

REMARKS TO MANAGEMENT ROLE IN CONTEMPORARY PUBLIC ADMINISTRATION

KAREL LACINA

Abstract: Significant changes in the European public administration execution represented mainly by principles of the powers devolution, deconcentration and subsidiarity as well as some management approaches implementation have been established during the last thirty years. Thanks to public administration reforms the conception of the New Public Management and nowadays the conception of governance (respectively the public governance) containing some selected management methods were introduced not only in the Anglo - Saxon but also in the continental conception of the public administration every day execution.

Keywords: public administration, New Public Management, management role, management principles

JEL Classification: M10

1. RESEARCH PURPOSE

One of the contemporary significant theoretical and practical questions of the public administration execution is represented by the identification of real possibilities to implement management principles and approaches in the contemporary European countries public administration activities. The research is based predominantly on the author's studies as well as his lectures read in the seven European and three Turkish universities during the last twenty years. The attention is concentrated to the research of basic European public administration conceptions and their transformations during reforms implemented in the last third of the 20th and the beginning of the 21st centuries including management approaches application.

2. METHODOLOGY

Methods of analysis were applied by me during different sources and the literature study. The another important method for my study was the method of comparison helping me to assess real possibilities of the management approaches implementation in individual European countries public administration systems. I have also utilized methods of induction a deduction especially in the process of conclusions deduction.

3. SCIENTIFIC GOALS

The main goal was and is to explain whether and how changes in two principal systems of the European public administration execution carried out in the framework of their reforms since the second half of the 1970s created better possibilities for the management principles and approaches implementation in individual European states and their public administration systems.

4. FINDINGS

4.1 Introduction

There are two principal systems of the public administration execution in the European Administration Space (5, p.7) that are characterized by the „*administrative reliability, which is necessary for the rule of law, effective implantation of policy and economic development*“ (2,120f). More than thirty European countries are belonging to the so-called *continental conception* which was characterized

predominantly by the great concentration of powers in the state administration - and inside it mainly in the central state administration authorities - practically till the last third of the 20th century. These countries differ what concerns their traditions as well as historical development. Taking traditions, their other administration aspects as well as the historical development of mentioned countries into account it is possible to divide the continental conception conceivable as one great system into three subsystems: *German-Franco, Scandinavian and Southern European ones.*

The most important subsystem is represented predominantly by the *German and French administration systems*. In comparison with the German-Franco subsystem that has a dominant position in the continental conception, *the Swedish, Danish, Finnish and Norwegian public administration systems* are characterized by greater competences of the local government represented by a relatively smaller number but much larger municipalities. There are a bit better conditions for the management approaches implementation here in the comparison with the first mentioned subsystem. Classical representatives of *Southern European subsystem* are public administrations in Greece, Spain and Portugal where the state administration has more competences and therefore where there are limited possibilities for the management approaches implementation.

Anglo-Saxon conception exists in its classical form only in the United Kingdom of Great Britain and Northern Ireland. Its main feature is represented by great competencies of the local government and a relatively limited competencies of the state administration. One of the relationship between the state administration and the local government specific features is represented by the so called „*win-win negotiation*“. This conception offers much better conditions for the management principles implementation than the continental conception.

4.2 Linkage between Public Administration Reforms and Management Approaches Implementation

Real preconditions for the management principles implementation in continental conception of the public administration execution were created predominantly only

during the last three decades. As Magdalena Kun-Buczko stressed „generally, the necessity of public administration changing occurred in the 70s and from the very beginning it was closely connected with the suggestions followed from the group of experts and people, who manage the public sector“ (3, p. 46). That time processes of the democratisation, devolution and deconcentration of the public administration as well as the implementation of the subsidiarity principle - representing the essence of the European public administration reforms - were carried out. O.E.C.D., for example, defined reforms as the so called a new paradigm of public administration execution (5, p.21 - 22). This important great transformation enabled the municipalities competences strengthening and simultaneously the creation of regions in which territories there are much better conditions for the management and partly marketing principles and approaches practical utilization than before the public administration reforms beginning.

Reforms implemented gradually in the European as well as in some no European countries varied, of course, in particulars. Nevertheless it is possible to characterise their common results from the point of view of the management principles implementation by the following facts:

- the overall improvement of the public administration management;
- the increasing accountability for the financial resources earmarked for administrative activities;
- the improvement of the human resources management with an emphasis on the growth of their adaptability;
- the greater flexibility and the mobility;
- the substantially greater emphasis on ethics in the public administration;
- the utilization of information technologies, first and foremost in the shape of e- government.

The another feature is represented by the long-term orientation to the *monitoring* and the *evaluation system* improvement as well as to the *modifying of budgetary, planning and evaluation procedures*. The fact that the *auditing and evaluation* according to the New Public Management principles have penetrated practically all levels of the public service is especially important.

4.3 Significance of New Public Management Principles Implementation

The New Public Management based on the public choice and some other managerial approaches represents the philosophy implemented in the economically developed countries mainly during the 1980s and in the first half of the 1990s. The main assumption in the NPM was and is the idea that *principal reforms goal was the increasing market orientation in the public sector which would lead to the greater cost - efficiency*. Its key elements include predominantly various forms of management within public services provision, the emphasis on the reduction and deregulation of bureaucratic procedures and employing market mechanisms to conduct the competition in public services as well as the increasing emphasis on the performance, outputs and the customer orientation.

The essential characteristic features of the New Public Management have been assessed a bit differently by public

administration theoreticians mainly during last twenty five years. Regardless of their partially different positions there was a relatively great consensus among scholars that New Public Management key attributes are:

- „increased market - orientation and focus on competitiveness;
- corporate management concepts adopted from the private sector;
- separation of strategic (political) and operational (administrative) responsibility;
- ideas derived from management by objectives and by outcomes and
- decentralized, semi-autonomous structures“ (7, p. 12)

The following approaches were and are considered to be especially important as the ways to the quality improvement in the NPM framework:

- rising expectations among users (= citizens) as well as their propensity to assess the quality of public services providing by the private sector;
- the general need to demonstrate greater transparency in the public finances resources utilization and to document performance;
- the fact that the reforms principal objective was the new way of the public sector functioning, i.e. perceiving recipients of services (citizens) about the effective contribution of this change;
- the introduction of civil servants, clerks and local government councillors and officers long-term training systems as one of prerequisites for the modern public administration execution.

4.4 Contemporary Approach to New Public Management Role

Andrew Massey, one of famous British theoreticians, emphasised that *“changes in public administration throughout the world, often referred to as New Public Management (NPM), have had an impact on governing and governance. Essentially, however, governing can be viewed as the totality of the interactions involving public and private actors alike, aimed at the resolution of social problems or the creation of social opportunities; servicing of institutions as the contexts of these government interactions; and the establishment of a normative base for all of these activities“* (6, p.26).

Evaluating the role of the New Public Management conception, it is necessary to take into the consideration the fact that NPM almost controlled the public administration scene of the 1980s and 1990s. Werner Jann, the German scholar and the NPM critic, stressed in his assessment: *“There is no doubt that New Public Management has never appeared as a unified and coherent school of thought, but rather as a comprehensive collection of ideas and theories which were sometimes in the conflict with each other, even though they were always mostly inspired by the private sector practice. Their diverse tools and concepts were not applied in Europe, whether as a group or individually. Quite in the contrary, in fact. It remains, however, a common topic, which produces a unique and extraordinary impact on the public administration reform in Europe.“* (4, p.123).

4.5 Management Principles Implementation in Contemporary Public Administration Execution

Changes implemented from the point of view of the management principles utilization in the public administration end in the conception which is today ever more frequently characterised as "governance", and very often also as "public governance", or as "good governance". This governance conception was discussed by scholars practically since the end of the 1980s. The mentioned British scholar Andrew Massey reminds in this sense - for example - that "good governance should be consisted of: 1. Openness, 2. Participation, 3. Accountability, 4. Effectiveness and 5. Coherence" (6, p.30)

Massey's and other scholars positions were confirmed at the European Public Administration Space level in year 2001 by the European Commission publication called the "European Governance. A White Paper". Governance has been characterised in this document as "rules, processes and behaviour that affect the way in which powers are exercised at European level, particularly as regards openness, participation, accountability, effectiveness and coherence" (1, p.1). The term "coherence" was further specified by the European Commission as follows: "Policies and action must be coherent and easily understood... Coherence requires political leadership and a strong responsibility on the part of the institutions to ensure a consistent approach within a complex system" (1, p.11)

REFERENCES

- [1] **COM, European Governance: A White Paper**, 2001
- [2] **OECD/SIGMA 1998:120f**
- [3] KON.BUCZKO M.: „**Reforms of Public Administration in the International View**“, in: LACINA K., KUDRYCKA B. et al.: „*Adult Education on Quality Management and other Cross-Sectional Aspects of Public Administration*“, Bialystok 2003, ISBN:83-88463-25-X,
- [4] JANN W.: „**Modern Governance: An European Perspective**“ in: „*Dosažitelný svět: správa globálního vládnutí*“ (The World We could Win: Global Governance Administration), Praha 2007 (MV ČR)
- [5] LACINA K., KUDRYCKA B. et al.: „**Adult Education on Quality Management and other Cross-Sectional Aspects of Public Administration**“, Bialystok 2003, ISBN:83-88463-25-X, p.7
- [6] MASSEY A.: „**Multilevel Governance: Administration of Global Governance in Differentiated Political Context**“ in: „*Dosažitelný svět: správa globálního vládnutí*“ (The World We could Win: Global Governance Administration), Praha 2007 (MV ČR)
- [7] REICHARD CH.: „**New Approaches to Public Management**“ in: LACINA K., KUDRYCKA B. et al.: „*Adult Education on Quality Management and other Cross-Sectional Aspects of Public Administration*“, Bialystok 2003, ISBN:83-88463-25-X

prof. PhDr. Karel LACINA, DrSc.

Vysoká škola finanční a správní, o.p.s.
Praha 10, Estonská 500, Czech Republic
e-mail: kar.lacina@seznam.cz

One of the very important phenomena of the „governance“ concept is considered to be non-profit organizations' share in the provision of public services. Therefore compared with the New Public Management the conception of governance enlarges first of all citizens possibilities to influence the public administration execution. Their powers could be reflected in:

- *the higher level of political and economic activities in municipalities and regions;*
- *the range of political and economic activities in municipalities and regions;*
- *the efficiency and effectiveness of services providing assessment;*
- *the decisions made by the whole political system through the citizens direct participation;*
- *the utilization of strategic planning principles enabling the more flexible and less expensive reactions of services providers to customers (citizens) demands.*

5. CONCLUSION

Conditions for the management principles implementation in the public administration are now much better than in the beginning of the public administration reforms. Management approaches are used predominantly in territories of larger towns and the whole regions. They are connected very often with the principles of strategic planning utilization.