

Introduction to Public Administration



НОВЫЕ
решения
для государственного
управления

Ina Ramasheuskaya, MPA

3 March 2018

Minsk

Public Administration

1. Расширение функций государства
2. Веберианская бюрократия
3. Публичное администрирование и деполитизация
4. Новый публичный менеджмент (НПМ) и его наследие в наши дни
5. Современные тренды реформ публичного администрирования

Public Administration

“управление людьми и материалами для реализации функций государства»

(Сэр Филип Стрит, 1935)

«Исследование процесса принятия решений в государстве, анализ государственной политики и то, каким образом она формируется и реализуется»

«широкое поле научного исследования, основная цель которого – помогать внедрять практики, помогающие государству выполнять его функции»

Public Administration as an academic field

«Обычный чиновник с подозрением относится к «интеллектуалам-мечтателям», никогда не соприкасавшимся с «почвой», т.е. с каждодневной реальностью функционирования государственной организации, чьи идеи были заимствованы «из книг» и чья академическая работа не подготовила их к управлению обычными жизненными ситуациями, в которых участвуют обычные люди»

The ordinary public servant is naturally suspicious of the 'dreamy intellectual' who has not lived close to the soil or detailed departmental procedure, whose ideas have been 'got from books', and whose cloistered training has unfitted him from dealing with the exigencies of real-life situations and for working with the average man, from whom he is separated by various forms of snobbishness on one side or the other

Robert Parker (1939)

Функции государства

Адам Смит в книге «Исследование о природе и причинах богатства народов» (1776) указал на три функции государства:

1. Оборону;
2. Определение меры свободы каждого (посредством установления одинаковых для всех правил и обеспечения правосудия как средства решения социальных конфликтов между членами общества);
3. Организацию учреждений, которые не могут быть созданы отдельными лицами, но которые необходимы им, например почты, полиции, и т. д.

The functions of state



«...сотни тесных плавающих городов, в которых лишь знание математики, физики, баллистики и метеорологии отделяло их обитателей от смерти»

“hundreds of close-packed seaborne towns whose elders' grasp of mathematics, physics, ballistics, and meteorology was all that stood between the residents and extinction”.

Четыре основные административные традиции

(B. Guy Peters)

- Англо-саксонская (минимальное государство)
- Континентальная европейская: германская (органическая)
- Континентальная европейская: французская (наполеоническая)
- Скандинавская: смешанная (англо-саксонская + германская)

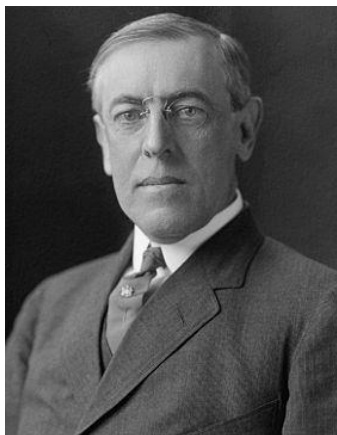
Административные традиции в США

"Public administration is about organizing people to do complex jobs in pursuit of a complex, government-defined interest".

Donald Kettle

"Общественное администрирование - организация кадров для выполнения сложных задач в процессе реализации комплексных интересов, определенных через посредство государства".

Woodrow Wilson



"It is the object of administrative study to discover, first, what governments can properly and successfully do, and secondly, how it can do these proper things with the utmost possible efficiency and at the least possible cost either of money or of energy. "

"Study of administration" (1887)

Separation of politics and administration ("it is getting to be harder to run a constitution than to frame one.")

Continental ideas of bureaucracy

- Separation between politics and administration
- Comparative analysis of public and private organizations
- Improving efficiency with business-like practices and attitudes towards daily operations
- Improving the effectiveness of public service through management and training of civil servants

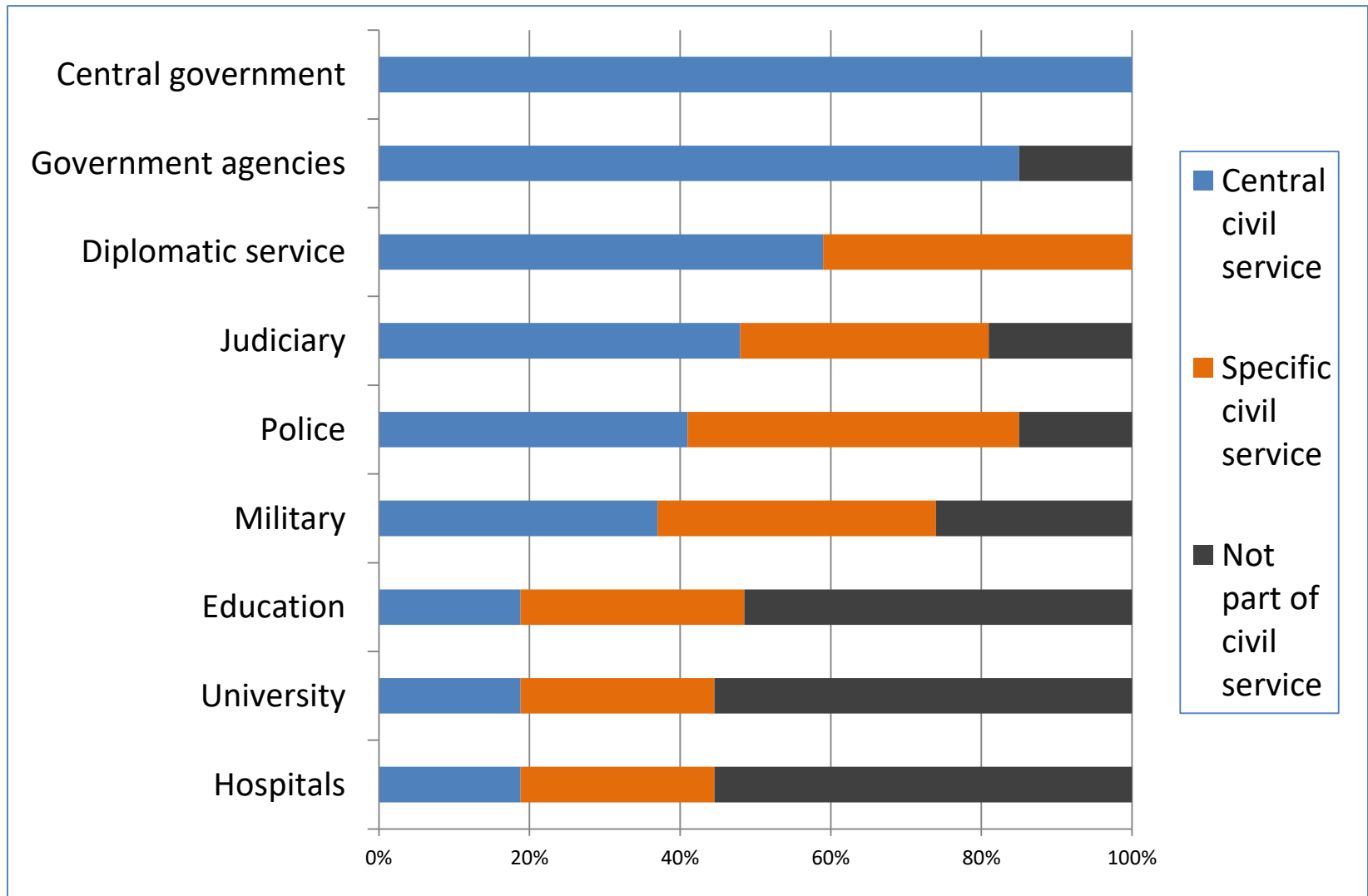
Traditional bureaucracy (based on Weber, in: *Wirtschaft und Gesellschaft*)

- | | |
|---------------------|---|
| 1) Legal status | public law status |
| 2) Career structure | existence of career structure
career development centrally regulated
entrance from the bottom
promotions to other positions at mid-career or top-level
not possible |
| 3) Recruitment | special recruitment requirements
recruitment centrally regulated
private sector experience not relevant |
| 4) Salary system | basic salary regulated by law
wage system based on seniority
wage system not based on performance |
| 5) Tenure system | lifetime tenure (high job security)
termination rather difficult
job security differs from private sector |
-

Civil Service

- Full-time salaried employees
- Contract-based job (appointment, promotion, retirement)
- Selection, competition and exams/test
- Technically trained specialists
- Job duties and rights are formal, unified and written
- Ethics

Do these administrative sectors belong to central civil service or do they have their own civil service systems?



Pendleton Laws

- Tenure of Office Act (1820)
- Spoils system
- 1881 - assassination of President Garfield by a rejected office-seeker
- Pendleton Act (1883) bipartisan Civil Service Commission to evaluate job candidates on a nonpartisan merit basis
- Hatch Act of 1939

Protection from Political (Party) Influence

- Merit
- Limited discretion
- Command and control (hierarchy)
- Job security
- Impartiality (ethics)

Bureaucrats

- Professional
- Permanent (institutional memory)
- Protected
- Networking
- Anonymous
- Cohesive groups
- Long time horizons
- Principal-agent relations with legislators

Policy (as understood in Weberian bureaucracy)

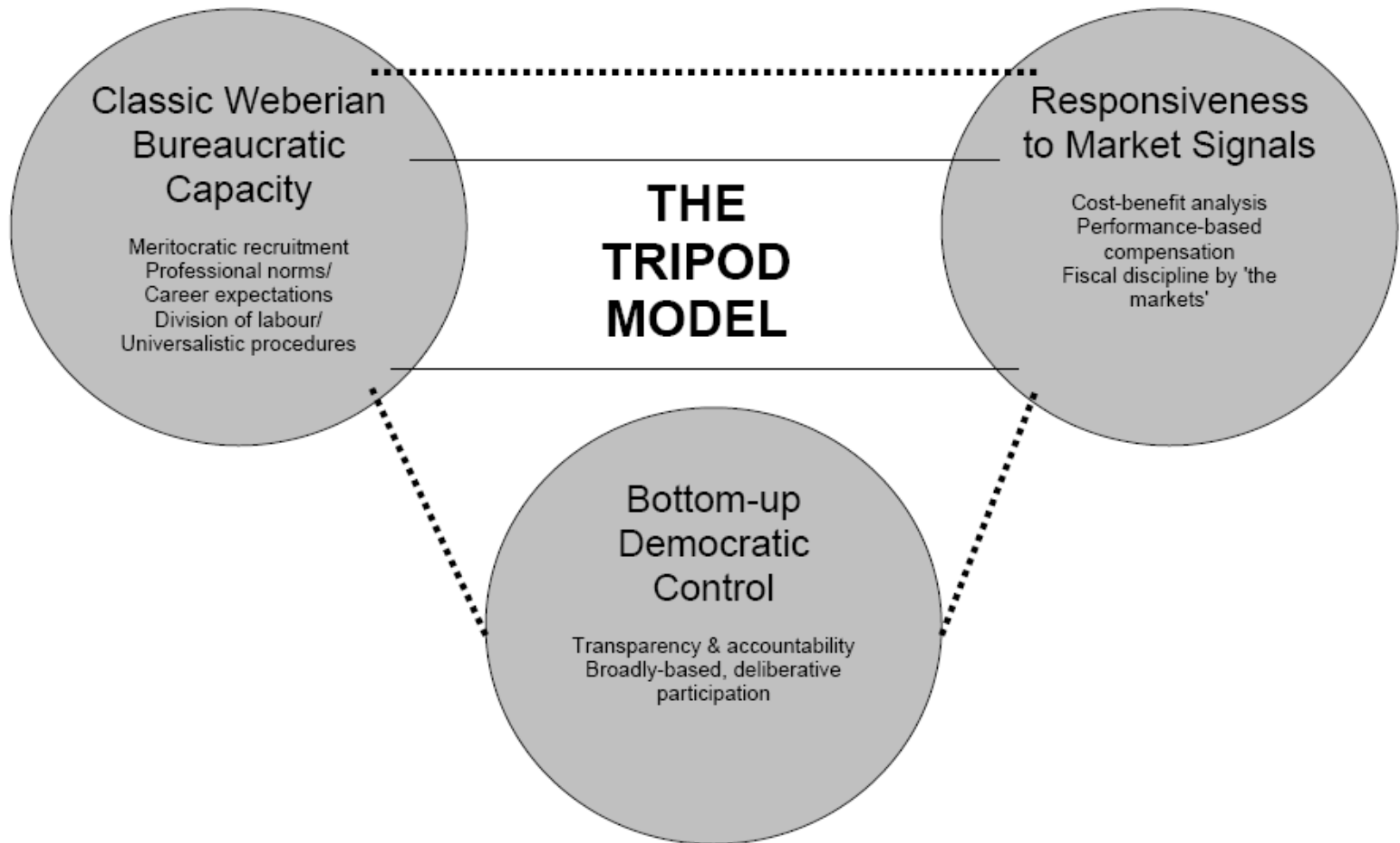
- Parallel (within individual ministries)
- Non-contradictory
- Can be developed and administered by civil servants
- Slow but fair
- Contained within the borders of nation states

New Public Management

- Market orientation (not only methods, but values - "self interest")
- Applied predominantly to service providers, not policy agencies
- Regulated competition
- Customer empowerment to select between providers

What happens to public interests?

Figure 5.1 The 'tripod model' of state control



Направления административных реформ (по В. Guy Peters 2000) (1)

- Приватизация и дерегулирование
- Управление кадрами
- Финансовый менеджмент
- Ориентация на клиентов
- Делегирование полномочий
- Децентрализация и деконцентрация

Analysing Reform outcomes (Demmke, 2012)

- Most Reform outcomes have paradoxical or unintentional effects
- Reform language is manipulative
- Focus is on „trendy reforms“
- Many expectations to reforms are contradictory
- Reforms and institutional design must be seen together

A new understanding of Fairness. (Demmke, 2012)

- The era in which “treating everybody the same meant treating everybody fairly” is not anymore the paradigm of our times.
 - The age of standardization were well suited for the belief in and practice that equal treatment for all is fair treatment.
- Postmodern challenge experts opinion on how to treat people unequally and yet to be fair
- A new discourse on justice needed?

Good governance (vs. good government)

Nayana Renukumar, Public Policy Research, India 2010

Characteristics of Good Governance

- **Accountability**
 - Key requirement of Good Governance
 - Applicable to government, civil society and private sector
 - **Types** : Political, legal, administrative and social accountability
 - **Components** : Answerability, sanction, redress, and system improvement
- **Transparency**
 - Free flow of information
 - Accessibility of information to those affected by decisions taken in governance process
- **Responsiveness**
 - Citizen orientation, citizen friendliness
 - Timely delivery of services
 - Redress of citizen grievances

Good governance (vs. good government)

Nayana Renukumar, Public Policy Research, India 2010

Characteristics of Good Governance



- Effectiveness and efficiency
 - Optimum use of resources
 - Competency and performance of civil servants
 - Result orientation
- Rule of law
 - Fair legal framework
 - Impartial enforcement machinery
 - Independent judiciary
- Participation
 - Cornerstone of Good Governance
 - Opportunities for citizens to participate in decision making, implementation and monitoring of government activities
 - Freedom of expression and association, organized civil society

New Public Passion*

- Restoration of **public trust** in government officials (overcoming the perception of public officials as self-interest maximizing economic actors, inherited from NPM)
- Attention to intrinsic motivation (devotion to public good), similar to NGOs
- Development of public service ethos, ways to socialize public servants into behaving ethically
- Impartiality to prevent corruption
- Taxes and trust

*Max Everest-Phillips, Director, UNDP Global Centre for public service excellence (GCPSE).

Digital Era Governance

(*the term belongs to Patrick Dunleavy, Oxford Internet Institute)

- Government becoming “less territorial”
- Less interaction between civil servants and citizens => more trust? More neutrality? Less corruption?
- Standards and expectations of state services
- Open data
- Big data

Questions?

