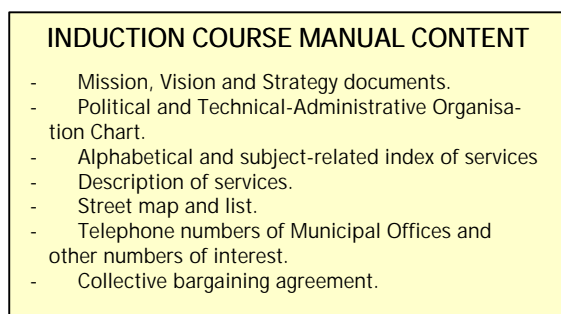
External recruitment is only resorted to when the organisation cannot cover the new posts through internal recruitment. Selection processes to cover structural and variable term vacancies are governed by Law (Public Administration exams, tenders, etc.).

The selection process is managed by the Corporation itself. Despite legal restrictions, practical and

psycho-technical tests and personal interviews are systematically conducted. In this way, the aptitude of the candidate in relation to the values of the organisation are rated. Having been selected, all new recruits are subject to an induction process (see Figures 3.5. and 3.6.).



- FIGURE 3.5. -

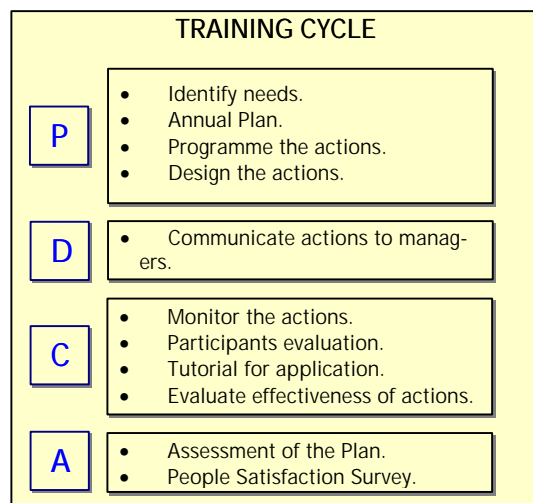


- FIGURE 3.6. -

As a result of the breakthrough changes applied to functions within the organisation over recent years, a complete update of these functions is planned for 2000 with a more suitable approach for the new process management (see sub-criterion 5b.), with the subsequent review of job ranking..

#### ***How the organisation establishes and implements training plans***

Training is a sub-process of People Resources Management, which in turn is a key process (see Figure 5.2.). Training plans have been prepared and implemented on an annual basis since 1991. This process is documented and follows a PDCA cycle.



- FIGURE 3.7. -

Training is oriented towards reinforcing the new corporate culture of the organisation and furthering the know-how and skills which add value for the citizens (a Quality programme is included in the annual training plans since 1996, see training given in Quality in Figure 3.8a.).

**TRAINING IN QUALITY**

Training actions related to:	No. of actions	No. of participants
• Improvement teams .....	13	119
• Process management .....	14	107
• EFQM reference model .....	3	All
• Self-assessment .....	2	11
• Participation-based MBO.....	2	39
• Quality audits .....	1	4

- FIGURE 3.8 a -

The planning stage begins in the TMC with an analysis of the results of the previous year's plan and the feedback from the people satisfaction survey, and of those needs identified at all levels (managers, operators and employee representatives). This is then aligned with the Operational Plan and submitted to the Council Committee for their approval.

In recent years, training has been deployed intensively throughout the organisation, reaching practically all operational levels (see Figure 3.8b.).

The effectiveness of training is monitored and reviewed through various mechanisms:

- The training activity owner, who monitors compliance against established objectives.
- Those who receive the training, through evaluation questionnaires filled in "in situ" and designed to evaluate the trainer, the organisation and the content of the training and to promote improvement suggestions.
- The immediate manager of those participating in the training activities, through a report prepared after the training action has finished (approximately two months afterwards).
- In some cases, the trainer also has the role of tutor of those people receiving training, thus better ensuring the correct application of the knowledge acquired.

TRAINING HOURS		
Year	Total No. of Hours	Employee participation (%)
1994	3,384	54
1995	3,272	61
1996	2,836	42
1997	3,902	47
1998	8,854	80

- FIGURE 3.8a. -

The sub-process of training is reviewed on an annual basis by the TMC. Amongst the improvements implemented feature:

- The broader-based degree of employee participation in identifying needs.
- Improved appropriateness and monitoring of training actions through the introduction of the function of the 'training activity owner'.
- The evaluation report on the effectiveness of the training action, prepared by the immediate manager of those receiving training.
- The people satisfaction survey as a tool for review and improvement.
- The application of new training forums: training rooms, workshops, seminars, information exchange meetings etc. to share know-how and experiences for the common benefit of all involved.
- The presentation and closure of these training actions by managers, and their regular presence during training course breaks to provide an informal forum for communication.
- The availability of the training portfolio documents for all employees.

- The possibility for all employees to attend external training courses of their interest, providing the course content is related to their work. This training is subsidised by the Corporation.
- Incentives to encourage continuous learning, e.g. study hours outside of the normal working day hours count towards the incentive for greater time dedication to work and the recognition given to all voluntary participants in the first Quality training programme (50% of the results incentive paid six months in advance).

### 3c. HOW PEOPLE AGREE TARGETS AND CONTINUOUSLY REVIEW PERFORMANCE

#### *How the organisation aligns individual and team objectives with its targets*

To complement and deploy the targets and priorities of the Operational Plan, Esplugues Town Council departments define their own operational targets using a participation-based management by objectives system. The targets agreed to in each department are annexed to the Operational Plan.

To ensure the horizontal coherence and co-ordination of these targets, they are jointly defined by all the departmental managers involved. In 1998, to further reinforce this activity, a purpose-held work session was organised with all departmental managers.

Alignment with priority targets is ensured in a TMC meeting. After approval by the Council Committee, the targets are communicated to all employees through publication in the in-house magazine.

This system was reviewed in 1997 through an internal Quality audit conducted by the Processes and Quality Department. The findings of the audit triggered training actions to be taken in 1998 for all managers to improve the system of establishing targets (measurable targets) and to obtain the involvement of all employees in developing action plans.

In addition to departmental targets, employees participating in cross-departmental activities define and review their targets in their respective groups.

### ***How the organisation reviews and updates individual and team objectives***

Targets, both departmental and individual, are reviewed on a monthly basis. This review enables targets to be modified due to unforeseen circumstances and the work of collaborators to be monitored.

### ***How the organisation appraises and helps people improve their performance***

At the end of the business year, departmental managers report on the level of correspondence between targets and actual results and on the degree of participation of collaborators in this respect. These reports are the basis for awarding the annual financial bonus for results.

Monthly review of individual targets not only facilitates performance appraisal but also helps to improve people's performance in their daily work.

In 1998, the TMC reviewed the performance appraisal system using information feedback from people satisfaction surveys and that from the various bottom-up communication systems. The findings of this review were that the current system was meeting its target of consolidating the variable remuneration system into the organisation's corporate culture, but that the further application of the management model demanded the development of a technique which enabled a more objective performance appraisal to be made and individual improvement plans to be drawn up.

The "work group on recognition", composed of employees from different departments and organisational levels and of employee representatives, was thus commissioned with the task of preparing a proposal on this matter.

### **3d. HOW PEOPLE ARE INVOLVED, EMPOWERED AND RECOGNISED**

In 1996, the start-up of the new management model led the Corporation to implement participation systems which would enable a greater degree of employee involvement in continuous improvement (see Figure 3.3. and, for greater detail on this matter, sub-criterion 5d.).

### ***How the organisation encourages people involvement through in-house conferences and ceremonies***

Prior to starting up the above-mentioned participation systems, meetings were held to communicate this message to all employees. Political representatives also attended these meetings to reinforce the message. These forums were also used to promote participation in:

- Communication workshops, organised for all employees under the title "Teamwork; our best solution", in which the progress made by all groups in this field was explained and graphically represented.
- The Quality Week, in which various acts are organised for all employees: conferences, seminars, workshops, etc. (in 1998, 17 acts of this type were held).
- Public Presentations, in the Assembly Room of the Town Hall, of the projects and results of the improvement teams and change groups.
- Meetings with all employees, in which targets and the basic ideas of the budget are explained.

### ***How the organisation empowers people to take action***

Esplugues Town Council employees have a broad scope of empowerment. Management acts in a facilitating role, providing support (training and guidance) and backup to teams without coercing their progress.

All teams have implemented their proposals with hardly any modification by the Management. Management verification does not take the form of supervision, but is in place to assess any potential undesired collateral effects.

All managers have received training on empowerment techniques to promote employee empowerment. The successful application of this training is manifest through the results of the people satisfaction survey (see Figure 7.1.), revealing a high level of people satisfaction in this respect.

### ***How the organisation designs the recognition system to sustain involvement***

An incentive scheme has been in place in the Corporation since 1993 (see Figure 3.9). The variable remuneration scheme linked to this system repre-

sents 8.2% of annual remuneration, both for managerial staff and employees.

#### INCENTIVE SCHEME

- Incentive for results: dependent on departmental results, and the degree of participation in those results of each of the employees involved. This is the most significant incentive in financial terms.
- Incentive for availability or greater time dedication: to reward the willingness to work outside of the regular timetable when so required.
- Incentive for attendance: to reduce levels of absenteeism attributable to sickness and various other causes.
- Incentive for punctuality: to improve punctuality, of special importance in posts of a service interface with the citizen and in posts involving shifts.

- FIGURE 3.9. -

In 1998, on the proposal of a "work group on recognition", the organisation's incentive scheme was completed with the introduction of a recognition system (see Figure 3.10.), ranging from a written communiqué from the CEO thanking those involved for their efforts, a dinner for the improvement team to a bonus payment of Ptas. 50,000. The working team held meetings with groups of employees and conducted surveys to ensure that the various types of recognition were appropriate and attractive. The recognition system states that outstanding employee contributions will be taken into account towards possible internal promotion. Amongst these are: improvement teams that finish their work, with success, change groups that implement the process with success.

#### RECOGNITION SYSTEM

- For results obtained by Improvement Teams.
- For results obtained by Change Groups.
- For results obtained by Working Teams.
- For making improvement suggestions.
- For Town council employees for outstanding performance over the last year.
- In relation to employee involvement in public highway incident reports which lead to service improvements. ( more than 25 reports ).

- FIGURE 3.10. -

The 1997 Quality Plan established a financial recognition for all employees of Ptas. 100,000 if the self-assessment report of that same year scored 500 points or more. As the score obtained was 430 points, and this represented a considerable improvement in relation to the 1996 score, the decision was taken to award 50% of this sum in advance and hold the rest over pending the score obtained in 1998.

### 3e. HOW PEOPLE AND THE ORGANISATION HAVE AN EFFECTIVE DIALOGUE

#### *How the organisation shares information and has a dialogue with its people*

Since the Officer Management System was implemented in 1991, communication has been considered as a strategic element to drive the process of change.

The organisation receives information from its employees through various channels (see sub-criterion 7.a.):

- The people satisfaction survey, conducted on an annual basis since 1996 .
- Monthly reports from departmental managers to Officer Management. Managers evaluate factors of employee motivation and participation, and their satisfaction level with respect to internal (other departments) and external suppliers. This information is then transmitted through an IT application enabling graphically represented indicator trends to be consulted .
- Monthly meetings involving the Head of People Resources and the representatives of the employees.

Additionally, the organisation maintains an effective dialogue with employees regarding internal and external Corporation activities through:

- A multi-level meetings system:
  - Management meetings with employees, held at least twice a year. The first of these meetings is held at the beginning of the year to present priority targets and the municipal budget, whilst the others are held for various reasons, e.g. to present the results of self-assessment, the start-up of new participation systems, etc.



- Meetings between Area Directors and managers within these Areas, held on a monthly basis to exchange information and co-ordinate actions.
- Meetings between Area Directors and all employees of that area, held twice yearly.
- Meetings involving departmental managers and all their collaborators to define and review targets, held at least once a month.

These meetings provide an effective means for bottom-up communication.

- Written communication:
  - The in-house magazine, distributed monthly to all employees since 1991.
  - The information bulletin, distributed to all employees since 1997 to inform on specific matters.
  - The Quality handbook, distributed with the in-house magazine since 1995.

To ensure that all information communicated externally is also of common knowledge within the Corporation, the municipal magazine for the general public is also distributed to all Town Council employees, and all publications edited by the Town Council are displayed on information notice-boards located in all work areas.

Sideways communication is ensured through regular inter-departmental meetings, through cross-departmental improvement teams, and especially through those mechanisms and channels generated and formalised through process management.

Different backup mechanisms of communication are used to transmit the organisation's management system: the Mission, Vision and Values appear in printed form on desk-top employee identification signs and in the Corporation diary planners given to all employees.

Specific communication plans have been designed for those projects considered to have a key impact on the organisation, e.g. the DIANA Project (see sub-criteria 5a. and 5b.). These communication plans are reviewed quarterly and are subject to feedback mechanisms (sample checking by telephone and employee perception of these plans through surveys (see Figure 7.2.).

#### ***How the organisation evaluates and improves communication effectiveness***

When the 1997 Quality Plan was approved, a working team led by the Participation and Communication Department manager was created to re-define the Corporation's internal communication system. This need had been identified through feedback from the people satisfaction survey.

First, communication needs were identified by focus groups composed of employees of various rankings and from different departments. Strengths and areas for improvement of the system were identified, and improvement proposals were subsequently presented to the TMC. Among those improvements implemented feature:

- The distribution to all employees of the external municipal magazine.
- Internal communication information boards.
- The information bulletin.

This working team uses spot checks over the telephone and the people satisfaction survey, which includes specific questions on communication, to assess the effectiveness of the system and proposes improvements to the TMC.

### **3f. HOW PEOPLE ARE CARED FOR**

#### ***How the organisation promotes awareness and involvement in health, safety and environmental issues***

The Town Council has taken various specific actions in this field over the years, exceeding the minimum legal requirements (see Figure 3.11). These actions are regularly reviewed and improved through the People Satisfaction Survey (see sub-criterion 7a.) and other Specific Satisfaction Surveys (see sub-criterion 7b.)

#### ***How the organisation sets the level of benefits (Pension Plan, Health Care, etc.)***

The Town Council Medical Service was created in 1987 despite the fact that the organisation is not legally bound to provide its own service of this type. All employees have access to the service which offers medical care beyond the minimum services required by Law.

This Medical Service conducts annual medical check-ups for all employees, and in 1998, the first genital and breast cancer prevention campaign was run. The actions of this Medical Service are re-



viewed and improved on a regular basis (see sub-criterion 7b.), the most outstanding improvement being the re-focussing of the medical check-ups towards those risks inherent to each job.

#### ACTIONS TAKEN TO INCREASE AWARENESS IN ISSUES OF:

- HEALTH
  - Various campaigns (hepatitis-B, anti-flu, and anti-tetanus vaccinations and non-smoking campaigns) since 1989.
  - First-Aid medical instruction, e.g. heart failure, since 1994.
- SAFETY
  - Information (distribution of information leaflets and in the in-house magazine "*Casa de la Vila*") since 1991.
  - Training (how to prevent and extinguish fires, and how to avoid back and other health problems) since 1997.
  - Risk assessment, prevention and mapping, since 1998.
  - Individual protection against accidents at work (skull fractures, electric shocks, falling from heights, etc.) and against work-related illness and hazards (loss of hearing, skin allergies and working in damp conditions).
  - Ergonomics (furniture, lighting, computers, etc.).
- THE ENVIRONMENT
  - A course on the urban environment (1997).
  - Saving paper and the use of recycled paper, since 1992.
  - Selective refuse collection (paper, cans and office waste), since 1997.
  - Energy and water saving campaigns, since 1994.

- FIGURE 3.11. -

Since 1993, all Town Council employees have access to municipal services (the Summer Lodge, Pottery and Music Schools, etc.) in the same conditions as all other citizens but without having to be resident in the municipality..

A specific plan for improved social benefits has also been drawn up (see Figure 3.12.).

#### *How the organisation promotes social and cultural activities*

Partially subsidised activities in municipal facilities are provided by the organisation, and facilities are offered to organise these activities during work time. This has led to the creation of two 5-a-side football teams, one representing the local Municipal Police and the other made up of people from various departments, and to an annual Christmas dinner (dinner, floor-show and dance) laid on for all

employees who wish to attend (see sub-criterion 7b.). The organisation sends a personal invitation to those employees (and their partners) who have retired in the course of the year, and these ex-employees are presented with a gift by their former bosses.

#### *How the organisation provides facilities and services*

Public Administration entities are limited as to what subsidies can be offered. For this reason, it can be stated that the highest degree of provision of facilities and services available to the Town Council is that of ready access for all employees to municipal sports and cultural facilities. The representative employee bodies have also been allocated their own area to conduct their activities.

#### PLAN FOR IMPROVED SOCIAL BENEFITS

- Temporary disability is covered by full salary payment.
- Flexitime working timetable on taking up the work post.
- Emergency funds to be used on the proposal of the representative bodies of the employees.
- Expense allowances are the same for all categories of employees (an improvement on the legal norms which establish allowance levels according to employee ranking).
- Early retirement bonuses (from Ptas. 3,500,000, depending on when the retirement is taken)
- Retirement award at compulsory retirement age (Ptas.125,000.)
- Award for employees with 25 years service in the organisation (two weeks paid holiday)
- Ptas. 1M interest-free loans, repayable over 3 years, towards buying a house in the municipality.
- Ptas. 8 M life insurance, due to death accident.
- In the case of physically or mentally diminished employee faculties, the job allocated to that employee will take into account his/her personal situation.
- Members of the Local Municipal Police Force may use municipal sports facilities free of charge to maintain their physical well-being.

- FIGURE 3.12. -

## 4. RESOURCES

### 4a. HOW FINANCIAL RESOURCES ARE MANAGED

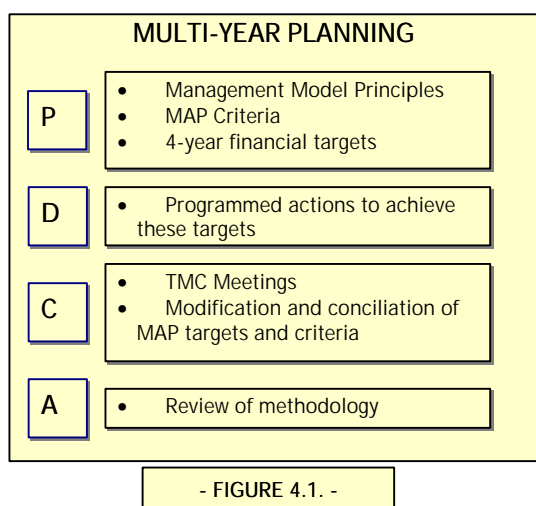
The economic-financial policy of the Esplugues Town Council is targeted towards meeting two objectives:

- To satisfy the needs and expectations of the citizens of Esplugues with the lowest possible tax burden.
- To obtain and maintain a short-term situation of financial stability and equilibrium, sustainable in the long-term, through the inflation rate-linked evolution of its own resources.

This policy is deployed through an integral process with two separate time scales:

- Multi-year (four-yearly), linked to the MAP.
- Annually, in the form of the municipal budget, a key element in the financial management of any Public Administration entity and which, in the case of Esplugues, is linked to the Operational Plan.

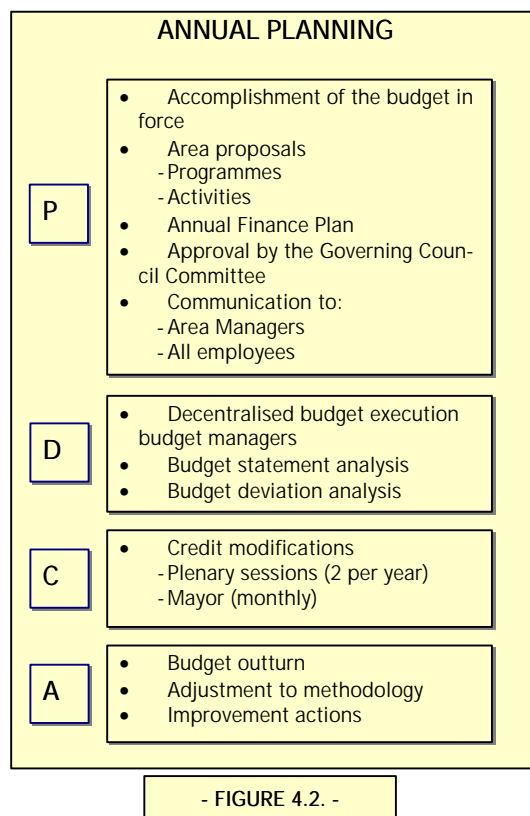
Both instruments of planning have been developed following PDCA cycle management methods. (see Figure 4.1. & 4.2.).



The financial planning process of the Esplugues Town Council enables four ongoing scenarios of trends in municipal income and expenditure over a 4-year period to be projected and updated.

Spending estimates are conducted on the basis of the priorities expressly contained in the MAP. These

estimates allow the investments included in the Plan to be time-logged, enabling finance requirements to be quantified in a coherent fashion with medium-term financial burden targets. Income rends are projected on the basis of tax rates established in the MAP and on forecast economic trends.



Those financial results considered as critical to the success of global Town Council policy management are thus controlled through this planning (see sub-criterion 9a.).

Both the MAP and the management model itself establish priorities which are subsequently formalised into the annual allocation of resources. Some relevant examples of this are shown below:

- Investment in town communication infrastructure over the period 1995/1999: 674,518,580 Ptas.
- Implementation of the TQM policy over the period 1996-1998: 122,590,000 Ptas.
- Investment in the improvement and decentralisation of Citizen Interface Centres over the period 1996-1998: 72,385,832 Ptas.

Economic-financial planning on a multi-year basis covers four areas:

- Improvement in the management of taxes and public prices.
  - Simplification of taxes and fees: 10 in 1986 and 5 in 1997.
  - Tax rates linked to forecast inflation rates.
  - To obtain on-line communication with the Treasury Office and the Provincial Ministry of Transport, where the data bases to control the three major local taxes (Property Tax, Business Licence Tax, and Motor Vehicle Tax) are managed.
  - Speed up administrative proceedings
  - Reduce costs related to tax management by involvement to the Barcelona Provincial Council
- Improvement in the management of municipal tax collection
  - Devolution of the Tax Collection Service to the Barcelona Provincial Council (a broader scope for overdue collection, extending from the municipal area to province-wide)
  - Comprehensive information for the citizen on payment periods
  - Improved payment facilities (standing orders, credit cards, on-the-spot settlement in banks, etc.)
  - Clearance of outstanding debts.
- Containment of running expenses
  - A freeze in municipal people recruitment, new services being covered through increasing the productivity of municipal employees or ceasing to offer those services which are considered as unnecessary by citizens.
  - Improved contracting procedures
  - Preparation of an Energy Saving Plan
  - Reduction in payment periods to suppliers (from 6 months in 1997 to 3 months in 1998)
  - No short or medium-term borrowing
- Reinforcement of those investments made in accordance with the MAP
  - 4-year planning of expenses
  - Maximise long-term borrowing financial resources to be compatible with an end-of-legislative term financial burden not exceeding 14% of ordinary budgetary resources.
  - Minimise long-term borrowing costs through re-financing operations
  - Interest rate fluctuation risk management through the use of financial derivatives such as SWAPS or COLLARS.

The continuous efforts made in this area have produced a turnaround in the financial situation of the Town Council (see sub-criterion 9a.).

Day-to-day economic activity is subject to a process of economic-financial planning through the Municipal Budget.

All Local Administration budgetary standards are fully complied to by the Esplugues Town Council.

The implementation of the TQM System in the organisation has had a particular impact on the process of budget preparation, accomplishment and outturn. This process is now conceived as an essential element in the implementation of the general Policy and Strategy of the Corporation (see Criterion 2).

A specific methodology adapted to the particular characteristics of the Esplugues Town Council has been developed for the preparation of the Municipal Budget. This methodology is based on performance budgeting and programme budgeting.

In accordance with this model, the Budget is structured into programmes which are subsequently disaggregated into various activities with quantified costs.

For this model to be fully developed, budgeted activities must be linked to the departmental targets of the controlling areas, and must be monitored by reliable and relevant indicators reflecting trends in the efficiency and effectiveness of the Corporation's actions.

In this context, the different areas of the Town Council formulate budgetary proposals based on the cost of those activities they plan to develop. The decisions to modify this proposed expenditure, adapting it to available resources, are taken by the governing team on the basis of the political priorities assigned to the different programmes.

Once the Budget has been approved, it is communicated to area managers and to all employees in the meeting to present the targets of the Corporation for the forthcoming year.

Budget execution is conducted in a decentralised fashion by the budget managers of each area. This

person is fully empowered to manage all resources assigned to his/her programme.

Payment planning and realisation are the only centrally managed stages of expenditure processing, this being so for reasons of efficiency.

Quarterly meetings are held with programme and budget managers to monitor budget accomplishment. These meetings are used to monitor forecast and unexpected deviation and to decide on the required corrective actions. These monitoring commissions then report on their findings to the TMC.

If deviation levels so demand, the budget is then modified on a monthly basis by decree of the Mayor, and on a six-monthly basis (in June and November) through agreement in plenary sessions of the Governing Committee.

#### 4b. HOW INFORMATION RESOURCES ARE MANAGED

##### Strategy

Information System (IS) management was defined as a key process in the process review conducted by the TMC in 1998 (see sub-criterion 5a.). The process owner in this case is the IT department manager, who also has the role of Systems Administrator.

IS strategy has been documented since 1997, and outlines the service philosophy and general design of future IT applications. Two Consultant Companies were involved in the preparation of this strategy: *Cap Gemini España* and *ESRI España*, the latter's involvement being in relation to the territorial-social environment information system.

In alignment with organisational priorities, the IT department draws up the Annual Business Plan with the corresponding financial forecast in the Municipal Budget. This Plan is reviewed on a monthly basis by the Officer Management Co-ordination Assistant, who reports on his findings to the TMC.

New IT applications are subject to TMC approval prior to their implementation, particularly those supporting key processes (see Figure 4.3.).

The IS provides information used in decision making.

APPLICATIONS SUPPORTING PROCESSES	
APPLICATIONS	PROCESSES
<ul style="list-style-type: none"> <li>Complaints and suggestions</li> <li>Citizen service data base</li> </ul>	<ul style="list-style-type: none"> <li>Complaints and suggestions</li> <li>Enquiries and citizen service, applications management, complaints and suggestions</li> </ul>
<ul style="list-style-type: none"> <li>Maintenance of the public highway</li> </ul>	<ul style="list-style-type: none"> <li>Maintenance of the public highway, complaints and suggestions</li> </ul>
<ul style="list-style-type: none"> <li>Room reservations</li> </ul>	<ul style="list-style-type: none"> <li>Equipment management</li> </ul>
<ul style="list-style-type: none"> <li>Public activities</li> </ul>	<ul style="list-style-type: none"> <li>Organisation of public activities</li> </ul>
<ul style="list-style-type: none"> <li>Land classification</li> <li>Control of private works procedures</li> <li>Control of activity procedures</li> <li>General Records</li> </ul>	<ul style="list-style-type: none"> <li>Applications management</li> </ul>
<ul style="list-style-type: none"> <li>Tally sheet</li> </ul>	<ul style="list-style-type: none"> <li>All processes</li> </ul>

- FIGURE 4.3. -

The indicators taken into consideration by the organisation in the self-assessment process must be mentioned here. For improved access, all information is being integrated into one single IT tool (the tally sheet), due to be available as from March, 1999.

In the people satisfaction survey, employees are asked if the information they need to perform their work is readily available. IT user satisfaction was measured in the last survey (see Figure 7.1.) together with the satisfaction level of advanced IT users (see Figure 7.2.). All this information is used to draw up the departmental Business Plan.

##### IT Training

IT hardware and software products are implemented rapidly and effectively due to the presence of advanced IT users throughout the organisation's departments.

Advanced IT users are highly trained employees with weekly access to computer labs provided by the IT department.

These employees have an on-the-job coaching role for their colleagues, and act as spokespersons with the IT department in identifying and communicating training needs in their particular department. This

information is then used to draw up annual training plans (see Figure 4.4.).

IT USER TRAINING		
YEAR	IN-HOUSE TRAINING (HOURS)	OUTSIDE TRAINING (HOURS)
1996	273	728
1997	323	653
1998	195	350

- FIGURE 4.4. -

Advanced user-IT department inter-relations are documented as an internal customer-supplier contract, subject to annual review and improvement. One notable improvement has been the reduction in urgent requests, enabling other work to be undertaken which the over-stretched operational planning level of the IT department had not previously been able to cope with.

#### Resources

The Town Council has an up-to-date IT system with optic fibre or modem remote connections with seven municipal offices, five suppliers and access to Internet. The system services 183 users (100% of job posts with access and 37% connected to the corporation network) through 65 IT applications developed in AS/400, Approach, Visual Basic, Clipper, Dbase and Lotus Notes environments.

#### How the organisation assures and improves information validity, integrity and security

These aspects are guaranteed through:

- Daily system and data backups
- Systems entry passwords to limit user access (depending on the user)
- A technical equipment room, with a raised floor and lowered ceiling, accessible only with authorised access, alarm protected, with temperature and humidity control and a fireproof case and racks.
- An uninterrupted feeding system, with a 15-minute autonomy, offering enough time to shut down the system.

All files containing information of a personal nature are registered in the Data Protection Agency, in accordance with the Organic Law on Norms covering Automatic Data Processing.

#### 4c. HOW SUPPLIER RELATIONSHIPS AND MATERIALS ARE MANAGED

Supplier management is a key process of the Corporation. This same process was optimised on a participative basis by all employees involved in the process.

Town Council suppliers have been divided into two major categories:

- Suppliers involved in those administrative functions which, by legal mandate, can only be commended to supra-municipal entities, basically tax management and collection.

In this respect, an agreement was signed in 1990 with the Barcelona Provincial Council. Targets and lines of operation were established from the outset, these being evaluated in quarterly meetings. The high rate of correspondence between targets and actual results (see sub-criterion 9b.) has determined that the scope and content of these outsourced services has grown (see Figure 4.5.).

#### CONTENT OF SERVICES OUTSOURCED TO THE BARCELONA PROVINCIAL COUNCIL

1990 .....	Overdue collection
1991 .....	Traffic fine management
1992 .....	Voluntary collection and Motor Vehicle Tax management
1996 .....	Business Licence Tax management
1997 .....	Property Tax management

- FIGURE 4.5. -

The current day situation is one of complete data base integration and total co-ordination between the people of the two institutions. This agreement is a reference model in relation with other Town Councils.

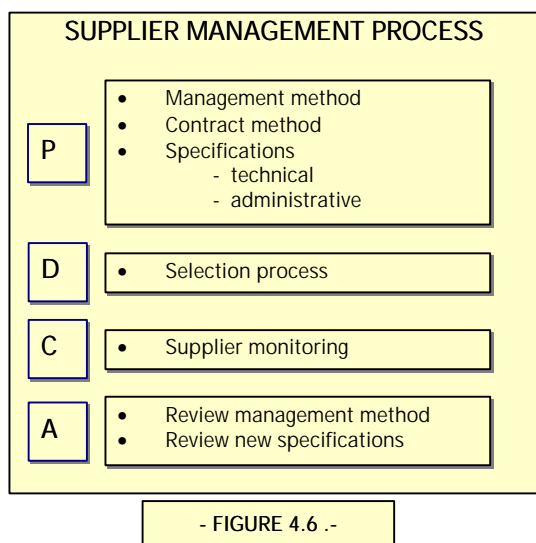
Employees from the Provincial Council have taken part in improvement teams, and members of the TMC have participated in training activities on the Esplugues management model in the Provincial Council.

- Suppliers subject to the norms applicable under the Law governing Contracts in Public Administration (LCPA).



One core objective of the Esplugues Town Council is full compliance with legal norms covering Contracts in Public Administration.

The LCPA considerably limits supplier selection and the progressive creation with those suppliers of sustained relations within a stable framework. However, to systematically guarantee maximum added value from suppliers contracted to the Corporation, this relationship has been conceived as a process managed in accordance with a PDCA-cycle (see figure 4.6.).



The priority actions of this process are the following:

- Analyse which management and contract method best conforms to public interest beyond those considerations of a purely financial nature.
- Define the exact contractual terms of reference (qualitative and quantitative).
- Introduce elements of flexibility which enable bidders to suggest value-adding improvements or alternatives.
- Supplier selection on quality service criteria.
- Systematic supplier monitoring through those parameters defined in the contract specifications
- Review management method and contract specifications on objective criteria at the end of the contracted period.

Three examples of the application of this process are explained below:

- The change in the refuse collection system (lateral loading instead of back loading) brought about by

the presentation of a different option to that expressed in the contract specifications by one of the bidders, and representing a service quality improvement and a financial saving of Ptas. 20 M/year (1998).

- The change in the management method of the indoor municipal swimming-pool and of the Municipal Music Conservatory, brought about through the review of the previous management system (1997)
- Adjudication of the Parks and Gardens maintenance contract on the basis of improvements presented by the bidder

### **Stock management**

Stock management cannot be considered as relevant on the grounds of the inherent characteristics of the Esplugues town Council.

### **How the organisation reduces consumption and conserves non-renewable resources**

Various actions have been taken in this field, with the twin objective of cost reduction and environmental protection through the conservation of non-renewable resources. Both of these factors are directly linked to Town Council policy and strategy (see Figure 2.6.). Among the most relevant actions taken feature:

- The approval of the Energy Saving Plan 1997-1998

After an analysis of the existing scenario, a plan is drawn up for the incorporation of new technology in the fields of street lighting (remote control, programmable automatic systems, low consumption lights, etc.), and equipment (network analysers, substitution of electricity for gas using co-generation systems, etc.)

- Measures to reduce consumption:

- Paper (personal codes for the use of photocopiers, generalised use of e-mail, re-usable internal mail envelopes, using both sides of the paper for photocopies, etc..)
- Telephone (monthly communication to employees of the cost of their calls)
- Electricity, through public awareness campaigns

- Campaigns to promote selective refuse collection, linked to the goal of making Esplugues a town at

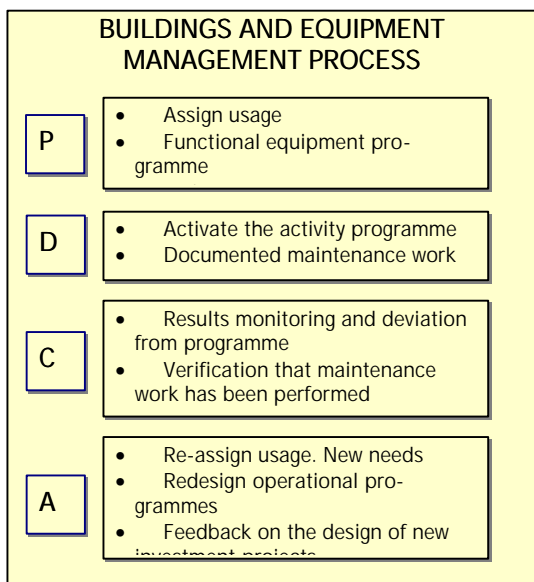


the forefront of recycling: boxes and packages, glass, paper and cardboard, batteries, office material, cans, used household oil, Christmas trees, furniture and junk (see sub-criterion 9b.).

#### 4d. HOW BUILDINGS, EQUIPMENT AND OTHER ASSETS ARE MANAGED

The management of the Corporation's local buildings is subject to legal norms, specifically to those included under the Regulations on Local Entity Assets governing the acquisition, alienation, concession and use of buildings.

In line with the organisation's policy and strategy (see sub-criterion 2b.), municipal buildings and equipment are systematically managed through a PDCA-cycle controlled key process (see Figure 4.7.).



- FIGURE 4.7. -

This process was optimised in 1997, and a change group implemented the agreed modifications in the course of 1998. The first review of this optimised process was also conducted during the same year (see Figure 4.8.).

The figure of the building manager, a post created as a consequence of process management has become the key figure in equipment management and in the fulfilment of its associated functional programme derived from the Operational Plan and the Municipal Budget.

#### IMPROVEMENTS TO THE BUILDINGS AND EQUIPMENT MANAGEMENT PROCESS

- Creation of the post of "Building manager"
- Specification of those tasks to be performed by auxiliary staff in each installation (opening and closing of the building)
- Creation of the "daily report" on incidents and events, to be filled in by the auxiliary staff of the installation
- Creation of "Activity Planning", a document listing the activities to be held, and the availability and resources of the installation
- Procedure in case of breakdown or fault.
  1. Priority criteria
  2. Repair criteria
- Definition of the procedure for preventative maintenance of the installation

- FIGURA 4.8 -

The Equipment Plan determines what criteria are to be followed for the use of buildings. This is decided on from a twin perspective; functional (educational use, sports, Arts, social welfare, etc.) and territorial (location in different districts for the convenience of those who use the services in question).

This plan was drawn up in 1993 and has been subject to successive reviews. Amongst the results of these reviews feature:

- The re-conversion of three schools into
  - A central library
  - An occupational training centre and a centre for senior citizens
  - An Official School of Languages
- The de-centralising of the Citizen Interface Centres, through the opening of new Centres in different districts of Esplugues and subsequent high rate of use by the citizens of these districts.

#### *The impact of Corporation assets on the community and on employees*

Health and Safety at Work is considered an important factor in achieving a high level of satisfaction for municipal employees and users of its assets. To this end, certain elements of equipment are regularly supervised and monitored (filter cleaning in ventilation systems, lighting, cleaning products, etc.).

In 1996, the Health and Safety at Work Committee was created, in which all employees are represented on a joint basis. In the course of 1998, this Committee compiled a Hazard Risk Map, analysing

potential risks in all offices and work posts within the Town Council, and the Accident Prevention Plan outlining the necessary corrective measures to be taken.

#### ***How the organisation manages the security of assets***

The security of municipal assets is guaranteed through two channels:

- An operational programme of security vigilance in municipal buildings and installations
- A series of insurance policies covering the Corporation:
  - Damage to assets
  - Financial liabilities which may derive from:
    - Its ownership status (of buildings)
    - The provision of public services (proprietary liability, see Figure 4.9.).

CLAIMS AGAINST CORPORATION ASSETS					
Year	Claims		Settlements (Ptas.)		Cost of premium (Ptas.)
	Presented	Admitted	Town Council	Insurance Companies	
1996	22	12	196,343	2,562,043	1,622,000
1997	25	6	190,000	3,777,000	2,107,178
1998	23	9	115,000	15,500,000	4,247,925

- FIGURE 4.9, -

#### **4e. HOW TECHNOLOGY AND INTELLECTUAL PROPERTY ARE MANAGED**

The nature of the Corporations' activity means that technology is not a differentiating factor. However, this factor is of increasing importance as an element of support to information systems, processes and environmental management services.

##### ***Information systems***

The management of information systems and the technology used is described in sub-criterion 4b.

It must be mentioned here that the Corporation was one of the forerunners in the application of geographical information systems (GIS) in municipal management (land register, urban planning, urban fixtures and street lighting). The project was developed as a pilot experience through a collaboration agreement with the Council Municipalities of the Metropolitan Area of Barcelona (1991).

##### ***Support of improvement in processes and services***

- The Esplugues Town Council was a pioneer organisation in the use of the 900 free telephone service (see sub-criterion 6b.).
- The mobile support service enables permanent service to be provided to those people with specific difficulties.
- The change in refuse collection technology through a side loading mechanism of refuse containers incorporated onto collection vehicles. This system provides various benefits:
  - Cost saving, since the two assistants to the driver are no longer required
  - Less noise pollution, since the tipping system is not so noisy
  - Less foul odours, since the containers have a better seal
  - Less obstacles on the public highway, since the refuse containers have a greater capacity and therefore fewer are needed.

- Improvement of internal communication through:
  - \* The digital switchboard, installed in 1995, offering more and better facilities and a fibre optic connection with one switchboard servicing the two main work centres. This has led to improved internal and external communication, the elimination of the costs of phone calls between the two centres, and the reduction in the number of telephonists from two to one.
  - \* The two radio broadcasting stations; the Local Police, on a shielded wavelength with five transmitters installed in police vehicles and portable transmitters for all agents, and the Maintenance service, with 50 portable transmitters for remote control data transmission.

##### ***Environmental management***

Environmental management is basically centred on reducing consumption and on the use of less contaminant energy forms. Amongst the actions taken feature:

- The installation of a thermal-electric co-generation system in the largest sports centre in the town. The system runs on gas and simultaneously provides heat and electricity; heat for the swimming pool water, for hot water and for the air temperature in the pool and in the sports centre, and electricity for all the installation. In compari-

son with the traditional electricity system, this system represents an annual saving of around 10%. This 1991 pioneer experience was given role-model coverage in the magazine of the Catalan Institute of Energy.

- Actions taken in street lighting:

- \* The installation of programmable control boxes into street lights, enabling real time remote control through radio modems of supply factors (voltage and intensity) and of the power factor, facilitating fault detection and the adoption of the appropriate corrective action.

These programmable control boxes are installed with astronomic timing devices to avoid them coming on at unwanted times. 35 of these control boxes have been installed (28%).

- \* The installation of electronic reactants. A pilot test was conducted on 40 street lights, a figure recently increased to a further 80.

This appliance has a three-fold use:

- To stabilise the voltage, leading to reduced consumption and an increased service life of the lamps.
- To correct the power factor, leading to a 3% reduction in the electricity bill.
- A gradual reduction in voltage in accordance with the programmed service hours.
- \* Adjustment of contracted power factors to real needs. For a better understanding of this factor, a study was conducted in all municipal premises using an electricity network analyser. This operation resulted in an annual saving of Ptas. 2 M.

Mentioned must also be made of the initiative and leadership of the Corporation team in the proposal for the new, non-polluting form of public transport known as "Trambaix", due to link Esplugues with Barcelona and other towns of the region by the year 2002 (see sub-criterion 8a.).

### ***Technology management***

PDCA cycles are systematically used for technology management, in the search for state-of-the-art technological applications, for implementing new equipment or systems, for monitoring the results obtained, and , where appropriate, for generalised implementation.

Two primary channels are used to identify new technologies:

- Attendance at workshops, congresses and seminars, and subscription to specialist magazines. One example of these activities is the annual attendance of the Corporation in the Congress of the Spanish Lighting Committee.
- The preparation of the specifications covering the technical conditions for contracting. These are drawn up in such a way as to enable suppliers to contribute innovation and improvement suggestions on the subject matter of the contract. One example of this has been the change in the technology of the refuse collection vehicles.

### ***Protection of intellectual property***

Copyright is protected through registration of trade marks and patents. 20 Town Council trade marks have been registered, coherent with the nature of the activity developed by the Corporation. Examples of these are the "*El Pont d'Esplugues*" trade mark (municipal magazine) and the "*Harmonies d'Esplugues*" trade mark, a traditional cake of the town which has been popularised again with the help of the Town Council.

## 5. PROCESSES

As a consequence of the wide range and diversity of goods and services supplied to the community, the Corporation's activities are based on a large number of inter-related processes. The correct management of these processes is therefore critical for the efficient global functioning of the organisation.

From the time when Officer Management was implemented in 1991 up to 1996, the management of processes was department-based. In 1996, with the new strategy document 1996-1999, a new multi-departmental approach to process management with a wider and integrated scope was introduced., enabling farther-reaching improvement opportunities to be identified to adjust the services to the needs and expectations of citizens and to eliminate non-quality costs (low degrees of co-ordination, deficiencies in defining responsibilities, repetitive tasks, etc.) generated by the existing departmental division.

### 5a. HOW PROCESSES KEY TO THE SUCCESS OF THE BUSINESS ARE IDENTIFIED

To better understand this new approach to process management and to select the operational methodology most appropriate for the organisation, the CEO and a selection of managers were trained in process management and contacts were established with different Consultant Companies. Subsequently, one Consultant Company was chosen through a public selection process in which the methodology proposed by the candidates was the main criterion for final selection.

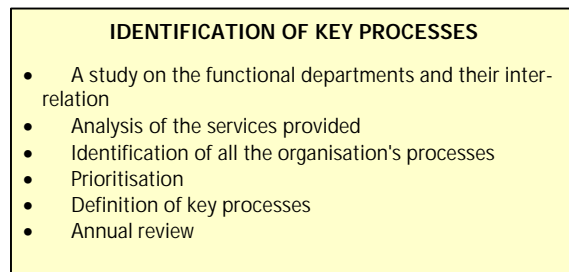
The operational implementation of this new approach was through the DIANA Project. The first activity of this Project was to define all the processes of the organisation and then to rank them to thus identify which were the key processes.

#### *How the organisation defines its processes*

The key processes of the Esplugues Town Council were identified by the TMC following the methodology outlined in Figure 5.1.

The fusion of this information together with the findings of the study on the functional departments

and an analysis of the services provided enabled all organisational processes to be identified.



- FIGURE 5.1. -

This information was compiled through interviews conducted by the Consultants with all the managerial staff of the Corporation.

Two basic premises were followed in the course of identifying the processes:

- These processes must be conceived with no structural prejudice
- The processes must be future-oriented, including as yet undeveloped potential activities.

Having identified the processes, the following factors were defined for each one:

- Scope of application
- Events which trigger the process
- Coverage
- Sub-processes
- Results.
- Criticality
- Inter-relation with other processes
- Departments involved
- Associated services

#### How the organisation determines its key processes

Having defined all the processes of the organisation, the TMC determined the key processes through drawing up a weighted matrix, the end result of which was the prioritisation of all the processes of the organisation. This matrix was drawn up using the following criteria:

- Impact on the citizen, i.e. if the service(s) generated from the process in question have a significant impact on the rating the citizen gives

to the global performance of the Town Council. This was judged on the basis of:

Whether the process involved direct contact with the organisation. A direct citizen-organisation interface contact is very influential on the global rating of the organisation.

The number of users of the good or service supplied. In this respect, priority was given to those services affecting the whole community rather than those directed towards specific enclaves of the public.

- Financial impact. Special importance was given to the opportunity to derive, with specific monitoring actions, greater organisational efficiency.
- People satisfaction. Importance was given both to critical support processes for the implementation of TQM and to the number of people involved in each process (the greater the number of people, the more importance).

KEY PROCESSES
P.01 COMPLAINTS AND SUGGESTIONS Officer Management Co-ordination Assistant
P.02 MAINTENANCE OF THE PUBLIC HIGHWAY Director of the Maintenance Service
P.03 ORGANISATION OF PUBLIC ACTIVITIES Director of the People Services Area
P.04 COMMUNICATION Participation and Communication Manager
P.05 SUPPLIERS Director of the Financial Services Area
P.06 ENQUIRIES AND CITIZEN SERVICE Officer Management Co-ordination Assistant
P.07 EQUIPMENT MANAGEMENT Director of the People Services Area
P.08 APPLICATIONS MANAGEMENT Legal Advisor
P.09 CITIZEN AND PUBLIC HIGHWAY SAFETY Local Police operational services co-ordinator
P.10 STRATEGY PLANNING CEO of the Town Council
P.11 QUALITY MANAGEMENT Officer Management Co-ordination Assistant
P.12 PEOPLE RESOURCES MANAGEMENT Head of People Resources
P.13 IT SYSTEMS IT Manager

- FIGURE 5.2. -

The importance given to each of these criteria corresponds to that assigned by the EFQM reference model. Thus, the key processes of the organisation are those outlined in Figure 5.2., the use of this procedure ensuring that these processes are those which have the biggest impact on the global operational performance of the Corporation (see Figure 5.3.).

The findings of the general citizen satisfaction survey subsequently confirmed which Town Council services the citizens attach most importance to (rated on a scale 0-10), revealing that all those services associated to key processes (excepting support processes) are given an average rating in excess of 7.5 (see correspondence matrix in Figure 5.3.).

CORRESPONDENCE BETWEEN MOST IMPORTANT SERVICES AND KEY PROCESSES		
SERVICE AREAS	IMPORTANCE (1)	KEY PROCESSES
Local Police	8.43	P.09/P.01/P.06
Services for senior citizens	8.29	P.03/P.07
Support services to schools	8.22	P.07/P.06
Town Planning / Town Appearance	8.18	P.02
Refuse collection	8.06	P.02/P.05
Parks and gardens	8.03	P.02/P.05
Citizen Service	8.02	P.03/P.01/P.08
Youth Services	7.99	P.03/P.07
External communication	7.76	P.04
Services to commerce / businesses	7.66	P.03/P.06
Cultural and sports activities and festivals	7.61	P.03/P.04

(1) Importance given by citizens (scale 0-10) in the 1997 general survey

- FIGURE 5.3. -

### How the organisation reviews its processes

Process review is conducted by the TMC on an annual basis. In 1998, the TMC conducted a comprehensive review of all processes, the result of which was a reduction in the number of processes from 34 to 26 through process mergers.

Key processes were included in this review, and the new key process of IT Management was identified to



facilitate the compilation and processing of information, to improve access to this information, to enable targets to be established and to monitor the effectiveness of the changes.

## 5b. HOW PROCESSES ARE SYSTEMATICALLY MANAGED

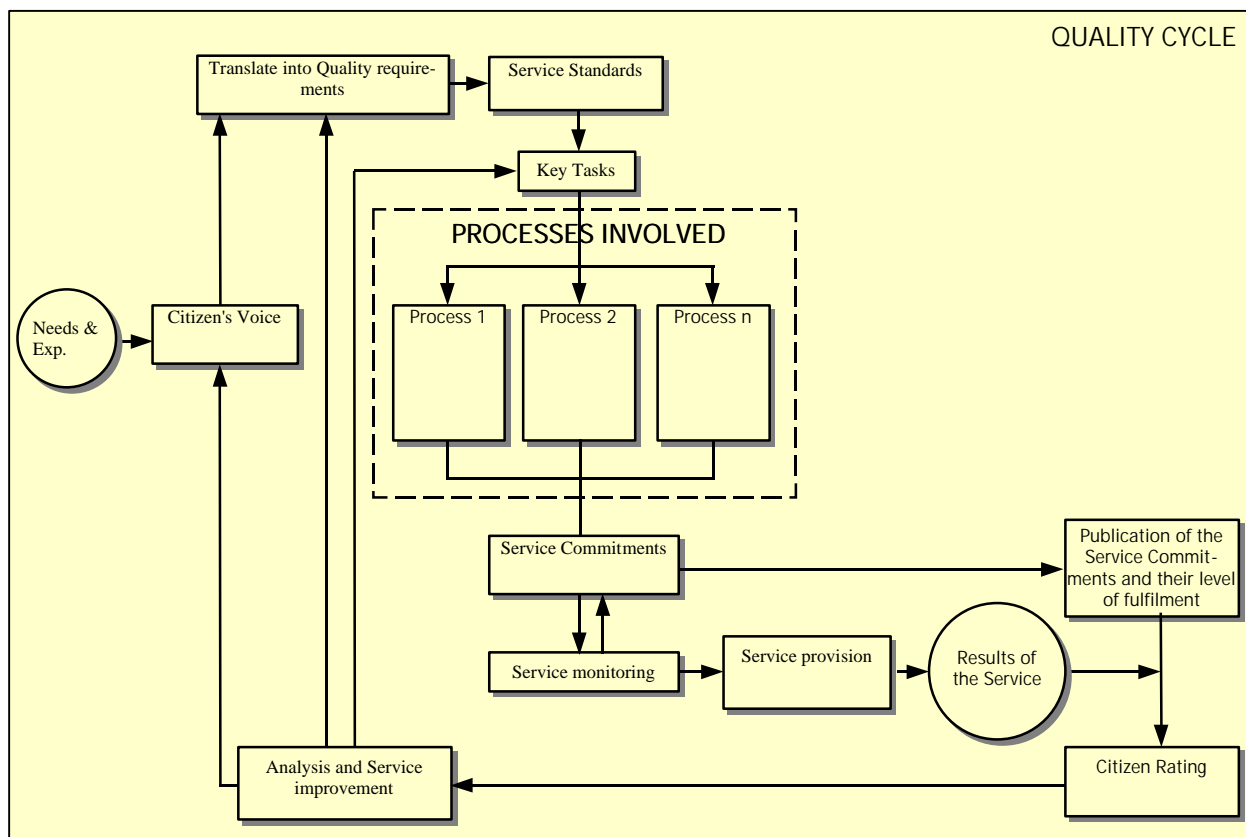
Since 1996, departmental management has co-existed with the implementation of the new multi-departmental approach. The co-ordination of these two systems has been the responsibility of the TMC, with support from the Processes and Quality department.

Departmental management, under the leadership of the CEO and the management team, has improved year-by-year, with co-ordination mechanisms being incorporated to overcome the effects of departmental division (see Figure 5.4.).

To implement the new process management approach, the following strategy has been followed:

EVOLUTION OF DEPARTMENTAL MANAGEMENT	
1.994.-	Service Quality and Productivity Continuous Improvement Programme
	<ul style="list-style-type: none"> <li>• Identification of services (external / internal)</li> <li>• Identification of customers (external / internal).</li> <li>• Identification of quality attributes</li> <li>• Definition of indicators</li> <li>• Measurement</li> </ul>
1.994.-	First Annual Results Report
1.995.-	Various internal 'customer-supplier' agreements contracts
1.996.-	First structured Results Report, with 16 questions common to all managers. e.g. what has improved and what needs to improve with respect to internal and external suppliers?
1.997.-	Participation-based management by objectives

- FIGURE 5.4. -



- FIGURE 5.5. -

3. Comprehensively re-design key processes to obtain quick and high impact results, thus confirming the effectiveness of the new approach.
4. Having confirmed the effectiveness, assign process ownership to all organisational processes and determine the method to manage their continuous improvement.

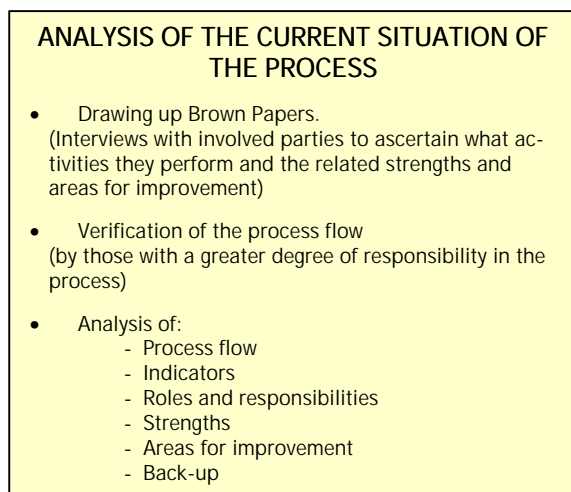
### Comprehensive re-design of key processes

The TMC established, as a priority of the 1997 Quality Plan, the re-design of key processes and the existence of Service Commitments to citizens in relation to those services associated with these processes (see Quality Cycle in Figure 5.5.).

The re-design of these processes consists of two stages:

Analysis of the current situation (see Figure 5.6.).

Definition of the future situation (see Figure 5.7.).



- FIGURE 5.6. -

This first stage generates comprehensive knowledge of the nature of the process, with a preliminary list of strengths and areas for improvement compiled by all affected employees.

This documentation, together with citizen voice information compiled through meetings and translated into service quality requirements and operational standards, is used to re-organise all process activities to meet these targets and eliminate those activities which generate no added-value for citizens (see example of this in Figure 5.8.).

### DEFINITION OF THE FUTURE SITUATION OF THE PROCESS

- Definition of the hypotheses underlying process re-design (through meetings with those employees involved in the process)
- Re-design of the process flow and a preliminary draft of the process
- Verification of the draft with those involved in the construction of the process and process owners
- Comments and suggestions. Adjustment
- Approval by the TMC

- FIGURE 5.7. -

### HYPOTHESES FOR THE RE-DESIGNING OF THE COMPLAINTS AND SUGGESTIONS PROCESS

#### QUALITY REQUIREMENTS IDENTIFIED THROUGH FOCUS GROUPS WITH CITIZENS

- Receptiveness towards citizen
- Show interest in attending the citizen
- Respond efficiently in all cases
- Rapid response time and / or solution
- Offer an adequate solution

#### SERVICE INDICATORS

- Maximum time to establish first contact with citizen.....48 hours
- Maximum response time..... 10 days

#### REVIEW AND IMPROVEMENT MECHANISMS

- Two-monthly survey to ascertain degree of user-satisfaction with respect to the identified quality requirements
- Annual analysis of the most frequently made complaints/suggestions to draw up preventative plans.

- FIGURE 5.8. -

Having approved the re-design and subsequent documentation of each key process, the TMC commissions a change groups to implement the improvements (see sub-criterion 5e.).

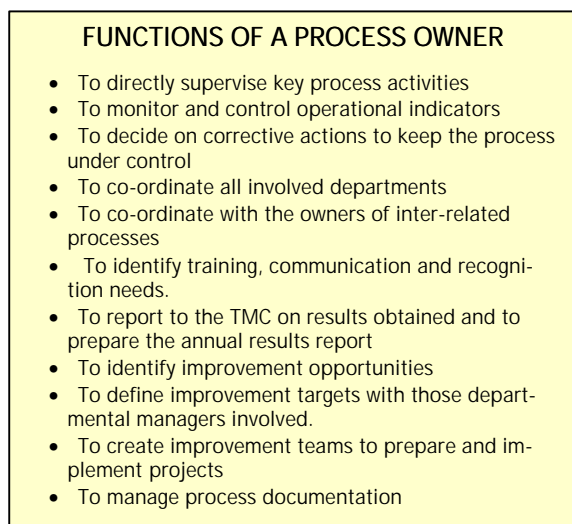
Throughout the process of key process re-design and implementation, the TMC, with the support of the Processes and Quality department, has assumed the role of process owners, especially in the area of co-ordinating and resolving inter-departmental conflicts which have arisen. At this juncture, it must not be overlooked that departmental process improvements and improvement teams continued to progress parallel to this new approach.

Once the potential of this new approach was confirmed, the TMC introduced the figure of process powner into the organisation.

### ***How the organisation establishes process ownership***

In 1998, the Esplugues Town Council incorporated the concept of 'process owner' into its process management, a role previously assumed by the entire TMC. The TMC reached consensus agreement on the criteria for the selection of process owners, the result of which has been to select the highest ranking manager in the organisation on whose department the process has the greatest impact to thus ensure the level of authority required to implement the changes (see Figure 5.2.).

From this moment, the selected process owner takes on global responsibility for the process and its continuous improvement, in accordance with his/her formally approved functions (see Figure 5.9.).



- FIGURE 5.9. -

### ***How the organisation uses performance measurements in process management***

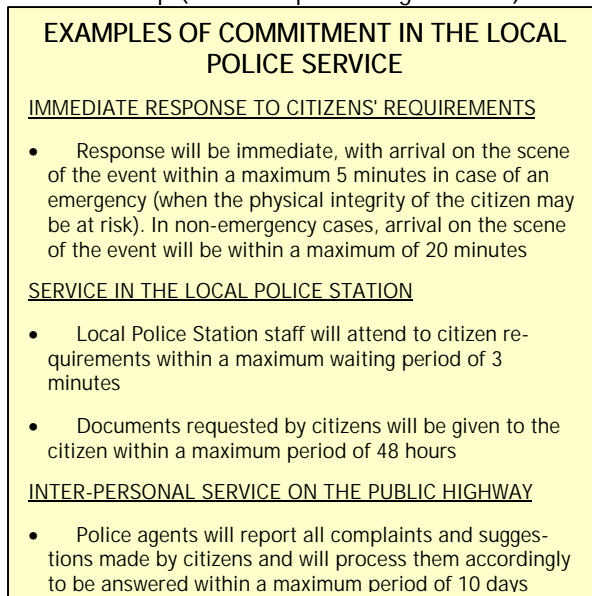
The 'Citizen's/User's Voice' factor has been incorporated into the re-design of service provision key processes in the form of attributes or quality requirements which have determined service quality specifications and standards. These standards constitute the service quality indicators (see Figure 5.8.), the targets of which have been established from the following information sources:

- Information from other Municipal Councils (especially those which have adopted the EFQM reference model or which operate with citizen service commitments).

- Information from service optimisation sessions with those employees most involved in the process.

To obtain an insight into the needs and expectations which citizens/users have of those services supplied as a result of key process management, external consultants and Area managers (those Areas most affected by the process), together with the support of the Processes and Quality department, participated in focus groups with users selected on a random basis. Two 2-hour sessions were held for each service area (External Communication; Complaints and Suggestions, Citizen Service and Procedures: Local Police: Public Highway; Parks and Gardens: Town Development; Town Planning and Public Works: Public Activities; cultural, sporting, recreational, etc.) with the participation of a total of 53 citizens. The qualitative information compiled was structured into quality requirements by 5 working teams (one for each service area) composed of employees with the highest degree of competence and experience in those areas. The quality requirements were then ranked through the general citizen satisfaction survey conducted in 1997 (see sub-criterion 6a.).

Having defined and measured these quality indicators, the corresponding citizen service commitments were drawn up (see examples in Figure 5.10.).



- FIGURE 5.10 -

For the remaining processes, managed on a departmental level, performance measurement

mechanisms with targets have been in place since the Service Quality and Productivity Continuous Improvement Programme was implemented.

### Internal Audits.

Internal audits have been established as a Quality System review and improvement mechanism. These audits are defined and documented as a sub-process of Quality management.

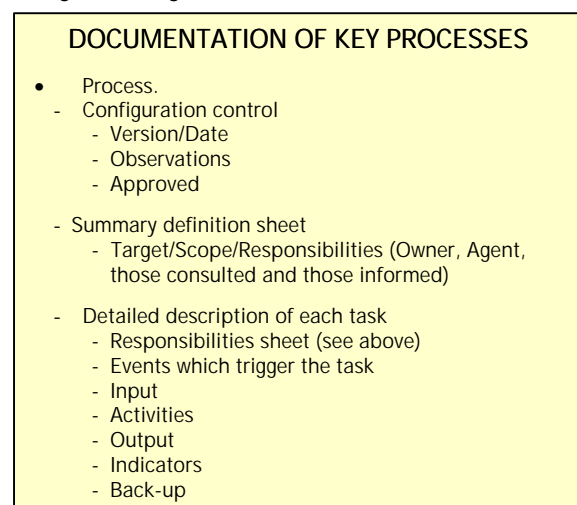
Two people from the Processes and Quality department were trained to conduct these audits, namely the Audit Technician and the Quality Technician.

The first audit was conducted to check the effectiveness of the procedure to agree on and develop improvement targets in departments. From the analysis of the feedback from this audit, a course to improve the method of defining targets and action plans through the involvement of all collaborators was included in the 1998 Training Plan and given to all departmental managers.

### Process systemisation

All Esplugues Town Council processes are documented at the level shown in sub-criterion 5a. (scope of application, events which trigger the process, coverage, sub-processes, etc.).

Exhaustive documentation has been prepared for those processes subjected to comprehensive re-design (see Figure 5.11.).



- FIGURE 5.11. -

Process definition and documentation is conducted in accordance with many ISO 9000 standard requirements. Custody of the documentation corresponds to the Processes and Quality department, whilst the distribution of updated documentation is the responsibility of process owners.

### 5c. HOW PROCESSES ARE REVIEWED AND TARGETS ARE SET FOR IMPROVEMENT

For the continuous improvement of the Corporation's processes, the following actions are considered as essential:

1. Identify all changes which occur both inside and outside of the organisation, and adapt the services and processes of the Town Council to these changes.
2. Establish a process which, on the basis of this information, enables targets and priorities to be set which focus all efforts accordingly.

#### Identification of changes outside the organisation

These are identified through the needs and expectations detected by means of the organisation's citizen satisfaction management system (see sub-criterion 6a.).

These are also identified by monitoring the evolution of other organisations and of technology (through seminars, visits, participation in external working teams, etc.).

#### Identification of changes inside the organisation

Changes affecting employees are identified primarily from feedback from the people satisfaction surveys (see sub-criterion 7a.) and are also channelled through the various employee participation systems (see Figure 3.3.).

Changes affecting internal customers are identified through monthly assessment of internal and external suppliers, enabling the CEO to review the situation and, if necessary, take appropriate action.

Additionally, the Annual Results Report prepared by each department systematically points out those aspects of the performance of their internal suppliers which need to improve.

Internal Quality Audits (see sub-criterion 5b.)

The process which puts all this information together to establish improvement targets and priorities is self-assessment. This has been conducted on a regular and systematic basis (1996 and 1997) by the TMC, and has given rise to the 1997 Quality Plan and the 1998-June 1999 Operational Plan.

### Continuous and breakthrough improvement methods

The Corporation's operational methods generate both incremental and breakthrough change in the form of re-engineering and comprehensive process re-design.

### Comprehensive process re-design

In the 1997 Quality Plan, the TMC determined that the following processes had the most pressing need for improvement: Complaints and Suggestions, Enquiries and Citizen Service, Communication, Applications Management, the Organisation of Public Activities, Equipment Management, Maintenance of the Public Highway, Citizen and Public Highway Safety and Strategy Planning.

The methodology used is outlined in sub-criterion 5b. Targets to be met through process re-design are established on the basis of:

- Information on the needs and expectations of citizens, compiled through focus groups and ranked through the general citizen satisfaction survey (see examples in Figure 5.8.).
- Information on process results obtained by other Town Councils e.g. maximum lead time for response to a citizen's complaint (see Figure 5.8.). Benchmark Town Councils show a lead time in this respect of 15 days.

Departmental continuous improvement methods take the form of improvement targets and suggestions, whilst inter-departmental methods are based on improvement teams and suggestions.

### Departmental improvement targets and suggestions

Improvement targets are established in departments through the identification of areas for improvement, conducted jointly by managers and all collaborators (see Figure 5.12.), and through improvement suggestions made by the collaborators themselves.

#### EXAMPLE OF TARGETS ESTABLISHED IN DEPARTMENTS

**PRIORITY TARGET** (Operational Plan 1998-June 1999)  
"Guarantee the financial stability of the Town Council, with strict budgetary execution".

#### ALIGNED TARGETS (Examples)

- ACCOUNTS DEPARTMENT
  - Compliance with the payment period for suppliers (90 days)
  - Optimise liquidity surplus profitability
- OPERATIONAL FACILITIES UNIT
  - A 1% saving in street lighting consumption

- FIGURE 5.12. -

### Improvement teams

The Improvement Projects System, a formal procedure to identify and manage inter-departmental problems / improvement opportunities, states that targets are to be established by the improvement team after an initial exact diagnosis of the problem.

The following is a selection of improvement targets:

- "Ensure that all information on cultural, sports and other such events is available for the citizen in the CSC 10 days prior to the event for its adequate dissemination".
- "Reduce to 0 the number of complaints made concerning vehicle tax payment invoices sent out to citizens who are no longer in possession of that vehicle".

### Improvement suggestions

The Improvement Suggestions procedure states that all suggestions proposed by employees or small groups of employees will be considered and managed appropriately.

### 5d. HOW PROCESSES ARE IMPROVED USING INNOVATION AND CREATIVITY

One of the organisation's Values is the belief that continuous improvement requires the initiative, participation and willingness to learn of all parties.

In line with this, Esplugues Town Council managers have, through their leadership and an appropriate people management policy, created a working atmosphere in which employees are in a position to



contribute their potential to the common goal (see sub-criterion 7a.).

### **Quality Training**

Appropriate training is given to all employees prior to their participation in improvement actions, thus ensuring that they have the necessary competence to apply the newly learnt work methods and techniques.

The basic concepts of TQM have been disseminated throughout the organisation in the in-house magazine, as well as through the training given to participate in improvement teams.

The EFQM business excellence model was explained to all employees (in groups) in a seminar given by an EFQM assessor (see training actions in Figure 3.8a.).

### **How the organisation brings to bear the creative talents of employees in improvements**

The most effective channel to involve and stimulate the creativity of employees is through their direct participation in process improvement (see Figure 3.3.).

The high degree of employee participation and dedication in improvement activities has resulted in an increase in the number of voluntary hours worked outside of the regular working timetable, a fact recognised through the incentive for availability or greater time dedication. 1998 figures in this respect rose to 12,373 hours.

### **The application of innovative methods, techniques and tools**

TQM has been developed in the organisation through the application of new work methods and techniques, representing a complete overhaul in the area of problem solving and identification of opportunities.

The methodology for the comprehensive re-design of key processes was supplied by the Consulting Company (see sub-criterion 5b.). Amongst the techniques used feature:

- Focus groups with citizens-users
- Brown Papers, to define process flow on a broad-based participation basis.

- Responsibility sheets, to define the role of all parties involved in each activity of the process (owner, agent, those consulted and those informed) and to identify signs of organisational malfunction.

The methodology for process re-design has been reviewed and improved by the TMC for its better adaptation to the management of Citizen Service Commitments. This has been documented as a sub-process of Quality Management.

The Improvement Projects System, implemented in 1995, was defined by the TMC on the basis of the best practices of other organisations. The system is a tool used for inter-departmental problem solving and/or opportunity identification through improvement teams. Problems are identified in work sessions within the departments held on the initiative of any employee or group of employees. The problem or opportunity is presented to Officer Management on a purpose-designed documented form.

The duly defined problems are then included in the project portfolio, are given priority ranking, and their solution is then deployed depending on the priority allocated to the problem and on the availability of the people considered most appropriate for this task.

Management participation in this project activity is compulsory, whilst all other employees participate on a voluntary basis. The improvement team itself is responsible for drawing up the project and implementing it after TMC approval.

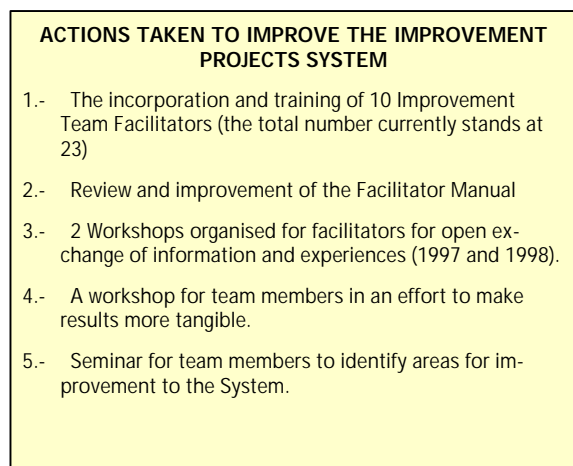
Figure 5.13 shows the management tools used by these improvement teams.

TOOL-BOX USED BY IMPROVEMENT TEAMS	
CREATIVITY	ANALYSIS
• Brainstorming	• 'See with your own eyes'
PROBLEM SOLVING	• Flow diagram
• Weighted solution	• Cause-effect diagram (Ishikawa)
• Pareto analysis	• Basic statistics
• Criteria matrix	• Data compilation
MEASUREMENT	PLANNING
• Data compilation	• Gant diagram
• Quality indicators	• Pert diagram

- FIGURE 5.13. -

Improvement team implementation (31 teams) is now widespread throughout the organisation.

The effectiveness of the Improvement Project System was reviewed through an external audit conducted by the improvement team. Improvement actions were taken on the basis of this audit (see Figure 5.14.).



- FIGURA 5.14 -

The system is documented as a sub-process of Quality Management.

The Improvement Suggestion Scheme, defined by the TMC and implemented in 1995, is a procedure which enables any employee to put forward an innovative idea or improvement proposal to Officer Management on a purpose-designed documented form. These suggestions are systematically collected and the feasibility of their implementation assessed.

As a result of recent review, changes have been implemented to speed up the process, to improve the presentation level of the suggestions, and especially to refine the objective of the procedure through the exclusion of those proposals related to the direct working environment of the proposer(s). These suggestions are to be channelled through the proposer's own work area and systematically included in the Annual Results Reports.

All collaborators are also encouraged to participate from a departmental level in the identification of improvement opportunities, in defining targets and action plans and in regular review of these plans. The suggestions presented and implemented on a departmental level are included in the Annual Results Report, with specific mention of those collaborators on whose initiative the proposal was developed.

Another channel for participation in improvements is the incident report procedure, through which any employee who wishes to report an incident on the public highway (faults in urban fixtures, dirtiness, holes in the road, etc.) may do so to improve the service and reduce the number of complaints from citizens.

#### **Technical resources**

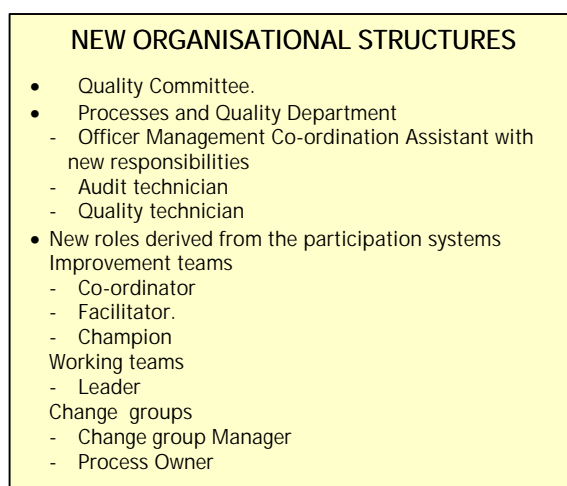
Considerable investment (Ptas. 164,792 / employee in 1998) has been undertaken in technology, especially in the area of IT.

Key process re-design included a systematic study of the advantages offered by computerising the process in question. Those applications developed to support re-designed processes are outlined in sub-criterion 4b.

#### **Changes in organisational structures**

The municipal organisational chart was re-designed in 1992, reducing the number of levels and departments for improved efficiency of the work carried out in the Town Council.

Since then, organisational structures have been progressively adapted to emerging needs. In this respect, special mention can be made of the new structures associated with the implementation of TQM (see Figure 5.15.).



- FIGURE 5.15. -

### **Information to improve**

Implemented improvement initiatives pay special attention to the importance of measurement in improvement. Progress in each improvement area is measured in the Corporation, and targets are increasingly set in relation to these measurements (see sub-criterion 5c.).

The organisation is currently in the process of drawing up an integral tally sheet, to be included in the organisation's IT network, which will enable employees to have permanent access to the situation regarding the Corporation's most relevant indicators. This will be available from March, 1999.

### **5e. HOW PROCESSES ARE CHANGED AND THE BENEFITS EVALUATED**

To implement change and achieve the desired results, certain prior conditions must be met:

1. The changes must be consensus agreed by all affected parties. This is achieved through the participation of all involved in the methodology to be used.
2. The proposed change must not produce any unwanted collateral damage to other processes, this being avoided by analysing the effects of change prior to approving its implementation. In the case of important changes, this analysis is performed by the TMC.

Another critical factor is the procedure to apply the changes. In this respect, a systemised and documented procedure has been drawn up for every system and improvement method.

### **Implementation of re-designed processes**

Once the re-design proposal has been approved by the TMC, the change groups is formed to lead and implement the change.

A change group is composed of a selection of employees involved in the process who receive specific training to develop their particular function. A total of 224 training hours have been given, distributed among six working teams. The methodology followed to apply process change is shown in Figure 5.16.

Changes are communicated by process owners, and especially by the change group for each process, through the in-house magazine and through information bulletins. Two special communication workshops, with changes graphically displayed in poster form on walls and a board especially supplied for suggestions, have also been organised to reinforce this area, together with sessions in which the change groups explained the IT applications to be used to support the process.

#### **METHODOLOGY FOLLOWED IN THE APPLICATION OF PROCESS CHANGES (CHANGE GROUP)**

1. Ensure that all members of the change group are fully conversant with the process
2. Adjust and develop the process (operational instructions, support, ...) to ensure a correct implementation.
3. Identify the changes and the key tasks
4. Identify those training and communication actions necessary to carry out the changes and improve the performance of key tasks
5. Draw up an action programme
6. Prepare and implement these actions
7. Check and, if necessary, correct.
8. Monitor and manage incidents
9. Adjust the process and document the modifications for management by the Processes and Quality department (Process Manual)

- FIGURE 5.16. -

Changes affecting those services provided to citizens, such as the increase in the number of CSCs, are communicated through various public media bodies.

The training of those employees affected by changes is designed, documented, given and assessed by the change groups. To date, 1,773 hours of training have been given by these working teams to 194 different employees.

Support is given to these change groups by the process owners and the Processes and Quality department.

Examples of improvements implemented by these working teams are outlined below.

- The expansion of Citizen Interface Centres (see sub-criterion 6b.).
- The increase in specific points (from 2 to 10) for registering applications made by citizens, through an on-line IT application which enables this infor-

mation to be centralised, permits those departments responsible for processing these applications to have immediate knowledge of their existence, and allows cycle times to be monitored.

### ***Implementation of changes by improvement teams***

Having presented the proposed improvements to the Quality Committee, an implementation plan is drawn up (communication, training, development, etc.) including details of how improvements resulting from the change are to be measured, who is responsible for measuring and reporting on these improvements and the time required for confirmation that the problem/opportunity has been resolved.

When the planned implementation period has expired, the results report is given to the Quality Committee.

An improvement team facilitator is assigned to each team by the TMC. Additionally, each team receives back-up from the Processes and Quality department.

To date, 14 improvement projects have been successfully implemented.

One example of these is the project which has led to real time monitoring of investment expenditure and associated revenue (subsidies, loans, equity sales, etc.).

### ***Implementation of changes through improvement suggestions***

After an improvement suggestion has been classified as applicable by the CEO, an employee is allocated as the person responsible for its implementation. This person's responsibilities include the scheduling and development of those actions necessary to ensure the suggestion is implemented.

One consequence of the review of this procedure has been the subsequent and obligatory preparation of a report on the benefits obtained through the implementation of the suggestion.

Those ideas deemed as applicable are communicated throughout the organisation through the in-house magazine "*Casa de la Vila*".

42 improvement suggestions have been successfully applied. Examples include the idea of instructional talks on road safety and education for senior citizens (5 sessions with the attendance of 228 citizens), and the creation of a mascot as an embodiment of Esplugues Town Council values (appearing monthly since December, 1997, in the in-house magazine).

### ***Implementation of changes by departments***

Changes in departments are normally the consequence of improvement targets. Since 1997, these departmental improvement targets have been communicated throughout the organisation.

Action plans are drawn up and developed to meet these targets; however, the systematic preparation of these plans has not brought about the desired fulfilment level (100%). In this respect, results of the internal Quality audit reveal that 66% of departments (27 verified departments) have programmed action plans designed to meet the proposed targets.

Examples of changes implemented in the departments include:

1. Updating of tax-related information whenever a new citizen is added to the Town census.
2. On receiving official notification from the owner of a vehicle that he/she wishes to de-register the vehicle, the Corporation undertakes this procedure with the Vehicle Registry Office and ensures the vehicle goes to scrap in accordance with existing environmental norms.

## 6. CITIZEN SATISFACTION

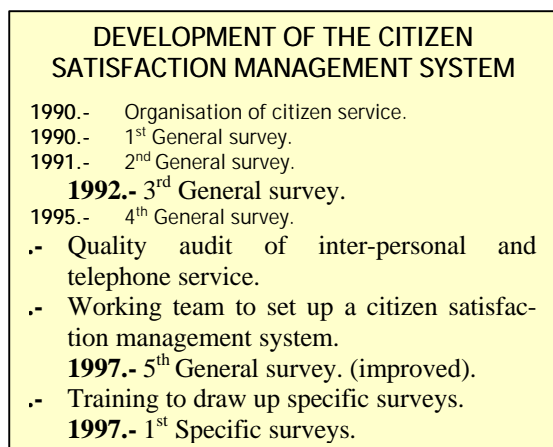
### 6a. THE CITIZENS' PERCEPTION OF THE ORGANISATION'S PRODUCTS, SERVICES AND CITIZEN RELATIONSHIPS.

The Town Council is fundamentally an organisation which provides services, therefore the satisfaction of its citizens is its first priority.

As a measure of the citizens' satisfaction, the political representatives have always been able to count on the feedback they receive from the citizens in their daily contact and in the renewed confidence placed in them by the electorate every four years in the municipal elections. Until 1997, the Town Council did not have an integral system of citizen satisfaction management which would have enabled: a rigorous analysis of the results, the establishment of improvement actions, the measurement of progress, and the learning process of the organisation.

#### *Citizen satisfaction management system*

This integral system of citizen satisfaction management has been the result of a process of evolution and learning that started in 1990 (see Figure 6.1).



- FIGURE 6.1 -

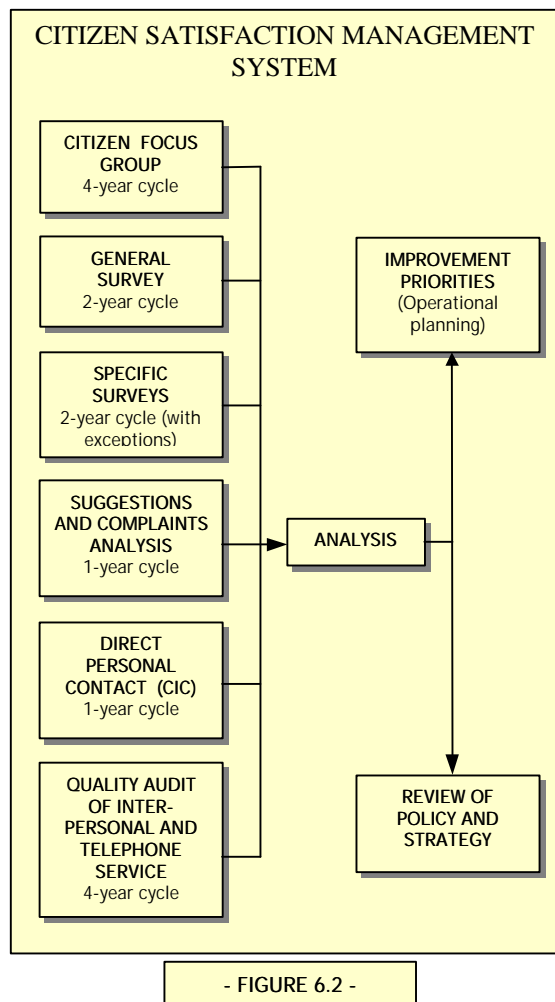
From the analysis of the general survey results from 1990, 1991, 1992, and 1995, and from the quality audit of telephone and inter-personal service (1995) improvement opportunities were identified and improvement actions were taken (see sub-criterion 6b.).

In 1997 the Quality Plan established the objective of completing and consolidating the system of citizen satisfaction management. A working team (customer group) led by the Assistant to the CEO was set up for this purpose. The following actions were undertaken:

- The definition of the methodology to set up focus groups with the citizens regarding the services related to key processes (see sub-criterion 5b.).
- The translation of the citizens comments from the focus groups into quality attributes. This was to be conducted by working teams composed of employees experienced in each service area.
- The definition, in collaboration with the adjudicating company, of the methodology and content of the general survey, taking into account the following objectives:
  - To discover the importance of the different areas of service for the citizens, in order to ascertain whether the choice of key processes is correct.
  - To prioritise the quality attributes of the services directly associated with key processes (identified from the focus groups with the citizens).
  - To measure citizen satisfaction with respect to Town Council global management, the different areas of service, and the quality of life, and to accomplish this with the fewest possible modifications to previous surveys, thereby avoiding the loss of trend information.
- Promoting the setting up of a benchmarking group within the Spanish Quality Foundation. Amongst other objectives, the target was to establish with other advanced TQM Town Councils a standardised body of indicators for use in the general survey, thereby incorporating into the management system a systematic comparison with best-in-class organisations. The group was set up in 1998 and specific results are expected in 1999.
- Providing theoretical-practical training for the managers of services directed at specific citizen segments in order to measure the level of user-satisfaction in those services in which only the users themselves may be able to offer an informed opinion of the quality. Thus, very valuable complementary information is obtained (see specific survey results).
- Systematic implementation of: citizens' complaints and suggestions analysis (complaints and suggestions management process), citizens' opinions expressed to contact employees, and



through external audits of the quality of the inter-personal and telephone service (enquiries and citizen service process).



The result is an integral and systematic procedure (see Figure 6.2.) which covers the most relevant areas and activities of the organisation. The annual analysis carried out by the TMC, within the self-assessment process, enables targets and opportunities for operational planning to be identified. The process also provides information to the political representatives, in turn enabling them to review their strategic priorities.

#### **Measurement of citizen satisfaction**

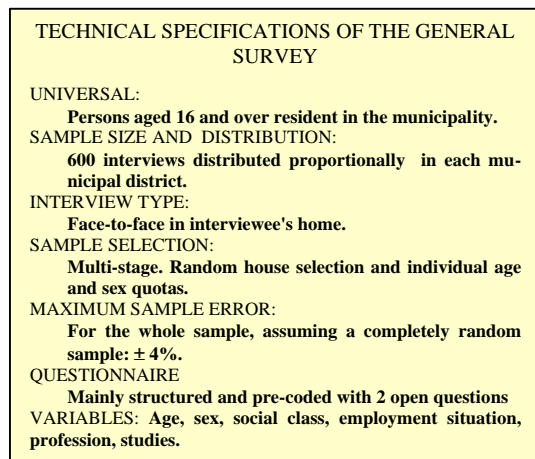
The following measurement tools are used to ascertain directly the degree of citizen satisfaction:

- The general survey
- Specific surveys

Given the particular characteristics of the Corporation's customers (citizens), establishing targets for direct satisfaction measurement is not operationally effective to improve management, since the link between the services provided and the citizen's perception of those services is a complex one. Generally speaking, targets consist of maintaining and improving the level reached (positive trends).

#### **THE GENERAL SURVEY**

This is conducted by a company contracted for this purpose, and has been done biannually since 1995. The technical aspects of the survey are shown in Figure 6.3.



- FIGURE 6.3 -

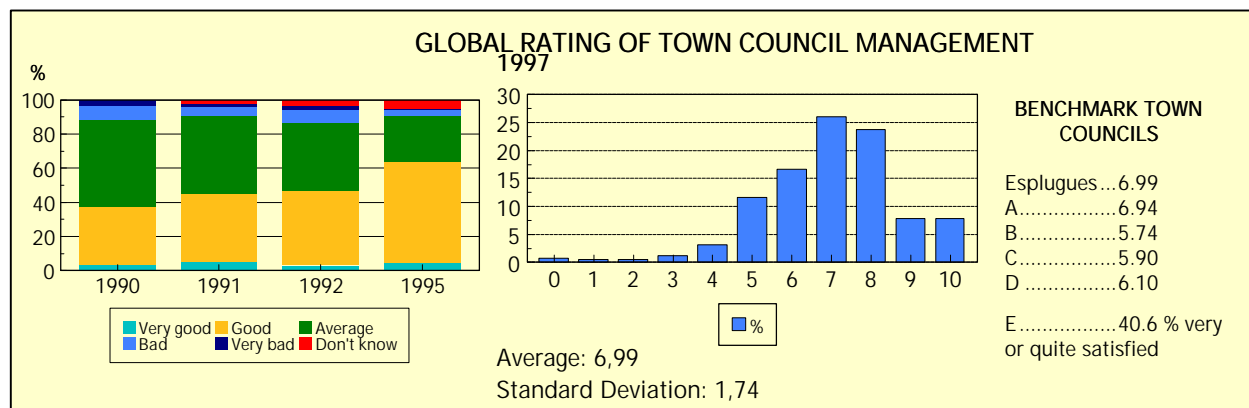
The interviews in the survey are checked for authenticity and quality. No problem has ever been detected in these checks.

The survey results and the conclusions of the company conducting the survey are documented.

#### **General survey results**

The following criteria were established to choose the Town Councils to be used as benchmarks:

- Members of the Spanish Quality Foundation, which apply the EFQM business excellence model and which have a high profile, at a national level, in Total Quality promotion events:
- Town Council A: A provincial capital with a population of between 200,000 and 250,000 inhabitants.



- FIGURA 6.4 -

- Town Council B: A municipality situated in the Madrid metropolitan area with a population of between 75,000 and 100,000 inhabitants.
- Town Councils situated in Barcelona metropolitan area:
  - Town Council C: A population of between 100,000 and 125,000 inhabitants.
  - Town Council D: A population of between 200,000 and 250,000 inhabitants.
  - City Council E: A point of reference within the geographical area, with a population of between 1,500,000 and 2,000,000 inhabitants.

Only those indicators which coincide and which have been obtained with a maximum sample error similar to the survey of the organisation have been compared.

Even though finding comparable data in the sector is difficult for various reasons (either they do not exist, or they are not made available, or the same data is not compiled), the Corporation believes that the chosen benchmarks are best-in-class organisations.

The results of the most relevant indicators in the general survey are described below along with comparisons, where available, with the Town Councils used as benchmarks.

### ***I. Global rating of the Town Council Management***

The trend is clearly positive. The last survey global rating has been considered very high by *Demoscopia*, the adjudicating company, which has conducted similar studies in 80 public sector organisations during the last three years (see Figure 6.4.) .

Results comparison with the benchmark Town Councils reveal that the Esplugues Town Council is given the highest rating.

With respect to Town Council E, which uses a different rating scale, comparative analysis shows Esplugues results since 1995 (64% rating of very good or good) to exceed those of Town Council E (40.6% very or moderately satisfied), and having improved in 1997.

### ***Ila. The relative global importance of the different municipal services areas and their ratings***

#### ***Importance***

The last survey (1997) evaluated for the first time the importance that each of the service areas has for the citizens, thus enabling the Corporation to ascertain which services had a greater impact (see Figure 6.5.).

As a result of this prioritisation, it can be observed that the services given the most importance are those which are more directly associated with the organisation's key processes (see Figure 5.3).

#### ***Rating***

Results values show positive trends and high ratings in all service areas (see Figure 6.5), There is only a slight fall in the most recent figures in spite of the fact that 76.2% of all citizens consider that Esplugues has improved in this last year (see Figure 6.9.). Though thorough analysis of the possible reasons behind this has been made, the exact causes of this contradiction are not clear.

SERVICE AREAS	SCORE 0 to 10					WEIGHTING Survey 1997	TOWN COUNCIL A (1997)	TOWN COUNCIL C (1997)
	1990	1991	1992	1995	1997			
Local Police	-	-	6.4	6.3	6.54	8.43	5.49	5.2
Services to senior citizens	5.8	6.5	6.6	7.0	6.63	8.29	-	-
School support services	-	-	-	-	6.37	8.22	-	-
Town Planning/Town appearance	-	-	-	-	6.63	8.18	-	-
Refuse collection	5.6	7.4	7.1	7.4	7.01	8.06	-	6.1
Parks and gardens	5.4	5.8	6.4	7.1	6.61	8.03	-	5.9
Citizen service	5.4	6.1	6.2	6.8	6.59	8.02	6.76	5.90
Youth services	4.8	5.6	5.6	5.8	6.26	7.99	6.86	6.30
Local Taxes	-	-	-	-	5.95	7.81	5.51	-
Dissemination of information	-	-	-	-	6.71	7.76	-	-
Services to commerce / businesses	-	-	-	-	6.21	7.66	5.12	-
Public activities	-	-	-	-	6.68	7.61	-	-
Teaching	6.6	7.0	7.1	7.2	-	-	7.30	-
Public Festivals	6.3	6.9	6.5	7.0	-	-	7.0	-
Street-lighting	6.2	7.1	6.9	7.1	-	-	-	5.3
Road surface	5.9	6.4	6.7	6.9	-	-	-	5.2
Cultural activities	5.8	6.5	6.3	6.8	-	-	7.20	-
Street cleaning	5.2	6.9	6.5	7.1	-	-	6.98	5.3
Traffic circulation	4.3	4.4	5.0	5.8	-	-	4.57	4.2
Sport	-	-	6.7	6.8	-	-	7.40	-
Parking	2.7	3.3	4.0	4.5	-	-	4.57	2.7
Town Planning and Public Works	5.2	6.2	5.9	6.9	-	-	-	-

- FIGURE 6.5 -

It can be seen that information is no longer available for some areas of service while, on the other hand, more detailed and useful information is obtained concerning those services associated with the key processes. (see Figure 6.6.). Those modifications were introduced in the most recent survey (1997).

Comparative analysis shows very favourable results with respect to Town Council C (situated within the metropolitan area) and favourable with Town Council A in the service areas of Local Police, municipal taxes, services to commerce/business, street cleaning, and traffic circulation (these last two when compared with the results of the 1995 survey).

#### ***IIb. The importance of quality attributes and their rating in each area of service***

In the most recent survey (1997), as far as major impact services are concerned, the different attributes of each service have been rated as well as a global rating of the service itself (see Figure 6.6).

Ratings on these survey points are very positive. Only residential parking and blue zones (limited

parking) being negatively valued. These are unpopular measures needed to promote local business.

#### ***III. Satisfaction with the quality of life in the municipality***

Excellent results can be appreciated in this indicator, peaking in 1997, when 94.3% of citizens were very or quite satisfied living in Esplugues (see Figure 6.7.).

Comparison with those benchmark Town Councils which have this information (Town Councils D and E) is clearly favourable.

#### ***IV. Town improvement perception***

As can be seen in Figure 6.8, the results are excellent. The number of citizens who perceive a continuous improvement in their town has increased since 1990, these citizens showing confidence in the capacity of the Town Council to continue improving.

#### ***SPECIFICS SURVEY***

The overall conclusion is that ratings are much

RATING OF KEY SERVICES (1997)		
CITIZEN SERVICE (LOCAL POLICE)		
Attributes	Satisfaction	Weighting
Citizen handling	6.84	66.7 %
Responsiveness	6.53	51.7 %
Information	6.68	29.8 %
Language used	6.77	13.5 %
TRAFFIC AND SAFETY		
Attributes	Satisfaction	Weighting
Residential parking	4.43	35.3 %
Traffic flow	5.63	33.2 %
Patrolling zebra crossings	6.1	24.8 %
Response in an accident	6.64	20.2 %
State of traffic signals	6.61	18.8 %
Pedestrianised streets	6.27	16.2 %
Noise/exhaust fumes control	4.94	14.0 %
Traffic information	6.14	12.0 %
Metered parking	4.41	5.5 %
Towing away vehicles	6.12	3.3 %
CITIZEN SAFETY		
Attributes	Satisfaction	Weighting
Efficiency on site	6.3	42.7 %
Police presence	6.11	42.5 %
Night patrol	5.57	35.7 %
Response time	6.38	25.2 %
Preventative information	5.99	14.5 %
Handling groups	5.85	11.3 %
PUBLIC ACTIVITIES		
Attributes	Satisfaction	Weighting
Variety of activity	6.73	51.7 %
Programme of activities	6.51	42.8 %
Programme fulfilment	6.77	30.7 %
Accessibility	6.65	23.5 %
Number of activities	6.58	16.5 %
PARKS AND GARDENS		
Attributes	Satisfaction	Weighting

TOWN PLANNING /STATE OF THE CITY		
Attributes	Satisfaction	Weighting
Street cleaning	6.45	30.2 %
Crossings for handicapped people	5.37	25.5 %
Road surfacing	6.44	23.3 %
State of the pavements	6.19	23.3 %
Communication between districts	6.71	21.2 %
Sewer system	6.19	18.2 %
Lighting	6.86	18.0 %
Fault repairs	5.92	16.0 %
Equipment	6.98	10.2 %
Street lighting times	7.01	3.3 %
CITIZEN SERVICE		
Attributes	Satisfaction	Weighting
Citizen handling	6.87	57.7 %
Handling of complaints	6.36	35.8 %
Information clarity	6.81	27.7 %
Response time	6.46	27.3 %
Accessibility	6.78	14.3 %
Language used	7.05	10.5 %
REFUSE COLLECTION		
Attributes	Satisfaction	Weighting
Container quantity	6.78	63.2 %
State of containers	6.64	52.3 %
Collection times	7.24	45.5 %
Furniture/junk collection	6.73	18.2 %
TAX OFFICE SERVICE		
Attributes	Satisfaction	Weighting
Language used	6.76	-
Delivery of payment notices	6.34	-
Information on taxes	6.12	-
Payment instalments	5.98	-
Claims handling	5.77	-

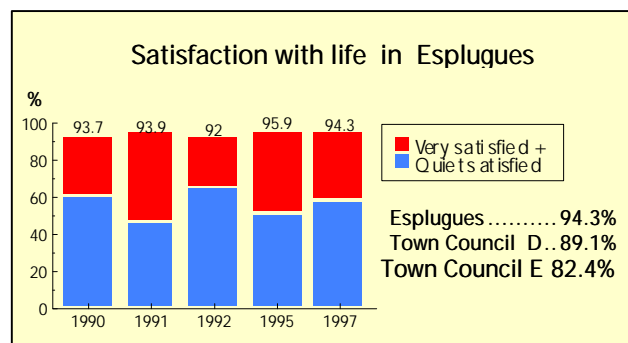
- FIGURE 6.6-

higher than those obtained in the general survey, due, it is believed, to a more direct experience of service (see Figure 6.9.).

It can be stated that the sum experience gained is the underlying reason for the positive perception values clearly shown in the results of the general survey (see Figures 6.9.).

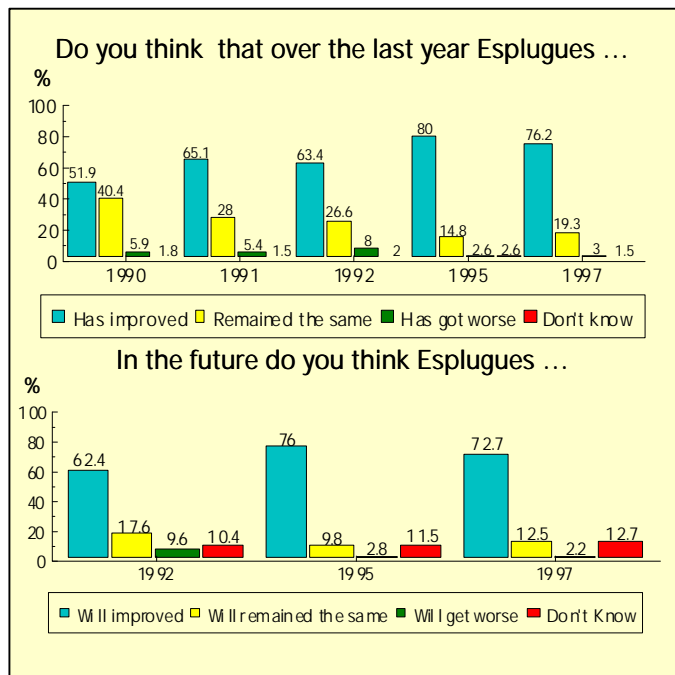
#### A.- COMPLAINTS AND SUGGESTIONS.

This is a key process in the organisation. The survey measures user-satisfaction with regard to those quality requirements identified through citizen focus groups (see Figure 5.8.). This survey was conducted over the telephone with 42 users who had used the service in the previous two months.

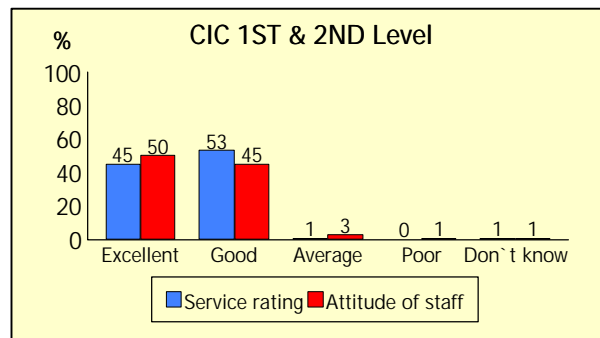


- FIGURE 6.7-

This was the first survey conducted since the process re-design (December 1998). The survey will be carried out bimonthly, and results are shown in Figure 6.9a



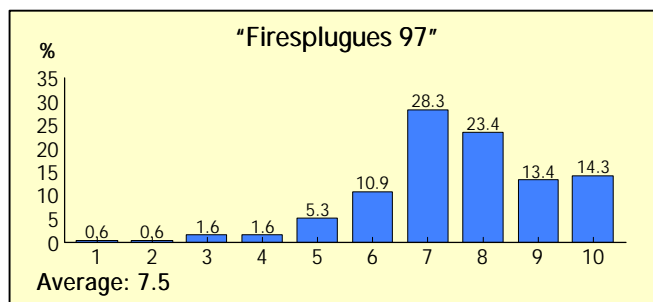
- FIGURE 6.8 -



- FIGURA 6.9b -

#### C.- FIRESPLUGUES.

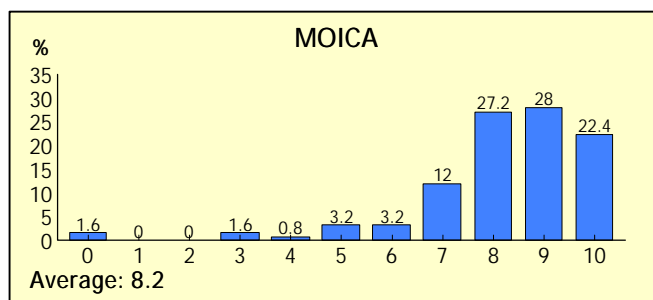
This is a trade fair organised by the Town Council every two years. 125 visitors were interviewed. The results are shown in Figure 6.9c.



- FIGURE 6.9c -

#### D.- MUNICIPAL OFFICE OF INFORMATION AND CONSUMER AFFAIRS (MOICA).

A telephone survey was carried out in 1997 with 487 users (the total number of telephone callers to that service that year). 125 people responded (25.66%). The results are shown in Figure 6.9d..



- FIGURE 6.9d -

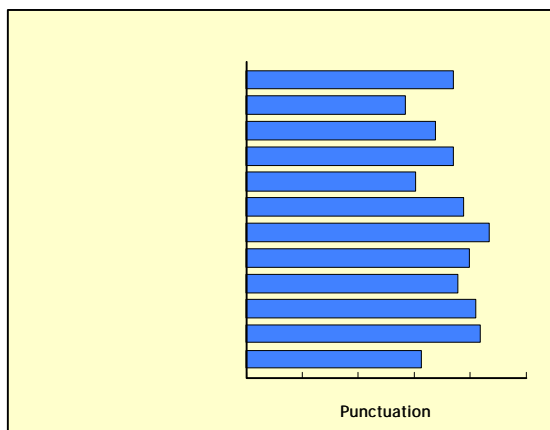
#### B.- CITIZEN INTERFACE CENTRES.

In 1995, 903 survey sheets were distributed by hand to users and 141 (15.6%) were filled in and returned. The results are shown in Figure 6.9b.

#### E.- LA PLANA MUNICIPAL SPORTS CENTRE.

This is the biggest sports complex in the city. A survey was handed out to 1,800 users in 1998. There were 197 replies (11%). The results are shown in Figure 6.9e.

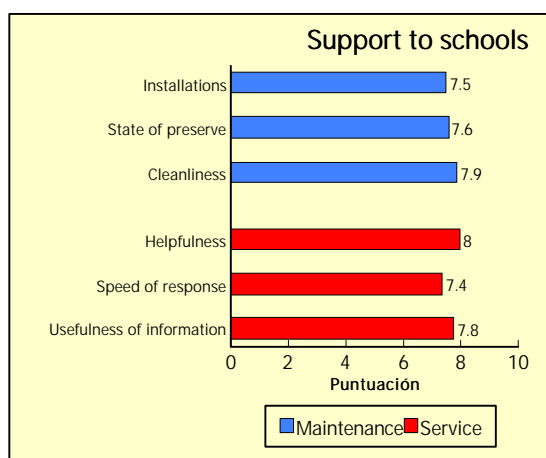




- FIGURE 6.9f -

#### F.- SUPPORT TO SCHOOLS.

Support activities are focussed on maintaining the centres and attending to the needs of both parents and children. In 1997, a survey questionnaire was distributed by hand to all parents (2,666). The response figure was 633 (23%). The results shown in Figure 6.9f reveal that direct users perception is far better than that expressed by citizens in the general survey (see Figure 6.5.).



- FIGURE 6.9f -

#### 6b. ADDITIONAL MEASUREMENTS RELATING TO THE SATISFACTION OF THE ORGANISATION'S CITIZEN.

Citizen service is at the strategic centre of the Corporation's activity. The processes directly related to citizen service are the process of enquiries and citizen service and the process of complaints and suggestions. Both are considered as key processes.

#### Enquiries and Citizen Service Process

In 1991, citizen service was organised on three levels:

- 1<sup>st</sup> level: general information, suggestions and complaints handling, carrying out simple procedures, and other such common telephone enquiries. The service interface may be direct or by telephone (free-phone 900).
- 2<sup>nd</sup> level: specialised attention in service areas and dealing with procedures which require the applicant's presence.
- 3<sup>rd</sup> level: direct service from specialists in management areas or from political representatives through pre-arranged appointments.

The Esplugues citizen service organisation has been a role-model for many Town Councils.

#### Improvements implemented as a consequence of review cycles

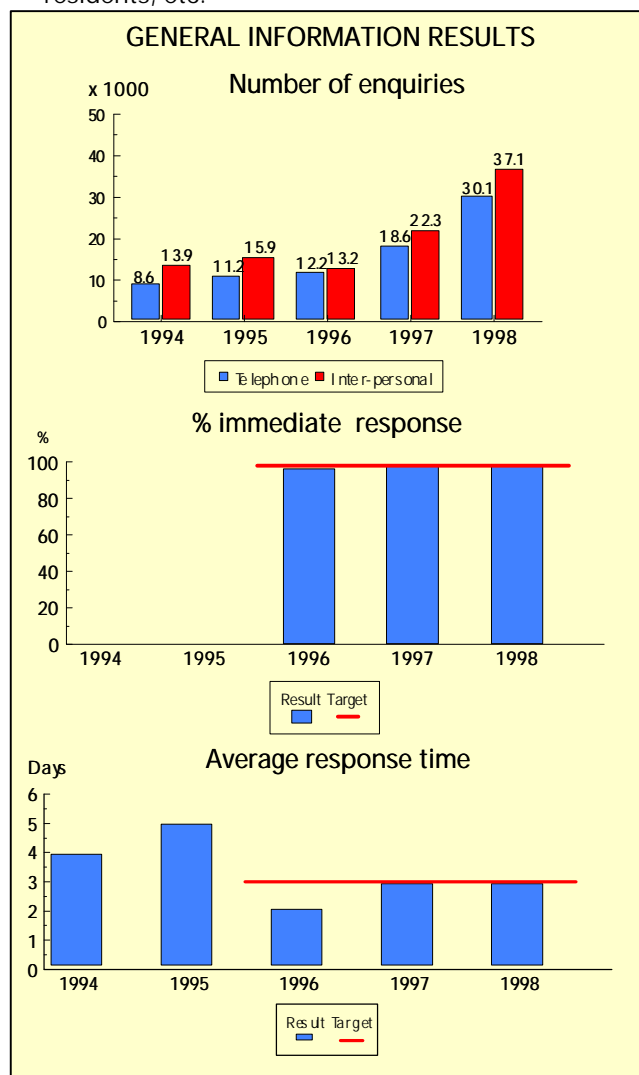
CITIZEN INTERFACE CENTRES (CIC)		
CIC	OPENING HOURS	1 <sup>ST</sup> YEAR
1 <sup>ST</sup> LEVEL		
Casa Consell		

- FIGURE 6.9g -

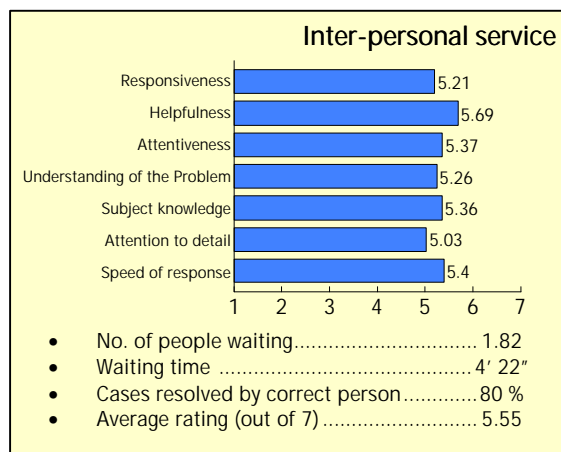
- Increase in the packet of services offered by the CIC.

- Access for all CIC to the general information data base (services, official procedures, events, etc.).
- Incorporation of new telephone procedures and citizen service procedures; by telephone: receipt duplicates and payment certificates, in person: 'Pont' cards to obtain discounts in businesses which collaborate in the campaign, parking permits for use in parking areas reserved for residents, etc.

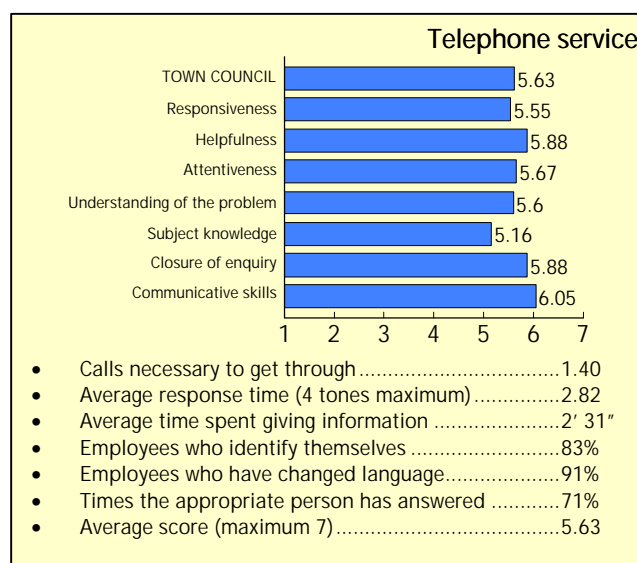
In 1995 the Town Council commissioned a quality audit on telephone and inter-personal service (under the citizen satisfaction management system, this audit is planned to be conducted on a 4-yearly basis). The "mystery citizen" technique was used, and 162 visits and 133 telephone calls were made. The most relevant results are shown in Figures 6.12 and 6.13.



- FIGURE 6.11 -



- FIGURE 6.12-



- FIGURE 6.13-

The results of this audit were communicated to all employees and the following improvement actions were established: improvement of the information data bases, widened access to the above and a course in telephone manner and procedure to be given by the management to all employees.

### Complaints and Suggestions Process

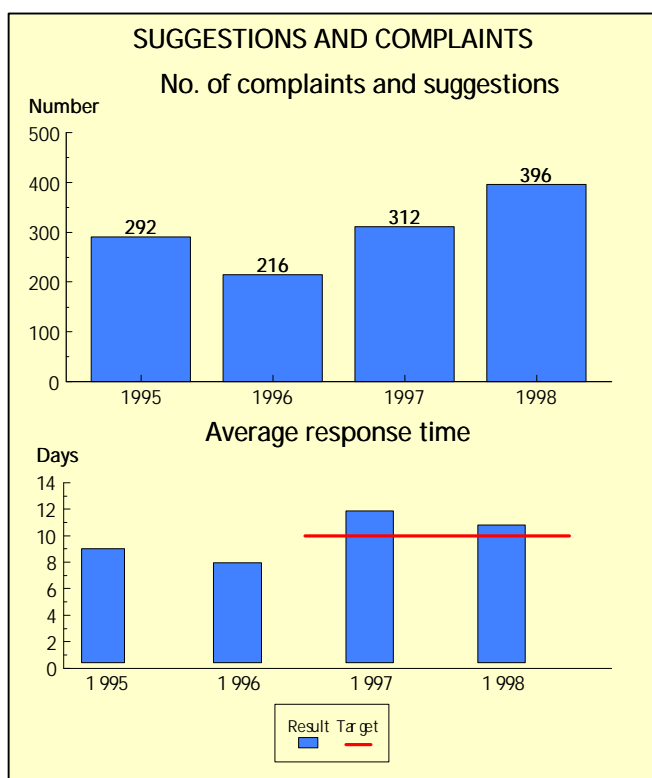
The process has been completely redesigned and targets have been established.. Improvement implementation is leading to these targets being accomplished.

Implementation of improvements:

- Register of and unified corrective action to all complaints and suggestions received (by telephoning 900, in person, by letter, by Internet) a reply being imperative in all cases.
- Complete computerisation of the process, enabling analysis and follow-up of the more relevant indicators.

Results:

Results are shown in Figure 6.14. The increase in the number of complaints and suggestions in recent years is attributable to the fact that this mechanism of citizen participation has been both promoted and diffused to make it more accessible for citizens.



- FIGURE 6.14 -

### Corrective Actions

Various corrective actions have been taken as a result of citizen complaints and suggestions. Amongst these feature:

- Actions related to dog excrement (awareness campaigns, an increase in the number of dog urinals, local regulations to discourage uncivil behaviour)
- Actions related to bar closure times (specifically controlled by the Local Police)
- Actions related to motorbikes (awareness campaigns, control of gas emissions and noise, a letter from the Mayor to motorbike owners requesting their responsible behaviour)

### Decisions taken as a result of the citizen satisfaction surveys

Analysis of the results of the Corporation's citizen satisfaction management system, as part of the planning review process, has led to decisions being taken to create new services and to undertake a wide range of new actions.

### New Services

In recent years the number of services has been increased:

- Victim attention service
- Women's advice service
- Tele-alarm service.
- Chiropody service for senior citizens
- Alternative-to-fines programme
- Municipal service of Information and Development for Businesses
- Urban transport service *Esplubus, Esplujust*
- Change in the management system of the Sports Centre "*La Plana*", from indirect (outsourcing) to direct.

### Actions taken

The most important actions in this respect have been taken in the following areas:

- Parking: Construction of 3,500 underground parking places.
- Street lighting: Renewal of the network, incorporation of new technologies, (remote-control management) and reduction in response time to faults.

- Asphalt surfacing: Systematic asphalt resurfacing, quality of the asphalt mix used, reduction to zero level of unsurfaced roads.
- Street cleaning: Greater frequency of sluicing down and technology changes. More litter bins. Cleaning of all public areas to be extended to public holidays. Permanent attention to eliminate dog excrement.
- Refuse collection: The creation of a specific job post to supervise outsourcing, and improved co-ordination of the service.
- Public service (see the improvements outlined in the section "Quality service" earlier in this sub-criterion).
- Town Planning and Public Works: Pedestrians priority over vehicles. Underground laying of electric cables. Elimination of architectural barriers. More tree planting. Improvement to the system of informing citizens of public works which may affect them.
- Parks and gardens: More resources for the maintenance and extension of green areas.
- Local Police: Provide the administrative section of the local police with administrative employees from other areas of the Town Council, releasing police officers from administrative duties and thereby achieving a greater police presence in public areas.

#### ***Awards and accolades received and press coverage in the media***

The Vision of the organisation is to become a Corporation recognised for the quality of the services it provides. The image projected by the organisation throughout the country is proof that this target is being met (see Figures 6.15. and 6.16.).

Articles on the Town Council's management system have appeared in newspapers and in some of the most widely read national business publications.

The Esplugues Town Council was recently invited to participate as the only representative of Local Administration on a panel on Total Quality Management in the forthcoming European Congress of Quality, organised by the E.O.Q., which is to be held in Madrid on the 9<sup>th</sup>, 10<sup>th</sup> and 11<sup>th</sup> of June.

#### **AWARDS AND ACCOLADES RECEIVED**

- ⌘ **"SPORT QUALITY"** 1990 for the *La Plana* Municipal Swimming Pool, awarded by "Sport Quality" in recognition for the best management and administration of a sports facility.
- ⌘ **"ARREL"** 1994 for "EL PONT", awarded by the Barcelona Provincial Council to the best local publication.
- ⌘ **"ACCESIT"** 1996 a "Les obres d'urbanització dels espais lliures del Casal de Cultura Robert Brillas i projecte d'urbanització del carrer Montserrat", awarded by the Associació de Professionals Espais Verds de Catalunya.
- ⌘ **"ACCÉSIT SEGURIDAD VIAL"** 1996, awarded by the Catalan Institute for Road Safety.
- ⌘ **"M" ÀNGELS JIMÉNEZ DE SEGURETAT VIÀRIA** 1997 honorary diploma, awarded by the Barcelona City Council.
- ⌘ **"PROMOCIÓ DE L'ACCESIBILITAT"** 1997 for the "Obres ordinaries del carrer Àngel Guimerà", awarded by the Barcelona Provincial Council.
- ⌘ **"FAD"** 1998 runner up in the urban spaces section for the *"Solidarity"* Park.
- ⌘ **"HEALTH PROMOTION IN ESPLUGUES"** 1998. Awarded by the Fight Against Kidney Diseases (ALCER)

- FIGURE 6.17 -

#### **PRESS-COVERAGE**

- 1996**
- CINCO DÍAS. "The municipality of Esplugues resolves to business management to achieve higher quality results"
- 1997**
- EL PAÍS. "The Esplugues Town Council undertakes a service quality programme following European criteria".
- CAPITAL HUMANO. "The Esplugues Town Council adopts the EFQM Quality model".
- GACETA DE LOS NEGOCIOS "Esplugues de Llobregat 'competes' in excellence with businesses".
- LA VANGUARDIA. "Civil Servants against bureaucracy".
- EL PERIÓDICO, "Civil Servants advise the Mayor".
- GACETA DE LOS NEGOCIOS. "Public bodies get on the Quality train".
- CINCO DÍAS. "First on the list".
- EXPANSIÓN. "Welcome, Citizen". The Public Administrations undergo modernisation to satisfy the client/citizens. Three Town Councils and two Autonomous Communities take the initiative.
- EL FAR. "The Town Council push forward the application of Quality systems".
- EL PERIÓDICO "Esplugues introduce a system of managerial flexibility". The model adapts to the needs of the municipality.
- 1998**
- EXCELENCIA (Spanish Quality Foundation). "Innovate, or stagnate".
- LA VOZ DE GALICIA. "One hundred experts in local council management attend the Technology Congress in Santa Cruz".
- EXPANSIÓN. "Town Councils join the European Quality Model club".
- EL NOTICIERO (Spanish Quality Foundation). "Something is happening in the civil service".
- EL PERIÓDICO. "The Esplugues Town Council applies an efficient method. The organization adopts the EFQM European model of

- FIGURE 6.18 -

## 7. PEOPLE SATISFACTION

### 7a. THE PEOPLE'S PERCEPTION OF THE ORGANISATION

In the Esplugues Town Council, people satisfaction is a key target. It is only possible to offer quality services with satisfied employees.

There are various mechanisms available for assessing the level of people satisfaction:

- Managers monthly reports on people motivation
- Meetings with the workers legal representatives.
- People Satisfaction Surveys

The people satisfaction surveys provide, annually and systematically, the most relevant information necessary to review and improve the people management policy.

The monthly reports and meetings with the workers' representatives provide the TMC with the necessary information to enable it to adopt precise and immediate decisions in this field. An example is the decision to organise an informative session with the representatives in order to explain in detail the modifications in the re-designed processes.

#### People satisfaction surveys

Three survey processes have been carried out. Questionnaire design, data processing and results analysis have been conducted by the organisation.

The surveys give rise to two kinds of documents: one containing the results and the other devoted to conclusions. The results document is distributed to all the people through the in-house magazine, furthermore, a complete copy is made available to all departments.

The TMC draws up survey findings and agrees upon which improvement actions should be undertaken.

#### First improvement cycle: 1996 People satisfaction survey

In the first survey, 54 questions were included in order to obtain a double entry matrix, in which those factors, which according to the employees,

were more significant for job satisfaction, were correlated with the measure of job satisfaction experienced, in order to reveal the improvement actions to be undertaken.

*The data collected for cross-variables concerned sex, age, education level, income group, the existence of dependants or otherwise and length of service.*

*The target of this first survey was to ascertain the effects being produced by the Officer Management System, and the starting point for the implementation of Total Quality Management.*

The employee response rate to the survey was 80%, and the results of the survey were considered by the organisation to be excellent (see Figure 7.1.).

*The opportunities detected were mainly to do with recognition, communication, especially sideways, precise information for fulfilment of work duties, training plans and autonomy at work.*

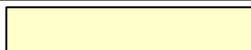
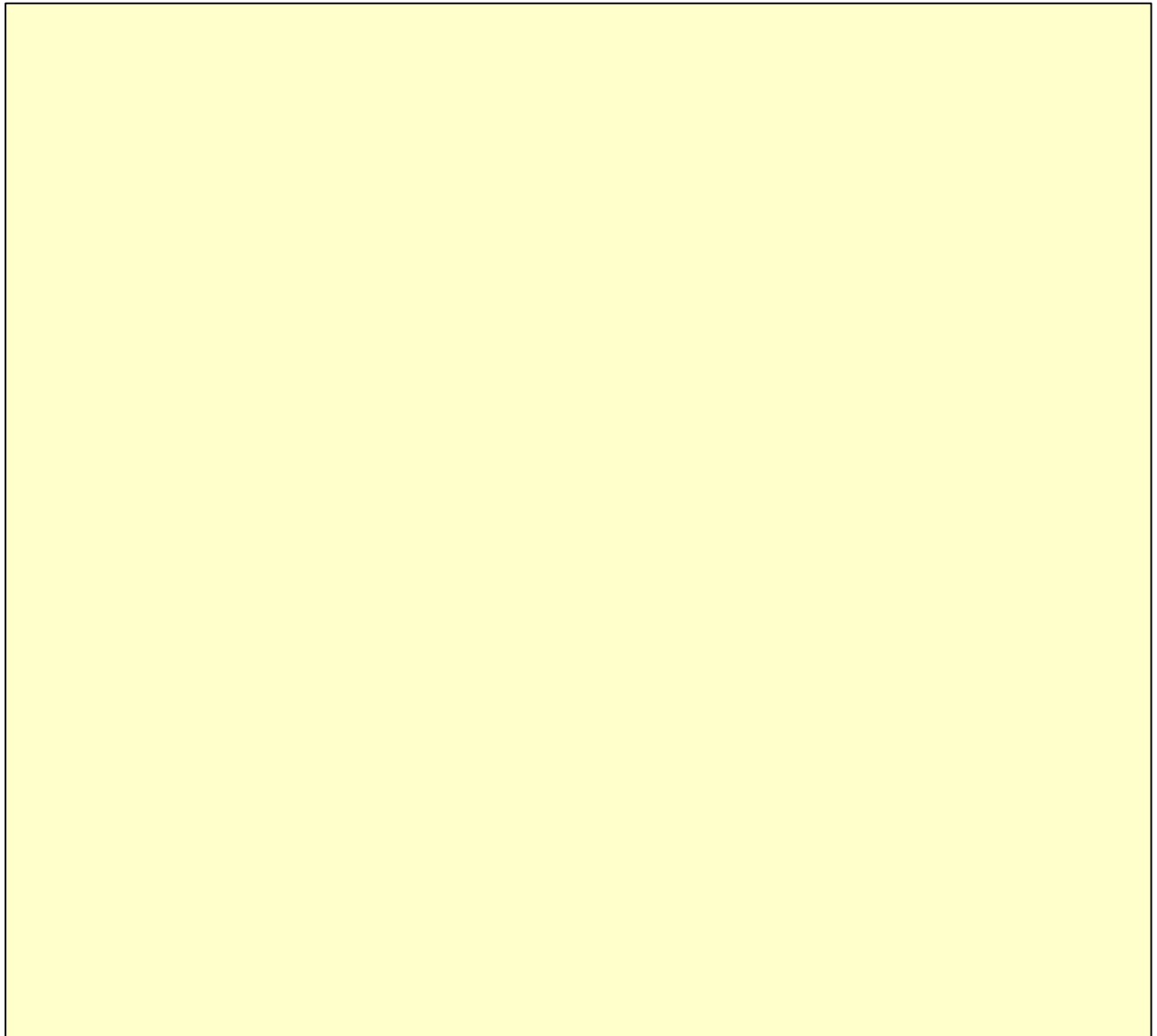
#### The actions undertaken included:

- *The setting up of a work group to complete and review the existing bonus system.*
- *The introduction of cross-departmental improvement teams.*
- The introduction of the new approach of cross-departmental process management.
- The setting up of a work group to identify communication needs and to present proposals to the TMC.
- The introduction of a corporate network enabling information to be shared and to be more readily accessible.
- A change in the way training needs are identified, the employees opinion being given greater consideration.
- An increase in employee empowerment through participation in target setting and the assumption of responsibility in the action plans drawn up to meet these targets.

#### Second improvement cycle: 1997 People Satisfaction Survey

Several changes were made to the second survey. The change in the rating scale stands out, changing from an odd number of questions to an even number, and with the following options: Very satisfied, satisfied, moderately satisfied, slightly dissatisfied, dissatisfied, and very dissatisfied.





The change was made so that the intermediate question response choice had to be further defined, but without resorting to positive or negative polar options. A 1995 award winning EFQM company was used as a benchmark.

In order to ascertain the most important factors influencing job satisfaction, employees were also asked to simply select three aspects from the list instead of rating those aspects on a scale of 0-10, as had been done in the previous survey. In that survey, all the choices were assessed as very important.

The survey targets, considered as very ambitious and challenging for the organisation, were the following:

- To obtain better results than those of the Company awarded a prize by EFQM in 1995 in respect of people satisfaction in the organisation 65% of the award winning company's employees responded in the survey as being satisfied, satisfied, or almost satisfied. This target was clearly surpassed by the Town Council (see Figure 7.1).
- To obtain employee positive perception (VS+S+MS) values in excess of 75% with regard

to the incentive system. The result was 68.7%, due to the fact that the wider scope of the recognition system did not come into force until 1998. In 1998 a figure of 72.9% was obtained, just short of the target.

- To obtain employee positive perception (VS+S+MS) values in excess of 75% with regard to the method of establishing and reviewing targets. The survey result obtained was 71.7%. In 1998, all managers received training oriented towards improving this system, and the revised system will be implemented when the next Operative Plan is drawn up.
- To obtain a figure of 75% of employees expressing total or a high level of agreement with the statement "I always have the necessary information to perform my work". The survey result obtained was 61.6%. Although the target was not met, there was a spectacular increase with respect to the previous survey (35.9%).
- To obtain a figure of 75% regarding employees who state that they share the new operative values. The survey result was 81.3%, easily exceeding the target.
- To obtain employee positive perception (VS+S+MS) values in excess of 75% with regard to the leadership of the management team. The results for the questions related to this subject range between 71.5% and 76.9%.

Attention should be drawn to the increased satisfaction values related to autonomy at work (see Figure 7.1), resulting from action taken in the previous cycle (participation in target setting and development in the implementation actions). This result confirms the consolidation of a results oriented culture, rather than one centred on supervision.

The most important factors contributing towards job satisfaction according to employees, are, in order of importance: To have at their disposal the necessary means to do the job, to perform tasks that they enjoy, and to achieve recognition for the work they do.

The employee response rate to the survey was 89.9%, and the results of the survey were considered by the organisation to be very positive, showing a slightly positive trend despite the difficulties in comparison due to the scale changes.

The following actions were taken in the light of the information received:

- With regard to means: Improve office furniture, start up the "**REMOVE**" plan to update the fleet of municipal vehicles, and update IT equipment and the internal communication technology.
- Maintain the work groups on recognition and communication for their continued supply of improvement suggestions to the TMC.
- Continue with key process redesign.
- Promote voluntary employee attendance at training courses and training given by Town Council employees.

### ***Third improvement cycle: 1998 people satisfaction survey***

In the third survey, statistical data related to age and education level were eliminated, as this data had been seen to be of no value for analytical purposes.

On the other hand, a further question was added relating to employee satisfaction with IT resources to enable a clearer identification of improvement opportunities in this area.

One of the conclusions drawn by the TMC following the second survey was that an annual cycle was too short a period to reflect the progress obtained from those improvement actions taken. To improve upon the excellent results of the first survey, actions were defined involving a high degree of employee participation, an approach requiring considerable time both to implement and to deploy throughout the organisation as well as to monitor its effects. Consequently, the TMC decided to conduct the people satisfaction surveys every two years.

However, in 1998, the opportunity arose to compare the organisation with one of the Town Councils which, in 1997, was chosen as a benchmark for citizen satisfaction results. This was an administration (Town Council A) which had similar results to those of Esplugues (see sub-criterion 6a) and the only one which had information available concerning people satisfaction.

The target, therefore, of the third survey was to provide data for comparison with Town Council A and to identify opportunities for benchmarking activity with this Town Council.

For comparative analysis purposes, a formula was devised to unify rating values, namely:

Town Council A has a rating scale from 1 to 9, in which 1 denotes very dissatisfied and 9 very satisfied. Esplugues has awarded the following scores to the rating system: Very dissatisfied = 1, dissatisfied = 2, not very satisfied = 3, moderately satisfied = 4, satisfied = 5 and very satisfied = 6.

The Esplugues average scores (in base 6) have been converted to base 9 and comparisons have been made.

The result of the comparison (see Figure 7.1) is favourable for Esplugues Town Council in all attributes, except for that regarding satisfaction with remuneration.

It is also worth mentioning that values on satisfaction derived from working for the Corporation exceed those of some of the companies awarded prizes by EFQM in recent years.

## 7b. ADDITIONAL MEASUREMENTS RELATING TO PEOPLE SATISFACTION.

### ***Additional Satisfaction Measurements:***

Town Council people satisfaction with major impact projects (the DIANA Project) and with some services provided by the organisation for decision making purposes (medical check-ups, campaigns for prevention of genital and breast cancer) is also measured.

### **Project DIANA (key process redesign)**

In 1997, a survey was conducted among all employees, with a response rate of 73%, the results of which are shown in Figure 7.2. In the opinion of those who responded, the following aspects have been most positively affected by key process redesign:

- Improvement in the quality of service (mentioned by 77% of all those who responded)
- Improvement in inter-departmental co-ordination (76%).
- Improvement in inter-departmental communication (73%).
- Increased awareness of responsibilities of people involved in each process (73%).

### **Medical check-ups**

A survey was carried out in 1998 of all users of this service. The global rating was 6.97 points (scale 0-10). Those interviewed thought that the medical examination should be re-focused taking into account the relative risks of each job. This has been set as a target for the medical service for 1999.

### **First cancer prevention campaign.**

All service users were surveyed. The average rating was 8.3 points (scale 0-10). Due to the high rating obtained, the decision was taken to conduct further campaigns using the same supplier.

### ***Other indicators:***

### **Involvement in the participation systems**

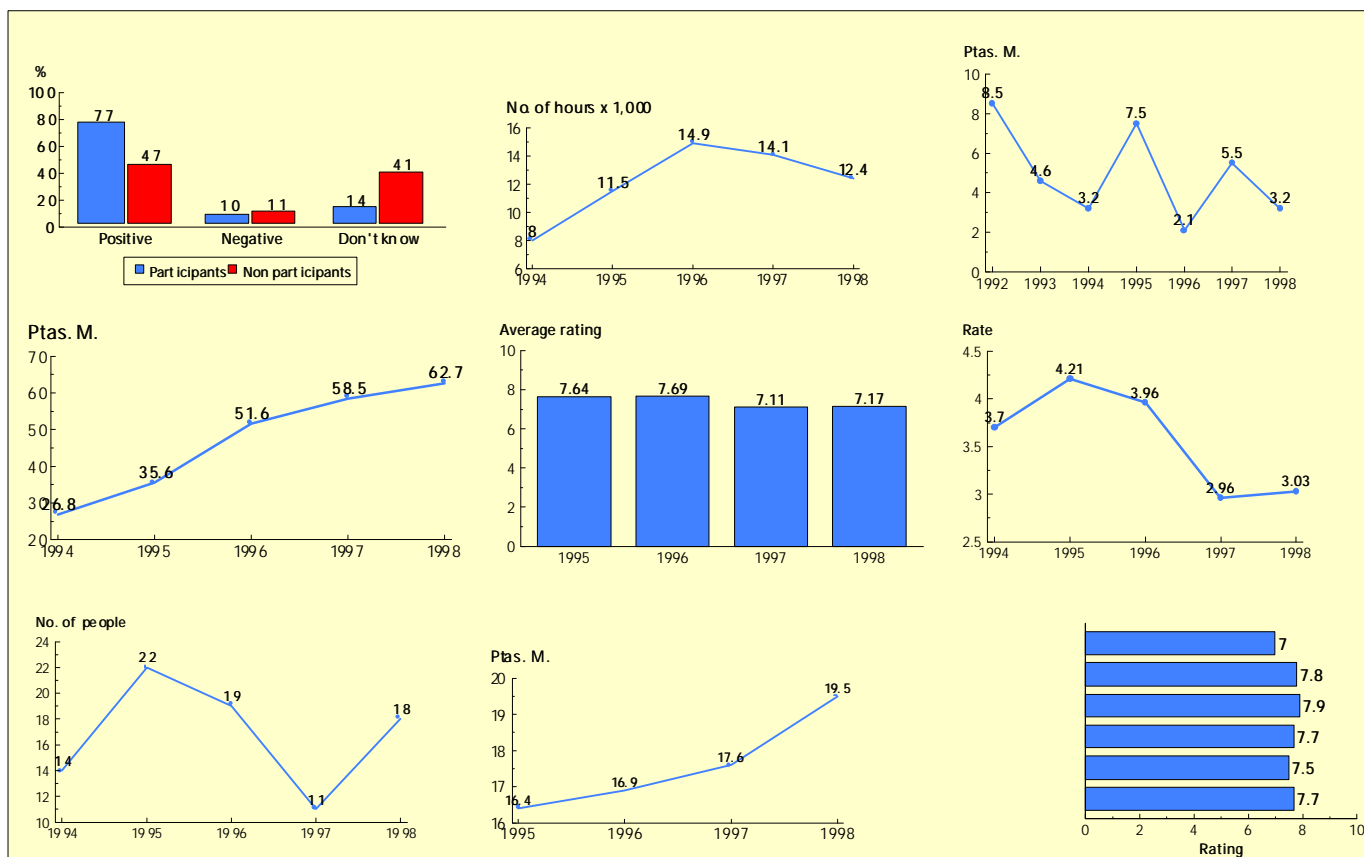
Data relating to the level of people involvement in the different participation systems is shown in Figure 3.3 of Criterion 3. Whilst this data reflects a firm commitment on behalf of the employees to the organisation, it is also significant that, in addition to those who already participated in 1998, 9 employees volunteered to take on facilitator roles, 14 to participate in improvement teams, 20 in change groups, and 14 in work groups.

### **Effectiveness of the participation**

Employee participation has produced a level of improvement previously unknown in the organisation. In this respect, special mention can be made of the implementation of 8 redesigned key processes and various sub-processes involving substantial changes, the implementation of 14 improvement team projects, the application of 42 improvement suggestions and the approval of all the proposals presented by the work groups, along with improvements implemented in the departments.

### **Voluntary people involvement.**

A clear and significant indicator of employee motivation is the time they voluntarily concede to the organisation, receiving a level of financial recompense (incentive for availability or greater time dedication) far lower than that which would be applicable if this work was not done on a voluntary basis (overtime pay). The increase in this voluntary



involvement (see Figure 7.2.) has enabled the Town Council to reduce overtime (see figure 7.2) and meet the target of reducing its overtime-related costs to < Ptas. 3.5 M.

policy of internal promotion. It should be pointed out that 69.24% of management personnel have

### Training.

The effort made in terms of time and participation percentages is shown in Figure 3.8. (Criterion 3).

The target for 1999 is to extend training to 100% of the organisation

The satisfaction rating (maximum 10) in the surveys conducted on all training activities is shown in Figure 7.2. The target was to exceed a value of 7 in each rating. Activities deployed by the management itself have had a positive influence on the degree of people satisfaction, as have courses given by colleagues.

### Employee turnover

Since the implementation of the Officer Management system, the Town Council has pursued a

reached their current position through internal promotion. On the other hand, given the limitations of this policy (such a small organisation has few promotion possibilities), the potential of the organisation has been increased by training and management participation through multi-disciplinary groups (improvement teams, change groups, etc.).

Mention must be made of the fact that nobody has voluntarily left the organisation in the last ten years, this showing that employees are very satisfied working in the Town Council, as is also demonstrated in the people satisfaction surveys.

### Absenteeism.

Trends in absenteeism have fallen continuously since 1995.

The target since 1995 has been for the rate to remain below 3.5%.

1998 results values show the rate to be 3.03% of the total number of planned working days (see Figure 7.2).

Comparative analysis with Town Council A (taken as a benchmark) shows favourable values for Esplugues (1997 rate of 3.17%).

#### **Accident rate.**

Bearing in mind that there are risk groups in the organisation, such as the police and operative units for public works and installations, the accident rate is very low (see Figure 7.2).

It has not been possible to obtain benchmark results for comparative analysis, but deployment of the Law for the Prevention of Risks in the Workplace is at an advanced stage in the Esplugues Town Council. The training programmes for the risk groups should also be mentioned (fire prevention and procedure in case of fire, electric shock prevention and procedure, moving heavy loads, cardiopulmonary first-aid treatment, etc.) as well as the systematic distribution of leaflets edited by the Association for the Prevention of Accidents.

#### **Labour conflicts**

Evidence of the absence of labour conflict is the signing of the 3-year collective bargaining agreement in 1989 and the 5-year agreement in 1995 and for the absence of strikes in that period.

#### **Social Benefits.**

The social benefits enjoyed by the employees are described in sub-criterion 3f. In this respect, mention must be made of the Town Council's contributions to the employee pension plan (see Figure 7.2.)

#### **Social Activities**

For the last ten years, the annual Christmas Dinner has been held for all employees. This is organised by employees and attendance is voluntary. The Town Council makes a financial contribution to the costs and provides the premises, the rest of the costs being met by those who attend. This social

activity encourages people to get to know each other, a very important factor in an organisation with several different work places.

The annual Local Police Dinner also brings the police together with political representatives and social agents in the city.

In short, all these activities contribute to the good atmosphere which can be found amongst people in the organisation and help to promote corporate values.

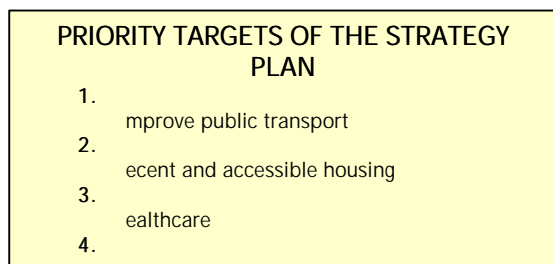


## 8. IMPACT ON SOCIETY

Municipal action is planned and programmed according to the principals outlined in Criterion 2. The management model adopted by the Town Council allocates its resources based upon the utility afforded by the public policies to the citizens and not only depending on a mechanical application of its statutory mandate.

### 8a. SOCIETY'S PERCEPTION OF THE ORGANISATION

It is the citizens' priorities (see Figure 8.1., the priority targets of the Strategy Plan) which direct municipal action. Thus, some of the MAP priorities are designed to complement or substitute policies which fall within the jurisdiction of other administrations, in an attempt to satisfy the needs and expectations of the citizens. Amongst these priorities feature:



- FIGURE 8.1. -

#### Transport

In the last general survey, transport appears as the most serious problem (21.5%). The improvement of this figures as the priority target of the Strategy Plan.

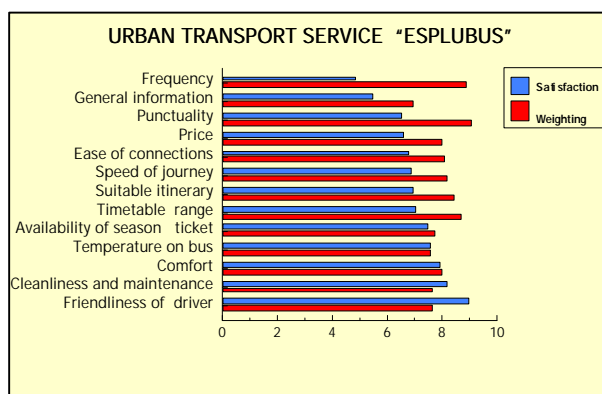
To deal with this problem, the Town Council has developed two lines of action.

1. The Governing team, along with four other municipalities, has led the lobby for the building of the light tramway "TRAMBAIX" to the Parliament and the *Generalitat de Catalunya* / Catalan Government, and to the Metropolitan Transport Authority (MTA). As a result of this lobby, the opening of this new means of transport is projected for the year 2002, connecting Esplugues

with Barcelona and various other towns in the area. Initially, planned investment figures amount to Ptas.27,000 M.

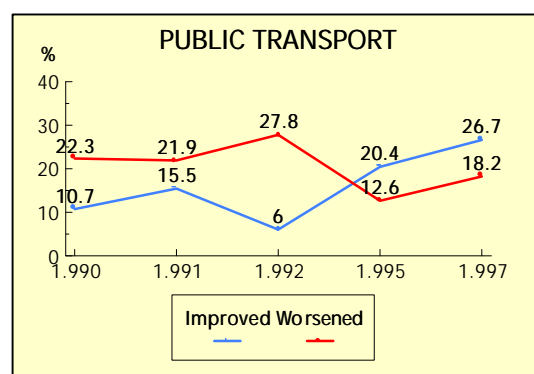
2. Through an agreement with the MTA, an internal circular line bus route was established in 1993 (ESPLUBUS). Systematic review of the service has brought about several changes in its itinerary, and the service was extended with a second line (ESPLUJUST) in 1995.

The user rating of the quality attributes of this service are shown in Figure 8.2.



- FIGURE 8.2. -

As a consequence of these actions, transport is one of the aspects which has improved most in Esplugues over the period 1990-1997, according to findings from the general survey (see Figure 8.3.).



- FIGURE 8.3. -

#### Environment

In the Strategy Plan, environmental improvement features as the fifth priority target. After a diagnosis of the environmental scenario of the town through a quality audit, a series of corrective actions were planned:

- Traffic rationalisation and improved access through promoting the use of collective transport, the promotion of non-motorised transport and improved connections between districts.
- More green areas.
- Noise control.
- Promotion of sustainable and ecological practices, through events such as Green Week and Environmental Campaigns in schools, and the approval in plenary sessions of the Governing Council Committee of motions in favour of recycling and selective refuse collection (1993), the use of lead-free petrol (1993), and against the use of polyvinyl chlorides (PVC) (1997).
- Optimisation of municipal management through the campaign to save energy resources, the control of environmental risks and improving the sewage system.
- Control of contaminant emissions to the environment, related to both industrial and non-industrial activity (especially vehicles).
- Promotion of the selective collection of municipal solid waste.

Feedback from the environmental audit has encouraged the participation of social agents and citizens collectives in this process. 400 adults and 789 schoolchildren have been surveyed to this end, and specific telephone and inter-personal campaigns have been developed. An Environmental Forum, open to participation from citizens and other bodies, was also held.

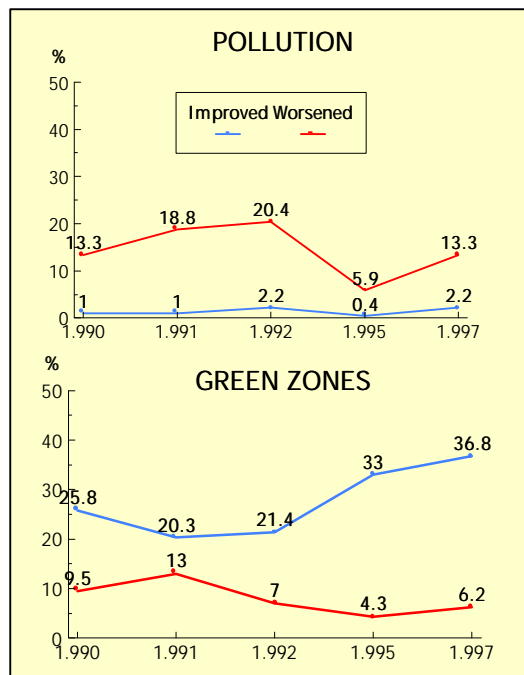
All these actions are documented in local Agenda 21, an initiative originating from the agreements reached at the Río de Janeiro summit meeting in 1992.

The Town Council is a member of the Network of Catalan Municipalities for Sustainability, and is party to the Aalborg Charter since 1996.

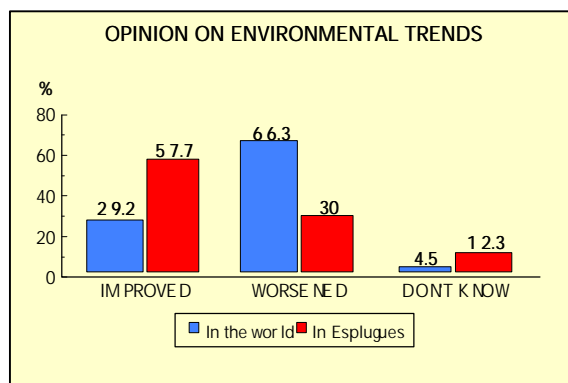
The citizens perception in these matters is analysed in the following ways:

- Through the general surveys, in which a significant improvement in the perception of two essential attributes of the environmental policy of the Town Council can be found (see Figure 8.4.).
- Through audit surveys, in which it can be seen that citizens have a positive view of Esplugues (see Figure 8.5.) from an environmental perspec-

tive and are fully aware of the existence of the selective refuse collection campaign: And that more than 99% of citizens are fully aware of the existence of separate paper and cardboard, glass and battery collection points.



- FIGURE 8.4. -



- FIGURE 8.5. -

### Education

Esplugues citizens give a high degree of importance to education. Despite the fact that the *Generalitat de Catalunya* / Catalan Government is the statutory authority in this field, the Town Council makes an

active contribution in this field to ensure the level of quality demanded by its citizens. Examples are:

- The provision of services in Esplugues which are later taken up by the **Generalitat** (psycho-pedagogical material, school sports coaching, pre-school teaching rooms, IT labs, etc.).
- The implementation of complementary services (two new libraries, schools for adults, music conservatory, professional training centre, summer activities for schoolchildren, etc.).
- Collaboration in the implementation of improvements (Official Language School and a Catalan Language Service).

Complementary educational services are also provided such as: school sports competitions, boasting the highest participation level in the area (25 centres and 63 teams in the 97/98 season), environmental workshops and the promotion of activities for preventive healthcare for schoolchildren, (vaccination campaigns, medical check-ups, dental hygiene, sexual education, drug addiction, etc.). The citizens perception of these services is covered in sub-criterion 6a.

## Health

Healthcare is the third priority of the Strategy Plan.

Municipal action in health matters is focussed on three fundamental areas:

1. Prevention:
  - Primary, to avoid illness (vaccinations).
  - Secondary, to cure illness (medical check-ups).
  - Tertiary, to overcome the after-effects (self-help groups).

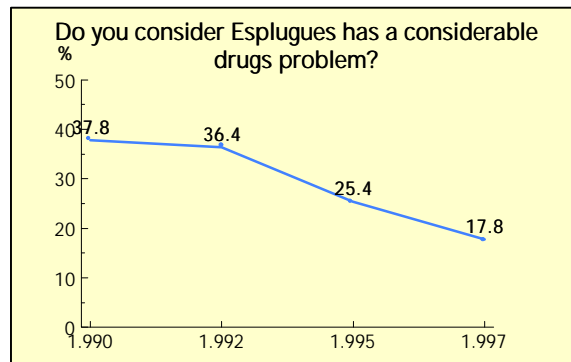
In 1998, the Town Council received an award from the Association for the Fight Against Kidney Disease in recognition for its work in the area of prevention.

2. Protection through action focussed on means, (inspection of installations, zoonosis, checking water, noise control, etc.).
3. Promotion through information, awareness, dissemination and education campaigns.

The Town Council has given specific support to two specialised health services: women's health care, and the centre for care and monitoring of drug addicts. The latter provides a complete service of prevention, care, and reinsertion, boasting a multi-

disciplinary team and specific programmes for the administration of methadone, syringe exchange and specialised care for alcoholics.

Findings of the general survey reveal that the proportion of citizens who consider there is a considerable drugs problem in Esplugues has fallen significantly (see Figure 8.6.).



- FIGURE 8.6 -

The Town Council promotes sport as contributing to a healthy lifestyle, increasing the global level of sports activities, the diversity of those activities and the taking up by women and elder citizens of sports activities.

Esplugues has been part of the Catalan Network of Healthy Cities since 1994. Systematic and periodical inspections of catering establishments, canteens, cold storage equipment, swimming pools and water quality are conducted as well as fumigation action, disinfecting, rodent control, collecting stray animals and the training of food handlers.

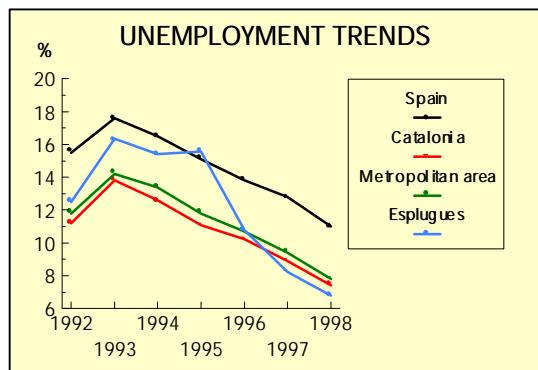
## Promotion of economic activity and employment

Esplugues has a lower level of unemployment than the average of the surrounding area, having undergone extremely positive changes in recent years (see Figure 8.7.).

However, unemployment still rates as a major concern of Esplugues citizens.

Town Council action in this field has three basic lines of action: Collaboration with the economic, social and institutional agents through the setting up of the Social and Economic Council; the promotion of occupational training in order to adapt the abilities of unemployed people to the requirements of the market; and thirdly, to favour the integration

into the labour market of collectives with particular difficulties (older citizens, women, inexperienced youth and the handicapped) through the development of Employment Plans.



- FIGURE 8.7. -

### **Solidarity**

Actions are focussed on different sectors in this field:

#### **People with physical, mental or sensorial disabilities**

The Municipal Workshop for mentally handicapped "PROA" attends 59 people.

A programme of Social and Labour Welfare for handicapped people has been developed in conjunction with the Barcelona Provincial Council and the Federation of Organisations for the Handicapped.

A Municipal Access Plan, providing guidelines for investment activity in this subject, has been drawn up, and traffic lights for the blind have been installed (see sub-criterion 9.b.).

In 1997 an Esplugues municipal project won a consolation prize for Accessibility awarded on a joint basis by the Barcelona Provincial Council, the Consortium of Resources and Documentation for Personal Autonomy, and the Federation of Organisations for the Handicapped.

#### **Women**

The Woman's Municipal Council was set up in 1995 and collaborates with other extra-municipal bodies. A municipal service of information, consulting and

guidance was established in 1997 specifically for women.

Training courses for women, a self-employment programme for businesswomen, and the seminar "Women and the City" have been organised with European Union subsidies.

#### **Senior Citizens**

The Town Council participates in the financing of a Senior Citizens Residence, set up on a social initiative, to guarantee care for senior citizens with insufficient financial resources.

A mobile service programme has been implemented for home attention.

#### **International Co-operation for Development**

An increasing portion of the municipal budget has been donated to co-operation for development since 1995. A specific Municipal Board studies and assesses the projects presented and proposes what should be the distribution and destination of the funds.

The Town Council is a member of the Catalan Fund for Co-operation and Development and of the Catalan Agency for the Co-ordination of Town Councils in Support of the Saharan People.

### **8b. ADDITIONAL MEASUREMENTS OF THE ORGANISATION'S IMPACT IN SOCIETY**

#### **Transport**

Figure 8.8 shows the positive trend in the number of passengers using the bus line Esplubús/Esplujust since it was set up.

#### **Environment**

The results of the promotion campaign for selective collection of municipal solid waste, an important factor in the maintenance of the public highway, are outlined in sub-criterion 9b.

Samples are taken daily for analysis to determine the level of contamination in the atmosphere.

The pollutants found in samples are sulphur dioxide (SO<sub>2</sub>) and particles in suspension or black fumes,

both of which are indicators of the environmental impact caused by traffic and industrial activity.

The data obtained is assessed on a monthly, six monthly and annual basis, revealing that Esplugues has one of the lowest levels of atmospheric contamination of all the municipalities in the Metropolitan Area. In recent years, neither guideline levels nor the maximum levels permitted under EU standards have been surpassed, these levels improving from 11 micrograms/m<sup>3</sup> of air (µg/m<sup>3</sup>) of SO<sub>2</sub> in 1994 to 10 µg/m<sup>3</sup> in 1998, and from 29 µg/m<sup>3</sup> of particles in suspension in 1994 to 25 µg/m<sup>3</sup> in 1998.

The increase in the participation level of schoolchildren in the environmental awareness campaign in schools is shown in Figure 8.8. The Town Council values very highly this sector of the population, as, according to the experts, experience has shown that it is frequently children and adolescents who help the most to encourage parents and grandparents to accept changes in their cultural habits.

### Education

The number of students attending the Municipal Music Conservatory has increased from 157 in the 1990/91 course to 232 in the 1998/99 course, whilst the number of people enrolled in the Catalan Language Service for Adults, an important instrument of social cohesion, increased from 328 in the 1995/96 course to 451 in 1997/98.

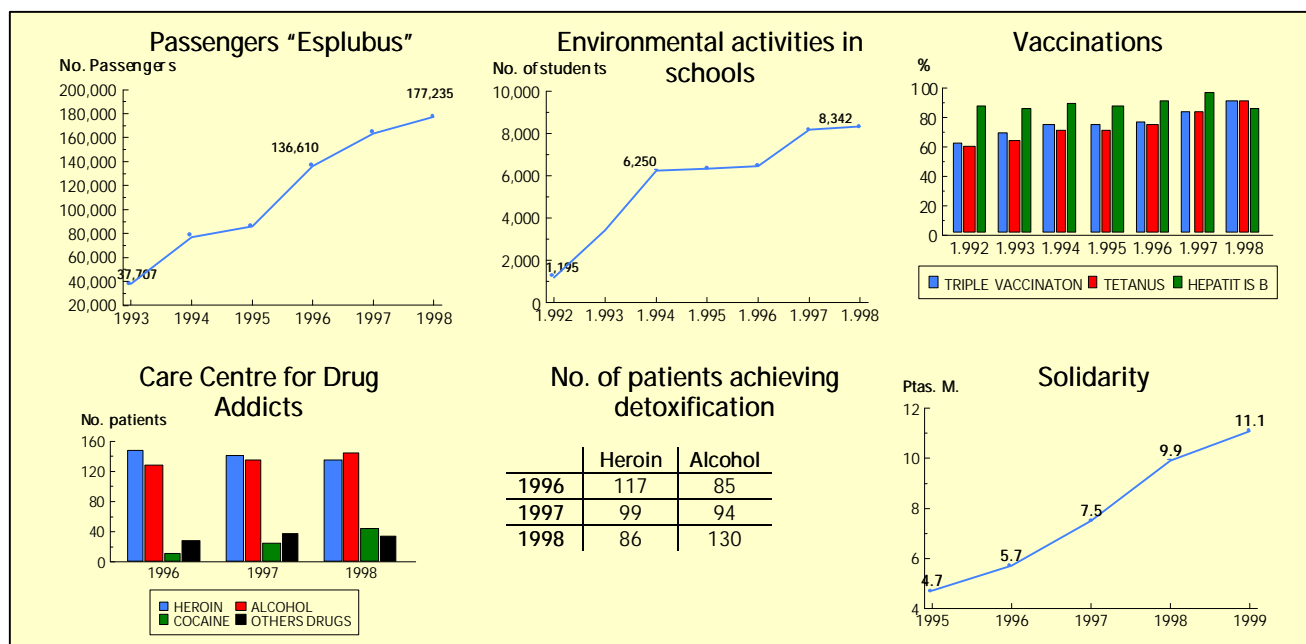
### Health

The considerable municipal effort regarding prevention in health care for schoolchildren is shown in Figure 8.8, through which it can be seen that the municipal vaccination cover with respect to the total target population (as vaccinations are also given at other centres) is around 90%.

The average number of patients treated in the Care Centre for Drug Addicts, distributed according to type of addiction, are shown in Figure 8.8. The high level of treatment adherence, measured by the percentage of patients who continue treatment two months after commencement, is noteworthy, never dropping below 80% in the last three years. Another indicator which reflects the quality of the service is the number of patients who achieve detoxification (see Figure 8.8.).

### Solidarity

Figure 8.8 shows trends in the municipal donation to the international solidarity programmes.



- FIGURE 8.8. -



## 9. RESULTS

### 9a. FINANCIAL MEASUREMENTS OF THE ORGANISATION'S PERFORMANCE

The Esplugues Town Council has, far as finance is concerned, a target of short term economic equilibrium and long term sustainability combined with the lowest possible fiscal pressure for the tax payers.

The achievement of these targets requires planning mechanisms which enable the evolution of the more relevant variables to be monitored (see sub-criterion 4a.).

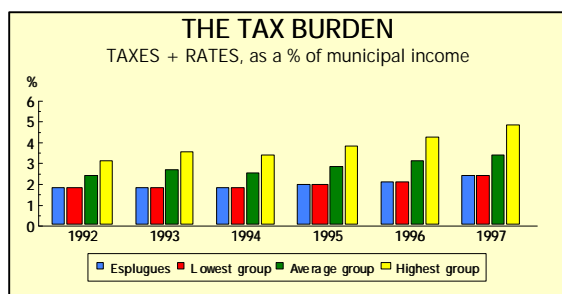
In 1992, after having overcome a difficult economic period at the end of the 1980's, the Town Council decided to establish certain basic targets which have formed the foundation for financial and economic planning up to the present day:

**To satisfy the citizens' expectations with the least possible fiscal pressure**

To this end it was decided to index-link taxation rates to increases in the Consumer Price Index, so that any possible increase in income would have to result from an improvement in tax management and from increased economic activity.

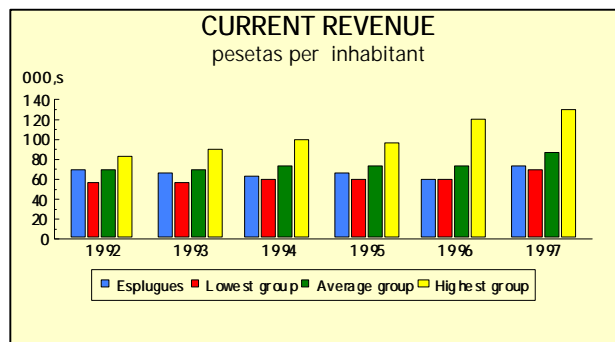
The two following indicators were chosen to achieve this:

- The fiscal pressure of taxes and municipal rates as a percentage of the municipal income in comparison with that of the 19 municipalities of the province of Barcelona with a similar population (between 20,000 and 100,000 inhabitants) measured by the Municipal Economic Information Service (MEIS) of the Barcelona Provincial Council (see Figure 9.1.).



- FIGURE 9.1. -

- Current revenue per inhabitant in the municipality compared to the same group of similar municipalities (see Figure 9.2.).



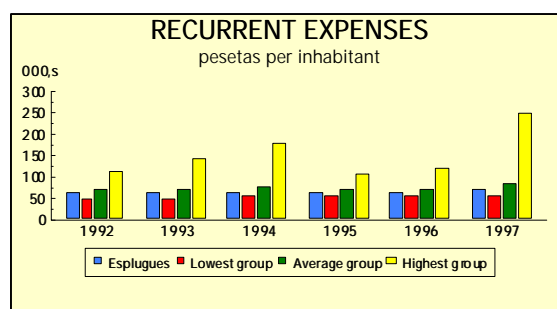
- FIGURE 9.2. -

### Short term financial equilibrium

Once trends in municipal income had been defined, the management model based on the principals of Total Quality became the key mechanism through which the growing expectations of the citizens (see sub-criterion 6a.) may be met using the available resources, based upon controlled and systematically reviewed budget management, an increase in municipal efficiency and focussed on those activities which are of most value to the citizen.

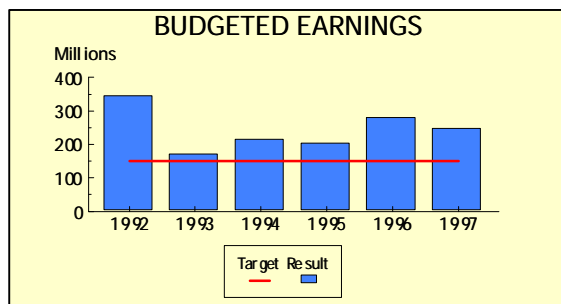
The following have been chosen as indicators:

- Trends in recurrent expenditure per inhabitant compared to similar municipalities in the province of Barcelona (see Figure 9.3.).



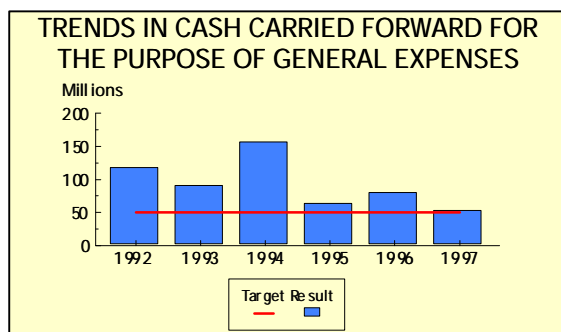
- FIGURE 9.3. -

- Trends in budgeted earnings. A consistent target has been defined which guarantees long term solvency and the screening of balances unlikely to be settled (see Figure 9.4.).



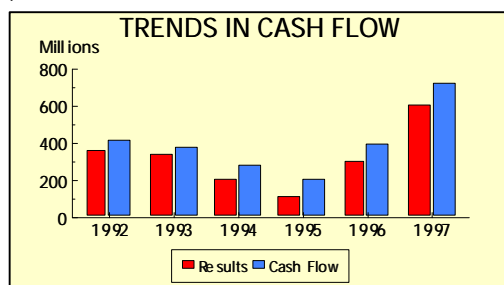
- FIGURE 9.4. -

- Trends in cash carried forward for the purpose of general expenses (see Figure 9.5.).



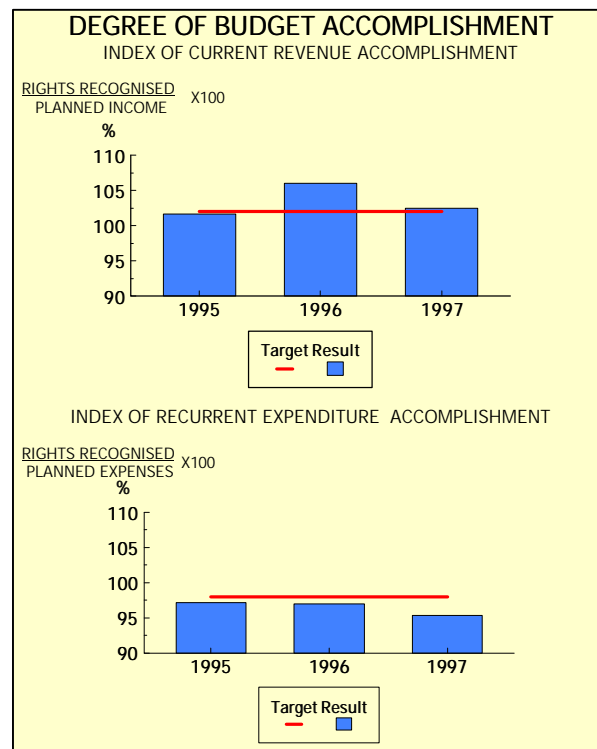
- FIGURE 9.5. -

- Trends in cash flow, defined as the sum of net profit and amortisation. This has evolved in a parallel fashion to the book earnings and in 1997 reached a figure of Ptas. 718 million. (see Figure 9.6.).



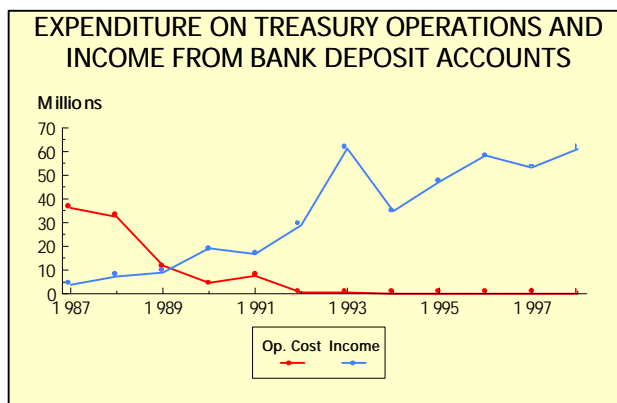
- FIGURE 9.6. -

- Trends in budgetary accomplishment. This measures the percentage of recognised assets and liabilities compared to those budgeted for (see Figure 9.7.).
- Trends in income and expenditure due to treasury operations. Given that the Statement of Income and Expenditure is an excellent indicator of the municipal financial situation, long and short term



- FIGURE 9.7. -

zero debt has been established as a target. Consequently, the costs generated by this kind of operations must also be zero (see Figure 9.8.).

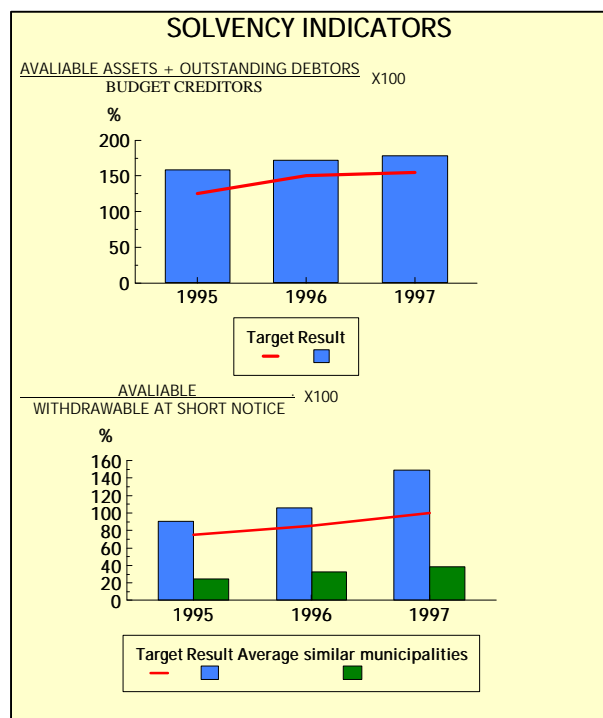


- FIGURE 9.8. -

### Long term financial equilibrium

This guarantees the long term sustainability of the management model.

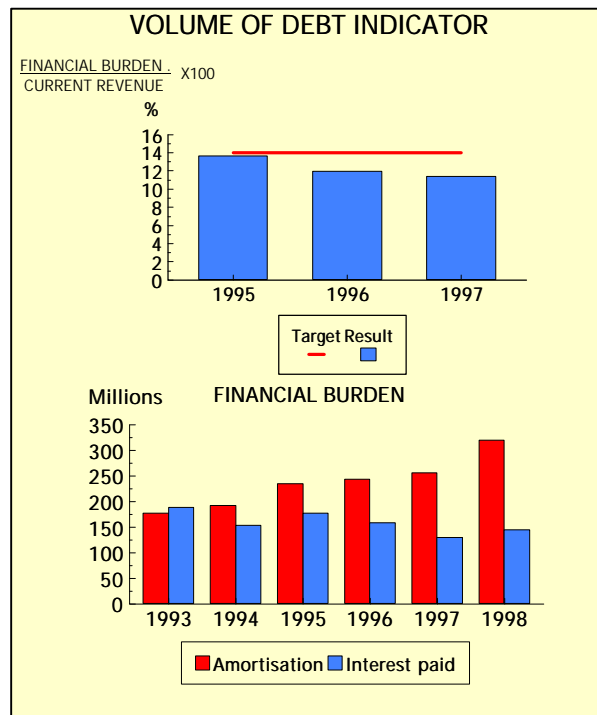
- Solvency indicators. These show a noticeable increase in the capacity to cope with short term debt and the comparison with the 19 similar municipalities analysed by the MEIS is especially relevant (see Figure 9.9).



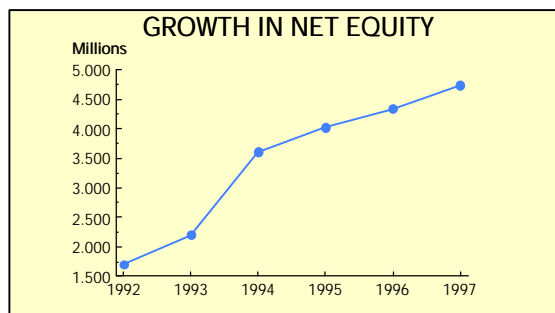
- FIGURE 9.9. -

- Volume of debt indicators. Due to the drop in interest rates the percentage of financial burden has fallen considerably in relation to the ceiling target of 14%, enabling a high level of investment and repayment of borrowed capital (see Figure 9.10).
- Changes in Net Equity. The Esplugues Town Council has assets totalling Ptas.9,137 million, 77.45% of which correspond to investment carried out to improve municipal services and urban communication infrastructure. This significant investment activity has been compatible with a continued level of growth in net equity (see Figure 9.11).

As can be observed from the previous graphs, the financial situation of the Town Council is compatible with the strategic targets contained in the MAP and also reflect the efficiency of the management model which has enabled the systematic control of the key variables of equilibrium, solvency and sustainability.



- FIGURE 9.10. -



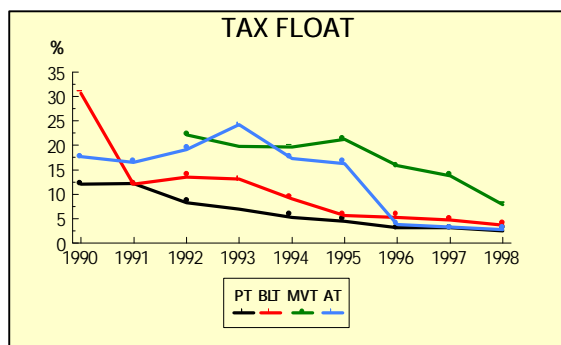
- FIGURE 9.11. -

## 9b. ADDITIONAL MEASUREMENTS OF THE ORGANISATION'S PERFORMANCE

Monitored and systematic management of suppliers has enabled (see sub-criterion 4c) a continuous improvement in the management of the local tax system and collection (both in the voluntary and overdue collection period). This improvement has been a key factor in achieving the financial results already described (see sub-criterion 9a.).

The monitored variables which reflected a continuous positive trend are listed below:

- The percentage of the more important taxes: Property Tax (PT), Business Licence Tax (BLT), Motor Vehicle Tax (MVT) and Access Tax (AT) which remain outstanding on 31<sup>st</sup> December (see Figure 9.12.).

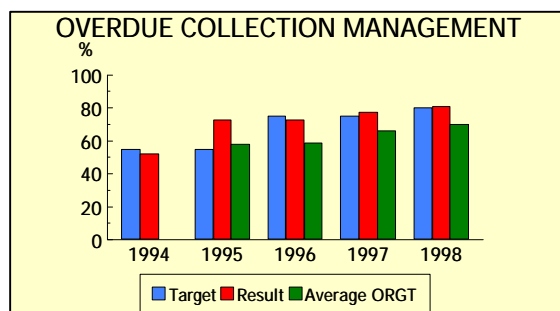


- FIGURE 9.12. -

The target of less than 4% unpaid tax at the end of the financial year has been met, forming the basis for the excellent state of the Local Treasury and enabling suppliers to be paid within an average period of 90 days.

- Percentage of overdue collection management

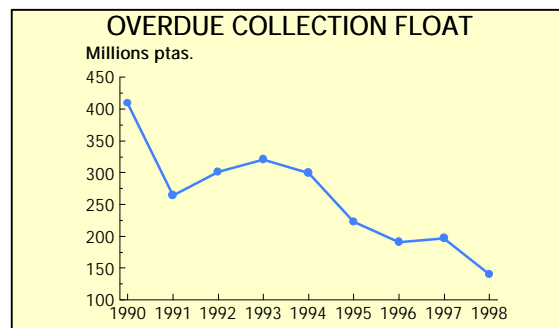
It is thought that the application of the management model is behind the 50% increase in the management percentages of the **ORGT** (Tax Collection Agency) in the last four years and the increase in the management results achieved by this supplier in the Esplugues Town Council. These results regularly exceed those it achieves on average from the 246 Town Councils to which it offers its service (see Figure 9.13).



- FIGURE 9.13. -

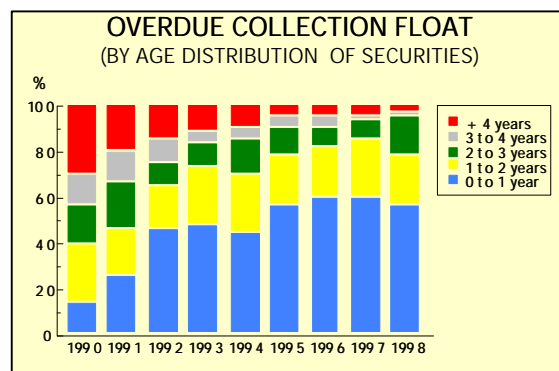
- Volume of resources still outstanding in overdue collection on 31<sup>st</sup> December expressed in fixed pesetas. A steady decrease in the absolute value outstanding can be observed despite the volume

of liquid assets increasing year by year (see Figure 9.14.).



- FIGURE 9.14. -

- Trends in the overdue collection float by age distribution of securities (see Figure 9.15.).



- FIGURE 9.15. -

As the possibilities of cashing a security diminish with time, it is particularly important to establish that the securities less than a year old made up 56% of the total in 1998 (13.81% in 1990) and that securities over 3 years old currently make up 4.32% of the total (42.94% in 1990).

### Results of the key processes

The most relevant key process indicators are described below. The results from the complaints and suggestions process and the appointments and citizen service process are detailed in sub-criterion 6b. With regard to the organisation of the public activities process, the only relevant indicators are those of perception. After each activity, an evaluation session is conducted between the organising department and the participating citizens, whilst citizen satisfaction is measured in those activities which cause the greatest impact on the town, such

as the organisation of *Firesplugues* (Local Commerce and Industry Fair, see sub-criterion 6a.). The general opinion of the citizens on these activities as a whole is also important (see general survey results in sub-criterion 6a.).

#### **Application management process and compliance to legislation**

Strict compliance to legislation is an essential strategic target of the Esplugues Town Council, as is made clear in the document "Mission, Vision and Shared Values" (see sub-criterion 2b.). The analysis of three particularly relevant aspects bears witness to this fact:

- The legally established time limits must be systematically adhered to in a programmed manner. The following periodical activities, amongst others, may be emphasised as they are of particular importance for the organisation: approval of the annual budget, approval of the Fiscal Ordinances, approval of the budget settlement and its remission to the Plenary Session of the Corporation, drawing up of the General Accounts of the Corporation and its submission to the Special Accounts Committee, Plenary Session of the Corporation and the *Sindicatura de Comptes de Catalunya*.
- The services required by citizens which must be resolved through an administrative process. These may be classified into two groups, depending on whether they require an administrative legal judgement (Town Council decree, Governing Committee agreement or Plenary Session) or not. Notwithstanding, all of these have a maximum period of three months, established by law, in which to be completed. However, since this time period is such a highly rated quality attribute for the citizen, the Town Council has committed itself to a far more ambitious level of service, as can be seen in Figure 9.16 along with % results correspondence with targets.

The above data is a measure of the last three years. It is worth mentioning that the percentage of those start-up permits managed exclusively by the Town Council which are processed within the established time period has reached a figure of 75%, whilst this figure for urban classifications has increased to 90% and for Major Building or Works Permits to 85%.

Another element considered as relevant is the number of appeals lodged against the administrative

legal judgements (Town Council decrees and Plenary Session and Governing Committee agreements) as well as the percentage which have been accepted.

ADMINISTRATIVE SERVICES			
NOT REQUIRING ADMINISTRATIVE JUDGEMENT	No./year	Days	% correspondence
<b>Immediate service</b>			
Change of address on census	700	Imm.	100
Census register of motorcycles and quad-bikes	580	Imm.	100
Issue of "El Pont" card	300	Imm.	100
Certification of documents	300	Imm.	100
Residence Certificates	7,000	Imm.	100
Census Register/de-register	4,500	Imm.	100
Receipt duplicates	300	Imm.	100
Authorisation for use of municipal installations	250	Imm.	100
<b>Deferred Service</b>			
Settlement of tax on urban land value gains	1,300	30	95
Obtaining residents emblem	1,200	2	100
Issue of debt certificates	700	1	90
Issue of asset certificates	500	2	100
Residential certificates -historical-	400	10	95
Hygiene inspections	80	2	95
REQUIRING ADMINISTRATIVE JUDGEMENT	No./year	Days	% correspondence
<b>Immediate service</b>			
Notice of minor works	700	Imm.	100
<b>Deferred Service</b>			
Grant awards	330	90	75
Licence of minor works	300	2	100
Award of grants to organisations	250	90	100
Authorisation of concession of parking rights	150	15	100
Licences for installations and activities	100	90	45
Urban classifications	80	30	70
Major works permits	25	60	60

- FIGURE 9.16. -

The number of appeals lodged against administrative judgements was approximately 1% of the decisions made (see Figure 9.17.).

CONTENTIOUS / ADMINISTRATIVE APPEALS TO THE COURT OF JUSTICE			
Year	No. Resolutions	Claims	%
1996	3,866	16	0.4
1997	3,183	27	0.8
1998	3,083	31	1

- FIGURE 9.17-



Judgements on the cases resolved by the courts in the last three years are shown in Figure 9.18. and bear witness to the high degree of legal compliance of the Corporation's activities.

Year	No. Judgements	Jud. Favourable to TC
1996	22	20
1997	18	16
1998	13	12

- FIGURE 9.18. -

### ***Citizen safety and security on the public highway process***

Town Council action concerning citizen safety and security has three central themes:

**Prevention.-** An optimum use of municipal police resources, co-ordinated with other security forces, should facilitate the achievement of the lowest possible crime rates, (crimes per thousand inhabitants). In 1997, the most recent data available, the crime rate in Esplugues was 14.89‰ (Barcelona 58.03‰, Catalunya 55.76‰ and Spain 55.97‰). Citizens also have a sensation of safety as is shown by the survey on perception of the environment. The survey on perception of the environment was conducted in 1998 on a sample of 400 citizens, of whom 84.8% defined their municipality as a safe place to live.

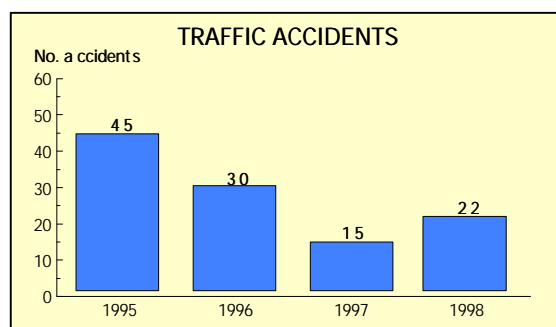
**Immediate Service.** If, despite preventive measures, an incident occurs, the target is to provide a fast Local Police service for whatever the citizen requires (traffic accidents, crimes, first aid, neighbour disturbances, etc.).

An on-site appearance target of less than 5 minutes was set for urgent calls and less than 20 minutes otherwise. Correspondence with targets in 1998 stood at 84.93% and 93.95% respectively.

**Deferred Service.** Once the first intervention has been carried out, the victim service programme is put into motion, with the objective of broadening the service received by people who have suffered from misfortunes, criminal or otherwise, who have been injured or suffered damages.

This service was redesigned in 1998, and in the second half of the year the programme was applied to 97% of the 138 cases presented.

As part of the systematic review of the process, a study was carried out of the danger-spots at which traffic accidents occurred due to cars going off the road. Consequently, corrective action was taken concerning vertical and horizontal traffic signs and road markings, and lateral crash barriers were erected. It is believed that the dramatic reduction in accidents occurred between 1995 and 1998 (see Figure 9.19.) is attributable to these actions.

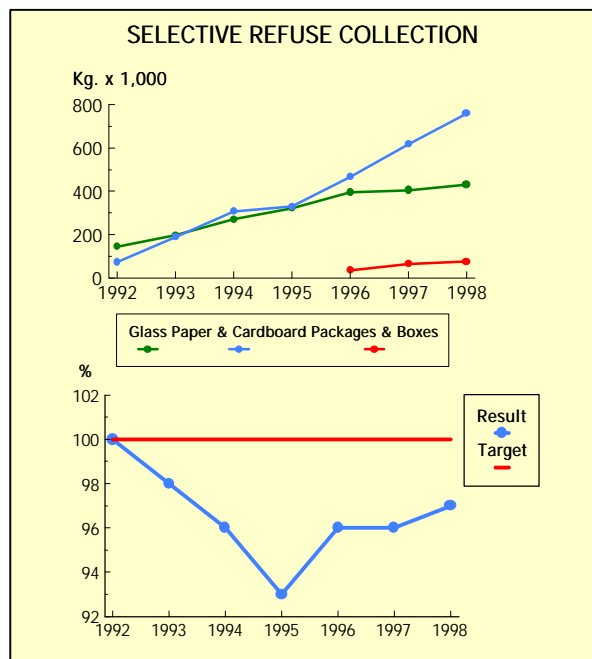


- FIGURE 9.19. -

### ***Public highway maintenance process***

#### **Collection service of municipal solid waste.**

Since 1992 the Town Council has promoted the selective collection of glass, paper and cardboard, and containers and packaging (the latter being voluminous but weighing very little). Figure 9.20. shows the gradual increase in selective collection which has made it possible for the amount of non-recyclable waste for the last seven years to keep below the figure for 1992 (base 100), despite the fact that economic development brings with it a significant increase in this kind of waste. This latter fact is clearly demonstrated by the fact that the volume of municipal solid waste in the 7 most important Spanish cities (Madrid , Barcelona, Valencia, Bilbao, Zaragoza, Sevilla y Malaga) has increased 60% in the last 15 years.



- FIGURE 9.20. -

### Capacity to respond to incidents

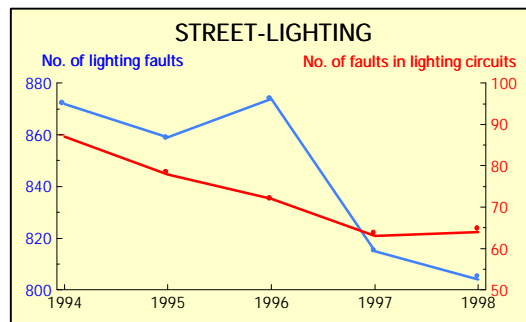
In spite of the varying nature of the action, speed of response to detected incidents (damaged urban fixtures, holes in the road, etc.) was considered as a basic indicator in the work concerning process optimisation (1996).

As can be seen in Figure 9.21., response capacity is very high, meeting the established targets to resolve 80% of incidents within 7 days and urgent ones the same day, % results correspondence with targets being 100% for the three year period.

The dependability of street-lighting, is a feature worthy of comment due to the element of safety it affords the citizens. Actions carried out in recent years reveal excellent results (see Figure 9.22.).

RESPONSE TIME TO INCIDENTS ON THE PUBLIC HIGHWAY			
Year	Resolved within 24 hrs	Resolved in 7 days	Total incidents
1997	57.3%	86.12%	5,299
1998	55.33%	82.54%	4,393

- FIGURE 9.21. -



- FIGURE 9.22. -

### Equipment management process

This process covers vigilance and maintenance of all municipal installations, as well their correct adaptation for their intended use.

The most relevant indicator is the capacity to respond to incidents and faults (see Figure 9.23.). 37.91% of incidents were resolved within 24 hours in 1997, whilst in 1998, this figure stood at 39.45%, meeting the target, in this last year, of resolving urgent problems within 24 hours. These results are considered by the organisation to be very positive.

RESPONSE TIME TO INCIDENTS IN MUNICIPAL INSTALLATIONS			
Year	Resolved within 24 hours	Resolved in 7 days	Total incidents
1997	37.91%	71.97%	1,506
1998	39.45%	67.35%	1,204

- FIGURE 9.23. -

### Communication process

The Town Council's mechanisms of external communication can be classified in the following groups:

**Regular publications.-** The monthly municipal magazine of general information "*El Pont d'Esplugues*", aimed at all citizens, and the magazine "*Fent el Cim*", specifically for senior citizens.

"*El Pont d'Esplugues*" is the most widely read municipal newspaper or magazine in the area, readership increasing from 39.8% in 1990 to 79.1% in 1997. The second most widely read local newspaper has only

reached a maximum market share percentage of 18.2% in recent years.

**Specialised publications.-** To publicize acts or publish specific news (informative news-sheets "*El Ayuntamiento informa*" ["The Town Council informs"], posters, leaflets, programmes, etc.).

In 1996, an improvement team modified its procedure and established time limits within which citizens must receive information. After the application of the proposed corrective measures, the correspondence between results and time limit targets increased from 40% in 1996 to 80% in 1998, thereby reducing the number of publications needed to be put together urgently.

**Personalised communication (mail shots).-** A data base has been compiled including data from all those people who have voluntarily taken part in drawing up the Strategy Plan, in the group dynamics for improving services, in the Social and Economic Board and in specific citizen participation campaigns. These people, now totalling 883, are invited through mail shots to particularly important corporation events.

#### **Accomplishment of MAP**

The targets outlined in the MAP (see Figure 2.6) have been the driving force behind the investments contained in the Esplugues Town Council Budget between 1995 and 1999, as can be seen in Figure 9.24. Therein, it can also be seen that more than 94% of investment in the last four years has been directly linked to the above mentioned Municipal Action Plan.

This alignment of investment activity with targets occurs both for action financed directly from the municipal budget and for those actions carried out by other extra-municipal bodies in accordance with agreements, as well as by private bodies fulfilling their urban obligations.

Year	Recognised Capital Liabilities	Target references MAP/SP	% Alignment
1995	550,292,537	527,651,422	95.89
1996	461,583,494	435,061,113	94.25
1997	701,243,017	660,386,995	94.17
1998	478,193,991	473,077,643	98.93

- FIGURE 9.24. -

The level of accomplishment of programmed investment for the four year period 1995/1999 up to 31.12.98 was 93.08% (see Figure 9.25), this figure being the percentage of the budgeted total of work which has been projected, financed, submitted to tender and accepted.

The MAP review relating to investment matters was conducted through the economic planning processes outlined in sub-criterion 4a. Examples of planned action programmes which have not been carried out as a consequence of the findings of feasibility studies are the proposed underground car-park in Sta. Magdalena Square and reform work to the *Moreres* sports centre.

MOST IMPORTANT INVESTMENT ACTIONS		
MAP CODE	ACTION	DEGREE OF ACCOMPLISHMENT 31-XII-98
2-A	Improvement and reform of sports centres ( <i>Can Vidalet, La Plana</i> )	78%
2-B	New construction and re-equipping of youth centres	100%
2-B	Construction of <i>Central</i> and <i>La Bòvila</i> libraries	87%
2-B	Social-cultural equipment for the <i>Molí-Cadí</i> buildings	100%
2-C	Casals Gent Gran La Plana i Can Vidalet	58%
1-A	Workshop for Esplugues Mentally Handicapped, S.A.	100%
2-E	Improving school equipment	64%
2-E	Vocational Training Centres	100%
1-E	Ranking in importance of roads and traffic light co-ordination	40%
1-C	Urban communication (all phases of the <i>Parc de al Solidaritat</i> )	100%
1-A	Accessibility	98%
1-B	Squares and green areas	100%
1-C	Urban planning of public areas	100%
3-C	Information systems	73%
Total programmed investment Ptas. 3,563,812,157		93.08%

- FIGURE 9.25. -