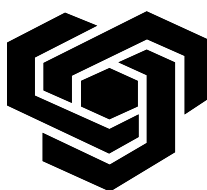


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СТОПАНСКИ ФАКУЛТЕТ
ЦЕНТЪР ЗА НАУЧНИ ИЗСЛЕДВАНИЯ И
ОБУЧЕНИЕ ПО Е-УПРАВЛЕНИЕ

TECHNICAL UNIVERSITY – SOFIA
R & DS of TU-Sofia
FACULTY OF MANAGEMENT
R&DS – Research & Education
Centre for e-Governance



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„Е-УПРАВЛЕНИЕ”
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THE ROAD TO SUCCESS - FROM HIGH QUALITY PUBLIC SERVICES TOWARDS THE HIGH-QUALITY PUBLIC ADMINISTRATION

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Abstract

There is empirical evidence that various quality improvement programmes in public administration have increased users' satisfaction. Yet, at the same time, mass public surveys indicate a decrease in trust in national government, Parliament and the civil service. This indicates that there is no linear relationship between service quality and trust.

The perception of quality come from very specific observations of public services whereas trust refers to the government machinery in general.

The high quality public administration means to be able to increase customer satisfaction through the public services and build trust in public administration through transparent processes, accountability as well as through democratic dialogue. In order to do so, conventional business concepts of quality which regard public services as service providers and citizens as customers must be enriched by the TQM (Total Quality Management) concept of quality which perceives public agencies as catalysts of civic society, and citizens as part of a responsible and active civic society.

The advantage of the using the TQM system is not only the increasement of the business results of the public services that further on would serve as a starting power for continued improvement.

Key words: Quality system, TQM concept, quality public administration, public services, internal standardization, SPC, costs, education and motivation, methodology.

1. INTRODUCTION

The management in a public administration which tend towards implementention of the TQM philosophy, and which mind the necessity to improve their business processes, stimulates generation of new ideas, undertakes codification actions or transfer of ideas coming from the staff in any explicit form of their implementation. The generation of new ideas is a result of innovativeness and creativity of the employees and it could be further stimulated with other given activities straight from the management. Main designer of the innovative climate is the top management that needs to be enthusiastic for innovations, and being innovative by itself, i.e. thinking outside the rough schemes of business and being open to new ideas, ready to accept the risk and to be able to provide the necessary resources for realization, to listen, to encourage and support the employees, to trust and to be tolerant to any failures

and errors. The number of leaders and managers ready for teamwork is very small, in terms of Macedonian conditions. Managers are expected to ease up the work and to teach, helping to create an environment where the individuals of the teams will achieve their optimum, and not playing experts themselves.

The introduction of the quality system is teamwork therefore in the environments where the rights and regulation for teamwork are not obeyed this system could be evaluated as unacceptable. One of the biggest changes that are demanded starting the implementation of the TQM (Total Quality Management) strategy within the public administration is to adjust the mentality, release the old habits and the transitional syndrome. The problem with the Macedonian mentality lays in the fact that they persistently and irrationally go against the external mental models, instead being wise and both analyze and implement them. When they accept new mental model without a detailed analyzes, they easily give up from the traditional model. The basic problem is how to join own traditional values that rule the work successfully.

Macedonians have a history of living in a place that borderes with the global cultures, religions and civilizations. Many conquerors have brought their own mental model (through the religion, culture, standards) as well as their ruling methods. Therefore, there is a defensive mechanism that has been built towards the foreign and new values, fearing not to lose their own identity. All of these causes isolation and creation of an illusion of self-adequacy. In this way there is a resistance towards continuous learning and changes and therefore towards success as well, which could be ultimately reached through new competences and adjustments.

TQM strategy has given the possibility to the Japanese to join their traditional mental model with the new mental model of their traditional eastern culture that within itself is carrying certain values from the western civilization. The results that are coming from the people of Macedonian origin living abroad are showing that they have successfully joined their huge talent and the individual mental potential with the world known methods and techniques which indicated the fact that Macedonia possesses huge unused potential.

Macedonian public administration is based on the traditional approach and therefore there is a need of reorganization or reengineering of the whole business. Nevertheless, the most important aspect that is being developed into new theory is based upon on the third approach i.e. to an organization that is capable of being exposed to learning novelties. Hence, the conclusion is that the successful functioning of the public administration is possible only with a solid function of the managerial teams, good cooperation with the employees, existence of new standards of rewarding and penalties, clear orders and precise instructions of the employees instead of agreeing with them and all of these would be done only if there are managers that are developing the TQM strategy.

1.1. The core of TQM strategy

The TQM philosophy has been accepted in many public administration worldwide, and its usage refers to new key adjustments into the quality approach within the business process. The very first alteration refers to the establishing of processes of continuous improvement in all segments of public administration by involvement of the staff, and the second by gratification of the needs to all users (citizens, stakeholders, employees and professional bodies, the society as a whole and the international forum) together with the benefits of public sector.

What's the core of TQM strategy?

As of the interpretation that has been provided by the European Foundation for Quality Management (EFQM, 1992) the significance of the total quality management (TQM) is defined as follows: "Management strategy for flawless achievement of an institution and its outcomes".

1.2. Factors For Successful Implementation of TQM Strategy within Public Administration

As a condition for a successful accomplishment of TQM strategy within the public administration is the presence of a contemporary management especially a strong leadership (Ciamna, 2005). The leadership includes an initiative that comes from the top executives, consent of the academic staff, break-through of opinions, proactive working style, teamwork, training, and support during successful actions and achievements.

Expansion of TQM concept within the public administration seeks a solid social and cultural level of the environment (habits and mentality of the employees), creating an infrastructure and development of a corporative attitude into those institutions.

In this paper the effort to develop a universal, integral methodology for designing and implementing of the TQM system for public sector through the TQM principles has been presented. This methodology is to help out and produce useful directions to a public administration which tends to become "world's class" institution.

The model-methodology that is implied (Mitreva, 2010) is integral and universal, meaning that it's applicable to the public administration regardless of its nature, and the success of its usage will depend only if the integration with the informative technology is achieved together with the following: internal standardization, methods and techniques for quality improvement, system for costs analyses etc, along with continuous education and motivation of the employees.

The integral methodology for designing and implementon of the TQM system has a reflective contact as an outcome from the necessity of the permanent promoting of the business processes. Repetition or even a spiral one of such cycles could enable to see the assets of their usage. Thus, the organization's

attitude towards those initiatives is being changed and depicts stimulation towards higher aims of perfection.

This methodology would not only present a success into the implementation for improvement of the business processes into the Macedonian public administration but will also raise the awareness of the administrative staff regarding the quality and their tendency towards the increasing contentment of the citizens, employees and professional bodies, the society as a whole and the international forum. But, without the support of the leadership and without the involvement of the academic staff, all the efforts for improvement would be in vain.

2. INTEGRAL METHODOLOGY FOR DESIGNING AND IMPLEMENTATION OF THE TQM SYSTEMS WITHIN MACEDONIAN PUBLIC ADMINISTRATION

The basic within the designing of such model is the redesign after which a new phase of a business, i.e. continuous improvement by which the cycling of the Deming's quality circle (Plan-Do-Check-Act) is followed.

The necessity of redesign/ reengineering could arouse among those institutions that are willing to abandon the traditional approach by introduction of a new one, modern approach of education and science. Both approaches are based on same postulates: competences, abilities and knowledge but all those differently implemented according to the technological development of the country and the higher educational systems in it.

The integral methodology for designing and implementation of the TQM system is consisted of a number of methodologies (Mitrevska, 2010): Methodology for the subsystem - internal standardization; Methodology for subsystem- statistical process control (SPC); Methodology for analyzing total costs within a process; Methodology for subsystem- education; Methodology for assessment of success as of the designed and the implemented system according TQM (Audit).

2.1. Methodology for the subsystem - Internal Standardization

The system for quality providing into the public administration is a unity of mechanisms, activities and gauges that are being conducted into public administration in order to create a well-educated employees, fully professionally trained and responsible for work in each societal environment.

Each institution makes own system for quality provision according to the curriculum that is being cultivated according to the conditions in which this is being implemented and in the framework of the European standards for public administration.

Each public administration functions according to the acts through which every step of the curriculum and the research activities have been defined. The acts are being adopted according to the necessities of the supervisor staff or the administrative wards. The acts contain the obligations and responsibilities of each and every employee, but before all the ones regarding the senior and junior

supervisor staff and the citizens within the accomplishment of the business process.

The procedure of the designing and the implementing process for internal standardization has been done through few steps:

➤ **Plan**

1 step: Plan for designing and implementation of the subsystem - internal standardization.

2 step: Election of team members.

3 step: Education of the team members of the system for designing and implementation of quality providing within public administration.

4 step: Designing of SOP (Standard Operative Procedures) according to the actual condition into the public administration through preparation of a number of documents that will be useful to the employees in the public services, the citizens and the society.

The best way to depict the SOP with a block diagram in which every phase of the business process will be marked, then the employees that perform the activities as well as the incoming and outgoing documentation. In this way each fault can be seen and therefore able to react immediately by eliminating them. The block diagram is the most simple and most practical manner of describing the business process.

5 step: Examining the possibilities for improvement of quality and efficiency of the processes.

6 step: Establishing the control points of the processes where the data could be collected.

7 step: Defining of documents - incoming and outgoing in each process.

➤ **Do**

8 step: Usage of the gained competences and experience into the implementation of the designed subsystem for standardization.

The processes ought to be done in accordance with the provided conditions and well-planned optimal exploitation of all resources. The checkup (evaluation) is organized inside the institution (self-evaluation) and out of the institution by the Evaluation Agency.

➤ **Check**

9 step: Checkup and evaluation of the outcomes of the newly implemented SOP.

➤ **Act**

10 step: Assessing the necessity of corrective gauges.

The Commission for self-evaluation is appointed to make a critical analyzing of the institution, to submit a report to the management board and then in a role of monitoring request an implementation of their own suggestions and remarks into the problem-solving of the failures meaning to remove the obstacles into providing the planned quality.

After adopting four of the given activities in the circle of qualities they need to be used in practice continuously. That refers to the adopting of standards, SOP and normative for all processes into the public administration and research by which the levels of possible measuring and achievement will be described.

The very first circle for providing quality is the hardest and most durable because it is linked with building the infrastructure, creating legislation, academic training for conduct of self-evaluation and external evaluation processes in a lack of professional experience towards that.

2.2. Methodology of the subsystem - Statistical Process Control (SPC)

Measuring quality into the public administration is done by using adequate methods and techniques by which data collecting of the current condition is being provided. According to the data and information, the base levels of the work indicator are being evaluated and the problems that demand a special attention are being selected.

The identifying of the fundamental problems causers for quality providing can be done through the analyses (data checkups, implementing special methods and techniques for data analyzing etc.).

The procedure for establishing the subsystem for statistical process control into the public administration is done through the following activities:

➤ Plan

1 step: Plan for designing and implementing the subsystem for statistical process control.

2 step: Team members' selection.

3 step: Training of the team members on the methods and techniques for providing quality of services.

➤ Do

4 step: Application of different methods and techniques for a given task and established aim into the public administration. The usage of the software packages as a fast and easy to use is even more emphasized.

5 step: Preparation of forms for SPC data collection.

6 step: Designing a subsystem for SPC within a public administration.

Within the subsystem for SPC managing in an institution the following ought to be defined:

- what needs to be controlled;
- where will the outcomes be collected, filed and analyzed;
- persons appointed for collecting, filing and analyzing of results;
- manner of presentation of outcomes,
- the path of the outcomes;
- establishing and realization of policies for quality checkup;
- preparation, operationalization and realization of the plan and programme for quality checkup;

- determining and realization of the manner, procedure and the means for quality control in education.

➤ **Check**

7 step: Checkup and evaluation of the effect of SPC usage.

➤ **Act**

8 step: Evaluation of the necessity of corrective measures within the designed SPC subsystem.

And the circle starts spinning again.

2.3. Methodology for Analysis of Total Costs of Quality in a given process

Management with total amount of costs is done in few steps:

➤ **Plan**

1 step: Plan for designing and implementing the subsystem for costs of quality.

2 step: Selection of team members.

3 step: Establishing teams and their education for different possibilities (methods) for costs analyses.

Often, the software solutions for optimization of educational processes meaning a work performance with least costs are used.

➤ **Do**

4 step: Usage of different methods for analyzing of total costs of quality within a process in a public administration.

5 step: Preparation of a proper documentation for a simplified usage of methods for costs analyses.

6 step: Designing a subsystem for cost analyses.

➤ **Check**

7 step: Checkup and evaluation of the effects of the implemented subsystem.

Analysis of the outcomes is done with a revision of the starting relation of the costs of adjustment and discrepancy in the business process.

➤ **Act**

8 step: Assessment of the necessity of corrective measures.

2.4. Methodology of the subsystem - Education

The system for providing TQM should not only be well designed but it is necessary to be solidly implemented into practice. Therefore, it is necessary to follow a continuous education, training of management board as well as the staff, training of the administrative staff, through which the system for providing quality and its maintenance will be strengthened.

Planning the educational process is a task for the authority staff which is obliged to establish an education ward. This ward would have to prepare the plans and programmes in different levels for providing quality, in accordance with the functions and tasks that are being realized into a public administration using the methodology and usage of Deming's circle of quality.

The education of the employees into the whole structure of the public administration is aiming to gain skills and experience into the realization of the

educational processes in accordance with the quality demands of the business process, legal responsibilities and adequacy criteria as well as appointing the academic staff because the quality demands an involvement of everyone.

The educational process need to be done through a usage of a quality circle in few steps:

➤ **Plan**

1 step: Plan for education/training of the authority and administrative staff.

2 step: Election of teaching staff (experts, specialists) from the employees or externally in order to realize the training.

3 step: Election of participants in the training- employees from different sectors and departments.

➤ **Do**

4 step: Realization of the course.

➤ **Check**

5 step: Competence checkup.

➤ **Act**

6 step: Amending the programme for education and training.

As with the new amendments the second quality circle begins (Plan-Do-Check-Act). This working mode continues spirally in direction of a constant improvement in all functions of the work performance within a given public administration.

2.5. Methodology for Evaluation of the Outcomes from the designed and implemented TQM system (Audit)

The aim of the fifth phase - control, is an evaluation and monitoring of the results from the previous phases. In this phase the modification of the system and the establishing of new rules, procedures and instructions, as well as other norms are being verified.

The process procedure of the checkup is done through the following activities:

➤ **Plan**

1 step: Plan for evaluating the success of the designed and implemented TQM system.

2 step: Election of the evaluation board.

3 step: Training of the evaluation board.

4 step: Preparation and analyzing the needs, standards and documentation that is necessary for the assessment.

➤ **Do**

5 step: Evaluating the public administration regarding the success of the designed TQM system.

➤ **Check**

6 step: Processing and analyses of the outcomes.

The results are to present what have the public administration achieved and the possibilities present how those results have been achieved.

➤ **Act**

7 step: Submitting a report from the evaluation to the authority staff in case of undertaking corrective measures.

The integral methodology for designing and implementing of TQM system has a feedback as a result of the necessity of permanent improvement of the business processes. In order for this methodology to be efficient, it is necessary to implement an information technology.

3. CONCLUSION

The benefits of the proposal - methodology for designing and implementation of the TQM system into public administration

The benefits from the methodology for designing and implementation of the TQM system into public administration are:

- by the usage of the internal standardization the responsibility of the steering-committee and administrative staff improves during the accomplishment of the business processes;
- with the usage of the statistical methods and techniques of quality in public, better services are provided;
- with the usage of the software packages the efficiency of the usage of statistical methods and techniques is being increased;
- through the analyses of costs for quality the loss can be easily controlled and therefore reduced to minimum.

Besides those, it is expected that other significant effects could be achieved, such as:

- involvement of all employees into the accomplishing quality in public services within the business process;
- dedication of the employees towards the improvement of the quality of public services;
- total dedication of the top management towards the system according to the TQM and its continuous improvement;
- ability to solve problems at all levels;
- minor but significant improvements of the business processes and public services;
- optimization of the business processes;
- elimination of the responsibility for decision-making on a lower level.

Without a dedication of the top management towards the set goals for quality of the business process and consistency within its implementation, all those efforts will be just a simple waste of money and time which will at the same time reduce the possibility for success into a following initiative of such type.

It should be emphasized that the benefits from the introduction of this model cannot be immediately seen as it takes more time. But this oughtn't to be a

reason to give up the starting initiative because the quality is a long-term process.

The assets of the usage of such model is not only an increase of the dedication from the top management and the authority staff towards the improvement of the business processes, but achieving a contentment of citizens and the society which will further on serve as a moving power for continuous improvements.

Yet, the conclusion remains that there is a clear determination of the Macedonian public administration regarding the care and the responsibility to provide and promote the quality in public services and as a result the interest for cooperation among the public administration in the country and Europe has increased as well.

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