

Explanation Sheets Tilburg Model November 2005

1. Introduction

It gives me real pleasure, to tell you something about what we are doing in Tilburg in the field of modern public management and organisational development. Before that, please allow me to introduce myself. My name is Ignatius Zaat - Ignazio in your language - and I am senior advisor of the Concernstaff of the municipality of Tilburg.

In the past decade, the municipality of Tilburg has made a turn towards an organisation which is set up like a business and, in a later stage focused on the demands of the citizen as a customer of the municipality. This manner of organisation, known as The Tilburg Model, has been trend setting in The Netherlands.

I will give you a short outline of the basic principles of the model.

2. Map of the Netherlands

Tilburg lies in the South of the Netherlands. About 35 km from Eindhoven and 130 Km from Amsterdam.

3. Some Keyfigures

Before I tell you about the Tilburg model, I show you some keyfigures of Tilburg.

With its almost 200,000 citizens, Tilburg is the sixth biggest city of the Netherlands. Tilburg employs a staff of 1750 civil servants. Its total annual expenditure is some € 750 million Euros.

There is a board of Mayor and 6 Aldermen. Tilburg has 39 council members. The municipality has four main departments and a Concernstaf. The Concernstaff (40 persons) is a central controlling unit and it supports directly the mayor and the aldermen.

I work in the Concernstaff.

4. Distribution of the receipts (income) of the municipality of Tilburg

For a better understanding I point out how Tilburg gets his income:

"Imposte comunali" are specific levies like legal charges, fees

"Sussidi specifici" are specific contributions of the central government for e.g. support for unemployed people, money for restructuring old parts of the city, money relief drug addicts etc.

"Contributi per i comuni": is The Municipalities Fund

5. Public Administration in the Netherlands

For a better understanding I will explain the Dutch political system.

La Stato: (central administration)

- Prime Minister (the greatest party delivers the Prime Minister)
- A Cabinet and a cabinet council

Il Parlamento: (the Parliament)

- House of the Representatives of the Dutch Parliament (150 members)
- The Senate (75 members)

La Provincia (the Province)

- ◆ The Royal Commissioner represents the province at official functions and is appointed by the government.
- ◆ Members of the Provincial Council are elected by the inhabitants of the Province every four year. The day-to-day administration of the province is in the hands of the Provincial Executive.

La Regione

- ◆ Holland does not have this governing board layer. The cooperation between cities and villages is on voluntary basis.

La Commune

- ◆ The Mayor is appointed (actually) by the central government. After the council has put forward a name. It never occurs that the Minister of the Interior and Kingdom Relations chooses another. He is appointed for six years. Most important competence is that he is responsible for the security policy (Police) and the Fire brigade. Furthermore he represents the municipality externally.
- ◆ The municipality Council is elected every four year. In Tilburg this Council meet ten times a year.
- ◆ The Board of Mayor and Aldermen is appointed by the council.

6. Reason for the introduction the Tilburg Model

The Tilburg Model was introduced in 1986 in order to solve a number of serious problems and dilemmas in the city, such as a deteriorating financial situation and poor management information. There beside there was a high rate of unemployment.

At that time new aldermen and a few new managers came forward with new élan they took up and started to solve the problems.

7. Principles of the Tilburg Model

The Tilburg Model, as it was introduced in 1986, was based on the following principles.

(1) The first principle is the division of responsibilities. The central concept is that politicians handle the "what- question" when it comes to local developments, while the administration is responsible for the "how-question", how do we do it. This concept clearly defines the responsibilities for the management, who have been selected for this job.

(2) We select professional managers.

The directors of the departments meet every week. They discuss the agenda of the weekly meeting of the Board of Mayor and Aldermen. They also discuss the main principles of policy to develop. A lot of decisions are taken in mandate.

(3) Political control on headlines. But of course a council member can put any question he likes (controlling function). But in general, the council limits itself to main principles of policy.

(4) Transparant and open processes because of a sophisticated financial and political system.

Politicians and the administration think in terms of results and quality: ISO, benchmarking and total quality management

Finally: since 1997 citizens and organisations are at issue. I return here soon extended on.

8. Organisation principles

(1 en 2) All of the local government activities are defined as products with a fixed output (measurement gives knowledge) and an integrated cost assignment. Present-day we call these products programmes. Some of the products (programmes) have a visible outcome (policy effect). This makes it possible to control quantity and quality.

Examples of programmes : social security, council, youth policy, youth and care, ground exploitation, sport and free time, income support, management parking etc.

(3) Integral management: We use the principle of integrated responsibility: the manager is integradety responsible for the whole process (budget, policy preparation, implementation and staff).

Always, there is a person responsible for the success or the fail of the project, programme etc.

Another example is the way we react on letters of citizens or organisations. Everyone receives an affirmative of reception (within five days). After 21 days external the writer gets a decision or a letter in which appears which procedure will be followed.

9. A clear information system

Another important principle - one of the support pillars- is a sophisticated system of planning and control. Departments report on the implementation of the contracts if there are any deviations. The concern-controller and his department check the reliability of these reports. There are also regular audits (preventive screening) on the quality of the internal organisation and administration, information systems, human resource management, etc. In addition, the accounting committee of the town council selects certain themes/fields which undergo more detailed research. Special reports about their experiences in these fields are then brought out.

I indicate you on the different instruments as these are described in the folder

Il Modello Tilburg.

10. The Permanent Development Process since 1997: the principles of the Tilburg plus.

The Model has become a well functioning and effective way of steering and managing a local community. It has also received international praise and recognition.

However, customer inquiry (1994) showed dissatisfaction with the city's counter oriented services. The coordination was more or less dumped on the customer, a fault shared by many bureaucratic organisations.

That also appeared to be the case with projects such as the revitalization of neighbourhoods, which required the input of different departments.

City discussions and market research made it clear that adjustment was necessary. It was time for new steps forward.

In our view, the classic administrative cycle of Policy on the one hand, and Production on the

other hand, should be expanded with a third module: that of **demand determination and demand management**. The question is no longer only: are we doing it right?, but also: are we doing the *right things*? The primary worry is no longer: are we producing efficiently?, but also: will it result in *additional value*? The line of approach is no longer: what must we do?, but rather: *who ordered this*?

In other words, the policy cycle starts with determining the demand, a marketing-like activity; after that the operating processes must be planned and developed; then comes the production stage; and finally, evaluation will show if a new cycle needs to be started.

Making the customer central, focusing on the demand and an integral approach are all key elements in a radical reorganisation of the management processes. The structure, systems and manner of working are since that time (nineteen ninety-seven) based on the customers' questions.

11. The three-dimensional citizen

For the local government, the term customer/consumer is ambiguous. The government has different kinds of responsibilities and thus different kinds of consumer relationships. **We meet the citizen in three sorts of arenas.** From the standpoint of the citizen, three different areas have I been identified in which the local authorities and citizens meet in a variety of roles.

The first relationship of interaction is that of the citizen as a town occupant, *the interactive municipality*, the citizen as representative. In this area, it concerns activities of the city which have as their goal the overall development of the urban society as a whole. Examples in this category of activity are: main infrastructure services, economic development, municipal environmental policy, the future developmental direction of the city in physical terms, regional cooperation etc.

Policy making in this area is by no means the exclusive responsibility of the local government.

We are becoming more and more aware of the fact that giving direction to the society is an activity that is carried out only partly by the municipal government. How things are going with the urban society is determined to an important degree by numerous partners like companies, social organisations, interest groups as well as other levels of government. In order to achieve

the highest yield from the actions of local authorities, it is essential to cooperate with these other "players" in order to create a unified direction for the city.

The second relationship is the so called *participating municipality*: the citizen as inhabitant.

In this second area the government meet the citizen in it's living environment / district / neighbourhood. This is the area which often results in the hardest clashes between the two parties. It usually concerns the development of the micro-living environment, in which the government intervenes. This is the area where action groups are formed and where the politicians like to be active.

In this area as well, the citizen asks for an integrated approach from the government and he wants to be taken seriously. This last demand is matched on the governmental side by an increasing need for the citizen to assume responsibility for his/her own living environment. This in turn, requires the government to be willing to give back decision making/ powers about their own neighbourhood to the citizens. This leads to a far reaching decentralisation. In this decentralisation, an increasing portion of the governmental funds available for investment in the neighbourhood is made available to citizens in the form of a program of choices. In such a system, it is essential that the voice of the citizen is heard.

In this manner, neighbourhood budgets will be created in which the residents decide themselves what their priorities are: safety, green maintenance, facilities and programs for the elderly, play areas for children, etc.

The local government must be satisfied with the formulation of a number of basic factors over which the neighbourhoods have no decision making authority. Maintenance must not go below a minimum level. The sewage system (in The Netherlands) cannot be the responsibility of individual neighbourhoods, nor can infrastructure facilities which pass through a number of neighbourhoods.

The third relationship is service providing: the citizen as customer, the service providing municipality.

The last area of interaction is that of individual transactions. The citizen is a consumer of services provided by the city. These services cover a wide range which varies from the desired products (passport, wedding license but also rubbish collection, taxes, social assistance benefit).

In fact this is a provision of services in the public terrain which is directed to the individual. The citizen or customer makes rather simple demands in this area. The products/services must be good, in terms of quality and integration, they must not cost too much, be quick to deliver and service must t be given in a friendly and correct way.

12. Former organisation structure

Till 1997 this was the traditional bureaucratic structure. The department structure of Tilburg was made up of product clusters. As you see this is a traditional structure conducted: organisation principles are leading. Not citizens demands.

13. Organisational shift

Shift to a new organisation: every citizen has immediately access to the right sector of the Council or the right civil servant. We grouped several activities in new sectors, services. This leads to the following organisation structure in:

14. Structure since 1997 - 2005

Department of Policy development

Department of Neighbourhood development (with five area teams)

Public Affairs

Services

15. Results of the last 10 - 15 years

- A clear transparent organisation for politicians and citizens
- No shortages the last twenty years and no financial surprises
- We put our extra money in improving the infrastructure and in the centre of the city; we build new swimming pools, a music hall, district centre for the people in the neighbourhoods etc.
- We diminished the number of civil servants with over 800 persons in 20 years. In spite of: more activities and Tilburg grew with 30.000 people (two villages were incorporated).

16. Accountresult.

Surplus and no more shortages.

Tilburg

Ignatius Zaat

11 november 2005