THE QUALITY OF COMMUNICATION IN THE CONTEXT OF
REGIONAL DEVELOPMENT

KVALITA KOMUNIKACE V RÁMCI ŘÍZENÍ REGIONÁLNÍHO
ROZVOJE

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Keywords: communication, regional development, quality, public administration, ISO norms, communication strategy.

Abstract:

Public administration of the Czech Republic is currently in the process of improving services by introducing systems and principles of quality management. This process is also supported by the New Strategic Framework for the Development of Public Administration of the Czech Republic for the period 2014 -2020th and the National Strategy for Quality Policy in the Czech Republic for the period 2011 to 2015th. The issue of regional development depends on functional and effective cooperation between public authorities, business portfolio and the public. Implementation of individual projects aimed at regional development cannot be successful if effective and efficient communication strategy is not implemented. The basic requirements that are required from communication links with respect to communication aims can be defined by using the principles and rules of quality management. By respecting these requirements, it is possible to provide an appropriate mix of communication tools in the strategic planning of communication events. Selecting and setting effective communication tools can be made by methods of multi-criteria evaluation of alternatives. For this objective it is possible to use the AHP method, which takes into account the specifics of the decision-making process in the conditions communication management development projects. Better communication of quality management in projects aimed at regional development can be obtained by applying these methods. The aim of the paper is the proposal of one possible solution methodologies optimal choice of communication tools in the context of strategic communication planning regional development projects.

Klíčová slova: komunikace, regionální rozvoj, kvalita, veřejná správa, ISO normy, komunikační strategie.

Abstrakt:

Veřejná správa v České Republice v současnosti prochází procesem zkvalitňování služeb zaváděním systémů a principů managementu kvality. Tento proces je podporován i novým strategickým rámcem rozvoje veřejné správy ČR pro období 2014 -2020 a Strategií Národní politiky kvality v České republice na období let 2011 až 2015. Otázka regionálního rozvoje závisí od funkčnosti a efektivní spolupráce úřadu veřejné správy s podnikatelským portfoliem a veřejností. Realizace jednotlivých projektů zaměřených na regionální rozvoj nemůže mít úspěch, pokud nebude realizována efektivní a účinná komunikační strategie. Využíváním zásad a pravidel manažerského řízení kvality je možné definovat základní požadavky, které jsou klady na komunikační vazby s ohledem na komunikační záměry. Respektováním těchto požadavků je možné zabezpečit vhodnou skladbu komunikačních nástrojů v rámci strategického plánování komunikačních akcí. Výběr a stanovení efektivních komunikačních nástrojů je možné provést pomocí metod multikritériálního hodnocení variant. Pro tento účel je možné využít především AHP metodu, která zohledňuje specifika rozhodovacího procesu v podmínkách řízení komunikační stránky projektů regionálního rozvoje. Aplikaci těchto metod je možné získat lepší řízení kvality komunikace v rámci projektů zaměřených na regionální rozvoj. Cílem článku je návrh jednoho z možných metodologických postupů řešení optimalizace volby komunikačních nástrojů v rámci plánování strategické komunikace projektů regionálního rozvoje.
INTRODUCTION

In public administration, within the newly implemented approach began to take more account of the views, needs and wishes of consumers of services. For this reason, the process of modernization of public administration in the Czech Republic takes place gradually. This process includes application of management systems and principles in public administration. Management, which is taken from the private sector, is mainly used to improve the organization and activities of the public administration. Abandonment of traditional bureaucratic management system and gradually move toward the goal-oriented management of public administration is due to the implementation of territorial development at the municipal, regional, and in the whole country. This process is also supported by the new Strategic Framework for the Development of Public Administration of the Czech Republic for the period 2014 -2020th and the National Strategy for Quality Policy in the Czech Republic for the period 2011 to 2015th. The global objective of the Strategic Framework for the Development of Public Administration in the Czech Republic for the period 2014 – 2020th is to improve the quality, efficiency and transparency of public administration, and targeted interventions for selected weak points of public administration. There are determined four strategic objectives. Modernization of public administration as the first strategic objective is focused on (Ministry of the interior of the Czech Republic, 2014):

1. use elements of process management and implementation of standards selected agendas,
2. reducing the regulatory burden,
3. expansion of quality methods in public administration,
4. implementation of evaluation of public administration.

Gradual introduction of quality management in public administration supports the Specific Objective 1.3 Extending Quality Methods in Public Administration. He focuses primarily on (Ministry of the interior of the Czech Republic, 2014):

- formation analysis using quality methods in public administration,
- processing methodology implementation of quality management systems in the administrative offices,
- implementation of quality management methodologies in the administrative offices,
implementation of training in quality control for employees of administrative authorities and civil servants,
• methodological support quality management at local government units,
• application of the methodology of preparation of public policies and their implementation in practice,
• development of strategic systems and tools work in public administration,
• implementation analyses of strategic documentation, hierarchy of strategies and other activities for improving strategic work.

The most important requirements of the tasks of the public administration are the requirements for quality, speed and efficiency. These requirements cannot be guaranteed without the appropriate quality setting for communication within the public administration in the context of processes as well as the interaction with the target group of services or interaction with the general public. Property services provided by public administrations, determines the increased requirements on the quality and effectiveness of communication. Local Agenda 21, CAF, Benchmarking, Citizen's Charter are approaches that have already been implemented in the Czech Republic. Czech Republic in the "Strategy of National Quality Policy in the Czech Republic for the period 2011-2015" has committed to support activities aimed at (National Quality Policy, 2014):

• increase the quality of performance management (effective state, to become intelligent, e-Government)
• reducing administrative and regulatory burdens,
• verification of quality of public administration (CAF, ISO, EFQM, etc.)
• use of accreditation in accordance with the Regulation of the European Parliament and of the Council no. 765/2008, education of public servants,
• good practice (benchmarking, benchlearning)
• promotion of voluntary activities in improving the quality of public administration (Healthy Cities, local Agenda 21, etc.).

To effectively promote regional development is necessity to ensure effective and efficient communication within departments of public administration as well as in the implementation of communication strategies to the public. Therefore, it is appropriate to implement a quality management system according to ISO standards 9000, Total Quality Management, EFQM, CAF, Local Agenda 21, benchmarking, benchlearning and Citizen's Charter. (Szirmai, 2014) These approaches also addresses the issue of communication departments of public administration, define the forms of communication and
communication patterns depending on the type and objectives of communication links. Based on the determined requirements also define the criteria required for the realized long-term communications strategy. Some of them directly identify opportunities for continuous improvement. Currently, many of which have already been implemented within the public administration authorities.

1. Standards ISO 9000

In recent years, the quality system has become a common standard in Czech companies and we can meet with it also in public administration. Communication and the communication process form the essence of the quality of public administration, which affects the behaviour and performance of employees as well as the quality of produced services. Currently, professional management communication system of quality management is adjusted by standard ISO 9001: 2008 in paragraph 5.5.3 and section 4.2. There are set requirements for the management of quality management system documentation. The ISO standard has two objectives (ISO 9001:2008 Standards, 2009):

a) to develop and implement a system communication process, which meets the requirements and expectations of workers,
b) to develop and apply in practice also communication patterns that lead to the satisfaction of the public as a customer.

Internal communication is determined by the ISO standard in paragraph 5.5.3, entitled "Internal Communication", where it says: "Top management must ensure the establishment of appropriate communication processes in the company and making communication with regard to the effectiveness of the quality management system."

ISO 9001:2008 Standards, 2009) Senior management is responsible for creating and managing internal communications in the enterprise. He must define and implement an effective and efficient process of internal communication between the various levels and departments or functions to inform the quality policy, quality requirements, quality objectives and their achieving results in quality and projects for improvement. (Szárková, 2002) This requirement implementation and application of functional and open communication applies to all levels of company management - occupational safety and hygiene, personnel issues, strategic corporate objectives, their implementation and possible modifications, as well as other problems. (Mateides, Ďaďo, 2002) Exchange of this information must be associated with the determination of the method of communication. Providing this type of information can help to improve business performance and directly requires that workers in a company...

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directly involved in achieving the set goals and tasks in the field of quality. Senior management should actively encourage feedback and communication from the staff of the enterprise as a means of involvement and the development of teamwork and inter-service research teams. Requirements relating to communication with external customers (public and business portfolio) are defined by ISO 9001: 2008 in 7.2.3. There is determined obligation of the company to identify and implement the principles of communication with the customer in three basic aspects (ISO 9001:2008 Standards, 2009):

- in providing information about the service,
- the issues related to the provision of public services, methods of processing requirements, including changes in contracts,
- on feedback information from the client, including complaint handling.

The standard ISO 9004: 2009 in Section 6.7 provides a general guidance on how to deal with message: "Management should deal with the data as the basic source of information on transformation and sustained development of knowledge within the company, which is important for decision-making on the basis of factors and can stimulate innovation." (ISO 9004:2009 Standards, 2009) The company has to ensure:

- to identify their information needs,
- to identify and make available internal and external sources of information,
- to transform information into knowledge useful for the company,
- use data, information and knowledge to determine their strategies and goals,
- ensure sufficient protection and confidentiality
- evaluate the benefits derived from the use of information to improve the management of information and knowledge.

The nature of the application of the principles of TQM in administrative activities can be determinate based on studies of international knowledge four key approaches (Nadányiová, 2014) (Luštický, Slabá, 2009):

- application of the overall change in the relationship of elected representatives and officials to citizens especially as services provided to customers. Elected representatives of local government and public officials should implement effective and efficient communication. Their way of negotiation and empathy should be at a high level. It assumes that a receiving feedback, polite discussions with officials of citizens, their active listening requirements and needs of the population. It is desired preparedness operatively to solve citizens' problems as a logical condition of work in public administration.
- significant increase focus on the quality of any services which many times is associated with an internal reorganization of administrative authorities so that they can be more flexible and responsive to the requirements and needs of citizens.
- significant improvement of communication with the public and presenting by the central government authorities, as well as the authorities of municipalities and regions, their representatives and officials in national, regional and local media. This approach requires the development of specific methods of long-term strategic communication between representatives of public administration and the press, radio and television, which is one of the tasks of professional education.
- developing the best possible communication of elected representatives and officials with citizens, as well as the practical application of the principles of citizen participation. (Nenadál, Noskevičová, Petříková, Plura, 2002).

Necessary condition that the mentioned approaches to managers of public administration authorities to successfully implement is a long-term system of professional education of representatives and officials, with increased emphasis on practical application of the principles of Total Quality Management in the daily activities of the office.

2. **Common Assessment Framework (CAF)**

The CAF model - was developed by the European Institute of Public Administration - EIPA as a tool for improving the quality of public administration in Europe. The CAF model is a free tool that contains a set of nine criteria required to perform a self-assessment of the organization. Each criterion contains additional sub-criteria (28 in total) ranking according to the evaluation panel. The results of self-assessment serves as a source of information for management about the strengths and weaknesses of the office and can serve for benchmarking with other authorities in the Czech Republic and in Europe. Application of the CAF in the Czech Republic is in accordance with efficient public administration and a friendly public service (government resolution ČR757/2007). Ministry of the Interior organizes seminars and exchange of experience with the application and improvement of the method. (Ministry of the interior of the Czech Republic, 2014)

3. **Local Agenda 21 (LA21)**

Method quality local Agenda 21 (LA21) is a tool for improving the quality of public administration, strategic management, public participation and building local partnerships.
This method is used in communities and regions across the world, especially in Western Europe, USA, Canada and Australia. MA21 purpose is to ensure the quality of the development of the site and improve and streamline services office provides its citizens and improve the relationship with the environment and its protection in cooperation with the public and local partners (NGOs, schools, companies, etc.) MA21 is aimed not only to control inward office but also outside. In 2012, the Government approved the document "Concept of Support MA21 in the Czech Republic". At the national level, MA21 is coordinated by the Government Council for Sustainable Development, and in particular its Working Group on the MA21, who works for the Ministry of the Environment. MA21 is supported by other ministries - the Ministry of the Interior (Quality Award), Ministry of Regional Development, Ministry of Agriculture (rural areas). MA21 is the most widespread method of quality in the Czech Republic, currently. (National Quality Policy, 2014)

4. Benchmarking

The idea of using benchmarking method - mutual benchmarking, improving performance, quality and learning from one another was first implemented as a pilot project "price-performance" in public administration in the Czech Republic in 2002 - 2003, with the support of British Knot How Fund, the Education Centre for Public Administration of the Czech Republic and the City of Ostrava. The project brought the first experience with the use of benchmarking and confirmed that this method can be used for improving the quality of public services in conditions of the Czech Republic. In 2004, the Training Centre for Public Administration of the Czech Republic within Local Government Support Program - Central Europe (LGSP-CE) implemented the project "Benchmarking in the Enlarged Scope of Municipalities Type III. It was financed by the Canadian Town Planning Institute. (National Quality Policy, 2014)

5. Citizen chart

The pilot project "Citizen chart" was implemented in the Czech Republic in 1996, this project was elaborated by the modernization of the public administration of the Ministry of Interior. The project was focused on organizations providing public services or administrative activities at the local public administration. The aim was to improve the performance of public services for different types of organizations - municipal offices, regional offices, libraries, community organizations and social services. The Citizen's Charters for different types of public services were created by this programme. (Kvalita ve veřejné správě, 2014)
Authors who are active in the field of quality management and evaluation of communication within internal communication and project in relation to the quality management system, is still not enough. (Mateides and Žaďo, 2002; Szárková, 2002) In contrast, greater attention is given to solving new approach and strategic planning, marketing communications. (Weberová, 2013; Nadanyiová, 2014; Slabá, 2009) Area measurement and modeling of the various communication flows in the spirit of ideas ISO standard is not elaborated enough. Area measurements and modeling of quality in various communication flows in the spirit of ideas ISO standard is not elaborated enough. Modelling communication quality is not applied in practice by mathematical and statistical methods to optimize the choice of communication tools and it is not known that the author has devoted to this area. Optimization methods using multi-criteria evaluation of options are used in many different fields as transport, logistics, construction, engineering, and economics etc. (Tarabová and Chudada, 2011; Baďo and Vrablic, 2008; Ocelíková, 2004)

OBJECTIVES AND METHODS

The proposal deals with the improvement and optimization of the communication process within the public administration projects aimed at regional development in the Czech Republic. Analysis of the current approach to quality and quality of communication offices of public administration in the Czech Republic and planned changes based on strategic documents of the Czech Republic aimed at developing and improving the quality of public administration has created a framework preconditions to determine the requirement for strategic communication. The basic requirements of quality communication links within the specifics of the public administration of the Czech Republic were determined by analysis, by comparing and subsequent deduction imposed requirements on the quality of communication in the framework of these approaches to quality, strategic documents and findings published by experts in the field (Szárková, 2002; Mateides and Dado, 2002; Nadanyiová, 2014). Then, suitable method that capable of solving the issue of optimizing the selection of communication tools was chosen due to the specifics requirements. Choosing this method preceded by an analysis of each method based on multi-criteria evaluation of options and methods for determining the value of individual criteria. Their suitability for application within the broader context of the problem was assessed by determining their advantages and disadvantages (Ocelíková, 2004; Tarabová and Chudada, 2011) for use in relation to solving problems and their mutual comparison.
RESULTS AND DISCUSSION

Communication strategy

Proposal of an appropriate mix of communication tools can be created by methods multi-criteria decision. The most appropriate method is AHP multi-criteria method, which takes into account the specifics of decision making in the context of communication strategies. The application allows the creation of effective strategic communications plans, as well as to perform communication audits in terms of units of public administration. Specific requirements for quality and effective communication in the public sector are made to the implementation of methods and approaches such as (ISO 9000 standards council, Total quality management, EFQM, CAF, Local Agenda 21, benchmarking, and benchmarking Citizen's Charter). Define the quality criteria for individual communication links; the identification of critical locations and communication dysfunctions is necessary in the context of the creation of communication strategies of public administration in the Czech Republic.

1. Determination of quality criteria for individual communication links

Based on the determination of the communication plan, roles and functions of communication links, it is possible to determine the quality criteria of communication links and then suggest appropriate and effective communication tools by which they will be made the communication process. Quality criteria for each communication flows are necessary not only to identify the appropriate communication tools, but also for evaluation and quality control of communication links. Based on the ISO 9001: 2001 and described management systems we can define the following quality criteria communication flows and used tools (Ondrúšková, 2007):

- transfer speed - is the time for transmitting the message from the sender to the recipient,
- credibility of information - says the extent to which the information is evidence-based,
- concreteness - the extent to which the report contains relevant (concrete) information,
- explicit how the information in the report filed to make them understand,
- an amount of necessary information - is a measure of satisfying the information needs of the recipient communication through the communication process,
• frequency of the target group of recipients in the time context information transmission
• brevity - if transmitted messages contain too much unnecessary information,
  • an obtaining feedback - can be monitored in several respects:
    • a speed of feedback:
    • a withdrawability of receiving the feedback,
• frequency of providing feedback to recipients,
• content - enough amount of relevant information,
• distortion or loss of information - the rate of misinformation.

We can determine the importance of the criteria in communication links by appropriate application of these criteria to the specific conditions of public administration authorities.

2. **Determination of critical points, communication dysfunction and determine the valuation criteria**

By using the mentioned methods for the management and evaluation of the quality of public services, it is necessary to perform regular analysis of the quality of communication - communication audit. Through this it is possible to determine the general critical points, which have a lower quality of communication within the established quality criteria, to which attention was focused. (Farkašová and Rolková, 2013) We can determine the value of quality assessment criteria, and specific conditions of individual communication links. On this basis it is possible to identify critical points of the communication system of enterprise services.

3. **Design of communication tools due to the requirements of individual communication links**

A proposal for appropriate combinations of communications tools should be dealt with by finding the critical points of communication and dysfunction. When selecting appropriate and effective communication tools it is necessary to take into account not only their specific characteristics, but these facts:

• intensity of communication,
• frequency of the target groups, communication tasks and competencies,
• communication objective of the communication links
• the target group in the communication interaction
• the level of communication skills and abilities of participants of communication,
• the financial possibilities of influencing the choice of various types of communication tools and their expensiveness,
the importance of communication flow in comparison with the financial costs of communication tools. (Kampf, Gašparík and Kudláčková, 2012)

It is possible to avoid the undesirable problems in the application of selected communication tools taking into account these factors affect the suitability of each communication tools for the specific conditions of the department of public services. We can also make an appropriate selection of the combination of communication tools by applying the AHP method (Analytic Hierarchy Process).

If we use the method of AHP, we will identify all the elements that influence the outcome of the analysis, the links between them and the intensity with which it operates. The decision problem can be represented as a hierarchical structure. There is a linear structure containing s-levels, each of these levels consists of several elements. The hierarchy for the general role of multi-criteria evaluation of alternatives can be the following:

- 1st level - the goal of negotiations,
- 2nd level - experts who participate in the evaluation,
- 3rd level - criteria of evaluation,
- Level 4 - assessment of variants, as shown in Fig. 1.

**Figure 1** The hierarchical structure of the task of multi-criteria decision making

![Hierarchical Structure Image](source: Jablonský, 2002)

Relationships between all the components at each level of the hierarchy can be determined similarly as in determining the weights of criteria of the Saaty method. If we have a four-level hierarchy (one goal, h-experts, n-criteria a m-variants), one pair-wise
comparison matrix of dimensions $h \times h$ will be on the second level of the hierarchy $j$. At the third level, there will be the $h$-matrix of size $n \times n$, and at the fourth level there will be $n$-matrices of size $m \times m$. The value of each specified requirement can determine using Sasty’s method. The system of evaluation should be based on the formation of arranged pairs consisting of the weight of importance of a given parameter which the user evaluates within the framework of transport and the level (value) of this parameter (relation 1) (Jablonský, 2002):

$$MH = \Sigma_{i=1}^{n} v_i \cdot s_i \quad (I)$$

Where:

- $MH$ – total multi criteria valuation,
- $v_i$ – relative weight of importance of the $i$th parameter,
- $s_i$ – level of meeting the requirements of the $i$th parameter.

In order to determine the weights of importance of a given parameter we use Saaty’s method. User’s preferences are contained in the matrix of pairwise comparisons $S$. It is important to use the information about these preferences for the estimate of the weight of the parameters. One of the conditions for usability of this information is its appropriate quality. The matrix of pairwise comparisons must be sufficiently consistent. Matrix $S$ is fully consistent if for any index trio $i, j, q$ it applies that $s_{iq} = s_{ij} s_{jq}$. For example matrix (relation 2): (Jablonský, 2002)

$$S = \begin{bmatrix} 1 & 2 & 6 \\ 1/2 & 1 & 3 \\ 1/6 & 1/3 & 1 \end{bmatrix} \quad (2)$$

A good estimate of vector $v$ can be obtained as a geometrical average of elements in each line of the matrix. Matrix $S$ normalized so that the sum of its elements is equal to 1 (relation 3,4) (Ocelíková, 2004):
Variants "divide" value the importance of using the appropriate criteria in the calculation of these matrices (criteria can then 'share' scales relevant expert). The values that we obtain are called preferential variant indexes in terms of all criteria. (Kampf, Gašparík and Kudláčková, 2002) If we add these preferential indices in terms of all criteria, we will get the evaluation variant from the perspective of experts and in terms of all the criteria. (Jablonský, 2002) The main idea of the AHP model is broken down into a major problem into separate elements (sub-criteria) and they compare with each other. Distribution of properties into smaller sub-properties (the principle of elementary information processes) is very important for several reasons (Ocelíková, 2004):

• evaluation results by individual sub-criteria is much easier,
• in case of doubt it is easier verifiability assessment,
• individual evaluation criteria are more accurate semantic content,
• consensus opinions of experts is higher in assessments under different criteria.

We can model the structure of the track communication tools within the strategic communication of public administration by application of ideas and requirements of quality management systems and the advantages of multicriteria decision. Modelling the choice of communication tools can increase the efficiency of management, implementation and monitoring of regional development projects. It is also possible to increase public support and business portfolio of completed projects for the region. (Weberová, 2013)

It is necessary to observe all the principles of efficient use of selected communication tools in communication links to achieve efficiency application communication strategies. If this criterion is not met, the operation strategy would not meet the needs and requirements of the communication plan. The benefits of determining a communication tool based on the weights of quality criteria and subsequently determining suitable communication strategies for different communication links in the public sector are mainly the following:
they bring a new perspective on management and planning of communication in public administration,

they take into account the specifics of public administration and are universally valid for bodies of public administration, which is active in the provision of services,
this approach is compatible with the ISO 9000: 2001 requirements TQM, CAF, Local Agenda 21 as well as the use within the application Citizen's Charter, while it can be used as a tool in the implementation of quality management in the enterprise services,
they take into account the requirements of ISO 9001: 2001 for formal documentation management, provide solutions to measurement and control of the quality level of communication flows.

The proposal builds on the theoretical basis of available knowledge, which has been published in this area so far. Communication problems in applying quality management system is not discussed to the extent needed (Szárková, 2002; Matiedes and Ďado, 2002). Their work is mainly focused on communication quality for determining a claim on corporate and marketing communications according to ISO 9000. AHP method is used in various fields of decision making in the world. It is used in practice, especially in areas such as transport, logistics, engineering and economics (Tarabová and Chudada, 2011; Baďo and Vrablic, 2008; Ocelíková, 2004; Fiala, 2008). It is not known that the application of this method to the conditions of quality modelling communication flows in public administration was solved and used in practice. Use of determining the weights of quality criteria for quality modelling communication flows by optimization methods of multi-criteria evaluation of options is the possibility of objective quality control communication for public administration.

CONCLUSION

Regional development is one of the important attributes that are dependent on a functional and efficient public administration. Public administration is undergoing progressive changes. Implementation of quality management in public administration is supported by the newly adopted Strategic Framework for Development of Public Administration of the Czech Republic for the period 2014 - 2020th and the Strategy of National Quality Policy in
the Czech Republic for the period 2011 to 2015th. This process assumes continuous improvement and strategic communication of government. Effective communication is a precondition for success in the provision of services, projects and cooperation with the business community. Therefore, it is necessary to question the communication tools of choice to devote greater attention than it has been so far. Modelling the quality communication can be realized by determination requirement for individual communication flows and the use of multi-criteria evaluation of alternatives. The aim of this paper was to determine the requirements for the quality of communication in the framework of specific conditions of public administration in the context of contemporary management methods introduced in the Czech Republic aimed at improving quality. Then, on the basis of the requirement to develop a methodology that would allow improvement of strategic communication plans by choosing of appropriate communication tools in the context of regional development projects. Basic requirements for the quality of communication in the framework of the various communication flows were determined by analysing the requirement of quality management as well as other applicable systems. The method of multi-criteria evaluation of options by which it is possible to model the quality of strategically planned communication was chosen to optimize decision-making. This methodological approach provides a new perspective on communication quality modelling inputs and outputs within the public administration.

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