

**KVALITEEDIJUHTIMISSÜSTEEMID**

**Juhised standardi ISO 9001:2008 rakendamiseks  
kohalikus omavalitsuses**

**Quality management systems**

**Guidelines for the application of ISO 9001:2008 in local  
government  
(ISO 18091:2014)**

**EESTI STANDARDI EESSÕNA****NATIONAL FOREWORD**

<p>See Eesti standard EVS-ISO 18091:2015 „Kvaliteedijuhtimissüsteemid. Juhised standardi ISO 9001:2008 rakendamiseks kohalikus omavalitsuses“ sisaldab rahvusvahelise standardi ISO 18091:2014 „Quality management systems – Guidelines for the application of ISO 9001:2008 in local government“ identset ingliskeelset teksti.</p>	<p>This Estonian Standard EVS-ISO 18091:2015 consists of the identical English text of the International Standard ISO 18091:2014 „Quality management systems – Guidelines for the application of ISO 9001:2008 in local government“.</p>
<p>Ettepaneku rahvusvahelise standardi ümbertrüki meetodil ülevõtuks on esitanud EVS/TK 33, standardi avaldamist on korraldanud Eesti Standardikeskus.</p>	<p>Proposal to adopt the International Standard by reprint method has been presented by EVS/TK 33, the Estonian standard has been published by the Estonian Centre for Standardisation.</p>
<p>Standard EVS-ISO 18091:2015 on jõustunud sellekohase teate avaldamisega EVS Teataja 2015. aasta aprillikuu numbris.</p>	<p>This standard has been endorsed with a notification published in the April 2015 issue of the official bulletin of the Estonian Centre for Standardisation.</p>
<p>Standard on kättesaadav Eesti Standardikeskusest.</p>	<p>The standard is available from the Estonian Centre for Standardisation.</p>

**Käsitlusala****1.1 Üldist****ISO 9001:2008, Kvaliteedijuhtimissüsteemid — Nõuded****1 Käsitlusala****1.1 Üldist**

Käesolev standard spetsifitseerib nõuded kvaliteedijuhtimissüsteemile juhuks, kui organisatsioon

- peab demonstreerima oma suutlikkust pakkuda järjekindlalt tooteid, mis vastavad kliendi ning kohaldatavatele seadusjärgsetele ja normatiivsetele nõuetele, ning
- püüab suurendada kliendi rahulolu süsteemi mõjusa rakendamise, sh süsteemi pideva parendamise protsesside ja kliendi ning kohaldatavatele seadusjärgsetele ja normatiivsetele nõuetele vastavuse tagamise teel.

MÄRKUS 1 Käesolevas standardis kasutatakse sõna “toode” ainult:

- kliendile mõeldud või tema poolt nõutud toote tähenduses;
- tooteteostusprotsessi tulemusena tekkinud mistahes ettekavandatud väljundi tähenduses.

MÄRKUS 2 Seadusjärgsed ja normatiivsed nõuded võivad olla esitatud õigusaktide nõuetena.

Selle rahvusvahelise standardi eesmärk on anda kohalikele omavalitsustele juhiseid usaldusväärsete tulemuste saavutamiseks standardi ISO 9001:2008 tervikliku kohaldamise kaudu. Need juhised aga ei täienda, muuda ega paranda standardi ISO 9001:2008 nõudeid.

Kodanikud peavad kohalikku omavalitsust usaldusväärseks, kui see suudab püsivalt tagada kõigi oluliste protsesside ja toodete/teenuste minimaalse töökindluse. Oluline on, et kõik kohaliku omavalitsuse protsessid, sealhulgas juhtimis-, töö- ja tugiprotsessid, moodustaksid ühtse ning tervikliku kvaliteedijuhtimissüsteemi ja et selle kvaliteedijuhtimissüsteemi kasutamine ning edasiarendamine keskenduks tulemuste saavutamisele. Selle süsteemi terviklik iseloom on oluline, sest muidu võib kohalik omavalitsus olla usaldusväärne küll teatud tegevusvaldkondades, samas aga ebausaldusväärne teistes.

Kvaliteedijuhtimissüsteemi protsesside määratlemisel on oluline, et kohalik omavalitsus kaaluks, millised protsessid on tema klientidele/kodanikele usaldusväärsete toodete/teenuste pakkumiseks vajalikud (vt lisa A). Asjaomased protsessid on juhtimis-, toimimis- ja tugiprotsessid ja nende hulka kuuluvad juhtimisprotsessid, toote/teenuse osutamise protsessid ja muud kvaliteedijuhtimissüsteemi mõjusaks toimimiseks vajalikud protsessid. Lisas B on antud kohalike omavalitsuste jaoks diagnostikametoodika oma protsesside ja toodete/teenuste käsitusala ja küpsusastme hindamiseks. Lisa B kasutamine tervikdiagnostikaks on selle rahvusvahelise standardi kasutajate eelistatud lähtepunktiks.

## 1.2 Rakendus

### ISO 9001:2008, Kvaliteedijuhtimissüsteemid — Nõuded

#### 1 Käsitlusala

#### 1.2 Rakendus

Kõik selle standardi nõuded on üldised ja on ette nähtud kõigis organisatsioonides rakendamiseks, olenemata nende tüübist, suuruselt ja väljalastavast toodangust.

Kui käesoleva rahvusvahelise standardi mingeid nõudeid ei ole võimalik rakendada organisatsiooni ja selle toodete olemuse tõttu, võib kaaluda nende nõuete väljajätmist.

Nõuete väljajätmise korral on kinnitused käesolevale rahvusvahelisele standardile vastavuse kohta üksnes siis aktsepteeritavad, kui väljajätmine piirdub jaotises 7 esitatud nõuetega ning ei mõjuta organisatsiooni võimet või vastutust väljastada kliendi ning kohaldatavatele seadusjärgsetele ja normatiivsetele nõuetele vastav toode.

Kõik selles standardis osutatud juhised on üldised ja need on mõeldud rakendamiseks kõikides kohalikes omavalitsustes, nende tüübist, suuruselt ja pakutavatest toodetest/teenustest sõltumata.

Kasutajal on vaba voli rakendada selles standardis sisalduvaid juhiseid tervikuna või vajadusel osade kaupa, et saada nendest maksimaalselt kasu.

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ICS 03.120.10

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## Foreword

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

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

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

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

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

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

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

## Introduction

### 0.1 General

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

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

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

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

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

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

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

The relative stages in the implementation of a quality management system and the role of this International Standard can be seen schematically in [Figure 1](#).

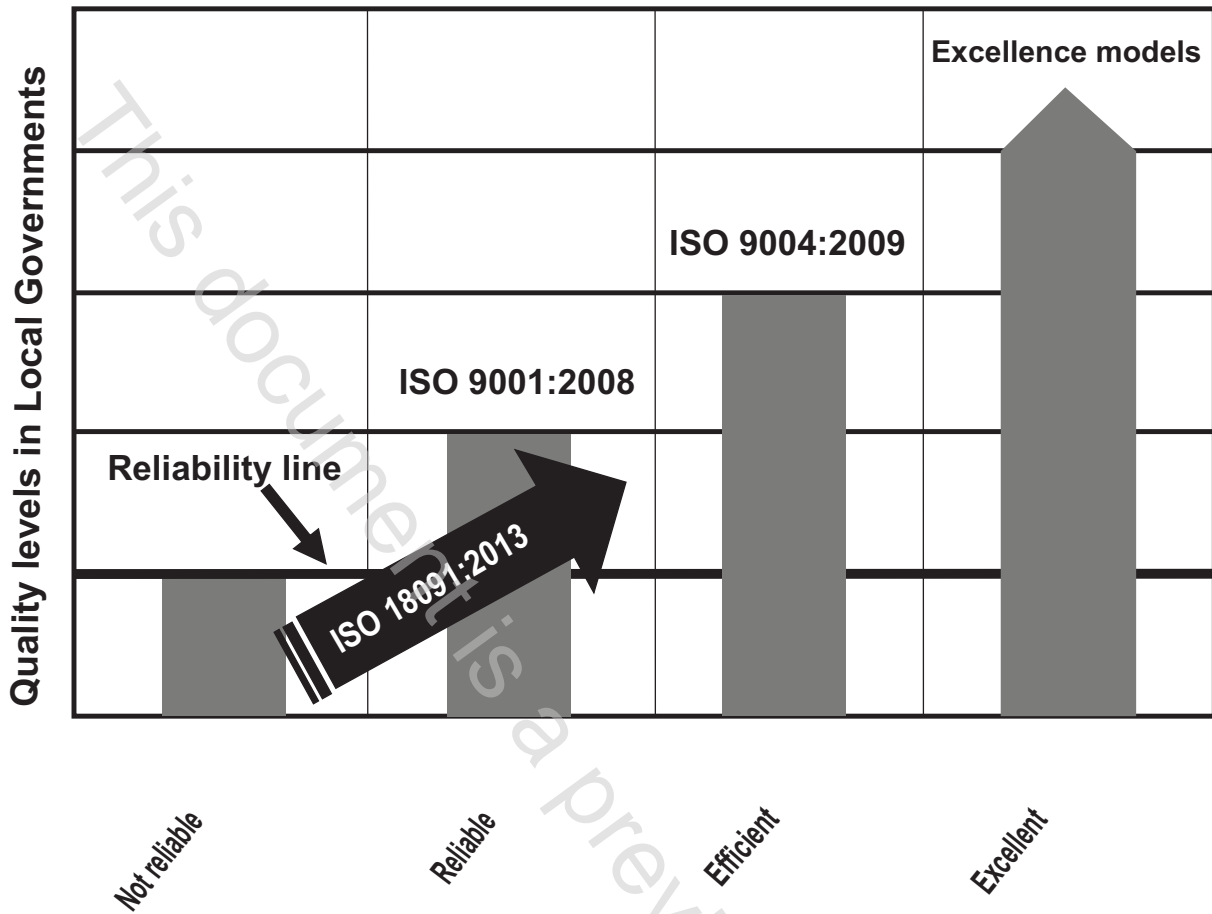


Figure 1 — Schematic diagram to show the positioning of this International Standard



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

## **ISO 9001:2008, Quality management systems — Requirements**

### **Introduction**

#### **0.1 General**

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

- a) its organizational environment, changes in that environment, and the risks associated with that environment,
- b) its varying needs,
- c) its particular objectives,
- d) the products it provides,
- e) the processes it employs,
- f) its size and organizational structure.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## 0.2 Process approach

### ISO 9001:2008, Quality management systems — Requirements

#### Introduction

#### 0.2 Process approach

This International Standard promotes the adoption of a process approach when developing, implementing and improving the effectiveness of a quality management system, to enhance customer satisfaction by meeting customer requirements.

For an organization to function effectively, it has to determine and manage numerous linked activities. An activity or set of activities using resources, and managed in order to enable the transformation of inputs into outputs, can be considered as a process. Often the output from one process directly forms the input to the next.

The application of a system of processes within an organization, together with the identification and interactions of these processes, and their management to produce the desired outcome, can be referred to as the “process approach”.

An advantage of the process approach is the ongoing control that it provides over the linkage between the individual processes within the system of processes, as well as over their combination and interaction.

When used within a quality management system, such an approach emphasizes the importance of

- a) understanding and meeting requirements,
- b) the need to consider processes in terms of added value,
- c) obtaining results of process performance and effectiveness, and
- d) continual improvement of processes based on objective measurement.

The model of a process-based quality management system shown in Figure 1 illustrates the process linkages presented in Clauses 4 to 8. This illustration shows that customers play a significant role in defining requirements as inputs. Monitoring of customer satisfaction requires the evaluation of information relating to customer perception as to whether the organization has met the customer requirements. The model shown in Figure 1 covers all the requirements of this International Standard, but does not show processes at a detailed level.

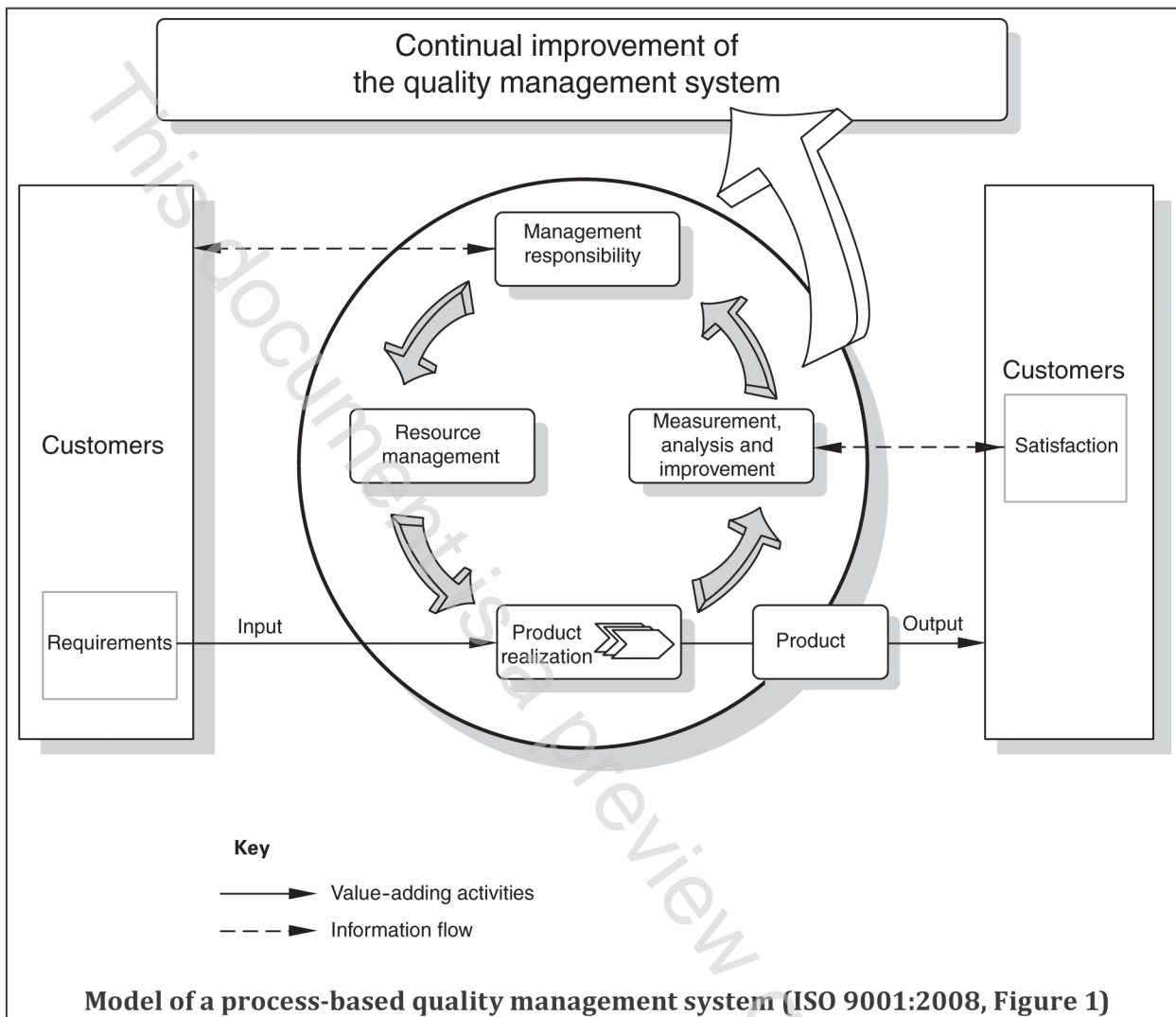
NOTE In addition, the methodology known as “Plan-Do-Check-Act” (PDCA) can be applied to all processes. PDCA can be briefly described as follows.

Plan: establish the objectives and processes necessary to deliver results in accordance with customer requirements and the organization’s policies.

Do: implement the processes.

Check: monitor and measure processes and product against policies, objectives and requirements for the product and report the results.

Act: take actions to continually improve process performance.



For local governments to be able to adopt a process approach, it is important to recognize the different types of processes that are needed to provide reliable products/services to their customers/citizens, as well as their management capacity to produce the desired outcome. These include processes for management of an organization, operational processes and support processes (see [Annex A](#)). The processes needed to provide the products/services of the local government are the core of the operational processes.

Typical examples of local government processes are:

- a) strategic management processes to determine the role of the local government in the socio-economic environment;
- b) provision of resources and the capacity to provide the product/service of local government;
- c) processes needed to maintain the work environment;
- d) preparation, revision and updating of development plans and work programmes;
- e) monitoring and measurement of the product/service provision process;
- f) transparent internal and external communication processes;
- g) processes to address emergency preparedness and response to crises.

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

- Who is the customer? (Who receives the output from the process?) This might be an internal customer, within another area of the same local government, or an external customer such as a citizen who is receiving a product/service.
- What are the main inputs to the process? (e.g. information, legal requirements, national and/or regional government policies, materials, energy, human and financial resources)
- What are the desired outputs? (e.g. what are the characteristics of the product/service to be provided?)
- What controls and indicators are needed to verify the process performance and/or results?
- What is the interaction with other local government processes? (outputs from one process typically form inputs into other processes)
- What controls are necessary to have transparency?

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

### 0.3 Relationship with ISO 9004

#### ISO 9001:2008, Quality management systems — Requirements

##### Introduction

##### 0.3 Relationship with ISO 9004

ISO 9001 and ISO 9004 are quality management system standards which have been designed to complement each other, but can also be used independently.

ISO 9001 specifies requirements for a quality management system that can be used for internal application by organizations, or for certification, or for contractual purposes. It focuses on the effectiveness of the quality management system in meeting customer requirements.

At the time of publication of this International Standard, ISO 9004 is under revision. The revised edition of ISO 9004 will provide guidance to management for achieving sustained success for any organization in a complex, demanding, and ever changing, environment. ISO 9004 provides a wider focus on quality management than ISO 9001; it addresses the needs and expectations of all interested parties and their satisfaction, by the systematic and continual improvement of the organization's performance. However, it is not intended for certification, regulatory or contractual use.

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

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

## 0.4 Compatibility with other management systems

### ISO 9001:2008, Quality management systems — Requirements

#### Introduction

#### 0.4 Compatibility with other management systems

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

(...)

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

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

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

## 1 Scope

### 1.1 General

#### ISO 9001:2008, Quality management systems — Requirements

##### 1 Scope

##### 1.1 General

This International Standard specifies requirements for a quality management system where an organization

a) needs to demonstrate its ability to consistently provide product that meets customer and applicable statutory and regulatory requirements, and

b) aims to enhance customer satisfaction through the effective application of the system, including processes for continual improvement of the system and the assurance of conformity to customer and applicable statutory and regulatory requirements.

NOTE 1 In this International Standard, the term “product” only applies to

a) product intended for, or required by, a customer,

b) any intended output resulting from the product realization processes.

NOTE 2 Statutory and regulatory requirements can be expressed as legal requirements.

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

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

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

## 1.2 Application

### ISO 9001:2008, Quality management systems — Requirements

#### 1 Scope

#### 1.2 Application

All requirements of this International Standard are generic and are intended to be applicable to all organizations, regardless of type, size and product provided.

Where any requirement(s) of this International Standard cannot be applied due to the nature of an organization and its product, this can be considered for exclusion.

Where exclusions are made, claims of conformity to this International Standard are not acceptable unless these exclusions are limited to requirements within Clause 7, and such exclusions do not affect the organization's ability, or responsibility, to provide product that meets customer and applicable statutory and regulatory requirements.

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

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

## 2 Normative references

### ISO 9001:2008, Quality management systems — Requirements

#### 2 Normative references

The following referenced documents are indispensable for the application of this document. For dated references, only the edition cited applies. For undated references, the latest edition of the referenced document (including any amendments) applies.

ISO 9000:2005, *Quality management systems — Fundamentals and vocabulary*

No additional guidance necessary.

## 3 Terms and definitions

### ISO 9001:2008, Quality management systems — Requirements

#### 3 Terms and definitions

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

Throughout the text of this International Standard, wherever the term "product" occurs, it can also mean "service".

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

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

#### 3.1 top management

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

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

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