



## Polish Experience Helps Ukraine

Over the last ten years, Polish authorities have made significant progress in local government reform specifically related to improving municipal service delivery. Such experience is very pertinent for Ukrainian local authorities, which are increasingly gaining more responsibility for the improvement of services provided to the local population. This was the pre-text for a study tour to a number of cities in Poland that was organized in April for local and central government representatives under the auspices of the People's Voice project. The delegation included representatives (mayors, deputy mayors and department heads) from all project cities - Alchevsk, Kolomyia, Komsomolsk, Lutsk, Makiyivka, and Chernihiv. Given their links to the project activities, leaders of national agencies were also invited to attend. This included Deputy Head of the State Committee for Housing and Utilities (Mr. Bilyanskiy) and the Deputy Head of the Fund for Local Governance of Ukraine (Mr. Lopatynsky). During the study tour, the Ukrainian delegation visited five Polish cities, including three modern cities with populations over 500,000 (Poznan, Wroclaw and Krakow) as well as smaller towns that are respected for their innovative approaches to city administration (Yarocin and Dzierzoniow).

The purpose of the study tour was to familiarize the representatives of local governments in Ukraine with new strategies and a range of innovative techniques and approaches in municipal development and public involvement. Throughout the study tour, special attention was paid to using tools such as strategic planning, targeted-program budgeting, quality service provision management procedures, and methods for cooperating with the media and community organizations. These new ideas will serve as a model for local authorities in Ukraine.

The delegation from Ukraine was received in each of the Polish cities by local government officials and had many opportunities to exchange ideas and engage in dia-

logue with them. The Polish counterparts were very interested in sharing their achievements, and willing to explain the "secrets of their success".

### Poznan

For two centuries, Poznan was a place of convergence of Polish and German cultures, and the city only returned to Poland after the World War I. For the last 12 years, the city has been managed by a local government that exemplifies the "post-Solidarity" mentality. This stability and continuity of government has meant steady development, improved skills for municipal personnel, and a consistent local administration policy. As a result, the city is one of the most innovative in Poland and it seriously competes with Wroclaw and Krakow for the position of the second centre of municipal

the strategic plan in Poznan aims to achieve a higher quality of life for residents of the city. The first strategy of municipal development in Poznan was drafted as early as 1994. Since then, the strategy has been regularly updated and improved by the Council for Strategic Planning, which includes influential persons with expertise in science, education, culture, economics, etc. An important component of the strategy is the formation of sector policies and the identification of priority development areas at all stages.

Two key aspects of the city's quality management system were skill development for city personnel, through a program called "Investment in People" and greater public awareness of local government activities, through public information centres, the



At Poznan City Center for Municipal Services

development in Poland (after Warsaw).

In Poznan, the Ukrainian delegation was greeted by the deputy mayor of the city, Mr. Tomasz Kayzer, who has been a deputy mayor of this city since 1990 and is one of the leading proponents of strategic planning in Poland. Mr. Kayzer described the concept and principles of strategic planning and emphasized a few key ideas, including: "a good strategy is a compromise between what we want and what we can do" and "the success of a strategy relies 30% on preparation and 70% on implementation." What is significant is

publication of informational bulletins, and the publication of brochures with information on the city budget. A visit to the *Centre for Municipal Services* left a special impression on the Ukrainian visitors. The process of providing administrative and social services in Poznan is efficiently organized, fully computerized, and very user-friendly for its clients.

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**June-July 2005**

Training for Municipal Officials in the project cities

### Yarocin

The experience of this relatively small town (only 27,000 residents) provides a positive example on how to make radical changes in the administration reform process. During the previous local government administration, the town was not very well managed. When the new team of administrators came into power, structural and organizational changes were introduced only three days after the new mayor assumed his position. Key changes are continually being introduced by this young, progressive town administration, which is open to accepting new challenges and experimenting in finding appropriate solutions to challenging problems. The town is also notable for its large number of active non-governmental organizations (NGOs). The Ukrainian delegation came to better understand how Yarocin simplified the organizational procedure for service provision and delegated some authorities and service provision functions to community organizations or private companies.



Yarocin City Mayor Mr. Adam Pawlicki with his Team

### Wroclaw

The population of post-war Wroclaw mainly originated from Western Ukraine, which resulted in a rather integrated social structure in the city. Since 1990, the city has been growing rapidly under the guidance of the same administration. The city has a very ambitious policy to surpass Warsaw in the competition for European service and investment markets. Wroclaw is actively interested in assuming the leading role in Poland as an organizer of international exhibitions. Economic development and attracting investment is clearly one of the main priorities for the city. The Ukrainian delegation was fortunate to have the deputy mayor of the city, Mr. Najnigier, chair its meeting as he has worked in the city administration of Wroclaw since 1990.

In Wroclaw, the Ukrainian delegation examined the city's strategic planning process, its financial management system, which is based on the program-targeted method, and its quality service provision manage-

ment system, which adheres to ISO 9001:2000 standards. For this city's local authority, a strategic plan is not merely an administrative instrument. Rather, it is a statement of values and a basis for creating operational programs and plans. Five-year, long-term investment plans occupy an important place in administrative planning and financial management of the city. The Ukrainian guests were also presented with Wroclaw's experience in developing a *Technology Park and Convention Bureau*, an idea likely to be adopted in many Ukrainian cities.

The visit to the *Council for Municipal Housing* was especially interesting for the Ukrainian delegation, many of whom are directly responsible for municipal service provision. This council performs strategic oversight functions for municipal housing companies and implements policies in this sector. The city still owns 1,750 houses with 16,500 apartments while residents and the "gmina" jointly own another 5,000 houses with 37,000 apartments. It is worth noting a few aspects of Poland's housing market, which are different from Ukraine's. The creation of associations of co-owners (i.e. condominiums) is compulsory if at least one apartment in a building has been privatized. Also, privatization of housing in Poland is not free of charge - a resident must pay 15% of its value to privatize a municipal housing unit.

Private administrator companies directly manage housing in the city (in the Ukrainian context, this would be called a management company). There are over 40 such administrators in Wroclaw, who are selected through a competitive process once every three years. Their functions include the maintenance of housing quality, cleanliness, and order, the provision of municipal services, rent collection, and client relations. The city has established rent rates at about US \$1 per square metre. In comparison, in Ukraine, on average, the rate is not higher than 10 cents.

### Dzierzoniow

The town of Dzierzoniow impressed its visitors with its generosity, friendliness and openness. This town of 38,000 residents has a reputation as one of the most progressive cities in Poland in the field of management. In 2000, this was the first city to introduce ISO standards in public administration. The city has undergone ISO certification twice and it has received recognition as one of the leading municipalities in Europe in this field. Moreover, the Dzierzoniow City Secretary, Ms. Ostrowska,

developed a system of personnel management and assessment. Through her experience, she has become an expert and consultant in this field for other local government administrators in Poland. Dzierzoniow has received many awards in various competitions organized by the government and non-governmental organizations. Despite the replacement of the mayor and council in 2002, this progressive direction in city administration has continued.

### Krakow

Krakow, the ancient capital of Poland, is now a modern, young city, which is ready to share its experiences with numerous groups of visitors from many countries. Krakow has been actively cooperating with many Ukrainian cities since 1991. The study tour participants were impressed by the city administration's scientific research and by the consistency in its approach to reforms. Local officials in Krakow provided a detailed overview of their city's strategic plan, which includes monitoring of service quality, coordination of development with financial planning, and preparation of targeted-program budgets. The Ukrainian delegation also learned how internal audits are conducted so that problematic areas can be identified. Visiting the *Centre for Municipal Services* allowed the Ukrainian visitors to appreciate the variety of possible methods of resolving local administrative issues. The activities of this Centre demonstrate the real priority for local government agencies - high quality and affordable services for all residents of the city.

Ukrainian specialists admitted that they had a lot to learn from the experience of Krakow in building a city administrative structure, establishing district councils, distributing powers and responsibilities, and organizing the work of local government bodies. Krakow is a true model for large cities in Ukraine in many aspects - from strategic development planning to service provision and audits.

### Conclusion

All participants of the study tour were highly appreciative of the professionalism of the Polish local government representatives as well as their openness and sincerity in presenting both their successes and problems. The general conclusion was that the tour to these Polish cities had fully satisfied their need to study and examine the best city administration experiences.

Study tour participants noted that long-term strategies for city development, which have been successfully implemented in all of the cities visited, make it possible to resolve the widest range of problems. Specifically, long-term strategies can address issues from how to attract investment to how to create comfortable housing conditions for residents. They make it possible to critically assess the current state of affairs in city administration; appreciate long-term

prospects for harmonious land development; gather tools to implement strategic objectives; to listen to and hear from the public. This practice of developing and approving long-term development strategies for cities is urgently needed in Ukraine. The Ukrainian delegation also noted the importance of a number of key tools and strategies:

- quality management systems that are in accordance with ISO standards;
- a system of selecting, training and retraining personnel;
- professional and quality city development strategies;
- program-targeted budgets;
- municipal service centers that improve service provision; and
- computerized filing and monitoring of activities on the basis of an integrated system of indicators.

The positive impressions and knowledge acquired through their visit to the Polish cities will likely have impetus for Ukrainian local government officials to implement many new strategies in their own cities. For example, under the auspices of the municipal initiatives of the People's



Ms. Wanda Ostrowska, Dzierzoniow City Secretary



Ancient Krakow - Always Young

Voice project, Komsomolsk is now working on improving its system of strategic planning by establishing a monitoring plan and coordinating it with its financial processes. Chernihiv has set a goal to develop by the end of the year a strategic development plan and to reform the housing and municipal sector by establishing competition in the housing services market. Some cities expressed their willingness to immediately begin to establish municipal service centres, which combine the functions of various current, independent institutions, to ensure the delivery of quality and efficient services to the local population.

For some, the Polish experience may seem remote given the economic problems of Ukraine. However, the rapid reforms in Poland, which recently overcame its own economic crisis, provide Ukrainian cities with a good model for how modern approaches to local government administration, in combination with professionalism and transparency, are capable of solving any problems and providing Ukrainian citizens with appropriate living standards in a democratic state.

## Komsomolsk Complies with International Standards

On its 45<sup>th</sup> anniversary, the city of Komsomolsk received a special gift. On April 21, 2005, at the ceremonial session of the city council, Mayor Olexandr Popov was presented with a certificate confirming that Komsomolsk's quality management system meets *ISO 9001:2000* international standards. Mr. Petro Kalyta, a board member of the European Quality Organization, and Mr. Olexandr Berehovenko, the head of this certification body, presented Komsomolsk with this certificate.

Compliance with *ISO 9001:2000* standards demonstrates that Komsomolsk's local government bodies use quality management concepts to provide services to their citizens. Such concepts include consumer-targeted programming, a systematic approach to management, continual perfection of its performance, and the encouragement of mutually beneficial relations between all local stakeholders.

This improved quality management system was put into operation in Komsomolsk through a project entitled "*Development and implementation of a quality management system for local self-government bodies on the basis of ISO 9001-2000 international standards*". This project was the winner of the first All-Ukrainian contest for innovative

projects in local government development. It was also supported by the International Renaissance Foundation while the Ukrainian Quality Association provided consultative support.

Many aspects of the performance of Komsomolsk's local government executive bodies improved as a result of the implementation of a quality management system based on *ISO 9001:2000* international standards.

1. Through a series of workshops and trainings held in the city, the professional level of local authorities was raised. In particular, local personnel learned about up-to-date quality management methods and about tools used to provide quality services, such as ISO 9000 standards, the total quality management model, benchmarking, etc.

2. For the first time, local self-government executive bodies conducted a self-evaluation to assess the effectiveness of their activities. These government workers examined how well they accomplished the tasks mandated to them by existing legislation as well as the duties given to them by city executive committee departments and units. Additionally, the modern concept of service provision was examined in depth and subsequently improved. Local authorities learned that

excellence in local government means that city employees do not merely *do their work and fulfill their tasks* but above all *provide services* to city residents. This self-evaluation enabled local officials to determine a list of services that should be provided to the community by local government bodies. At the moment, forty major services are included in the quality management system of the city of Komsomolsk.

3. The concept that city residents are the main clients and consumers of the services provided by local government bodies was comprehensively explored. The new information garnered through this exploration compelled the city executive committee to change their management culture and alter their organizational structure to render it more consumer-oriented.

4. A quality service provision management policy was developed and approved. The city government developed service provision methods as well as indicators to assess their quality and effectiveness. This approach to quality management enabled clear regulation of service provision and optimization of its efficiency.

The development and certification of a quality management system for local self-government executive bodies in Komsomolsk is

only one of many initiatives now being implemented in the city to increase the effectiveness of municipal administration and to improve the quality of services provided to the local community. Since the beginning of 2005, through the Peoples' Voice project, a unified city management system based on performance measurements was developed. The main goal of this initiative is to develop new performance measures while harmonizing the existing ones with the city's current management tools, which include strategic planning, a quality management system, and program-targeted budgeting.

To enhance the effectiveness of the decision making process in Komsomolsk, a monitoring and evaluation system will be formed to analyze the performance of local authorities based on these newly developed indicators. This initiative uses the experience of European municipalities in performance-



## ... and Makiyivka Strives to Meet International Standards

According to European Union principles, local government is not merely a bureaucratic institution that administers public property and makes decisions that affect local residents. It is also an organization that manages services provided to the local community, investors, and external organizations and corporations. Local government is therefore responsible to both its internal and external clients.

The performance of many local governments in Poland, Canada, the Netherlands, as well as in some Ukrainian cities (such as Berdyansk and Komsomolsk), shows that it is necessary to implement quality management systems. Such systems improve the effectiveness of service management and regulate the provision of services to city residents. Particularly efficient are those systems based on ISO 9001:2000 international standards.

Makiyivka is striving to implement these international standards to guarantee city residents a good standard of living. Consequently, under the auspices of the People's Voice project, Makiyivka has launched its first local initiative entitled "Development and implementation of an internalized quality management system based on ISO 9001:2000 standards". This project entails a thorough investigation of the existing management system and its subsequent improvement by government officials, with the support of the local community. It also entails the introduction of a new, up-to-date quality service provision management mechanism in accordance with ISO 9001:2000.

Municipal authorities have demonstrated their commitment to this project time and again. First, the 2005 municipal budget covers the costs of this initiative. Additionally, Donbass National Architecture and Construction Academy has been enlisted to take part in the implementation process. Given that this academic institution already has a ISO 9001:2000 certified quality management system for its higher education and research services, their previous experiences

will be instructive for the project implementation team in Makiyivka.

Makiyivka's first municipal initiative was launched in October 2004. To date, a diagnostic audit of local government activities was performed; trainings for managers and personnel of the executive committee of the Makiyivka city council were held; and documents for the implementation of an ISO 9001:2000 quality management system were developed and approved.

With the assistance of the People's Voice project, international experts in the development and implementation of quality management systems were engaged to support this initiative. In March 2005, Mr. Bohdan Turowski - a Polish expert and the Public Sector Director and Lead Consultant of the UMBRELLA Association of Consultants - visited the city of Makiyivka for the first time. Mr. Turowski conducted a series of seminars for city executive committee representatives and made recommendations regarding the action plan for developing a quality management system in Makiyivka.

Participation in the People's Voice project also allowed the Makiyivka project implementation team to go on a study tour abroad. In April 2005, a Makiyivka delegation headed by the city mayor, Mr. Olexandr Maltsev, visited Poland, on a study tour (see separate article on Poland Study Tour). Participants were able to examine and learn from the experiences and best managerial practices of the municipalities of Krakow, Poznan, Dzierzoniow, Wroclaw, and Yarocin.

The Polish experience in implementing reforms shows that cities are able to develop, introduce, and then certify their quality management systems as long as they have expert methodological and consultative support and the help of non-governmental organizations and the local community.

Based on the information gathered through Mr. Turowski's visit to Makiyivka and the Makiyivka team's visit to Poland, the following activities have been planned for the next few months:

based management to fashion an appropriate system for Komsomolsk. In particular, Mr. Tomasz Potkanski, an international consultant from Poland, is assisting Komsomolsk officials in examining this practice and adapting it to Ukrainian realities.

The city will soon begin a review of its development strategy for the next phase (from 2006 to 2012) and prepare its municipal budget based on the program-targeted approach. This work will be the result of the findings and recommendations made during the development of a unified, performance-based city management system.

We hope the Komsomolsk experience will be both interesting and instructive for other Ukrainian cities and will help them to build transparent and effective management systems, which are accountable to the local community and responsible for meeting its needs and demands.

- Conduct a series of workshops for representatives of both non-governmental organizations (NGOs) and local authorities;
- Organize trainings for internal auditors and then perform internal audits of the existing quality management system;
- Test the documentation component of the system and improve it;
- Gather feedback from the local community (through questionnaires, an analysis of citizen complaints and proposals, etc.) to create an effective and efficient quality management system;
- Conduct a preliminary audit of the system, analyze the audit results, and take corrective and precautionary measures;
- Undertake a certification audit of the system to receive a certificate of the quality management systems compliance with ISO 9001:2000; and
- Put the quality management system into operation.

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This newsletter is prepared by the People's Voice Project. If you wish to receive the next and all subsequent People's

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