



**Arab American University**  
**Faculty of Graduate Studies**

**Key Performance Indicators for Quality Improvement in  
Municipal Development Program: A Case Study in Ramallah  
and Albira Governorate.**

By

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**This thesis was submitted in partial fulfillment of the  
requirements for the Master`s degree in**

**Quality management**

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## Thesis Approval

### **Key Performance Indicators for Quality Improvement in Municipal Development Program: A Case Study in Ramallah and Albira Governorate.**

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## الإقرار

أنا الموقع ادناه، مقدم الرسالة التي تحمل العنوان:

**Key Performance Indicators for Quality Improvement in Municipal  
Development Program: A Case Study in Ramallah and Albira  
Governorate.**

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## Declaration

The work provided in this thesis, unless otherwise referenced, is the researcher's own work, and has not been submitted elsewhere for any other degree or qualification.

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## Table of Contents

List of Tables .....	vii
List of Figures.....	viii
List of Acronyms .....	ix
<b>Chapter 1: General Framework.....</b>	<b>1</b>
1.1 Background: .....	1
1.1.1 Palestinian Ministry of Local Government (MOLG).....	2
1.1.2 The Municipal Development and Lending Fund (MDLF).....	2
1.1.3 The Municipal Development Program (MDP).....	4
1.1.4 Municipalities in Ramallah and Albira Governorate .....	12
- Ramallah Municipality Profile .....	12
- Albira Municipality Profile. ....	15
- Betonia Municipality Profile .....	16
1.2 Problem Statement: .....	18
1.3 Objectives of the Study: .....	18
1.4 Questions of the Study: .....	19
1.5 Scope of the Study: .....	20
1.6 The Significance of the Study: .....	20
1.7 Structure of the Study: .....	22
<b>Chapter 2: Theoretical Framework.....</b>	<b>24</b>
2.1 Overview of Organizational Quality and Performance .....	24
2.1.1 Organizational Performance and Performance Management: .....	24
2.1.2 Quality, Quality Management and Total Quality Management: .....	27
2.1.3 Quality Improvement Tools: .....	32
2.1.4 Key Performance Indicators (KPIs): .....	33
2.2 Deming 14 Points And Malcolm Baldrige National Quality Award (MBNQA) for Quality Improvement: .....	36
2.2.1 Deming 14 Points: .....	36
2.2.2 Malcolm Baldrige National Quality Award (MBNQA) .....	42

2.3 Quality and Performance in Municipalities: .....	44
2.3.1 KPIs as Quality Improvement Tool in Municipalities: .....	48
2.3.2 MBNQA in Municipalities: City of Germantown as an Example .....	51
<b>Chapter 3: Research Methodology</b> .....	55
3.1 Research Approach .....	55
3.2 Population and Sample .....	55
- Ramallah Municipality Profile .....	56
- Albira Municipality Profile. ....	57
- Betonia Municipality Profile .....	58
3.3 Data Collection Method and Research Instruments: .....	59
3.3.1 Content Analysis: .....	60
3.3.2 Interviews: .....	60
3.4 Validity and Reliability .....	61
3.5 Analysis Techniques .....	61
3.6 Ethical Issues .....	62
<b>Chapter 4: Data Analysis and Discussion</b> .....	63
4.1 Implementing (MDP) KPIs and Quality Management: .....	63
4.1.1 Deming 14 Points in Implementing (MDP) KPIs .....	64
4.1.2 Malcolm Baldrige National Quality Award (MBNQA) in Implementing (MDP) KPIs: .....	77
4.2 Implementing (MDP) KPIs and Performance Management in Municipalities of Ramallah, Albira, and Betonia.....	82
4.2.1 Financial Performance: .....	83
4.2.2 Organizational Performance: .....	87
4.3 Implementing (MDP) KPIs and Service Quality in Municipalities of Ramallah, Albira, and Betonia: .....	97
4.4 Using Quality Tools and Techniques in Municipalities of Ramallah, Albira, And Betonia .....	103
4.5 Success Factors and Challenges:.....	105
4.5.1 Success Factors .....	105

4.5.2 Challenges:.....	106
<b>Chapter 5: Conclusions and Recommendations.....</b>	<b>108</b>
5.1 Conclusions:.....	108
5.2 Recommendations:.....	109
References .....	111
Appendix .....	126

## **Abstract**

Quality management and total quality management have received considerable attention in recent years and various studies have documented analysis and results of their impact on organizational performance. This study dealt with the municipal development program (MDP) key performance indicators, these 21 KPIs reflect the Palestinian municipal performance in financial and institutional performance, sustainability, transparency, accountability, and participation. This study investigates to what extent these KPIs are used as quality improvement tools by municipalities in Ramallah and Albira Governorate. Content analysis and semi-structured interviews were used to collect qualitative data about a sample of three municipalities. From analysis, it is evident that these KPIs embody the fundamental ideas of TQM and are mainly compatible with the 14 Deming points in addition to MBNQA principles. Yet the findings have not been as nearly as impressive for quality management in municipalities. While, it can be concluded that a serious application of the MPD KPIs, leads to positive changes in the organization's environment and quality of services in the long term.

It is recommended that in the near future, a quantitative study should be conducted on a larger sample of municipalities, taking into account the diversity of municipalities' sizes and ranks, in order to study the impact of MDP KPIs on the actual performance of municipalities, and another study to focus on the impact of MDP KPIs on the service quality of municipalities. In addition, it is recommended to study the possibility of developing MDP project by targeting other sectors and based on the international awards related to quality so that it becomes a national award for quality in Palestine.



## List of Tables

TABLE 1:GRANTS ALLOCATION PERFORMANCE INDICATORS MDP I.....	5
TABLE 2: GRANT ALLOCATION PERFORMANCE INDICATORS FOR MDP II.....	7
TABLE 3: MUNICIPAL GRANT SYSTEM UNDER THE PROPOSED MDP III.....	9
TABLE 4: PERFORMANCE MANAGEMENT DEFINITION MATRIX .....	26
TABLE 5: TQM DEFINITION MATRIX.....	31
TABLE 6: DEMING 14 POINTS AND MDP KPIS MATRIX .....	73
TABLE 7: MBNQA AND MDP KPIS MATRIX .....	81
TABLE 8: FINANCIAL INFORMATION AVAILABILITY .....	83

## List of Figures

FIGURE 1: ELEMENTS OF SUCCESS OF PERFORMANCE INDICATORS IN IMPROVING MUNICIPALITIES' PERFORMANCE AND SERVICE QUALITY.....	51
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## **List of Acronyms**

**APLA:** Association of Palestinian Local Authorities.

**KPI:** key Performance Indicator.

**LGUs:** Local Governing Units.

**MDLF:** Municipal Development and Lending Fund.

**MDP:** Municipal Development Program.

**MOLG:** Ministry of Local Government.

**NIST:** National Institute of Standards and Technology.

**PCBS:** Palestinian Central Bureau of Statistics.

**SAACB:** State Audit & Administrative Control Bureau.

## **Chapter 1: General Framework**

### **1.1 Background:**

In Palestine, there are two types of LGUs: municipalities and villages' councils, according to Council of Ministers decision No. (7) Of 2018 by amending the system of presidents and members of local authorities' No. (3) Of 2017. It was also included in the same decision; there are three categories for the Palestinian municipalities (municipalities A category, municipalities B category and municipalities C category & joint municipalities). According to the municipal development and lending fund, (2021) the entities that profit from the Fund's services include "municipalities, village councils, local councils, joint services councils, municipally controlled institutions, and local government units."

According to article (22) of the Palestinian local authorities' law No. (1) Of 1997, the revenues of the local authority consist of:

1. Taxes, fees and funds imposed or derived under the provisions of the Act
2. Contributions, donations and assistance approved by the Council.
3. The share allocated by the executive to the local authority.

As stated by the MOLG (2019), there are several challenges confronting Palestinian local governments that have an impact on their work, including Israeli military strikes that have resulted in significant asset losses, declining revenue, and a crushing financial crisis. Furthermore, it was stressed that in order to overcome these challenges, governments must acknowledge the need of openness and accountability in municipal and village councils.

### **1.1.1 Palestinian Ministry of Local Government (MOLG)**

The Palestinian Ministry of Local Government (MOLG) as stated in ministry website (MOLG, 2019) was established on May 25, 1994. It was founded in order to stabilizing the transparency and accountability of municipalities and village councils in West bank and Gaza strip (ARIJ, 2009). This entity is the Local Government Sector's regulating body. Furthermore, it organizes, instructs, and oversees the financial, administrative, and technical operations of this sector (MOLG, 2014). MOLG's primary tasks include supervising, monitoring, and arranging spatial planning at the municipal level (ARIJ, 2009) & (MOLG, 2019), as well as issuing building licenses (MOLG, 2014). At the same time, it ensures that local authorities' activity is in accordance with the ministry's rules and policies, as well as monitoring municipalities' and village councils' budgetary difficulties (ARIJ, 2009).

### **1.1.2 The Municipal Development and Lending Fund (MDLF)**

In 2005, the Palestinian National Authority (PNA) created The Municipal Development and Lending Fund (MDLF), as a Palestinian semi-governmental organization. MDLF seeks to translate local government policy in Palestine into initiatives and projects (MDLF, 2017). Moreover, assists LGUs as they assume responsibility for raising, investing, and managing financial resources in order to provide and enhance services (MDLF, 2021). In order to strengthen and improve them in responding to the stakeholders demands, through delivering high quality, efficient, and effective municipal services (MDLF, 2017).

According to article (4) of the decree by law No. 25 of 2016 on the Fund for the municipal development and lending fund, MDLF will perform the following duties:

1. Direct government and donor funding to development initiatives and provision and development of administrative and financial systems for local governments.
2. Increasing the capability of local governments in accordance with the principles of modern governance.
3. Assisting local governments in achieving sustainable development.
4. Encourage local governments to adopt development initiatives that will serve their development plans.
5. Making loans accessible to local governments on favorable conditions that they may readily repay with their earnings.
6. Conducting research and supplying data to the Ministry of Local Government in support of sector development policies.
7. Increasing the financial resources available to local governments.
8. Control and verification of the usage of loans and grants made available by local governments.

From the previous, it appears that the primary goal for MDLF is to promote the flow of financial resources (grants and loans) to local governmental units, and empowering them under the supervision of the Palestinian Ministry of Local Government (MOLG).

### **1.1.3 The Municipal Development Program (MDP)**

Eng. Nizar Samhan, the Manager of Strategic Planning & External Relations Department at MDLF (2020) mentioned that MDLF developed the Municipal Development Program (MDP) under the supervision of (MOLG), based on 12 fundamental acknowledged “good practices” and the experiences of other counties. As stated in MDP Brochure (2013) that this multi-phase program supports municipalities in providing better coverage and improved quality of services. Moreover, it’s described as unusual program, since it doesn’t only offer infrastructure funds to Palestinian municipalities, but it also attempts to enhance performance by strengthening municipal operational, planning, and financial capability. It should be noted that MDP helps all municipalities in the West Bank and Gaza Strip (MDP III Brochure English, 2020).

According to (Alpha International, 2020) three phases of municipal development program (MDP) in the West Bank and Gaza have been implemented:

1. MDP phase I: lasting for a three-year period, in two cycles beginning in 2010. The MDP I focuses on the following component at this phase (MDLF, 2013) & (MDP English Brochure, 2013):
  - Capital investment: providing municipalities with grants according to their performance rank.
  - Innovations: encourages learning and innovation to help municipalities to improve, including the execution of national policy directives.
  - Capacity enhancing: assist municipalities to improve their abilities in management and planning in order to achieve a higher performance rank.

- Program management: provide municipalities with money to guarantee that stakeholders are satisfied and understand the grant distribution mechanism well.

Municipalities in this phase were evaluated based on 12 performance criteria “best practices” (MDLF, 2013). The levels of ranking range from A (highest conceivable rank) to F (lowest possible rank) as shown in table 1.

Table 1: Grants Allocation Performance Indicators MDP I

Source: (MDLF, MDP English Brochure, 2013)

<b>Rank</b>	<b>Performance Criteria</b>
A	Unqualified external audit
	Current account surplus for two consecutive years
	Integrated financial management system IFMIS
B	Surplus operational budget (last year)
	Fixed assets registration
	Operational and maintenance plan executed partly
C	Municipal Development and Investment Plan
	Financial accounting policies and procedures
	External audit
D	Developmental Budget approved, executed and properly submitted to the MOLG
E	Operational budget approved, executed and properly submitted to the MOLG
F	No budgetary information

Grants are distributed based on performance rank since it is weighted for 40% of the total fund allocation. While the remaining is allocated by 40% for the population and 20% for necessities (MDLF, 2013).



2. MDP phase II was scheduled to be deployed over a three-year period in two eighteen - month cycles beginning in March 2014. The MDP II focuses on the following component at this phase (MDLF, 2017)

- Capital investment: providing municipalities with grants according to their performance rank.
- Innovations: encourages learning, innovation and responsiveness to help municipalities to improve, including the execution of national policy directives. By fortifying newly merged municipalities. Furthermore, implementing new concepts such as e-governance and renewable energy.
- Capacity enhancing: assist municipalities to improve their abilities in management and planning in order to achieve a higher performance rank.
- Program management: provide municipalities with funds to support the purchase of products and the services of consultants for monitoring and evaluation.

MDLF, MOLG and the Financing Partners in this phase adopt a 16 key performance indicators and graduation ladder which have 11 levels (E, D, C, C+, C++, B, B+, B++, A, A+, A++). Within each ranking level (E, D, C, B, and A) specific key performance indicators were identified. Which reflect the municipal performance (MDP II English brochure, 2016). As shown in table 2.

Grants are distributed based on performance rank since it is weighted for 50% of the total fund allocation in this phase. While the remaining is allocated by 30% for the population and 20% for necessities (MDLF, 2017).

3. MDP phase III, was launched in 2017 with four unique components (MDLF, 2021).

The MDP III focuses on the following component at this phase (MDP III Brochure English, 2020), (MDLF, 2021) & (MDLF, 2019):

- Municipal performance and service delivery: this phase completes the overall approach preceding by focusing on municipal financial sustainability and accountability.
- Capacity Development: this phase completes the capacity strengthen in “*financial sustainability, institutional performance and transparency, accountability and participation*”.

Table 2: Grant allocation performance indicators for MDP II

Source: (MDP II English brochure, 2016)

Rank	Performance criteria	Performance criteria
	Fulfillment of all below indicators in addition to the following:	1. Substantial operation and enterprise account surplus. (More than 15%) 2. Unqualified external audit. 3. use of an integrated financial management system IFMIS. 4. Satisfactory service quality (timely delivery of building licenses and clearances; provided public green space per capita) 5. good collection efficiency and own revenue generation (specified own revenues > 100 NIS per capita or 10% above last two years' average)
A++	5 out of 5	
A+	4 out of 5	
A	3 out of 5	

	Fulfillment of all below indicators in addition to the following:	6. Substantial operation and enterprise account surplus (more than 5%). 7. Fixed assets register in place and updated. 8. Operation and maintenance plan in place updated. 9. Public disclosure of all municipal investments, SDOP execution, and external audit reports. 10. satisfactory collection efficiency and own revenue generation (specified own revenues >50 NIS per capita or 5% above last two years' average)
B++	5 out of 5	
B+	(3 or 4) out of 5	
B	2 out of 5	
	Fulfillment of all below indicators in addition to the following:	11. Municipal strategic development and investment plan (SDIP) in place and updated 12. Financial accounting policies, procedures and reports in place. 13. External audit according to minimum standards. 14. Public disclosure of budgets, SDIP plan and ranking. 15. Basic collection efficiency and own revenue generation (specified own revenues > 25 NIS per capita or above last two years' average).
C++	5 out of 5	
C+	(3 or 4) out of 5	
C	2 out of 5	
D	Fulfillment of this indicator	16. Budget forecast and executed properly submitted and approved by MOLG.
E		Minimum requirements not fulfilled.

- Municipal Partnership Projects: assist municipalities in engaging with the private sector more effectively so that better services can be delegated.

- **Project Implementation Support and Management:** provide municipalities with funds to support the purchase of products and the services of consultants for monitoring and evaluation.

In this phase, MDLF, MOLG, and the Financing Partners use a 21-key performance indicator and 10-level graduation ladder (D, C, C+, C++, B, B+, B++, A, A+, A++). Specific key performance indicators were defined for each ranking level. These KPIs reflect municipal performance in the following areas: “1. *Financial Performance and Sustainability*. 2. *Institutional Performance and Transparency*. 3. *Accountability and Participation*” (MDP III Brochure English, 2020). As shown in table 3.

Grants are distributed based on performance rank since it is weighted for 50% of the total fund allocation in this phase. While the remaining is allocated by 20% for the population and 30% for necessities (MDP III Brochure English, 2020).

Table 3: Municipal Grant System Under the Proposed MDP III

Source: (MDLF, MDP III Brochure English, 2020)

1. Basic Grant (50%) allocated based on population and needs				
Eligibility Conditions	i. Annual Budget approved by the Municipal Council and submitted to MOLG on a timely basis  ii. SDIP prepared according to new SDIP Guidelines (from year 3)			
2. Performance Grant (50%). Grant allocated to municipalities based on performance according to KPIs				
Categories	D	C	B	A
No. of KPIs	3 KPIs	6 KPIs	6 KPIs	6 KPIs
Graduation	Compliance of all 3 KPIs	C: compliance of 2 out of 6	B: compliance of (2) out of 6	A: compliance of (2) out of 6

		<p>C+: compliance of (3,4) out of 6</p> <p>C++: compliance of 5,6 out of 6</p> <p>In addition to the KPIs in rank D</p>	<p>B+: compliance of (3,4) out of 6</p> <p>B++: compliance of (5,6) out of 6</p> <p>In addition to the KPIs in rank D &amp; rank C</p>	<p>A+: compliance of (3,4) out of 6</p> <p>A++: compliance of (5,6) out of 6</p> <p>In addition to the KPIs in rank D &amp; rank C and rank B</p>
Performance Areas	Key Performance Indicators Matrix			
Financial Performance and Sustainability			At least 10% of the budget execution for O&M	O&M Plan in place
		Year on Year Increase or more than 50 NIS municipally collected revenue per capita	Operational Surplus achieved	Staff Costs <45% WB or <70% GZ) of Operational and Capital expenditure
	Separate banks Accounts for Enterprise revenues established	Separate financial accounting for enterprise revenues and	No increase in net lending	Cost Accounting Systems set up

		expenditures established		
Institutional Performance	Financial Accounting Policies and Procedures in place	Executed Budget Statement for the previous FY submitted to MOLG on time	Unqualified Audit Opinion from Annual external audit	IFMIS implemented
		Fixed Asset Register in place and updated	At least 70% Budget Execution	Green Spaces implemented
Transparency, Accountability and Participation	Public Disclosure of annual budget, SDIP and MDP performance ranking	Public Disclosure of executed budget and executed SDIP	Audit opinion disclosed to citizens and stakeholders	
		Municipal Complaint System established		Functional Municipal Complaint System following MOLG guidelines

### **1.1.4 Municipalities in Ramallah and Albira Governorate**

According to the Association of Palestinian Local Authorities (APLA) website, Ramallah and Albira Governorate has 20 municipalities that provide services to villages, towns, and cities' centers (APLA, 2021). According to Council of Ministers decision No. (7) Of 2018 by amending the system of presidents and members of local authorities' No. (3) Of 2017, two municipalities in Ramallah and Albira Governorate are categorized as (A) municipalities; these municipalities are Ramallah municipality and Albira municipality, while the remaining municipalities are categorized as B and C. It should be noted that this categorization is completely different from that used by the Municipal Development Program (MDP) as it focuses on population. The municipalities of Ramallah, Albira, and Betonia will be discussed in detail in the next section.

#### **- Ramallah Municipality Profile**

Ramallah municipality was founded in 1908, with the formation of its first municipal council, which was led by Elias Odeh Al-Debini. Since its inception, the presidency of the Ramallah municipal council has passed among 24 mayors. Musa Hadid presently serves as the mayor of the city. While the council is made up of fourteen members (عن بلدية رام الله, 2018). The municipality is categorized as (A) municipality according to Council of Ministers decision No. (7) Of 2018 by amending the system of presidents and members of local authorities' No. (3) Of 2017. Moreover, according to MDPL final report of municipal ranking update (2019), it is the only municipality ranked A++ until 2019, while its rank in 2017 was A+, according to MDP KPIs.

Through its role in city regulation under a regulatory system, the municipality contributed to the improvement of Ramallah, according to its website (عن بلدية رام الله, 2018) the municipality is concerned with the following issues:

1. Construction and building authorization and follow-up inspection.
2. Maintaining the city's beauty and cleanliness.
3. Creating, organizing, administering, and controlling parks and squares.
4. Safeguarding public health.
5. In collaboration with the appropriate authorities, monitoring food and consumer products.
6. Trades and professions licensing.
7. Communication and transportation regulations.
8. Determining and collecting municipal fees and revenues, as well as sanctions levied on those who violate its regulations.
9. Protecting ancient sites in collaboration with the appropriate authorities.
10. Supporting and contributing to cultural, sporting, and social activities.
11. Preventing and eradicating encroachment on its private and public property that falls within its jurisdiction.

With regard to the organizational structure for Ramallah municipality (الهيكلية التنظيمية العامة, 2018), notice that the municipal council is the top administrative level in the municipality, followed by mayor and then the general director. The municipality structure consist of five units and nine departments as follow (الهيكلية التنظيمية العامة, 2018):

1. Internal control unit: It carries out its responsibilities directly under the direction of the Municipal Council.



2. Media and protocol unit: It carries out its responsibilities directly under the direction of the mayor.
3. Sustainable Development and Strategic Planning Unit: It carries out its responsibilities directly under the direction of the mayor.
4. Public service unit: It carries out its responsibilities directly under the direction of general director.
5. Local Economic Development Unit: It carries out its responsibilities directly under the direction of general director.

Ramallah municipality departments, which carry out their responsibilities directly under the direction of general director, are (الهيكلية التنظيمية العامة, 2018):

1. Administrative affairs department.
2. Financial affairs department.
3. Projects department.
4. Health and the environment department.
5. Cultural and community affairs department.
6. Geographical information systems department.
7. Buildings and urban planning department.
8. Solid waste, sanitation, and maintenance department.
9. Public Relations Department.

According to (الهيكلية التنظيمية العامة, 2018), there are three levels of administration for these departments. A director leads the department, and a number of sections, each of which includes a number of divisions, supports it.

### - Albira Municipality Profile.

Since 1923, the city has had a municipal council led by Eid Al-Mousa (بلدية البيرة من نحن, 2021). The municipality is categorized as (A) municipality according to Council of Ministers decision No. (7) Of 2018 by amending the system of presidents and members of local authorities' No. (3) Of 2017. According to MDFL, final report of municipal ranking update (2019), Albira Municipality's performance in 2019 was worse than in 2017, with a B ranking in 2019 compared to an A+ ranking in 2017.

With regard to the organizational structure for Albira municipality (بلدية البيرة من نحن, 2021), notice that the municipal council is the top administrative level in the municipality, followed by mayor and then the municipality manager. The municipality structure consist of six units and six departments as follow:

Albira municipality units are (بلدية البيرة من نحن, 2021):

1. Internal control unit: It carries out its responsibilities directly under the direction of the Municipal Council.
2. The legal unit: It carries out its responsibilities directly under the direction of the mayor.
3. Strategic planning and performance evaluation unit: It carries out its responsibilities directly under the direction of the mayor.
4. Procurement and bidding unit: It carries out its responsibilities directly under the direction of municipality manager.
5. Quality unite: It carries out its responsibilities directly under the direction of municipality manager.

6. Development and investment unit: It carries out its responsibilities directly under the direction of municipality manager.

Albira municipality departments, which carry out their responsibilities directly under the direction of municipality manager, are (من نحن -بلدية البيرة), 2021):

1. Administrative affairs department.
2. Financial affairs department.
3. Health and the environment department.
4. Public relations, culture, and media department.
5. Engineering department.
6. Planning and development department.

According to Albira municipality structure (الهيكلية التنظيمية العامة), 2018), there are two levels of administration for these departments. A director leads the department, and a number of sections supports it, but no information regarding divisions is provided.

#### **- Betonia Municipality Profile**

Betonia's first village council was formed in 1953. Fahmy Abdullah Hassan led it at the time. In 1965, the village council was elevated to the status of municipal council. The presidency of the Betonia municipal council has passed among five mayors. Rebhe Dola presently serves as the mayor of the city. (نبذة عن بلدية بيتونيا), 2019). According to MDFL final report of municipal ranking update (2019) Betonia municipality kept the same rank between 2017 and 2019, earning an A+ in both years.

Through its role in city regulation under a regulatory system, the municipality contributed to the improvement of Betonia, according to its website (نبذة عن بلدية بيتونيا, 2019) the municipality is concerned with the following issues:

1. Construction and building authorization and follow-up inspection.
2. Maintaining the city's beauty and cleanliness.
3. Creating, organizing, administering, and controlling parks and squares.
4. Safeguarding public health.
5. In collaboration with the appropriate authorities, monitoring food and consumer products.
6. Trades and professions licensing.
7. Communication and transportation regulations.
8. Determining and collecting municipal fees and revenues, as well as sanctions levied on those who violate its regulations.
9. Protecting ancient sites in collaboration with the appropriate authorities.
10. Supporting and contributing to cultural, sporting, and social activities.
11. Preventing and eradicating encroachment on its private and public property that falls within its jurisdiction.

The municipality has not made its organizational structure public. Despite the fact that the municipality's website listed several departments and sections along with their names and responsibilities. A copy of the structural was obtained by visiting the municipality.

## **1.2 Problem Statement:**

The Municipal Development and Lending Fund (MDLF) developed the Municipal Development Program (MDP), under the guidance of Ministry of Local Government (MOLG). This program adopts 21 key performance indicators, these indicators aimed to improve municipalities' performance, at the same time it is a method for distributing funds.

This study tries to find out if there are any real improvements related to quality from implementing the Municipal Development Program (MDP) KPIs at municipalities. In addition, verify if these KPIs have a real impact on municipalities' performance and their services quality, by checking the improvement cycle (PDSA), with reference to Deming's 14 points for implementing quality improvement and attend to the criteria of Malcolm Baldrige National Quality Awards. Moreover, this study checks if it is possible to build a common approach that helps municipalities to face the expected challenges, reach it goals, and get a higher performance rank.

## **1.3 Objectives of the Study:**

The overall aim of the study is to find to what extent the KPIs designed by MDLF are used as a quality improvement tool by municipalities in Ramallah and Albira Governorate, by studying the three municipalities (Ramallah, Albira & Betonia) as a comparative case study.

More specifically, the study has the following objectives to respond to the questions of the study:

1. Check if there are any real improvements related to quality from implementing the municipal development program (MDP) KPIs.
2. Verify if implementing the (MDP) KPIs and achieve any rank level, have a real impact on municipality's performance and service quality in the three municipalities and compare the result in order to form a vision.
3. Discover if the three municipalities under study used any quality tools and techniques to achieve rank level.
4. Find the key success factors and challenges that caused the change in the level of performance at these three municipalities.

After comparing methods, the three municipalities followed to reach its rank level, key success factors, challenges and based on MDLF and other partner recommendation, building a common approach help municipalities to reach it goals and get higher performance rank.

#### **1.4 Questions of the Study:**

1. Does implementing MDP KPIs result in any real improvements related to quality at municipalities of Ramallah, Albira and Betonia?
2. Did implementing MDP KPIs lead to any changes in the performance of the municipalities under study?
3. Did implementing MDP KPIs lead to any changes in service quality at the municipalities under study?

4. Do municipalities of Ramallah, Albira and Betonia; use any quality tools and techniques to achieve rank level?
5. What are the key success factors that caused the change in the level of performance at municipalities of Ramallah, Albira and Betonia?
6. What are the challenges that caused the changes in the level of performance at municipalities of Ramallah, Albira and Betonia?

### **1.5 Scope of the Study:**

The scope of the study is limited to extent the KPIs designed by MDLF are used as a quality improvement tool by (Ramallah, Albira & Betonia) municipalities in Ramallah and Albira Governorate from 2017 to 2019. More specifically, the purposive (selective) sample to study three municipalities (Ramallah, Albira & Betonia) from a total of 19 municipalities in Ramallah and Albira Governorate will be employed.

### **1.6 The Significance of the Study:**

This study is unique in Palestine especially in Local Governing Units (LGUs) sector, as by far there is no similar study locally that connect KPIs and quality improvement; especially important that the Municipal Development Program (MDP) KPIs, as it a new method at this sector. More specifically, this study examines if there are any real improvements related to quality from implementing the Municipal Development Program (MDP) KPIs, by checking the improvement cycle (PDSA) at the 3 municipals chosen for this study and if the successful case uses any quality tools and techniques.

Most previous studies at municipalities covered the KPIs by linking it to performance management or it was an attempt to create the KPIs for municipalities sector.

Moreover, this study is important because it tries to verify if implementing the Municipal Development Program (MDP) KPIs and achieve any rank level, have a real impact on municipality's performance and services quality; by study 3 cases that start from the same rank point and then each of them achieve deferent rank. The different in this study here that it will go deeply in three cases that have the same start point. Most studies the researcher accessed discuss one case study or two, and they do not have the advantage we have in this study (same start point of rank).

The Malcolm Baldrige National Quality Awards, which is one of the world's most famous awards, links performance with quality. It also includes the public sector, and several American municipalities have received this award over the years. In addition to Deming's 14 points for implementing quality improvement, which represent the cornerstone of quality management and process improvement, these two criteria were used in this study to create some forms and checklists within the interviews to check for quality and performance issues in the municipalities under study. The previous studies did not use these criteria to assess the performance or service quality at municipalities. In addition, the importance of this study related to the expected results that contribute to building a common approach by best practices in order to help municipalities to face the expected challenges, reach it goals, and get a higher performance rank. In addition to some recommendations may appear related to need for improve fourth phase with more KPIs or change some of them by going deeply in the Municipal Development Program



(MDP) which has phases, and municipalities with MDLF support finished phase 1 and 2, and by 2021 will finished phase 3.

### **1.7 Structure of the Study:**

An overview about the structure of the study has been presented in this section. The study has been divided into five chapters and a references and appendix. A brief description about the contents in each chapter has been given so that the reader can have a clear picture about the focus areas.

*Chapter 1: General framework*, this chapter consists of introduction and background of the thesis. The chapter is divided into sub sections which include details about brief introduction to the case organization, purpose and research questions; followed by problem description and the delimitations. Lastly, an outline about the structure of the thesis work.

*Chapter 2: Theoretical Framework*, this chapter covers a detailed explanation about the literatures reviewed, concepts, and description about how to use the selected tools. These theories will be further used to discuss about the findings.

*Chapter 3: research methodology*, this chapter presents about the choice of method, how the research will be carried out, and the types of the data collected for the analysis. It also covers about the analysis of the data and the credibility of the study. Moreover, it gives insights about the background of the organization in which the case study is performed. It consists of the organization's structure, description about the municipalities under study. The results will be from the data collection sources such as interviews, observations and internal documents studied.

*Chapter 4: Data analysis and discussion*, an analysis on the findings will be presented in this chapter. The analysis focuses on the purpose of the study, it presents the details about how the results are connected to the theoretical framework. A discussion about the findings, analysis, selected tools, and methodology will be included in this chapter.

*Chapter 5: Conclusions and recommendations*, this chapter provides a conclusion for the thesis research work. The answers to the research questions conclude the study. Finally, the author's insights for the possible future work in this area will also be presented.

*References* this is the last part of the thesis where all the references that have been used will be given.

*Appendix* the appendix consists of information such as interview questions, and some data that has been used for the problem identification.

## **Chapter 2: Theoretical Framework**

### **2.1 Overview of Organizational Quality and Performance**

Across the world in every modern organization, quality has become a vital component and important part of continual effort for improving performance (Evans & Lindsay, 2017). Every producer or service provider is seeking to build sales. Beside the price as main factor, quality comes as a major challenge in benchmarking (Heizer & Render, 1993). To create a competitive advantage and to achieve performance excellence organizations build their business strategies based on quality issues and quality management system (ISO, 2015) & (Montgomery, 2013). Moreover, it is very important to measure organizations' current performance and compare it with the previous one, and with similar organizations performance (Hlongwane, 2011) and (Montgomery, 2013). The terms organizational performance and performance management are subsequently illustrated.

#### **2.1.1 Organizational Performance and Performance Management:**

##### **- Performance Definition:**

The Cambridge Dictionary defined the concept of performance as “*How well or bad something, or somebody does a piece of work or an activity*” (Cambridge, 2020). According to (Kgechane M. I., 2013), organizational performance described as “*an independent auditing process*”. Moreover, he agreed with (Tseole, 2013) that, organizational performance is an integrated systematic approach used to assess efficiency

and quality of the measures initiated in order to achieve organization mission, goals, targets and customer satisfaction.

- **Performance Management Definition:**

While performance management described as a method, techniques or approach that used to design all processes and systems in order to improve the efficiency and effectiveness of organizations, by managing, planning, facilitating and improving individual and team performance (Motingoe, 2011). *“The Department of Provincial and Local Government defined performance management as a strategic approach to management, which equips leaders, managers, employees and stakeholders at different levels with a set of tools and techniques to regularly plan, continuously monitor, periodically measure and review performance of the organization in terms of indicators and targets of efficiency, effectiveness and impact”* (Hlongwane, 2011). Kgechane, (2013) Agreed with both definitions, by Describing performance management as a *“systematic integrated approach”* to management, owned and led by top management, which designed to improving individual and team performance and gains their commitment to achieve organizational vision, mission and strategic goals, by defines outputs needed to achieve them, and monitors the outcomes. According to (Radebe, 2013) *“Performance management should be an ongoing process”*, this process explain *“why something happened”* and *“what to do about it”*, using a measurements that indicates, *“What happened”*.

This lead to performance excellence term, which is defined by the product-focused nation of quality as *“an integrated approach to organizational performance management that results in delivery of ever-improving value to customers and*

*stakeholders, contributing to organizational sustainability, improvement of overall organizational effectiveness and capabilities, and organizational and personal learning”* (Evans & Lindsay, 2017).

Table 4: Performance Management Definition Matrix

	Techniques or approach	integrated	continues	strategic	Aims to improve	Continues monitoring	Valid measurement	Led by top management	Corrective actions
Motingoe	√	√			√				
Hlongwane	√	√	√	√		√	√		√
Kgechane	√	√		√	√	√		√	
Radebe	√		√		√	√	√		√

From the previous matrix performance management could be described as an integrated continuous approach or techniques or approach aims to improve organization performance by improving the performance of all its components (individuals, teams, processes...etc.). This strategic approach helps to achieve organizations’ mission, vision and strategic goals by continuous monitoring and evaluating using valid performance measurements, and take the corrective action when needed.

### 2.1.2 Quality, Quality Management and Total Quality Management:

#### - Quality Definition:

The Oxford Advanced Learner's Dictionary defined the concept of Quality as "*the standard of something when it is compared to other things like it, how good or bad something is*" (Oxford, 2020). In the same context, global negotiator at its international trade dictionary defined it as "*The degree of excellence of something, as measured against other things of a similar kind*" (GN, 2021). While, American Society for Quality Control defined Quality as "*the totality of features and characteristics of a product or service that bear on its ability to satisfy stated or implied needs*" (Heizer & Render, 1993).

Quality perceived subjectively and in comparison to various parameters, and it may be a complicated term, so it is hard to find a universal definition for it. Walter Shewhart defined Quality for the first time as "*the goodness of product*". Edwards Deming who more influence Quality management, never specifically defined Quality, however he believes that variation is the main cause of poor quality. While, Joseph Juran in the 1950s defined Quality as "*fitness for use or how well the product performs its intended function.*" This definition suggests that quality related to product free from deficiencies, which has an impact on customer satisfaction (Evans & Lindsay, 2017). Philip Crosby stated that "*Quality is free... it's not a gift, but it is free. What costs money are unquality things... all actions that involve not doing jobs right the first time*" (Heizer & Render, 1993). All those leaders in the quality revolution highlight the grate effect of products and services' Quality to compete effectively (Montgomery, 2013).

From the previous definitions, it is possible to say, that Quality related to product/service's value, features, prices...etc., which is evaluated as good or bad, useful or not based on customers, users, producers/ providers, competitors and market specifications and perspectives.

- **Quality Management Definition:**

Any organization serious about benchmarking considered "managing quality" key role and core duty for success and to meet the new challenges (Abu Zayed, 1994). Line managers have come to understand that the practices and techniques they use with customer, workforce, process, and product and services excellence are the real enablers of quality. That is where the importance of Quality management came to an international (Evans & Lindsay, 2017).

American Society for Quality defined quality management as running organization activities and resources to accomplish goals and objectives, and achieving conformances. Moreover, they defined Quality management system as a formal structured framework that documents and tracks the structure, methods, processes, principles, duties and responsibilities, and procedures that needed to realize quality management effectively (ASQ, 2021). According to ISO9001:2015 international standard edition 5th, quality management system related to decision taken by the top management in order to improve whole organization performance and lay down sustainable rules for improvement initiatives. Moreover, ISO9001:2015 added that every change the organization adopted should be performed in a planned manner, taking in consideration the need for this change, purpose, and the organization resources. To insure the implementation successfully, ISO9001:2015 listed the quality management principle that

underlie the international standards, and these principles are customer focus, leadership and commitment, engagement of internal and external people, process approach, improvement, evidence-based decision-making, and relationship management (ISO, 2015). Abu Zayed (1994) emphasized that, quality management techniques and strategies established to improve quality of production and processes at the same time reduce waste, by engage all organization members in this improvement.

From the previous overview, Quality management related to adopting a strategic approach by the top management, carried out jointly by all parties in the organization, which depends on using quality principles, and techniques, to make a change that express a need and have a purpose, in order to achieve goals and objectives, and improve the organization performance and reduce waste.

- **Total Quality Management Definition:**

TQM term emerged, developed and embraced to keep up with the global competition. Term (TQM) appeared for the first time at Japan when Walter Shewhart developed the Statistical Process Control (SPC) system, and after while TQM adapted by encouragement of USA government during and after the World War II, after hiring Deming, Shewhart's student. Later on, American manufacturing sector interest in TQM and start to use it. After a while, Europe and other developed countries around the world recognized it (Talib, Rahman, & Qureshi, 2012), (Abu Zayed, 1994), (Evans & Lindsay, 2017) and (Heizer & Render, 1993).

The Oxford advanced learner's dictionary defined the concept of total Quality management as *“a system of management that considers that every employee in an organization is responsible for keeping the highest standards in every aspect of the*



*company's work*" (Oxford, 2020). American Society for Quality defined TQM as "*a management system for a customer-focused organization that involves all employees in continual improvement. It uses strategy, data, and effective communications to integrate the quality discipline into the culture and activities of the organization*" (ASQ, 2021). TQM related to merge all organization parties from supplier to customer, in implementation of quality's principles, techniques, approaches and methods, in order to improve products and services quality, and customer satisfaction, without raising the cost (Octavian, 2015). According to Talib, Rahman, & Qureshi, (2012) TQM is a systematic modern management strategy that improve flexibility, adopted by service and manufacturing organizations worldwide in order to address competitive issues, increases the quality of management, and brings value to customer.

TQM requires the engagement of all organization departments; moreover, it emphasizes strong focus on internal and external customers (Gupta, McDaniel, & Herath, 2005). The basic base of TQM which lead to excellence, based on trust, responsibility, and integrity, by create a positive work environment that involve, empower, authorize the staff (Octavian, 2015). In other word, it is "*a people-focused management system*", which is mean that the improvements, learning, and continual changes, involve all employees from top management to the lower management. Moreover, it involves supply and customer chains (Evans & Lindsay, 2017). The main reason to success in the implementation of TQM according to Evans & Lindsay (2017), and (Abu Zayed, 1994), and (Mallah, 2013) and (ISO, 2015) is related to the commitment of the top management.

The philosophy of TQM that used today owes to "*the leaders in the fight for quality*" Deming, Juran, Crosby, and Feigenbaum (Heizer & Render, 1993). As Talib,

Rahman, & Qureshi (2012) mentioned the recommended philosophy of the TQM is based on:

1. “Juran’s quality trilogy (planning, control and improvement).”
2. “Crosby’s absolutes of quality management (conformance to requirements, prevention, zero defects and cost of quality).”
3. ‘Feigenbaum’s three steps to quality (quality leadership, modern quality technology and organizational commitment)’
4. “Deming’s 14 points and PDSA cycle (plan, do, study and act).”

Table 5: TQM Definition Matrix

	planning	Commitment of top management	Change the environment and the cutler	Aims to improve	Use quality principles	integrated	Continual	Involve internal and external	System of management
ASQ			√			√	√	√	√
Octavian			√	√	√	√		√	
Talib, and others	√	√		√	√		√		
Gupta, and others						√		√	
Evans & Lindsay		√		√		√	√		√

Talib, Rahman, & Qureshi (2012) mentioned that if organization implemented TQM completely and successfully, “employee’s involvement, communication, relations,

satisfaction, and morale would improve. Moreover, financial, organizational, process and management performance would improve. In addition, improving in customer satisfaction, and loyalty. Along with that, its effects on improving sustainable of competitive advantage, and social responsibility. At the same time, result in less errors, waste and cost”.

From the previous table, TQM can be defined as an integrated system of management that creates a positive work environment and culture by involving the organization's internal and external customers and top management commitment in order to make continual improvements using quality principles and techniques.

### **2.1.3 Quality Improvement Tools:**

The section has highlighted some of the instruments that TQM experts utilize in their pursuit of quality improvement:

1. Root Cause Analysis (fishbone diagram): A method used to solve problems helps to identify the symptoms that are staying behind the problem. It commonly uses five why approach- moving a step closer to the root cause of the critical point. This tool eliminates any types of waste that is connected improperly to treat problems within the manufacturing process (Simeonova, 2019).
2. Pareto Chart: it is used to rank the sources of a certain problem or impact. it is used to "rank causes so that priority may be given" following data collection (Abu Zayed, 1994).
3. Histogram diagram: *“is a graph used to represent the frequency distribution of a few data points of one variable”* (TIBC, 2022).

4. Scatter diagram: “*graphs pairs of numerical data, with one variable on each axis, to look for a relationship between them*” (ASQ, 2021).
5. Gantt chart: “*is a bar chart that shows the tasks of a project, when each task must take place, and how long each task will take to complete*” (ASQ, 2021).
6. Flow chart: is a type of diagram that represents a workflow or process.
7. Checklist: “*a list of the things that you must remember to do, to take with you or to find out*” (Oxford, 2020).
8. Kaizen (Continuous Improvement)<sup>1</sup>: continually eliminating wastes from processes, using talents of a company (Effah-Kesse, 2017).
9. PDCA (Plan, Do, Check, and Act)<sup>2</sup>: applies a scientific approach to making improvements (Effah-Kesse, 2017) .
10. Key Performance Indicators (KPIs)<sup>3</sup>: “*Measurements that are visible throughout the organization for evaluating the degree to which the strategic plan is being achieved*” (Juran & Godfrey, 1999).

#### **2.1.4 Key Performance Indicators (KPIs):**

Juran defined key performance indicators (KPIs) in his book Juran’s quality handbook as “*Measurements that are visible throughout the organization for evaluating the degree to which the strategic plan is being achieved*” (Juran & Godfrey, 1999).

American society for quality control defined key performance indicators (KPIs) as “a

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<sup>1</sup> See section 2.2.2

<sup>2</sup> See section 2.2.2

<sup>3</sup> See section 2.3

*statistical measure of how well an organization is doing in a particular area. A KPI could measure an organization's financial performance or how it is holding up against customer requirements*" (ASQ, 2021). While global negotiator website at its dictionary of international trade defined KPIs as *"A set of financial and non-financial values used to measure the success of an organization or a particular activity"* (GN, 2021). Strategy Management Group company (SMG) on KPI.org website defined KPIs as *"the critical (key) indicators of progress toward an intended result. KPIs provides a focus for strategic and operational improvement, create an analytical basis for decision making and help focus attention on what matters most"* (KPI.org & SMG company, 2021). According to Peterson, (2006) KPIs are numbers designed to briefly convey as much information as possible. However, he emphasized that the real importance of these numbers lie in deal with it as a quantitative data "rates, ratios, percentages and averages". He added that KPIs that are clearly defined and presented, Set expectations and motivate actions are considered to be good.

Parmenter, (2015) difference between two terms, Performance indicators (PIs) and Key performance indicators (KPIs). According to Parmenter, Performance indicators (PIs) are those indicators that tell executives about team's outcomes and if it aligned with the organization strategy. By using PIs, each team will be responsible for its high or poor performance. Those indicators are important but not critical for organization situation. While, Key performance indicators (KPIs) are those indicators that tell executives about organization's "critical success factors". KPIs are quantification measurements used to represent important success elements to assess organizations and employees' performance and increase them dramatically (Parmenter, 2015) & (Parmenter, 2012). While George,

(2019) Emphasized that KPIs are needed to effectively monitor, evaluate and assess performance system as a whole and each process separately. Parmenter, (2012) mentioned that KPIs should be not monetary in nature, monitored on a regular basis, influencing considerably, clearly state what action is expected of employees moreover, state their responsibilities, and they are the reference for the CEO and top management in decision making, as well as they are the reference in guiding actions. Barbuio, (2001) agreed that KPIs increase the quality of decisions since they provide reliable data about the plans and milestones, which limits waste of resources.

While Barbuio (2001), Parmenter, (2015) and KPI.org & SMG company, (2021) highlighted five major categories of KPIs based on how they are utilized and what they are supposed to indicate: *“strategic or operational, drivers or results, lead or lag, quantitative or qualitative, and effectiveness or efficiency”*. In the same context KPI.org & SMG company, (2021) and (Tseole, 2013) mentioned that there are type of KPIs:

- KPIs for inputs (which is evaluate the characteristics of resources used in processes that generate outputs).
- KPIs for processes (emphasis on how certain processes used to generate a given output are efficient, quality, or consistent).
- KPIs for outputs (“result measures that indicate how much work is done”).
- KPIs for outcomes (concentrate on impacts).
- KPIs for projects (give an information about achievement and progress).

According to Umikawa & Uchiyama, (2020) the establishment of suitable indicators is required for measuring the effective and efficacy of operations, processes and activities. Barbuio, (2001) added that these indicators are important as they providing

historical and predicting future outcomes, both positive and negative. Performance measurements consist of regular results (outcomes) (Umikawa & Uchiyama, 2020). The basic objective from use these outcomes is to determining what, where, when, why improvements could be made, and who is responsible for, and who is benefit from this improvement (Barbuio, 2001). According to Abu Zayed, (1994) when departments developed their quality plans, it is should include a set of components; one of them is make a plan that includes progress's indicators and measurements.

## **2.2 Deming 14 Points And Malcolm Baldrige National Quality Award**

### **(MBNQA) for Quality Improvement:**

The principles, methods, and strategies of quality improvement are critical for every company manufacturing or service as well as in private or public sector. Furthermore, they utilized to increase quality and productivity while generating less waste (Deming, 2000).

#### **2.2.1 Deming 14 Points:**

Edward Deming, (2000) mentioned that adoption and implementation of Deming 14 points indicate that top management pay attention to benchmarking in order to protect business, customer, and employees. These 14 points extend to either service or manufacturing organization, both small and large organizations. *“Deming’s 14 points described as a process management system for business”* (Breyfogle, 2008). These 14 points serve as a basis, framework and reference for TQM and organization performance emphasizing quality over cost (Abu Zayed, 1994) and (Metri, 2006). Metri, (2006) added

that, Deming 14 points proposed to eliminate any and all obstacles to efficiency, such as those that minimize service quality, weakens performance, and complicate data accuracy.

The points that Deming stresses at his book out of the crisis, (2000) are:

Point 1: *“Create constancy of purpose toward improvement of product and service, with the aim to become competitive and to stay in business, and to provide jobs.”*

As Evans & Lindsay, (2017) mentioned that Organization need to identify its guidelines in accordance with its long-term objectives, values, mission, and vision. Neave (1978) and Abu Zayed, (1994) emphasized the need to admit Deming’s 14 points in both theory and reality, and to drive it consistently and extensively for continuous improvement. Breyfogle, (2008) believes that it is critical to maintain customer satisfaction, so decisions must be taken to keep the products and services up with the time by continuous improvement according to customer needs and specifications. While Evans & Lindsay, (2017) and Neave, (1978) perceived that it is hard for management to make decisions according to quality and performance; since they normally let old issues take priority.

From previous, this point concentrate on identify guidelines, continuous improvements and customer satisfaction.

Point 2: *“Adopt the new philosophy.”*

As raised in point 1, implementation should be in both theory and reality. Consequently, this need to adopt new thoughts and philosophies and change the common way of acting, thinking and decision-making. According to Evans & Lindsay, (2017) and Breyfogle, (2008) learning TQM approaches and principles, understanding how they applied and training on using them are very important to withstand in a competitive,



globalized world. Abu Zayed, (1994) and Breyfogle, (2008) added that adopted TQM approaches and principles accompanied with transformation in deal with “errors and mistakes”. According to Neave, (1978) the change need long time of commitment and consistent, it would take patience and planning to change organization’s culture to word quality improvement.

Point 3: *“Cease dependence on inspection to achieve quality”*.

According to Breyfogle, (2008) quality is achieved by processes improvement and corrective actions. Moreover, he added that inspection ineffective because it result in waste of time, money and effort. FREP, (2005) mentioned that organizations do not need inspection if they control their processes’ variation. Either Metri, (2006) agreed that processes should not depend on inspection and management must be familiar with statistical methods for quality control and improvement.

Point 4: *“End the practice of awarding business on the basis of price tag”*.

Breyfogle, (2008) emphasized that the price meaningless without considering quality. According to Deming, (2000) *“Instead, minimize total cost. Move toward a single supplier for any one item, on a long-term relationship of loyalty and trust”*. This was also mentioned by (Breyfogle, 2008), (FREP, 2005), (Lyman, 1991) & (Evans & Lindsay, 2017).

Point 5: *“Improve constantly and forever the system of production and service.”*

Deming intended in this point that improvement is a continual process rather than a one-time action, it is a “continuous Improvement” (Lyman, 1991). It is about endeavor to reducing variation in products and services as much as possible (FREP, 2005) &

(Lyman, 1991). “Continuous Improvement” is an advantage that helps organizations to survive and compete (Evans & Lindsay, 2017).

Point 6: *“Institute training on the job.”*

People are the most significant resource in organizations. Management, employee and workers need education and training to be sure that, jobs, organization priorities and stakeholders’ needs are understood (Evans & Lindsay, 2017), (FREP, 2005), (Lyman, 1991) & (Breyfogle, 2008). TQM mainly depends on education and training, and according to Abu Zayed, (1994) they are very important for “continuous improvement” and critical for achieving long-term goals and staying on track.

Point 7: *“Institute leadership.”*

TQM will lead to tangible high quality results, if management empower, emphasize improvement, encourage, train and coach. Strictly speaking if they ‘lead’ (Lyman, 1991), (Abu Zayed, 1994), (Breyfogle, 2008) & (Evans & Lindsay, 2017).

Point 8: *“Drive out fear.”*

If workers, employees and management feel of fear, organizational performance will not improve (Metri, 2006), because they cannot feel free to ask, illustrate problems, suggest improvements, and act in the organization’s best interests (Lyman, 1991) & (FREP, 2005). This fear comes in various forms (Lyman, 1991). Fear of reprisal, failure, the unknown, relinquishing control, change, embarrassment, blame, or retaliation (Evans & Lindsay, 2017) & (Abu Zayed, 1994). The organization should drive out fear, and replaced it with mutual respect environment and effective two-way communication (Deming, 2000) & (Lyman, 1991). The impact of this change will be slow, and need the top management commitment and support (Evans & Lindsay, 2017).

Point 9: *“Break down barriers between departments.”*

Organization need to identify its guidelines in accordance with its long-term objectives, values, mission, and vision (Evans & Lindsay, 2017). The concept of the “internal customer” and “internal supplier” based on TQM principles, describe the relation between departments in organization that each department provides its results and outputs as inputs for the other departments (FREP, 2005). Then, it is necessary to remove barriers between departments and coordinate their goals and efforts, in order to achieve organization’s long-term objectives by stimulate information flow and teamwork. Otherwise, the organization could face ruin, significant loss of resources and quality poorness (Deming, 2000) & (Lyman, 1991).

Point 10: *“Eliminate slogans, exhortations, and targets for the work force.”*

Best tangible results according to Neave, (1978) will be achieved, when the requests clear and reasonable. Evans & Lindsay, (2017), FREP, (2005) & Lyman, (1991) added that high quality products and services need an improved system, high quality materials, suitable tools, machines and equipment.

Point 11: *“Eliminate management by objective and numerical goals (Substitute leadership).”*

Lyman, (1991) mentioned that according to Deming *“quotas or other work standards impede quality perhaps more than any other single working condition”*. Metri, (2006) added that numerical quotas or objectives might even be counterproductive since they bring dissatisfaction. Abu Zayed, (1994) clarified that This system will lead employees and workers to trying meet the quotas without regard to the cost, efficiency or quality incurred by organization as a result. Strictly speaking, continues improvement is

inconsistent with a quota (Breyfogle, 2008). In the event of a stable process, an objective is not essential, as the output level is the result of the process (Lyman, 1991).

Point 12: *“Remove barriers to pride of work”*

This point discuss that workers must be provided the chance and resources they need to accomplish a quality work to be satisfied with their profession (Lyman, 1991). Deceptive managers, poor equipment, and substandard supplies obstruct their ability to work well (Abu Zayed, 1994).

Point 13: *“Institute a vigorous program of education and self-improvement.”*

This point deferent from point 6, that point 6 relates to job-specific training, while this point relates to continuous self-development education (Evans & Lindsay, 2017). To achieve organization’s vision, mission and objectives, it is important to educate and train people how to use and take advantage from the new methods and techniques (Abu Zayed, 1994). *“Including control charts, flow diagrams, cause and effect diagrams, histograms, Pareto charts, and scatter diagrams”* (Lyman, 1991). Increasing an individual's value is a significant motivator. (Evans & Lindsay, 2017).

Point 14: *“Take action to accomplish the transformation.”*

Changes in culture and environment start with top management and extend to everyone (Evans & Lindsay, 2017). If the top management do not believe in change, and never commit to it, development will be intermittent and, at best, transitory. The top management must lead the entire organization, via adequate promotion, training, facilities and time (Neave, 1978).

At municipalities, the highest priority must be to provide the best services to citizen at the lowest cost possible. The organization is responsible to both citizen and its

own workforce in maintaining a high level of excellence and value. Therefore, municipalities must strive to maximize efficiency and effectiveness through constant improvement.

From the previous, applying Deming's 14 points at Municipalities, need to enhance human resource by training and development, in order to reduce conflict by create a common understanding. Moreover, determining municipality vision provides a reference point for the current situation today and what situation will be in the future, by choosing and using policies that serve this vision, and they should frequently revision their vision and mission to be effective, and to be sure, that employees at all hierarchy levels understand them well. Beside involve them in development process. Top management should lead the change and commit to it. This will help the municipalities to improve performance, provide better services with high quality and less time.

### **2.2.2 Malcolm Baldrige National Quality Award (MBNQA)**

In 1987, USA Congress found the highest presidential honor for performance excellence "Malcolm Baldrige National Quality Award (MBNQA)", in order to raise awareness of quality management in USA companies (Heizer & Render, 1993). MBNQA which is managed by the United States Department of Commerce's National Institute of Standards and Technology (NIST), has become a paradigm and framework for implementing quality and TQM initiatives (Ghosh, Handfield, Kannan, & Tan, 2003) & (Nadeem, Rehman, Furqan, Tariq, & Khan, 2014). In other words, it is help organizations to determine their success factors (NIST, 2021), strengths and opportunities to improve their performance and get sustained results (NIST, 2019). According to Alanazi, (2020)

MBNQA illustrates how leadership may direct activities that determine performance. He added that MBNQA emphasizes the critical importance of strategy in adopting TQM techniques. Moreover, it is help organization to assess their performance (Al Hamaideh, 2012). Accordingly, organizations are using MBNQA for the award itself or for self-assessment and improvement (Montgomery, 2013).

As mentioned in Baldrige excellence builder 2021-2022, this award was given out in five different categories (business, nonprofit, government, education and health care). Montgomery, (2013) described MBNQA as “non-prescriptive criteria” which means that it aimed towards achieving certain results regardless of what procedures or tools used. As stated in NIST website, (2021) about the Baldrige feedback report that it is the major advantage of applying for the award, because Baldrige Examiners team write an assessment feedback report for every organization applied for the award, this report is thorough and personalized; it is assess the organization's strengths and opportunities based on its application. According to information listed on NIST website, After identifying strengths and opportunities with Baldrige, some organizations employ performance management systems, ISO, Lean, Six Sigma, and other improvement techniques to make improvement, since MBNQA is associated with them.

Alanazi, (2020) stated that despite studies have been conducted to investigate the relationship between TQM and organizational results, the conclusions have been inconclusive. He added that studies have not yielded unambiguous conclusions about the direct or indirect impact of primary, supporting, and strategic factors on results. NIST on their website, (2021) described MBNQA as “dynamic Criteria” posing new difficulties to

both winners and candidates. Since it helps organizations to raise their development's rate significantly.

The core values and concepts proposed by the program as stated in Baldrige excellence builder 2021-2022 are as follows:

1. Leadership: *"How upper management leads the organization, and how the organization leads within the community."*
2. Strategy: *"How the organization establishes and plans to implement strategic directions."*
3. Customers: *"How the organization builds and maintains strong, lasting relationships with customers."*
4. Measurement, analysis, and knowledge management: *"How the organization uses data to support key processes and manage performance."*
5. Workforce: *"How the organization empowers and involves its workforce."*
6. Operations: *"How the organization designs, manages, and improves key processes."*
7. Results: *"How the organization performs in terms of customer satisfaction, finances, human resources, supplier and partner performance, operations, governance and social responsibility, and how the organization compares to its competitors."*

### **2.3 Quality and Performance in Municipalities:**

To improving organization performance, (Montgomery, 2013) stressed on the need to improving quality and paying attention to reducing costs. While, (Radebe, 2013) mentioned that to improving organization performance successfully, the process should

be managed and applied at various levels in the organization (individuals, teams, and top management). Moreover, the performance at all levels should be monitored and evaluated using valid performance measurement, which is a main part of the performance management.

Municipality's importance lies in the fact that they provide various services to different groups of individuals and organizations (Hasanaj, Manxhari, Ozuni, & Sinaj, 2021). Citizens place great emphasis on obtaining high quality and speedy public services from municipalities (Abu Hummour, Athamneh, & Al-balas, 2018), which are close to its Stakeholders, and that what makes its performance more apparent for public (Kgechane M. I., 2013). Therefore, municipalities should focus on improving their performance and services quality in line with citizens' expectations and specifications (Hasanaj, Manxhari, Ozuni, & Sinaj, 2021), by using total quality management principles, tools, and techniques (Abu Hummour, Athamneh, & Al-balas, 2018). Radebe (2013) and Montingoe (2011) agreed that, in a municipal context, the best way to understand municipality total performance as organization or individuals is performance management, because it can deal with several challenges. Moreover, it gives a visualization of future performance, depends on previous one and the corrective actions that taken to reduce waste and add value to its services.

According to (Galukande, 2019), quality of municipalities are evaluated by effectiveness of public policies, consultative evaluation and the impact of public programs. In addition, he concludes that the most three important quality indicators for municipalities are voice and accountability, government effectiveness and control of corruption. In the same study, he defined assessing quality of municipalities as “a



*systematic process for obtaining information directed at making value judgments about certain established criteria".* (Hlongwane, 2011) Mentioned that municipalities that responded to community needs achieved better quality improvements.

Municipalities can take advantages of TQM in many ways; because TQM helps in provide high quality and performance services that meet citizens and other stakeholders' needs, expectations and requirements (Abu Hummour, Athamneh, & Al-balas, 2018). "*Say what you do, do what you say, prove it, and improve it*" (Gekas, 2012). (Tseole, 2013), (Gekas, 2012) and (Motingoe, 2011) agreed that, in order to evaluate performance, quality assurance in municipality measuring current performance and comparing it with the previous one, and with similar organizations performance (Benchmarking) and understand their best practices, by using various key performance indicators (KPIs). (Hlongwane, 2011) Concluded that common approach needed to monitor measure and track municipalities' performance, this will be improved services offered by municipalities. (Motingoe, 2011) Stated that municipalities that did not report actual performance could not determine indicators of underperformance.

KPIS can show how well an organization is achieving its goals and objectives (Kgechane M. I., 2013). Performance measurement according to (Gekas, 2012) defined as "*the regular collection and reporting of information about the efficiency, quality, and effectiveness of government programs*". He added that, municipalities could use them as a planning and improvement tool. (Radebe, 2013) Agreed with (Gekas, 2012) that performance management will not be effective without performance measurements. Besides, these measurements strengthen the communication between municipal departments and improve monitoring.

Tseole, (2013) mentioned that staff performance affects municipality performance so that it is important to manage and improve both of them in parallel. (Galukande, 2019), (Hlongwane, 2011) and (Ndevu, 2015) stated that the quality of municipalities improvement affected by employees' competencies. In the same context, (Gekas, 2012), (Radebe, 2013), (Hlongwane, 2011), (Galukande, 2019) and (Motingoe, 2011) emphasized that municipalities need to enhance human resource by training and development, in order to be sure that its performance measurements success, at the same time this will help to reducing conflict by create a common understanding of the development issues.

*“Among key factors that could affect performance, the following factors are included: lack of skills and experience among staff, low quality of municipal leadership, and municipal institutional factors”* (Kgechane M. I., 2013). In order to improve performance successfully, (Tseole, 2013) and (Radebe, 2013) recommended that performance information must be combined with municipality strategic planning, budgeting, and policies, using KPIs. (Ndevu, 2015) Stated that the municipalities that successfully complete balance scorecard evaluation and reported fewer challenges, have had top management support and involvement. In addition, he describes the balance scorecard evaluation as *“a tool that can be used to encourage better performance in the municipality through the setting of targets and performance indicators.”*

As recommended in Ndevu, (2015) to improve municipalities' performance municipalities should frequently revision their vision and mission to be effective, and to be sure, that employees at all hierarchy levels understand them well. Beside involve them in the development process. Hlongwane, (2011) Added that implementation of the

integrated development plan process needs an interactive between all municipality components within a strategic scope.

### **2.3.1 KPIs as Quality Improvement Tool in Municipalities:**

George, (2019) stated that, many governments throughout the world have implemented performance measurement systems with varying degrees of success; nonetheless, it could not rid of cost overruns, lack of quality, and delay in implementation. He added that using KPIs assist in the implementation of integrated performance monitoring and evaluation. Moreover, George, (2019) and Barraza, (2014) emphasized that these KPIs in municipalities must comply fully with governmental laws, regulations, policies, procedures, and protocols for the public sector.

Radebe, (2013) agreed with Gekas, (2012) that performance management in municipalities will not be effective without performance measurements such as KPIs. However, According to (Barbuio, 2001), Parmenter, (2015), (2012) & (Juran & Godfrey, 1999), implementing KPI will not make any change without top management endorsement and real commitment. so they express a commitment to achieving alignment, However, they never mentioned a managerial function to ensure it (van Dijk & Reyneke, 2015). That matches a statement that Gekas, (2012) referred to “*Say what you do, do what you say, prove it, and improve it*”.

According to Gekas, (2012) municipalities could use KPIs as a planning and improvement tool. Hlongwane, (2011) mentioned that these KPIs should be related to the municipality development goals and targets to guarantee peak performance. He added

that municipalities should keep limited number of KPIs and they should be very specific, according to (Parmenter, 2015) maximum 10 KPIs<sup>4</sup>.

In the relevant context, van Dijk & Reyneke, (2015) mentioned that developing of key performance indicators is carried out in partnership between top management (the municipal council and mayor) and all levels of managers, in order to insure its alignment with municipality vision, mission, strategic planning and operational planning. They added, that without the involvement of the people who are accountable for delivering on the KPIs, managers cannot be analyzed them. KPIs can show how well the municipal is achieving its goals and objectives (Kgechane M. I., 2013). Moreover, they strengthen the communication between municipal departments either improve monitoring (Radebe, 2013).

According to (Tseole), (Gekas) and (Motingoe) in order to evaluate performance, quality assurance in municipality measuring current performance and comparing it with the previous one. Moreover, comparing it with similar organizations performance (Benchmarking) and understand their best practices, by using various key performance indicators (KPIs). While Hlongwane, (2011) Concluded that common approach is needed to monitor measures and track municipalities' performance, this will be improved services offered by municipalities. In the relevant context, (Motingoe, 2011) Stated that municipalities that did not report actual performance could not determine indicators of underperformance.

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<sup>4</sup> Based on his rule the 10/80/10, that illustrate the number of measures needed in organizations, (Parmenter) "believed that the upper limited in an organization, with over 500 Full-time equivalents (FTEs), will have about 10 key result indicators (KRIs), up to 80 result indicators (RIs) and performance indicators (PIs), and 10 Key performance indicators (KPIs)".

Parmenter, (2015) & (2012) mentioned that its important for public organization to adopt kaizen as a part of its culture, because kaizen limites waste in operating budgets. While Effah-Kesse, (2017) argued that adopting of kaizen and continuous improvement in municipalities help teamwork in upgrading communication, productivity and problem solving. Moreover, kaizen helps in identifying the necessary KPIs needed to reach goals and objectives.

According to Parmenter, (2012) in public organization KPIs does not have to be connected to the incentive system. In his view, linking it to the incentive system leads to manipulating the results in order to receiving a higher bonus.

It is obvious from the preceding that KPIs will be an effective improvement tool in municipalities if they are applied in a supportive environment, in terms of the whole administrative and legal framework, inclusivity, excellent communication, and real commitment. It may also be argued that KPIs are useless for municipalities unless they disclose their actual performance and compare it to other municipalities. In order to improve performance, the literature has connected kaizen and KPIs in public organizations, and previously it has linked PDSA cycle with kaizen. As a result, it can be argued that a combination of kaizen accreditation as an organizational culture, highly detailed PDSA preparation, as well as defining and monitoring the relevant KPIs, would

definitely drive the organization (municipality) to improved performance and service quality.

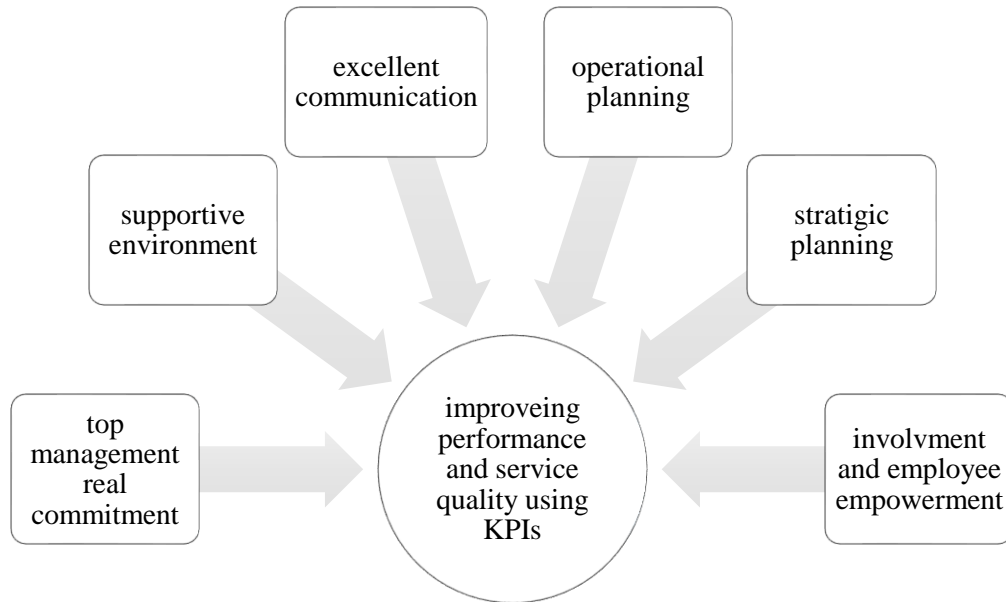


Figure 1: Elements of Success of Performance Indicators in Improving Municipalities' Performance and Service Quality.

### 2.3.2 MBNQA in Municipalities: City of Germantown as an Example

In recent years, an increasing number of local governments have adopted performance excellence programs. When successful, these programs integrate a city's efforts to operate more efficiently, strengthen financial responsibility, and improve service quality. One of these programs, and possibly the most honored, is the Baldrige Excellence Framework. (Jessee, 2023).

In terms of local governments, just four municipalities in the United States of America have earned the award (Germantown, Performance Excellence, 2019), and they are as listed on NIST website, (2021):

- City of Coral Springs, Florida 2007.

- City of Irving, Texas 2012.
- City of Fort Collins, Colorado 2017.
- City of Germantown, Tennessee 2019.

City of Germantown is a good example for discussion, as it received MBNQA a little while ago. Thus the criteria almost identical to today.

As stated in the official website (Performance Excellence, 2019), the city mission is “Excellence, Every day”. This philosophy leads employees’ dedication to aligning performance excellence with the City's vision and long-term plan, as embodied in the Germantown Forward 2030 Plan (GF2030) (Germantown, 2019).

When discussing the structure, the mayor-council system governs the city. The Board of Mayor and Aldermen (BMA), which consists of the mayor and five elected Aldermen, Acts collectively as the legislative body. Followed by the mayor, who is the chief executive officer. As well as a professional city administrator in charge of municipal operations. All departments carry out their responsibilities directly under the direction of the city administrator. (Germantown, 2019).

The city use SWOT analysis for determining strategic advantages and challenges identified. While performance improvement approach is based on Six Sigma and (PDSA) technique (Germantown, 2019).

City of Germantown and implementing Baldrige criteria:

- Leadership: *“The work that we have done wouldn’t have been possible without the guidance and vision provided by our fearless leader, Patrick Lawton”* said general services director Reynold Douglas (Performance Excellence, 2019), the city's leadership structure is mainly focused on results and continuous improvement.

Moreover, the city of Germantown maintains an open door policy for concerns relating to compliance with policies, in addition to an employee and stakeholder involvement policy. (Germantown, 2019).

- **Strategy:** To guarantee a sustainable future, all City activity is governed by the Germantown Forward 2030 strategic plan (NIST, 2019), which was established by using approach focuses on strong residents participation in long-term planning to influence policy and service delivery. Moreover, relies on a strategy of regularly disclosing data, information, strategies, plans, performance and reports on a regular basis (Germantown, 2019). Additionally, Business, Action and individual plans are updated every year by using PDSA method to direct the updating process, same goes for performance issues. While evaluations and reports are submitted quarterly. Whereas the city uses KPIs for each strategic objective and quarterly reporting and reviewing them (Germantown, 2019).
- **Customers:** For the city, satisfaction of Germantown residents is critical success factor. Consequently, the City has designed a number of methods for listening to voice of consumer and gathering useful feedback to identify trends such as survey, engagement, focus groups, customer service center and social media (Germantown, 2019).
- **Measurement, Analysis and Knowledge Management:** Measuring the right metrics is crucial to the GF2030 strategy plan's success. Regularly the Operational objectives, which is support the strategical objectives are tracked and evaluated. Same goes for the KPIs they regularly updated to measure and help determine if stated objectives are met. Selected data is collected, analyzed, and loaded into reporting software. The city administrator reviewed the final report in order to make a decision. After that,



objectives that unmet goals are subject to PDSA analysis or/and root cause analysis or/and Lean Six Sigma, in order to make an improvement. Eventually, residents and employees and BMA are notified using online dashboard. In order to make more improvements, Germantown benchmark its performance with “*best local or state competitor, Baldrige cities and industry leaders*”. The city have an approach to knowledge management that is help the city to identify selecting what to share and with whom (Germantown, 2019).

- Workforce: The City employs a well-established annual strategy for reviewing personnel performance; it places a high value on employee work performance, career paths, and the development of their skills, talents, engagement, competencies and empowerment (Germantown, 2019).
- Operations: operations in city are based on the strategic plan and objectives. Furthermore, they are intended to respond to consumer feedback on service levels, requirements, and expectations. Furthermore, operations are constantly enhanced based on operational indicators, allowing the City to examine product performance and alter or improve work processes that are not fulfilling consumer expectations (Germantown, 2019).
- Results: programs and Process Results for the city of Germantown Statistically and numerically based.

### **Chapter 3: Research Methodology**

This chapter looks into the research approach that was utilized to investigate the research problem; including research approach, population and sample, data collection method, research instruments. Moreover, it introduces common research methodologies, and then demonstrate how we deal with questionnaire components, data collection methods, and data analysis. This chapter additionally demonstrates validity and reliability.

#### **3.1 Research Approach**

This comparative qualitative study, which involves analyses and collects data in order to compare three municipalities in Ramallah and Albira government, can be classified as exploratory and descriptive research.

#### **3.2 Population and Sample**

The population of this study is the municipalities of Ramallah and Albira Governorate, Represented in 20 municipalities (MDLF, 2021). Here, a purposive sample (judgment sampling) will be used (Etikan, Abubakar Musa, & Sunu, 2016), to study three of the governorate's biggest municipalities (Ramallah, Albira and Betonia) as cases study. Because the performance of these municipalities in 2017 was (A+), but in 2019, the performance of Albira municipality decreased to (B) and Betonia municipality performance remains the same (A+), while Ramallah municipality performance increased to (A++). In each municipality, a manager who knows about the quality improvement

efforts in the municipality will be interviewed, in addition to mayor if it applicable. The municipalities of Ramallah, Albira, and Betonia will be discussed in detail.

### **- Ramallah Municipality Profile**

According to MDP KPIs as stated in MDFL final report of municipal ranking update (2019), it is the only municipality ranked A++ until 2019, while its rank in 2017 was A+.

With regard to the organizational structure for Ramallah municipality (الهيكليّة (التنظيمية العامة, 2018), notice that the municipal council is the top administrative level in the municipality, followed by mayor and then the general director. The municipality structure consist of five units and nine departments as follow (الهيكليّة التنظيمية العامة, 2018):

1. Internal control unit: It carries out its responsibilities directly under the direction of the Municipal Council.
2. Media and protocol unit: It carries out its responsibilities directly under the direction of the mayor.
3. Sustainable Development and Strategic Planning Unit: It carries out its responsibilities directly under the direction of the mayor.
4. Public service unit: It carries out its responsibilities directly under the direction of general director.
5. Local Economic Development Unit: It carries out its responsibilities directly under the direction of general director.
6. Administrative affairs department.
7. Financial affairs department.
8. Projects department.

9. Health and the environment department.
10. Cultural and community affairs department.
11. Geographical information systems department.
12. Buildings and urban planning department.
13. Solid waste, sanitation, and maintenance department.
14. Public Relations Department.

According to municipality structure (2018), there are three levels of administration for these departments. A director leads the department, and a number of sections, each of which includes a number of divisions supports it. In the Ramallah municipality, according to its structure, there are 38 sections.

**- Albira Municipality Profile.**

According to MDP KPIs as stated in MDFL final report of municipal ranking update (2019), Albira Municipality's performance in 2019 was worse than in 2017, with a B ranking in 2019 compared to an A+ ranking in 2017.

With regard to the organizational structure for Albira municipality (2021), notice that the municipal council is the top administrative level in the municipality, followed by mayor and then the municipality manager. The municipality structure consists of six units and six departments, as follows:

Albira municipality units are (2021):

1. Internal control unit: It carries out its responsibilities directly under the direction of the Municipal Council.
2. The legal unit: It carries out its responsibilities directly under the direction of the mayor.

3. Strategic planning and performance evaluation unit: It carries out its responsibilities directly under the direction of the mayor.
4. Procurement and bidding unit: It carries out its responsibilities directly under the direction of municipality manager.
5. Quality unite: It carries out its responsibilities directly under the direction of municipality manager.
6. Development and investment unit: It carries out its responsibilities directly under the direction of municipality manager.

Albira municipality departments, which carry out their responsibilities directly under the direction of municipality manager, are (2021):

1. Administrative affairs department.
2. Financial affairs department.
3. Health and the environment department.
4. Public relations, culture, and media department.
5. Engineering department.
6. Planning and development department.

According to Albira municipality structure (2018), there are two levels of administration for these departments. A director leads the department, and 28 sections supports it, but no information regarding divisions is provided.

#### **- Betonia Municipality Profile**

According to MDP KPIs as stated in MDFL final report of municipal ranking update (2019) Betonia municipality kept the same rank between 2017 and 2019, earning an A+ in both years.

The municipality has not made its organizational structure public. Despite the fact that the municipality's website listed several departments and sections along with their names and responsibilities. A copy of the structural was obtained by visiting the municipality. The municipality structure consists of four units five departments, as follows:

Betonia municipality units are:

1. Property and appraisal unit.
2. Local economic development unit.
3. Public services unit.
4. Public works unit.

Betonia municipality departments, which carry out their responsibilities directly under the direction of municipality manager, are

1. Engineering department.
2. Financial department.
3. Administrative affairs department.
4. Public relations department.
5. Water, Health and electricity department.

### **3.3 Data Collection Method and Research Instruments:**

After reviewing the tools developed in the previous studies and in order to address the research problem in a more scientific manner, the following tools were used in this study:

### **3.3.1 Content Analysis:**

This study relies on the use of content analysis through the study of official documents and archived materials pertaining to the municipal development program (2017-2021). These documents include MDLF reports and evaluations, SAACB reports, the Palestinian Central Bureau of Statistics data, municipalities' hierarchies, strategic plans, reports and other related documents to compare between the three municipalities.

The content analysis section helps in identifying the turning points in the administrative process in municipalities, as well as the opportunities, difficulties, failure points in the change process. Moreover, attempting to determine whether the implementation of MDP KPIs results in any improvement in service quality in the municipalities.

### **3.3.2 Interviews:**

Face-to-face semi-structured interviews were conducted with key role-players within the chosen municipalities. Face-to-face semi-structured interviews included three mayors and managers who deal directly with MDLF in order to implement MDP, in addition to mayor if it applicable (See Appendix 1). Furthermore, interviews were conducted with Manager of Strategic Planning & External Relations Department at MDLF, the MOLG representative at MDP, as well as with the project consultant (See Appendix 2).

The interview questions were constructed using Deming 14 points, to test whether it had an impact on the achievement of the 21 performance indicators of the Municipal

Development Project. This interview conducted with:

- Raed Al-sharabati/ Director General of Guidance and Control at the Ministry of Local Government.
- 3 Interviews with Eng. Nizar Samhan/ Manager of Strategic Planning & Public Relations Department at MDLF.
- Ribhi Dola/ Betonia former mayor.
- Eng. Fida Azem/ Director of the Engineering Department at Betonia municipality.
- Eng. Yosef Albaba/ Director of the Engineering Department at Al-Bira municipality.
- Dima Jouda/ Director of the Planning Department at Al-Bira municipality.

### **3.4 Validity and Reliability**

To improve the validity and reliability of the study's instrument, the semi-structured interviews were moderated and upgraded by Dr. Mohammed A Abu Zayed. Then they arbitration from Dr. sadi El-Krunz, Dr. Salwa Barghouthi, Dr. Yousif abu fara, and Dr. Abd Alwahhab Sabbagh. Moreover, the interview of the mayors and project supervisors was also presented to Eng. Nizar Samhan to ensure the clarity of its linguistic formulation and the meaning of the paragraphs.

### **3.5 Analysis Techniques**

This study depends on qualitative primary data gathered through interviews, as well as secondary data gathered from official documents and archival material related to the municipal development program (2017-2022). These documents include MDLF reports and evaluations, SAACB reports, PCBS data, municipalities' hierarchies,



strategic plans, reports, and other relevant documents that may be used to compare the three municipalities. In addition to social media pages, websites and published interviews.

### **3.6 Ethical Issues**

Participants were given a thorough explanation of the need for engagement prior to their participation, in accordance with ethical and professional standards. The participants were told that their information would be kept confidential and that the findings would only be used for academic reasons.

## Chapter 4: Data Analysis and Discussion

This chapter looks deeply into implementing MDP KPIs and if it is made any real improvement related to quality and/ or lead to any changes in the performance and/ or in service quality. Moreover, checks if any quality tools and techniques have been used to achieve rank level. The research questions will be addressed based on the literature discussed in Chapter 2, and an in-depth examination and analysis of the documents and reports that related to the subject of research. Moreover, on an in-depth examination of the interviews conducted with related persons.

### 4.1 Implementing (MDP) KPIs and Quality Management:

By scrutinizing the 21 KPIs of the MDP, it is possible to argue that they partially correspond to the definition of quality management reached in Section 2.1.2 of the theoretical framework.

	planning	Commitment of top management	Change the environment and the cutler	Aims to improve	Use quality principles	integrated	Continual	Involve internal and external	System of management	
MDP 21 KPIs	√	<b>X</b>	√	√	X	√	√	<b>X</b>	√	

In this section, the alignment of MDP key performance indicators with the 14 Deming points and MBNQA is discussed and analyzed; the results are reported at the end of the section in Table 6 and Table 7<sup>5</sup>.

#### **4.1.1 Deming 14 Points in Implementing (MDP) KPIs (Table 6):**

##### **Rank A indicators (A, A+, A++):**

##### **1. “Operation and Maintenance Plan in Place and Updated (Computerized)”**

The municipality must create a computerized Operation and maintenance plan using software in accordance with the Operation and maintenance Manual. According to the same manual, the plan must be updated annually. Before developing this plan, the municipality must satisfy a number of basic standards, according to the Ministry of Local Government's operation and maintenance manual (2017):

- An authorized organizational structure, and if one already exists, it should be updated to incorporate a maintenance department.
- Top management's awareness to the operation and maintenance requirements importance, as well as their commitment to give great attention to this aspect.
- Certified procedure manuals updated to include maintenance procedures.
- Clear communication channels and procedures in the municipality, both vertically and horizontally.
- A financial system for operating and maintaining facilities, as well as upgrading fixed assets during capital maintenance.

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<sup>5</sup> See page 71 and page 79.

- Policies that govern the distribution of funds.
- Technical personnel who are well-trained and qualified, understand their duties, responsibilities and priorities, as well as can make the right decisions on operational and maintenance issues.
- A method of monitoring and assessment based on the presence of performance indicators for maintenance and operation activities.

This indicator strives to preserve municipal facilities and the continuation of providing services while protecting public health and safety. From the previous preview, through this indicator, we can observe an attempt to drive municipalities toward make improvements and continual repairs based on priority and importance, so that issues do not increase and repairs costs go up. Moreover, it is obvious that it contributes to implementing the usage of key performance indicators (KPIs) in order to monitor and evaluate accomplishment at the annual plan level in the field of operation and maintenance. The Ministry of Local Government's operation and maintenance manual (2017) has been demonstrating the best technique for developing, implementing, observing, and evaluating the plan, and making the required modifications to enhance the development of operations in subsequent years.

In addition to the foregoing, The Municipal Development Fund used this performance measure to establish a motivation for continual development in public facilities based on the needs of the beneficiaries. Furthermore, this indicator creates a healthy competition among similar towns that are located within a similar geographical range in order to obtain the satisfaction of the beneficiaries. Which is associated with Deming's first point.

Instructions included in the Ministry of Local Government's operation and maintenance manual (2017) emphasis on educating staff and expanding their abilities, as well as teaching them to use the essential instruments to complete the plan's execution. This new approach to operations and maintenance has been introduced to municipalities. It is distinct from all prior techniques; it is like a new philosophy that is compatible with Point 2 of Deming's.

According to this indicator, what matters are priorities and citizen's needs, expectations, and satisfaction, cost doesn't matter. Citizens will be dissatisfied if municipal funds are spent in the wrong places. Which is related to point 4 of Deming's.

By using this plan, the improvement of services, places, and facilities will continue according to the maintenance program. Which is related to Point 5 of Deming.

The existence of a plan makes each person knows his duties, references, and lines of communication. Plan makes everyone a participant in the process; it becomes easy to identify obstacles and becomes a duty for management to remove them to continue implementing the plan; it also becomes easy to identify the weaknesses of the employees and thus train them to raise their capabilities and skills for the success of the plan. Acting in this way makes management a key partner in the process. As a result, it is possible to argue that this indicator is related to Points 6, 9 and 12.

All of this will not become real on the ground unless the administration avoids slogans, displays a lot of commitment to implementation, and moves forward to overcome obstacles to achieve citizens' satisfaction, needs, and expectations. Away from numbers. Which is related to Points 11, and 14.

## 2. *“Staff Cost Less Than 45% Of Total Expenditure of Combined Budgets”*

Using this indicator, municipalities must endeavor to lower employee and worker expenditures so that they do not exceed 45% of both capital and operational expenses, using innovation methods to constantly on offering the best services to residents and improving operations.

According to Eng. Samhan (2022) it is crucial to devote municipal expenditures to issues that matter to the citizens, make a difference for them, and have an impact on satisfaction. As a result, the majority of municipal spending must be spent on enhancing and developing services. This new way of thinking in municipalities' environment, pushing to move forward and direct funding towards continuing to develop services and creating an impact for the beneficiaries without compromising employees' job security. At the same time, management, like employees, should be partners in this process. Slogans will not drive away fear and will not reduce resistance to change. As a result, this indication is linked to each of the following Deming points: 2, 8, and 14.

## 3. *“Cost Accounting System Set Up”*

Cost accounting is a field of accounting involved with gathering, documenting, and tabulating cost data in order to provide cost information to management for planning, control, and decision-making. It also assists in the preparation of financial statements for third parties (Vanderbeck & Mitchell, 2016). According to this definition this indicator cannot be achieved without the support of the administration and full commitment on its part as a partner in the process that is compatible with Point 7 of Deming's.

This indicator introduces a new culture of financial and administrative work based on integration, and thus it is very important to strengthen cooperation between the various departments in order to be able to obtain accurate and representative information on which financial reports are based. Moreover, the departments must be provided with the necessary resources and programs, as well as training opportunities, in order to develop their human resources. Furthermore, open up the exchange of expertise and experiences, that is compatible with Point 6, 9 and 12 of Deming's.

The implementation of this system provides top management with the information and data required to make sound decisions. In addition to creating an environment capable of finding opportunities for continuous improvement and competition. It also creates an integrated system that transfers the municipality's need for inspection to a new stage of monitoring, evaluation, and correction. According to previous analysis, this indicator related to Point 3 of Deming Points.

#### 4. *“Integrated Financial Management Information System (IFMIS) Implemented”*

According to Samhan, (2023) this indicator is predicated on achieving Indicator 20. It is related to financial management in accordance with the Ministry of Local Government's authorized system of financial policies, as well as the outcomes of utilizing the approved guide in the process of drafting budgets and publishing periodic financial reports. As stated in (MDLF, 2019) the core for this indicator is the automation of all financial accounting in municipalities, including the policies and procedures for expenses, revenues, fixed assets, human resource expenses, monitoring and evaluation, and internal audit system according to HR management system, payroll

information system, revenues and debt management system, fixed assets module and register, and procurement.

This indicator cannot be achieved without the support of the administration and full commitment on its part as a partner in the process, so their awareness and commitment is the most critical part of the process. This indicator introduces a new culture of financial and administrative work based on integration, and thus it is very important to providing employees with a sense of job security and strengthen cooperation between the various departments in order to be able to obtain accurate and representative information on which financial reports are based. as showed in (MDLF, 2019), One of the most obvious instances of this point, is the fact that municipalities that did not meet financial KPIs, particularly the indicator related to fixed asset registration, lacked coordination between the financial department and the engineering department. Ultimately, IFMIS will be effective if there are strong and clear channels of communication between the relevant departments (financial, Human Resources, Engineering, Maintenance, procurement and other essential departments). So it can be argued that this indicator compatible with Point 7, 8 and 9 of Deming's.

The implementation of this system provides top management with the information and data required to make sound decisions. In addition to creating an environment capable of finding opportunities for continuous improvement and competition. According to (Samhan N. , 2022) The basic concept of the MDP project is based on working according to the Ministry of Local Government's system of policies and financial packages and developing procedural guides, automating and computerizing them in municipalities through the "integrated management information system," which was applied in 76



municipalities, that transfers the municipality's need for inspection to a new stage of monitoring, evaluation, and correction, resulting in a lower error rate. So that, the departments must be provided with the necessary resources and programs, as well as training opportunities, in order to develop their human resources. Furthermore, open up the exchange of expertise and experiences. Which is related to point 6 and 12 of Deming's.

#### 5. *“Green Spaces Implemented”*

This indicator is related to the quality of life, the municipality must offer more than half a square meter of green space per person, such as gardens, children's playgrounds, green areas, and picnic areas.

This indicator focuses on customers' needs and expectations. To achieve it, the municipalities need to act and start working effectively, general and unclear goals will not achieve tangible results. Furthermore, it is critical to have a clear vision, as green spaces need tools and expertise that may not be available in the municipality, such as irrigation systems, fertilization, plant diseases, and experience in tree pruning, etc. To achieve this indicator, Ramallah Municipality implemented a self-sufficiency strategy that included constructing a nursery for the municipality as well as providing all necessary needs, training, and programs. This procedure may be pricey at first, but it produces outstanding benefits in the long run. This indicator is related to point 1, 2, 4, 6, 11, and 14 of Deming points.

#### 6. *“Functional Municipal Complaint System Following MOLG Guidelines”*

The responsibility of the municipality's complaints system involves the capacity to release data regarding grievances, including the "kind of grievance" as well as the

percentage of "offering a solution to the problem," and to provide grievance processes based on ministry of local government rules. Using monthly and yearly complaint reports. This KPI aimed for an efficient complaints system that receives, manages, processes, and resolves complaints.

In order to have an effective complaints system that is also helpful to the municipality, the administration must take this system seriously because it is an important source of information. Effective complaint systems are the ones that provide many options for communicating; therefore, the municipality must provide the technology and facilities necessary to activate this system. Moreover, it is critical to have the necessary skills and experience to deal with a wide range of complaints and people.

**Rank B Indicators (B, B+, B++):**

7. *"At least 10% of the budget execution for operation and maintenance"*
8. *"Operational surplus achieved"*
9. *"No increase in net lending"*
10. *"Unqualified external audit"*
11. *"At least 70% budget execution"*
12. *"Audit opinion disclosed to citizens and stakeholders"*

**Rank C Indicators (C, C+, C++):**

13. *"Year on year increase or more than 50 NIS own source revenue (excluding enterprise revenues)"*
14. *"Separate financial accounting for revenues and expenditure established"*
15. *"Executed budget statement for the previous financial year submitted to MOLG in time"*

16. *“Fixed assets register in place and updated”*
17. *“Public disclosure executed budget and executed SDIP”*
18. *“Municipal complaint system established”*

**Rank D Indicators (D, D+, D++):**

19. *“Separate bank account for enterprise revenues established (particularly electricity and water)”*
20. *“Financial accounting policies, procedures and reports in place”*
21. *“Public disclosure of annual budget, SDIP and MDP performance ranking”*

Table 6: Deming 14 Points and MDP KPIs Matrix

<p style="text-align: center;"><b>Deming 14 points</b></p> <p style="text-align: center;"><b>MDP KPIs</b></p>	Point 14: "Take action to accomplish the transformation."	*	*	*	*	*
	Point 13: "Institute a vigorous program of education and self-improvement."				*	
	Point 12: "Remove barriers to pride of work"	*		*	*	
	Point 11: "Eliminate management by objective and numerical goals (Substitute leadership)."	*				*
	Point 10: "Eliminate slogans, exhortations, and targets for the work force."					
	Point 9: "Break down barriers between departments."	*		*	*	
	Point 8: "Drive out fear."		*		*	
	Point 7: "Institute leadership."			*	*	
	Point 6: "Institute training on the job."	*		*	*	*
	Point 5: "Improve constantly and forever the system of production and service."	*				
	Point 4: "End the practice of awarding business on the basis of price tag."	*				*
	Point 3: "Cease dependence on inspection to achieve quality."			*		
	Point 2: "Adopt the new philosophy."	*	*			*
	Point 1: "Create constancy of purpose toward improvement of product and service, with the aim to become competitive and to stay in business, and to provide jobs."	*				*
		"Operation and maintenance plan in place and updated (computerized)"	"staff cost less than 45% of total expenditure of combined budgets"	"cost accounting system set up"	"Integrated financial management information system (IFMIS) implemented"	"Green spaces implemented"

Table 6: Deming 14 Points and MDP KPIs Matrix

<p style="text-align: center;"><b>Deming 14 points</b></p> <p style="text-align: center;"><b>MDP KPIs</b></p>	Point 14: “Take action to accomplish the transformation.”	*	*	*	*	*
	Point 13: “Institute a vigorous program of education and self-improvement.”	*				
	Point 12: “Remove barriers to pride of work”			*		
	Point 11: “Eliminate management by objective and numerical goals (Substitute leadership).”					
	Point 10: “Eliminate slogans, exhortations, and targets for the work force.”			*		
	Point 9: “Break down barriers between departments.”	*		*	*	
	Point 8: “Drive out fear.”				*	
	Point 7: “Institute leadership.”		*	*		*
	Point 6: “Institute training on the job.”	*	*		*	
	Point 5: “Improve constantly and forever the system of production and service.”		*			*
	Point 4: “End the practice of awarding business on the basis of price tag.”					
	Point 3: “Cease dependence on inspection to achieve quality.”				*	
	Point 2: “Adopt the new philosophy.”				*	
	Point 1: “Create constancy of purpose toward improvement of product and service, with the aim to become competitive and to stay in business, and to provide jobs.”		*			

Table 6: Deming 14 Points and MDP KPIs Matrix

<p style="text-align: center;"><b>Deming 14 points</b></p> <p style="text-align: center;"><b>MDP KPIs</b></p>	Point 14: "Take action to accomplish the transformation."	*	*	*	*	*
	Point 13: "Institute a vigorous program of education and self-improvement."				*	*
	Point 12: "Remove barriers to pride of work"				*	*
	Point 11: "Eliminate management by objective and numerical goals (Substitute leadership)."					
	Point 10: "Eliminate slogans, exhortations, and targets for the work force."					
	Point 9: "Break down barriers between departments."		*		*	*
	Point 8: "Drive out fear."	*			*	
	Point 7: "Institute leadership."					*
	Point 6: "Institute training on the job."		*		*	*
	Point 5: "Improve constantly and forever the system of production and service."					
	Point 4: "End the practice of awarding business on the basis of price tag."					
	Point 3: "Cease dependence on inspection to achieve quality."	*				
	Point 2: "Adopt the new philosophy."	*	*	*	*	*
	Point 1: "Create constancy of purpose toward improvement of product and service, with the aim to become competitive and to stay in business, and to provide jobs."	*				

Table 6: Deming 14 Points and MDP KPIs Matrix

<p style="text-align: center;"><b>Deming 14 points</b></p> <p style="text-align: center;"><b>MDP KPIs</b></p>	Point 14: “Take action to accomplish the transformation.”	*	*	*	*
	Point 13: “Institute a vigorous program of education and self-improvement.”		*		*
	Point 12: “Remove barriers to pride of work”	*	*	*	*
	Point 11: “Eliminate management by objective and numerical goals (Substitute leadership).”		*		
	Point 10: “Eliminate slogans, exhortations, and targets for the work force.”		*	*	*
	Point 9: “Break down barriers between departments.”		*	*	
	Point 8: “Drive out fear.”		*	*	
	Point 7: “Institute leadership.”		*	*	*
	Point 6: “Institute training on the job.”		*		
	Point 5: “Improve constantly and forever the system of production and service.”		*	*	
	Point 4: “End the practice of awarding business on the basis of price tag.”				
	Point 3: “Cease dependence on inspection to achieve quality.”		*	*	
	Point 2: “Adopt the new philosophy.”	*	*	*	*
	Point 1: “Create constancy of purpose toward improvement of product and service, with the aim to become competitive and to stay in business, and to provide jobs.”	*	*	*	

#### **4.1.2 Malcolm Baldrige National Quality Award (MBNQA) in Implementing**

##### **(MDP) KPIs:**

All interviewees were unaware and had never heard of MBNQA before, and accordingly, a simple explanation was given about its establishment and the categories that could participate in the competition, in addition to the values and concepts that focus on it. A copy of "The Baldrige Excellence Builder Self-Assessment 2021–2022" was given.

MBNQA is founded on seven core values and concepts<sup>6</sup>. The first six (Leadership, Strategy, Customers, (Measurement, analysis, and knowledge management), Workforce, and operations) describe municipality critical processes, (Approach, Deployment, Learning, and Integration). Whereas the final one (Results) reports on the most essential achievements for municipality's success. Based on the Baldrige excellence builder self-assessment 2021–2022, the answers of the interviewees and the documents acquired during the research preparation. According to (Kumar, 2007) Deming 14 points and the core principles of MBNQA place a major focus on leadership and a systems approach, and they both consider total quality management to be the excellence of all organizational processes; therefore, there is general agreement between them about how total quality management is perceived. So the full explanation for the indicators in Section 4.1.1 of this research will be used to link MBNQA concept with the key performance indicators of MDP as follows (see table 5):

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<sup>6</sup> See suction 2.3.3



1. *“Operation and maintenance plan in place and updated (computerized)”*

This indicator is related to leadership, strategy, Measurement, analysis, and knowledge management, workforce, operations, and results.

2. *“staff cost less than 45% of total expenditure of combined budgets”*

This indicator is related to strategy, Measurement, analysis, and knowledge management, and workforce.

3. *“cost accounting system set up”*

This indicator is related to Measurement, analysis, and knowledge management, , and results.

4. *“Integrated financial management information system (IFMIS) implemented”*

This indicator is related to leadership, strategy, Measurement, analysis, and knowledge management, workforce, operations, and results.

5. *“Green spaces implemented”*

This indicator is related to customer, Measurement, analysis, and knowledge management, and results.

6. *“Functional municipal complaint system following MOLG guidelines”*

This indicator is related to strategy, customer, Measurement, analysis, and knowledge management, workforce, and results.

7. *“At least 10% of the budget execution for operation and maintenance”*

This indicator is related to strategy, and results.

8. *“Operational surplus achieved”*

This indicator is related to leadership, strategy, operations, and results.

9. *“No increase in net lending”*

This indicator is related to leadership, strategy, and Measurement, analysis, and knowledge management.

10. *“Unqualified external audit”*

This indicator is related to customer.

11. *“At least 70% budget execution”*

This indicator is related to leadership, strategy, and Measurement, analysis, and knowledge management.

12. *“Audit opinion disclosed to citizens and stakeholders”*

This indicator is related to customer, and results.

13. *“Year on year increase or more than 50 NIS own source revenue (excluding enterprise revenues)”*

This indicator is related to strategy, Measurement, analysis, and knowledge management.

14. *“Separate financial accounting for revenues and expenditure established”*

This indicator is related to operations, and results.

15. *“Executed budget statement for the previous financial year submitted to MOLG in time”*

This indicator is related to Measurement, analysis, and knowledge management, workforce, operations.

16. *“Fixed assets register in place and updated”*

This indicator is related to strategy, operations, and results.

17. *“Public disclosure executed budget and executed SDIP”*

This indicator is related to customer and results.

18. *“Municipal complaint system established”*

This indicator is related to strategy, customer and operations.

19. *“Separate bank account for enterprise revenues established (particularly electricity and water)”*

This indicator is related to operations.

20. *“Financial accounting policies, procedures and reports in place”*

This indicator is related to Measurement, analysis, and knowledge management, and operations.

21. *“Public disclosure of annual budget, SDIP and MDP performance ranking”*

This indicator is related to customer concepts.

From the previous can be argued that the MDP KPIs embody the fundamental ideas of TQM and is mainly compatible with the 14 Deming points in addition to MBNQA principles. From the researcher's point of view, it can be developed based on the international awards related to quality. Subsequently adding other sectors to the competition to make it a national award for quality in Palestine.

Table 7: MBNQA and MDP KPIs Matrix

	Leadership	Strategy	Customers	Measurement, analysis, and knowledge management	Workforce	operations	Results
“Operation and maintenance plan in place and updated (computerized)”	*	*		*	*	*	*
“staff cost less than 45% of total expenditure of combined budgets”		*		*	*		
“cost accounting system set up”				*		*	
“Integrated financial management information system (IFMIS) implemented”	*	*		*	*	*	*
“Green spaces implemented”			*	*			*
“Functional municipal complaint system following MOLG guidelines”		*	*	*	*		*
“At least 10% of the budget execution for operation and maintenance”		*					*
“Operational surplus achieved”	*	*		*		*	*
“ No increase in net lending”	*	*		*			
“Unqualified external audit”			*				
“ At least 70% budget execution”	*	*		*			
“Audit opinion disclosed to citizens and stakeholders”			*				*
“Year on year increase or more than 50 NIS own source revenue (excluding enterprise revenues)”				*			
“Separate financial accounting for revenues and expenditure established”						*	*
“Executed budget statement for the previous financial year submitted to MOLG in time”				*	*	*	
“Fixed assets register in place and updated”		*				*	*

“Public disclosure executed budget and executed SDIP”			*				*
“Municipal complaint system established”		*	*			*	
“Separate bank account for enterprise revenues established (particularly electricity and water)”						*	
“Financial accounting policies, procedures and reports in place”				*		*	
“Public disclosure of annual budget, SDIP and MDP performance ranking”			*				

## 4.2 Implementing (MDP) KPIs and Performance Management in Municipalities of Ramallah, Albira, and Betonia

By scrutinizing the 21 KPIs of the MDP, it is possible to argue that they partially correspond to the definition of performance management reached in Section 2.1.1 of the theoretical framework.

	Techniques or approach	integrated	continues	strategic	Aims to improve	Continues monitoring	Vailed measurement	Led by top management	Corrective actions
MDP 21 KPIs	√	√	√	√	√	√	√	X	√

After reviewing the reports and documents that had been prepared by MDLF, the State Audit and Administrative Control Bureau (SAACB), MOLG, and several expert auditing and assessment agencies, interviews were conducted with the aforementioned

parties. In this section, the municipality's performance will be debated from two perspectives: financial performance and management performance.

#### 4.2.1 Financial Performance:

The audited financial accounts and financial document availability for the years (2017, 2018, and 2019) in the three municipality are shown below:

Table 8: Financial Information Availability

	Balance sheet			income statement			flowchart		
	2017	2018	2019	2017	2018	2019	2017	2018	2019
Ramallah municipality	√	√	√	√	√	√	√	√	√
Albira municipality	X	X	X	X	X	X	X	X	X
Betonia municipality	X	X	X	X	X	X	X	X	X

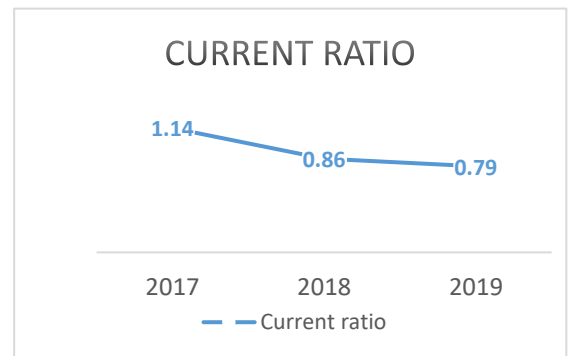
#### - Ramallah Municipality:

The municipality's rank raised from A+ to A++ which none of others could achieve it, till preparing this study. In terms of the Ramallah municipality, the audited financial accounts for the years 2013 to 2021 have been published on its website, making it quite easy to obtain them.

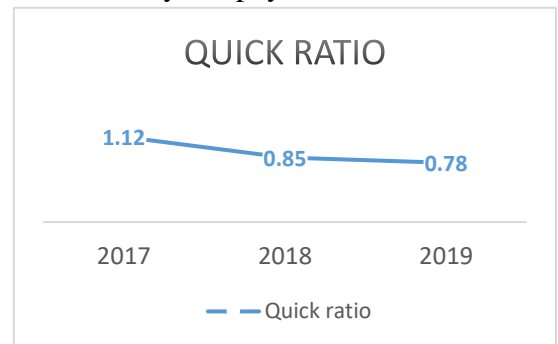
When comparing the income statement 2017, 2018, and 2019 for Ramallah Municipality, we can note the following:

1. Ramallah municipality managed to increase its revenues during the three years exponentially, at a rate of 10 million NIS per year.
  - More than 70% of the municipality's revenues between 2017 and 2019 are fees, fines, and rental and investment revenues.

- In conjunction with raising its classification, the municipality was able to clearly raise its revenues from grants and capital contributions, from 2.4 million NIS in 2017 to 16.1 million NIS in 2019.
2. The municipality was able to reduce the value of doubtful debts.
  3. The municipality got a loan to build the Al-Manara complex, which is an income-generating investment services project.
  4. Current ratio helps determine if the municipality has enough working capital to meet its short-term financial obligations. For 2019 it was 0.79 under 2 which is may indicate an inability to pay current financial obligations with a measure of safety. While it was 0.86 for 2018, and 1.14 for 2017.



5. Quick Ratio helps gauge a municipality's immediate ability to pay its financial obligations. Quick ratios between 0.50 and 1.0 are generally considered acceptable for meeting its current obligations. It was 0.78 for 2019, while, 0.85 for 2018, and 1.12 for 2017.



It is clear that the financial performance of the Ramallah municipality has been constantly improving between 2017 and 2019. In addition, it observes the rules of integrity and transparency and provides data to citizens.

- **Albira Municipality:**

The municipality's rank dropped from A+ to B due to the municipality's incapacity to cope with some indications, the majority of which are financial in nature (Samhan N. , the Manager of Strategic Planning & Public Relations Department, 2023). A copy of the financial reports of the municipality of Albira could not be located on the related websites, nor could it be obtained from the municipality itself. The Ministry of Local Government declined to provide such records, emphasizing the need of requesting them from the appropriate body.

Islam al-Taweel, the current chairman of the Albira municipality, informed Quds Network in a video interview that the accumulated debts in favor of the municipality of Albira on the Ministry of Finance and the citizens, causes additional obstacles and inhibits their ability to function. He further stated that the Palestinian Ministry of Finance owes the Albira municipality more than 60 million shekels, and the citizens had debts totaling more than 100 million NIS. (al-Taweel, 2022).

SAACB (annual report, 2020, 2019,2018,2017) were used as an option to gain more accurate information about the municipality's financial situation. According to those reports, the municipality of Albira has various defects and financial concerns, the most serious of which is the lack of a documented financial processes handbook in the finance department, which is causing several issues with the flow of operations and procedures. Noting that (Samhan N. , 2023) stated that the existence of a guide to accounting and financial procedures in the municipality is the major indicator according to the Ministry



of Local Government's authorized system of financial policies. Moreover, it is an important indicator in MDP.

The reports also showed that there are issues in the municipality's yearly budget such as, inadequate financial allocations and inability to charge expenses to budget items, and low revenue collection rate. Moreover, that there are discrepancies in the financial reports issued by the accounting program used in the municipality.

- **Betonia Municipality:**

The researcher could not obtain the financial statements for the municipality of Betonia for the years 2017, 2018, or 2019. Neither from the website nor from visiting the municipality. While the municipality has posted a basic citizen budget for 2019 on its website.

1. Citizens owing the municipality 13,656,978 NIS. As a result, the municipality must improve its collection processes in order to recover these debts.
2. The municipality's total revenues amounted to approximately 20.8 million NIS, of which 86.5% came from fees, fines, and rental and investment revenues, while its expenditures amounted to approximately 21 million NIS.

It is not possible to judge the financial performance of the municipality for this period based on the citizen's budget information; moreover, there is no base year to be compared against.

The preceding evidence shows that the Ramallah Municipality is the best among the three municipalities in terms of financial performance between 2017 and 2020.

According to the study, the municipalities of Albira and Betonia were not be able to understand the financial indicators until the end of 2021.

#### **4.2.2 Organizational Performance:**

From the interview conducted with (Samhan N. , the Manager of Strategic Planning & Public Relations Department, 2023) it turned out that municipalities need to identify its guidelines in accordance with its long-term objectives, values, mission, and vision in both theory and reality. Samhan, (2022) Emphasize that the municipality's performance when using the MDP's KPIs is impacted by the municipality's administration is varying level of understanding of the necessity of providing resources, opportunities, and training for workers and employees.

##### **- Ramallah Municipality:**

Ramallah municipality achieved all indicators of the A rank and all indicators of B, C, and D so that it reached rank A++.

Former Mayor Musa Hadid indicated, during a documentary film (The mayor) published by the municipality, that he evaluates the performance of the Ramallah municipality in comparison with similar cities regionally and internationally. Through this documentary film, it is easy to notice the presence of the former mayor in every place where there is maintenance work. It can also be noticed that all decisions, no matter how simple, are discussed with technicians and specialists. due to the Ramallah Municipality's annual reports for the years post 2013, published on its website, the municipality has relied in its reports throughout time on evaluating its performance in contrast to its

strategic objectives, (strategic KPIs). In addition, it was able to convert its strategic plan into successful projects in reality. Moreover, since 2019, the Ramallah municipality has had a code of conduct published on its webpage. In the organizational structure of the municipality, there is also a quality control section. In addition, Ramallah municipality's governance, finances, and staff are accessible via the municipality's website. As showed at (Ramallah municipality) annual reports, the municipality prioritized employees and workers training and development.

Those who investigate the municipality's performance will notice that during the period of implementation of the MDP project KPIs, while the municipalities in Palestine were trying to build a healthy internal system, the Ramallah municipality was concerned with the quality of life, perform for excellence and city branding.

- **Albira Municipality:**

Albira municipality achieved two indicators of the B rank and all indicators of C and D, so that it reached rank B. the municipality has the chance to be ranked A++ if it meets these 4 indicators from the B rank: "Operational Surplus achieved", "Unqualified audit opinion from the annual external audit", "*At least 70% Budget Execution*", and "*Audit opinion disclosed to citizens and stakeholders*". In addition to all indicators of A rank.

Following multiple fruitless attempts to contact the former mayor of Albira before the end of his term, an interview with Yosef Albaba the director of the engineering department at Al-Bira municipality, was conducted in his place.

In an interview designed in accordance with Deming's 14 criteria with (Albaba, 2023), in the presence of Dima Jouda, (Director of the Planning Department at Al-Bira municipality, 2023). When questioned about monitoring the municipality's performance and comparing it to prior years' performance, as well as comparing the municipality's performance to the performance of similar municipalities, the answer was, yes, the departments' performance is continually monitored based on the activities arising from the strategic plan and its performance indicators. Eng. Jouda (2023) showed some forms that used in order to monitoring and evaluation. In general, the indicators used in these form were in the form of percentages and quantities. On the performance of competing municipalities, (Albaba, 2023) stated that the municipality would soon return to competitiveness, and they were focusing all efforts on that.

When he questioned about the processes used by the municipality of Albira to maintain and enhance its rank, he responded, Constant communication is essential between the municipal council, the mayor, and the employees. Full commitment to the MDLF's evaluation standards, involvement in developing the strategic plan, monitoring its implementation, evaluating its items, and community participation are all critical components.

In response to a question, do you believe that focusing on increasing the quality of operations helps to achieve better MDP's rank, or does focusing on getting outcomes regardless of the approach assist in reaching better results? And do you believe that inspection is an efficient method for achieving results? Albaba, (2023) answered that focusing on increasing the quality of operations helps to achieve better MDP's rank. And

about the inspection, he said however, depending on the circumstances, monitoring is vital in organizations.

When talking about the discipline and commitment of the municipal council, even if the municipality faced problems with regard to this aspect. (Albaba, 2023; Jouda, 2023) It is true that it is one of the most significant things that may prevent progress. The municipal council's excesses erode the institution's internal structure, reducing loyalty and a sense of security.

About training, Albaba (2023) mentioned that there is insufficient interest in training since it is not prioritized in the municipality of Albira.

After viewing the person responsible for supervising the MDP project's implementation in Albira municipality point of view, some of the conclusions derived from the content analysis of the documents and reports that were reviewed will be addressed.

1. The review of the Albira municipality's local strategic development plan for the years 2018–2021 revealed lack of interest in training, vocational training, and technical capabilities, as well as the absence of an annual training plan. In this regard, an activity has been added to the strategic plan, but it lacks annual indicators for measurement.
2. According to Albira Municipality's strategic plan, there are procedural manuals for all administrative procedures, but their execution and compliance are limited. While the (SAACB) stated that there is no financial procedures manual that governs the operations and responsibilities of the municipality's financial department.

3. The review of Albira municipality's local strategic development plan for the years 2018–2021 illustrated weaknesses in the municipality's horizontal and vertical internal communication systems.
4. According to Albira municipality's local strategic development plan for the years 2018–2021 There is an operation and maintenance plan in the municipality, while MDLF reports prove that this plan does not exist or it does not comply with the standards of the Ministry of Local Government.
5. As stated at Albira municipality's local strategic development plan for the years 2018–2021 there is an annual plan derived from the strategic plan, while (SAACB) annual report 2021 pointed out that there wasn't.
6. (SAACB) Annual report 2021 pointed out non-compliance with the job description.

From the information reviewed, it can be claimed that the municipality has little interest in human resources, internal system, and communication channels. It is also clear that there is a gap between employees and management, as well as between administrative entities. This inevitably has a negative impact on the municipality's overall performance.

- **Betonia Municipality:**

Betonia municipality achieved 3 indicators of the A rank and all indicators of B, C, and D so that it reached rank A+, and it has the chance to be ranked A++ if it meets these three indicators (*“Green spaces implemented”* and *“Operation and maintenance plan in place and updated (computerized).”* In addition, *“cost accounting system set up”*

In an interview designed in accordance with Deming's 14 criteria with Betonia's former mayor, 2022, in the presence of Eng. Fida Azem, Director of the Engineering Department, when questioned about monitoring the municipality's performance and comparing it to prior years' performance, as well as comparing the municipality's performance to the performance of similar municipalities, the answer was, according to Doleh (Betonia's former mayor, 2022), that Betonia's municipality has programs and plans. Moreover, they conduct review meetings on a regular basis to evaluate what has been accomplished and what has not, and we attempt to modify our approach based on the performance indicators of each program or plan. According to Betonia municipality's yearly reports, the participants in this meeting are the mayor, the municipal council, the director general of the municipality, and the heads of sections and departments. About comparing the municipality's performance to the performance of similar municipalities. He said that they always strive to compare their current performance to their previous performance in order to correct the path and benefit from previous experiences, just as they always strive to compare their performance to the performance of similar municipalities in order to stay competitive and gain citizen satisfaction.

When he questioned about the processes used by the municipality of Betonia to maintain and enhance its rank, he responded, "Municipalities that recognized the importance of changing their ways and adopted the new way managed to obtain a higher rank." He added, "Although change takes time and can lead to resistance, patience and endurance are required."

In response to a question, do you believe that focusing on increasing the quality of operations helps to achieve better MDP's rank, or does focusing on getting outcomes regardless of the approach assist in reaching better results? And do you believe that inspection is an efficient method for achieving results? Doleh, (2022) answered that the presence of an integrated system, operational stability, and monitoring and evaluation systems that eliminate errors and improve operational quality. Doleh and Eng. Fida added that the municipality hiring a consulting firm in order to help the municipality standardize its processes and procedures. He emphasized numbers means nothing, listening to residents is "70% of the solution is listening to the citizen." he mentioned that when there is a deviation, correcting operations by looking for the root causes. Inspection causes conflict with people, treats deviations only temporarily, and does not prevent them from recurring in the future. He added that the most important objective for Betonia municipality is citizen satisfaction and service quality.

When talking about the discipline and commitment of the municipal council, even if the municipality faced problems with regard to this aspect. Doleh Explain that every employee of the municipality knows his or her duties and responsibilities. He added that, as the municipality's director, he serves as a liaison between the executive management and the municipality's decision-makers (the municipal council). Always looking for common ground and points of agreement. A difference of opinion is healthy when it leads to improvement. He added absolutely yes, did not make a serious effort to link the municipal middle management and senior management's orientations will lead to failure. This way of deal with issues always success in empowerment the employees.



About training, Dolah (2022) mentioned that he appreciates any opportunity to educate and train municipal employees, since it benefits the municipality. Betonia Municipality refer to the amount of internal and external trainings that employees received over the year in its annual reports as a subject of importance to training and staff development. He added that the municipality succeeded in transferring knowledge and experiences between employees inside and outside the municipality, through the platform for exchanging expertise and experiences that was developed by the Association of Palestinian Local Authorities. Then he mentioned that when the Municipal Development and Lending Fund introduced the Integrated Management Information System, we had already developed it in the municipality, and Betonia was chosen as a case study, and we participated in numerous workshops to share our experience and transfer our expertise in this field.

After viewing the former Mayor of Betonia's point of view, some of the conclusions derived from the content analysis of the documents and reports that were reviewed will be addressed.

1. Referring to the annual reports of the municipality of Betonia (2020, 2019 and 2018), the reports are based on a narrative basis of activities and visits to strengthen relations. The reader feels as if he is reading a daily newspaper. The strategic objectives of the municipality, which are heavily interpreted in the strategic plan, were not linked to the activities that were accomplished. There is no discussion of actual accomplishments or percentages of projects completed. The municipal annual reports did not mention the financial aspect, strengths and weaknesses, obstacles, or available opportunities.

The annual report of the municipality, it may be argued, does not represent the administrative concept expressed by the former mayor in the interview.

2. The review of the strategic development plan for the municipality of Betonia for the years 2018–2021 revealed that the municipality needs to enhance financial management and increase the financial staff's competencies in drafting budgets and financial reports. It was one of the factors that contributed to the municipality's inability to get a better ranking. However, the municipality was able to publish the auditor's report for the previous year before the end of 2021, suggesting that the municipality was capable of resolving the shortcomings revealed by the 2019 ranking.
3. The review of the Betonia municipality's local strategic development plan for the years 2018–2021 revealed that the municipality must work on developing work procedures related to procurement, maintenance and operations plan, institutionalization of the complaints system, internal communication procedures and mechanisms, and capacity building programs based on departmental needs in order to improve service management and delivery. The establishment of the operation and maintenance plan began with the approval of the MDLF, according to the annual report for the year 2020. Furthermore, the annual reports for 2018 and 2020 included information about the training that employees received to improve their skills.
4. According to a report provided by the State Audit and Administrative Control Bureau on road management within the limits of local authorities during the year 2018, there were some irregularities in this sector in the municipality of Beitunia. Based on the

municipality's strategic plan and initiatives, as well as the yearly reports produced following the publication of this report, it is clear that the municipality has responded to the observations and is working to enhance its services according to Bureau recommendations. This indicates the speed of response and corrective action.

5. Later, to follow up on the municipality's social networking page on Facebook, it was found that the municipality's employees are active in publishing all the municipality's news, announcements, projects, etc. They are also active in interacting with citizens and answering their inquiries in several places, and their professional style in answering questions was noted in most places. Moreover, on its Facebook page, the current mayor responded twice to criticism of the municipality's strategy with an explicit invitation to participate in the community workshop on the local development strategy. This indicates a focus on community involvement and service recipients' satisfaction.

From the previous overview, it can be concluded that Betonia municipality will be qualified for an A++ Ranke on the next assessment. In light of the administration's full cooperation and the involvement of the local community and employees, they made efforts to understand the unestablished indicators, reform and stabilize their operations, and implement all of the recommendations.

Faunally, According to the study sample, it is not certain that performance indicators affect municipal financial and administrative performance. While the MPD KPIs strive to transform the culture in municipalities into a more candid, open, and responsive environment for citizens, the results of changing the culture do not manifest

in short periods of time. As a result, municipalities whose performance was initially high earned better results, provided they had a healthy and dynamic management system. Moreover, the researcher was unable to determine productivity according to the percentage of performance and OEE because the municipalities did not have an estimate of the time required to complete each step in the procedure.

#### **4.3 Implementing (MDP) KPIs and Service Quality in Municipalities of Ramallah, Albira, and Betonia:**

According to Local Authorities Law No. (1) Of 1997 Article (15), Local authorities undertake 26 duties that they can manage on their own through their staff or in collaboration with the private sector through long-term contracts (more than 3 years) with the agreement of the Minister of Local Government.

According to the Palestinian Central Bureau of Statistics, during the year 2021, the municipality of Ramallah provided services to 42,122 citizens, while the municipality of Albira provided services to 49,657 citizens, and Betonia provided services to 28,735 citizens. In this section, the most important services provided by municipalities and directly affecting citizens will be discussed in the period between the two ranks (2017–2021).

##### **1. Water, Sewage and Sanitary Services.**

The municipalities of Ramallah and Albira do not provide water services to citizens. And by referring to the development strategic plans 2018-2020 of the three

municipalities, it was found that they had put in place programs for water, sewage, and sanitary management, which were as follows:

***Ramallah municipality:*** The sewage network serves 83% of the homes, and the water network serves 100% of the regions housing in the city. Moreover, there are also three purification plants that cover 41% of the network and operate according to international standards. In addition to approving projects and directives from the municipal council to expand and improve the sewage system (Ramallah, 2018-2021).

According to its annual reports (2018 and 2019), the municipality works to regularly expand, update, and repair sewage lines in order to preserve water resources from sewage leakage in the areas under its management. Ramallah municipality has three treatment plants. In 2019, municipality adopted project of reuse of treated water from the treatment plant which was mentioned in the annual report for 2019. The significance of the project stems from the fact that it enhance the use of treated water for a variety of purposes (as watering, cleaning and so on). This helps to provide a large amount of potable water that was previously used for these purposes, estimated at 300 cubic meters per day in Ramallah. By using treated water instead of fresh water. Moreover, this project will save citizens money.

***Albira municipality:*** The sewage network serves 93% of the homes, and the water network serves 100% of the regions housing in the city. Moreover, there are also one treatment plant. Serves 50,000 people as a first stage, the resulting treated water is not used (Albira, 2018-2021). The researcher was could not access to Albira municipality's

annual reports for the years 2017 until 2021, neither from the website nor by visiting the municipality.

***Betonia municipality:*** The municipality is in charge of water supply management and delivery, bill collection, and repair activities. The network reaches the majority of the city's neighborhoods. For sanitation, the city relies largely on cesspits. The municipality worked on a partial sewage project, extending two lines on the main street for a total length of 2 km, but they were not operational due to unavailability of treatment plants (Betonia, 2018-2021). In terms of providing these services, the municipality's annual reports 2020, mentioned that the municipality signed an agreement to start a sewage project. This month, the municipality mentioned sewage project consultation activities on its website.

According to a Palestinian Central Bureau of Statistics study, the proportion of treated water inside Palestine in 2019 was 12%, and it is predicted to reach 15% by the end of 2021, rising to 25% in 2023. The same article, mentioned that these percentages are the outcome of the functioning of 10–11 treatment plants in Palestine (PCBS, 2021). According to previously reviewed information for the three municipalities, 4 of the 11 treatment plant are located in the governorates of Ramallah and Albira (3 belong to the Ramallah Municipality, and 1 to the Al-Bireh Municipality). The same report also stated that the area of land irrigated with treated water will increase from 2,000 dunum in 2019 to reach 2,500 dunums in 2023.

## 2. Roads and Related Services.

The main issue within the three municipalities is traffic congestion, an increase in the volume of demand for parking lots, a lack of control over commercial transportation within cities, and an increase in the number of private vehicles. In this context, the three municipalities jointly developed a "joint traffic plan."

***Ramallah municipality:*** Roads and transportation received great attention in the annual reports of the Ramallah municipality. Paving new roads connecting new neighborhoods to the city was part of the work. Sidewalks were also rehabilitated and maintained, and streets were paved. Note that the reports indicated the names of the streets, their lengths, and their total costs. Moreover, Ramallah Municipality relied on environmentally friendly lighting, as all the lamps used were of the LED type, in addition to the use of renewable energy for lighting in many residential neighborhoods.

***Albira municipality:*** The roads in the city of Albira are relatively good; they cover 96% of the built-up areas. Only 53% of the streets are provided with sidewalks, and some of these sidewalks are in poor condition (Albira, 2018-2021). The researcher was couldn't access to Albira municipality's annual reports for the years 2017 until 2021, neither from the website nor by visiting the municipality.

***Betonia municipality:*** The roads in the city of Betonia are relatively good; they cover 20% of the master plan, 47% of it is asphalted (Betonia, 2018-2021). According to annual reports 2017-2020, the municipality is repairing and mending roads. Until the necessary funds for its thorough renovation is available.

### 3. Parks and Entertainment Services.

According to a report provided by (SAACB, 2019), the Ministry of Local Government has no clear guidelines for the area of public parks compatible with the area, number of residents, and number of neighborhoods in the local authority. The same report mentioned that, with the exception of the Ramallah municipality, no local authority has set standards for the number and nature of public parks. According to MDP fifth indicator, the green area space should be more than 0.5 m<sup>2</sup> per person.

***Ramallah municipality:*** According to data published on its website, the municipality owns a plastic house (a nursery) for the production of seedlings, flowers, and trees of all kinds. The municipality intends to use it to establish a nursery in order to increase productivity and quality, as the nursery contains over 20,000 seedlings of various flowers, shrubs, and trees. Moreover, the number of public parks affiliated with the municipality reached more than 21 public gardens, parks, promenades and playgrounds. At least three of them opened their doors after 2019.

***Albira municipality:*** The number of public parks affiliated with the municipality is about 4 (including parks, promenades, and play grounds). All of them opened their doors before 2017.

***Betonia municipality:*** according to information published on its website, there is only one park in Betonia, which has been administered by the municipality since 2016. There is only one park in Betonia, which has been administered by the municipality since 2016. The park has an area of 6,000 square meters and serves approximately 29,334 people. Which is less than 0.5 square meters per person.



#### 4. Interaction and Communication:

The researcher was not able to determine the number of complaints that the three municipalities dealt with during the period of 2017–2021, nor their nature. However, in terms of technology and communication, it is as follows:

	<b>Ramallah municipality</b>	<b>Albira municipality</b>	<b>Betonia municipality</b>
website	√	√	√
Facebook page/ Instagram	√	√	√
Phone and/ or mobile No.	√	√	√
Email address	√	√	√
Service hotline	√	X	X
Electronics Apps	√	X	X
GIS	√	√	X
E pay	√	X	X
E municipality	√	X	√

From the information previously reviewed, it is not possible to say for sure whether implementing MDP KPIs will lead to any change in service quality at the municipalities. However, indicators can be argued to establish an adequate environment and opportunities for municipalities to improve the quality of their services, such that the higher their rank, the greater their share of grant funds. On the other hand, these indicators establish rules of communication with citizens that, if exploited properly, contribute significantly to improving the quality of services. Furthermore, it primarily encourages municipalities to define their priorities in terms of maintenance, operation, and spending.

According to the study, the long-term influence of MDP KPIs on service quality will be highly beneficial.

#### **4.4 Using Quality Tools and Techniques in Municipalities of Ramallah, Albira, And Betonia**

Through a form given to 30 heads of sections in each municipality of the three municipalities under study, this form is divided into two sections: the first section contains a group of names of some quality management tools, and the second section contains pictures of these tools without mentioning their names. According to the responses to the two sections of the form, the following tools were used:

<b>the first section</b>	<b>Number of responses</b>	<b>the second section</b>	<b>Number of responses</b>
KPIs	38/58	Pareto chart	5/58
checklist	33/58	Histogram diagram	20/58
Pareto chart	2/58	Scatter diagram	6/58
Histogram diagram	2/58	Gantt chart	7/58
Scatter diagram	2/58	checklist	33/58
Gantt chart	2/58	Flow chart	3/58

While from the review of the municipalities local strategic development plans, annual reports, evaluation and monitoring forms, and other documents that were reachable to the researcher, the quality tools that are used in municipalities can be summarized as follows:

1. Tools used in project funding agreements and memorandums of understanding use the following tools:

- Project Charter.
  - Gantt chart.
2. Tools used for displaying numerical data about population demographics, cities' economic activity, crafts and industries, health, and education:
- Simple Pareto chart.
  - Histogram diagram.
  - Scatter diagram.
  - Run chart.
3. Tools used in planning:
- Flow chart.
  - Key performance indicators (KPIs)
  - Gantt chart.
4. Tools used in operations:
- Flow chart.
  - Checklist.
5. Tools used in monitoring and evaluation:
- Key performance indicators (KPIs)
  - Checklist.
  - Gantt chart.
6. Tools used in public service centers:
- Visual management

From the foregoing, it can be concluded that quality management tools are used to a limited extent in municipalities and the Ministry of Local Government. Furthermore, they are using these tools without first learning that they are quality management tools; they are just using them as means to facilitate work organization and data presentation.

#### **4.5 Success Factors and Challenges:**

Through the main points that were mentioned in the theoretical framework, the interviews that were conducted, in addition to the results that were reached in the previous section of this study. It is possible to answer the two questions of the study related to the success factors that help to achieve better results and the challenges facing municipalities that hinder their progress.

##### **4.5.1 Success Factors**

Through the analysis, it was found that there are a number of factors that contribute to making progress at the municipal assessment level, and they can be summarized as follows:

1. Openness of mayors and members of municipal councils to change, serious support for it, and commitment to development and improvement as a key partner in the process.
2. The presence of qualified administrative and technical staff who have experience and knowledge.
3. Willingness to change.

4. Training employees in areas where they lack experience and knowledge.
5. Clarity of internal communication channels, instructions, procedures, processes, policies, and strategic objectives.
6. Patience and endurance are required to overcome obstacles.
7. Thinking creatively based on openness and responsiveness to the needs of citizens.
8. View and learn from successful examples.

#### **4.5.2 Challenges:**

Through the analysis, it was found that there are a number of factors that contribute to making progress at the municipal assessment level, and they can be summarized as follows:

1. In some municipalities, there is a gap between mayors and municipal councils on the one hand and workers on the other.
2. Limited budgets and disparities in capabilities and expertise between municipalities make it difficult to implement some indicators, such as increasing green space and implementing the IFMIS system.
3. There was a lack of understanding of some financial performance indicators.
4. There was a lack of communication between the employees of the financial and engineering departments in some municipalities, which affected the validity of the registration and updating of fixed assets.
5. The lack of citizen commitment in some areas to pay their obligations (water and electricity), in addition to the municipality's inability to find successful mechanisms

for collection, increased the indebtedness of those municipalities to the Ministry of Finance.

## **Chapter 5: Conclusions and Recommendations**

This chapter presents the author's reflection on the research work for this thesis. From the overall review of the previous chapters, the research questions presented in Chapter 1 will be answered, with which this study concludes. Recommendations will be made with reference to the methodology of the study. Finally, the author's suggestions for possible future work regarding MDP KPIs will also be presented.

### **5.1 Conclusions:**

As shown in the previous chapter, MDP KPIs embody the fundamental ideas of TQM and are mainly compatible with the 14 Deming points in addition to MBNQA principles. Moreover, it can be concluded that the MPD KPIs strive to transform the culture in municipalities into a more candid, open, and responsive environment for citizens, while the results of changing the culture do not manifest in short periods of time. Which is gives an answer to the first question, "Did implementing MDP KPIs result in any real improvements related to quality at the municipalities of Ramallah, Albira, and Betonia?".

A careful review of the experience of the three municipalities confirms that it is not certain that MDP KPIs affect municipal financial and administrative performance in municipalities in Ramallah governorate. Moreover, municipalities whose performance was initially high earned better results, provided they had a healthy and dynamic management system. The municipalities that have little interest in human resources,

internal systems, and communication channels also have a gap between employees and management, as well as between administrative entities, which inevitably has a negative impact on their overall performance. Which gives an answer to the second question raised in this study, "Did implementing MDP KPIs lead to any changes in the performance of the municipalities under study?"

It is not possible to say for sure whether implementing MDP KPIs will lead to any change in service quality at Ramallah governorate municipalities immediately. However, it can be argued that they establish an adequate environment and provide opportunities for municipalities to improve the quality of their services. Moreover, it is expected that the long-term influence of MDP KPIs on service quality will be highly beneficial. Which gives an answer to the third question raised in this study, "Did implementing MDP KPIs lead to any changes in service quality at the municipalities under study?"

Quality management tools are used to a limited extent in Ramallah governorate municipalities and the Ministry of Local Government. Furthermore, they are used without first learning that they are quality management tools. Which gives an answer to the fourth question raised in this study, "Do municipalities of Ramallah, Albira and Betonia; use any quality tools and techniques to achieve rank level?"

## **5.2 Recommendations:**

1. Conducting a quantitative study on the impact of MDP KPIs on the actual performance of municipalities after a few years, on a larger sample of municipalities, taking into account the diversity of municipalities' sizes and Ranks.



2. Estimate how long it should take to complete each process related to customer service procedures in municipalities. In order to calculate productivity according to the percentage of performance and OEE.
3. Conducting study on the impact of MDP KPIs on the service quality of municipalities after a few years, on a larger sample of municipalities, taking into account the diversity of municipalities' sizes and Ranks.
4. Study the possibility of developing MDP project based on the international awards related to quality. Subsequently adding other sectors to the competition to make it a national award for quality in Palestine.
5. Organizing integrated training programs in change management, in which mayors, members of municipal councils and employees participate, as its impact and importance in enabling municipalities to accept continuous improvements.
6. Training employees to use very important tools to deal with the complaints, needs and expectations of citizens, such as the problem context diagram (PCD), the Kano model, value stream mapping, SIPOC, and cause and effect (fishbone) diagram.

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## Appendix

### Appendix 1

التاريخ: .....

اليوم: .....

#### مقابلة مدير دائرة التخطيط الاستراتيجي والعلاقات الخارجية في صندوق تطوير واقراض البلديات السيد نزار سمحان

عند مراجعة تقييمات بلديات (رام الله والبيرة وبيتونيا) للعامين 2017 و2019 تبين ان في العام 2017 حصلت البلديات الثلاث على تقييم A+ بينما في العام 2019 تباينت التقييمات في ذات البلديات بحيث أصبح تقييم بلدية رام الله A++ في حين بقي تقييم بلدية بيتونيا A+ وتراجع تقييم بلدية البيرة إلى B

التشابه بين MDP, Deming & MBNQA	السؤال
	<p>1. من خلال التقارير الواردة إليكم والتقييمات التي تجرونها مع نهاية كل مرحلة، هل تم ملاحظة وجود تغيير فعلي في أداء البلديات بالمقارنة مع تغيير تقييماتها؟ بمعنى آخر، هل ارتفاع التقييم يؤدي بالضرورة إلى تحسين في الأداء الإجمالي للبلدية والعكس؟</p> <p>-----</p> <p>-----</p> <p>-----</p>
MDP 2 MBNQA op	<p>مؤشر الأداء الثاني ينص على "وجود دليل إجراءات محاسبية ومالية في البلدية"</p> <p>2. هل يشكل وجد دليل إجراءات يشمل كافة العمليات وينظم كافة العلاقات في البلدية، (بما في ذلك الإجراءات الإدارية، والسياساتية والتخطيطية وغيرها) أي فارق في تحقيق نتائج على مستوى أداء البلديات في مشروع MDP؟</p> <p>-----</p> <p>-----</p> <p>-----</p>
MDP 2 Deming 2/3	<p>3. وفقاً لما يتوفر لحضرتكم من معلومات، هل قامت البلديات التي حققت نتائج جيدة، بتجديد السياسات والإجراءات الداخلية المتبعة في</p>

<p>البلدية بعد البدء بتنفيذ مشروع MDP بما يتناسب مع متطلبات المشروع؟</p> <p>-----</p> <p>-----</p> <p>-----</p>	<p>MBNQA 6</p>
<p>4. من خلال ملاحظتكم ومتابعتكم، البلديات التي حققت نتائج أفضل من حيث تنفيذ المشاريع المخطط لها المدرجة في خطتها وميزانيتها السنوية هل استخدمت أيّاً من أدوات إدارة الجودة الشاملة TQM التالية؟</p> <p>(سواء كان الاستخدام عن معرفة بأنها أدوات إدارة جودة أو فقط لأنها وسائل تسهل العمل)</p> <ol style="list-style-type: none"> <li>1. Root Cause Analysis (fishbone diagram)</li> <li>2. Pareto Chart</li> <li>3. Checklist</li> <li>4. Kaizen (Continuous Improvement)</li> <li>5. Key Performance Indicators (KPIs)</li> <li>6. PDCA (Plan, Do, Check, and Act)</li> </ol> <p>إضافات وملاحظات:</p> <p>-----</p> <p>-----</p> <p>-----</p>	<p>MDP 4/8/11/12/14 Deming 1/2/4/5 MBNQA 6</p>
<p>يحتاج الموظفون والعاملين لإنجاز أعمالهم على أكمل وجه لبعض الفرص والموارد والأدوات والمهارات الضرورية، مثال ذلك (تعليم وتدريب الموظفين والعاملين على الإجراءات والأدوات والبرامج الجديدة، وتمكين الإدارة والتأكيد على التحسين والتشجيع على التدريب المتخصص).</p> <p>5. وفقاً لمتابعتكم والتقارير الواردة إليكم من البلديات وزياراتكم الميدانية، هل اختلاف درجة وعي إدارة البلدية حول أهمية توفير هذه الموارد والفرص والأدوات، والتركيز عليها، تنعكس بشكل ما على أداء البلدية في سياق تطبيق مؤشرات الأداء الخاصة ببرنامج MDP؟</p> <p>-----</p> <p>-----</p> <p>-----</p>	<p>MDP Deming 6/7/12/13 MBNQA 5</p>
<p>6. فيما يتعلق بإعداد الخطط السنوية والاستراتيجية الداخلية (لا نقصد الخطط الاستراتيجية التنموية)، البلديات التي كانت أكثر نجاحاً</p>	<p>MDP Deming 8/9</p>

<p>في تحقيق تقدم في مؤشرات الأداء الخاصة بمشروع MDP، أي النظم الإدارية اعتمدت؟</p> <p>1. نظام الإدارة المفتوح الذي يستجيب للبيئة الداخلية والخارجية ويتفاعل معها ويؤثر ويتأثر بها.</p> <p>2. نظام الإدارة المغلق الذي يكتفي بذاته ولا يتفاعل مع البيئة المحيطة داخليا وخارجياً</p> <p>3. أرى أنه لا يوجد علاقة</p> <p>4. لا يمكنني تقييم هذا الجانب</p> <p>وضح ذلك:</p> <p>-----</p> <p>-----</p> <p>-----</p>	<p>MBNQA 5/6/2</p>
<p>5. هل إدارة البلدية يسهم في تحقيق نتائج إيجابية تنعكس على أداء البلدية من حيث رفع تقييمها؟ هل يمكن القول بأن البلديات الأكثر التزاما وانضباطا في تنفيذ القرارات والإجراءات حصدت نتائج أفضل؟</p> <p>-----</p> <p>-----</p> <p>-----</p>	<p>MDP Deming 7/14 MBNQA 1</p>
<p>6. وفقاً لما نشر في تقرير صادر عن الصندوق، شكل نشر البيانات المالية والتقارير المتعلقة بالميزانيات والأصول الثابتة تحدياً لعدد لا بأس به من البلديات، كيف يمكن التعامل مع هذا الجانب لتجاوز هذه العقبة؟</p> <p>-----</p> <p>-----</p> <p>-----</p>	<p>MBNQA 7/1</p>
<p>7. برأيك، أيهما حقق نتائج أفضل البلديات التي ركزت على تحسين جودة العمليات وآليات تحقيق الأهداف، ام البلديات التي ركزت على الوصول إلى النتائج بغض النظر عن الطريقة المتبعة لتحقيق ذلك؟</p> <p>-----</p> <p>-----</p> <p>-----</p>	<p>Deming 10/11 MBNQA</p>
<p>8. يشكل نظام الشكاوى نوع من أنواع التواصل بين المؤسسة والجمهور، وطريقة للحصول على التغذية الراجعة التي يمكن من خلالها تطوير الخدمات وتصحيح المسار وتحسين العمليات.</p>	<p>MDP 9/21 Deming 2/3/5 MBNQA 3/4</p>

<p>برأيك، هل أثرت طريقة استجابة وتعامل البلديات مع الشكاوى على أدائها الفعلي؟ أم أنها كانت بالنسبة للبلديات وسيلة لتحقيق مؤشر أداء وتقييم أفضل فقط؟ برجاء توضيح الإجابة</p> <p>-----</p> <p>-----</p> <p>-----</p>	
<p>9. هل طلب من البلديات مراقبة أداءها بشكل دوري ومقارنته مع أدائها في السنوات السابقة ومع أداء البلديات المنافسة (Benchmarking)؟</p> <p>1. نعم.</p> <p>2. نحن نقوم بهذه المقارنة.</p> <p>3. لا يوجد أهمية لهذه المقارنة.</p> <p>برجاء توضيح الأهداف التي سعيتم للوصول لها:</p> <p>-----</p> <p>-----</p> <p>-----</p>	<p>Deming 1 MBNQA op</p>
<p>4. بصفتك جهة مشرفة، ما الأسباب الرئيسية لتباين أداء البلديات في محافظة رام الله؟ بماذا تختلف البلديات التي استطاعت أن تحقق معظم المؤشرات بالتسلسل المطلوب وتمكنت من رفع تصنيفها من عام لآخر، عن البلديات الأخرى؟ ما هي أهم نقاط قوتها؟</p> <p>-----</p> <p>-----</p> <p>-----</p>	
<p>5. بصفتك جهة مشرفة، ما هي أهم التحديات التي واجهت البلديات في محافظة رام الله أثناء رحلة الوصول للهدف؟</p> <p>-----</p> <p>-----</p> <p>-----</p>	
<p>6. بصفتك جهة مشرفة، ما هي أهم التوصيات والنصائح التي يمكن تقديمها للبلديات في محافظة رام الله ليتمكنوا من إحراز تقدم في تصنيفاتهم؟</p> <p>-----</p> <p>-----</p> <p>-----</p>	

## Appendix 2:

التاريخ: .....

اليوم: .....

### مقابلة الجهة المشرفة على تنفيذ مشروع تطوير البلديات في بلدية البيرة

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حصلت بلديتك في العام 2017 على تقييم A+ وفقاً لمؤشرات الأداء الخاصة بمشروع تطوير البلديات MDP، وتراجع تقييمها إلى B في العام 2019، برجاء الإجابة عن الأسئلة التالية:

**القسم الأول: تقييم تجربة البلدية في رحلة تحقيق المؤشرات وأهم الفرص والتحديات:**

**Q1:** مؤشر الأداء الثاني ينص على "وجود دليل إجراءات محاسبية ومالية في البلدية" هل يشكل وجد دليل إجراءات يشمل كافة العمليات وينظم كافة العلاقات في البلدية، (بما في ذلك الإجراءات الإدارية، والسياساتية والتخطيطية وغيرها) أي فارق في تحقيق نتائج على مستوى أداء بلدية البيرة في مشروع MDP؟ أشار تقرير ديوان الرقابة المالية والإدارية إلى عدم وجود دليل إجراءات مالي موثق ينظم كافة العمليات والوظائف في الدائرة المالية.

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**Q2:** هل تم تجديد السياسات والإجراءات الداخلية المتبعة في البلدية بعد البدء بتنفيذ مشروع MDP بما يتناسب مع متطلبات المشروع؟ في حال الإجابة بنعم، ما الأسباب التي دفعتكم لذلك؟

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**Q3:** هل استخدمت بلديتكم أيّاً من أدوات إدارة الجودة الشاملة TQM التالية لتحقيق نتائج أفضل من حيث تنفيذ المشاريع المخطط لها المدرجة في خططها وميزانياتها السنوية (سواء كان الاستخدام عن معرفة بأنها أدوات إدارة جودة أو فقط لأنها وسائل تسهل العمل)

1. Root Cause Analysis (fishbone diagram).
2. Pareto Chart.
3. Histogram Chart.
4. Run Chart.
5. Checklist.
6. Kaizen (Continuous Improvement).
7. Key Performance Indicators (KPIs).

8. PDCA (Plan, Do, Check, and Act).
9. Value stream mapping.
10. Problem context diagram (PCD).
11. SIPOC.
12. Kano model.

إضافات وملاحظات حول اوجه الاستخدام:

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Q4: لم أتمكن من الوصول إلى الخطة الاستراتيجية أو التقارير السنوية الخاصة ببلدية البيرة عبر شبكة الانترنت  
 فيما يتعلق بإعداد الخطط السنوية والاستراتيجية الداخلية (لا نقصد الخطط الاستراتيجية التنموية) ، أي النظم الإدارية التالية اعتمدتم؟  
 1. نظام الإدارة المفتوح الذي يستجيب للبيئة الداخلية والخارجية ويتفاعل معها ويؤثر ويتأثر بها.  
 2. نظام الإدارة المغلق الذي يكتفي بذاته ولا يتفاعل مع البيئة المحيطة داخليا وخارجياً  
 برأيك هل يؤثر النظام المتبع في البلدية على جودة الخطط الاستراتيجية والسنوية الداخلية في البلدية، وعلى تقييم البلدية:

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Q5: هل التزام المجلس البلدي وإدارة البلدية يسهم في تحقيق نتائج إيجابية تنعكس على أداء البلدية من حيث رفع تقييمها؟ هل يمكن القول بأن البلديات الأكثر التزاما وانضباطا في تنفيذ القرارات والإجراءات حصدت نتائج أفضل؟

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Q6: في بلدية البيرة هل واجهتم مشاكل في انضباط و التزام المجلس البلدي وإدارة البلدية فيما يتعلق بالأهداف والقرارات الجديدة لغرض تحقيق المؤشرات ال 21؟ في حال كان الجواب نعم رجاءً وضح ذلك.

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Q7: برأيك، أيهما يساعد في تحقيق نتائج أفضل لبلدية البيرة التركيز على تحسين جودة العمليات وآليات تحقيق الأهداف، أم التركيز على الوصول إلى النتائج بغض النظر عن الطريقة المتبعة لتحقيق ذلك؟

Q8: وفقاً لما نشر في تقرير صادر عن الصندوق، شكل نشر البيانات المالية والتقارير المتعلقة بالميزانيات والأصول الثابتة تحدياً لعدد لا بأس به من البلديات.

في الوقت الذي تراكمت ديون ضخمة للبلدية على الحكومة والمواطنين وفقاً لما أشار إليه رئيس البلدية الحالي في مقابلة مع شبكة قدس الاخبارية، هل يشكل نشر البيانات المالية والتقارير المتعلقة بالميزانيات والأصول الثابتة تحدياً لبلدية البيرة؟ خصوصاً أن تقارير ديوان الرقابة المالية والإدارية أشارت إلى وجود عدد لا بأس به من الانحرافات على مستوى التعامل مع الذمم المالية وعدم مصادقة وزارة الحكم المحلي على موازنة بلديتكم لوجود بعض المشاكل في مخصصات المشاريع؟ وكيف تم التعامل مع هذا الجانب لتجاوز هذه العقبة لتحقيق أكبر عدد من المؤشرات التي تتعلق بهذا الموضوع؟

Q9: يشكل نظام الشكاوى نوع من أنواع التواصل بين المؤسسة والجمهور، وطريقة للحصول على التغذية الراجعة التي يمكن من خلالها تطوير الخدمات وتصحيح المسار وتطوير وتحسين العمليات.

هل تؤثر طريقة استجابة وتعامل البلديات مع الشكاوى على أدائها الفعلي؟ الآليات المتبعة في بلديتكم للتعامل مع الشكاوى بشكل فعال للاستفادة القصوى منها؟ عند الاطلاع على صفحة الفيس بوك الخاصة بالبلدية فإن هنالك عدد لا بأس به من التقييمات السلبية والشكاوى، التي لا يتم التفاعل معها على صفحة الفيس بوك من قبل إدارة الصفحة

Q10: هل تراقب بلديتكم أداءها بشكل دوري وتقارنه مع أدائها في السنوات السابقة؟ وهل تراقب أدائها بالمقارنة مع أداء البلديات المنافسة؟ برجااء توضيح الإجابة والوقوف على المبررات

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Q11: ما هي الفرص التي كانت متاحة لبلديتك وتم استغلالها بشكل جيد؟ وهل كان هنالك فرص لم تتمكن بلديتك من استغلالها ولو أتيحت مرة أخرى سيتم السعي لاستغلالها بكل قوة؟

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Q12: من وجهة نظركم ما هو السبب (الأسباب) التي أدت الى تراجع تصنيف بلديتكم؟ وما هي أهم التحديات التي واجهت بلديتك أثناء رحلة الوصول للهدف؟

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Q13: ما هي أهم التوصيات والنصائح التي يمكن تقديمها لبلديتك وللبلديات الأخرى ليتمكنوا من إحراز تقدم في تصنيفاتهم؟

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Q14: هل سمعت عن جائزة MBNQA التي يقدمها الكونغرس الأمريكي سنوياً؟ وهي أعلى وسام رئاسي للتميز في الأداء أوجدها الكونغرس الأمريكي عام 1987 ، من أجل زيادة الوعي بإدارة الجودة في الشركات الأمريكية، يتولى المعهد الوطني للمعايير والتكنولوجيا (NIST) التابع لوزارة التجارة الأمريكية إدارة هذه الجائزة والتي تعد نموذجاً وإطاراً لتنفيذ مبادرات الجودة وإدارة الجودة الشاملة، وتمنح هذه الجائزة لخمس فئات مختلفة (الأعمال التجارية، والمنظمات غير الربحية، والمؤسسات الحكومية ، والتعليم والرعاية الصحية)، وهي تركز على المفاهيم والقيم التالية (القيادة، الإستراتيجية، العملاء أو الزبائن، (القياس والتحليل وإدارة المعرفة) ، القوى العاملة، العمليات والنتائج.



(في حال كان الجواب نعم: هل اطلعت على تجارب البلديات الأمريكية التي حصلت على هذه الجائزة؟)، (في حال الاطلاع/ هل استفدتم من تجربتهم؟ كيف؟)  
(في حال كان الجواب لا: نعطي فكرة عن الجائزة وأن هنالك عدد من البلديات في أمريكا حصلت عليها)

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### القسم الثاني: تقييم وضع البلدية من حيث تطبيق Deming 14 points:

م	المؤشر	أوافق بشدة	أوافق	محايد/ لا أعرف	لا أوافق	لا أوافق بشدة
1	سعت البلدية لخلق ثبات في الهدف نحو تحسين الخدمة، بهدف أن تصبح قادرة على المنافسة وتوفير الوظائف.	1	2	0	3	4
2	سعت البلدية لتبني أفكار وفلسفات جديدة وتغيير الطريقة الشائعة في التصرف والتفكير واتخاذ القرار.	1	2	0	3	4
3	لتحقيق الجودة تعتمد البلدية على تحسين العمليات واعتماد الإجراءات التصحيحية.	1	2	0	3	4
4	بهدف تقليل التكلفة الإجمالية، تحركت البلدية نحو مورد واحد لأي عنصر، وإنشاء علاقة طويلة الأمد من الولاء والثقة مع الموردين ومزودي الخدمات.	1	2	0	3	4
5	سعت البلدية لتحسين نظام الخدمة باستمرار.	1	2	0	3	4
6	سعت البلدية لتعليم وتدريب الإدارة والموظفين والعاملين على الوظائف باستمرار.	1	2	0	3	4
7	عملت البلدية على تمكين الإدارة والتأكيد على التحسين والتشجيع والتدريب والتمرين.	1	2	0	3	4
8	عملت البلدية على طرد الخوف واستبداله ببيئة الاحترام المتبادل والتواصل الفعال ثنائي الاتجاه.	1	2	0	3	4
9	عملت البلدية على إزالة الحواجز بين الإدارات وتنسيق أهدافها وجهودها.	1	2	0	3	4
10	في التعامل مع الموظفين والعاملين، تتجنب البلدية الشعارات والأهداف والنصائح الجوفاء، وتعتمد على الطلبات الواضحة والمعقولة.	1	2	0	3	4
11	تتجنب البلدية الأهداف العددية والرقمية بهدف تحقيق نتائج.	1	2	0	3	4
12	تمنح البلدية العاملين الفرصة والموارد التي يحتاجون إليها لإنجاز عمل جيد ليكونوا راضين عن مهنتهم وتزيل العوائق التي تمنع ذلك.	1	2	0	3	4

4	3	0	2	1	التعليم المستمر للتطوير الذاتي بحيث يتم تثقيف العاملين وتدريبهم على كيفية استخدام الأساليب والتقنيات الجديدة والاستفادة منها.	13
4	3	0	2	1	تتخذ البلدية إجراء حقيقي باتجاه التحول، بحيث تؤمن الإدارة العليا بالتغيير، وتلتزم به.	14

- انتهى -

### Appendix 3

التاريخ: .....

اليوم: .....

#### مقابلة الجهة المشرفة على تنفيذ مشروع تطوير البلديات في بلدية بيتونيا

حصلت بلديتك في العام 2017 على تقييم A+ وفقاً لمؤشرات الأداء الخاصة بمشروع تطوير البلديات MDP، وحافظت على تقييمها A+ في العام 2019، برجاء الإجابة عن الأسئلة التالية:

القسم الأول: تقييم تجربة البلدية في رحلة تحقيق المؤشرات وأهم الفرص والتحديات:

Q1: مؤشر الأداء الثاني ينص على "وجود دليل إجراءات محاسبية ومالية في البلدية" هل يشكل وجد دليل إجراءات يشمل كافة العمليات وينظم كافة العلاقات في البلدية، (بما في ذلك الإجراءات الإدارية، والسياساتية والتخطيطية وغيرها) أي فارق في تحقيق نتائج على مستوى أداء بلدية بيتونيا في مشروع MDP؟

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Q2: هل تم تجديد السياسات والإجراءات الداخلية المتبعة في البلدية بعد البدء بتنفيذ مشروع MDP بما يتناسب مع متطلبات المشروع؟ في حال الإجابة بنعم، ما الأسباب التي دفعتمك لذلك؟

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Q3: هل استخدمت بلديتكم أيّاً من أدوات إدارة الجودة الشاملة TQM التالية لتحقيق نتائج أفضل من حيث تنفيذ المشاريع المخطط لها المدرجة في خططها وميزانيتها السنوية (سواء كان الاستخدام عن معرفة بأنها أدوات إدارة جودة أو فقط لأنها وسائل تسهل العمل)

1. Root Cause Analysis (fishbone diagram).
2. Pareto Chart.
3. Histogram Chart.
4. Run Chart.
5. Checklist.
6. Kaizen (Continuous Improvement).
7. Key Performance Indicators (KPIs).
8. PDCA (Plan, Do, Check, and Act).
9. Value stream mapping.
10. Problem context diagram (PCD).
11. SIPOC.
12. Kano model.

إضافات وملاحظات:

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Q4: فيما يتعلق بإعداد الخطط السنوية والاستراتيجية الداخلية (لا نقصد الخطط الاستراتيجية التنموية) ، أي النظم الإدارية التالية اعتمدتم؟

1. نظام الإدارة المفتوح الذي يستجيب للبيئة الداخلية والخارجية ويتفاعل معها ويؤثر ويتأثر بها.

2. نظام الإدارة المغلق الذي يكتفي بذاته ولا يتفاعل مع البيئة المحيطة داخليا وخارجياً  
برأيك هل يؤثر النظام المتبع في البلدية على جودة الخطط الاستراتيجية والسنوية الداخلية في البلدية، وعلى تقييم البلدية:

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Q5: هل التزام المجلس البلدي وإدارة البلدية يسهم في تحقيق نتائج إيجابية تنعكس على أداء البلدية من حيث رفع تقييمها؟ هل يمكن القول بأن البلديات الأكثر التزاما وانضباطا في تنفيذ القرارات والإجراءات حصدت نتائج أفضل؟

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Q6: في بلدية بيتونيا هل واجهتم مشاكل في انضباط والالتزام المجلس البلدي وإدارة البلدية فيما يتعلق بالأهداف والقرارات الجديدة لغرض تحقيق المؤشرات ال 21؟ في حال كان الجواب نعم رجاءً وضح ذلك.

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Q7: برأيك، أيهما يساعد في تحقيق نتائج أفضل لبلدية بيتونيا التركيز على تحسين جودة العمليات وآليات تحقيق الأهداف، أم التركيز على الوصول إلى النتائج بغض النظر عن الطريقة المتبعة لتحقيق ذلك؟

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Q8: وفقاً لما نشر في تقرير صادر عن الصندوق، شكل نشر البيانات المالية والتقارير المتعلقة بالميزانيات والأصول الثابتة تحدياً لعدد لا بأس به من البلديات. هل يشكل نشر البيانات المالية والتقارير المتعلقة بالميزانيات والأصول الثابتة تحدياً لبلدية بيتونيا؟ وكيف تم التعامل مع هذا الجانب لتجاوز هذه العقبة لتحقيق أكبر عدد من المؤشرات التي تتعلق بهذا الموضوع؟

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Q9: يشكل نظام الشكاوى نوع من أنواع التواصل بين المؤسسة والجمهور، وطريقة للحصول على التغذية الراجعة التي يمكن من خلالها تطوير الخدمات وتصحيح المسار وتطوير وتحسين العمليات. هل تؤثر طريقة استجابة وتعامل البلديات مع الشكاوى على أدائها الفعلي؟ الآليات المتبعة في بلديتكم للتعامل مع الشكاوى بشكل فعال للاستفادة القصوى منها؟

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Q10: هل تراقب بلديتكم أداؤها بشكل دوري وتقارنه مع أدائها في السنوات السابقة؟ وهل تراقب أدائها بالمقارنة مع أداء البلديات المنافسة؟ برجا توضيح الإجابة والوقوف على المبررات

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Q11: ما هي الفرص التي كانت متاحة لبلديتك وتم استغلالها بشكل جيد؟ وهل كان هنالك فرص لم تتمكن بلديتك من استغلالها ولو أتيحت مرة أخرى سيتم السعي لاستغلالها بكل قوة؟

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Q12: من وجهة نظركم ما هو السبب (الأسباب) التي أدت الى احراز تقدم في تصنيف بلديتكم؟ وما هي أهم التحديات التي واجهت بلديتك أثناء رحلة الوصول للهدف؟

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Q13: ما هي أهم التوصيات والنصائح التي يمكن تقديمها لبلديتك وللبلديات الأخرى ليتمكنوا من إحراز تقدم في تصنيفاتهم؟

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Q14: هل سمعت عن جائزة MBNQA التي يقدمها الكونغرس الأمريكي سنوياً؟ وهي أعلى وسام رئاسي للتميز في الأداء أوجدها الكونغرس الأمريكي عام 1987 ، من أجل زيادة الوعي بإدارة الجودة في الشركات الأمريكية، يتولى المعهد الوطني للمعايير والتكنولوجيا (NIST) التابع لوزارة التجارة الأمريكية إدارة هذه الجائزة والتي تعد نموذجاً وإطاراً لتنفيذ مبادرات الجودة وإدارة الجودة الشاملة، وتمنح هذه الجائزة لخمس فئات مختلفة (الأعمال التجارية، والمنظمات غير الربحية، والمؤسسات الحكومية ، والتعليم والرعاية الصحية)، وهي تركز على المفاهيم والقيم التالية (القيادة، الإستراتيجية، العملاء أو الزبائن، (القياس والتحليل وإدارة المعرفة) ، القوى العاملة، العمليات والنتائج.

(في حال كان الجواب نعم: هل اطلعت على تجارب البلديات الأمريكية التي حصلت على هذه الجائزة؟)، (في حال الاطلاع/ هل استفدتم من تجربتهم؟ كيف؟)

(في حال كان الجواب لا: نعطي فكرة عن الجائزة وأن هنالك عدد من البلديات في أمريكا حصلت عليها)

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**القسم الثاني: تقييم وضع البلدية من حيث تطبيق Deming 14 points:**

م	المؤشر	أوافق بشدة	أوافق	محايد/ لا اعرف	لا أوافق	لا أوافق بشدة
1	سعت البلدية لخلق ثبات في الهدف نحو تحسين الخدمة، بهدف أن تصبح قادرة على المنافسة وتوفير الوظائف.	1	2	0	3	4
2	سعت البلدية لتبني أفكار وفلسفات جديدة وتغيير الطريقة الشائعة في التصرف والتفكير واتخاذ القرار.	1	2	0	3	4
3	لتحقيق الجودة تعتمد البلدية على تحسين العمليات واعتماد الإجراءات التصحيحية.	1	2	0	3	4
4	بهدف تقليل التكلفة الإجمالية، تحركت البلدية نحو مورد واحد لأي عنصر، وإنشاء علاقة طويلة الأمد من الولاء والثقة مع الموردين ومزودي الخدمات.	1	2	0	3	4
5	سعت البلدية لتحسين نظام الخدمة باستمرار.	1	2	0	3	4
6	سعت البلدية لتعليم وتدريب الإدارة والموظفين والعاملين على الوظائف باستمرار.	1	2	0	3	4
7	عملت البلدية على تمكين الإدارة والتأكيد على التحسين والتشجيع والتدريب والتمرين.	1	2	0	3	4
8	عملت البلدية على طرد الخوف واستبداله ببيئة الاحترام المتبادل والتواصل الفعال ثنائي الاتجاه.	1	2	0	3	4
9	عملت البلدية على إزالة الحواجز بين الإدارات وتنسيق أهدافها وجهودها.	1	2	0	3	4
10	في التعامل مع الموظفين والعاملين، تتجنب البلدية الشعارات والأهداف والنصائح الجوفاء، وتعتمد على الطلبات الواضحة والمعقولة.	1	2	0	3	4
11	تتجنب البلدية الأهداف العددية والرقمية بهدف تحقيق نتائج.	1	2	0	3	4
12	تمنح البلدية العاملين الفرصة والموارد التي يحتاجون إليها لإنجاز عمل جيد ليكونوا راضين عن مهنتهم وتزيل العوائق التي تمنع ذلك.	1	2	0	3	4
13	التعليم المستمر للتطوير الذاتي بحيث يتم تثقيف العاملين وتدريبهم على كيفية استخدام الأساليب والتقنيات الجديدة والاستفادة منها.	1	2	0	3	4
14	تتخذ البلدية إجراء حقيقي باتجاه التحول، بحيث تؤمن الإدارة العليا بالتغيير، وتلتزم به.	1	2	0	3	4

- انتهى -

## الملخص

حظيت إدارة الجودة وإدارة الجودة الشاملة باهتمام كبير في السنوات الأخيرة، وقد تناولت العديد من الدراسات تحليل ونتائج تأثيرها على الأداء التنظيمي، هذه الدراسة تناولت مؤشرات الأداء الرئيسية لبرنامج تطوير البلديات (MDP) الـ 21 والتي تعكس أداء البلديات الفلسطينية المالي والإداري، والاستدامة، والشفافية، والمساءلة، والمشاركة، حيث تبحث هذه الدراسة في مدى استخدام مؤشرات الأداء الرئيسية هذه كأدوات لتحسين الجودة من قبل البلديات في محافظة رام الله والبيرة. في هذه الدراسة تم استخدام تحليل المحتوى والمقابلات شبه المنظمة لجمع البيانات النوعية حول عينة من ثلاث بلديات. وقد أظهرت البيانات أن مؤشرات الأداء الرئيسية MDP KPIs هذه تجسد الأفكار الأساسية لإدارة الجودة الشاملة وتتوافق بشكل أساسي مع 14 نقطة من نقاط Deming بالإضافة إلى مبادئ MBNQA. ومع ذلك لم تكن النتائج مثيرة للإعجاب بالنسبة لإدارة الجودة في البلديات. في حين يمكن استنتاج أن التطبيق الجاد لمؤشرات الأداء الرئيسية MPD، يؤدي إلى تغييرات إيجابية في بيئة المنظمة وجودة الخدمات على المدى الطويل.

يوصى في المستقبل القريب، باستخدام عينة أكبر من البلديات، مع الأخذ في الاعتبار تنوع أحجام وتصنيفات البلديات، بإجراء دراسة كمية حول تأثير مؤشرات الأداء الرئيسية لبرنامج تطوير البلديات على الأداء الفعلي للبلديات، ودراسة أخرى حول تأثير مؤشرات الأداء الرئيسية لبرنامج تطوير البلديات على جودة خدمة البلديات. كما يوصى بدراسة إمكانية تطوير مشروع MDP لتصبح جائزة وطنية للجودة في فلسطين بما يتناسب مع الجوائز العالمية المتعلقة بالجودة والأداء المؤسسي.