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**Sistemi vodenja kakovosti – Smernice za uporabo standarda  
ISO 9001:2008 v lokalni oblasti**

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

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## NACIONALNI UVOD

Tehnična specifikacija SIST-TS IWA 4 (sl, en), Sistemi vodenja kakovosti – Smernice za uporabo standarda ISO 9001:2008 v lokalni oblasti, 2011, ima status slovenske tehnične specifikacije in je enakovredna dogovoru mednarodne delavnice IWA 4, Quality management systems – Guidelines for the application of ISO 9001:2008 in local government, druga izdaja, 2009.

## NACIONALNI PREDGOVOR

Dogovor mednarodne delavnice IWA 4 je bil potrjen 28. do 30. novembra 2009 na delavnici v Leonu, Guanajuato, Mehika, ki sta jo gostila Mednarodni sklad za razvoj zanesljivih lokalnih oblasti (FIDEGOC) in Centrala Mednarodnega sekretariata IWA 4 v dogovoru s pododborom 54 Mehiškega odbora ISO (CMISO). Delavnico so podprli vlada države Guanajuato preko sekretarja vlade in zvezna vlada Mehike preko Nacionalnega inštituta za federalizem in razvoj občin, Komisija za federalizem in razvoj občin pri Zvezni poslanski zbornici ter Generalni urad za standarde (DGN, Dirección General de Normas) pri Sekretariatu za gospodarstvo. Podprli so jo tudi Instituto Latinoamericano para la Calidad (INLAC), Instituto Mexicano de Normalización y Certificación (IMNC) in Organización de Servicios Interdisciplinarios International (OSI).

Slovenska tehnična specifikacija SIST-TS IWA 4:2011 je prevod angleškega besedila dogovora mednarodne delavnice IWA 4:2009. V primeru spora glede besedila slovenskega prevoda v tej tehnični specifikaciji je odločilen izvorni dogovor mednarodne delavnice v angleškem jeziku. Slovensko-angleško izdajo tehnične specifikacije je pripravil in potrdil tehnični odbor SIST/TC VZK Vodenje in zagotavljanje kakovosti.

Odločitev za izdajo te tehnične specifikacije je 12. julija 2011 sprejel tehnični odbor SIST/TC VZK Vodenje in zagotavljanje kakovosti.

## ZVEZE S STANDARDI

S privzemom te tehnične specifikacije veljajo naslednje zveze:

SIST TS IWA 1:2007 (sl,en)	Sistemi vodenja kakovosti – Smernice za izboljšave procesov v zdravstvenih organizacijah
SIST TS IWA 2:2008 (sl,en)	Sistemi vodenja kakovosti – Smernice za uporabo standarda ISO 9001:2000 v izobraževanju
SIST EN ISO 9000:2005 (sl,en)	Sistemi vodenja kakovosti – Osnove in slovar
SIST EN ISO 9001:2008 (sl,en)	Sistemi vodenja kakovosti – Zahteve
SIST EN ISO 9004:2009 (sl,en)	Vodenje za trajno uspešnost organizacije – Pristop z vodenjem kakovosti (ISO 9004:2009)
SIST ISO 10001:2008 (en)	Vodenje kakovosti – Zadovoljstvo odjemalcev – Smernice za kodeks ravnanja organizacij
SIST ISO 10002:2004 (en)	Vodenje kakovosti – Zadovoljstvo odjemalcev – Smernice za ravnanje s pritožbami v organizacijah
SIST ISO 10003:2008 (en)	Vodenje kakovosti – Zadovoljstvo odjemalcev – Smernice za reševanje nesoglasij z zunanjimi organizacijami
SIST ISO 10005:2005 (en)	Sistemi vodenja kakovosti – Smernice za plane kakovosti
SIST ISO 10006:2004 (en)	Sistemi vodenja kakovosti – Smernice za vodenje kakovosti projektov
SIST ISO 10015:2002 (en)	Vodenje kakovosti – Smernice za usposabljanje
SIST EN ISO 19011:2003 (sl,en)	Smernice za presojanje sistemov vodenja kakovosti in/ali sistemov ravnanja z okoljem

## OSNOVA ZA IZDAJO STANDARDA

- privzem IWA 4:2009

## OPOMBI

- Nacionalni uvod in nacionalni predgovor nista sestavni del tehnične specifikacije.
- Lokalna oblast je splošni pojem, ki zajema državne organe na lokalni ravni in lokalno samoupravo.

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<b>VSEBINA</b>	<b>Stran</b>	<b>CONTENTS</b>	<b>Page</b>
Predgovor .....	6	Foreword .....	6
0 Uvod .....	8	0 Introduction.....	8
0.1 Splošno.....	12	0.1 General.....	12
0.2 Procesni pristop v lokalni oblasti .....	15	0.2 Process approach in local government....	15
1 Predmet standarda za lokalno oblast.....	19	1 Scope for local government .....	19
1.1 Splošno.....	19	1.1 General.....	19
1.2 Uporaba v lokalni oblasti .....	20	1.2 Application in local government .....	20
2 Zveze z drugimi standardi .....	21	2 Normative reference.....	21
3 Izrazi in definicije v lokalni oblasti.....	21	3 Terms and definitions in local government	21
4 Sistemi vodenja kakovosti v lokalni oblasti .....	25	4 Quality management systems in local government .....	25
4.1 Splošne zahteve .....	25	4.1 General requirements .....	25
4.2 Dokumentacija v lokalni oblasti .....	27	4.2 Documentation in local government .....	27
5 Odgovornost vodstva v lokalni oblasti .....	31	5 Management responsibility in local government .....	31
5.1 Zavezanost vodstva.....	31	5.1 Management commitment.....	31
5.2 Pristop k odjemalcem/občanom v lokalni oblasti.....	32	5.2 Customer/citizen approach in local government .....	32
5.3 Politika kakovosti v lokalni oblasti.....	33	5.3 Quality policy in local government .....	33
5.4 Planiranje v lokalni oblasti .....	33	5.4 Planning in local government .....	33
5.5 Odgovornosti, pooblastila in komuniciranje v lokalni oblasti.....	35	5.5 Responsibility, authority and communication in local government.....	35
5.6 Vodstveni pregled v lokalni oblasti .....	37	5.6 Management review in local government ...	37
6 Vodenje virov v lokalni oblasti .....	40	6 Resource management in local government .....	40
6.1 Priskrba virov.....	40	6.1 Provision of resources .....	40
6.2 Človeški viri v lokalni oblasti.....	40	6.2 Human resources in local government ...	40
6.3 Infrastruktura v lokalni oblasti.....	42	6.3 Infrastructure in local government .....	42
6.4 Delovno okolje v lokalni oblasti .....	43	6.4 Work environment in local government ...	43
7 Realizacija storitve v lokalni oblasti .....	44	7 Service realization in local government .....	44
7.1 Planiranje realizacije storitve.....	44	7.1 Planning service realization .....	44
7.2 Procesi, povezani z odjemalci/občani v lokalni oblasti .....	45	7.2 Customer/citizen related processes in local government.....	45
7.3 Snovanje in razvoj v lokalni oblasti .....	49	7.3 Design and development in local government .....	49
7.4 Nabava v lokalni oblasti.....	56	7.4 Purchasing in local government.....	56
7.5 Proizvodnja in izvedba storitev v lokalni oblasti.....	59	7.5 Production and service provision in local government .....	59
7.6 Obvladovanje nadzorne in merilne opreme v lokalni oblasti.....	65	7.6 Control of monitoring and measurement equipment in local government.....	65
8 Merjenje, analize in izboljševanje v lokalni oblasti .....	66	8 Measurement, analysis and improvement in local government.....	66

8.1 Splošna usmeritev .....	66	8.1 General orientation.....	66
8.2 Nadzorovanje in merjenje v lokalni oblasti .....	67	8.2 Monitoring and measurement in local government .....	67
8.3 Obvladovanje neskladnih storitev v lokalni oblasti .....	72	8.3 Control of nonconforming service in local government .....	72
8.4 Analiza podatkov v lokalni oblasti.....	73	8.4 Analysis of data in local government .....	73
8.5 Izboljševanje v lokalni oblasti .....	74	8.5 Improvement in local government.....	74
Dodatek A: Tipični procesi za celovito vodenje kakovosti lokalnih oblasti .....	78	Annex A: Typical Processes for the Integral Quality Management of local Governments.....	79
Dodatek B: "Kontrolni" sistem za zanesljivo lokalno oblast.....	80	Annex B: "Check Up" System for Reliable Local Government.....	81
Literatura.....	94	Bibliography .....	95

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[SIST-TS IWA 4:2011](https://standards.iteh.ai/catalog/standards/sist/0aab2112-2f7c-4499-a0dd-9b89d9d1b2d9/sist-ts-iwa-4-2011)

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## Predgovor

ISO (Mednarodna organizacija za standardizacijo) je svetovna zveza nacionalnih organov za standarde (članov ISO). Tehnično delo ISO ponavadi opravljajo tehnični odbori ISO, v katerih ima pravico biti zastopan vsak član ISO. Pri delu sodelujejo tudi mednarodne vladne in nevladne organizacije, povezane z ISO.

V odgovor na vse glasnejše zahteve trga je ISO uvedel možnost, da se dokumenti pripravijo v delavnicah, in to zunaj postopkov, običajnih za delo v odborih. ISO te dokumente objavlja kot dogovore mednarodnih delavnic (International Workshop Agreements – IWA). Izvedbo take delavnice lahko predlaga kdorkoli, potrditi pa jo mora Strokovni odbor ISO (ISO Technical Management Board), ki tudi imenuje člana ISO za pomoč predlagatelju pri organizaciji delavnice. Dogovore mednarodnih delavnic s konsenzom potrdijo sodelujoči na delavnicah. Čeprav lahko obstaja več konkurenčnih dogovorov mednarodnih delavnic na isto temo, pa ti ne smejo biti v nasprotju z obstoječim standardom ISO ali IEC.

Član, ki ga je imenoval Strokovni odbor, je odgovoren, da po treh letih pregleda dogovor mednarodne delavnice in odloči, ali naj bo potrjen še za nadaljnja tri leta, poslan tehničnemu odboru ISO v revizijo ali umaknjen. Če je dogovor mednarodne delavnice potrjen, ga ponovno pregledajo čez tri leta. Takrat ga mora ustrezni tehnični odbor ISO revidirati ali umakniti.

Opozarjamo, da so nekateri elementi tega dogovora mednarodne delavnice lahko predmet patentnih pravic. ISO ne prevzema odgovornosti za identificiranje nobene od takih patentnih pravic.

Ta druga izdaja dogovora mednarodne delavnice IWA 4 razveljavlja in nadomešča prvo izdajo (IWA 4:2005), ki je tehnično revidirana.

## Foreword

ISO (the International Organization for Standardization) is a worldwide federation of national standards bodies (ISO member bodies). ISO's technical work is normally carried out through ISO technical committees in which each ISO member body has the right to be represented. International organizations, governmental and nongovernmental, in liaison with ISO, also take part in the work

In order to respond to urgent market requirements, ISO has also introduced the possibility of preparing documents through a workshop mechanism, external to its normal committee processes. These documents are published by ISO as International Workshop Agreements. Proposals to hold such workshops may come from any source and are subject to approval by the ISO Technical Management Board which also designates an ISO member body to assist the proposer in the organization of the workshop. International Workshop Agreements are approved by consensus amongst the individual participants in such workshops. Although it is permissible that competing International Workshop Agreements exist on the same subject, an International Workshop Agreement shall not conflict with an existing ISO or IEC standard.

An International Workshop Agreement is reviewed after three years, under the responsibility of the member body designated by the Technical Management Board, in order to decide whether it will be confirmed for a further three years, transferred to an ISO technical body for revision, or withdrawn. If the International Workshop Agreement is confirmed, it is reviewed again after a further three years, at which time it must be either revised by the relevant ISO technical body or withdrawn.

Attention is drawn to the possibility that some of the elements of this International Workshop Agreement may be the subject of patent rights. ISO shall not be held responsible for identifying any or all such patent rights.

This second edition of International Workshop Agreement IWA 4 cancels and replaces the first edition (IWA 4:2005), which has been technically revised.

Ta druga izdaja dogovora mednarodne delavnice IWA 4 je bila soglasno potrjena na delavnici, ki je od 28. do 30. novembra 2008 potekala v Leonu, Guanajuato, Mehika, in sta jo gostila Mednarodni sklad za razvoj zanesljivih lokalnih oblasti (FIDEGOC) in Centrala Mednarodnega sekretariata IWA 4 v dogovoru s pododborom 54 Mehiškega odbora ISO (CMISO). Delavnico so podprli Vlada države Guanajuato preko sekretarja vlade in zvezna vlada Mehike preko Nacionalnega inštituta za federalizem in razvoj občin, Komisija za federalizem in razvoj občin pri Zvezni poslanski zbornici ter Generalni urad za standarde (DGN, Dirección General de Normas) pri Sekretariatu za gospodarstvo. Podprli so jo tudi Instituto Latinoamericano para la Calidad (INLAC), Instituto Mexicano de Normalización y Certificación (IMNC) in Organización de Servicios Interdisciplinarios International (OSI).

This second edition of International Workshop Agreement IWA 4 was unanimously approved at a workshop held in Leon, Guanajuato, Mexico in November 28<sup>th</sup> to 30<sup>th</sup> 2008, which was hosted by the International Foundation for Development of Reliable Local Governments (FIDEGOC), the IWA 4 International Secretariat headquarters, in agreement with the Sub Committee 54 of the Mexican Committee to ISO (CMISO). The workshop meeting was held with the support of the State Government of Guanajuato through the Government' Secretary and the Federal Government of Mexico through the National Institute for Federalism and Municipal Development, the Federalism and Municipal Development Commission of the Federal Chamber of Deputies and the General Bureau of Standards (DGN, Dirección General de Normas) of the Economics' Secretary. It was also supported by the Instituto Latinoamericano para la Calidad (INLAC), the Instituto Mexicano de Normalización y Certificación (IMNC) and the Organización de Servicios Interdisciplinarios (OSI).

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## 0 Uvod

Eden od največjih izzivov, s katerimi se družba danes sooča, je potreba po pridobivanju in ohranjanju zaupanja državljanov v državo in njene institucije. Na lokalni ravni igrajo pomembno vlogo lokalne oblasti, ki ustvarjajo trajnostne lokalne skupnosti, v katerih stroškovno učinkovite in konsistentne javne službe pomagajo zagotavljati trajno ekonomsko blaginjo in socialno pravičnost, tako da dosledno in na združljiv način širijo nacionalno in regionalno politiko ter z njo sodelujejo. V izrednih razmerah lahko lokalne oblasti poskrbijo za stabilnost in zagotavljajo obvladljivost ter obvladovanje razmer tako na regionalni kot na nacionalni ravni. Na tak način bi moralo biti mogoče z lokalne ravni graditi močnejšo regionalno, nacionalno in globalno oblast. Z zagotavljanjem kakovostnega delovanja občinske oblasti se lahko javna politika na drugih ravneh oblasti korigira in izboljšuje, s tem pa celoten sistem postane močnejši. Tak usklajen pristop bo pomagal graditi zanesljivo, konsistentno oblast na lokalni, regionalni in državni ravni.

Čeprav se potrebe in pričakovanja občanov v različnih delih sveta lahko precej razlikujejo, pa lokalne oblasti po vsem svetu dosegajo vedno višje ravni demokracije in pluralizma, ki od njih zahtevajo, da učinkovito in pregledno povečajo svojo sposobnost izvajanja pooblastil. Za to pa je potrebno dobro vodenje različnih virov in procesov, ki so na voljo lokalni oblasti, da bi lahko delovala kot usklajen in učinkovit sistem.

Lokalna oblast je odvisna od občanov in naj izpolnjuje njihove potrebe. Prav tako pa je lokalna oblast odvisna tudi od drugih ravni oblasti, kot so državne, nacionalne in mednarodne.

Občani pričakujejo, da bodo njihovi skupnosti zagotovljene vse storitve, varnost in zaščita, dobre ceste in javni prevoz, da bodo postopki pridobivanja dokumentacije enostavni, da bo lokalna oblast pregledna, zdravstveni in izobraževalni sistem na voljo, infrastruktura prisotna ter da bo zadovoljeno vsem potrebam. Občani čutijo, da jih lokalna oblast zastopa, da je okolje varovano. Prav tako se morajo občani organizirati v zveze, ki se osredotočajo na pričakovanja in potrebe skupnosti ter se glede njih strinjajo.

## 0 Introduction

One of the great challenges that societies face today is the need to develop and maintain citizens' confidence in their governments and their institutions. In this respect, local governments have an important role to play in creating sustainable local communities in which quality, cost effective and consistent public services help to promote sustainable economic prosperity and social justice at the local level, by deploying and interacting with national and regional policies in a consistent and compatible way. In extreme cases, local governments can provide stability and promote governability and governance when these are lacking at the regional or national level. In this way, it should be possible to build stronger regional, national and global governments working from the local level. By securing a high quality performance of the municipal government, public policies coming from other government levels can be corrected and improved, allowing the whole system to become stronger. This type of coherent approach will help build reliable and consistent governments, at the local, regional and national level.

Although the needs and expectations of local citizens can vary significantly in different parts of the world, local governments worldwide are experiencing higher levels of democracy and pluralism, which require them to increase their ability to carry out their mandates in an effective and transparent way. This in turn requires sound management of the different resources and processes available to local government in order for these to work together coherently and effectively as a system.

Local governments depend on their citizens and they should satisfy the citizen's needs. But local governments also depend on other level of governments, such as state, national and international.

Citizens expect to have a community provided with all the services, safety and security, good roads, and public transportation available, there is easiness for document proceeding, local government is transparent, health and education systems available, infrastructure is present, all needs are satisfied. Citizens feel they are represented by local government, environment is protected. Citizens also need to organize in associations, in order to focus and agree on community expectations and needs.



Mednarodni organi skrbijo za svetovno politiko, pravno strukturo, globalno vizijo.

International bodies provide for world policies, legal structure, global vision.

Ključna področja uspešnega delovanja lokalne oblasti so:

Key areas for effective operation of local governments are:

- način komuniciranja s skupnostjo prek raziskav, skrinjice za predloge, spletne strani, elektronske pošte, dopisov, zborovanj, zborničnih sestankov, zahtevkov, referendumov, volitev idr.,
- analiza SWOT pri skupnosti, pri združenjih, notranja, pri višji veji oblasti, s prepoznavanjem poslanstva, vizije, strategije, ciljev, namer, ukrepov, odgovornih,
- proces izboljševanja naj ima strukturiran pristop, kakršna je npr. metodologija PDCA (planiraj, izvedi, preveri, ukrepaj), in naj se dosledno uporablja pri procesnem pristopu za vse procese,
- ustrezna zaščita stranke.

- Communication means with the community, through surveys, suggestion box, website, email, letters, assemblies, chamber meetings, claims, referenda, elections among others.
- SWOT analysis with the community, with associations, internal, with higher government, identifying a mission, vision, strategies, objectives, goals, actions, responsible.
- Improvement process should follow a structured approach, such as “Plan-Do-Check-Act” (or PDCA) methodology, and should be applied consistently with the process approach for all processes.
- Protect Client property.

S sistemom vodenja kakovosti lahko lokalna oblast usmerja in obvladuje svoje aktivnosti za zadovoljevanje potreb in pričakovanj lokalne skupnosti. V širšem pomenu ga sestavlja organizacijska struktura skupaj s planiranjem, procesi, viri in dokumentacijo, potrebnimi za doseganje ciljev kakovosti in zagotavljanje nenehnega izboljševanja proizvodov in storitev, ki se izvajajo. Kot podlaga za razvoj takega sistema je splošno razširjen in sprejet standard ISO 9001:2008, Sistemi vodenja kakovosti – Zahteve. Z uspešnim izvajanjem tega sistema lahko lokalne oblasti zbudijo zaupanje pri svojih občanih, da popolnoma razumejo njihove potrebe in pričakovanja in da so jih sposobne dosledno in pravočasno izpolnjevati.

A quality management system is the way in which a local government can direct and control its activities, in order to satisfy the needs and expectations of the local community. Broadly, it consists of the organizational structure together with the planning, processes, resources and documentation that are needed to achieve the quality objectives, and to provide continual improvement of the products and services that are being provided. ISO 9001:2008 “Quality management systems – Requirements” has gained widespread acceptance as a basis for the development of such a system. Its effective implementation provides an excellent tool for local governments to be able to provide confidence to local citizens that their needs and expectations are fully understood and are capable of being met on a consistent basis and in a timely manner.

Ključne dokumente iz skupine standardov ISO 9000 trenutno sestavljajo:

The current key documents from the ISO 9000 family of standards consist of

- ISO 9000:2005, ki opredeljuje splošne koncepte, načela, osnove in slovar za sisteme vodenja kakovosti,
- ISO 9001:2008, ki opredeljuje zahteve za sistem, da bo sposoben dosledno izpolnjevati potrebe in pričakovanja odjemalcev (to so v našem primeru občani),
- ISO 9004.

- ISO 9000:2005, which sets out the concepts, principles, fundamentals and vocabulary for quality management systems in general,
- ISO 9001:2008 which sets out the requirements for a system to be able to consistently meet the needs and expectations of customers (who in this case are the local citizens),
- ISO 9004.

Ta dogovor mednarodne delavnice je bil pripravljen z željo, da bi lokalnim oblastem po vsem svetu omogočil dosleden pristop k vodenju kakovosti. Namenjen je "prevajanju" strokovnega jezika iz standarda ISO 9001:2008 v jezik, ki je bolj uporabniško prijazen do ljudi, zaposlenih v lokalni oblasti. Pri tem je namen spodbujati in olajšati uporabo standarda ISO 9001:2008 v lokalni oblasti. Ker pa so specifične okoliščine lokalnih oblasti v različnih regijah in kulturah nujno različne, je pomembno poudariti, da ni enega samega predpisanega načina za izvajanje sistema vodenja kakovosti, ki temelji na standardu ISO 9001:2008. Posamezne lokalne oblasti morajo same prilagoditi primere iz tega dogovora mednarodne delavnice svojemu stanju in okoliščinam.

Nekatere lokalne organizacije so sicer lahko le delno uvedle standard ISO 9001:2008 za specifične storitve, medtem ko je cilj tega dogovora mednarodne delavnice pospeševati celovito uporabo standarda pri vseh storitvah, ki se izvajajo, vključno z morebitnimi zahtevami za delo v posebnih razmerah. V dodatkih k temu dogovoru mednarodne delavnice je nekaj primerov storitev in z njimi povezanih procesov, za katere bi si lokalne oblasti morale prizadevati, ter enostavna metodologija za ocenjevanje stopnje njihove uspešnosti in zrelosti.

Za doseganje cilja zanesljive, odzivne in pregledne lokalne oblasti ni treba pridobiti certifikata ISO 9001:2008, čeprav to regionalne ali nacionalne oblasti mogoče spodbujajo. Prav tako skladnost s standardom ISO 9001:2008 ni sama sebi namen – ko lokalna oblast doseže raven, ki ji omogoča izvajanje konsistentnih, skladnih storitev za lokalno skupnost, naj od skladnosti preide na kakovost delovanja in razmisli o uporabi standarda ISO 9004 in/ali drugih modelov odličnosti za izboljšanje svoje celotne učinkovitosti.

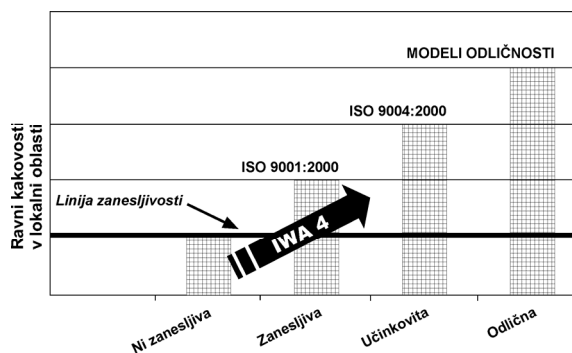
Ustrezne stopnje izvajanja sistema vodenja kakovosti in vloga tega dogovora mednarodne delavnice so razvidne iz shematičnega prikaza na sliki 1.

This International Workshop Agreement has been prepared in order to provide local governments worldwide with a consistent approach to quality management. It aims to "translate" the technical language of ISO 9001:2008 into language that is more user-friendly for people who are involved in local government. In doing so, the intent is to stimulate and facilitate the use of ISO 9001:2008 in local government. However, since the specific circumstances of local governments in different regions and cultures will necessarily be different, it is important to recognize that there is no single prescribed way of implementing a quality management system that is based on ISO 9001:2008. It is up to individual local governments to adapt the examples that are provided in this International Workshop Agreement for their own particular situation and circumstances.

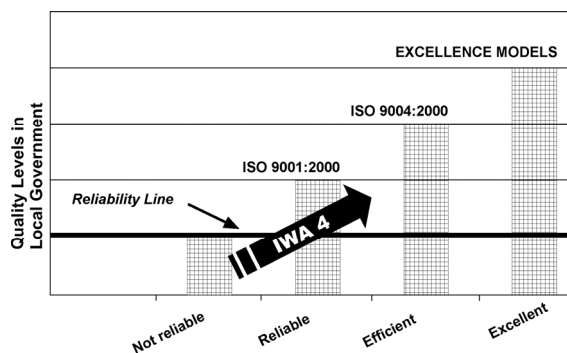
Although some local government organizations may have implemented ISO 9001:2008 partially, for specific services, the objective of this International Workshop Agreement is to promote the use of the standard on an integral basis throughout the whole range of services provided including any contingency requirements. The Annexes to this International Workshop Agreement provide some examples of the services and associated processes that local governments should strive to provide, and a simple methodology by which to assess their degree of effectiveness and maturity.

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 should 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 services to the local community, it should look beyond conformance to performance, and consider the utilization of ISO 9004 and/or other excellence models to improve its overall efficiency.

The relative stages in the implementation of a quality management system and the role of this International Workshop Agreement can be seen schematically in Figure 1 below.



**Slika 1: Shematični prikaz položaja tega dogovora mednarodne delavnice**



**Figure 1 – Schematic diagram to show the positioning of this International Workshop Agreement**

Cilj tega dogovora mednarodne delavnice je vzpostaviti smernice za pomoč lokalnim oblastem pri razumevanju in uvajanju takega sistema vodenja kakovosti, ki izpolnjuje zahteve standarda ISO 9001:2008, da bi se zadovoljili potrebe in pričakovanja občanov. V dodatku A so informacije o nekaterih tipičnih procesih v lokalni oblasti, medtem ko je v dodatku B opisan diagnostični model, ki se lahko uporabi za izhodišče pri uvajanju celovitega sistema vodenja kakovosti v zanesljivo lokalno oblast.

The objective of this International Workshop Agreement is to establish guidelines to help local governments understand and implement 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 some typical local government processes, and 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 for a reliable local government.

**OPOMBA 1:** Posamezne točke ISO 9001:2008 so zapisane v okvirju iz neprekinjene črte in v pokončnem tisku. Ustrezno besedilo tega dogovora mednarodne delavnice je zapisano v poševnem tisku in ni v okvirju.

**NOTE 1:** Each clause of ISO 9001:2008 is bordered with a continuous and solid line with normal font. The text corresponding to this International Workshop Agreement is shown in italics, without a border.

**OPOMBA 2:** Tudi slika 1 iz standarda ISO 9001:2008 je v okvirju iz neprekinjene črte.

**NOTE 2:** Figure 1 of ISO 9001:2008 is also bordered with a continuous and solid line.

**OPOMBA 3:** Za lažje razumevanje modelov odličnosti glej dodatek A k standardu ISO 9004 "Orodje za samovrednotenje" ter modele nacionalnih nagrad za kakovost.

**NOTE 3:** For a better understanding of excellence models. See Annex A of ISO 9004 'An auto evaluation tool', and the national quality prizes models.

### 0.1 Splošno

Privzem sistema vodenja kakovosti naj bo strateška odločitev organizacije. Na snovanje in izvajanje sistema vodenja kakovosti organizacije vplivajo:

- njeno organizacijsko okolje, spremembe v tem okolju in tveganja v povezavi s tem okoljem,
- njene spreminjajoče se potrebe,
- njeni posebni cilji,
- proizvodi, ki jih ponuja,
- procesi, ki jih izvaja,
- njena velikost in organizacijska struktura.

### 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:

- its organizational environment, changes in that environment, and the risks associated with that environment;
- its varying needs;
- its particular objectives;
- the products it provides;
- the processes it employs;
- its size and organizational structure.

Namen tega mednarodnega standarda ni, da bi zahteval enotno strukturo sistemov vodenja kakovosti ali poenotenost dokumentacije.

Zahteve za sistem vodenja kakovosti, specificirane v tem mednarodnem standardu, so dopolnilo zahtevam za proizvode. Besedilo, označeno z "OPOMBA", predstavlja napotek pri razumevanju ali razjasnitvi zahtev.

Ta mednarodni standard lahko uporabljajo notranje ali zunanje stranke, vključno s certifikacijskimi organi, za ocenjevanje sposobnosti organizacije glede izpolnjevanja zahtev odjemalcev, zakonodaje in regulative, ki se nanašajo na proizvod, in zahtev, ki si jih postavi organizacija sama.

Pri razvoju tega mednarodnega standarda so bila upoštevana načela vodenja kakovosti, pojasnjena v ISO 9000 in ISO 9004.

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.

## 0.1 Splošno

Namen teh splošnih smernic je pomagati organizacijam lokalne oblasti povezovati načela vodenja kakovosti, kot so opisana v skupini standardov ISO 9000, s prakso in terminologijo, ki se na splošno uporablja v povezavi z lokalno oblastjo.

Pričakuje se, da bodo zaposleni, uslužbenci in predstavniki lokalne oblasti sprejeli, razumeli in uporabljali kratko- ali srednjeročni razvojni plan ali program dela. Vendar pa sam plan oziroma program še ne zagotavlja, da bodo potrebe in pričakovanja lokalne skupnosti izpolnjeni, če so procesi, potrebni za uspešno izvajanje takih planov oziroma programov, pomanjkljivi ali če jih sploh ni. Izdelavo tega vodila, ki naj bi bilo v pomoč lokalnim oblastem pri uvajanju uspešnega sistema vodenja kakovosti, je spodbudila prav potreba po izogitvi takim pomanjkljivostim,

To vodilo ne zahteva zunanjega certificiranja sistema vodenja kakovosti, čeprav se lokalne oblasti lahko odločijo za pridobitev certifikata ISO 9001:2008, če želijo. Z notranjo presojo kakovosti je mogoče overjati skladnost z zahtevami skupaj z obvladovanjem reklamacij ali pritožb odjemalcev, uporabnikov, občanov in lokalne skupnosti na splošno.

## 0.1 General

The present general guidelines aim to help local government organizations relate the concepts of quality management as described in the ISO 9000 family of standards with the practice and terminology commonly employed in the local government context.

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 the 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 nonexistent. The need to avoid these deficiencies has motivated the elaboration of this guide to help local governments in the implementation of an effective quality management system,

Certification of the quality management system by external parties is not a requirement of this guide, though local governments may 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.

Na vsak sistem vodenja kakovosti vplivajo različne politike, cilji, različne delovne metode, razpoložljiva sredstva in upravna praksa, ki so specifični za vsako lokalno oblast. Zato je pričakovati, da se bodo posamezni sistemi vodenja kakovosti v posameznih lokalnih oblasteh razlikovali v podrobnostih. A pomembna ni podrobna metoda izvajanja sistema vodenja kakovosti; pomembno je, da daje uspešne, konsistentne in zanesljive rezultate. Da bo sistem vodenja kakovosti lahko pravilno deloval, naj bo čim enostavnejši. Biti mora dovolj razumljiv, da bo uresničeval politiko in cilje kakovosti lokalne oblasti.

Standard ISO 9000:2005 (Sistemi vodenja kakovosti – Osnove in slovar) navaja, da je organizacija lahko uspešna le, če je sistematično in pregledno vodena in nadzorovana. To še posebej velja za lokalno oblast, saj sta preglednost in odgovornost bistveni, če si želi pridobiti zaupanje občanov. Uspeh bo trajen le, kadar bo temeljil na izvajanju celovitega sistema vodenja kakovosti, ki bo upošteval potrebe in pričakovanja vseh zainteresiranih strani. Zato bi moral sistem vodenja kakovosti zanesljivo in uspešno lokalne oblasti zajemati vse aktivnosti in procese, ki lahko vplivajo na njeno sposobnost zadovoljevanja potrebe "odjemalcev"/občanov kakor tudi drugih zainteresiranih strani, kot so npr. regionalne ali državne oblasti.

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 may be expected that the details of each quality management systems 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 it yields effective, consistent and reliable results. The quality management system should be as simple as possible in order to function properly. It needs to be understandable enough to meet the policies and quality objectives of the local government.

ISO 9000:2005 (Quality management systems – Fundamentals and vocabulary) states that, 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 citizens are vital in order to gain their trust and confidence. Sustainable success will only result from the implementation of an integral quality management system that addresses the needs and expectations of all interested parties. The quality management system of a reliable and successful local government should therefore cover all activities and processes that can affect its ability to satisfy the requirements of its "customers"/citizens as well as those of other interested parties, such as regional or national governments.

## 0.2 Procesni pristop

Ta mednarodni standard spodbuja privzem procesnega pristopa pri razvijanju, izvajanju in izboljševanju uspešnosti sistema vodenja kakovosti z namenom, da bi se z izpolnjevanjem zahtev odjemalcev povečalo njihovo zadovoljstvo.

Da bi organizacija delovala uspešno, mora opredeliti in voditi številne povezane aktivnosti. Aktivnost ali skupek aktivnosti, ki uporabljajo vire in ki se vodijo z namenom, da omogočijo spremembo vhodov v izhode, se lahko obravnava kot proces. Izhod enega procesa pogosto tvori vhod v drugi proces.

Uporabo sistema procesov znotraj organizacije, vključno z njihovo identifikacijo, medsebojnimi vplivi in njihovim vodenjem z namenom ustvariti želeni rezultat, lahko poimenujemo "procesni pristop".

## 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 interactions of these processes, and their management, can be referred to as the "process approach".

Prednost procesnega pristopa je v tem, da omogoča nenehni nadzor nad povezavami med posameznimi procesi znotraj sistema procesov kot tudi nad njihovimi kombinacijami in medsebojnimi vplivi.

Pri uporabi znotraj sistema vodenja kakovosti tak pristop poudari pomen:

- a) razumevanja in izpolnjevanja zahtev,
- b) potrebe po obravnavanju procesov z vidika dodane vrednosti,
- c) pridobivanja rezultatov delovanja in uspešnosti procesov,
- d) nenehnega izboljševanja procesov na osnovi objektivnih merenj.

Slika 1 prikazuje model sistema vodenja kakovosti, ki je osnovan na procesih. Model ponazarja procesne povezave, kot so predstavljene v točkah od 4 do 8. Slika prikazuje, da imajo odjemalci pomembno vlogo pri določanju vhodnih zahtev. Spremljanje zadovoljstva odjemalca zahteva ocenjevanje informacij o njegovem zaznavanju, ali je organizacija izpolnila njegove zahteve. Model, prikazan na sliki 1, pokriva vse zahteve tega mednarodnega standarda, vendar ne prikazuje procesov podrobneje.

**OPOMBA:** Poleg zgoraj opisanega se lahko pri vseh procesih uporabi metodologija, poznana kot "Planiraj–Izvedi–Preveri–Ukrepaj" (PDCA). PDCA lahko na kratko opišemo na spodaj navedeni način.

**Planiraj:** Vzpostavi cilje in procese, potrebne za doseganje rezultatov, v skladu z zahtevami odjemalcev in načeli organizacije.

**Izvedi:** Izvajaj procese.

**Preveri:** Nadzoruj in meri procese in proizvod glede načel, ciljev in zahtev za proizvod ter poročaj o rezultatih.

**Ukrepaj:** Ukrepaj tako, da se delovanje procesa nenehno izboljšuje.

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.

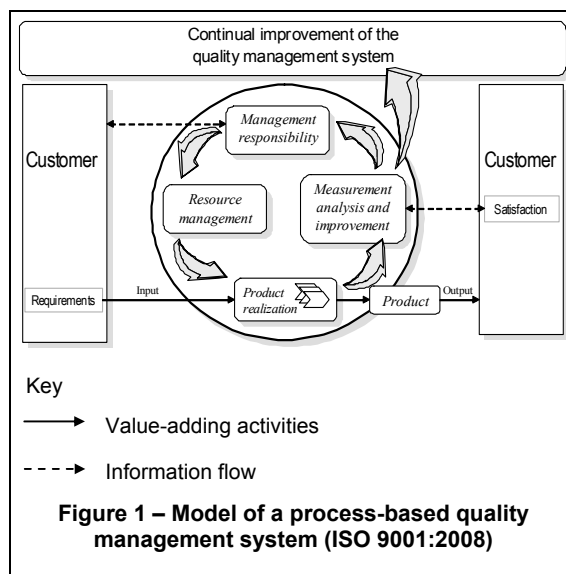
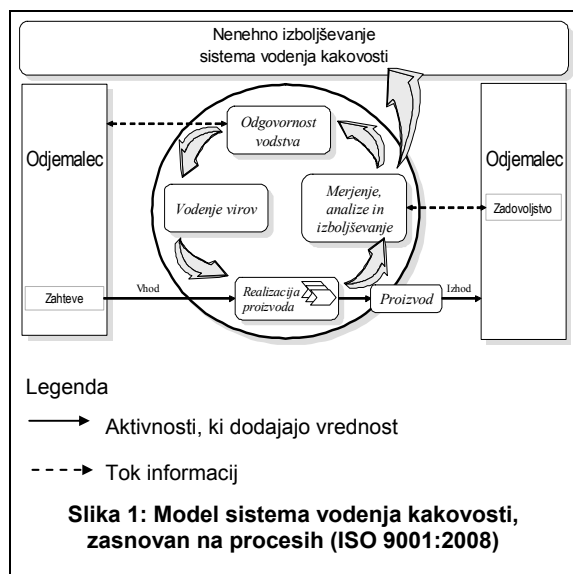
**NOTE** In addition, the methodology known as "Plan-Do-Check-Act" (PDCA) can be applied to all processes. PDCA can be briefly described as follows.

**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.



## 0.2 Procesni pristop v lokalni oblasti

Da bodo lokalne oblasti lahko sprejele procesni pristop, je pomembno, da prepoznajo različne vrste procesov, ki so potrebni za zagotavljanje zanesljivih storitev njihovim odjemalcem/ "občanom". Vključene so različne vrste procesov, od vodstvenih, poslovnih, podpornih do osrednjih procesov, potrebnih za izvajanje storitev lokalne oblasti. Za definicijo različnih vrst procesov, ki se v glavnem uporabljajo v lokalni oblasti, glej točko 3.6

Pri vsakem procesu naj bo mogoče identificirati:

- kdo je odjemalec (kdo je prejemnik rezultatov procesa). To je lahko notranji odjemalec z drugega področja iste lokalne oblasti ali zunanji odjemalec, npr. občan, ki prejema storitev,
- kateri so glavni vhodi v proces (na primer informacije, zahteve zakonodaje in/ali regulative, politika nacionalne in/ali regionalne oblasti, material, energija, človeški in finančni viri),
- kakšni so želeni rezultati (na primer, kakšne so karakteristike storitve, ki naj bi bila izvedena),
- kakšen nadzor je potreben za overjanje delovanja procesa in/ali rezultatov,
- kakšen je medsebojni vpliv z drugimi procesi lokalne oblasti (rezultati enega procesa ponavadi tvorijo vhode v druge procese).

## 0.2 Process approach in local government

For local governments to be able to adopt a process approach, it is important for them to be able to recognize the different kinds of process that are needed for them to provide reliable services to their customers/"citizens". There are various kinds of process involved, including management, operational, and support processes, as well as the core processes needed to provide the local government's services. See 3.6 for definition of the various types of process commonly used in local government.

For each process, it should be possible to identify:

- 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 service
- What are the main inputs to the process? (for example, information, legal requirements, national and/or regional government policies, materials, energy, human and financial resources)
- What are the desired outputs? (for example, what are the characteristics of the service to be provided?)
- What controls 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)?