# INNOVATION, CHANGE AND PARTNERSHIP

Perspectives on Quality Development
— Danish Cases

October 2002

MODERNISING
DANISH
GOVERNMENT

# FOREWORD

Quality development is a key concept in the Danish government's goals for improvements in the public sector. Accordingly, I am pleased, on behalf of the Danish government, to welcome you to the *2nd Quality Conference for Public Administrations in the EU (2QC).*

Ongoing quality development in public services is a key element of the Danish government's modernisation programme, the goal of which is to ensure that the public sector is open, simple and responsive, and provides value for money. The modernisation programme puts the citizen first, rather than the system. The public sector must be based on the free choice of citizens. The freedom to choose between different solutions will produce a more responsive public sector, and will contribute to raising the quality of the individual services.

Free choice must be seen as a positive challenge, and one which will promote quality development. Conscious and focused work must be undertaken on improving the quality of all public institutions. Systematic work with quality development requires that we take cognisance of the fact that quality has several dimensions. There is a particular need for a systematic effort to ensure that citizens, too, *experience* high quality in public services. To assist in this effort, the Danish government will be issuing a guide to user surveys and user consultation in the autumn of 2002.

A variety of examples of quality development in the member states of the EU and in the EU Commission will be presented at 2QC. This pamphlet contains a number of concrete Danish examples of how a hospital, a school and a tax administration, for example, have worked in a focused manner on quality development for the benefit of individual citizens and of society in general. By exchanging ideas and by allowing ourselves to be inspired by each other's good examples, we can, in partnership, help to ensure that public institutions will continue to live up to the expectations of citizens. The publication of this pamphlet should be seen as a part of this process.

I hope it will be put to active use.


Thor Pedersen
*Minister of Finance*

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# INTRODUCTION

Around 50 Danish institutions chose to submit one or more examples of their work in quality development, when asked to do so for the *2nd Quality Conference for Public Administrations in the EU* in October 2002 (2QC). The cases provided reveal a broad sample of how work with quality, organisational development and renewal is being carried on at both state and local government level in Denmark.[1]

The cases tell many different stories of how people have worked with great commitment and persistence to renew the public sector in Denmark. The cases are very different and can only show a momentary picture. Nonetheless, they give an impression of a public sector in which:

- There is a focus on becoming better at creating value for users

- It is possible to make meaningful measurements of the quality of public sector services

- Quality development, organisational development and renewal are the joint responsibility of management and staff

- It is possible to be ambitious and to do away with old ideas of how to operate a public institution

- There is a general focus on creating results and documenting them

- Systematic and persistent work is being performed on development and renewal – using internationally recognised quality development methods

- The public sector utilises recognised holistic management models.

Each of the cases presented illuminates several different aspects of the work with quality development, organisational development and renewal. To emphasise the most important common features, the cases have been used to illustrate a number of themes:

The first three themes focus on how *user consultation* can reveal the needs of users and provide inspiration in order to *develop quality in Core Services*, and how *staff involvement* can release energy and ideas on how to improve quality in practice.

Three themes focus on the holistic development of both quality, organisation and core services: The theme of *innovation* concerns institutions that have challenged themselves by introducing fundamental changes which have dramatically renewed their behaviour, organisation, physical surroundings or services. The theme of *continuous improvement* reveals examples of how systematic work with quality development can, over time, create a workplace that supplies high

quality to the users, is efficient, and is capable of working with renewal. The theme of *performance based management* includes examples of institutions that have used performance based management as the linchpin of their organisational development, quality development and renewal.

Finally, the theme of *technology as driving force* provides examples of how technology may be used as a lever to increase the institution's ability to create value in relation to the needs of its users, or increase the efficiency of its work.

As can be seen from the above, the concept of quality has several dimensions. One way to unite all the various elements of quality is to utilise *holistic quality development models*. At 2QC, a new version of the CAF model will be launched in this connection.

CAF stands for *Common Assessment Framework*, and is a new and simple quality development tool for institutions in all parts of the public sector. CAF is a joint European project, developed within the framework of the informal collaboration between the Directors General for Public Administration from all 15 member states.

CAF is constructed as a *self-evaluation tool* which makes it possible to evaluate an entire institution on the basis of nine criteria. Five criteria deal with what the institution does to achieve good results, while four criteria deal with the results the institution achieves.

CAF has several good qualities. The model is an uncomplicated tool that is free to use and can be applied even by small institutions in a single morning. CAF encompasses all facets of the institution, which helps to give a balanced picture of how the entire institution works. In contrast to many other quality development models, CAF is moreover especially adapted to the public sector. Finally, CAF enables comparisons to be made between institutions, both internally in the various countries, and across national borders. Consequently, it is hoped that application of the CAF model will bring about even more progress in work with quality development.

[1] The cases in this publication encompass all of the cases which were submitted in connection with the 2QC. The case resumés have been prepared on the basis of the institutions' own descriptions of their experiences with quality development.

# USER CONSULTATION

The public sector is there to create value for its users. Accordingly, the ability to understand the needs of users is the most important driving force in the development of the individual public institution. Legislation can only formulate general frameworks for how users' needs should be met. The individual institution must itself set the stage for how dialogue will in practice occur with users on their particular needs. They must also apply the results of this dialogue in the form of strategic plans and the plans of action, so that the needs of users determine alterations in working practices and services.

The cases indicate that the work with user consultation is based on the need to understand who the user is, whether the user in question is a patient, a patient's relative, or a caseworker in another public authority. A common understanding of "who our users are" is an important prerequisite for asking questions of the users and involving them in an appropriate manner. In practice, surveys of both users, relatives and partners are used, as well as various forms of dialogue, in order to reveal the quality of the entire sphere of activity of the institution in question.

It is possible to work with user consultation even if the institution plays an authoritative and supervisory role, or, for example, functions as an appeals body. Even if the institution, as an authority, makes decisions that are unpleasant for the public, it is possible to work on the quality of its information and guidance, the clarity of its decisions, and the general level of its service – and thereby create satisfied users.

The cases also show that it is possible to work with user consultation and user surveys if the institution is involved in administering care to vulnerable groups. In this case, both user satisfaction surveys and dialogue with relatives are used. The most important lesson here is to dare to experiment with methods of involving users in ways that are most appropriate to the users' particular needs.

## EXAMPLES OF USER CONSULTATION

## QUALITY DEVELOPMENT THROUGH USER CONSULTATION

**Johannes Hage House**
*A social psychiatric residential institution in Frederiksborg County.*
*64 residents and 140 employees.*

Johannes Hage House is a social psychiatric residential institution for citizens with psychiatric disorders. In 1999, Johannes Hage House commenced a quality development project called *Quality Development – putting the user first*, which focuses on involving the residents in developing the quality of the house's social services, practical assistance, care and activities. The background for the project was the desire to give the individual residents a sense of influence over both the content and the quality of the services they receive.

The project is based on the house's fundamental value system and ethical foundation, as well as on a survey of users and relatives, and has been utilised to develop existing services and to consider possible future services, as well as to ensure continuity between services and plans of action. The project has given rise to an altered organisation structure. The intention was to establish an organisation with a continual focus on the quality of the daily routine. This was achieved by giving both residents, staff and management a great deal of responsibility and influence over quality development, through, for example, the implementation of new measures aimed at quality improvements.

Johannes Hage House has chosen to work with the EFQM Excellence Model as its quality development tool, as well as with the concepts of *The Learning Organisation*.

## QUESTIONNAIRE SURVEY CREATES
## BETTER CONDITIONS FOR THE MENTALLY ILL

**Nørremarken**
*A social psychiatric occupational service in Viborg County.*
*68 users and 18 employees.*

Continual questionnaire surveys among users have created a basis for continuous improvement at Nørremarken – a production and service enterprise that provides pre-rehabilitation and protected employment for people with mental disorders. At Nørremarken, it is emphasised that users should experience their work as an educational process – despite the handicap that mental disorder entails.

The questionnaire results provide staff with an indication of the extent to which they are living up to the goals formulated for the company in general, its social work, and its employees. By consistently following up on these results, the quality development project has helped to give the staff of Nørremarken a better overall view of the most important focus areas in relation to the company's users. A lack of enthusiasm that, for example, was detected among new users (employees), was corrected by a systematic improvement of the introduction process.

Nørremarken's users thus make an active contribution to the definition and redefinition of activities that are necessary in connection with their work, interests and disabilities.

## IMPROVED ACCESSIBILITY IN AARHUS MUNICIPALITY

**Aarhus Municipality**
*A municipality in East Jutland with approximately 287,000 inhabitants. Between 8,000 and 11,000 citizens of Aarhus Municipality are disabled to a greater or lesser degree.*

As one of the first municipalities in Denmark to do so, Aarhus Municipality has adopted a plan of action for increasing its accessibility in a number of areas. The plan has been drawn up in close collaboration with Aarhus Municipality's Disability Council and various other interest organisations. All council departments have participated in the project.

In connection with the mapping of accessibility, local disability organisations have pointed out a number of areas that the plans of action should take account of, if the municipality is to live up to its declared aim of being available to everyone. Based on mapping and dialogue, a four-year plan of action has been drawn up which includes, amongst other things, the following initiatives:
• Improved accessibility in Aarhus City in connection with the restructuring of pedestrian streets.
• Establishment of wheelchair-friendly pay toilets in the town centre.
• Accessibility included as a parameter in the specifications of requirements for municipal housing complexes.
• Focused training and interdisciplinary theme days for administrative staff, to ensure that they have knowledge of and insight into the issue of accessibility.

## QUALITY DEVELOPMENT
## VIA OUTSOURCING DAY–CARE SERVICES

**Frederiksberg Municipality's Day-Care Centres**
*A municipality in Greater Copenhagen with approximately 92,000 inhabitants and 80 day-care centres.*

In 1998, Frederiksberg Municipality decided to carry out a quality development and outsourcing project in the child day-care area.

The municipality wished to make these services conform to a greater degree to the requirements of their users. The point of departure for the project was an ongoing identification and charting of users' wishes with regard to the quality of child-minding services. It is also hoped to create a more variegated range of available institutions. The quality development and outsourcing project is thus based on a high degree of user influence.

The tendering took place via an open EU tender involving some of the municipal day-care centres. The underlying idea of the quality development and outsourcing project is to initiate an educational interplay between the state care sector and one or more private suppliers, in order to stimulate quality development in the day-care area.

Today, about one in every 80 day-care centres has been outsourced, and one newly-founded institution in the municipality has been given the opportunity to outsource parts of its operations and services.

## STRATEGIC ENVIRONMENTAL DIALOGUE
## WITH ELITE COMPANIES

**Vejle County Council's Industrial Environment Department**
*Provides environmental approval and supervision for approximately*
*250 industrial enterprices in Vejle County. 16 staff members.*

Via a strategic dialogue on environmental issues, companies in Vejle County
have been given the opportunity of entering into partnerships with the council
that will benefit the environment. With the help of a forward-looking strategic
dialogue on environmental goals and plans, the public authorities and the
companies in Vejle have created a forum for an innovative dialogue on these
questions which can accommodate the requirements and expectations of both
sides.

Through the use of differentiated environmental control, individual agreements
and annual meetings with the companies, Vejle County Council is encouraging
companies to work towards sustainable production and open communication
with their neighbours on environmental issues. The target group is the industrial
enterprises that are subject to the Council's environmental supervision. At the
present time, strategic environmental dialogue is being carried out with 30%
of the relevant companies, three of whom have entered into formal written
agreements.

The implementation of strategic environmental dialogue has meant that the
supervisory authorities have been able to get the companies to set goals that go
beyond the regulatory requirements.

# DEVELOPING QUALITY IN CORE SERVICES

An important aspect of quality development consists of work on improving the core services that are directly related to the institution's sphere of activity and mission. Some typical questions that institutions have to consider are:

• Which services should we supply?

• Who are our users, what are their needs, and how do we know this?

• How do users experience our services, as seen from the outside?

• Which legislative frameworks must be observed?

• How do we produce these services – i.e., which working practices and tasks do we need to implement in order to supply these services to the user?

• Which other state and private institutions should we collaborate with in order to supply optimal service?

• How do the various units, staff and attitudes contribute to creating quality in performance, from the point of view of the user?

• How do we measure the quality of our services?

Experience indicates that to achieve durable results and retain a high level of quality, it is necessary to work systematically and persistently with quality development. This means that methods must be chosen which allow quality to be controlled according to particular principles (via, for example, a quality management system), which are then incorporated into the entire work of the organisation.

The cases show that in recent years, a great deal of energy has been invested in developing the quality of core services across the boundaries of organisational and institutional limits. The focus here is on developing the quality of the entire service, as seen from the users' perspective. The challenge then moves from finding your own methods of quality development to creating a common under-standing with your partners about how to develop the quality of services that arise in an interplay between several public institutions.

## EXAMPLES OF QUALITY DEVELOPMENT IN CORE SERVICES

### QUALITY–FOCUSED MANAGEMENT

**Hedelund Social Psychiatric Residence**
*An institution in Copenhagen Municipality.*
*170 residents and 140 staff members.*

Hedelund Social Psychiatric Residence embarked on a process of focused quality development in the autumn of 2001, in response to the increasing expectations and demands of the institution's partners, including the municipalities of Copenhagen and Greve, residents, patients' relatives and staff. Prior to this, a number of other measures and projects had been implemented with a view to strategic and long-term development, though not in a systematic and co-ordinated manner.

The term *quality-focused management* implies that the focus is placed on *management* as a joint, conscious task at all organisational levels: the Centre, department, staff member and resident. Quality-focused management is based on the ideas behind the EFQM Excellence Model, both as a qualitative method and as an organisational method that focuses on *the moment of truth*, i.e. the moment when the individual representative of an organisation meets a representative from its circle of contacts.

The fundamental methodological tool utilised in *quality-focused management* is *the organisational dialogue*, which, in organised and systematic form, occurs in the form of a *quality conference*. The purpose of this is to produce a quality profile for the services that Hedelund provides. This quality profile consists of a number of definitions of quality and associated plans of action. The overall quality conference at the level of the Centre led to the formulation of Hedelund's core service as *Support for coping with life*.

*Quality-focused management* is still in its introductory phase, but the first positive results have already been seen.

## QUALITY IMPROVEMENTS
## VIA NEW RESPONSIBILITIES AND ACCREDITATION

**Copenhagen Hospital Corporation (HS)**
*Provides hospital services for the citizens of the municipalities of Copenhagen and Frederiksberg, as well as specialised treatment on a national and regional basis. Approximately 6,000 beds, with 1,300,000 bed days and 1,050,000 out-patient services per year. Approximately 20,000 employees.*

For seven years, Copenhagen Hospital Corporation, which encompasses six hospitals, has been introducing radical changes in the overall allocation of responsibilities, and has, in extension of this, carried out focused, quality-enhancing efforts that have had a considerable impact on the daily working practices of individual members of staff. Better quality has already been achieved in many areas, and the process is continuing. Greater coherence has been created across the boundaries of the organisation, between organisational levels and across professional demarcation lines. Moreover, an ability to adapt and change has been created – an ability which will be needed, as there is still a need for alterations and adjustments to new requirements.

The new organisation was set up in 1995 as an element of the Copenhagen Hospitals Plan 2000 (Sygehusplan H:S 2000). This plan was based on two overall aims:
- To consolidate the treatment of ordinary illnesses, and to do this at the local level
- To concentrate highly-specialised functions at one hospital.

As the implementation of the new organisation neared completion, the need arose among management and staff to formulate a new vision/goal/plan. On the basis of a preliminary analysis, it was decided to apply for accreditation from Joint Commission International Accreditation. The work with accreditation has meant that quality and quality improvement are now given far greater attention by managers and staff, and that there is an increased focus on goals and indicators and on the adaptation of working practices, as well as on greater interdisciplinary co-operation. All six hospitals achieved accreditation in April 2002. Copenhagen Hospital Corporation is preparing for a new accreditation visit in 2005.

Despite initial scepticism on the part of some staff members towards the concept, several have now openly declared that they have ceased to oppose the plan, and have begun to see its possibilities.

## QUALITY DEVELOPMENT IN SCHOOLS

**Frederiksberg Municipality Schools Department**
*A municipality in greater Copenhagen with approximately.*
*92,000 inhabitants and 10 schools.*

Frederiksberg Municipality Schools Department has prepared a plan of action for quality development covering all ten of its schools and after-school clubs. Via user involvement of the various parties concerned with schools, the municipality has created ownership to implement its plan of action in the individual schools and after-school clubs. General objectives and criteria have been established for the schools, as well specific ones for special teaching, content description for after-school clubs, and introduction to school. By laying down these objectives and criteria, it has become possible to transfer the actual management to the individual schools.

A number of working groups have been set up, and have produced a paper, *2000-2004 – high-quality community schools with a local profile*. The paper describes the skills that pupils are expected to have achieved in Danish, mathematics and IT, as well as in personal and social skills, by the end of the 2nd, 6th and 9th grades, respectively. The experience gained in developing the specified skills is evaluated. Reports must also be prepared with concrete recommendations, which will be incorporated into the follow-up of the individual school's plan of action.

Work is still being done on improving the qualifications of the management of the schools and after-school clubs, so as to equip them to tackle these challenges. Emphasis is placed on the manager's role in personnel management as well as his or her role as initiator/sparring partner, etc., in the development of the school.

As an element in the project, information brochures are being issued for both teachers, child pedagogues and parents, publicising the Schools Department and its activities.

## BEST PRACTICE AS A PROCESS TOOL

**The National Board of Industrial Injuries**
*A board under the Danish Ministry of Employement. Deals with approximately cases of 40,000 work-related injuries annually. 190 employees.*

With the help of ongoing quality assessments and regular reports to the case-producing offices, the National Board of Industrial Injuries has succeeded in achieving significant quality improvements – especially with regard to explaining the reasons for its rulings. Moreover, the National Board of Industrial Injuries has succeeded in reducing the number of rulings that have later been subject to alteration by the National Social Appeals Board. For almost ten years, the National Board of Industrial Injuries has utilised quality assessment as a important part of its quality development process, and has since 1999 followed the principles of the EFQM Excellence Model, e.g. by formulating self-evaluation models both for the institution as a whole and for the various parts of the organisation. Every year, the National Board of Industrial Injuries receives up to 40,000 new reports of a relatively uniform type. The decisive element in improving the quality of case processing has been the use of *Best Practice* as a process tool. *Best Practice* consists of a detailed collection of rules, originally prepared by staff from those offices that achieve the best results in quality assessment. It describes the indispensable requirements for high-quality, efficient case processing. These have now been made available in electronic form.

Quality assessments are utilised as a strategic control tool, in order to reveal whether *Best Practice* has been implemented in the organisation. The quality assessments are based on user-partner surveys, which have helped to provide precise information on the opinions of users with regard to the case processing of the National Board of Industrial Injuries.

## A COMMON LANGUAGE OF QUALITY
## IN THE DANISH BROADCASTING CORPORATION (DR)

**DR Radio**

*Part of the Danish Broadcasting Corporation (DR), an independent state company. Supplies public service radio programmes. Financed by license payments. 1,000 employees.*

DR Radio has had success in creating and incorporating a joint *quality profile* that makes it possible to draw up concrete goals for the quality of any programme, and to evaluate whether a programme conforms to the desired quality. The joint *language of quality* has to an increasing extent been incorporated into DR's editorial work, and has also been included in a web tool that is used to develop new programmes. Staff from all departments of DR Radio have participated in the development of this *language*.

It had earlier proved impossible to unite the various concepts of quality that exist in an organisation as diverse as DR Radio, with its many channels and departments. Now, with its new quality concepts, DR has succeeded in creating a language that both encompasses diversity while at the same time giving a precise picture of the goals for each individual programme.

One strength of this quality tool is that it is both simple and graphic on the one hand, while on the other hand it encompasses great depth and subtlety. This makes it possible to tell an otherwise highly complex story about quality in a very simple and comprehensible way.

The tool has helped DR Radio to create a work culture and a united organisation with a very strong focus on its products. There is also a great feeling of ownership among the staff of DR Radio towards the system.

## QUALITY DEVELOPMENT IN THE NATIONAL BOARD OF HEALTH VIA ACCREDITATION

**The National Board of Health in Southern Jutland County**
*The project encompasses a total of approximately 5,000 staff in the three sectors covered by the KISS project.*

Until the late summer of 2003, Southern Jutland County's four somatic hospitals, together with the Graasten Arthritis Hospital, Aabenraa Municipality, and a number of general practitioners, will be carrying out the accreditation and development project *Quality in the Southern Jutland Health Service* – known as KISS.

The project is being carried out in collaboration withthe British quality development organisation Health Quality Service.

KISS's characteristics:
- Cross-cutting collaboration between sectors
- Quality development of the interface when a patient is transferred from one sector to another.
- Specialist training for professionals to enable them to assess health service quality in hospitals, in the municipality, and at GPs' surgeries.
- Cross-border collaboration in quality development with the St. Franziskus Hospital in Flensborg, Germany
- Participation of private partners such as ISS, Falck, etc.

In August 2002, the quality of all of the organisations will be assessed via self-evaluation. Collaboration takes place in all dimensions within the individual organisations and across traditional sectoral boundaries in the health service, with the aim of achieving the international stamp of quality – accreditation.

## FASTER WITH NEW STATISTICS

**Statistics Denmark**
*A board under the Ministry of Economic Affairs and Industry*
*Collects and publishes statistics on social conditions. 424 man-years.*

The mission of Statistics Denmark is to collect and publish reliable statistics on social conditions, which form an important prerequisite for the functioning of democracy and the national economy.

Statistics Denmark controls and develops its organisation via its goals and results orientation, through which long-term objectives are annually formulated as concrete goals at the level of the individual institutions, departments and offices. One of the highest priorities for a number of years has been to reduce the statistics processing time, so as to provide users with access to the statistics as quickly as possible. The processing time is the time that elapses between the time of collection and the publication of the results.

Efforts to reduce processing times have primarily been aimed at internal production times. As Statistics Denmark is often dependent upon a number of external data suppliers, these efforts have also included initiatives aimed at the critical external links in the chain.

The means of effecting this reduction have encompassed both a number of technical methods, such as the development of new data models, new IT systems and focused error checking, and the encouragement of greater awareness and attention throughout the organisation towards the importance of more rapidly produced statistics. Developments in processing times are calculated and reported on an ongoing basis, in order to enable checking and following-up.

The focused efforts and monitoring have produced distinctive results, in the form of a marked reduction in processing times in the period from 1994 to 2001. The reduction in processing times, of between 28 and 44 percent, has been especially due to a reduction in the time required for internal data processing and printing.

## QUALITY MANAGEMENT SYSTEM
## GUARANTEES STUDENTS A RECOGNISED EDUCATION

**The Naval Technical School**
**Damage Control Course**
*A special school under the Navy, which is a part of the Danish Defence Forces. The school's task is to train naval military personnel and civilians in the techniques of damage control. 30 employees.*

At the Naval Technical School's Damage Control Course (SHS), systematic quality management ensures that the school's students receive an internationally-recognised education which may be directly utilised in the civil sector. The quality management system was approved at its first audit. SHS decided by itself to begin the introduction of a quality management system before the final decision on this had been taken at a higher level. As a result, SHS is likely to be a pioneer for the entire Naval Technical School and for the Naval Academy.

Despite the relatively short time that the quality management system has been in operation, its value has already made itself felt at SHS. Clear procedures have been worked out for all working practices, i.e. course descriptions, function and job descriptions, course planning, student evaluations and exceptions. If a problem arises, the reason can immediately be identified, and the fault corrected.

## CONSISTENT DATA REGISTRATION IMPROVES THE TREATMENT OF PATIENTS WITH HEART CONDITIONS

**Fredericia Hospital**
**Pharmaceutical Department**
*A hospital in Vejle County. A total of approximately 600 staff and 9,000 in-patients, as well as approximately 36,000 out-patient visits yearly. The project encompasses only patients admitted with coronary thrombosis.*

A quality assurance project at Fredericia Hospital has improved the treatment of patients admitted with coronary thrombosis. By continually comparing data on *door to needle time*, Fredericia Hospital ensures that patients receive optimal treatment within a particular period. At the same time, the data gathering process provides an opportunity to identify other critically important focus areas.

A form is included in the case notes of patients admitted with chest pains which is continually updated during their stay in hospital. The hospital has laid down a number of quality goals for treatments, including the requirement that patients be treated within 30 minutes of their arrival in hospital. A *control chart* is calculated every year in order to assess the quality of the treatment carried out.

The results show that Fredericia Hospital is capable of meeting its goals, and that the work with quality assurance has resulted in a considerable improvement in treatment.

## NEW METHODS OF INTEGRATING IMMIGRANTS AND REFUGEES

**Høje-Taastrup Municipality**
*A municipality in Greater Copenhagen. Approximately 50,000 inhabitants, of whom approximately 3,800 are immigrants and refugees. The project encompasses 137 refugees and immigrants who have been resident in Denmark for up to 10 years.*

Høje-Taastrup Municipality has with great success tested new methods for the integration of immigrants and refugees into the labour market. The background for the project was the government objective to make it possible for refugees and immigrants to utilise their qualifications and resources in the Danish labour market.

Project *Resource Base 2000* was launched as a collaborative effort between four municipalities, of which Høje-Taastrup Municipality had achieved the best results when the project was completed. To help in the implementation of the project, the municipality employed a job consultant, who was given the task of finding new methods to get more immigrants and refugees into the labour market. Today, this job consultant is permanently employed by Høje-Taastrup Municipality, and the number of refugees and immigrants entering the labour market is constantly increasing.

Via *Resource Base 2000* Høje-Taastrup Municipality has acquired new knowledge about some of the conditions that lead to successful activation.

The point of departure has been the resources of the individual, and good contact with the business community. Moreover, following up during the entire process, both in relation to the person concerned and in relation to the company, has turned out to be extremely important if permanent employment is to be considered at a later stage. The municipal subsidy, too, has had a certain signifi-cance for the companies, as they are required to make special considerations in connection with these employees. The special strength of *Resource Base 2000* has been that the companies are given the opportunity to test a person's qualifi-cations free of charge via a work experience programme.

The project has received an award.

## COLLABORATION BETWEEN BUSINESSES AND THE STATE CREATES MORE WORKPLACES FOR THE VULNERABLE UNEMPLOYED

**The Labour Market Centre**

*A unit of Horsens Municipality in East Jutland. Promotes the concept of "The inclusive labour market" in Horsens Municipality. Enters into approximately 780 workplace contracts annually. Approximately 10 employees.*

Taking its inspiration from the concepts behind *"The Inclusive Labour Market – prevention, retention and integration"* – Horsens Municipality launched Project Workplace as a collaborative venture between the labour market parties (the confederation of Danish Trades Unions (LO) and the Danish Employers' Confederation (DA)), the trade unions and the Public Employment Service (AF) in order to safeguard the greatest possible level of self-support among those unemployed persons, who, besides their unemployment, have other problems. The project is also intended to help companies prevent their staff from becoming burnt out, and to retain staff members who may find themselves in a vulnerable position (due to, for example, illness).

A central principle of the project is that the system must be uncomplicated and clear for all parties. Emphasis is moreover placed on the re-use of existing knowledge and experience.

The project's results have so far been positive. In the collaboration between Horsens Municipality and the companies to date, 341 agreements were entered into in 2000, and 388 in 2001. A good level of co-operation has been established with a wide range of companies, and partnership agreements have been entered into with, amongst others, Danish Crown and Bilka.

The project will be extended by implementing the experiences gained from these pilot projects on a large scale, in such a way that all of the involved parties will be able to contribute their expertise.

# STAFF INVOLVEMENT

Quality development, organisational development and renewal have become the joint responsibility of both management and staff. Staff today constitute one of the most important driving forces in the work of restructuring public institutions. Staff are willing to take on responsibility and to contribute with their energy and knowledge whenever management dares to draw up new co-operative frameworks. This is illustrated by many of the cases collected in this publication.

Such new frameworks for co-operation can be created not only by inviting staff to take part in a dialogue, but also by transferring the responsibility for carrying out the developmental work to staff in the form of, for example, project groups. Such confidence between management and staff must naturally be grounded in a good internal climate of co-operation. The cases provided here show that staff involvement can occur in many different forums.

The cases also show that when staff are involved in developmental work, the recognition of the need for change occurs during the course of the work. When the opportunity for exerting influence exists, staff take on greater responsibility and function as ambassadors for the necessary changes. If the institution in question supplies person-based services, the quality of which is very much determined by attitudes and behaviour, then it is especially important that staff are directly involved in the quality development work.

EXAMPLES OF STAFF INVOLVEMENT

## DENMARK'S BEST LIBRARY FOR THE BLIND
## — SUCCESSFUL RESTRUCTURING

**The Danish National Library for the Blind**
*A company under the Danish Ministry of Culture. Develops, produces and publishes information in media that can be read by the blind or visually impaired. Approximately 90 employees.*

In 1998, in connection with a change in technology, the Danish National Library for the Blind launched a restructuring process entitled *Set the values free.* This process succeeded in turning a production-centred and rule-bound organisation into a work culture characterised by knowledge, a high level of technology, and fruitful cross-cutting co-operation across the old boundaries.

During the process, considerable attention was devoted to the fact that comprehensive changes can bring insecurity and cause confusion for staff. But despite the comprehensive changes, a marked fall in absences due to illness was recorded. Genuine employee influence, the extensive development of personal psychological skills for all staff members, and the provision of comprehensive information, have all been significant factors in the project's success. Among the results of *Set the values free* has been a much better level of internal communication and dialogue, and the allocation of many more staff members to information tasks, also externally.

The *Set the values free* project has achieved a great deal of recognition, also in the outside world. The library has, amongst other things, been invited to provide advice in connection with the publication of a handbook on the psychological working environment, and has been named European *Model of Good Practice* in relation to the working environment. The library has also received a prize from the Union of Commercial and Clerical Employees/Municipal Library Committee, partly for its great efforts on behalf of the blind, and partly for its very considerate handling of the restructuring process and its progressive personnel policy.

## GREATER EFFICIENCY IN THE SURGICAL DEPARTMENT VIA ORGANISATIONAL RESTRUCTURING

**Silkeborg Central Hospital**
**Department of Anaesthesiology**
*A hospital in Aarhus County. Supplies anaesthesia and pain therapy to other departments. 1,000 employees, approximately 6,500 operations annually.*

Via their participation in SUS – a joint project between the Danish Nurses' Organisation, the Danish Association of Junior Doctors, the Danish Trade Union of Public Employees, the Danish Federation of Municipal Employees and the Association of County Councils – the surgical department of Silkeborg Central Hospital has achieved a considerable increase in the efficiency of their working procedures and knowledge sharing. One very concrete result of this is that more than one patient per day can now be operated on, using the same workloads and personnel as before.

The overall aims of the project were to create greater flexibility and efficiency in the work, better skill enhancement for all staff, and increased enthusiasm for the work, and to ensure that patients saw as few but as specialised staff as possible. The establishment of interdisciplinary clinical operation teams was a linchpin in the project.

The participation of all personnel groups in the department was sought during the organisation of the project. This has helped to create broad commitment and ensure that information on the project's content and goals was made available to all staff. At the start of the project, the entire staff helped to select the issues which were to be worked on. During the project, five theme groups were established to discuss the selected issues.

## DESIRE FOR CHANGE AND FOCUS ON MANAGEMENT

**The Court Administration and the Danish Courts of Law**
*An independent unit under the Ministry of Justice. The project encompasses 88 institutions (ordinary courts, city courts, etc.) under the Court Administration. Exercises judicial authority. 2,500 employees.*

In 2000, the Court Administration began a change and renewal project for the Danish courts. This has already produced positive results in the form of increased productivity, and, in particular, much greater interest at the Danish courts of law in working with development and management.

To begin with, the Court Administration invited managers to participate in the formulation of a new vision and new strategies for the courts of law. A draft plan was discussed with more than 500 members of staff at regional seminars, where it became clear that staff, too, understood the need for renewal and change. With the formulation of a joint vision, values, objectives and overall strategies, the direction and standards for the coming years' developmental work were determined. All managers were then invited to draw up their own plans of action, outlining the concrete measures that each individual manager was prepared to undertake in order to meet the overall objectives. The actual results, in relation to the plans of action, would be documented in managerial accounts for each institution.

Encouragement to work with change and management has been at the core of the courts' project goals, for which many managers have shown both great enthusiasm and impressive drive.

## ORGANISATIONAL DEVELOPMENT IN MUNICIPAL DENTAL CARE GETS TOP MARKS

**Frederiksberg Municipal Dental Care**
*A unit under Frederiksberg Municipality in Greater Copenhagen*
*Supplies free dental care and treatment for approximately 13,500 children*
*and young people under the age of 18 in the municipality. 46 employees.*

In 1998, on the basis of the political desire to see modern market mechanisms applied to public institutions, Frederiksberg Municipal Dental Care (which, ever since its foundation in 1910, has tried to set a pioneering example in the area of children's dental care), launched a combined organisation development project called FUTURA.

The FUTURA project is about innovation, change and partnerships, and encompasses benchmarking with private companies, the introduction of competitive parameters, and increased efficiency. The project has first and foremost helped to consolidate staff commitment, thereby creating renewal and change. It has demonstrated that previously unknown and unused staff resources can be released, and has produced a stronger staff, capable of meeting new challenges, identifying problems and proposing solutions.

The FUTURA project has resulted in very high levels of user and staff satisfaction, as well as increased efficiency.

## QUALITY IMPROVEMENTS OF CO-OPERATIVE RELATIONSHIPS VIA EMPLOYEE SATISFACTION SURVEY

**Centre for the Inclusive Labour Market**
*An independent institution under the Danish Ministry of Employment. Support efforts to promote a more inclusive labour market and encourages social responsibility in companies. 18 employees.*

An employee satisfaction survey at the *Centre for the Inclusive Labour Market* has placed the spotlight on strategically important focus areas for the improvement of the centre's working environment. The employee satisfaction survey is an element in the Centre's quality development process, which is inspired by the EFQM Excellence Model. The quality development work has also included the formulation of the Centre's mission, vision and fundamental value system, in order to illuminate where the Centre wants to go, and why. The Centre has formulated a personnel policy which establishes a framework for how staff resources should be utilised in the daily work, and the values that the Centre desires to promote as a workplace.

The 2001 employee satisfaction survey was based on a desire to document the level of satisfaction of the staff with their workplace, and to investigate whether the visions of the personnel policy had been realised in practice. To initiate the survey, all staff participated in determining which subjects were most relevant to a survey of employee satisfaction. The results of the survey were presented and subsequently discussed at a common meeting, and a number of improvements were set in motion.

In the Centre's work with quality development, the dialogue between its board, management and staff has been crucial in securing ownership and support for the measures involved.

THE EFQM EXCELLENCE MODEL
AS A QUALITY DEVELOPMENT MODEL

**Kragskovhede State Prison**
*An institution under the Prison Service, which is part of the Ministry of Justice. An open state prison for male prisoners. 158 inmates and approximately 115 employees.*

Kragskovhede State Prison has been working for several years on introducing restructuring and processes of change. This work has been initiated in the light of a national restructuring of the Prison Service, from strong decentralisation and top-down management, to decentralised management and management by goals and frameworks. Result contracts are now a management tool used by the entire Prison Service. Kragskovhede has in addition decided to work according to the EFQM Excellence Model, so as to enable it to perform conscious work on quality development.

Kragskovhede has chosen to work in project groups, which has led to a high level of information and commitment in all staff groups. The staff have themselves formulated principles for good management and the visions that should apply to the individual focus areas. At the same time, all staff members have been trained in quality development and to consider all matters in relation to the EFQM Excellence Model.

The analysis of results according to the EFQM Excellence Model has focused on whether the results justify the efforts put in. Through greater training in evaluation and result-orientation, Kragskovhede will become better at phasing out activities that fail to live up to efforts or that do not result in improvements.

# INNOVATION

A welfare society under constant development needs to renew its public sector as the requirements of society and the users change. Most public institutions work with renewal in the form of continuous improvement. More and more institutions, however, are embarking upon more innovative projects to create radical degrees of renewal.

The need for innovation in these examples is based on the desire to create greater value for users and partners, and on recognition of the fact that this increase in value cannot take place within the existing frameworks. Both management and staff have in this connection experienced situations in which none of their previous experience could help them to make the right decision. It takes courage to embark on a process of rethinking your fundamental role and behaviour, and to dare to initiate large-scale organisational changes. Often, inspiration for new routes and solutions can be found in other parts of the public sector, in the private sector, or in other countries.

The cases show that this kind of radical renewal implies considerable alterations in daily routine (new working practices, new co-operative relationships, new physical frameworks, skill enhancement of management and staff) if the renewal is to be realised in practice. A major effort is required from both management and staff, who must take part in the process of change while simultaneously performing their daily duties. Innovation means changing attitudes and discarding old habits and familiar working relationships. It also requires that both management and staff are capable of coping with the many open questions and insecurities that will arise along the way.

## EXAMPLES OF INNOVATION

## PARTNERSHIPS TO ENSURE QUALITY DEVELOPMENT

**The National Directorate of Labour**
*A board under the Ministry of Employment. Administers the Unemployment Insurance Act, the Holiday Act and the Flexible Employment Act. Approximately 170 employees. Received the "On the Way" award in the 2001 Public Sector Quality Prize competition.*

In 1999, the National Directorate of Labour, which has worked with the EFQM Excellence Model since 1998, entered into a partnership with the Danish unemployment insurance funds and the Unemployment Insurance Funds' Association to ensure the well-functioning administration of the Danish unemployment insurance system.

The purpose of this partnership, which is of strategic importance for the mission of the National Directorate of Labour, has been to motivate the unemployment insurance funds to work more systematically with quality improvement, in order to prevent errors. One of the consequences of this partnership has been that the National Directorate of Labour's role as supervisory authority has become supplemented with a new function as partner.

The partnership with the Unemployment Insurance Funds' Association has, amongst other things, brought about collaboration on the implementation of systematic benchmarking among the unemployment insurance funds. Within the National Directorate of Labour, benchmarking has resulted in new, cross-cutting co-operative relationships, and has supported the general development of the organisation.

The partnership has helped to create value for the National Directorate of Labour and its partners by, for example, reducing the number of errors made by the unemployment insurance funds' in cases connected with availability for work, and improving the quality of their rulings.

In 2001 the National Directorate of Labour received the "On the Way" award in connection with the Danish Public Sector Quality Prize.

## CONTROL IS GOOD — CONFIDENCE IS BETTER

**The Danish Commerce and Companies Agency**
*A board under the Ministry of Economic Affairs and Industry.*
*Ensures openness in company affairs via registration and publication.*
*Approximately 170 employees.*

The organisational structure of the Danish Commerce and Companies Agency has been fundamentally altered in recent years. The classic professional hierarchies have been replaced by a new and far more flexible organisation with fewer formal structures and more cross-cutting networks. The new organisational structure is partly based on a central structure that ensures rapid, flexible and efficient performance of operational tasks, and partly on an almost virtual project organisation, which primarily takes care of developmental tasks. The new organisation and culture that have been developed in this way have markedly improved the Agency's results in the form of increased productivity, fewer errors and greater customer satisfaction.

Formerly, bottlenecks could frequently arise, as several tasks could only be undertaken at one place in the organisation. This meant that the organisation was badly geared to handle changes in requirements from companies and the political leadership. The key to improvement has been to create flexibility, and to invest in professional development in networks.

Key focus areas/learning nodes:
- Break down the professional barriers
- Control is good, confidence is better
- Put the customer in the centre
- All change is difficult
- Accept faults
- Patience is a virtue.

The results of the Danish Commerce and Companies Agency's process of change have been clear: Productivity in connection with the registration of new companies – one of the Agency's core areas – has grown by 230%, while case processing times – the customers' first priority – have been reduced by more than 80%. Throughout the restructuring process and afterwards, the Agency has evaluated the new organisational form and has, on an ongoing basis, collected experiences so as to allow adjustments to be made. A vital lesson has for example been learned about the importance of distributing professional specialised knowledge in several centres. The breaking-down of professional barriers has, amongst other things, meant that final quality control is no longer the responsibility of a single person. It is the experience of the Agency that staff respond readily to being shown this kind of confidence.

## THE ADMINISTRATION HAS BEEN ABOLISHED, THE BOSSES HAVE BEEN SENT AWAY, THE HIERARCHIES HAVE BEEN BROKEN DOWN

**Christiansfeld Municipality**
*A municipality in Southern Jutland. Approximately 9,800 inhabitants, and around 700 employees.*

Increasing expectations on the part of the municipality's citizens towards council services have caused Christiansfeld Municipality to undertake comprehensive modernisation. This has resulted in a new and revolutionary municipal organisation which has no departments or department heads. The individual operational units possess a considerable degree of self-government, and work in a decentralised way within the municipal organisation, reporting directly to the board of management. Policy committees are served by the operational units directly.

An organisational change of this size has been a demanding process. The process has been characterised by a detailed time schedule, the formation of ad hoc working groups, and the working-out of basic working methods and responsibilities. The organisational structure has altered from one that was highly function-determined to one that is to a greater extent based on cross-cutting processes. Working procedures have been made more flexible, and are now characterised by network relationships and project-based work forms. Electronic document processing has also been introduced.

The modernisation project consisted of the following phases:
• Breaking down of the old organisational structure
• Building up a new managerial and organisational structure
• Analysis of working practices and the learning and the implementation of new work methods
• Introduction of electronic document processing
• Focused management development
• Locating IT workplaces for politicians at their home addresses.

In this way, focused, municipal quality development work has done away with the traditional hierarchic and bureaucratic organisation patterns in the municipality. The project is based on sound Danish traditions of collaboration and staff involvement.

## EXCELLENT COMPANY MANAGEMENT

**The Public Employment Service Ringkøbing County**
*One of 16 regional public employment services under the National Labour Market Authority, which is a component unit of the Ministry of Employment. Provides employment services, information and guidance, activation of the unemployed, business services and services required by law. Approximately 120 employees. Received the Public Sector Quality Prize in Denmark in 1997.*

Ringkøbing Public Employment Service (AF) has been working systematically and ambitiously for more than ten years with quality development and learning, and is today one of the best-run public bodies in Europe. This is demonstrated by, amongst other things, the fact that the organisation was awarded a prize in the European Quality Award competition in 2000, and won the Public Sector Quality Prize in Denmark in 1997.

Ringkøbing Public Employment Service has utilised the EFQM Excellence Model systematically since 1997, and also makes use of the principles embodied in the Learning Organisation. Over the years, the region has introduced a number of innovative measures which have helped to influence the development of the entire Public Employment Service in Denmark. The region is also a pioneer with regard to the systematic measurement of results, and the ongoing improvement of these. The entire developmental process has grown out of a constructive interplay between management and staff.

In recent years, Ringkøbing Public Employment Service has, amongst other things, given greater priority to developing staff skills, and has in this connection introduced a skill enhancement network involving a number of regional companies with great competence in this area. The network is the first of its kind in Denmark.

The organisation's willingness to embrace change was seriously put to the test during the implementation of the national IT system, Amanda, which turned out not to live up to expectations. Nonetheless, Ringkøbing Public Employment Service was capable of maintaining a very high level of productivity in a practically chaotic situation. The reason for this lies in the region's ability to handle changes.

## SKUB — CHILD-CENTRED SCHOOL DEVELOPMENT

**Gentofte Municipality**
*A municipality in North Zealand with approximately 68,000 inhabitants.*
*The project involves 11 schools and has a budget of DKK 615 million.*

Gentofte Municipality is implementing a development project called SKUB (School development and enhancement), aimed at creating better schools for the municipality's children.

SKUB puts *the Child in the Centre*. Children have to work with things in order to learn. Accordingly, it is the child that sets the goals for its own learning process, asking questions, seeking knowledge, and developing itself in accordance with its own stage of development. This marks a break with the well-known physical framework – the classroom – for several reasons: firstly, because the children may be at different stages of development in different subjects (for example at 6th grade class level in mathematics but at 4th grade level in Danish, even though the child, according to its birth certificate, should be in the 5th grade); and also because the children seek out knowledge all over the school: in the library, in the multi-media room, in the workshops and via the IT facilities; and finally because they seek out knowledge from different teachers, who have different talents and skills. In the middle of all this dynamism there is a need for security, so the children have both a personal home area and a home territory that forms a backdrop to the planning of the day's learning programme by the group, the children and the teachers. Every child also has his or her own locker.

SKUB is highly process-oriented. No changes occur until all the figures close to the children – teachers, after-school club staff and parents – participate in and support the proposed development. Accordingly, the process begins with a dialogue with all the involved persons about aims and means. This dialogue is so responsive that it leads to different results in different schools, as can be seen by looking at the schools in Maglegaard, Tjørnegaard, Hellerup and Gentofte.

SKUB as a project organisation consists of municipal employees who collaborate closely with consultants attached to specific tasks. Building projects are carried out via *partnering* with the construction contractors, so that these energies, too, can be used to find solutions.

The results of SKUB have up till now been positive, and have been met with satisfaction by pupils, parents, teachers and after-school club staff. A number of alterations have been introduced, including the refurbishment of schools and the introduction of new working practices, which are most visible in the new school in Hellerup.

# CONTINUOUS
# IMPROVEMENT

Continuous improvement is a cornerstone of the work with quality development. The cases include institutions who have made a conscious choice to undertake renewal, and who have worked persistently over a number of years to improve both their results and their efforts.

The perseverance and willpower of management is decisive for an organisation's ability to continuously maintain a focus on new opportunities for renewal. The cases indicate that it requires effort to incorporate a culture of improvement and to find methods of improvement that will suit the individual workplace. The management will need to define its role in a new way and incorporate a culture of improvement into its daily leadership. Often, recognised management models and quality development methods are selected as the basis of the new leadership.

The cases show that the process can be a long haul, involving a protracted period of work with many improvements. Outwardly, users and partners see many ongoing adjustments and renewals taking place which may not be seen as very significant over time, precisely because they are introduced on an ongoing basis. These changes arise whenever the organisation is ready for them. Experience indicates that over a number of years, organisations with a culture of improvement can create outstanding results, achieved via many small steps.

EXAMPLES OF CONTINUOUS IMPROVEMENT

## A JOINT ORGANISATION MODEL
## AS A FRAMEWORK FOR QUALITY DEVELOPMENT

**Aarhus County Council**
*Aarhus County Council serves 640,000 inhabitants of East Jutland.*
*250 institutions and approximately. 22,000 employees.*

Aarhus County Council has been working systematically for several years on quality development and documentation, within the framework of the *Aarhus County Council organisation model*. This organisation model is based on the principles embodied in the EFQM Excellence Model, as adapted to the council's special tasks. The use of the model makes it possible to see quality development in the council's services in a larger, holistic perspective. It also promotes dialogue both internally, and externally, in relation to politicians, partners and citizens.

Across the boundaries of the organisation, the *Aarhus County Council organisation model* today forms a common language of management, partnership and control. It makes it possible to follow up on goals, quality and economy at all levels in the organisation, thereby ensuring more efficient management and consolidating the organisation's ability to cope with innovation, change and partnerships. Within the framework of the organisation model, the individual operations areas also work on the development of a fundamental value system and on initiatives within "soft" areas, such the development of a work culture, etc.

The work with the *Aarhus County Council organisation model* has continued over several years, and has provided a basis for the launch of a wide range of initiatives.

Drawing inspiration from the EFQM Excellence Model, Aarhus County Council has developed a self-evaluation system to support its component institutions which is utilised in connection with the Aarhus County Council Prize. This prize has been awarded every year since 1997 to an institution that has made special efforts towards fulfilling the county council's quality policy and the aims of the organisation model. The panel of judges consists of a special group of representatives drawn from user organisations, the regional news media, Aarhus School of Business and the Centre for Management.

## RADAR AS A BASIC METHOD IN QUALITY DEVELOPMENT

**The Danish Inland Revenue Department**
*A board and 8 regional administrations under the Ministry of Taxation.
In 2002, 29 regions were amalgamated into 8 regional areas. Collects taxes,
indirect taxes and duties to a value of approximately DKK 640 billion
annually. Approximately 5,800 employees.*

Since 1998, the Danish Inland Revenue Department has been working systematically with the EFQM Excellence Model, which provides a framework for quality development and evolution in the organisation at all levels. The purpose of this quality development is to ensure the fulfilment of the Inland Revenue's mission: *to collect state revenues in a manner that is uncomplicated, efficient and correct.* This is done by way of continuous improvement, with the accent on users and processes, as well as via the broad involvement of staff.

The EFQM Excellence Model's RADAR methodology is utilised as a fundamental principle in the quality development work, which is largely managed on a decentralised basis. Each individual unit prioritises and selects its own focus areas. A few subjects are however dealt with centrally, such as the identification and description of the work processes of the Inland Revenue.

Examples of concrete quality improvements at the regional inland revenue authorities:

- Køge Tax Authorities: To follow up on results and to increase staff involvement in the decision-making process, game rules have been worked out, as well as an electronic system for knowledge gathering and the processing of proposed improvements. The proposal system (IB) has been implemented with great success, and will now be introduced at national level.

- Svendborg Tax Authorities: The goal of retaining the market value of the individual staff member has been supported by a strategy plan for skill enhancement, with emphasis on the annual staff development interviews (MUS). On the basis of MUS, a skills summary is prepared of professional and personal skills respectively, which forms a basis for training initiatives. In 2001, the Svendborg Tax Authorities became the first Danish state institution to receive the *Investors in People* award.

- Vejle Tax Authorities: A project was launched with the aim of achieving an acceptable processing time for accounting. The projects resulted in a reduction of processing time by approximately 2/3, as well as an improvement in staff satisfaction.

- Herning Tax Authorities: On the basis of user surveys, work has been performed with the aim of improving inspections, thereby improving the control tools that staff have at their disposal.

In 2001, the Aarhus Tax Authorities won the Public Sector Quality Prize, and have also been nominated as finalists for the European Quality Award 2002 (EQA).

QUALITY DEVELOPMENT UNITES STABILITY
AND DEVELOPMENT FOR THE MENTALLY DISABLED

**Ekkohøj Activity House**
*An institution under Viborg County Council.*
*Activates mentally disabled adults. 53 users and 14 employees.*

Via consistent work with quality development, the Ekkohøj Activity House
in Viborg County has created better conditions for its users, who are mainly
mentally disabled adults, while at the same time increasing the motivation
and enthusiasm of its staff. A noticeable strength of the activity house's work
in quality development has been that its development can be documented
– also for external purposes.

The work with quality development has played a decisive role in creating
a better balance for users between stability and predictability on the one hand,
and continued development and renewal on the other.

The work with quality development has been inspired by the TQM concept.
A central tool in the work has consisted of concrete improvement projects, in
which Ekkohøj, on the basis of the classic PDCA cycle, makes use of a process
divided into six phases:

1. The idea for the project arises
2. The project is planned
3. The project is carried out
4. The project is monitored
5. The project is evaluated
6. Following up on the project.

Ekkohøj has carried out a total of 33 projects, which have contributed to secur-
ing the level of quality of the services it provides to the activity house's users.
Each of the projects has helped to produce a continual process of development
and renewal that enables users to experience their daily lives as stimulating and
worthwhile. The projects have also helped in the integration of the principles of
the spiral of quality into the daily work.

## HOLISTIC DEVELOPMENT BASED ON THE EFQM MODEL

**Djursland AMU Centre**
*Part of a national labour market training system under the Ministry
of Education. Works to improve the qualifications of the adult labour force.
Approximately 12,000 participants in different courses annually.
Approximately 70 employees.*

In recent years, Djursland AMU Centre has been working on consolidating its
staff skills and the quality of its services, on the basis of the EFQM Excellence
Model. This process has resulted in an improvement in the organisation's flexi-
bility and dynamism, and has produced better customer service.

By utilising the EFQM Excellence Model as a management tool in the organisa-
tion's development process, attention was concentrated on the necessity of
undergoing change in order to attain development. Via, amongst other things,
a best value review in the management and staff group, the AMU Centre has
arrived at a common set of values. The work with change has become systema-
tised, so that development can be created both within the organisation and in
relation to the customers.

In concrete terms, this has meant that Djursland AMU Centre has extended
its market to include new groups of customers and services. A great deal of
flexibility has been created within the organisation with regard to the division
of responsibilities, and the level of cross-cutting co-operation has been increased.

## QUALITY DEVELOPMENT AND INNOVATION
## AS THE ART OF THE POSSIBLE

**Viborg Teacher Training College**
*Pedagogic training centre – independent institution. 1,000 students
and 500 participants in different courses annually. 115 staff members.*

Over a ten-year period, Viborg Teacher Training College has implemented
a culture of development via the use of conscious and systematic methods in
its quality and developmental work. This development has been characterised
by a high level of innovative activity, multifarious changes and new forms
of relationship with the college's environment. The intention has been to offer
better services to students and course participants, to establish new services,
and to enhance staff qualifications.

The entire implementation process has had a great deal to do with *the art of
the possible,* i.e. acting within the space of the possible, but also the uncertain,
with the aim of implementing a culture of development in the college to provide
both new and better services, as well as greater knowledge.

In the opinion of Viborg Teacher Training College, the new services have created
a broader and more diverse educational environment, which is attractive to
students. As an illustration, the numbers of students admitted has risen from
300 in 1992 to 1,000 in 2002. With regard to attracting qualified staff, Viborg
Teacher Training College has gone from 40 staff members in 1992 to 115 staff
members in 2002. Many of the staff have been given the opportunity and
responsibility to undertake ongoing quality control and development.

## THE POSITIVE SPIRAL OF QUALITY

**The Aarhus School of Commerce**
**Business Studies Department**
*An independent institute. The Business Studies Department supplies educational courses to adults and young people from various regions and industries. 70 staff members.*

By applying the concept of *The Positive Spiral of Quality* (PSQ), the Aarhus School of Commerce's Business Studies department has managed to achieve sustainable development for a period of two years, with visible results after just six months. Using *The Positive Spiral of Quality* as a learning activity, a framework was created in which all staff members contributed their own quality development projects, based on the principle of *one step at a time*. Each individual project was incorporated into a previously-determined common framework proposed by the Ministry of Education. Each individual member of staff chose a partner, and the members of the individual partnership teams then monitored and supported each other's quality development.

The background to *The Positive Spiral of Quality* project was the many alterations in teaching and course requirements that the Business Studies Department had been undergoing for some years, which meant that a considerable need for quality development had arisen among both the students and external partners, as well as among the management and staff of the department. In recognition of this, and in recognition of the increasing complexity of the relevant professional information, the decision was taken to work with quality development as a *bottom-up* process on the basis of the staff's concrete initiatives, with content that was controlled and developed by the staff themselves. The results of this quality development became visible during the process of development itself, in daily conversations among the staff, in partnership team discussions, in reference team discussions, and when the development results were collected.

# PERFORMANCE BASED MANAGEMENT

Performance based management can be an aggressive tool with which to improve and document an institution's results. The cases show that performance based contracts or service level agreements will not in themselves create results. However, they can function as a formal framework that helps to focus the attention of the institution, the politicians and the users on the daily results.

Performance based contracts or service level agreements have become a wide-spread means of deciding which objectives to aim for. The objectives may include both productivity and efficiency targets, as well as targets in such areas as case processing durations, waiting times, and levels of user and staff satisfaction.

When transforming performance based contracts and service level agreements into performance based management, the following factors are critical:

• Politicians must be shown that there is a continuity between political wishes and resources

• Management must establish internal routines to transform performance based contracts into concrete objectives for individual units and operations

• Management must establish measurement and reporting routines to enable development to be monitored on an ongoing basis in relation to the selected objectives

• Management must establish a culture in which it is in the interests of the individual member of staff to have his or her performance measured

• The institution must document its performance for users and citizens.

Comprehensive performance based management for an entire organisation can be performed in various ways. A significant common feature is that systematic work with measurement over a number of years gives both better performance and increases the institution's willingness to embrace change. Performance based management also creates an opportunity for citizens, politicians, civil servants and other institutions to obtain an insight into the process whereby political prioritisation and wishes are transformed into objectives and frameworks of an actual public service.

## EXAMPLES OF PERFORMANCE BASED MANAGEMENT

## MANAGEMENT AND STAFF DEVELOPMENT
## IN HORSENS MUNICIPALITY

**Horsens Municipality**
*A municipality in East Jutland. Approximately 57,000 inhabitants
and around 4,200 employees.*

The development of Horsens Municipality is guided by its Municipal Plan, through which the council sets goals for the municipality's services. On the basis of this, the individual administrations, departments and institutions determine their own development plans, plans of action and goals for a two-year period.

Since 1992, Horsens Municipality, as part of its work with quality development, has produced a number of initiatives in the area of management and staff development. These initiatives have strengthened and developed the organisation to enable it to better handle the demands of the public and its users, as well as the requirements of an ever tighter municipal economy and the desire of staff to exert an influence over their own working situations. Citizen and user surveys, as well as staff satisfaction surveys (ethical accounting), have been carried out as an element of the work with quality development.

For the past four years, Horsens Municipality has also utilised knowledge accounts in order to gain a better overall picture of personnel policy initiatives, the status of citizen, user and staff surveys, and current tendencies in the IT area.

As an element in the realisation of the municipality's personnel policy, a wide range of initiatives have been introduced. These have included management training initiatives, in which the top management layer has been trained to act as EFQM assessors to further strengthen quality development. The effects of these personnel policy initiatives have revealed itself via, for example, an increasing level of staff satisfaction.

# CONTRACT MANAGEMENT AS A TOOL
## IN QUALITY DEVELOPMENT

**Ribe Municipality**
*A municipality in Southern Jutland. Approximately 18,000 inhabitants and around 1,550 employees.*

In Ribe Municipality, contract management is on its way to becoming the preferred management tool with which to promote quality development. The motivation for utilising contract management has arisen from the municipality's increasing desire to create a greater focus on quality development in its institutions, by, for example, creating openness in connection with resource allocation and levels of service.

The goal has been to put the needs and expectations of the users first with respect to the municipality's services.

The municipality has been working on developing the use of contract management since 1999. Via learning, it has proved possible to create ownership of contract management at all levels. By turning the original top-down approach into a bottom-up process, the individual institution can itself fill the framework of the contract.

Contract management is an instrument of quality development at three levels, linked by an ongoing dialogue:
• At the *political level*, contract management creates a focus on the level of service. What do you get for your money, and in comparison to which objectives?
• At the *administrative level*, contract management is an information tool that compares goal fulfilment with the efforts invested. In the municipality, contract management becomes a tool for planning focus areas and for creating ownership for development projects.
• At the *institution level*, contract management is a tool that contributes to quality development in the public services.

Contract management has enabled the citizens, politicians, civil servants and other institutions of Ribe Municipality to gain an insight into the process of transforming politics into public services.

## RESULT–BASED CONTRACTS
## AS A QUALITY DEVELOPMENT TOOL

### The National Social Appeals Board

*A board under the Ministry of Social Affairs. Central appeals body in social matters. Approximately 15,500 appeals annually. Approximately 70 staff members.*

The National Social Appeals Board has been a contracting agency since 1993, and has had very positive experiences with the use of contract management. Besides its overall results contract with the Ministry of Social Affairs, contracts are used internally at all upper management levels, as well as, on an experimental basis, with consultants. By focusing on selected key processes, the results contract ensures that the organisation is ready to tackle the changes made necessary by, amongst other things, external pressure.

For the National Social Appeals Board, results contract management has meant an increase in results-orientation with regard to production and quality. The contracts are designed to integrate results analysis into the product, in the form of measurements of case processing durations and productivity on the one hand, and improvements in quality on the other.

The choice of which elements to include in the contracts is based on, amongst other things, user and partner surveys which are especially designed to measure levels of public satisfaction with the Agency's case processing services. These surveys also provide information on the level of satisfaction of the various partner groups with the Agency's work.

The National Social Appeals Board uses various approaches to process improvement, with the aim of developing the quality of the processes, while at the same time achieving the best possible exploitation of resources.

In 2001, the National Social Appeals Board was awarded the Public Sector Quality Prize.

## SERVICE LEVEL AGREEMENTS TO ENSURE OPTIMAL PATIENT CARE IN ROSKILDE COUNTY

**Roskilde County**
*A county in Zealand. Serves 233,000 citizens. Employs approximately 3,500 people at its three hospitals.*

A coherent concept for service level agreements between Roskilde County Council and the county's hospitals has ensured continuing improvements in quality and efficiency. The concept, which was inspired by the *Balance Scorecard* concept, has successfully replaced the old system of framework control, which had a narrow focus on the compliance of hospitals with financial budgets.

The service level agreement concept links together such factors as quality development, patient satisfaction, personnel policy, efficiency and sound financial management, as well as ensuring that the county's general objectives are implemented in the actual treatment provided for individual patients.

The concept is based on the following elements:
• A strategy for the county's health services, with concrete goals in several areas
• Service level agreements between the county council and the individual hospital
• Analyses of patient treatment at the hospitals
• Optimal patient treatment processes, involving the introduction of criteria, standards and indicators as well as ongoing measurements
• The systematic provision of patient information
• A management information system.

Since the introduction of the service level agreements, the level of compliance with activity and service goals has significantly improved in Roskilde County.

The service agreement system has generally strengthened the level of professional commitment in the management of hospital services, and has, amongst other things, led to staff making proposals for the incorporation of new concrete goals into the service level agreements. The incorporation of professional goals into the service level agreements has moreover sharpened the focus on the need for systematic research and medical training.

Registering periods of patient care in electronic databases has created better clarity with respect to individual periods of treatment, while the data collected has also made it possible to optimise the allocation of tasks.

## INCREASING EFFICIENCY IN A RESPONSIBLE WAY

**The Danish State Railways (DSB)**
*100% State-owned company. Supplies passenger traffic services on railways in Denmark. Approximately 8,500 employees.*

In 2000, as an element in its adaptation to the coming competition in the railways – the opening-up for free competition in passenger traffic – DSB initiated a rationalisation project called *The Overheads Project*, which was aimed at cutting annual administrative costs by 30%.

The project was a success, and led to savings of 34%, corresponding to DKK 413.8 million in relation to Budget 2000. In the vast majority of instances, it was possible to achieve these savings by natural wastage, retirement schemes, etc. However, around 200 staff members had to be made redundant.

The starting-point for the rationalisation project was a number of comparisons with other European railway companies, international and Danish concerns, private lines, etc. On the basis of these surveys, it was concluded that a 30% reduction in administrative expenses would be necessary if DSB was to become competitive.

*The Overheads Project* began with an analysis of all the administrative activities performed by DSB's units and their related costs. On the basis of these analyses, staff and managers exchanged ideas for introducing improvements and increasing efficiency, and against this background, DSB's senior management undertook the final decisions regarding which initiatives to implement. An important principle was that the increased efficiency should be achieved by abolishing or altering tasks, not just by requiring staff to run faster.

To ensure that staff were treated in a way that was sensible and fair in connection with *The Overheads Project*, DSB and the professional organisations worked out a detailed plan for how the selection or rejection of staff members was to be handled. This phasing-out process was later described as a positive one by the staff involved.

## REORGANISATION OF LABOUR MARKET EFFORTS

**Jobservice West**
*An independent institution under Varde Municipality. Provides employment services for marginalised groups on the labour market. 6 staff members.*

As an element in the reorganisation of its labour market efforts in Varde Municipality, Varde Municipality has established an independent institution, Jobservice West, with support from the Ministry of Social Affairs.
The institution is intended to assist as many marginalised groups on the labour market as possible to enter employment or to remain in employment. This is achieved via collaboration with the labour market's parties and the local business community, including entering into social partnership agreements with a number of companies.

A range of concrete goals have been drawn up for the institution, such as the number of persons in receipt of benefits who should acquire regular employment after activation, the number of light jobs to be established, and the level of user satisfaction.

## FROM COMMITTEE MANAGEMENT
## TO INDEPENDENT INSTITUTION

**The Technical University of Denmark**
*An independent institution. The university has 6,000 students, 600 PhD students and 400 foreign students per year. Approximately 2,000 employees.*

The Technical University of Denmark (DTU) is intended to play the role of a national dynamo for the development of the technical and scientific professional areas in Denmark, for the benefit of both the Danish business community and Danish workplaces.

The former organisational form was not appropriate for the challenges that lay ahead. Via an amendment to the law, DTU has acquired a completely new form of management.

The university's supreme organ is now a board of directors with an external majority. At the same time, an entirely new internal management system has been established which can provide rapid strategic decisions in relation to operations, and in which managerial responsibility is borne by individuals.

One important feature of the ideas behind the new organisational form is close collaboration with the business community and innovative companies.

# TECHNOLOGY AS A DRIVING FORCE

Technological progress gives the public sector a number of opportunities to increase the efficiency of its working practices and reach out to users in new ways with information and services. The use of the Internet, for example, as a means of replacing paper-based routines and as a platform for conducting electronic dialogue with the users, contains great potential both for increasing the level of user services and increasing the efficiency of task performance.

Technology is not in itself a wonder drug for achieving quality development in public sector services. It should rather be regarded as a range of tools that, when used correctly, can act as a driving force to ensure that other quality development initiatives acquire greater significance for the users and improve the efficiency of the institution. This means that the use and choice of technology can be of strategic importance to the work of the institution, and should be regarded as a task that takes a natural place among the institution's other strategic choices.

A number of the cases deal with the use of the possibilities presented by technology to perform the work in better ways. This can be done by:

- Digitalising user democracy

- More appropriate use of existing databases in relation to the institution's role as a repository of knowledge

- Automation of tasks (electronic case processing)

- Electronic exchange of information between collaborating institutions (for example county, municipal and local institutions)

- Systematic data collection and the application of data in the supervision and planning of the work effort.

## EXAMPLES OF TECHNOLOGY AS A DRIVING FORCE

## ELECTRONIC EXCHANGE OF INFORMATION IN THE HEALTH SECTOR

**Services for the elderly and disabled, Aalborg Municipality**
*Aalborg Hospital. Four Health Centres in Aalborg Municipality.*

More than 400,000 messages are exchanged every year between Aalborg Municipality, Aalborg Hospital and the municipality's GPs. By using IT to link the parties, the exchange of routine information can be made more efficient, error-free and safe.

The purpose of the project, which is ground-breaking in the health care area, is to improve the quality of the co-ordination and exchange of information between the municipality, hospitals and GPs, for the benefit of the public. The project is also expected to live up to the WHO quality criteria. This is a so-called *IT lighthouse project*, which means that it must be capable of wide implementation, both within and outside North Jutland.

The current project is a part of a larger project called Digital North Jutland. Aalborg Municipality has already made a great deal of progress in developing IT skills in the health care area (in home care). The *Exchange of Information in the Health Sector* project is based on these experiences.

The exchange of electronic communications in the project *Exchange of Information in the Health Sector* is based on a national standard which has been prepared by MedCom, the Centre for Health Telematics, and which in turn is based on Edifacter, the standard transmission technology in the Danish health care sector.

## MORE COHERENT ADMINISTRATION
## VIA NEW CASE PROCESSING SYSTEM

**Ringkøbing County Council Technological and Environmental department**
*Ringkøbing County lies in East Jutland. The council provides services in such areas as road maintenance, public transport, physical planning and environmental administration. 175 employees.*

Increasing workloads and ever greater demands for shorter case processing times from many sides have caused Ringkøbing County Council to initiate work on the development of a new advanced case processing system. The system is intended to ease the daily case processing workload, including the council's collaboration with local authorities and central government, so that the public experiences an efficient and *seamless* administration.

The work with the new case processing system is based on work practice analyses in the largest work areas, and encompasses the following elements:
- The establishment of a data model for use in the automatic generation of form letters. These consist of standard texts with legal authorisation, complaint guidelines, etc., so that staff are only required to formulate a professional evaluation and a possible ruling.
- Development of an electronic case and document processing system to handle scanned-in documents and e-mails.
- Development of a geographical information system to electronically link all cases with geographical content to the landscape.
- Internet access, so that most cases may be viewed via the Internet.
- *Seamless* administration in the form of a coherent and uncomplicated hearings procedure.

## MONITORS CORRELATIONS BETWEEN ENVIRONMENTAL FACTORS AND PUBLIC HEALTH

**Health Inspection Institution, Ringkøbing County**
*A decentralised public institution under the National Board of Health, which is a part of the Ministry of Health. Supervises public health in collaboration with local authorities.*

As a local health authority, the Health Inspection Institution often receives inquiries from citizens, health care professionals such as doctors or health visitors, or the environmental monitoring authorities, regarding possible correlations between environmental factors and observed illnesses. These might include possible links between the chemical industry and lung cancer clusters, between air pollution and asthma, or between fish farming and congenital deformities.

In order to be able to answer these inquiries, environmental data is compared with data from the health care area with the help of GIS-health, which stands for *Geographical Information System and Health* and encompasses Danish databases in the health care area (the deaths register, the cancer register, register of congenital deformities, etc.). This monitoring makes it possible to quickly supply professional comments on sudden *environmental disasters* while the stories are still current in the media.

The Health Inspection Institution's monitoring service has contributed scientific data that used to take months for researchers to gather.

# DIGITAL ELECTIONS TO THE SENIOR CITIZENS' COUNCIL

**Høje-Taastrup Municipality Senior Citizens' Council**
*High Taastrup municipality lies in Greater Copenhagen. The project encompassed 7,420 citizens with voting rights to the senior citizens' council election in 2001.*

In 2001, Høje-Taastrup Municipality and KMD entered into a partnership to digitalise municipal services. The objectives included the development of e-democracy, new kinds of interactive dialogue, and communication between local citizens, associations, companies and politicians. The municipality decided to test this system in the election to the Senior Citizens' Council, in which digital voting was offered as an option.

The project had to take account of the limited access of the over-60s to IT and the Internet. The most important factor when offering the digital option was to reassure the most elderly groups that they could continue to avail of postal voting. Of the 7,420 citizens entitled to vote, 3,453 chose to use postal voting, while 282 chose the digital form.

Another visible result of the partnership is the Senior Citizens' Council's web site.

Høje-Taastrup Municipality will continue to work on the development of digital solutions.

## ELECTRONIC JOURNAL TO DOCUMENT USERS' DEVELOPMENT

**Synscentralen (The Vision Centre), Storstrøm County**
*Storstrøm County lies in South Zealand. Synscentralen is the county council's advice and teaching centre for the blind and partially sighted. Approximately 850 users per year, 15 employees.*

Synscentralen has developed an electronic journal that provides a simple way of undertaking a *before and after* evaluation of Synscentralen's efforts for the blind and partially sighted. The electronic journal is used as a daily tool to enable evaluation of the work with individual users.

The journal contains a checklist that is completed on the basis of appointments with and examinations of the user. In addition to the user's fundamental data, the electronic journal also contains diagnostic data, information on the user's general health, age, etc.

The results of the efforts may be measured through improvements in the user's abilities to handle miscellaneous daily routine tasks and functions.

## DATABASE (SCOR) LEADS TO MUCH BETTER DENTAL HEALTH AMONG CHILDREN AND YOUNG PEOPLE

**Viborg and Lemvig's Municipal dental hygienists**
*The two municipal dental hygienists belong to the municipalities of Viborg and Lemvig in Jutland. They provide free dental care and treatment for children and young people under 18 years of age.*

The state and local authorities are collaborating in their use of the National Board of Health's Central Dental Register (SCOR), a national epidemiological database that is unique in Europe. SCOR is used to monitor developments in dental health at national level, and the system has also become an indispensable tool for municipal dental care professionals in their planning and quality control. With SCOR, it is possible to identify those children and young people who will be most likely to develop cavities in the future.

For municipal dental care professionals in Viborg and Lemvig, the work with SCOR has, for example, encompassed:
• The setting of health goals
• Ongoing evaluation of whether goals have been reached (Politicians/citizens can see what they get for their money)
• Allocation of resources to areas in which health-promoting efforts provide the greatest dividend
• Motivation of dental care staff
• Motivation of the key figures in the childrens' lives (kindergarten staff, teachers, parents, etc.)
• Training health visitors to refer "risk-area children" at an early stage
• Benchmarking, both inside and outside the municipality.

SCOR has been in systematic use for 30 years, and has been of great significance for quality development, as can be seen in the positive development in dental health among the 0 – 18 year-olds.

Both the users and staff of municipal dental care in Viborg and Lemvig are now more satisfied, while at the same time there has been a continual fall in the rate of resource consumption (the number of children per dentist has tripled).

# FURTHER READING

The complete texts of the cases presented at the 2QC are available at the conference website: *www.2conference.org*.

**Accreditation and certification**
If an institution works systematically with quality development according to particular recognised standards, its work can become approved in relation to those standards after an impartial evaluation. These standards might be common international professional standards within a particular professional area (e.g. the health sector) or standards with an accent on work organisation and working practices (e.g. the ISO system). You can read more at *www.iso.org*.

**Common assessment framework (CAF)**
CAF is a common European model for quality development work in public institutions. The model is inspired by the EFQM Excellence Model, but is less complicated. Its primary target group consists of novices in the area of quality development. CAF has been developed as a joint project between EU member states, to promote quality development work and benchmarking between institutions and across the boundaries of member states. The latest version of CAF will be presented at the 2nd International Quality Conference for Public Administrations in the EU. You can read more about CAF at *www.2conference.org* or at *www.eipa.nl.*

**Balanced Scorecard**
Balanced Scorecard is a tool that is utilised to formulate an institution's strategy and its analysis of results, as well as to transform these into meaningful objectives for the individual member of staff. Balanced Scorecard often consists of four perspectives on the institution's objectives, namely an effect perspective, a user perspective, a process perspective and a staff perspective. The focus on these four perspectives expresses the balance between short-term and long-term goals, and between external and internal perspectives. Balanced Scorecard may be utilised as a tool for strategy development and strategy implementation.

**The Learning Organisation**
The Learning Organisation is a set of ideas similar to that of applying continuous improvement via, for example, the PDCA spiral or RADAR, on the basis of a common system of fundamental values. There is no common concept for learning organisations.

**The EFQM Excellence Model**

The EFQM Excellence Model is an experience-based model based on knowledge that has been acquired of the behaviour that characterises and creates successful (excellent) organisations. The model consists of three elements – namely the eight fundamental principles (the model's "fundamental value system"), an analysis framework consisting of nine mutually consistent focus areas, and an evaluation technique (RADAR), which is utilised to assess which stage the organisation has arrived at in relation to excellence. The EFQM Excellence Model may be utilised as a framework from which to prepare self-evaluation models, as the basis of a prize application, or as a holistic management model. You can read more at *www.efqm.org*.

**Management models**

The term *management models* refers to a range of models characterised by a focus on the holistic development of an organisation. You could also say that they represent management's models of ways to exercise practical leadership. The EFQM Excellence model and Balanced Scorecard are both, for example, considered to be management models.

**Mission**

A mission is a statement justifying an institution's existence – i.e. the reply to the question, "Why are we here?"

**Quality management**

Quality management is the systematic management of an organisation's ability to create quality in its core services, and consists of a framework for developing the organisation's working practices. *Systematic* means that the results arise out of a planned and conscious effort. Some organisations choose to have a fixed system to manage quality, in the form of, for example, quality mainte-nance handbooks (possibly based on general standards such as those of the ISO or on professional standards). A quality management system typically consists of a collection of guidelines (or procedures) on how the organisation should carry out its quality management and react to inappropriate results.

**The PDCA spiral**

The PDCA spiral is a tool used by many institutions to provide structure to their work with introducing systematic improvements in the organisation. The PDCA spiral, in contrast to more sophisticated tools like RADAR, has the advantage of being easily understood by all staff. The principles of the spiral are that all tasks begin with planning (Plan), after which the task is carried out

(Do), which makes it possible to determine the result (Check) and learn from the experience (Act/Adjust). The PDCA spiral has been utilised for many years as a simple tool for introducing improvements.

### Project organisation

Project organisation is an organisational form which is typically used with larger developmental projects. In project organisation, a group of staff is partially or wholly released from their normal duties to focus on a developmental effort. Responsibility for the project's implementation is delegated to a Project Manager. Such developmental work often takes place across the boundaries of organisational units, and has strategic significance for the institution's development. Project organisation can both be utilised as an element in other organisational forms and as a principle for the entire institution's organisation.

### Radar

RADAR is the technique used by the EFQM excellence model to assess the stage at which an organisation has arrived in relation to excellence. At the same time, the RADAR logic can be used to structure an organisation's improvement efforts, in the same way as the PDCA spiral. RADAR is a more advanced and extended version of the principles of the PDCA spiral. The RADAR logic is based on the organisation's results (Result) and the organisation's approach to planning the efforts behind the results (Approach), as well as how the procedures for achieving results are distributed within the organisation (Deployment) and what the organisation does to evaluate procedures and their distribution (Assessment & Review). You can read more at *www.efqm.org*.

### Co-operation committee

All Danish state workplaces with more than 25 employees have a co-operation committee, in which representatives of both management and staff meet to discuss the institution's personnel policy, strategy and direction of development.

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