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Quality management systems — Guidelines for the application of ISO 9001:2008 in local government

Systèmes de management de la qualité — Lignes directrices pour l'application de l'ISO 9001:2008 à la collectivité locale

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Foreword

ISO (the International Organization for Standardization) is a worldwide federation of national standards bodies (ISO member bodies). The work of preparing International Standards is normally carried out through ISO technical committees. Each member body interested in a subject for which a technical committee has been established has the right to be represented on that committee. International organizations, governmental and non-governmental, in liaison with ISO, also take part in the work. ISO collaborates closely with the International Electrotechnical Commission (IEC) on all matters of electrotechnical standardization.

The procedures used to develop this document and those intended for its further maintenance are described in the ISO/IEC Directives, Part 1. In particular the different approval criteria needed for the different types of ISO documents should be noted. This document was drafted in accordance with the editorial rules of the ISO/IEC Directives, Part 2 (see www.iso.org/directives).

Attention is drawn to the possibility that some of the elements of this document may be the subject of patent rights. ISO shall not be held responsible for identifying any or all such patent rights. Details of any patent rights identified during the development of the document will be in the Introduction and/or on the ISO list of patent declarations received (see www.iso.org/patents).

Any trade name used in this document is information given for the convenience of users and does not constitute an endorsement.

For an explanation on the meaning of ISO specific terms and expressions related to conformity assessment, as well as information about ISO's adherence to the WTO principles in the Technical Barriers to Trade (TBT) see the following URL: Foreword - Supplementary information

The committee responsible for this document is Technical Committee ISO/TC 176, *Quality management and quality assurance.*

This first edition of ISO 18901 cancels and replaces IWA 4:2009, which has been technically revised.

Introduction

0.1 General

One of the great challenges that societies are facing today is the need to develop and maintain citizens' confidence in their governments and their institutions. In this respect, local governments have a mission to make possible the development of sustainable local communities. Management of quality in local governments can result in sustainable economic prosperity and social development at local level, including deployment of, and interaction with, national and regional policies in a coherent and compatible way.

Citizens expect to have a community providing all public products/services with quality, such as safety and security, roads in good conditions, availability of public transportation, ease and speed in processing of documents, transparency and public information, availability of health and education systems, infrastructure; they expect all their needs to be satisfied.

Citizens expect to feel the local government represents them and that their community is well protected.

It is possible to build stronger regional, national and even global government working from the local level, based on managing the quality of the public products/services and increasing the confidence of the citizens in their government at local, regional and national level.

Achieving a high quality of local government enables the whole system of government to become stronger. Coherence of such approaches can help to create reliable and sustainable governments at local, regional and national level.

This International Standard has been prepared to provide guidelines to local governments throughout the world for understanding and implementing a quality management system that meets the requirements of ISO 9001:2008, in order to meet the needs and expectations of its citizens.

Annex A provides information about typical local government processes. Annex B gives a description of a diagnostic model that can be used as a starting point for the implementation of an integral quality management system aimed at achieving reliable local government.

The relative stages in the implementation of a quality management system and the role of this International Standard can be seen schematically in Figure 1.
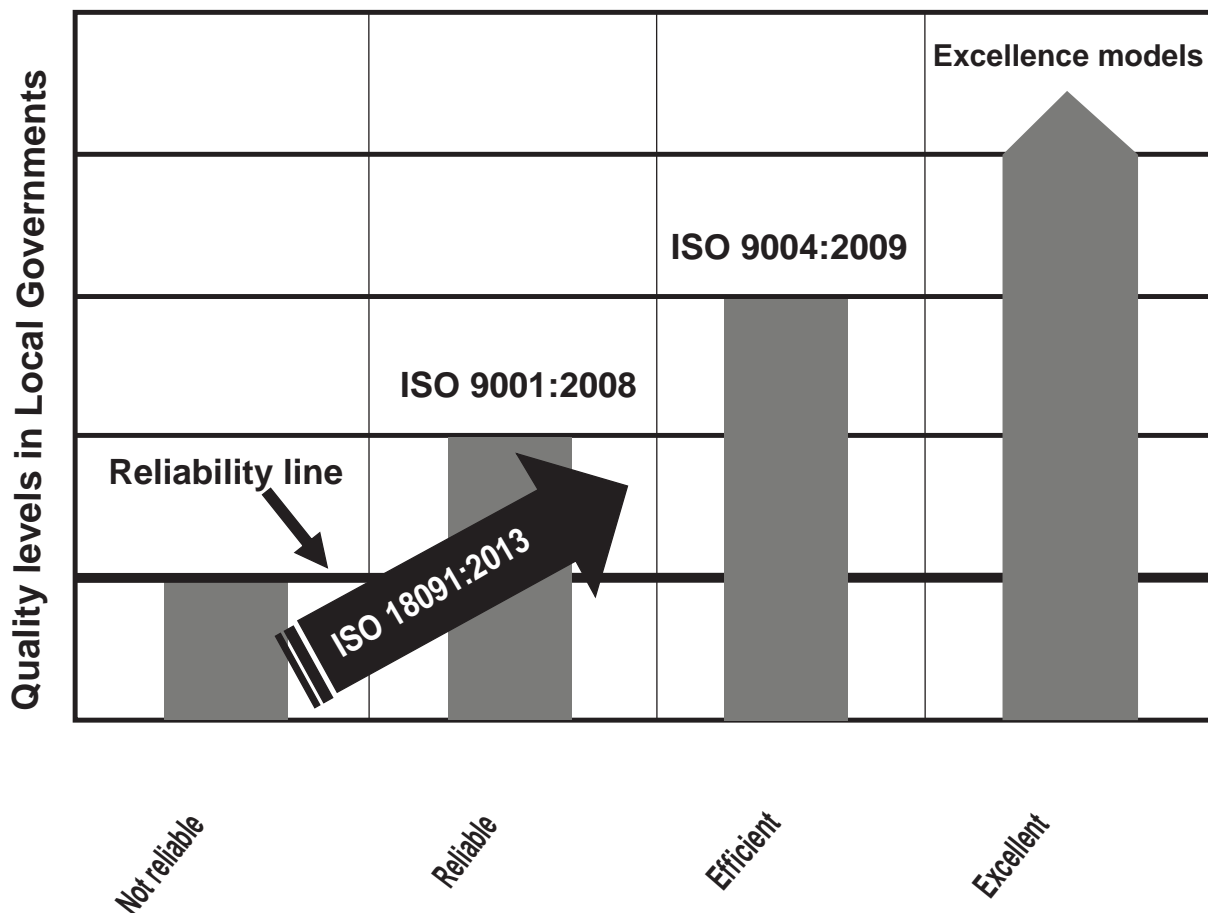
Figure 1 — Schematic diagram to show the positioning of this International Standard

In this International Standard, the text reproduced from ISO 9001:2008 is placed in boxes, in order to distinguish it from the specific guidance for local government given for each clause.

ISO 9001:2008, Quality management systems — Requirements

Introduction

0.1 General

The adoption of a quality management system should be a strategic decision of an organization. The design and implementation of an organization's quality management system is influenced by

a) its organizational environment, changes in that environment, and the risks associated with that environment,

b) its varying needs,

c) its particular objectives,

d) the products it provides,

e) the processes it employs,

f) its size and organizational structure.

It is not the intent of this International Standard to imply uniformity in the structure of quality management systems or uniformity of documentation.

The quality management system requirements specified in this International Standard are complementary to requirements for products. Information marked "NOTE" is for guidance in understanding or clarifying the associated requirement.

This International Standard can be used by internal and external parties, including certification bodies, to assess the organization's ability to meet customer, statutory and regulatory requirements applicable to the product, and the organization's own requirements.

The quality management principles stated in ISO 9000 and ISO 9004 have been taken into consideration during the development of this International Standard.

The guidelines in this International Standard are intended to help local government organizations relate the concepts of quality management, as described in ISO 9000, ISO 9001, ISO 9004 and associated standards, with the practice and terminology commonly deployed in the context of local government.

NOTE 1   The use of the terms and definitions presented in these guidelines can vary according to the culture, practices and customs of each location and region in which the local government is located. See also the guidance on terminology found in Reference [18].

It is expected that a development plan or work programme in the short or medium term is received, understood and applied by the employees, officers and representatives of local government. However, the plan or programme itself does not ensure that the needs and expectations of the local community will be covered, if the processes needed for the effective implementation of such plans or programmes are deficient or non-existent. The need to avoid these deficiencies has motivated the elaboration of this International Standard to help local governments in the implementation of an effective quality management system.

This International Standard does not assume that local governments will seek certification of their quality management system, although they might choose to seek certification to ISO 9001:2008 if they wish. Internal quality audits can provide the verification of compliance with the requirements, in conjunction with the control of complaints or claims from customers, users, citizens and the local community in general.

Any quality management system will be influenced by the different policies, objectives, diverse work methods, resource availability and administrative practices that are specific for each local government. Therefore, it can be expected that the details of each quality management system will vary in each local government. It is not the detailed method of implementation of the quality management system that is important; what matters is that the quality management system yields effective, consistent and reliable results. It is important that the quality management system is as simple as possible in order to function

properly, and it needs to be sufficiently understandable to meet the policies and quality objectives of local government.

In order to achieve the objective of a reliable, responsive and transparent local government, it is not necessary to seek certification to ISO 9001:2008, although this might be encouraged by regional or national government initiatives. Nor is it intended that conformity to ISO 9001:2008 be regarded as a final objective in itself: once a local government has achieved a level that allows it to provide consistent, conforming products/services to the local community, it is important that it looks beyond conformance to requirements, and that it considers using ISO 9004 and/or other excellence models to improve its overall efficiency.

NOTE 2   For a better understanding of excellence models, see ISO 9004:2009, Annex A (Self-assessment tool), and the models of quality prizes.

According to ISO 9000:2005, in order for an organization to be successful, it needs to be guided and controlled in a systematic and transparent way. This is particularly true for local government, where transparency and accountability to its customers/citizens are vital in order to gain their trust and confidence. Sustained success will only result from the implementation of an integral quality management system that addresses the needs and expectations of all interested parties.

It is therefore important that the quality management system of a reliable and successful local government covers all activities and processes that can affect its ability to satisfy the needs and expectations of its customers/citizens, the statutory and regulatory requirements applicable to the product, and the local government's own requirements, as well as those of other interested parties, such as regional or national governments.

0.2 Process approach

> **ISO 9001:2008, Quality management systems — Requirements**
>
> **Introduction**
>
> **0.2 Process approach**
>
> This International Standard promotes the adoption of a process approach when developing, implementing and improving the effectiveness of a quality management system, to enhance customer satisfaction by meeting customer requirements.
>
> For an organization to function effectively, it has to determine and manage numerous linked activities. An activity or set of activities using resources, and managed in order to enable the transformation of inputs into outputs, can be considered as a process. Often the output from one process directly forms the input to the next.
>
> The application of a system of processes within an organization, together with the identification and inter-actions of these processes, and their management to produce the desired outcome, can be referred to as the "process approach".
>
> An advantage of the process approach is the ongoing control that it provides over the linkage between the individual processes within the system of processes, as well as over their combination and interaction.
>
> When used within a quality management system, such an approach emphasizes the importance of
>
> a) understanding and meeting requirements,
>
> b) the need to consider processes in terms of added value,
>
> c) obtaining results of process performance and effectiveness, and
>
> d) continual improvement of processes based on objective measurement.
>
> The model of a process-based quality management system shown in Figure 1 illustrates the process linkages presented in Clauses 4 to 8. This illustration shows that customers play a significant role in defining requirements as inputs. Monitoring of customer satisfaction requires the evaluation of information relating to customer perception as to whether the organization has met the customer requirements. The model shown in Figure 1 covers all the requirements of this International Standard, but does not show processes at a detailed level.
>
> NOTE   In addition, the methodology known as "Plan-Do-Check-Act" (PDCA) can be applied to all processes. PDCA can be briefly described as follows.
>
> Plan: establish the objectives and processes necessary to deliver results in accordance with customer requirements and the organization's policies.
>
> Do: implement the processes.
>
> Check: monitor and measure processes and product against policies, objectives and requirements for the product and report the results.
>
> Act: take actions to continually improve process performance.

Model of a process-based quality management system (ISO 9001:2008, Figure 1)
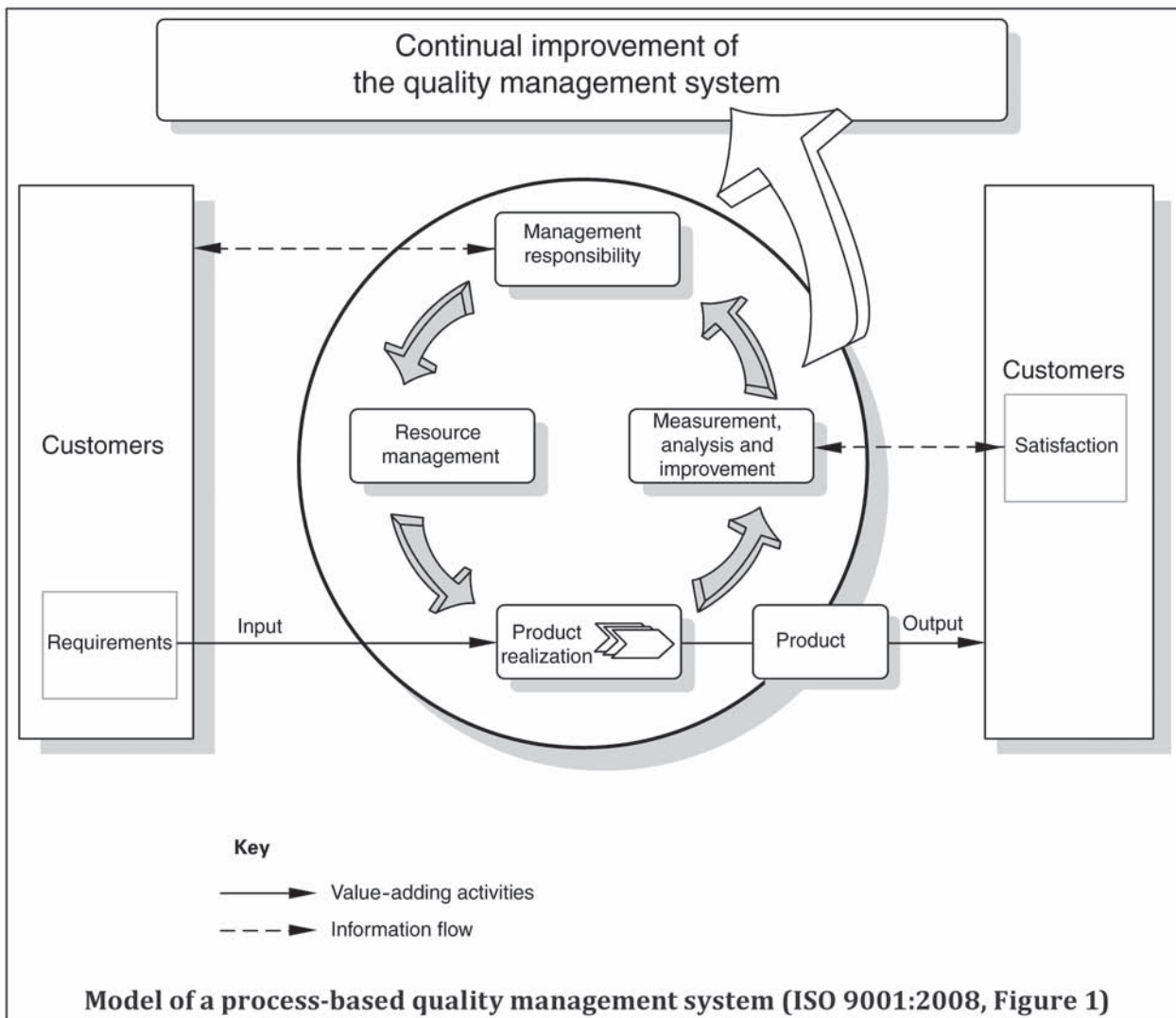
For local governments to be able to adopt a process approach, it is important to recognize the different types of processes that are needed to provide reliable products/services to their customers/citizens, as well as their management capacity to produce the desired outcome. These include processes for management of an organization, operational processes and support processes (see Annex A). The processes needed to provide the products/services of the local government are the core of the operational processes.

Typical examples of local government processes are:

a) strategic management processes to determine the role of the local government in the socio-economic environment;

b) provision of resources and the capacity to provide the product/service of local government;

c) processes needed to maintain the work environment;

d) preparation, revision and updating of development plans and work programmes;

e) monitoring and measurement of the product/service provision process;

f) transparent internal and external communication processes;

g) processes to address emergency preparedness and response to crises.

For each process, the local government needs to identify the following.

— Who is the customer? (Who receives the output from the process?) This might be an internal customer, within another area of the same local government, or an external customer such as a citizen who is receiving a product/service.

— What are the main inputs to the process? (e.g. information, legal requirements, national and/or regional government policies, materials, energy, human and financial resources)

— What are the desired outputs? (e.g. what are the characteristics of the product/service to be provided?)

— What controls and indicators are needed to verify the process performance and/or results?

— What is the interaction with other local government processes? (outputs from one process typically form inputs into other processes)

— What controls are necessary to have transparency?

NOTE   Reference [16] provides further guidance on the process approach.

0.3 Relationship with ISO 9004

> **ISO 9001:2008, Quality management systems — Requirements**
>
> **Introduction**
>
> **0.3 Relationship with ISO 9004**
>
> ISO 9001 and ISO 9004 are quality management system standards which have been designed to complement each other, but can also be used independently.
>
> ISO 9001 specifies requirements for a quality management system that can be used for internal application by organizations, or for certification, or for contractual purposes. It focuses on the effectiveness of the quality management system in meeting customer requirements.
>
> At the time of publication of this International Standard, ISO 9004 is under revision. The revised edition of ISO 9004 will provide guidance to management for achieving sustained success for any organization in a complex, demanding, and ever changing, environment. ISO 9004 provides a wider focus on quality management than ISO 9001; it addresses the needs and expectations of all interested parties and their satisfaction, by the systematic and continual improvement of the organization's performance. However, it is not intended for certification, regulatory or contractual use.

NOTE   Since the publication of ISO 9001:2008, and at the time of publication of this International Standard, the revision of ISO 9004 has been completed and ISO 9004:2009 has been published.

ISO 9004:2009 provides guidance on how to improve the quality management system by focusing on achieving sustained success. In the context of local government, it is important to recognize that the ability to provide consistent, conforming products/services can depend on the provision of resources that are outside the direct control of local government.

0.4 Compatibility with other management systems

ISO 9001:2008, Quality management systems — Requirements

Introduction

0.4 Compatibility with other management systems

During the development of this International Standard, due consideration was given to the provisions of ISO 14001:2004 to enhance the compatibility of the two standards for the benefit of the user community.

(...)

This International Standard does not include requirements specific to other management systems, such as those particular to environmental management, occupational health and safety management, financial management or risk management. However, this International Standard enables an organization to align or integrate its own quality management system with related management system requirements. It is possible for an organization to adapt its existing management system(s) in order to establish a quality management system that complies with the requirements of this International Standard.

To ensure the quality of the products/services it provides, it might be necessary for a local government to address in its quality management system some aspects related to other management systems, such as environmental, occupational health and safety, financial, or risk management. However, if a local government makes such additions to its quality management system, this does not in itself imply that it has implemented an integrated management system. Depending on the situation, it can be necessary for the local government to either coordinate, or integrate, its quality management system with other such systems.

Quality management systems — Guidelines for the application of ISO 9001:2008 in local government

1 Scope

1.1 General

> **ISO 9001:2008, Quality management systems — Requirements**
>
> **1 Scope**
>
> **1.1 General**
>
> This International Standard specifies requirements for a quality management system where an organization
>
> a) needs to demonstrate its ability to consistently provide product that meets customer and applicable statutory and regulatory requirements, and
>
> b) aims to enhance customer satisfaction through the effective application of the system, including processes for continual improvement of the system and the assurance of conformity to customer and applicable statutory and regulatory requirements.
>
> NOTE 1 In this International Standard, the term "product" only applies to
>
> a) product intended for, or required by, a customer,
>
> b) any intended output resulting from the product realization processes.
>
> NOTE 2 Statutory and regulatory requirements can be expressed as legal requirements.

The objective of this International Standard is to provide local governments with guidelines for achieving reliable results through the application of ISO 9001:2008 on an integral basis. These guidelines do not, however, add, change or modify the requirements of ISO 9001:2008.

Citizens consider a local government to be reliable if it can consistently guarantee a minimum level of reliability for all key processes and products/services. It is important that all the local government's processes, including management, operational and support processes, constitute a single, integral, quality management system, and that the focus of use and further development of the quality management system is on achieving results. The integral character of this system is important because, otherwise, although a local government might be reliable in some areas of activity, it might be unreliable in others.

In determining the quality management system processes, it is important that the local government considers the processes necessary to provide reliable products/services to its customers/citizens (see Annex A). The processes involved are managerial, operational and supporting processes, and they include management processes, product/service delivery processes and any other processes needed for the effective operation of the quality management system. Annex B provides the diagnostic methodology for local governments to evaluate the scope and maturity of their processes and products/services. Using Annex B for integral diagnostics is a preferred starting point for users of this International Standard.

1.2   Application

> **ISO 9001:2008, Quality management systems — Requirements**
>
> **1 Scope**
>
> **1.2 Application**
>
> All requirements of this International Standard are generic and are intended to be applicable to all organizations, regardless of type, size and product provided.
>
> Where any requirement(s) of this International Standard cannot be applied due to the nature of an organization and its product, this can be considered for exclusion.
>
> Where exclusions are made, claims of conformity to this International Standard are not acceptable unless these exclusions are limited to requirements within Clause 7, and such exclusions do not affect the organization's ability, or responsibility, to provide product that meets customer and applicable statutory and regulatory requirements.

All the guidelines indicated in this International Standard are generic and applicable to all local governments, regardless of their type, size and product/service provided.

The user can apply the guidance contained in this International Standard as a whole or, in part, as necessary, to their maximum benefit.

2   Normative references

> **ISO 9001:2008, Quality management systems** — **Requirements**
>
> **2 Normative references**
>
> The following referenced documents are indispensable for the application of this document. For dated references, only the edition cited applies. For undated references, the latest edition of the referenced document (including any amendments) applies.
>
> ISO 9000:2005, *Quality management systems — Fundamentals and vocabulary*

No additional guidance necessary.

3   Terms and definitions

> **ISO 9001:2008, Quality management systems — Requirements**
>
> **3 Terms and definitions**
>
> For the purposes of this document, the terms and definitions given in ISO 9000 apply.
>
> Throughout the text of this International Standard, wherever the term "product" occurs, it can also mean "service".

For the purposes of this document, the terms and definitions given in ISO 9000 and the following apply.

Wherever the term "the organization" is used in ISO 9001:2008, it means "the local government" in this International Standard.

3.1
top management
person or group of people that directs and controls an organization at the highest level

Note 1 to entry: For the purposes of this International Standard, the organization is the *local government* (3.5).

Note 2 to entry: Titles and functions may vary significantly according to country and culture. Typical examples could include mayor, regional governor, head of the local council, municipal president, intendant, director, city manager and city leader. This is the authority that presides over and performs the provisions and agreements of the local government.

Note 3 to entry: The local council is the assembly of the local government that is regulated by a specific legislation. The local council is often selected by a local electoral process. It is normally formed by the local mayor, councillors, officials and trustees. It can also be the local public corporation in charge of managing the interests of a territory and its population.

3.2
customer/citizen
organization or person that receives a product/service

Note 1 to entry: For purposes of this International Standard, customer/citizen refers to an organization, community or person that receives a *product/service* (3.7) from the *local government* (3.5), whether in return for payment or not.

Note 2 to entry: It is important for local governments to recognize the various customers and to achieve a balanced response to all of their needs and expectations. For example, some citizens who are taxpayers, and whose contributions serve to finance the products/services of the local government, might not be the same citizens as those who actually benefit most from the products/services provided.

Note 3 to entry: The term "customer" can sometimes cause controversy in local government/public administration and even in public international law, since it is related to the mercantile legislation. However, due to its wide adoption and usefulness in the standardization of quality management systems, the use of the term "customer" has been adopted in this International Standard, and is used in combination with "citizen".

3.3
specification for local government
minimum requirements to be fulfilled by the *local government* (3.5) in order to provide products/services that meet the needs and expectations of its customers consistently and effectively

Note 1 to entry: This is sometimes expressed in a document such as a "local government charter" or "service pledge".

Note 2 to entry: Part of the specification may come from legislation, or from regional or national government policies.

Note 3 to entry: See Tables B.1 to B.4 for possible indicators of the performance specifications for local government.

3.4
citizen's charter
document declaring the intentions and the commitment of an organization for providing effective and efficient *products/services* (3.7), taking into account customer's expectations and minimum acceptable levels of product/service, thereby providing assurance that the organization complies with the product/service quality standards

Note 1 to entry: These documents can also be called product/service letters, citizen letters, and commitment letters.

Note 2 to entry: These documents normally include the list of the products/services provided by the *local government* (3.5) and the relevant specifications, indicators and standards. They also usually include general information concerning the community, such as facts of historical interest about the municipality, buildings and infrastructures of public interest, tourist attractions, the local government organization, citizens' rights, a complaints form with instructions, reference addresses (postal, telephone, e-mail), the location and opening hours of municipal offices, an area and town map, public relation offices and interfacing tools.

3.5
local government
part of government in a country or nation that is typically closest to the population, is in charge of managing, governing and promoting development of a local area, and is responsible for the definition, design, development and institutionalization of its public policies expressed in the provision of *products/services* (3.7) to its *customers/citizens* (3.2)

Note 1 to entry: The basis for a local government can be, for example, a territorial division and the national and/or regional political and administrative organizations that are closest to the population. It is typically a public entity formed by territory, population, government and legislation, it has its own legal capacity, and it states its own political, administrative, cultural and historical heritage and regulatory capability.

3.6
local government process
set of interrelated or interacting activities of the *local government* (3.5) which transform input (e.g. public policies, resources, *customer/citizen* (3.2) needs and expectations) into outputs/results (i.e. the products/services provided to the citizens)

Note 1 to entry: Annex A provides some examples of typical local government processes.

Note 2 to entry: ISO 9004 provides guidance on an improvement process towards sustained success.

3.7
product/service
result of a process

Note 1 to entry: For the purposes of this International Standard, product/service is considered to be the predominant product category for *local governments* (3.5). Although intangible in nature, products/services may include some tangible components (e.g. advisory brochures, waste receptacles, shelters). Examples of products/services may relate to the provision of drinking water, sewage and drainage, lighting, waste collection and civil protection.

Note 2 to entry: One major product/service that is often provided by the local government is that of development projects, which may need specific quality plans (see ISO 10005 and ISO 10006 for the development of quality plans and project management, respectively).

Note 3 to entry: There are four generic product/service categories, as follows:

— services (e.g. transport, education, police security);

— software (e.g. access to information);

— hardware (e.g. passport, birth certification, driver licence);

— processed materials (e.g. waste receptacle).

Note 4 to entry: Product/service is the result of at least one activity necessarily performed at the interface between the supplier and *customer/citizen* (3.2) and is generally intangible. Provision of a product/service can involve, the following:

— an activity performed on a customer-supplied tangible product (e.g. automobile to be repaired);

— an activity performed on a customer-supplied intangible product (e.g. the income statement needed to prepare a tax return);

— the delivery of an intangible product (e.g. the delivery of information in the context of knowledge transmission); and

— the creation of ambience for the customer (e.g. in hotels and restaurants).

Software consists of information and is generally intangible and can be in the form of approaches, transactions or procedures.

Hardware is generally tangible and its amount is a countable characteristic.

Processed materials are generally tangible and their amount is a continuous characteristic. Hardware and processed materials often are referred to as goods.

Note 5 to entry: Quality assurance is mainly focused on intended product.

Note 6 to entry: *Public policies* (3.15), the essential course of actions of any local government, are usually expressed in products/services.

[SOURCE: ISO 9000:2005, 3.4.2, modified]

3.8
quality management system of the local government
set of interrelated or interacting elements of an organization to establish policies, objectives and processes to achieve those objectives

[SOURCE: ISO 9000:2005, 3.2.1, 3.2.2 and 3.2.3, modified]

3.9
transparency
openness about decisions and activities that affect society, the economy and the environment, and willingness to communicate these in a clear, accurate, timely, honest and complete manner

Note 1 to entry: Transparency can be the result of processes, procedures, methods, data sources and assumptions used by the *local government* (3.5) that ensure appropriate information is made available to all customers and other interested parties.

[SOURCE: ISO 26000:2010, 2.24, modified]

3.10
responsible
having an obligation to do something, or having control over or care for someone

Note 1 to entry: In context of this International Standard, "responsible" means trustworthy, reliable, capable, able, competent, qualified about decisions and activities that affect society, institutions, the economy and the environment. The responsible activities of the *local government* (3.5) are those which it has the duty to perform in order to take care of the *customers/citizens* (3.2) as persons, their things and interests, so that they have confidence in it.

Note 2 to entry: The responsible activities of the local government are not only those that imply the fulfilment of legal requirements, but also those directly related to customer satisfaction and confidence.

3.11
accountable
state of a *local government* (3.5) being answerable for its decisions and activities to the controlling interests of its society and every *customer/citizen* (3.2), to other legal authorities, and, more broadly, to any other stakeholder

Note 1 to entry: In the case of regional or national governments, this includes being answerable to the local governments and societies in which they govern and operate.

[SOURCE: ISO 26000:2010, 2.1, modified]

3.12
interested party
individual or other entity that adds value to the organization, or is otherwise interested in, or affected by, the activities of the organization

Note 1 to entry: Meeting the needs and expectations of interested parties contributes to the achievement of sustained success by the *local government* (3.5).

3.13
governance
legitimate, *responsible* (3.10), *accountable* (3.11) and efficient activity of governing a society by itself and through its own government

3.14
systematically
way of doing an action integrally or taking into account all its components, according to a fixed and explicit plan or system

Note 1 to entry: The plan or system needs to be carried out in an organized way, with methodical consistency, regularity, permanency and continuity (see Annex B).

3.15
public policy
principled guide to a course of actions taken by the *local government* (3.5) as a response to a perceived need, formulated by a specific political process, and adopted, implemented, and enforced by a specific public agency, expecting results

Note 1 to entry: The principles embedded in the public policies give them their own scope.

Note 2 to entry: The principles of the local government are usually stated in response to a perceived problem of the citizens, acting as a constituency, formulated by a specific political process, and adopted, implemented and enforced by a specific public agency or local governmental area, expecting results.

Note 3 to entry: An example of public policy expressed in a *product/service* (3.7) is the local government responsibility for water, i.e. the provision of water to citizens through pipelines. However, there are two principles embedded in this course of actions or services:

a) the provision of water to the entire population;

b) the provision of water in an affordable manner.

It led to a specific characteristic of the product/service: 100 % drinkable for health reasons.

Note 4 to entry: Another example of public policy which is not clearly a product/service is the promotion of *gender equality* (3.16) (see Table B.3, indicator 4). Gender equality should be an important public policy in any local government, and it should be the basis for a programme in which the outputs focus on this issue. This is one case in which public policy goes much further than simply a product/service.

3.16
gender equality
equal rights, opportunities and obligations for women and men

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