



# PUBLIC ADMINISTRATION REFORM

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# [ AGENDA ]

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- 1. Public administration**
- 2. Public administration reform  
– (research) framework**
- 3. Public administration reform  
– the Czech case**

# STARTING QUESTIONS

- (1) Public Administration - what does it mean? (for example relationships between terms like public, private, administration, management) (**QUESTION OF THEORY**)
- (2) What are the main functions of the modern public administration?  
(**QUESTION OF THEORY/PRACTICE/OPINION**)
- (3) What is the PA organization in your home country  
(**QUESTION OF PRACTICE**)

# [ 1) PUBLIC ADMINISTRATION ]

## MULTIDISCIPLINARITY

PUBLIC ADMINISTRATION AS A	FIELD OF SCIENCE
<ul style="list-style-type: none"> <li>▪ discipline (studies / research)</li> </ul>	<ul style="list-style-type: none"> <li>▪ law (constitutional, administrative ... civil ...)</li> </ul>
<ul style="list-style-type: none"> <li>▪ (bureaucratic) activity</li> </ul>	<ul style="list-style-type: none"> <li>▪ theories of state / political science</li> </ul>
<ul style="list-style-type: none"> <li>▪ structure (authorities, territorial levels, civil servants)</li> </ul>	<ul style="list-style-type: none"> <li>▪ economics (public economics, public finance, institutional economy...)</li> </ul>
<ul style="list-style-type: none"> <li>▪ ....</li> </ul>	<ul style="list-style-type: none"> <li>▪ general management a marketing</li> </ul>
	<ul style="list-style-type: none"> <li>▪ administrative sciences, public management</li> </ul>
	<ul style="list-style-type: none"> <li>▪ history</li> </ul>
	<ul style="list-style-type: none"> <li>▪ ...</li> </ul>

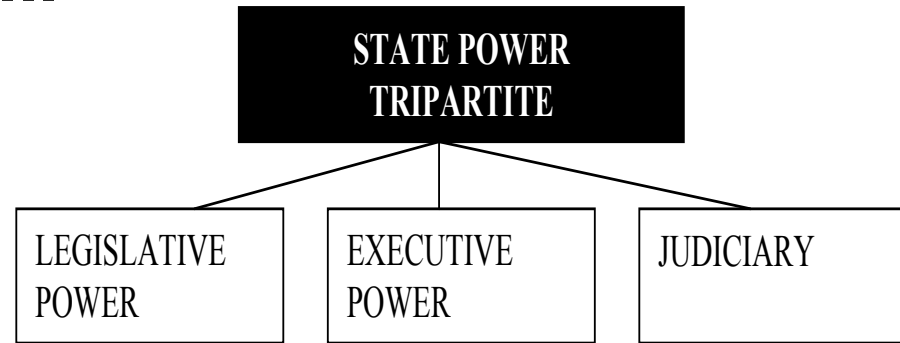
# [ 1) PUBLIC ADMINISTRATION ]

activities

institutions

employees ...

**SPECIFICS  
OF PUBLIC ADMINISTRATION**



# PA and its two current sub-systems in the Czech Republic

## ***PUBLIC ADMINISTRATION***

State administration

Self-government

## **SELF-GOVERNMENT:**

*Local self-government denotes the right and the ability of local authorities, within the limits of the law, to regulate and manage a substantial share of public affairs under their own responsibility and in the interests of the local population*

## **THE PRINCIPLE OF SUBSIDIARITY**

(EUROPEAN CHARTER OF LOCAL SELF-GOVERNMENT, CoE 1985)

# [ 2) PA REFORM ]

## REFORMING - INHERITED FEATURE OF PA ... STRATEGIC?

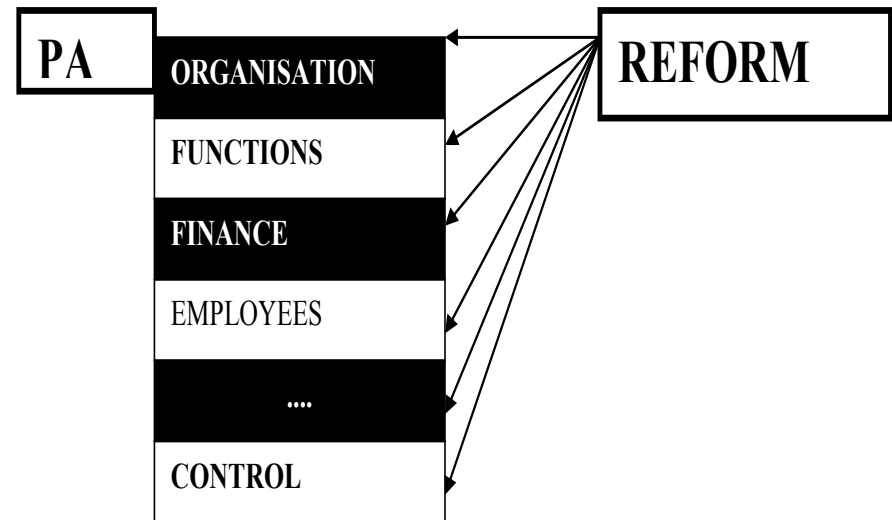
= *to make something better, to improve something or to remove the faults of something*  
(DEFORM?)

### Balance of responsibilities

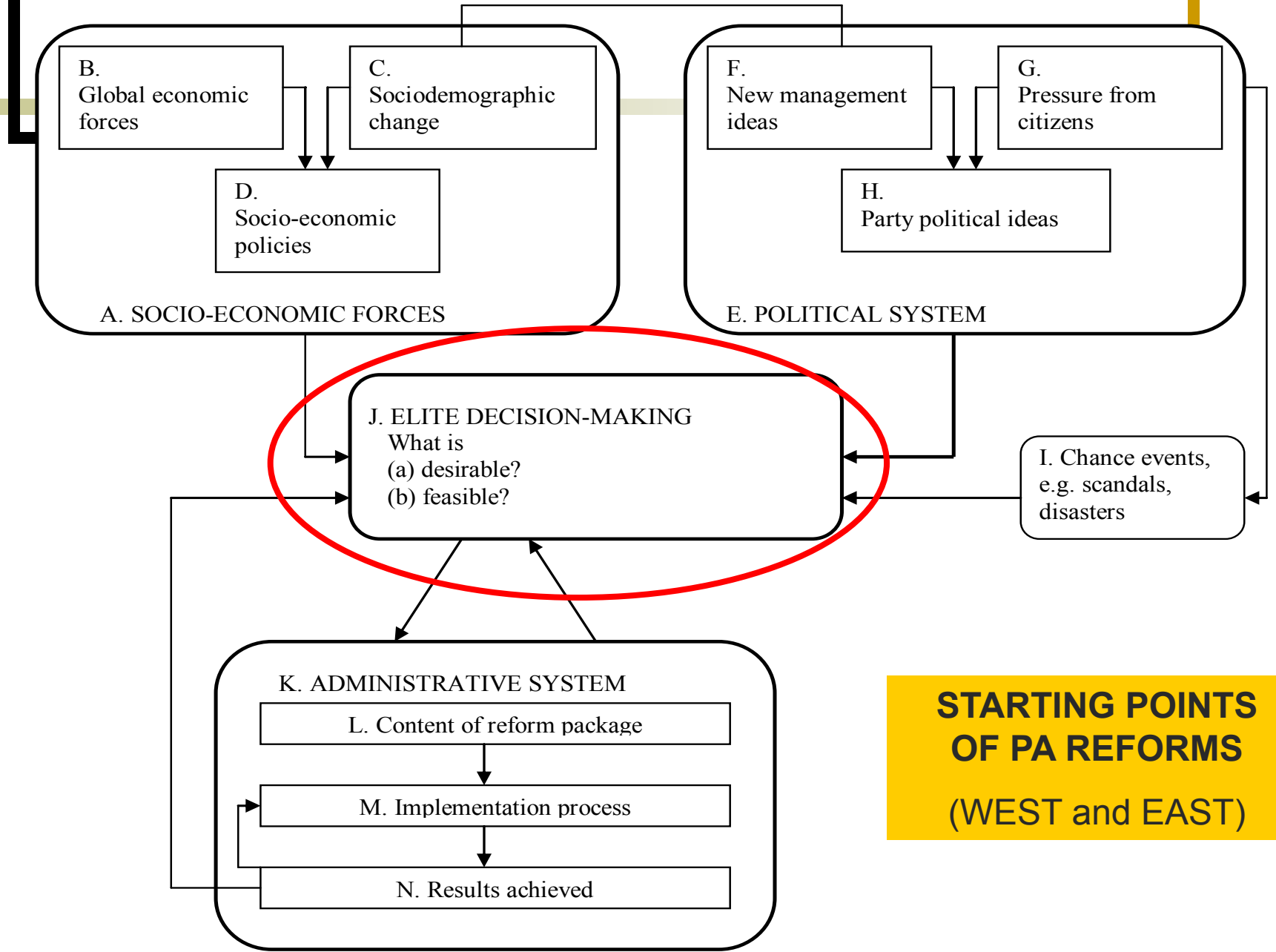
- a) CENTRALIZATION and DECONCENTRATION / DECENTRALIZATION
- b) WHAT IS FEASIBLE and IMPOSSIBLE

### MANY ASPECTS - e.g.

- economic
- legal
- technical
- financial
- political
- institutional
- personnel (psychological)
- social ..... managerial



# ... PM reform model *(Pollitt & Bouckaert, 2004)*



**STARTING POINTS  
OF PA REFORMS  
(WEST and EAST)**



# PA reform in developed countries

- **why + how 3 questions** and **2 main philosophies**  
(NPM, GG ... NWS)
  - **POLICY AND GOVERNANCE?**
    - What should government do?
    - Can – or should – government be smaller?
    - Governance
  - **ADMINISTRATION?**
    - How can government do what it does better?
    - Can we do more with less and, in the process, improve the satisfaction of citizens?
  - **TERRITORIAL SEGMENTATION?**
    - decentralization vs. amalgamations?

# PA reform in CEECs

Hesse's (1998) **4 common reform trends**

- 1) transformation
- 2) consolidation
- 3) modernization
- 4) adaptation ...

...5) modernization

**RHETORIC (LEGAL  
CHANGES)**

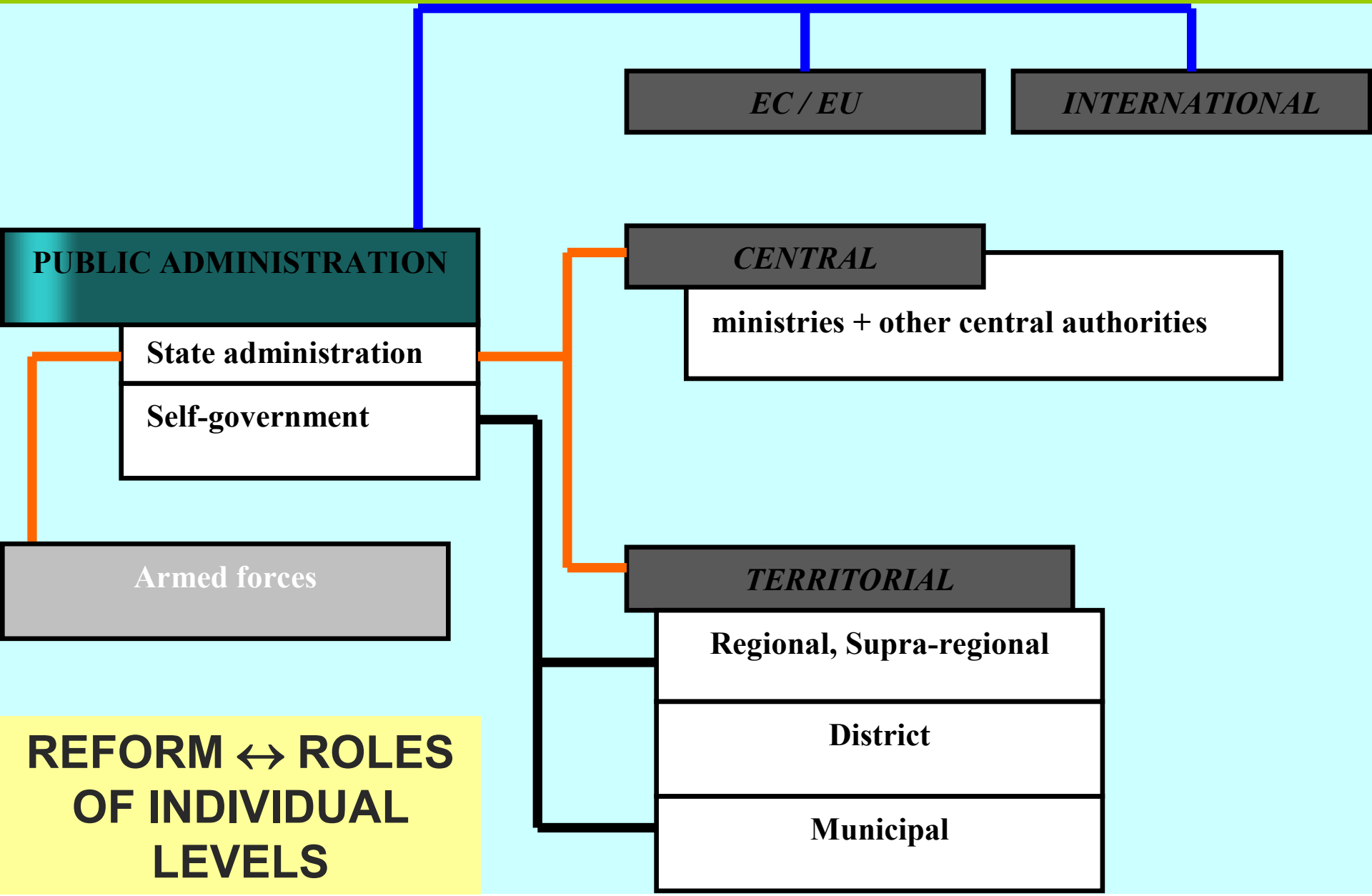
VS

**PRACTICE**

**ISSUES→**

<b><i>Legalistic approach to reform and imitation</i></b>	<ul style="list-style-type: none"> <li>• reform perceived particularly as a change in legislation</li> <li>• insufficient inclusion of stakeholders</li> <li>• mechanical transfers of experience from public administration in other countries into a national culture, regardless of national specifics</li> <li>• reforming of cornerstones which had not been stabilized, pressures to reform the not-yet-existing management practices (trial and error method)</li> </ul>
<b><i>Strategic management</i></b>	<ul style="list-style-type: none"> <li>• insufficient policy-making and policy-evaluation capacities (thanks to the political instability which brought instability of managers and tactics „wait and see“ of civil servants)</li> <li>• top-down approach without sufficient horizontal and vertical communication</li> <li>• a great number of developments have taken place not in the framework of strategic plans and concepts, but rather sporadically at the initiative of particular organisations or influential individuals</li> </ul>
<b><i>Decentralization</i></b>	<ul style="list-style-type: none"> <li>• decentralization itself does not produce improvements</li> <li>• only “de iure”, but not “de facto” decentralization</li> </ul>
<b><i>Civil service professionalization</i></b>	<ul style="list-style-type: none"> <li>• civil service professionalization was outshined by economic and political reforms</li> <li>• high degree of politicisation of the civil service, particularly at a management level</li> <li>• low salaries do not motivate young people to apply for jobs in civil service</li> </ul>
<b><i>Financial management</i></b>	<ul style="list-style-type: none"> <li>• it has not been a priority for a long time, it is an object of more systemic changes only in last few years</li> </ul>
<b><i>Adaptation to EU accession</i></b>	<ul style="list-style-type: none"> <li>• fast reforms, often without quality strategy, accompanied by legislation tsunamis</li> <li>• individual projects were not coordinated which produced more costs</li> <li>• low awareness of foreign experts of domestic specifics (particularly during initial phases of reforms)</li> <li>• generality and vagueness of Copenhagen criteria</li> <li>• a lot of foreign help was sought in preparing the reforms, particularly in the phase of analysis and needs definition, but rather less in the execution phase</li> </ul>

# 3) CZ REFORM = HISTORY AND FUTURE OF THE CURRENT PA SYSTEM

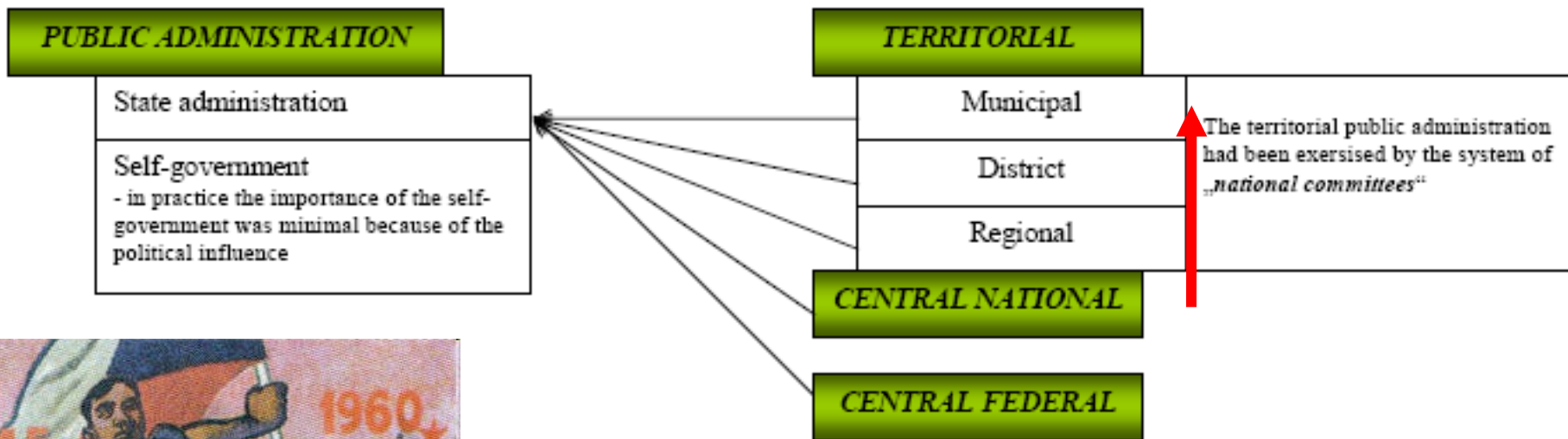


# CZ PA reform

## – REASONS / LIMITATIONS?

communist period (1946) - 1948 – 1968 – 1970s

... 1989



including **directive amalgamations of municipalities in 1970s**

# CZ TENDENCIES AFTER NOVEMBER 1989

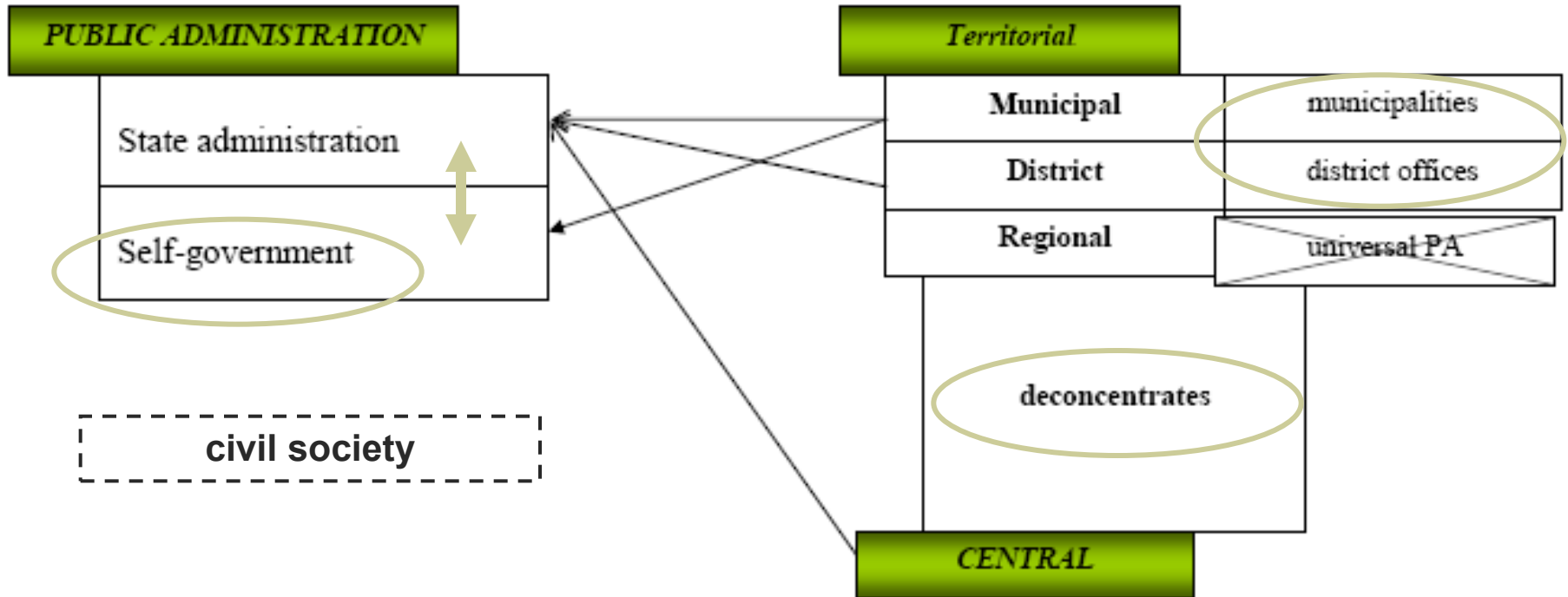
## PA (PS) TRANSFORMATION

- 3Ds
- „public sector“ and „state – society“ reconfiguration
- increase of public administration prestige
- civil service "professionalization,,
- foreign know how and money utilization



# a) Reform of territorial PA

1990 – November 2000



VALUES (AND / vs) STRUCTURE

# The size structure of municipalities in the Czech Republic

Region	Number of municipalities according to the following size structure (number of inhabitants)										Total
	to 199	200 - 499	500 - 999	1000 - 1999	2000 - 4999	5000 - 9999	10000 - 19999	20000 - 49999	50000 - 99999	over 100000	
Praha	0	0	0	0	0	0	0	0	0	1	1
Středočeský	290	414	254	106	48	16	13	4	1	0	1 146
Jihočeský	243	204	80	46	30	13	2	4	1	0	623
Plzeňský	196	145	73	45	28	8	4	1	0	1	501
Karlovarský	20	39	30	17	13	6	4	2	1	0	132
Ústecký	63	127	75	39	25	8	9	3	5	0	354
Liberecký	37	62	58	28	15	10	2	2	1	0	215
Královehradecký	123	162	88	32	21	13	6	2	1	0	448
Pardubický	118	171	89	42	15	8	7	1	1	0	452
Vysočina	339	209	91	34	13	10	4	4	0	0	704
Jihomoravský	122	200	179	92	56	14	3	5	0	1	672
Olomoucký	51	130	99	71	33	3	6	3	0	1	397
Zlínský	17	88	99	48	32	11	4	4	1	0	304
Moravskoslezský	14	61	78	74	39	17	4	7	4	1	299
<b>Czech Republic (n)</b>	1633	2012	1293	674	368	137	68	42	16	5	<b>6248</b>
<b>Czech Republic (%)</b>	26,14	32,20	20,69	10,79	5,89	2,19	1,09	0,67	0,26	0,08	100





# Structure of Czech regions and regions of cohesion



<i>Region</i>	<i>Area (km<sup>2</sup>)</i>	<i>Number of Inhabitants</i>
Hlavní město Praha	496	1 233 211
Středočeský kraj	11 015	1 230 691
Jihočeský kraj	10 057	636 328
Plzeňský kraj	7 561	569 627
Karlovarský kraj	3 314	308 403
Ústecký kraj	5 335	835 891
Liberecký kraj	3 163	437 325
Královéhradecký kraj	4 759	554 520
Pardubický kraj	4 519	515 185
Vysočina	6 795	515 411
Jihomoravský kraj	7 195	1 147 146
Olomoucký kraj	5 267	642 137
Zlínský kraj	3 964	591 412
Moravskoslezský kraj	5 426	1 250 255

<b>Region of Cohesion</b>	<b>Area (Km<sup>2</sup>)</b>	<b>Number of inhabitants</b>
Prague	496	1 186 855
Mid Bohemia	11 014	1 111 354
Southwest	17 615	1 177 982
Northwest	8 650	1 131 974
Northeast	12 440	1 489 407
Southeast	13 991	1 658 761
MidMoravia	9 100	1 240 355
Moravia-Slezia	5 554	1 281 410

# b) Central PA reform

**... SEPARATED FROM THE TERRITORIAL PA REFORM**

**THE ROLE OF THE CENTRE WAS UNDERESTIMATED...**

## **REPEATED GOALS:**

- **to start reforming**
- **harmonization and systematization**  
= consolidation of the central stat administration system
- **increase of effectiveness**
- **improvement of horizontal and vertical cooperation**
- **improvement of management**

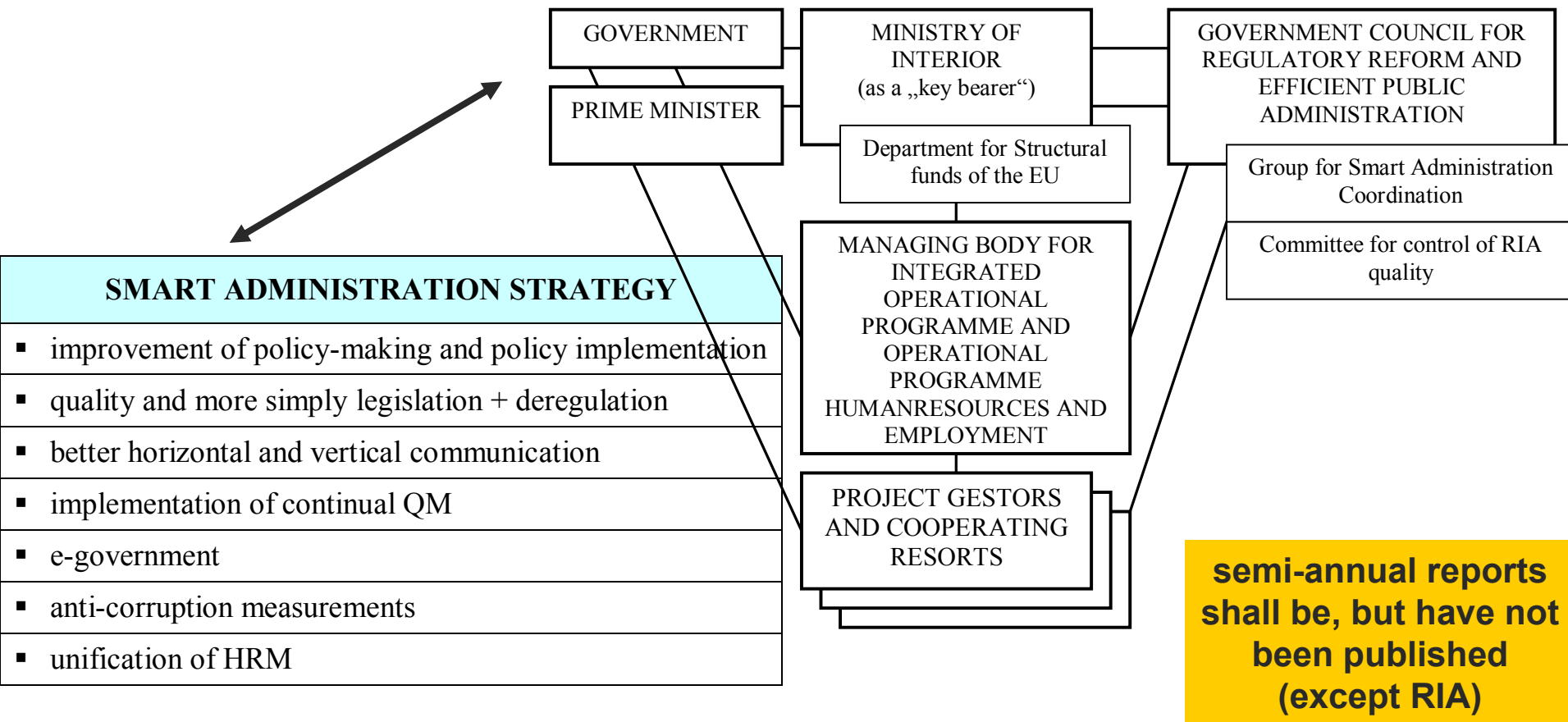
# 2004's reform of central administration

Reform direction	Name of the project
<i>Direction A: Rationalization of central state administration processes</i>	A.1 Identification of mission (goals) of central administrative authorities
	A.2 Description and analysis of processes within central administrative authorities
	A.3 Elaboration of rules for “agencies for central state administration” functioning
	A.4 Central state administration reorganization
<i>B. Improvement of management in central state administration</i>	B.1 Effective horizontal communication and the support of nation-wide strategies
	B.2 Modern managerial techniques in central administrative authorities
	B.3 Better coordination of central state administration in relation to the territorial public administration
	B.4 Knowledge management
<i>C. Improvement of central state administration quality</i>	C.1 Implementation and development of quality management within the central state administration
	C.2 Regulatory reform in the central state administration
	C.3 E-government
<b>!!!</b> <i>D. Implementation and improvement of state service in central administrative authorities</i>	D.1 State service act implementation (Act no. 218/2002)
<i>E. Rationalization of central state administration funding</i>	E.1 Improvement of financial and performance management
	E.2 Utilization of private resources for public investments
	E.3 Unification and enhancement of control in the central state administration

Office of the Government

# Current trends of Czech PA Reform

- (explicitly or implicitly) overlap from the previous period



**MAIN ISSUES: UNCLEAR STRATEGY, LOW QUALITY OF PREPARATION...**