

Process Management in Self Government

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ABSTRACT: In this article we deal with processes of identification and fundamental elements of process management that enable process approach in self government. We also compare the procedural and functional approach in terms of management. For a specific example of the general office identify different types of processes that result in their analysis and ultimately design implementation process management in specific circumstances.

KEYWORDS: process management, process, functional approach, a process approach

INTRODUCTION

Self government is an integral part of any type of society. It touches upon every citizen through social, political, legislative and economic instruments. It currently costs the government in Slovakia a few key challenges that are defined in most policy documents relating to public administration reform. The constant pressure to increase efficiency and professionalism requires the application of new tools in the field of management. Gradually process management is also its space in the public sector, although originally it is an approach, applied in a business

environment. In the present article we will focus on this issue in broader contexts.

1. The main conditions for functioning of self governments-municipalities in Slovakia

The financial and economic crisis that lasts for several years a significant impact on the application of the principles of fiscal decentralization. This confirmed the importance of respecting certain principles in order to more or less maintain economic stability of communities. Building on the competencies of municipalities, these can be summarized in the following table:

Table no. 1 Competencies and tasks of municipalities

Duties of municipalities	Number 30. 04. 2016	Number 01. 01. 2017	Growth 2017/2016 v %	Number 01. 01. 2018
Civil protection	98	93	-5,1	93
Transportation	84	171	103,6	171
Finance, asset management	727	1265	74,0	1265
Culture	82	105	28,0	105
Defense	20	22	10,0	22
Fire protection	50	60	20,0	60
Business, tourism, consumer protection	104	103	-1,0	103
Agriculture	102	142	39,2	142
Regional development	6	24	300,0	24
Social affairs	151	233	54,3	233
Complaints and control	65	96	47,7	96
Education	116	224	93,1	224
Procurement	136	315	131,6	315
Internal affairs	931	1142	22,7	1142
Health service	50	65	30,0	65
Environment	345	454	31,6	454
TOTAL	3.067	4.514	47,2	4.514

Source: own processing

The table shows an increase of competencies that make up the content and performance in the operation of self government-municipalities. It is transmitted by the original

remit. So overall increase accounts for around 47% -50%, which means half as much power.

Meanwhile, there have been several significant changes in the municipalities, which are also reflected in the financing of powers, because most delegated to municipalities took place without envelope, which has an impact on the functioning of the self governments and the successful fulfillment of tasks and performances. There are the following significant changes:

- the share of municipal tax revenues from personal income from the business community and receiving it - from 70.3% to about 65.4%, this income is a crucial source of self-financing of municipalities,
- increase the income tax, resulting in a reduction of business activities,
- reduce the revenue base of municipalities by introducing taxes on property sales - 19%
- expanded the scope of regulatory measures in the form of exemption from local taxes,
- limit the decision-making communities on the use of its own resources,
- expanded the circle of States learned mandatory spending of municipalities (eg in the fields of education, social affairs ...).

These changes in financing conditions cause financial problems to municipalities in the form of a reduction in the capacity of self-financing, which has also resulted in an increase incapacity of drawing funds from the European Union, because municipalities do not have the means to insert a certain amount when provided, further increasing commitments to municipalities of loans, while their repayment and the repayment of principal shall be increased by 47%. Also inconsistent recovery reduces the real resources that community needs. Here you can access individual acts in the capacity of municipalities to eliminate the risks of crisis development.

All these circumstances give rise to reflect on and to search for new ways and solutions.

One possibility is to process management, which aims to develop and optimize the operation of the organization to effectively, efficiently and economically while responding to customer demands - citizen successfully fulfill the tasks set its state.

Broader context of process management to deal with later in this article.

2. Process management as a new orientation in self-management

Process approach represents a new orientation, focusing on the process, which is understood as a chain of activities, activities, sub-processes. When studying literature, we find that a significant factor in the development process management has been a process approach to the development, quality assurance and quality development. "At present, the process approach is present mainly in quality management systems, which is seen as an integral

part. Systematic identification and management processes used in the organization, and in particular the interactions between these processes is referred to as the process approach "(Závadský, 2004).

In order for the organization to function effectively, it must identify and manage numerous related activities. The very development process management can feel, what constitutes its essence. Small differences, however are the perceptions among different authors. The essence of process management is a process orientation, horizontal management and philosophy of human knowledge. The basis of process-driven organization is a change in the understanding of the executors of work activities to process owners, because in addition to simple reconstruction process should occur in the formation of process-driven organization and a change of culture in the organization.

Similarly, as of Teplická (2004) the essence of process management is a process approach based on the principle of management and the interaction of all organizational processes to meet specified objectives. The important thing is that there was no organization in the process, for which no one is responsible. Every process must have. :

- inputs and input suppliers,
- owner - operator transformation,
- outputs and customer outcomes,
- measurable output parameters (indicators) for assessing the performance of the process,
- target values of output parameters.

In order to provide clearer understanding of all the issues management process, it is necessary to have knowledge about the basic components and principles, because their connection is very narrow.

In the field of process management have been created a variety of guides in the form of basic principles and management. Although their application for each individual business or organization, nature is always the same.

"Process management is a comprehensive approach to the management of business processes and is the antithesis of a functioning system of governance. Process management is the systematic identification, visualization, measurement, evaluation and continuous improvement of business processes "(Závadský, 2004).

The proposed definition of process management takes into account the three basic components (see figure). That is, the process control takes place in phases constituting its contents, it means that a process management is the identification, measurement improvement of all processes. Identification and visualization process is to ensure the creation of base building skeletons, it means the procedural system. Identification is used mainly to detect logical connections and interactions of processes. The objective measurement and evaluation process is to monitor the level selected or all characteristics - Process attributes and their commitment to performance indicators. Order to achieve such improvement is a change that will increase or

decrease the level of the process, but of course in a positive

direction. (Závadský, 2004).

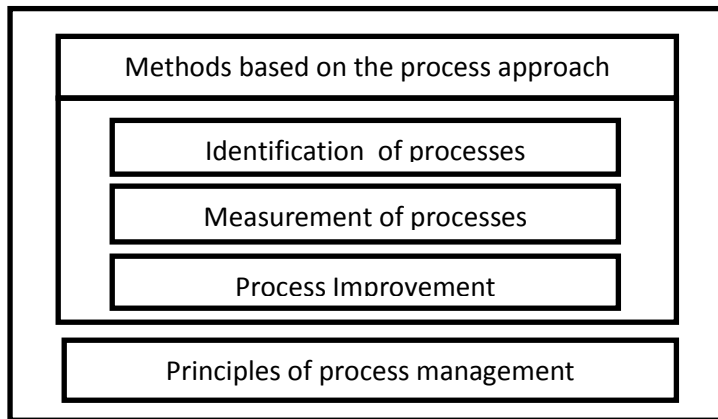


Figure. 1 Basic components of process management (Závadský (2004))

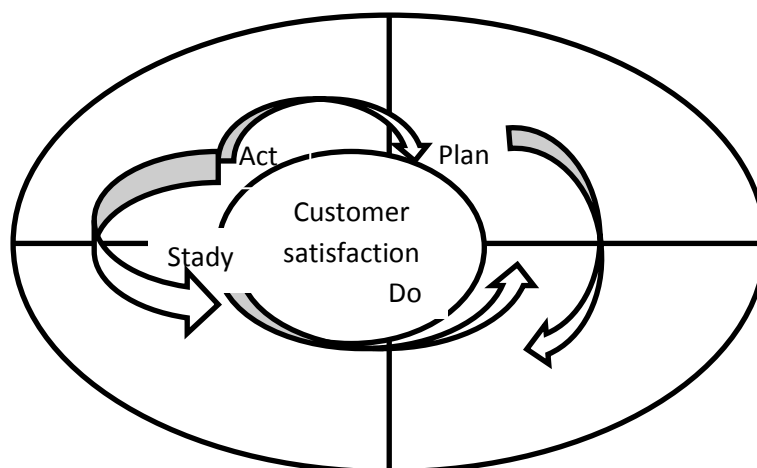
Fiala and the Ministr (2003) put forward four basic principles of process management, which make it possible to realize the company's own development, that means unique approach to process management:

1. setting strategic aims and objectives, which will be within the organizational structure consistently communicated down the entire company with the specific objectives of individual processes and decisions at the team and organizational sub-units,
2. defining processes and their mapping with emphasis on the key processes that are essential for the success and survival of the company,
3. application process ownership of senior management to process improvement through personal responsibility, continuous deployment, continuous communication of corporate strategic objectives and process of decision-making that are consistent with procedural thinking,

4. change in the organizational structure of the company by reducing communication and corporate bureaucracy by supporting the efforts of management and mapping processes.

It is an open dynamic system, which activities are an essential element. Similar definitions of process management also brings Smida (2007, p.30), which he understands as systems, processes, methods and tools to ensure continued maximum performance and especially continuous improvement processes. They are based on clearly specified organizational strategy and aim to achieve defined strategic objectives.

The common element in many definitions of a continuous improvement process. Processes are to be understood as a constantly recurring cycle in which is always room for improvement. This issue is addressed Deming, who created the process improvement cycle shown in the figure below.



Scheme.no 1: Deming cycle (Evans, Lindsay (2005, p. 636).

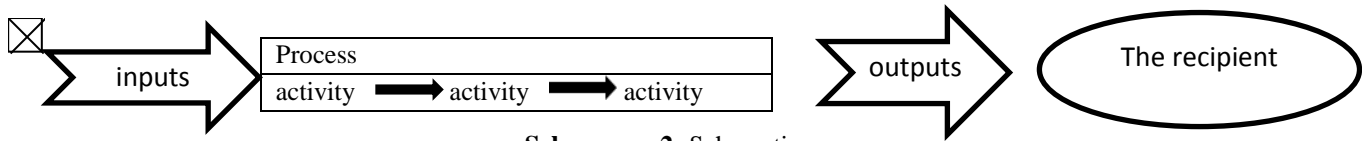
Deming cycle consists of four phases. The first step is Plan (plan), which draws up a plan of what is to be improved. In a follow-up phase to (correctly) where the plan is applied in practice (Grasseová, 2008, p. 79). The third stage of Study (STUDY), was and still is by some authors still used the term Chek (verify), which was derived from the name of the

Deming PDCA cycle to cycle (plan-do-check-act). This stage involves validating the results of a pilot study, determine whether the improved process performance and identify other options that can be applied. Evans, Lindsay, 2005, p. 636-639). In the final stage Act (react) to adopt and implement measures to ensure either improve or re getting

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results (Grasseová, 2005, p. 80). If the applied measures taken up, or lead to the intended objective, the cycle is repeated until the results will not be satisfied. In this context, it is necessary to characterize the process. Matching process is process management in a key word and

literature may be encountered with the different definitions. The simplest it can be defined as interlinked activities that vary during the transformation of inputs into outputs for receiver outputs.



Scheme no 2: Schematic process

By Grasseová (2008, p. 7) process is a "set of interrelated or interacting activities which add value input - when exploitation of resources - and transform them into outputs to your customer."

Comprehensive definition process offers Smida (2007, p. 29), which is defined as the process of "organizational group of interrelated activities and / or sub-processes that pass through one or more departments or one (business process) or several collaborating organizations (inter-process), consumed material, human, financial and information input and output is a product that has value to an external or internal customer - the citizen."

The process is therefore a set of interrelated activities that pass through one or more departments. These activities add value and transform their inputs into outputs, which have a different shape. Entry is defined and determined in monetary value, the output takes the form of farm product or service (Grasseová, 2008, p.7).

Another view in terms of factual content can go on output:

- Material (lighting, operation of culture ...)
- Administration (charging for trash, calculate property taxes, verification of documents).

Large extent these processes has led to their split, but also merging in terms of relevance, and their purpose as follows:

- key (key processes) that meet the reason of existence the organization / office / and the result is the product in various forms, thus resulting in a measurable performance,
- management processes - are made up of management processes and systems manage the development and performance of the organization, functioning also provide other auxiliary processes,
- auxiliary (service processes), which are key to ensuring processes.

The combination of these processes outline Fig. no. 2

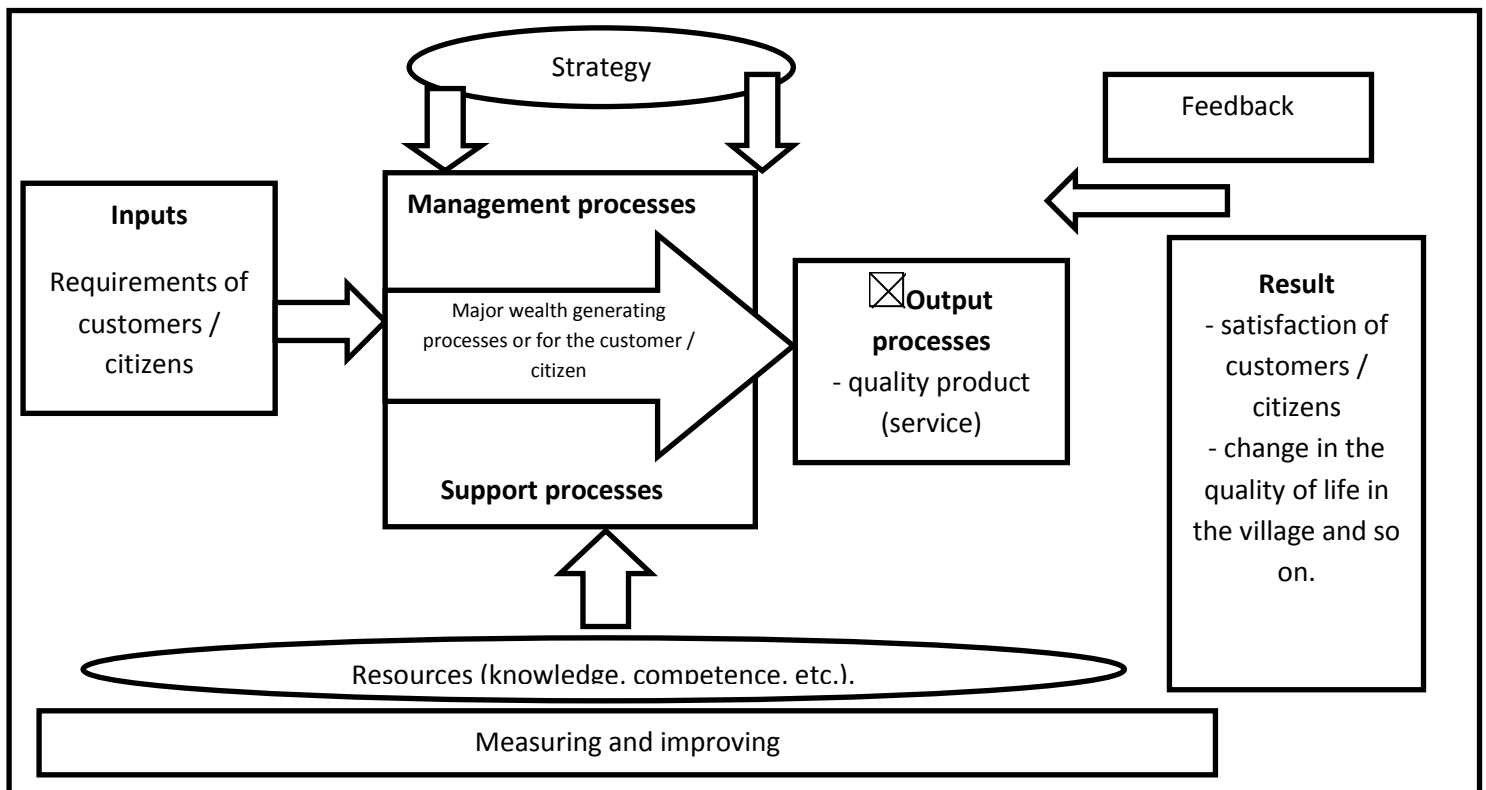


Figure. 2 The breakdown processes in the context of the transformation process in self government.

2.1 Comparison of procedural and operational management.

Process and operational management are two concepts that serve their own view of the possibility of functioning in organizations. They do not to be seen as opposites standing opposite each other, because the process approach follows the functional management, adjusting it according to its principles.

The main feature of the functional approach is the division of labor among functional units within the organization. This understanding is reflected in the organizational structure, where the organization is divided into departments according to expertise. Thus formed units, in partial works process whereby the complex following the whole process. If we want to improve the functioning of the organization as a whole, we must improve the performance of every single department. (Grasseová, 2008, p. 40-41).

The term management can be understood another department of the same organization than its competitor, which translates into negative functioning of the entire organization. The problem lies in the time loss, due to bureaucratic compliance rules for mutual communication. Nor must we forget information noise generated when switching activities from one the department to another department. However even bigger problem would be if the services not exchanged information with each other at all. (Mateides, Závadský, 2005, p. 31).

Since the functional approach is characterized by the emphasis placed on knowledge grouped into functional

units, they should be coordinated and controlled. This creates places with a lot of workers do not create any added value. The organization is so arranged in the form of a pyramid multistage, controlled from a single center with limited responsibilities and powers. In addition, staff loyalty tends to functional unit and not the organization as a whole. The result is a finite introducing changes as a workers protect their functional positions and favoring their own interests over the interests of the whole (Grasseová, 2008, p. 40-41).

Závadský (2004, p. 21) further states that the operational management focuses primarily on outputs. It focuses on the implications and examines the causes that led to the results obtained. Assessment tools performance of the organization can be a financial economic analysis, which reveals the places with low productivity or high costs. To take measures, however, are targeted at different functional levels of management with a correction of the discovered shortcomings.

On the other hand, process management is not focused only on the final result, but also the way in the course of his achievement. The work is carried out separately within individual organizational units but passes and cooperates with other components of the organization. Employee participation in problem solving is zero or is limited to the activity carried out by them Substantial issues are regularly addressed those folded across activities (the process) from all levels of the organization.

Table no. 2 The basic distinction between functional and procedural approach in managing

Functional approach	The process approach
Local staff orientation	The global orientation through processes
The problem of transforming strategic objectives into indicators	Linking strategic objectives and indicators processes. The process approach is the maximum representing characteristics: Think globally, locally communicate
Orientation to the external customer. Workers do not know the meaning and connection to Internal customers and suppliers - minimal interaction with other activities	The existence of internal and external customers. Workers know what inputs used for carrying out activities and from whom they take and what outputs and to provide for the implementation of the follow-up activities – cooperation with other activities
Problematic definition of responsibility for the result of a process of creating value for the customer	Responsibility and the creation of customer value is determined by processes
Communication through the "layers" of the organizational structure	Communication within the process
Difficult to assign costs to activities	Direct assignment of costs to activities
Decisions are influenced by the needs of business (functions)	Decisions are influenced by processes and customer needs
Measurement of activity is isolated from the context of other activities	Measurement of activity reflects their required contribution and performance in the process as a whole
Information is not routinely shared between activities	Information of common interest and are commonly shared
Employees are rewarded according to their contribution to the activity/	Employees are rewarded according to their contribution to the performance of the process by which the organization as a whole
Employee participation in problem solving is zero or is limited to the activity carried out by them.	Significant issues are regularly addressed those folded across activities (the process) from all levels of the organization.

Source: Grasseová (2008, p. 47)

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In addition to the preceding fundamental differences there are other differences between these two ways of management.

Table no. 3: Differences between functional and process management

	Functional management	Process management
The basic principle	Division of labour	Grouping activities
The organization as a system	Coordination of separate elements	Synergistic effect (resulting effect is associated with many parts)
Organizational structure	Steep pyramid	Flat, horizontal organizational structure
Powers and responsibilities	In just a section pertaining surgery department	For the entire process, everyone is equally involved in the outcome
Relationship with subordinates	Direction, directive, frequent monitoring	Coaching, Leadership based on self awareness, indirect support
Indicators	Economic analysis	Process analysis, process indicators show its best evaluation
Orientation	Consequences	Causes
Qualification	Less difficult	Consuming (to control the whole process)
Communication	Vertical	Horizontal

Source: Štangová (2009 lecture on the subject: Process management in the public sector)

3 Process view of system management in government.

Based on its mapping processes in a number of specific municipal offices selected by us and analyzed municipalities in the form of completed meetings: face to face, we identified an average of 97 processes in the following categories:

54 main processes

13 management processes

30 auxiliary processes.

According to various departments is the following order:

- Separation of economic, operational activities and social affairs: 24 processes

- Separation of duties, fees, cash, culture and sport: 30 processes

- Separation of asset management, environment and crisis management processes 16

- Department records, construction activities, processes, 27 registries

Of condensed characteristics that most processes taking place in the department of taxes, levies - of the total number of processes 97 to 31% and less than the asset management department-16%. Analysis has shown the proportion of each type of the above processes by department. Such an assessment process was carried out in terms of logical sorting performance in terms of organizational breakdowns office, thus not in terms of importance or workload. This view is important for the production standards and job descriptions departments.

While the functional model is based on strictly defined organizational structure, process model is based on relatively flat organizational structure that enables to define procedural areas, the internal processes of the structure.

4. State process management in the government of Slovakia.

A reading materials and according to available information, whether on its own analysis of this issue in the context of our research can be summarized as the following conclusions:

1. Yet there is no systematic monitoring of the implementation of process management in organizations of government, although some towns in Slovakia process management implemented its operation,
2. process management implies a certain organizational structure, which often governments are not prepared financially or professionally- the survey showed generally low knowledge of those employees' organizations - institutions of self-government process management,
3. there is no clear identification and integration of activities - activities constituting the performance of organizations
4. there is no clear methodology for assessing individual processes, several concepts are intertwined, makes, therefore, can not be considered strictly a single concept. Virtually all modern concepts of management are included under the title: NEW PUBLIC MANAGEMENT,
5. outweighs the IT concept of process management before technological elements.

5. Expectations and future - open questions of process management.

The need for implementation of process management is triggered by the financial situation of the public finances are starting to achieving the necessary quality performances government, which of course implies the following steps:

- Simplifying the decision-making processes,
- Change in working practices - and their precise identification,
- Precise identification processes in their structure,
- Precise salary workers competent authorities,
- Changing the organization of work - in terms of the organizational structure of the office, and more.

What is expected from the introduction of process management in self government?

- Professionalization of power in government,
- Greater creativity to ensure the development needs of the population,
- Transparency and better information system in the management of public financial resources, but also with inputs - and other material,
- Guarantee the standard output in terms of quality and cost,
- Streamline operations and clarify accountability for results,
- Standardization of services
- Measurement processes in terms of economy, efficiency and adaptability to change, a need of the current functioning of public administration and self government,
- But mainly cut spending on individual programs in their structure.

CONCLUSION

Process management is an effective way of managing, certified earlier in the business community, which has brought substantial savings funds.

The current situation of permanent lack of public money raises ever more pressure on finding reserves while streamlining operations, for which it can make the right process management.

We are aware that there is currently no systematic monitoring of the implementation of this avant-garde techniques in government or legislative background does not create pressure for its implementation and therefore process management can be a challenge to solve a number of problems which are common practice functioning government interferes with daily output.

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